

THE EXECUTIVE

Tuesday, 28 June 2005

Open Report

**Agenda Item 9. Supporting People Five Year Strategy 2005 / 2010
(Pages 1 - 92)**

Please find attached Appendix 4 in relation to the above item.

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Supporting People Strategy

2005 – 2010



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1 EXECUTIVE SUMMARY

With a budget of nearly £5m, and the likelihood of it increasing over time, the Supporting People programme in Barking and Dagenham can make a real difference to the quality of life of vulnerable people.

“The Supporting People programme is committed to providing better quality of life for vulnerable people to live more independently and maintain their tenancies. The programme provides housing related support to prevent problems that can often lead to hospitalisation, institutional care or homelessness and can help the smooth transition to independent living for those leaving an institutionalised environment” - ODPM position statement on the role of Supporting People.

This strategy sets out how the Commissioning Body will approach the opportunities over the next five year to shape services fit for the 21st century and focus on benefits for vulnerable people.

In 2004/5 the Commissioning Body spent nearly £5m of support services. However, there is need in the borough that is currently not being met by existing services. According to the ODPM's redistribution formula, Barking and Dagenham's grant allocation will rise significantly over the coming years. This provides the Commissioning Body with an exciting opportunity to develop a vibrant and innovative Supporting People programme; a programme that truly meets the needs and increasing expectations of vulnerable groups and offers them choice and flexibility in their housing options.

The Commissioning Body will maximise the opportunity afforded by the Service Review programme to realign resources. It is tempting to continue along familiar patterns but the Commissioning Body has purposely focussed on vulnerable groups where reconfiguration will realise the greatest benefit. This approach will reshape inherited legacy services to develop high quality innovative services that meet current and future needs. In order to progress from the services offered under the legacy agreement to a vision for services in 2010, the Commissioning Body has committed to a reallocation of approximately 44% of the total allocation by the March 2006.

1.1 SUPPORTING PEOPLE VISION IN BARKING & DAGENHAM

“The Barking and Dagenham Supporting People Programme will seek to address local and national priorities by promoting high quality housing related support services for vulnerable people”

The Commissioning Body will achieve this by:

“Planning, monitoring and reviewing services which encourage independence reflect the diversity of the community, evidence value for money and engage stakeholders, including service users, in decision making.”

Over the next five years the Commissioning Body has an ambitious plan to reshape services. By 2010 the Supporting People programme will be providing services to vulnerable people that will be:

- *Enabling.* By providing vulnerable people the support they need but which also enables them to have control over the way their service is provided;

- *People centred.* By working closely with other agencies and partners to provide a package of support to meet the individual's overall needs;
- *Preventative.* To reduce *unwanted* repeat behaviour and prevent problems occurring in the first place;
- *Value for money and high quality.* As well as demonstrating that the service is improving year on year, the programme should also be showing efficiency savings in line with the Gershon agenda.

By 2010, the Commissioning Body anticipates that much of the programme will be mainstreamed within existing core business. The Commissioning Body and the Supporting People team will also be working to develop outcome measures for the programme.

Accessing services should be straightforward. Information for future and existing service users will be available in a variety of forms. We shall work towards developing a one-stop shop for referrals for service users, integrated with Barking & Dagenham Direct. The Single Assessment Process between Social services and Health will support this. With an increasing grant, service users will have the choice and diversity of support to meet their needs. Improved needs analysis from our partners and stakeholders on currently undersupplied groups (including BME and hard to reach groups) will ensure that the Commissioning Body can plan to commission services to meet their needs either within the borough or via easy referral to cross borough services.

1.2 OVERVIEW OF THE STRATEGY

The purpose of the Supporting People strategy is to support other key strategies to deliver on their strategic objectives by funding housing related support. The strategy sets out the future direction for services and the priorities for development. The 5-year strategy is viewed as a working document and will be annually updated to reflect the priorities of complementary strategies, such as the Community Plan, Housing, and Crime & Disorder strategies. Over the next year the Commissioning Body will develop their approach to strategic planning. This will:

- Strengthen the overarching aims of the programme and links to other regional and local strategies;
- Continue to identify current supply of housing related support in the Borough;
- From needs mapping work carried out by partners, commissioning managers and providers, increase our understanding of current and future needs;
- Identify the gaps between current supply and identified need.

The aim of the strategy is to be evidence based, which ensures the programme meets the key priorities of our partners. This requires the Commissioning Body to have access to quality needs and supply information across the Borough. Access to local evidence to support future commissioning decisions will be key to the success of the strategy. A priority for 2005/2006 will be to strengthen our links with other areas of policy and strategic development, such as the housing strategies

and health delivery plans to ensure that when needs levels have been identified by our partners they are fed into the Supporting People Strategy.

The Commissioning Body has set itself challenging targets for the next five years. Guiding the Commissioning Body will be a set of commissioning principles:

- Focus on benefits and outcomes for service users
- Moving grant from over supplied service areas to areas of under-supply.
- Reshaping legacy services to meet the actual identified needs.
- Commission services that meet partners' strategic objectives
- Ensure services represent value for money
- Produces savings to reinvest in under supplied services.

Commissioning intentions

The Commissioning Body will annually review the priority given to any particular client group and service model in light of evidence supplied by commissioning managers and partners. This will in turn be reflected in the review process and decisions to re-contract.

The intention of the Commissioning Body with regard to the balance of services within Barking & Dagenham can be summarised as follows:

Client Group	Change	Strategic intention
Older People	↓	Reduction in provision and reconfigure to meet frail and mental health/dementia needs.
Homeless	↓	Some reduction in provision based on reconfiguration of homeless provision to address the needs of those accessing services but where homelessness is not the primary need.
Mental Health	↑	Increase provision while ensuring Supporting People services align with changes in the mental health strategies.
Learning Disabilities	↓	Overall reduction in the number of units by reviewing provision with reconfiguration to address needs for both higher and lower intensity support.
Domestic violence	↑	Increase provision.
Teenage parents	↔	No change in current levels of provision.
Care leavers	↑	Increase provision.

Client Group	Change	Strategic intention
Physical disability	↔	Some increase in provision around dedicated HIV/AIDS unit possible in later years but not a priority
Drugs/Alcohol	↑	Substantially increase provision focussed on identified needs.
Offenders	↑	Increase provision.
Travellers/Refugees	↑	To be included in a review of BME needs in the first year. Priority and spend to be determined as part of the outcome of that review. Likely strategic intention will be to increase but not in the first year.
HIAs	↔	No change in funding but look to expand access to client groups currently not served by the HIAs.

In summary, provision in 2010 will have changed for each client group as follows:

- **Older People's** services will have been reshaped to reflect the demographic shifts in the population with movement away from sheltered housing towards both higher intensity residential services for the frail elderly and those with complex needs and lower intensity floating support services to help sustain people in their own homes for as long as possible.
- **Homeless** services will appear to have reduced in number; this will be as the result of replacement of general homeless services with more focussed provision addressing the more profound reasons for homelessness (drug or alcohol problems, offending behaviour, mental illness or social isolation caused by a history of care).
- **Mental Health** services will be more tightly integrated with hospital and institutional services, with more rehabilitative, step-down and move on accommodation and support.
- **Learning Disability** services will be modernised to reflect changing demographics and needs, with more floating support and placements and fewer shared residential places.
- **Domestic Violence** services will have expanded to include additional refuge places. In addition, Supporting People will fund other types of support, integrating with a wider range of options for women, including floating support and other initiatives to allow women to remain in their own homes. Some services will be jointly commissioned with neighbouring boroughs through a pooled Supporting people grant for domestic violence services in East London.
- **Teenage Parents'** support will have been refined after 2007 based on the performance of the existing service. The levels and type of services will remain roughly the same.
- **Care Leavers** will have substantially expanded options for accommodation and support. There will be a range of packages available and expanded

services for those with challenging behaviour, risk of offending or drug and alcohol misuse problems.

- **Physical Disability** services will have remained fairly constant, with some shifts towards HIV provision for specific BME communities.
- **Drugs/Alcohol** services will have substantially expanded, with improved assessments allowing alcohol and drugs as a root cause of homelessness to be better treated. A range of accommodation and support options will be available, with a spectrum from crisis hostel accommodation through to floating support in general needs housing.
- **Offenders/Ex-Offenders** will have options for accommodation and support, with services focussed on those with the highest needs and with complex needs.
- **Traveller/Refugees'** needs will be met through services that are jointly commissioned across East London.
- **Housing Improvement Agencies** will continue in their current form with no significant expansion. The scope of the clients covered by the HIA will have expanded.

1.3 FINANCIAL OVERVIEW

Change in budgeted spend 2005/2006 to 2006/2007

Client Group	Budget (£ ,000)		Change
	2005/2006	2006/2007	
Older People	£1,708	£1,658	-2.95%
Homeless	£1,371	£1,258	-8.21%
Mental Health	£968	£892	-7.85%
Learning Disability	£775	£658	-15.05%
Domestic Violence	£182	£182	Nil
Physical Disability	£138	£138	Nil
Young parents	£60	£60	Nil
Care Leavers	Nil	£32	+100%
Alcohol & Drug	Nil	£65	+100%
Offenders	Nil	£65	+100%
Travellers & Refugees	Nil	Nil	Nil
HIAs	£48	£48	Nil
Additional services(1)	Nil	£100	N/A
Total (no inflation)	£5,252	£5,159	-1.78%

(1) See Section 8.2: *implement Plans to Utilise Underspend* for details on this item.

Approximate change in budgeted spend 2005/2006 to 2009/2010

Client Group	Budget (£ ,000)		Change
	2005/2006	2009/2010	
Older People	£1,708	£1,525	-10.71%
Homeless	£1,371	£1,183	-13.71%
Mental Health	£968	£1,142	+17.98%
Learning Disability	£775	£665	-14.19%
Domestic Violence	£182	£279	+53.30%
Physical Disability	£138	£138	Nil
Young parents	£60	£60	Nil
Care Leavers	Nil	£274	+100%
Alcohol & Drug	Nil	£416	+100%
Offenders	Nil	£237	+100%
Travellers & Refugees	Nil	£125	+100%
HIAs	£48	£48	Nil
Additional services	Nil	£100	N/A
Total (no inflation)	£5,252	£6,195	17.96%

Note on financial projections: In all financial projections within this document the budgeted amounts assume that all block subsidy schemes are fully occupied (i.e. a voids allowance of zero). As such, the budgeted amounts represent the maximum possible spend for each year.

1.4 MANAGEMENT ARRANGEMENTS

The Supporting People team is located within Adult Services in London Borough of Barking and Dagenham Social Services. The Accountable Officer is the Head of Adult Services.

Members of the Commissioning Body are: the Director of Housing and Health (Chair), Director of Commissioning, Barking and Dagenham PCT, Head of Adult Services, Barking and Dagenham Social Services, who is also the Accountable Officer and the Housing Development Manager, London Probation. The Lead Officer also attends the Group, and there is support provided through the attendance of a finance officer. The Commissioning Body's strategic links within the Authority was strengthened by the appointment of the Director of Housing and Health as Chair.

The Commissioning Body has overseen the development of this strategy and it is endorsed by all partners.

The Core Strategy Group is chaired by the Accountable Officer and has been strengthened with revised terms of reference and an increased role for providers to identify gaps in provision and influence the strategic direction of the programme.

Key representatives from social services and housing responsible for commissioning services in each client group also sit on the Core Strategy Group

The Supporting People Team will ensure that the decision-making processes are based on evidence and transparent by developing clear policies and procedures in year 1. The team also has a comprehensive annual work plan that filters down into individual targets that set out how the strategic objectives will be implemented.

With the potential for an increased grant allocation under the new Supporting People Allocations Formula, there is scope for the Supporting People team to promote the diversification and build the capacity of the provider market to take up the opportunities for growth. The Commissioning Body will seek to work with service providers that can offer innovative, quality and cost effective solutions to offering increased choice and meeting needs.

Conclusion

The Commissioning Body recognises that the next five years offers a major opportunity for partners to work together to plan services for the benefit of vulnerable groups. The borough of Barking & Dagenham has the right building blocks in place to deliver the strategy. Over the first three years of the programme the Authority has evolved and strengthened the Supporting People Team, Core Strategy Group and Commissioning Body. Key processes are in place that give clear leadership and direction to the programme while managing the risk associated with the service review programme. This strategy and associated work plans give the team clear focus and leadership.

2 STRATEGY DEVELOPMENT

2.1 DEVELOPMENT SINCE THE SHADOW STRATEGY

The starting point for the development of this strategy was the Shadow strategy. This strategy was produced in September 2003. It highlighted a number of areas where initial supply and needs mapping indicated a need to develop Supporting People services. These were:

- Vulnerable young people including teenage mothers
- A range of households experiencing homelessness
- Ex offenders
- Women escaping domestic violence.

The Audit Commission rated the Barking & Dagenham Shadow Strategy as Fair.

From 2003-4 our priorities were:

Client Group	Prioritised service development/ reconfiguration/ decommission	Progress by 2005
Single homeless people/families	Development of 2 new hostels (66 units)	One hostel opened in January 2005 and a further hostel is due to open in late summer 2005. Both provide purpose built accommodation for families.
Single homeless people/families	Development of a temporary accommodation team	The Accommodation Resettlement Team was set up in 2003 to provide support services to 120 clients
Young people at risk/ repeat offenders	Foyer for Young people (100 units)	Discussions are underway with and RSL, voluntary organisation and the London Probation Service for the provision of Foyer accommodation and hostel accommodation with some beds ring fenced for young offenders. Foyer due to come on stream by 2007 and ring fenced offender beds in a hostel by the end of 2005.
Lone Teenage mothers	Floating support services Development of a mother and baby unit (6 Units)	A teenage pregnancy floating support service was commissioned in 2003 and a mother and baby unit opened in 2004.
Women escaping domestic violence	Development of a 2 nd stage refuge Floating support	The Domestic Violence provision was retendered in 2004 and a new contract entered into for both 1 st and 2 nd stage refuges at lower cost.

Since the Shadow strategy was published we have commissioned Care Equation to develop a consultation framework. Our aim is to enable service users, providers and

other key stakeholders to become involved in the developing the strategic direction of the programme in a way that is meaningful and appropriate. The ability of the Provider Forum to influence strategic direction has been strengthened by 3 places on the Core Strategy Group being reserved for Providers and the Forum is now chaired by a provider. A consultation strategy has been developed that set out how the Supporting People team and Commissioning Body will build on existing opportunities for involvement. Highlights of this strategy are reproduced as an Appendix to this strategy (*Section 10.3 Highlights of the consultation strategy*)

Since the Shadow Strategy was produced, the strategic links between Supporting People and other areas of care and housing within the borough have progressively developed. An example of this growing integration is the Director of Housing and Health chairing the Commissioning Body.

We continue to improve the core processes for the successful management of the programme. In particular, we have focussed on developing the service reviews and risk management processes within the Supporting People team. We have recruited a Business and Performance Support officer to develop the team's quality and service improvement systems. The key policies and procedures to manage risk associated with Service Reviews were reviewed in early 2005 to ensure their currency and applicability. The Service Review Manual, Eligibility and Value for Money criteria have been given wide currency, with the current versions circulated to providers with reinforcement in forums and at Core Strategy Group.

We continue to develop our role at the Cross Authority Group and have for the past two years held a number of joint provider forums with LB Havering. As a member of the Group, we shall develop over the next year:

- A strategic regional approach to the commissioning and provision of Supporting people services, through contributing to the London SP Strategy;
- Benchmarks for cost, performance and value applicable across services operating in the region;
- Identify and commission services that meet cross authority need that would benefit from being commissioned on a regional basis;
- Best practice in the management of SP sharing information, developing regional approaches to issues such as accreditation and undertaking peer reviews.

Our approach to cross-authority working and a draft Cross-Authority statement for the East London Group are outlined in an Appendix to this document (*10.5: Cross-borough working*)

2.2 DEVELOPMENT OF COMMISSIONING

Since the Shadow Strategy was put in place there has been progress towards a mature and structured commissioning process. This process has accelerated since the Audit Commission inspection report of early 2005 identified a number of structural weaknesses. To address these:

- All partner agencies in the Commissioning Body have engaged in discussions around priorities;
- Managers in all service areas have shared their own aims and priorities and discussed how Supporting People may contribute i.e. Hospital discharge, public health and prevention of re-offending;
- Some consultation has occurred with service users and their representatives;
- Providers have been engaged both directly and in specially arranged forums;
- The consultation exercises of others have been tapped into both directly and indirectly i.e. Housing Need Survey, Sheltered Housing Review, BME research around elderly people and those with mental health needs.

The Commissioning Body is committed to building on existing consultation networks to develop meaningful and appropriate methods for service users, partners and stakeholders. In 2004, the Commissioning Body commissioned Care Equation to map existing stakeholder forums throughout the Borough. This has informed the development of a consultation strategy. It provides a framework for future involvement by service users, providers and other stakeholders in developing the commissioning priorities for Supporting People. An action plan sets out how the Commissioning Body intends to deliver the strategy and with links on key action points to the 5-year strategy.

A summary of the consultation plan is set out as an Appendix (*Section 10.3: Highlights of the consultation strategy*).

2.3 DEVELOPING THE FIVE-YEAR STRATEGY

The 5-year strategy is viewed as a working document and will be updated annually via a rolling annual plan. Over the next year the Commissioning Body will develop their approach to strategic planning. This will:

- Strengthen the overarching aims of the programme and links to other regional and local strategies;
- Continue to identify current supply of housing related support in the Borough;
- From needs mapping work carried out by partners, commissioning managers and providers, increase our understanding of current and future needs;
- Identify the gaps between current supply and identified need;
- Undertake market analysis identify how services can be commissioned to meet current and future needs.

3 CONTEXT OF SUPPORTING PEOPLE IN BARKING & DAGENHAM

3.1 DEMOGRAPHIC PROFILE OF BARKING & DAGENHAM

- Barking and Dagenham has a population of 167,300, which is projected to rise to 190,722 by 2016. This growth will be in part driven by the Thames Gateway expansion programme.
- Barking and Dagenham is one of the most deprived boroughs in the country, 26th out of 354 in the Government's 2004 index of local deprivation, and the seventh most deprived London Borough. Whilst unemployment is at the London average, average incomes are the lowest in the capital.
- The communities in Barking and Dagenham are becoming more diverse, particularly in recent years and this is predicted to further increase over the lifetime of this strategy.
- 2001 Census data indicates the following breakdown of the Barking and Dagenham population by ethnicity:

	Barking & Dagenham	England
White	85.2	90.9
Mixed	1.9	1.3
Asian	5.0	4.6
Black	7.0	2.1
Chinese/ Other	0.9	0.9

The 2001 Census data indicates that 88% of residents in the borough were born in the UK, 2% were born in the EU and 9% of residents outside of the EU.

- Over the last five years there has been a growing number of asylum seekers and refugees, there are currently 3,500 – 5,000 asylum seekers and refugees in the borough.
- Around 1 in 6 residents are over 65 and 1 in 10 is over 75. However, it is expected that the number of elderly people and their percentage within the community will fall over the next decade.
- Barking and Dagenham has the highest census rates of long term illness and people “not in good health” in London. It has an above average incidence of people with mental health problems.
- It has the lowest London ranking for residents with a qualification to degree level and low numbers staying on at school past 16 years.
- Around 37% of houses are managed by the Council or Registered Social Landlords. The largest group of tenants in these are pensioners.

3.2 SUPPLY SUMMARY

As at April 2005, the Supporting People programme in Barking & Dagenham funds the following types of units:

	Floating support	Accommodation based	Other	Notes
Older People	350	1,277	1,118	1
Homeless	120	190		
Mental health	66	32	8	2
Learning Disabilities	61	29	26	3
Domestic Violence		12		
Physical Disabilities	19	17		
Young Parents	18			
Home Improvement Agencies			450	4

Notes

1. Other units are Community Alarm.
2. Other units are Registered Care.
3. Other units are Registered Care.
4. Units of support for HIAs are approximate (based on number of call outs).

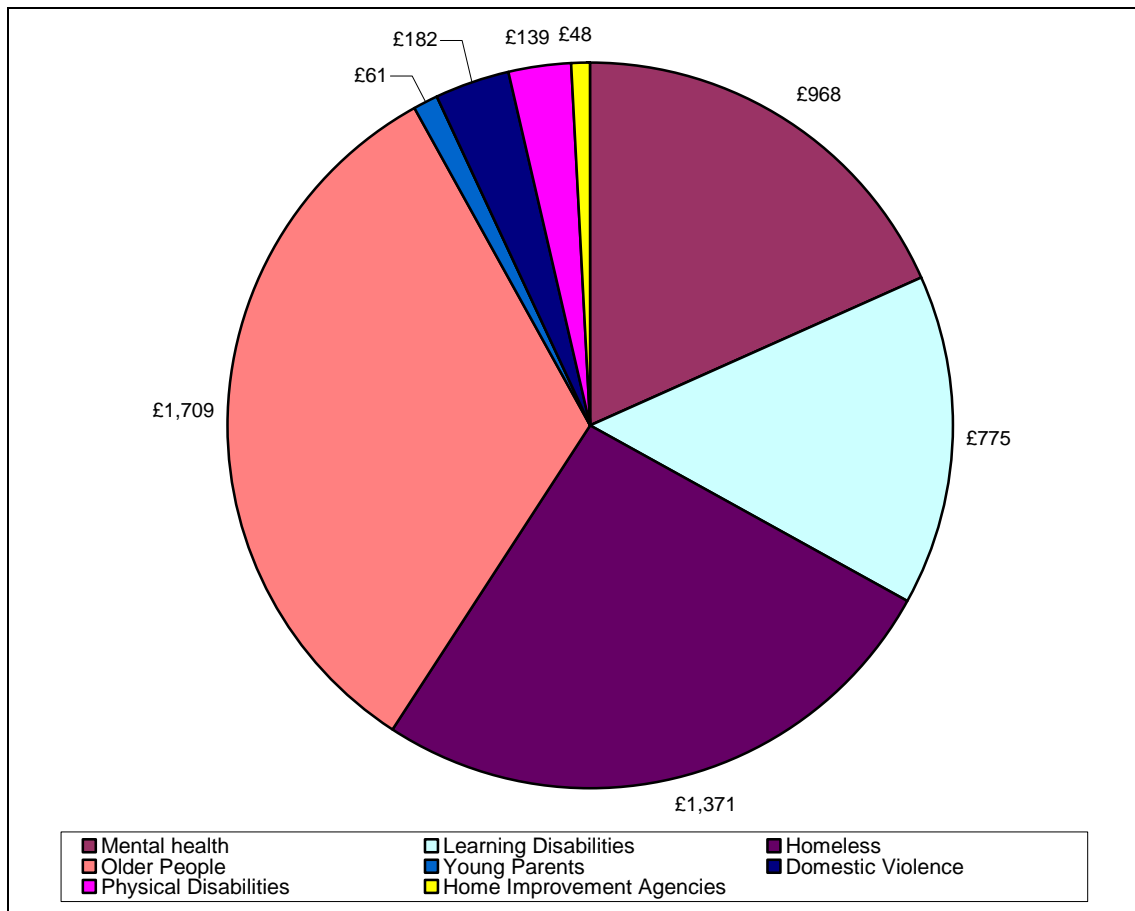
The proportions of budgeted spend are as follows:

	Funding (£ ,000) 2005/2006
Older People	£1,708
Homeless	£1,371
Mental health	£968
Learning Disabilities	£775
Domestic Violence	£182
Physical Disabilities	£138
Young Parents	£60
Home Improvement Agencies	£48
Total	£5,252

Notes

- This is based on units in a contract as at March 2005. It does not include pipeline schemes coming on stream in 2005/2006
- Budgeted spend may differ from actual spend: Budgeted spend assumes full occupancy of all block subsidy schemes; that is, there is no voids allowance.

2005/06 budgeted spend on Supporting People by client group (£ ,000)



3.3 REVIEWS

The review programme will complete the first round of interim contract reviews by the deadline of April 2006.

The review programme aimed to:

- Determine the contracted services most appropriate to the strategic needs of vulnerable people in Barking & Dagenham
- Develop and expand those services through the recycling of grant or redevelopment of less strategically relevant services.
- Realise cost savings from non-relevant services, so that as needs become more defined funding is available to develop new services that meet clearly identified needs in the borough.

The key sources of savings identified were:

- Withdrawal of legacy SHMG funding for Registered Care Homes;

- Rationalisation and restructuring of borough provision. This will include both recommissioning at lower cost and also decommissioning of mental health, homeless and older people's services;
- Realisation of cost savings from review of high cost schemes.

Contract reviews have been prioritised by:

- Cost of service (with high cost services as defined by the Value for Money criteria being prioritised);
- Size of contract (with larger contracts prioritised);
- Client groups (with priority given to those groups where the strategy seeks reductions in capacity or cost).

A number of external events have influenced the timing and progress of the review programme, most importantly the review and potential restructuring within Barking & Dagenham Housing Department. The Housing Department is contracted to provide 900 units of sheltered accommodation plus a number of floating support services. As a result of discussion between Supporting People and Housing, a decision was taken at an early stage to align the recontracting of the services with the timing of the restructuring.

Since the start of the review programme, the following contract changes have been made:

- The decommissioning of the borough's Domestic Violence refuge and recommissioning a similar service at a lower cost steady state contract. This occurred out of cycle by mutual agreement with the provider of the original service due to restructure and merger of the provider;
- The in principle decision to decommission all Older People's services provided by the borough Housing Department and recommission at a lower per unit cost and a reduced number of units. This is being negotiated as part of the restructuring process;
- The decommissioning of a Learning Disability floating support contract for one unit;
- The commissioning of an extension of the existing Teenage Pregnancy floating support service (an additional 12 units).

The review programme has provided the Supporting People team with an opportunity to significantly reshape provision in the borough. By the end of 2005/2006 significant strides will have been taken towards achieving the strategic priorities identified in this strategy. Over the course of the interim review process, there will be a recycling of grant (i.e. the total movement of funding between contracts as a result of decommissioning, recommissioning or reassigning funding) of £2.3m, or 44% of the total 2005/2006 budgeted spend.

The review programme is set out as an Appendix (*Section 10.2: Review Timetable*)

3.4 PROVIDER PROFILE

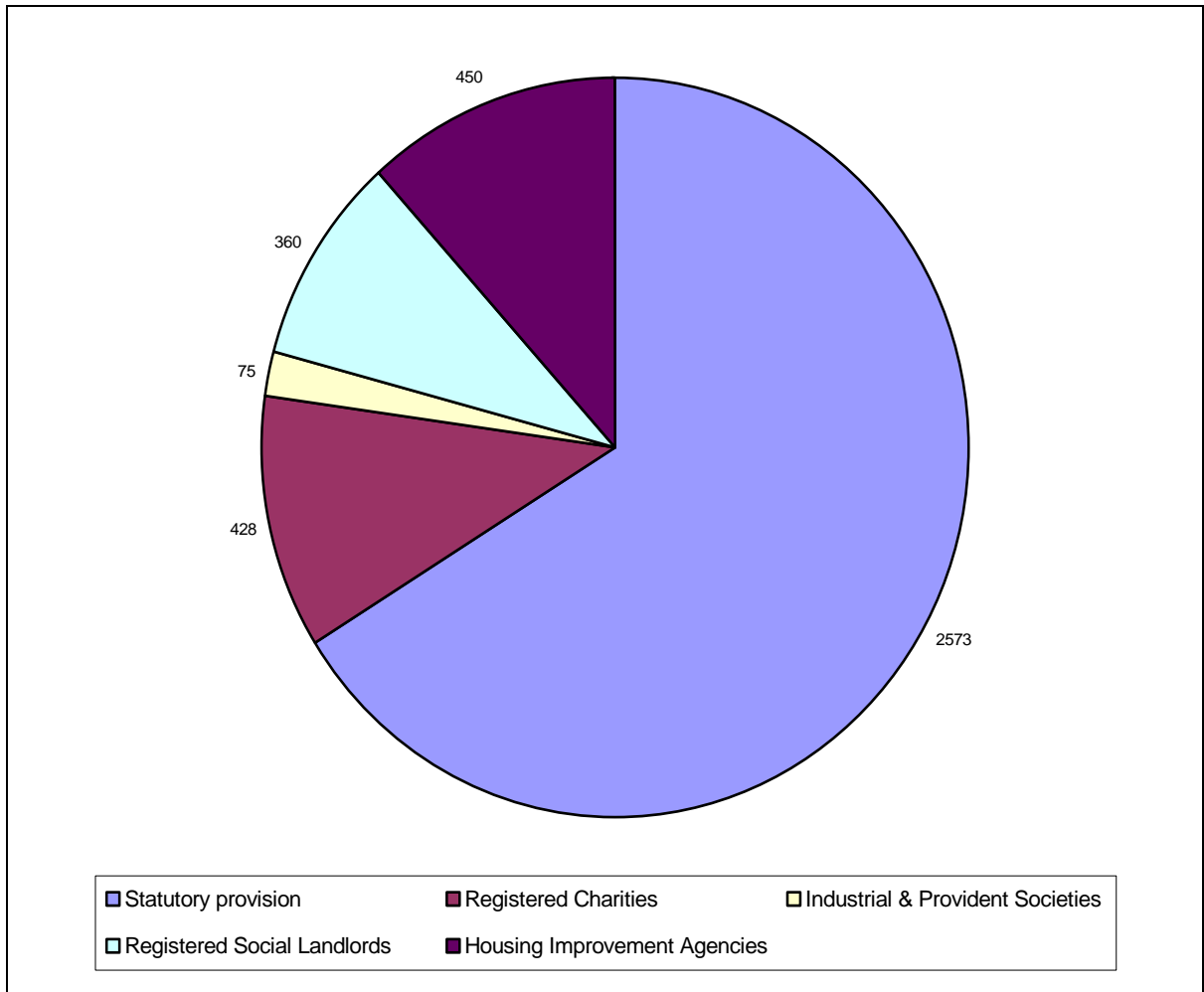
The Commissioning Body wishes to promote a vibrant and diverse provider market to build on and develop creative services that offers a range of choices to service users. The Commissioning Body believes that the substantial recycling of grant and large number of new services planned over five years create a significant opportunity for the borough to foster a diverse provider group and a healthy service market. According to recent OPDM guidance relating to the SP Allocations Formula (SPAF), the London Borough of Barking and Dagenham is likely to receive an increase in Supporting People funding in future years. This is recognition of the levels of unmet need within the borough. In order to meet this challenge the borough will:

- Plan for the utilisation of any additional grant to be focussed on the areas and client groups of provision where there are significant gaps. These areas have been identified in the development of this strategy.
- Encourage cross authority working with smaller specialist providers where there is not the critical numbers of clients within the borough.
- Use the procurement process to identify new high quality providers
- Support continuous improvement of existing providers through service review and contract management

The relationships with existing providers have been good and the Provider Forum is well attended. Terms of Reference have been revised to enable Providers to have more involvement in identifying needs and gaps in service provision. In the first year the Supporting People team will develop a programme of support and training for all providers but specifically focussed on the needs of smaller specialist providers in the borough to meet the needs of service users.

The chart below summarises the share of provision by number of units for each category of providers.

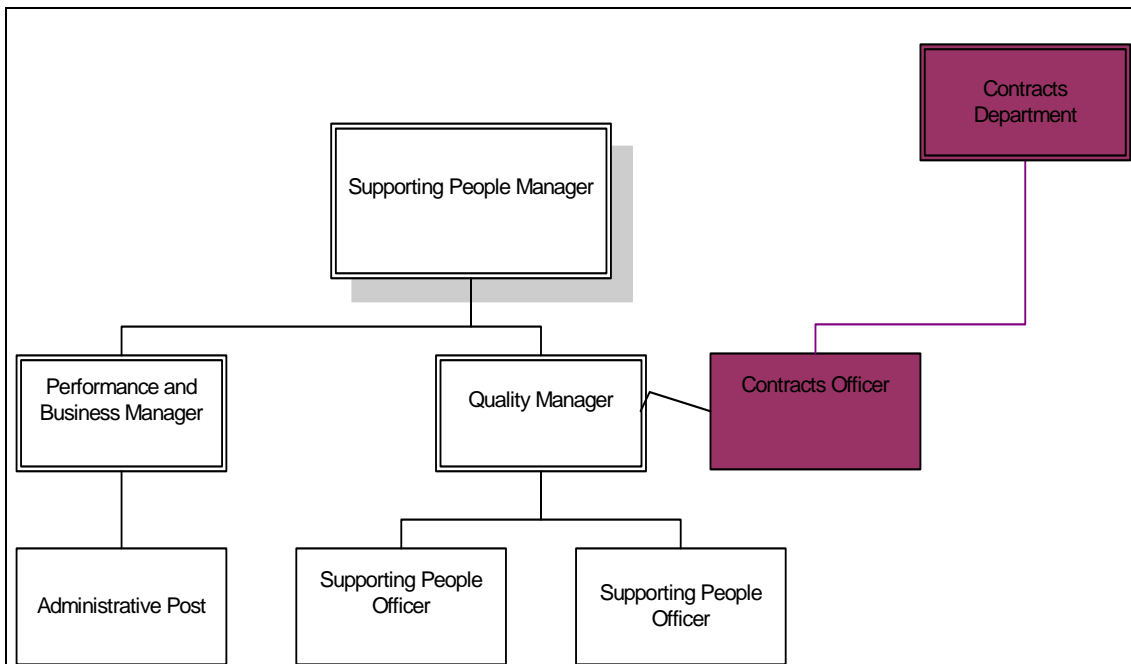
Units of provision by client group in 2005/2006



3.5 THE SUPPORTING PEOPLE TEAM

The current structure of the Supporting People team is set out below (shaded posts are outside the line management structure).

Supporting People Team Structure (as at June 2005)



The Supporting People team is housed within the Adult Division of Social Services. It is being expanded to ensure that there is sufficient capacity to deliver on this strategy over the coming years.

The borough will continue to monitor the progress of the programme to ensure that there is sufficient resourcing and staffing to manage Supporting People. In the longer term, as Supporting People is mainstreamed into social services, the need for a permanent and separate team will be reviewed.

4 STRATEGIC CONTEXT

4.1 NATIONAL STRATEGIES

The Supporting People programme in Barking and Dagenham contributes directly to the shift in public sector services towards preventative work and social inclusion. We do this by:

- Tackling homelessness and repeat homelessness: the programme funds services that support a range of vulnerable people, including a homeless resettlement team, improving the quality of life for people in temporary accommodation and supported accommodation for young people, where they have the opportunity to develop life skills.
- Supporting young parents who are not able to live at home are offered supported housing and support to promote training and employment opportunities and increase social inclusion.
- Reducing the use of hospital beds by providing a home from hospital service
- Promoting community safety and reducing re-offending by providing support services to young offenders.
- Increasing the range and choice of housing to vulnerable people by providing support to enable to remain in their own home, increase social well being and independence through floating support and supported accommodation.

4.2 REGIONAL STRATEGIES

In developing this strategy the Commissioning Body recognised the need to not only address local needs but to respond to and support regional and sub-regional strategies.

We continue to work with London Probation in supporting the objectives of the Reducing re-offending Strategy and Prolific and other Priority Offenders strategy by providing services for offenders.

There are clear links between Supporting People and the Mayor's London Plan and London Housing Board which highlight the need for increased supported housing, redeveloping our of date models of supported housing, increasing floating support and linking capital with revenue funding.

This Strategy also reflects many of the strategic priorities of the Association Of London Government's Supporting People Strategy and we will continue to work across boroughs to address needs through sharing information, planning, commissioning and reviewing of services. Through the East London Supporting People Forum and Supporting People Strategic Forum on shared objectives such as improving the commissioning of services, increasing the range of floating support, improving access for minority ethnic groups.

4.3 BOROUGH-WIDE STRATEGIES

The Supporting People Strategy fits within the overall context of planning within the borough by linking in to key community strategies that address cohesion, health, care and community safety. The role of Supporting People is to support the successful implementation of those strategies by providing accommodation-based support that builds skills, promotes inclusion, relieves homelessness and prevents high cost and high impact problems (such as acute admission to hospital or re-offending).

This section outlines the context of the Supporting People programme within the major strategic initiatives operating within the borough. Additional strategic links that apply to particular segments of the programme are outlined within specific client group strategic plans (see Section 5).

The key borough strategies that are programme generally supports are as follows:

The Community Plan

The Plan's key aims are:

- Promoting Equal opportunities and celebrating diversity
- Better education and learning for all
- Developing rights and responsibilities with the local community
- Improving health, housing and social care
- Making Barking and Dagenham cleaner greener and safer
- Raising general pride in the borough
- Regenerating the local economy.

Barking and Dagenham is developing an integrated approach to health and social care; the Accountable Officer reports to both the local NHS Primary Care Trust (PCT) and Social Services and the Director of Housing and Health chairs the Commissioning Body.

The Supporting People programme contributes to the objectives of the community plan by ensuring services are appropriate to people's needs, continue to develop social services that offer people choice and encourage independence and homes that meet people's needs.

A number of jointly commissioned services have been developed including the re-provision of homeless hostels.

The Homelessness Strategy

The Homeless Strategy aims to address the rising single homelessness and the need to reduce youth homelessness.

It emphasises homeless people with additional support needs including BME, gypsies and travellers and asylum seekers.

The Supporting People strategy supports the aims of the Homelessness Strategy through its focus on the modernisation of Homeless provision and the rebalancing of provision to address the primary vulnerability of people who are homeless; with particular attention paid to those with drug and alcohol issues, ex-offenders, care

leavers and those with mental health needs. In later years, the strategy envisages the development of key BME-specific services.

Alcohol & Harm Reduction Strategy

The main aims of the strategy are:

- To identify and treat alcohol misusers in appropriate ways across the Tiers of treatment
- To prevent and tackle anti social behaviour, including domestic violence caused by alcohol misuse
- To provide dedicated, drug free housing and floating support for ex-drug and alcohol misusers in or leaving structured treatment and / or custody.

The Supporting People strategy supports this strategy through a clear focus on the needs of those with alcohol and drug misuse and provision of services to stabilise their housing and encourage them to develop the skills that will allow them to live independently. In addition, the strategy supports associated issues such as domestic violence through provision of appropriate support and the prevention of homelessness.

Crime, Disorder and Drugs Strategy

The strategy *Safer Barking and Dagenham* notes the need to build links between Supporting People provision and the higher need drug and alcohol dependent clients, those requiring inpatient drug treatment, including detoxification, residential rehabilitation and subsequent reintegration into the community. The strategy has six specific aims:

- To prevent and reduce antisocial behaviour.
- To prevent and reduce youth related crime through prevention, enforcement and rehabilitation.
- To prevent and reduce numbers of crimes of violence.
- To prevent and reduce crimes against property.
- To reduce the harm caused by drugs and alcohol and improve access to treatment for clients.
- To improve community cohesion.

Safer Barking and Dagenham makes specific reference to the Supporting People programme in relation to young offenders:

“Linking with the Supporting People strategy regarding suitable accommodation for all young offenders.”

The substantial increase in supported accommodation for young offenders is a core aim of this strategy.

Supporting People supports the strategy by helping to break the cycle of reoffending for repeat offenders by ensuring they are adequately rehoused and given support to build links into the community.

More broadly, the programme provides housing and support to people who may otherwise be processed through the criminal justice system (care leavers, people

with mental health or substance misuse problems etc.) if their tenancy or community links broke down.

National Health Strategy Local Delivery Plan

The Local Delivery Plan for Barking & Dagenham outlines the PCT's strategic response and actions to meet the key health targets within the national NHS Public Health and Health Care Provision agendas. This is the key local health strategy as it outlines the local strategies for the National Service Frameworks for some key client groups under the Supporting People programme (e.g. mental health and older people) plus the broader Public Health approach in line with the preventative agenda of Supporting People.

The Supporting People programme supports the implementation of the Local Delivery Plan by:

- Ensuring that Supporting People services act to signpost vulnerable people towards health initiatives that form part of the Local Delivery Plan (for example sexual health services, obesity treatment services etc.)
- At a level beyond signposting, the support planning approach within the Supporting People programme allows the integration of accommodation and support into the overall health packages outlined in the Local Delivery Plan.
- For specific client groups covered by a National Service Framework, the Supporting People programme supplies accommodation based support that supports the Framework objectives to maintain people in the community and maximise their independence.

Mental Health Strategy

The *Moving Forward Together* strategy for Barking & Dagenham integrates mental health funding and services between the North East London Mental Health Trust and borough Social Services. The strategy identifies the need for an increased diversity of services within the community as a priority.

It specifically acknowledges the role of Supporting People in supporting the aims of the strategy by providing support in the community for people with mental health needs.

There are a number of other strategies within the borough that will operate in conjunction with the Supporting People strategy in the next five years; these are either in development or under review. The adoption of these strategies into the Supporting People framework will take place through the revision of the Supporting People annual plan.

5 PLANNED DEVELOPMENTS IN THE FIVE YEAR STRATEGY

This strategy envisages a fundamental reshaping of the accommodation-based support for vulnerable people in Barking & Dagenham. The implementation of this strategy will result in a programme of accommodation-based support that will meet the identified needs of vulnerable people within Barking & Dagenham. The initiatives within this plan emphasise the mainstreaming of Supporting People into the wider agendas of the borough for housing, health, social exclusion and community safety.

The five-year strategy is deliberately focussed on several key areas: This is on the basis that these client groups represent the largest spend and number of units in current Supporting People provision. By prioritising these client groups we have the clearest opportunity to significantly reshape the provision of Supporting People services and make the largest difference to the people receiving support and the wider community. The client groups are:

- Older people (32.5% of total spend and 72% of units in 2005/2006)
- Homeless (26% of total spend and 8% of units in 2005/2006)
- Mental Health (18.5% of total spend and 3% of units in 2005/2006)
- Learning Disability (14.5% of total spend and 3% of units in 2005/2006)

These four client groups represents 91% of total spend and 86% of total units.

Other client groups will be addressed within this strategy, and within the context of those client groups the changes may be significant, however to achieve the maximum change and effect the Supporting People team have clearly placed the most emphasis on Older People, Homeless, Mental Health and Learning Disabilities.

This section sets out, for each of the eligible client groups within the programme:

- **Background information:** This section outlines the national and local context for each client group, detailing the particular characteristics or vulnerabilities of the client group. This information informs the strategy at the widest level, and is used to broadly validate the intention and design of new services.
Example: The redevelopment of homeless provision into drug and alcohol services is in part driven by National Treatment Agency research demonstrating that 80% of single homeless have drug dependency issues.
- **Strategic links relevant to Supporting People:** This section describes the specific strategies (either national, regional or local) that have directed the development of the Supporting People strategy. The Supporting People strategy has been designed to integrate into the widest set of appropriate strategies across housing, social services and health, as well as specific client group strategies. The implementation of the Supporting People strategy will significantly contribute to the success of other strategies by dovetailing accommodation based support services into the full spectrum of care and support services for vulnerable people. This section also includes relevant structural strategic links such as local strategic partnerships' representation on Supporting People decision-making bodies.
Example: The key priority of the Valuing People strategy of improving access for people with learning disabilities to mainstream housing will be facilitated by the planned expansion of floating support services from 2006/2007 onwards.

- Local needs mapping:** This section outlines the known need for support and care services within Barking & Dagenham for each client group. This information has been collated from a wide consultation across Barking & Dagenham, with key stakeholders for each client group contributing to the needs mapping. The Supporting People team have utilised known needs data or accessed draft versions of the strategies to support the development of the strategy as appropriate. In some cases the needs mapping will undergo further refinement in 2005/2006 as a result of additional strategic development being undertaken within the borough to gain greater detailed insight in to changing patterns of need.

Example: The Domestic Violence Unit in Barking & Dagenham has identified both under provision of refuge accommodation against Best Value Indicators and a lack of services for women from BME communities suffering domestic violence as issues. As a result, additional units are being scheduled for completion after 2007, with additional needs analysis being undertaken prior to implementation to establish if the units should be ringfenced as BME community specific.
- Supply and how SP currently supports the above strategies:** This section gives the specific units and full year grant funding for each client group (as at April 2005). It further details the key elements of Supporting People provision and how this supports the aims and objectives of the strategies. Based on the supply figures made available by the ODPM through the national supply data, the Supporting People team have compared the supply of services within the borough against the national averages and the Outer London averages.

Supply against average	Defined as
No supply to 15% under average	Severely undersupplied
15% under average to 5% under average	Undersupplied
5% under average to 5% over average	Average supply
5% over average to 15% over average	Oversupplied
15% over average and above	Heavily oversupplied

The analysis of the relationship of Barking & Dagenham's supply against these averages has generally validated the strategic direction envisaged by Commissioning Body in developing the Supporting People priorities over the five years of this strategy.

Example: The supply mapping of Older People's services aligned with the Commissioning Body prioritisation of this client group for reduction in capacity and reinvestment in other client groups.

- Issues identified by Supporting People partners:** This section identifies any key issues that have been raised by the stakeholders in Supporting People; these have been established through the consultation and involvement process undertaken by the Supporting People team throughout the development of this strategy.

Example: In the Mental Health client group, the Barking & Dagenham Local Implementation Team has identified a potential gap in rehabilitation services arising from the modernisation of in-patient services. This has informed the

plan for the development of new community-based services funded by Supporting People from 2007.

- **Commissioning Priorities & Initiatives:** The detailed analysis of current and future trends for each client group within the programme in Barking & Dagenham has allowed Commissioning Body to make informed decisions about the direction of change over the five years of the strategy. Each client group has a defined set of Commissioning Priorities, and initiatives arising directly from these priorities.

Detailed plans for the programme in 2005/2006, detailing all initiatives to be undertaken (including the underspend) are detailed in *Section 8: Annual Plan for 2005/2006 (Year One)*.

Planned initiatives for later years (up to 2009/2010) are included as *Section 9: Plan for Later Years*. It should be stressed that the plan will evolve over its lifetime with annual reviews to set annual initiatives. This section represents the best estimate of reshaped provision based on current priorities.

Note: The Barking & Dagenham Supporting People programme carried forward a cumulative underspend into 2005/2006 of £647,000. This must be spent in this year and will not carry forward. Proposals for the use of this underspend are **excluded** from this section.

5.1 OLDER PEOPLE

Background Information

Since the completion of the Shadow Strategy the "Staying Put" Home Improvement Agency has been re tendered and a new provider contracted. The Agency's brief has widened to include non-elderly clients. This is an area where a significant growth in referrals is anticipated as elderly people who opted to buy their Council houses now find difficulty in maintaining them or require essential adaptations. It is the long-term intention to seek a cross Borough arrangement with Redbridge and Havering which widens choice and maximizes economies of scale.

The sheltered housing provided within the borough is being reviewed during 2005. Supporting People are involved in the review and this will have implications for levels of provision.

Strategic links relevant to Supporting People

The Barking & Dagenham *Housing Strategy for Older People* is still currently in draft form. In draft, in relation to housing and support are:

- To increase housing options for older people;
- Respond to and recognise specific needs of older people including BME groups in the provision of housing services;
- Increase involvement of older people in planning and development of housing services;
- Increase access to housing and support services, in particular, the council's sheltered housing;
- Ensure that council and private sector housing occupied by older people are improved to meet the government decency standards;
- Barking & Dagenham Social Services' scorecard for 2004 identified that the community had higher than normal hospital admissions and problems related to overall poverty in the borough.

The *Older Peoples' Strategy for Health & Social Care* is in place and prioritises:

- Increasing the range of provision;
- Increasing intermediate and step up/ step down services to reduce hospital admissions;
- Reducing reliance on residential care and increase care at home and extra care (including more support for carers).

The Barking & Dagenham Local Implementation Team for the Older People's National Service Framework is represented on the Core Strategy Group.

Local Needs Mapping

The London Development Agency has identified the trends in Barking & Dagenham's older population as:

- Projected decline in the number of older people in the 60-85 age range;
- Predicted significant increase in the number of people aged over 85;
- The number of frail older people is on the increase;
- Numbers of older people from BME communities are increasing;
- Older people who are owner occupiers are on the increase;
- Increasing need for dementia services.

Supply and how SP currently supports the above strategies

Supporting People currently funds a range of accommodation based and floating support services. For example, the Home from Hospital service supports the rehabilitation of older people after a stay in hospital and reduces the rate of hospital re-admissions.

	Units
Floating Support	150
Sheltered	1,208
Community Alarm	1,118
Total	2,476

Compared to the ODPM-supplied averages:

The borough is **oversupplied** compared to national averages.

The borough is **heavily oversupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

The Housing Department is currently undertaking a sheltered housing review which will look at the physical quality of the accommodation, the demand for different types of service and the support roles of the wardens and management staff. The outcomes of this review will be factored into the review of interim contracts up to April 2006.

Commissioning Priorities

The Commissioning Body has identified older people's services as an area where grant may be recycled to fund strategic priorities in other client groups. In line with the strategic priorities identified by social services and health, the Commissioning Body will seek a rationalisation of services.

The overall strategic aim over five years is to reduce provision and refocus on higher needs, with harvested savings recycled from lower cost services to higher cost services (that is, for frail elderly and those with dementia). This will be facilitated by ongoing modernisation of sheltered services, including the review of the Housing Department sheltered provision and also the development of new sheltered schemes. Lower need services will become increasingly oriented towards floating support to ensure people can maintain their own homes. Overall

share of spending for Older People's services is planned to fall from 32.5% of Supporting People grant in 2005 to 24.6% in 2010.

Supply in Barking & Dagenham will shift from the mixed provision currently in place to supply that reflects the likely increases in the numbers of very old people and those with high level needs, along with increasing levels of owner occupiers:

- Placements for the very frail and those with additional needs (i.e. dementia) to integrate with and complement the social services funded extra care placements;
- Lower level support designed to allow people to remain in their homes for as long as possible (through floating support).

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Modernise services	<ul style="list-style-type: none"> • New sheltered scheme (30 units). 		
Reprovision sheltered at lower cost	<ul style="list-style-type: none"> • Recontract large sheltered contract (900 units and £678,000) at 10% fewer units and lower cost. • Review high cost services through the contract review process. 	<ul style="list-style-type: none"> • Continue to monitor cost of provision. 	<ul style="list-style-type: none"> • Continue to monitor cost of provision.
Refocus provision on higher needs (frail and dementia).			<ul style="list-style-type: none"> • Build intensive accommodation for frail elderly and those with dementia to 20% of provision.
Refocus lower need provision on tenancy sustainment	<ul style="list-style-type: none"> • Increase existing floating support service by 10 units (subject to favourable contract review). • Evaluate success of Home from Hospital programme 	<ul style="list-style-type: none"> • Expand Home from Hospital programme (subject to favourable outcome of evaluation). 	

The Supporting People team will work with the Housing Department of the borough to develop risk mitigation plans to manage the reduction in sheltered units envisaged in the plan. The development of alternative services (including the increase in floating support envisaged in this plan) will assist the transition.

5.2 HOMELESS (FAMILY & SINGLE)

Background Information

National research suggests that approximately 70% of homeless people have support needs prior to becoming homeless. 30-50% of rough sleepers suffer from mental health problems. Leaving an institution can trigger homelessness; 20-30% have been in care, 50% in prison. The ODPM's report *More than a roof* set out a new approach to tackling homelessness focussing on the personal problems of homeless people, rather than the places they live.

The characteristics of single and family homeless in Barking & Dagenham are as follows:

- High number of non-priority households.
- Over representation of people from BME communities.
- Large number of households made homeless from privately rented or tied accommodation
- Placement of homeless families to the borough from other London authorities.

Strategic links relevant to Supporting People

The Barking & Dagenham *2003-2008 Homelessness Strategy* (currently under review) includes the following strategic priorities:

- Prevent homelessness, ease homelessness and prevent social exclusion
- By the end of 2003, eliminate the need for anyone to sleep rough in the borough.
- By 2004, eliminate the use of bed and breakfast accommodation by families with children; secure joint working and service delivery by relevant agencies.
- Improve the quality of temporary accommodation used for homeless people.
- Assess the extent of hidden homelessness.

A member of the Barking & Dagenham Homelessness Forum attends the Core Strategy Group.

Local Needs mapping

The Housing Department survey of 2004 estimated 11,571 households in unsuitable housing (16.8% of all borough households). The 2002/03 survey from P1E returns and ODPM statistical release identified 595 statutory homeless in the borough.

The *Homelessness Strategy* identified the following trends in Barking & Dagenham:

- Rising single homelessness and the need to reduce youth homelessness.
- Homeless people with additional support needs including BME, gypsies and travellers, asylum seekers particularly unaccompanied minors.

Supply and how SP supports the above strategies

The Supporting People programme jointly funded the re-provision of hostel accommodation for families in line with Best Value guidance to improve quality of life for families in homeless accommodation. The programme funds 100 beds in a voluntary sector hostel for young people with support to develop life skills and employment opportunities and thus reduce the risk of repeat homelessness.

	Units
Floating Support	400
Accommodation based	24
Hostel	164
Total	588

Compared to the ODPM-supplied averages:

The borough is **oversupplied** compared to national averages.

The borough is **heavily oversupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

Two voluntary sector hostels have historically taken people from outside the Borough. The largest is considered Cross Borough and only around a third have a Barking and Dagenham connection. Havering Supporting People team have been involved in the monitoring and review of this service. It is expected that both of these schemes develop improved referral routes with Barking and Dagenham's homelessness teams.

The Homeless service notes that there are significant changes in trends since the production of the Homelessness strategy in 2003. We have experienced an increase in youth homelessness, which has resulted to an increase in the use of Bed and Breakfast and temporary accommodation for single homeless people. This will be addressed as an area of strategic priority in the revised strategy.

In the last 5 years, there has been an increase in the number of households being accepted by the council as homeless and in priority need, a sharp increase

occurred in 2002-2003 following changes to the legislation which extends our responsibilities to additional categories of young and other vulnerable people.

The number of people presenting as homeless and seeking help from the council under the homelessness legislation has been reducing steadily throughout 2004 and this reduction is continuing.

In recent years, we have reported an over representation of BME amongst homeless people, this is still the case, although the data, which are currently supplied by Housing Advice are not showing breakdown by ethnicity.

As part of addressing the issues of BME homelessness, we have developed a BME housing strategy.

Commissioning Priorities

The Commissioning Body recognises based on the supply mapping of Barking & Dagenham vs. national and outer London boroughs that the borough has a comparatively good supply of homeless accommodation. The overall strategic aim over five years is to reduce the proportion of spend on homeless and replace with more specialist services for clients who are homeless but have other primary needs (mental health or offending for example). The strategic plan envisages spend on homeless falling from 26.1% of spend in 2005 to 19.1% of spend in 2010.

Homeless provision in the borough will be progressively modernised over the course of the strategy. New units already planned to come on stream in the first three years total 168 (this includes new hostel provision in 2005 plus a Foyer service in 2007). In line with strategic need, this is an opportunity to realign provision towards other client groups, specifically mental health, offenders, drug and alcohol services and care leavers. The overall level of provision in the borough will not be reduced – the strategic intention is to identify and specifically address the needs of people who are homeless but have other primary drivers of vulnerability.

Key developments agreed by the Commissioning Body as strategically important for this client group:

- Focus on services for younger homeless people (on average 50 are in temporary, non hostel, accommodation at any one time)
- Understanding the basis for individuals becoming homeless and reviewing and tailoring services, on the basis that homeless provision is likely to be accessed by those with other underlying needs, in particular:
 - Mental health needs
 - Drug or alcohol dependency
 - A history of offending
 - Vulnerability through care leaving

This will result in an overall reduction in homeless provision as a share of Supporting People units.

A key commissioning initiative is the development of a large Foyer service close to Barking town centre. The borough has been developing proposals for a Foyer

service (118 capacity) for several years with initial proposals focussed on its use primarily as a single homeless facility. It is now the Commissioning Body's view that the Foyer should provide services that are segmented around particular client group needs, with ringfenced capacity for people with more challenging needs; in particular care leavers, those with drug/alcohol problems, those with mental health needs and ex-offenders.

The Foyer will form part of a redeveloped streetscape that integrates many services and it is integral to the regeneration of the local area in Barking, being included in a master plan to reshape the streetscape, lighting, security and amenities. To ensure that the large physical infrastructure required can be put in place and so that the Supporting People funded services can be fully integrated into other initiatives and services to be included in the development the Foyer has been developed in conjunction with an independent sector provider.

The Foyer is due to be completed in 2007 and the borough is in the fortunate position of having a relatively long lead time and a constructive relationship with the chosen provider. This means that there is an excellent opportunity for the borough to negotiate a solution that will maximise benefit to the community.

The plans within this strategy estimate a contribution of £500,000 in Supporting People grant towards the operation of the Foyer. From a Supporting People perspective the Foyer will contribute in the following ways:

- Modernising homeless accommodation and support services and allowing better integration with other services through co-location;
- Providing accommodation and services for key client groups with current undersupply;
- Allowing the reconfiguration of existing homeless services to meet additional needs.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Modernise services	<ul style="list-style-type: none"> Two new hostels (68 places) 	<ul style="list-style-type: none"> Develop Foyer service (118 units) with ringfenced provision for key client groups. 	<ul style="list-style-type: none"> Reconfigure homeless provision after Foyer implemented, focussing general homeless provision with more specialist provision.
Refocus provision on younger people	<ul style="list-style-type: none"> Ringfence provision in existing homeless hostels for young offenders (5 units) 		
Refocus provision on offenders	<ul style="list-style-type: none"> Ringfence provision in existing homeless hostels for offenders (10 units) 		
Refocus provision on alcohol and drugs	<ul style="list-style-type: none"> Ringfence provision in existing homeless hostels for alcohol and drugs (10 units) 		
Secure cost and unit savings	<ul style="list-style-type: none"> Focus contract review of borough-operated services on securing reductions in units and per-unit cost. 		

5.3 MENTAL HEALTHBackground Information

People with mental health problems are 1.5 times more likely to live in rented housing than the general population and many people with mental health problems also have problems with their housing such as rent arrears, harassment and poor quality housing. The Social Exclusion Unit's report on Mental Health and Social exclusion identified the following priorities:

- Provision of safe environments to enable people to engage with support services;

- Development of person centred support services that promote self help and independence.

The *Moving Forward* strategy from the Mental Health Board was developed partly as a consequence of plans to re-provision hospital mental health services in the area, within the context of the National Service Framework for mental health. For Barking & Dagenham, this results in no net loss of hospital beds but it does involve a shift in types of provision to more community-based services.

Strategic links relevant to Supporting People

In 2004 the Mental Health Board (Barking and Dagenham's Local Implementation Team) produced a mental health service strategy: *Moving Forward in Barking & Dagenham*, with a five-year horizon. This generally envisages a move towards a strong community-based care model and increasing demands for mental health services in the community. The key trends over the lifetime of this strategy are:

- The need for an increased diversity of services within the community.
- The need for more residential care with older adults with chronic needs – reflecting overall demographic shifts.
- The need for more schemes for people with moderate to serious enduring mental health needs, for the purpose of rehabilitation into the community or maintenance of independence within the community.

The Core Strategy Group includes representation from the Local Implementation Team for the Mental Health National Service Framework, and a member of the Mental Health Accommodation Panel.

Local Needs Mapping

Needs within the borough are high and there has been historically a low level of investment in mental health. There is a shortage of capacity of short-term accommodation for those leaving hospital.

There is a need for Supporting People to integrate services with community care to be provided as part of the shift to a strong community model.

Supply and how SP support the above strategies

Current provision includes floating support services for people with mental health problems that allow them to retain their independence and access general needs housing. The service also contributes toward prevention of emergency admissions.

	Units
Floating Support	66
Accommodation based	32
Registered Care	8
Total	106

Compared to the ODPM-supplied averages:

The borough is **undersupplied** compared to national averages.

The borough is **undersupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

The Mental Health Board (LIT) has identified the need for increased rehabilitation facilities in line with the closure and movement of acute inpatients and modernisation of services and is preparing a business case for a health-funded community rehabilitation project of 10 units.

Commissioning Priorities

Overall the Commissioning Body recognises that the supply within Barking & Dagenham is below average across the region and nationally. The strategic aim of Supporting People is to increase provision for mental health support from 2005 to 2010, with share of spending maintained at 18.4% over the course of the strategy, but with the overall spend increasing. Until the full implications of hospital reprovision are understood, the strategic change in mental health provision will be limited. In general the strategic intent is to increase the number of units as well as the spend per unit, reflecting the strategic intent to refocus provision around rehabilitation and improving movement into independence.

The Commissioning Body will not prioritise changes in mental health provision in the first year. This is in order for developments in Supporting People supply to take place in tandem with the activities of the PCT and Social Services in moving to a more community based service.

In general, the Commissioning Body will:

- Examine opportunities for lower cost provision.
- Develop services for moderate to severe needs, focussing on those with complex or multiple needs including mental health.
- Plan for changes in provision based on likely priorities of rehabilitation and independent living arising from the implementation of the *Moving Forward* strategy.
- In later years of the strategy look to reinvest savings into specific services for BME communities.

The Commissioning Body recognises that in the short term the overall provision directly funded by Supporting People in the borough will decline – this is as a result of the decommissioning of the one mental health Registered Care Home and the potential for decommissioning one service.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Secure savings to reinvest	<ul style="list-style-type: none"> Remove legacy SHMG from Registered Care Homes. Review high cost services as part of contract review. 		
Increase services for BME communities		<ul style="list-style-type: none"> Reinvest savings in BME-specific floating support services. 	<ul style="list-style-type: none"> Evaluate success of BME initiatives and refine provision.
Address rehabilitation needs in LIT plan		<ul style="list-style-type: none"> Develop 'step down' services based on LIT priorities (when known) 	
Increase provision of high need services.			<ul style="list-style-type: none"> After implementation of Foyer, review homeless provision to reconfigure as services for complex needs mental health.

5.4 LEARNING DISABILITIESBackground Information

There are approximately 210,000 learning disabled people with a severe disability in England and about 1.2 million with a mild or moderate disability. There has been a national rise in autism spectrum disorder.

Twenty-five units of council operated residential care (around one third of total units) are undergoing a re-provisioning and remodelling process; the outcome from this will be a new intensive support service for 12 people with profound disabilities. This reflects the general trend towards a reduction in the reliance on institutional residential and nursing care as more individuals choose to and are enabled to live independently in the community. This will impact the priorities and needs for Supporting People services.

Strategic links relevant to Supporting People.

The Housing Strategy for People With Learning Disabilities in Barking and Dagenham has highlighted the following:

- To promote a shift away from institutional models of housing and support towards a community based model;
- To promote equal access to mainstream housing for people with learning disabilities;
- To improve the use of resources and maximise the development of opportunities;
- To ensure that people with learning disabilities, carers and families are fully informed of available housing and support options;
- To improve access to mainstream housing;
- To increase partnership working.

A member of the Learning Disabilities Joint Commissioning Board for Barking & Dagenham (health and social services) sits on the Core Strategy Group.

Local Needs Mapping

National Research Findings/ Service data Research five-year population trends suggests that there will be:

- Increase in mild to moderate learning disabilities;
- Increase in adults with LD becoming parents;
- Increase in life expectancy of people with learning disabilities;
- Increase in multiple and complex needs such as early onset dementia (linked to increased life expectancy);
- Increase in cases of high spectrum Autism.

The 2004 Housing Needs Survey shows:

- There are 1,048 households in Barking & Dagenham with at least one member of the household with a learning disability;
- A significant number of people with learning disabilities have multiple needs;
- 37.9% of households containing someone with a learning disability contain four or more people;
- 9.9% of households containing someone with a learning disability live in the private rented sector;
- Nearly half of all households containing someone with a learning disability are living in unsuitable housing.

Supply and how SP supports the above strategies

The Supporting People programme funds a range of accommodation-based support for example accommodation for 20 people at Louise Graham House.

One unit of floating support was decommissioned in November 2004.

	Units
Floating Support	61
Accommodation based	29
Registered Care	26
Total	116

Compared to the ODPM-supplied averages:

The borough has **average supply** compared to national averages.

The borough has **average supply** compared to Outer London averages.

Issues Identified by Supporting People Partners

Included in the strategy's action plan are a number of priority areas where it has been identified that services may not be fully meeting the needs of some people at present, or where it is projected existing services may not be able to meet their needs in the future.

- Developing the range and type of service available for people with complex needs;
- Strengthening support for people living with older carers and those with complex needs;
- Developing housing and support options for people with autism;
- Ensuring services are able to meet the needs of people from a minority ethnic background.

Commissioning Priorities

The strategic aim over five years is to reduce the cost of provision overall, with lower intensity services becoming focussed on adult placement and floating support, and residential schemes primarily targeted at higher needs clients. This is in line with the Valuing People priorities of facilitating greater access to mainstream housing for people with learning disabilities. Overall share of spending is planned to decline from 14.8% in 2005/2006 to 10.7% in 2009/2010 as a consequence of the movement away from group homes and residential settings to more mainstream housing with floating support.

The Commissioning Body will seek to reconfigure provision by:

- Realising savings in unit costs from moving some provision to lower support (while ensuring the reprovisioning of higher need services);
- Utilise cost savings to develop services that increase independence and support carers;
- Reviewing the overall cost of service;
- Potentially reducing the number of units by 2010.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Realise cost savings	<ul style="list-style-type: none"> Secure savings from review of high cost services. Remove legacy SHMG from Registered Care Homes 		
Increase independence		<ul style="list-style-type: none"> Increase provision of floating support and adult placements. 	<ul style="list-style-type: none"> Increase provision of floating support and adult placements.

5.5 DOMESTIC VIOLENCEBackground Information

Nationally, domestic violence accounts for 16% of homeless acceptances each year and figures on the supply of Supporting People funded services show that the need for domestic violence related support is not met.

Strategic links relevant to Supporting People

The *Domestic Violence and Minoritisation* report recommends that key statutory organisations should provide support services to women with no recourse to public funds.

The provision of accommodation and support for households experiencing domestic violence in England encouraged local authorities to provide safe and secure accommodation to people fleeing domestic violence and ensure that there is appropriate support to enable them to rebuild their lives. The range of provision should be broader than the availability of refuges and should include models for delivery including floating support and specific services for women from BME groups.

The Domestic Violence Forum within the borough is working to an action plan to implement recommendations in line with the ALG and GLA *London Domestic Violence Strategy*, with an implementation period out to 2008.

One of the key aims in the strategy is to increase safe choices for women and children experiencing domestic violence. Thus, the work of this Supporting People Strategy will aid in achieving this.

From 1st April 2005 the Domestic Violence Best Value Performance Indicator reflects new indicators. Barking & Dagenham should aim to:

- Provide within the Local Authority area a minimum of one refuge place per ten thousand population;

- Develop, launch and promote a ‘Sanctuary’ type scheme, to enable victims and their children to remain in their home;
- Reduce the percentage of cases accepted as homeless due to domestic violence, that had previously been re-housed in the last two years by the Local Authority as a result of domestic violence.

The borough’s Crime and Disorder Strategy (2005- 2008) places domestic violence as a priority area of work and encompasses all the above together with setting targets for a reduction in domestic violence cases.

A member of the Domestic Violence Forum sits on the Core Strategy Group.

Local Needs Mapping

The Domestic Violence Forum has identified the following as priorities:

- Four extra refuge places in order to meet the BV Performance Indicator;
- New culturally appropriate provision to meet the growth in BME communities;
- The need to support women to sustain their new tenancies, through:
 - A ‘Sanctuary Project’ in order to sustain existing tenancies: This programme focuses on developing ways of securing the homes of women experiencing domestic violence;
 - Floating Support to broaden options for women to remain in their own homes while receiving support and practical advice;
 - To develop the borough’s advocacy service needed to aid women and children to sustain tenancies;
 - To tackle the range of issues that service users present in addition to domestic violence. Such as: mental health issues, drug/ alcohol dependency, parenting issues and being unable to accommodate mothers in refuge provision with male children over the age of twelve.

Supply and how SP currently support the above strategies

In 2004, a provider of a first stage refuge service wished to terminate their contract. As a result the service was re-tendered for both first and second stage and reprovided at lower cost.

	Units
Refuge	12

Compared to the ODPM-supplied averages:

The borough is **undersupplied** compared to national averages.

The borough is **undersupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

The Domestic Violence Forum has identified the need to work with voluntary sector partners (in particular RSLs) as a priority to manage additional housing needs.

Commissioning Priorities

The Commissioning Body recognises the comparative under-provision and is committed to raising provision to regional benchmark levels over the lifecycle of this strategy. The strategic aim for this client group is an increase in provision, with share of spending rising from 3.5% in 2005/2006 to 4.5% in 2009/2010.

Notwithstanding this, the Commissioning Body acknowledges the reconstructing of the existing Domestic Violence services at a lower cost in 2004.

The commissioning Body will:

- Seek to increase provision for this client group;
- Strengthen cross-borough links, particularly in the context of this plan to expand provision. The Commissioning Body will consider proposing a piloting of cross-borough procurement in this area;
- Request the Domestic Violence Unit to develop proposals for BME-specific services;
- Monitor the outcomes from the reprovisioned service.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Monitor outcomes from service		<ul style="list-style-type: none"> • Review existing service. 	
Increase provision		<ul style="list-style-type: none"> • Commission additional units of refuge provision. 	
Improve joint working			<ul style="list-style-type: none"> • Jointly commission East London domestic violence services and topslice local budget.

5.6 CARE LEAVERS

Background information

There are 6.5 million young people between 16 and 25 in the UK. Of these, there are 78,000 people in care, and every year lots of young people will leave care and need accommodation. A high proportion of people who are homeless have been in care at some point in their lives. Around a third of young people in care leave

when they are 16. For those who are in care by order of the Court, they will leave care when they're 18. But the Children Leaving Care Act 2000 ensures that young people continue to be provided with the support that they need from the local authority to help them live independently. This includes help with housing, education, training, and preparation for employment.

Statistics show that 56 per cent of care leavers have no qualifications whatsoever and a quarter of all prisoners have been in care. There is often an on-going cycle of care: the children of women who have spent time in care are themselves two and a half times more likely to go into care than their peers.

The Department of Health, DOH reported in July 2000 that 8,500 young people leave the care of social services between 16 and 18 years of age. The majority of these young people will be expected to live independently in the community.

Strategic links relevant to Supporting People

The Department of Health paper on 'Helping Care Leavers: Problems and Strategic Responses' gives a summary of some of the strategic links in defining the problems and the responsibility of the Local Authority in meeting the needs of young people leaving the care system. These are:

- Defining the problem;
- Local authority aims;
- Issues affecting local authority responses;
- Baseline of current practice;
- Essential characteristics of best practice in leaving care;
- Preparation for adult life;
- Policy and practice framework for leaving care;
- Helping young people maintain existing relationships, community ties and develop new ones;
- Safe, affordable and supported accommodation.

A member of the Children's Services Strategy Board (which includes care leavers) sits on the Core Strategy Group.

Local Needs Mapping

The needs for care leavers identified so far relate to the BME demographic shifts in the borough.

Supply and how SP currently support the above strategies

The borough currently has no dedicated Supporting People funded units. Two Voluntary Sector hostels offer services to younger people; however the support programmes around employment, training, money management and independence skills are not clearly defined. These units are currently counted towards the overall homeless provision.

	Units
SP-funded units	Nil

Compared to the ODPM-supplied averages:

The borough is **severely undersupplied** compared to national averages.

The borough is **severely undersupplied** compared to Outer London averages.

Issues identified by Supporting People partners

The Care Leavers team has identified that the looked after children population reflects the changing demography of the borough. Over the last 12 months there has been an increase in the numbers of unaccompanied asylum seekers from the African continent and a decrease of numbers of young men from Kosovo and Albania. There were 71 care leavers in 04/05 and an estimated 67 in 05/06.

Commissioning Priorities

The strategy has identified care leavers as a priority, with spend planned to increase from zero to 4.4% of Supporting People budget by 2010. As with other client groups, the increase in services for care leavers forms part of the process of modernisation and re-provision of homeless services and in part the apparent growth in funding merely reflects more precise identification of existing homeless services as specialist services for care leavers.

The aim of the Commissioning Body is to create up to twenty places of accommodation based support (combined accommodation based and floating support).

The focus of the Commissioning Body will be:

- Refinement of the needs analysis for those leaving care, focussing on the changing BME needs;
- Developing additional floating support units for care leavers with high levels of need (e.g. those with a history of offending Offenders or drug/alcohol issues).

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Increase provision	<ul style="list-style-type: none"> • Ringfence provision in existing hostels 	<ul style="list-style-type: none"> • Ringfence provision in the Foyer service. 	<ul style="list-style-type: none"> • After implementation of the foyer, re-provision homeless hostels as specific care leaver services

5.7 YOUNG PARENTS

Background information

The UK has the highest rate of teenage conceptions in Western Europe. 1 in every 10 babies born in England is to a teenage mother.

The need for Supporting People services for teenage parents has been met to regional average levels through the commissioned floating support service.

Strategic links relevant to Supporting People

The national Teenage Pregnancy Strategy aims to halve the rate of conceptions in the under 18's and increase training and employment. The provision of supported accommodation is a key part of the strategy.

Good Practice in Supported Housing for Young Mothers states that all under 18's Teenage Parents who cannot live with family or partner should receive support either on site or floating support.

The two key local strategies that apply are:

- *Children's Placements development strategy 2005-2008* for care leavers (issued January 2005)
- *Teenage Pregnancy strategy* (ongoing, with revisions from 2004).

The member of the Children's Services Strategy Board, which also covers young parents, represents their strategic needs at the Core Strategy Group.

Local Needs Mapping

The need for Supporting People services for teenage parents has been met to regional average levels through the commissioned floating support service.

Supply and how SP currently supports the above Strategies

An extension of the existing teenage parents service was commissioned in January 2005. This added 12 units of capacity to the service.

	Units
Floating Support	18

Compared to the ODPM-supplied averages:

The borough has **average supply** compared to national averages.

The borough is **oversupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

None identified.

Commissioning Priorities

Given the existing provision in the borough is new and has been expanded within the last eighteen months, the Commissioning Body will monitor the situation but maintain provision at current levels.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Maintain current provision		<ul style="list-style-type: none"> Review the existing service. 	

5.8 PHYSICAL & SENSORY DISABILITIES

Background information

This client group includes people living with HIV/AIDS.

The 2001 Census has provided data that will help to inform this strategy. Of the population of Barking and Dagenham (167,300), approximately 40,476 were categorised as having limiting long-term illness (32,552) and being permanently sick and disabled (7,924).

The physical and sensory team is providing services to 434 people with a physical disability between the ages of 18 and 64. Of these, 59 are from black and minority ethnic groups, which according to the census make up less than 1 per cent of the BME population

Strategic links relevant to Supporting People

The borough strategy for physical and sensory disabilities is currently being drafted. Strategic steer from the management team is thus not expected at this stage.

Key objectives proposed in the strategy include:

- Support people with disabilities to be independent and assist them to access local work, education and recreational opportunities;
- Developing services for users from black and minority ethnic communities;
- Improvements to housing provisions.

This client group is represented on the Core Strategy Group by a member of the developing Joint Commissioning Body for physical disabilities.

Local Needs Mapping

As part of the strategy development process The Physical and Sensory Team are conducting a large-scale survey of users. The second, structured interviews, phase is about to begin. Any identified housing related support needs will be presented to Core Strategy Group with a view to developing proposals subject to available funding.

Supply and how SP currently supports the above strategies

	Units
Floating Support	19
Accommodation based	17
Total	36

Compared to the ODPM-supplied averages:

The borough has **average supply** compared to national averages.

The borough has **average supply** compared to Outer London averages.

Issues Identified by Supporting People Partners

None.

Commissioning Priorities

Based on the input from strategic partners, the provision within Barking & Dagenham for this client group is well matched to the existing need. The only area that could be considered for expansion is services for people living with HIV and AIDS. Given the nature of the client group, there are significant opportunities for exploring cross-borough provision. Overall, the proportion of spending on this client group will decline over the course of the strategy as the overall level of funding rises, but there will be no decline in actual funding.

The priorities of the Commissioning Body will be to:

- Continue monitoring cost.
- Consider reviewing needs assessment once the physical disability strategy is complete, with a focus on the needs of HIV/AIDS.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Develop HIV/AIDS provision		<ul style="list-style-type: none"> • Work with the cross-borough group to develop new services. 	

5.9 ALCOHOL & DRUG DEPENDENCY

Background Information

The National Treatment Agency research shows that 80% of single homeless people have dependencies on drug and or alcohol. There are strong links with dual diagnosis with 30% of psychiatric patients also having substance misuse problems.

The National conceptual model suggest that 70% of drug users have some pressing housing issue, 60% of drug users live in rented accommodation, 30% of drug users are homeless and 10% of drug users are living in hostel type accommodation. It is anticipated that the 'crack house' closure legislation may result in vulnerable people having their tenancies threatened or terminated.

Alcohol dependency is linked to social exclusion, poverty, family break up and associated issues of marginalisation including domestic violence, disorder and anti-social behaviour. From a housing perspective, this leads to insecure housing and homelessness.

Strategic links relevant to Supporting People

The Barking & Dagenham Drug & Alcohol Action Team (DAAT) has a comprehensive set of plans and strategies to address dependency in the borough. They include:

- The Adult Treatment Plan March 2005

This plan stresses the importance of 'through care and aftercare' a seamless transition through the services and robust support on the treatment discharge.

Floating support is an immediate need to support clients in structured treatment and then to provide aftercare when they complete. An accommodation-based service may be the longer-term goal; supporting people to remain drug free whilst in treatment or on their return from structured treatment.

There is currently no treatment provision within Barking & Dagenham for this high need ('Tier 4') group – all treatment services are spot-purchased and after-care is patchy although waiting times for treatment are lower than the national average.

The Core Strategy Group includes a member of the Joint Commissioning Board for Drugs and Alcohol.

Local Needs Mapping

Needs identified by the Joint Commissioning Board:

- Floating support for tier 4 clients after residential/structured treatment;
- Supported housing to support people to remain drug free.

According to data returns, the number of homeless drug users appears to be increasing, currently standing at 13% of all drug users referred to local drug services for treatment and support. This figure does not include users unable or unwilling to seek help.

Supply and how SP currently supports the above strategies

- The borough is currently undertaking a service redesign which will increase care co-ordination capacity, and a recommissioning of services. Generic services within the borough may be assisting drug and alcohol misusers within their services;
- Supporting People does not currently fund any specific drug and alcohol services, although some support is provided through the Supporting People Accommodation Resettlement Team and the homeless hostels Boundary Road and the Vineries.

	Units
SP-funded units	Nil

Compared to the ODPM-supplied averages:

The borough is **severely undersupplied** compared to national averages.

The borough is **severely undersupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

The Barking & Dagenham DAAT has noted that there are few structures in place between the DAAT and Supporting People services to facilitate the aftercare of clients from tier 4, or address the housing needs of clients in structured day care.

Commissioning Priorities

This client group is a key area of the strategy, with the aim to increase provision to 6.7% of spending by 2010 from the current zero allocation. Within the life of this strategy the Commissioning Body intends to commission new services for drug and alcohol dependency to raise provision to approximately the Outer London average. The development of services for those with alcohol or drug misuse problems will be undertaken in conjunction with the repositioning of homeless services.

Key developments agreed by the Commissioning Body as strategically important:

- Reprovisioning of some homeless services to meet the accommodation needs of clients and address support needs for those receiving aftercare;
- Creation of tenancy maintenance services (probably through a floating support programme) for those accessing day services;
- Improve capability of those with drug or alcohol problems to become more independent after initial intervention.
- Raising provision within these two categories to around the levels of average Outer London provision.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Increasing provision to address support needs for those receiving aftercare	<ul style="list-style-type: none"> Ringfence units for drug/alcohol in existing homeless hostels 	<ul style="list-style-type: none"> Ringfence provision in the Foyer service. 	<ul style="list-style-type: none"> After the Foyer is implemented, redevelop homeless hostels as specialist drug/alcohol provision.
Improve services for those accessing day services		<ul style="list-style-type: none"> Expand existing floating support service (possibly to an accommodation-based scheme). 	
Improve independence.			<ul style="list-style-type: none"> Develop new provision for move on from the Foyer.

5.10 OFFENDERS

Background Information

According to National Probation Service figures:

- 42% of prisoners have no fixed address on release. Homeless ex offender are twice as likely to be re convicted than those in stable accommodation;
- 60% of prisoners were using drugs before imprisonment and 70% of prisoners suffer from at least 2 mental health disorders.

There are six units of 'second stage' provision within the borough. These are places in a temporary assessment scheme for offenders. However these are not assigned to Barking & Dagenham but are open to all East London areas. In addition, the scheme cannot accept high-risk offenders such as those with a history of violence or those on the public protection register.

Strategic links relevant to Supporting People

The strategic context of offender services is within national and regional strategies to ensure community safety. The key strategic initiatives at a national/regional level are:

- Reducing Re-offending National Action Plan;
- Community Safety plan;
- Youth Justice Plan;
- Multi agency public Protection Arrangements (MAPPA);

- Community Plan.

London Probation have identified the following priorities:

- Provision through appropriate move-on, supported accommodation, floating support and cross-authority arrangements for high risk offenders who are supervised by London Probation and subject to Multi Agency Public Protection Arrangements (MAPPA) to manage the risk posed to the community. These offenders experience complex problems including violence/anger management, substance abuse, mental health, dual diagnosis, sex offending problems, child protection problems and coping/instability problems;
- Provision through floating support to assist and support medium and low risk offenders experiencing housing/accommodation problems to successfully retain their tenancies thus improving their ability to comply with their community sentences, Accredited Programmes that would impact on the risk of re-offending;
- Provision through supported accommodation and floating support to provide services to offenders with substance misuse problems, as these cannot be accommodated within current provision at the YMCA and other existing provision.

There are also linked with the Government's drive to address ex-offenders with complex support needs and the creation of sustainable communities.

The Housing Development Manager for London Probation is a member of the Commissioning Body, and their nominee sits on the Core Strategy Group.

Local Needs Mapping

There is no local provision for young adult offenders with complex needs such as substance misuse.

London Probation have recognised that more work needs to be done to quantify the need for housing related support, but has identified the following priorities for Barking and Dagenham:

- To make provision for high-risk offenders who are released to hostels in the short term and who are supervised in the community subject to MAPPA arrangements;
- More appropriate move on and supported accommodation for high risk offenders and cross authority arrangements to support offenders outside the borough;
- To provide key support under supporting people arrangements that would assist their ability to retain tenancies successfully, protect the public and reduce risk of re-offending;
- Accommodation provision and floating support for offenders with substance misuse problems as this group is not catered for in existing provision;
- Increasing the bed space provision at the YMCA and linking this to the provision of advice and 'wrap around services' related to leisure, employment,

housing etc on site which would assist the reintegration of offenders into the community.

Supply and how SP currently support the above strategies

- 6 bedspaces for young offenders (within the YMCA and counted as homeless provision within budgets)

	Units
SP-funded units	Nil

Compared to the ODPM-supplied averages:

The borough is **severely undersupplied** compared to national averages.

The borough is **severely undersupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

The YOT has identified the need for specific services for young offenders.

Commissioning Priorities

The strategy has significant focus on this client group; with the aim to increase specific spending from zero to 3.8% of overall Supporting People spend by 2010. As with the provision for alcohol and drug services, the development of offender services is linked to the modernisation and re-provision of homeless services.

Key developments agreed by the Commissioning Body as strategically important:

- Increasing the provision for this client group;
- Developing services that meet the needs of ex-offenders with high levels of support needs in prevention and with complex needs, in line with the London Probation strategy;
- The creation of a floating support service for offenders in insecure accommodation;
- Development of units for young offenders;
- Further development of needs analysis and integration with probation and crime and disorder initiatives.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Increase provision	<ul style="list-style-type: none"> • Ringfence units for offenders in existing homeless hostels 	<ul style="list-style-type: none"> • Ringfence provision in the Foyer service. 	<ul style="list-style-type: none"> • After the Foyer is implemented, redevelop homeless hostels as specialist offender provision.
Improve services for offenders with complex needs		<ul style="list-style-type: none"> • Develop specialist floating support services for offenders with complex needs 	
Improve independence.			<ul style="list-style-type: none"> • Develop new provision for move on from the Foyer.

5.11 SOCIALLY EXCLUDED (TRAVELLERS & REFUGEES)Background

Both Travellers and refugees are primarily considered as vulnerable within the definitions of Supporting People as a consequence of their exclusion from the wider community. For this reason, and because there is no dedicated Supporting People funded provision for either group within the borough, they are considered together for the purposes of this strategy.

The support needs of socially excluded client groups have strong potential to be addressed through a regional or sub-regional approach to provision. As such, the Barking & Dagenham Supporting People team will liaise with the East London regional group on this client group and it is anticipated to take a lead – while Barking & Dagenham has no internal provision, other neighbouring boroughs do have provision.

Strategic links relevant to Supporting People

The Housing Act 2004 requires Local Authorities to undertake regular assessments on the needs of Gypsies and Travellers and the ODPM consultation paper 'Planning for Gypsy and Traveller sites' aims to reduce the number of unauthorised sites by ensuring that Gypsies and Travellers have access to accommodation and support services appropriate to their needs.

The Home Office and ODPM recognise that resettlement support is the aim. NASS does not provide support services once people have leave to remain. The local Housing Equality Group is represented on the Core Strategy Group.

Local Needs Mapping

The Physical and Sensory Team have noticed an increase in the number of adults who have failed their application for asylum, but are affected by HIV or other disabilities and have made an application for indefinite leave to remain in the UK under Article 3 of the Human Rights Act 1998.

Supply

- The borough maintains one site for travellers with 14 spaces. This site is currently not being funded through Supporting People with no support provided.

	Units
SP-funded units	Nil

Compared to the ODPM-supplied averages for both refugees and travellers:

The borough is **severely undersupplied** compared to national averages.

The borough is **severely undersupplied** compared to Outer London averages.

Issues Identified by Supporting People Partners

None identified at this stage.

Commissioning Priorities

The Commissioning Body accepts that provision in this area should be increased, as there are currently no services in the borough. However, new provision will be subject to supply availability in the areas around Barking & Dagenham. The Commissioning Body believes that provision is being met through services provided in other areas (e.g. mental health and homeless provision).

Until further information is available, the Commissioning Body will not be regarding this client group as a high priority.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Develop needs analysis	<ul style="list-style-type: none"> Review more detailed needs analysis as available. 		
Improve joint working			<ul style="list-style-type: none"> Implementing working and commissioning protocols throughout East London

5.12 HOME IMPROVEMENT AGENCIESBackground Information

Home Improvement Agencies are small, locally based not-for-profit organisations that meets the needs of vulnerable homeowners or private sector tenants who are older, disabled or on low income to repair, improve, maintain or adapt their home. HIAs are nationally co-ordinated by Foundations until 2007. Foundations, with the support of the ODPM, have identified a plan over three years to improve the management of HIAs through development and retraining.

Nationally, there are now 150 separate organisations that commission HIA services, assess their quality, seek value for money, identify their strategic relevance and conduct challenging reviews. They work alongside almost 300 housing departments, many located in separate local authorities, all of which contribute financially to the work of HIAs.

Strategic links relevant to Supporting People

By improving people's living conditions, HIAs enhance their quality of life and enable them to remain in their home in greater comfort and security, encouraging greater independence for people wishing to remain in their own homes, rather than going into residential care homes. They also offer a wide range of services, providing advice to clients and have become involved with many local authority schemes.

They provide people-centred, cost effective assistance, and help to tackle poor or unsuitable housing, enabling clients to remain in their own home, safe, secure, warm and independent.

Local Needs Mapping

The existing HIA service delivers improvements to the elderly within Barking & Dagenham. Evidence from other client groups indicates that there is substantial need for home improvement and adaptation within other marginalized groups.

Supply

Barking & Dagenham currently works with one HIA managed by Hanover Housing Association, previously provided by Anchor HA. HIA 'units' are measured as number of calls for assistance. The contract for Hanover's HIA gives an estimated volume.

	Units
Contracted volume of support calls	450

Issues Identified by Supporting People Partners

None identified at this stage.

Commissioning Priorities

The existing HIA service represents less than 1% of existing spend on Supporting People, so is not considered a high priority.

The Commissioning Body considers that there is some opportunity for extending the base of clients to be included within the HIA service so that the largest section of the community can benefit from the aids and adaptations available.

Initiatives

Strategic Priority	Initiatives		
	By April 2006	2006 - 2008	2008 - 2010
Increase availability of service		<ul style="list-style-type: none"> Explore options to extend client group coverage. 	

6 VALUE FOR MONEY

The Barking & Dagenham SP team have implemented a Value for Money approach as part of the overall contract review process. The Value for Money approach uses three initial measures to establish the cost of service:

- Unit cost;
- Cost per hour of support;
- Staff to service user ratio.

The outcomes of the service are also used (based on the quarterly Key Performance Indicators of utilisation, throughput and staffing) to establish the value of the service.

Priority for review of Value for Money was given to services that:

- Exceeded the Upper Quartile of national unit costs for that type of service and client group;
- Had a high per hour cost of support (defined as a cost per hour in close to or in excess of £25);
- Had a staff to service user ratio that was not in line with the intensity of support required for the service and client group; or
- Reported KPI returns that showed sustained and significant under-utilisation, low throughput (short term schemes) or staffing variations from contracted levels.

7 CHARGING POLICY

Barking & Dagenham has a charging policy in place under the Fairer Charging Guidelines, except for sheltered housing operated by the borough (for more details, see below).

The profile of services, costs and users within Barking & Dagenham suggested that the number of non-passported service users in Supporting People schemes would be quite low. This has proved to be the case, with only one Fairer Charging assessment applied for since the commencement of the Supporting People programme.

A charging policy for sheltered housing has not been implemented due to the overall restructuring of rents and charges within the Housing Department. The borough's sheltered housing stock and the total charging model is being reviewed as a part of an overhaul by the Housing Department. On this basis it was decided to accommodate work around charging for Supporting People services in sheltered within this review; particularly as a the review itself will almost certainly produce varied charging to reflect differing levels of support.

It is the current plan to introduce charging in these schemes from mid 2005. This will be subject to consultation with the users of support services. From April 2006 all non-benefit claimants will be required to pay the agreed charge. At that time a new Service Level Agreement will exist which will differentiate support requirements according to the nature of the scheme.

The majority of the elderly people in sheltered housing are benefit claimants. Non-claimants in occupation prior to 2003 are transitionally protected until the first review or April 2006. On this basis, the amount to be collected is predicted to be small.

8 ANNUAL PLAN FOR 2005-2006 (YEAR ONE)

The key motivation for the Commissioning Body in the first year of the plan will be to consolidate the programme within Barking & Dagenham.

To achieve this the Supporting People team will:

1. Prioritise and allocate funding to absorb the cumulative underspend from previous years that cannot be carried forward (£647,000).
2. Undertake additional needs analysis mapping of Barking & Dagenham with particular focus on the needs of:
 - The BME community
 - People with Drug and Alcohol dependency needs
3. Complete the interim contract review process.
4. Strengthen cross authority links and explore joint working options.

8.1 IMPLEMENT PLANS TO UTILISE UNDERSPEND

Barking & Dagenham have carried forward an underspend from previous years' grants that must be used by the end of the financial year, totalling £647,000.

Part of the underspend will be used to fund services that have come into operation in 2005/2006. This is non-recurrent funding as the ongoing funding of the services after 2005/2006 will be through recycled grant arising from savings achieved by reviewing the interim contracts. Use of the underspend represents a one-off operational cost incurred, as the savings identified through contract reviews will not be realised until the start of 2006/2007. Commissioning Body have reserved a provision of £250,000 from the underspend to fund this.

The remaining element of the underspend will be used to pilot or evaluate initiatives across the range of Supporting People client groups; as the funding will be time limited and not extended past the end of the year the intent is to provide 'pump priming' funding for extensions to existing services or creative approaches to service delivery.

The key tasks are:

- Request borough and external provider proposals for initiatives to utilise underspend;
- Evaluate proposals and decide on initiatives to be carried forward;
- Commission and monitor the implementation of initiatives;
- Review the outcomes at the end of the year to establish the success of the initiatives and carry learnings forward to the ongoing programme.

8.2 ANALYSE ADDITIONAL NEEDS MAPPING

The borough recognises that to effectively meet the needs of all client groups in the borough the programme will need to evolve as the community and its needs change. Work is being completed within the borough to refine understanding of need, and this will allow the Supporting People strategy to continue to develop over the course of the first year. For example, the PCT's development of the 2006/2207 Local Delivery Plan will include detailed new assessments of health needs in the borough (due for completion September 2005).

The Supporting People team will utilise the needs mapping that will become available as work is undertaken across the borough's departments. Some minor additional needs analysis on specialist areas may be undertaken by the Supporting People team if there are key gaps in the available analysis; the scope of this will be determined after the strategies above have been received.

The key tasks will be to:

- Monitor the production of the relevant strategies;
- Undertake or commission additional analysis on specialist needs if required;
- Incorporate the outcomes from the needs analysis in the strategies and any additional work into the annual review of the strategic plan.

8.3 COMPLETE INTERIM CONTRACT REVIEWS

The aim of the contract review process is to begin the reshaping of provision in the borough and prepare for the developments in later years. By April 2006 the Supporting People team will have made significant movements towards the restructuring of provision to meet the strategic targets of the borough.

The financial impact of the change in funding for each client group is summarised in *Section 1.3: Financial Overview*.

There are specific risks associated with the contract review process relating to the impact of altering the mix of services and client groups (including the possible closure of services). Within Barking & Dagenham any decision to close or substantially remodel a service will include a risk mitigation plan for the service users.

In addition, the governance bodies of the programme (Core Strategy Group and Commissioning Body) have significant representation from the key funding and service departments of the borough (principally Housing and Social Services). Any availability of funding from other sources to replace withdrawn Supporting People grant will be discussed at an early stage in these forums.

On the first year, the focus of risk management will be on older people's, mental health and learning disability services. These are the client group areas where the funding shifts have the greatest impact (including the withdrawal of SHMG funding for registered care provision).

A more detailed overview of the Supporting People team's approach to risk management is outlined as an Appendix (*10.4 Risk Management Approach*)

This section outlines on a client group by client group basis the key initiatives and their impact in the first year of the strategy. The tables below that indicate the impact of initiatives on the total supply and cost of provision **do not** include the

impact of initiatives that will utilise the underspend. This is because the funding is non-recurrent and continuation into 2006/07 will be dependent on the success of the initiatives and the majority of initiatives will not be carried forward.

Older People

In the first year the focus will be on managing the review and restructure of the borough's sheltered provision to ensure that it delivers to the Supporting People strategic aims. Other tasks will begin the process reshaping provision.

The key tasks will be:

- Conclude negotiations with the Housing Department to gain a 10% cut in cost of sheltered provision and associated floating support prior to recontracting;
- Contracting new sheltered provision already in the pipeline (Darcy Gardens);
- Achieve additional cost savings from high cost services provided by external providers;
- Utilise savings to increase provision in the existing floating support service provided by Age Concern.

The likely reshaping of older people's provision in the first year can be summarised as follows:

	Units	Cost (£,000)
Older People provision as at April 2005	2,745	1,708
Reprovision borough sheltered provision	-100	-44
Reprovision benefit takeup & housing welfare	0	-15
Pipeline sheltered scheme (Darcy Gdns)	+30	+10
Review high cost services	0	-5
Increase floating support provision	+20	+5
Older People provision as at April 2006	2,695	1,658

Homeless

In the first year the focus will be on preparing Supporting People for the impact of the Foyer service in 2007 by beginning the shift in provision from general homeless to more specialised services.

The key tasks to be undertaken are:

- Contract new hostel provision;
- Review borough-operated services for homeless with a view to recommissioning fewer services at a lower cost;
- Secure renegotiation of existing homeless hostel provision as part of the contract review process to ringfence existing homeless hostel provision for key client groups (offenders and drug and alcohol misuse). This will offset the increase in provision through new services.

The likely reshaping of homeless provision in the first year can be summarised as follows:

	Units	Cost (£,000)
Homeless provision as at April 2005	310	1,371
New hostel provision (Bevan)	+44	+300
Reprovision hostel (Boundary Rd)	-0	-16
Decommissioning hostel resettlement f/s	-20	-39
Decommissioning general resettlement f/s	-100	-172
Ringfencing hostel provision for alcohol & drugs	-10	-65
Ringfencing hostel provision for ex-offenders	-10	-65
Ringfencing hostel provision for care leavers	-5	-32
Homeless provision as at April 2006	209	1,258

Mental Health

In the first year the key tasks will be:

- Ensure continuity of funding for the Registered Care Home in 2006 by negotiating with Social Services to pick up the shortfall in funding arising from withdrawal of SHMG;
- Critically review the existing assertive outreach service. The intention is that this service will be replaced by a new and more focussed service in 2006;
- Secure some cost savings from apparently high-cost provision as part of the contract review process.

	Units	Cost (£,000)
Mental health provision as at April 2005	106	968
Withdrawal of SHMG for Registered Care	-8	-23
Decommissioning of Assertive Outreach	-10	-37
Review of high cost services	0	-15
Mental health provision as at April 2006	88	892

Learning Disabilities

In the first year the Supporting People team will begin the process of realigning this provision. The key tasks will be:

- Ensure continuity of funding for the 26 units of Registered Care in 2006 by negotiating with Social Services to pick up the shortfall in funding arising from withdrawal of SHMG;
- Gaining cost savings from the existing provision that can be recycled into new initiatives from 2006.

	Units	Cost (£,000)
Learning Disability provision as at April 2005	116	775
Withdrawal of SHMG for Registered Care	-26	-81
Review of high cost services	0	-35
Learning Disability provision as at April 2006	90	658

Domestic Violence

In year one, the handback of the refuge contract in 2004 and the recontracting of the service at a lower price, means that there will not be any review of domestic violence provision before 2006.

Young Parents

The extension of the existing teenage parents provision in January 2005 means that this client group is not a priority. The service will be reviewed by March 2006, however it is not a priority for either expansion or harvesting of savings.

Physical Disabilities

In the first year the provision for physical disabilities will be reviewed, however the scope for cost savings is limited. The services represent only 3% of current Supporting People spend so are not being prioritised.

Drug & Alcohol Misuse

In the first year, the focus will be on starting to move provision across from homeless to alcohol and drug specialty services. This will begin the process that will accelerate in 2007 with the opening of the Foyer service.

The key task for the first year will be the renegotiation of the homeless hostel provision to ringfence units for this client group.

	Units	Cost (£,000)
Alcohol/Drug provision as at April 2005	0	0
Ringfencing hostel provision for alcohol & drugs	+10	+65
Alcohol/Drug provision as at April 2006	10	65

Offenders

In the first year the focus will be on moving some existing homeless hostel provision into specialist offender provision. The key task for the first year will be the renegotiation of the homeless hostel provision to ringfence units for this client group.

	Units	Cost (£,000)
Offender provision as at April 2005	0	0
Ringfencing hostel provision for offenders	+10	+65
Offender provision as at April 2006	10	65

Care Leavers

In the first year the focus will be on moving some existing homeless hostel provision into specialist provision. The key task for the first year will be the renegotiation of the homeless hostel provision to ringfence units for this client group.

	Units	Cost (£,000)
Care Leaver provision as at April 2005	0	0
Ringfencing hostel provision for care leavers	+5	+32
Care Leaver provision as at April 2006	5	32

8.4 STRENGTHEN CROSS-AUTHORITY LINKS

The cross-authority links across the five years of the strategy are detailed in the Cross Authority Statement (*Section 10.5: Cross authority working*).

In the first year, the Supporting People team will work with the East London Lead Officer Group to strengthen cooperation and build foundations for closer working and joint commissioning in later years.

The Supporting People team will seek to establish links with the neighbouring boroughs specifically in areas where a regional approach will result in the best outcomes for the community, in particular:

- BME communities;
- Domestic Violence;
- Travellers and refugees.

To begin the process the Supporting People team will seek to jointly commission needs analysis on BME community needs where there are gaps in the completed needs analysis.

8.5 TIMELINE FOR 2005/2006

Area/Task	2005												2006		
	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.		
Manage underspend															
Request initiatives															
Evaluate proposals															
Commission															
Monitor and review															
Determine schemes to receive funding															
Additional needs mapping															
Undertake BME analysis															
Undertake drug analysis															
Include strategy analysis in review															
Undertake annual review of SP strategy															
Complete review process															
Undertake interim contract reviews															
Assess savings total savings															
Refine proposals for recycling in 06/07															
Issue all steady state contracts															
Strengthen cross-borough working															
All tasks ongoing															

9 PLAN FOR LATER YEARS

The shape of provision in Barking & Dagenham will be primarily determined by actions taken during 2005/2006, the ongoing review of strategic relevance and the availability of resources. The Commissioning Body will be responsible for setting an action plan on an annual basis to reflect revisions in this strategy.

Features of later years of the plan include:

- Carrying forward successful schemes piloted in 2005/2006 using the non-recurrent underspend. Funding will be made available from 2006/2007 onwards to continue those pilots that are evaluated as successful by the Supporting People team. The total grant available will be approximately £100,000; this is likely to represent a single service carried forward from the pilots.
- Longer-term focus on improving move on accommodation from short term projects. A consistent theme of the consultation work with providers and service users has been systemic and ongoing lack of accessible move on accommodation.
- Planning for the impact of the Thames Gateway development programme in particular and demographic changes in general.
- Development of the Foyer service.

The initiatives outlined in this section represent the current plans to reach the target reshaping of provision consistent with the overall vision of Supporting People in Barking & Dagenham. The actual detailed and implemented changes will evolve over time and be subject to replanning every year.

9.1 INITIATIVES FROM 2006 TO 2010

Older People

From 2006 - 2008

- Building on the re-provision and restructuring of sheltered housing provided by the borough by the commissioning of new services for frail elderly and those with dementia.
- Evaluation of the home from hospital programme with a view to expanding the service if it has proven efficacy at reducing readmissions.

From 2008 - 2010

- The continuation of initiatives from 2008 to build up services for frail elderly and those with dementia to 20% of overall sheltered housing provision.

Homeless

From 2006 - 2008

- Implementation of the Foyer: Work will be undertaken up to 2007 to refine the configuration of this service.

From 2008 - 2010

- Once the Foyer is established, the Commissioning Body will reconfigure other homeless provision. This should increase services for those with complex mental health needs, serious drug/alcohol problems and offenders. The aim will be to offset the increase in homeless provision provided by the borough and stabilise homeless provision at around the 2006 level. This may also include reconfiguration of services to act as move-on for those using the Foyer.

Mental Health

From 2006 - 2008

- The savings made in year one of the plan will be reinvested in new services from year two. In later years the initiatives to be pursued will be:
 - Increased floating support services targeted at BME clients; services developed on the basis of improved needs assessment of the mental health needs of the local BME communities;
 - Provision for more community based accommodation and support for those with medium to high needs and additional supported housing as 'step down' from care and/or rehabilitation. This is in line with the LIT's *Moving Forward in Barking & Dagenham* strategy and SP provision will be dovetailed with the community care outcomes from the implementation of that strategy.

From 2008 - 2010

- Once the Foyer service is established, the Commissioning Body will examine options for the redevelopment of homeless capacity as accommodation for clients with complex needs including mental health.

Learning Disabilities

From 2006 - 2008

- The Commissioning Body will recycle savings to increase the provision of floating support, with a mix of adult placements and support provided to clients in general needs housing.

From 2008 - 2010

- The Commissioning Body will continue the movement towards floating support, in line with the *Valuing People* Strategy (the horizon for this strategy will be extended beyond 2008). This is likely to include a further reduction in accommodation-based support and replacement with adult placements and floating support.

Domestic Violence

From 2006 - 2008

- The Commissioning Body will commission an additional 4 units to bring Barking & Dagenham up to the BVPI level. The configuration of the service may depend in part on the outcome of needs analysis for BME communities in that the additional units may be a BME-specific service.
- The existing refuge's contract will be reviewed within this period.

From 2008 - 2010

- The Commissioning Body will work with the East London Group throughout the contract. By 2009 the Commissioning Body intends to be in a position to jointly commission for Domestic Violence services, possibly through topslicing individual borough budgets.

Care Leavers

From 2006 - 2008

- The Foyer service will be configured to provide accommodation and support for care leavers, with five units ringfenced for this client group.

From 2008 - 2010

- As the Foyer is established, the Commissioning Body will seek to reconfigure homeless capacity to specifically provide move on accommodation for care leavers using the Foyer. This is planned for up to ten units.

Young parents

From 2006 - 2008

- No specific initiatives.

From 2008 - 2010

- No specific initiatives.

Physical & Sensory Disabilities

From 2006 - 2008

- Based on the outcomes of the pilot, the Commissioning Body may extend the pilot using recycled grant.
- The Commissioning Body will explore how to meet the needs of people living with HIV/AIDs through its work with the Cross Authority Group. The configuration will be determined on the basis of the completed Physical & Sensory strategy.

From 2008 - 2010

- No specific initiatives.

Alcohol & Drug misuse

From 2006 - 2008

- The floating support service is likely to form the core provision for an accommodation-based scheme of 15-30 units to come on stream in 2006.
- The Foyer scheme planned for 2007 will contain between 15 and 30 units dedicated for those with alcohol or drug misuse problems.

From 2008 - 2010

- Once the Foyer service is established, the Commissioning Body will examine options for the redevelopment of homeless capacity as accommodation for clients with complex needs including alcohol/drug misuse.
- The Commissioning Body will also consider redeveloping homeless units (accommodation based or floating support) for those who move on from the Foyer to allow them to continue to develop independence.
- In addition, the Commissioning Body will develop additional services (likely to be floating support) to assist in tenancy sustainment. This will meet the strategic objective of assisting those accessing day care and also give move on opportunities for those in the Foyer.

Offenders

From 2006 - 2008

- The Foyer service from 2007 will increase provision for accommodation and support for young offenders with proposed ringfencing of ten units for offenders.
- In conjunction with the Foyer service, and to meet the needs of the target group of offenders with complex needs the Commissioning Body will aim to establish intensive floating support services (to approximately 8 – 10 units) for ex-offenders to ensure tenancy sustainment and integration into the community.

From 2008 - 2010

- Once the Foyer service is established, the Commissioning Body will seek to develop new units (likely to be floating support) that will allow move-on from the Foyer. This is forecast to establish five units.

Socially excluded

From 2006 - 2008

- No specific initiatives: Dependant on the outcome of the needs assessment, additional services will be considered.

From 2008 - 2010

- The Commissioning Body intends to have joint commissioning protocols in place within the East London group for the provision of services.

Home Improvement Agency

From 2006 - 2008

- The Commissioning Body will consider options for extending the services of the existing HIA into new client groups.

From 2008 - 2010

- No specific initiatives.

10 APPENDICES

S	Title	Description
10.1	General Supply	The general supported housing and care schemes operating for key client groups in the borough, as at March 2005. This includes some non-SP funded stock.
10.2	Service Review Timetable 2005/2006	Summary of the schemes to be reviewed under Supporting People, with outcomes for completed reviews.
10.3	Highlights of consultation strategy	The action plan arising from the consultation action plan; this forms the basis of involvement for service users and their families.
10.4	Risk Management Approach	Overview of the Supporting People team's approach to managing risk within the Barking & Dagenham programme.
10.5	Cross-Authority Working	The approach of barking & Dagenham to cross-authority cooperation, including a position statement for the East London Sub-regional Supporting People Officers' Group .

10.1 GENERAL SUPPLY

Client group	Contract #	Service ID	Service Name	Provider type	Type of scheme	
Domestic Violence	122	130	Eaves DV refuge	Charity	Accommodation with business hours staffing	
	68	34	Boundary Rd	Local Authority	Accommodation with business hours staffing	
Homeless	68	120	Boundary Rd resettlement	Local Authority	Floating Support	
	70	3	The Vineries - Blackwater Hostel	Industrial & Prov. Society	Accommodation with 24-hour waking staff	
	75	16	YMCA Hostel	Charity	Accommodation with 24-hour waking staff	
	101	102	Resettlement	Local Authority	Floating Support	
	123	88	Summerfield House	RSL	Accommodation with business hours staffing	
	Learning Disabilities	79	21	Outlook Care Burdett Rd RCH	Charity	Registered Care Home
		79	22	Outlook Care Vicarage Rd RCH	Charity	Registered Care Home
		79	24	Outlook Care Raydons Rd RCH	Charity	Registered Care Home
		79	27	Outlook Care Ford Rd RCH	Charity	Registered Care Home
		80	18	Louise Graham House	Charity	Accommodation with sleep-in staff cover
		87	77	LBBB Independent Living Band 1	Local Authority	Floating Support
		87	103	LBBB Independent Living Band 3	Local Authority	Floating Support
		87	104	LBBB Independent Living Band 2	Local Authority	Floating Support
		92	59	Lifeways - Spot Hedgemans	Charity	Floating Support
	Mental Health	93	98	Lifeways - Spot 2 Horse Bridges	Charity	Floating Support
94		100	Lifeways - Spot 4 Beam Ave	Charity	Floating Support	
95		99	Lifeways - Spot 3 Beam Ave	Charity	Floating Support	
108		78	LBBB SS - LD Adult placement	Local Authority	Accommodation with business hours staffing	
109		83	LBBB SS - Sebastian court	Local Authority	Accommodation with business hours staffing	
74		4	Look Ahead - Knights Close	Charity	Accommodation with business hours staffing	
79		23	Outlook Care Dagenham Rd RCH	Charity	Registered Care Home	
82		19	Outlook Heathway	Charity	Accommodation with business hours staffing	
86		60	LBBB MH Floating Support - High	Local Authority	Floating Support	
86		105	LBBB MH Floating Support - Medium	Local Authority	Floating Support	
	86	106	LBBB MH Floating Support - Low	Local Authority	Floating Support	
	89	66	Rethink Support - High	Charity	Floating Support	
	89	110	Rethink Support - Medium	Charity	Floating Support	
	89	111	Rethink Support - Low	Charity	Floating Support	
	99	107-9	LBBB MH Assertive Outreach	Local Authority	Floating Support	
	Contract #	Service ID	Service Name	Provider type	Type of scheme	

Supporting People Strategy 2005 - 2010

Mental Health (cont)	100	116	Outlook Care - Castle Road	Charity	Accommodation w. business hours staffing
Older People	100	121	Outlook Care - Dagenham Road	Charity	Accommodation w. business hours staffing
	64	7	Abbeyfield Sheltered - Strathfield	Industrial & Prov. Society	Accommodation with sleep-in staff cover
	64	96	Abbeyfield Sheltered - Cloud House	Industrial & Prov. Society	Accommodation with sleep-in staff cover
	64	97	Abbeyfield Sheltered - Keith Lauder	Industrial & Prov. Society	Accommodation with sleep-in staff cover
	66	39	Anchor - Colin Pond Court	Charity	Accommodation w. business hours staffing
	71	47	English Churches - Bethany Sheltered	RSL	Accommodation w. business hours staffing
	71	95	English Churches - Danbury Sheltered	RSL	Accommodation w. business hours staffing
	72	42	Hanover Sheltered - Helmore Bungalows	RSL	Accommodation w. business hours staffing
	72	75	Hanover Extra Sheltered - Harp house	RSL	Accommodation with 24-hour waking staff
	73	8	L&Q - Billings Close	RSL	Accommodation w. business hours staffing
	73	9	L&Q - Barmead Court	RSL	Accommodation w. business hours staffing
	73	10	L&Q - Richard Blackburn	RSL	Accommodation w. business hours staffing
	73	11	L&Q - Fuschia Close	RSL	Accommodation w. business hours staffing
	73	12	L&Q - Carnation Close	RSL	Accommodation w. business hours staffing
	73	13	L&Q - Thames View	RSL	Accommodation w. business hours staffing
	73	14	L&Q - Hockley Mews	RSL	Accommodation w. business hours staffing
	73	15	L&Q - Pond Lees	RSL	Accommodation w. business hours staffing
	76	5	Springboard - Brady Court	RSL	Accommodation with 24-hour waking staff
	76	6	Springboard - Broadview House	RSL	Accommodation with sleep-in staff cover
	98	101	Age Concern F/S	Charity	Floating Support
	98	131	Home from Hospital	Charity	Floating Support
	102	62	LBB Community alarm	Local Authority	Community Alarm
	103	119	Benefit takeup	Local Authority	Floating Support
	103	73	Sheltered Area	Local Authority	Accommodation w. business hours staffing
	103	44	Sheltered Area	Local Authority	Accommodation w. business hours staffing
	103	36	Sheltered Area	Local Authority	Accommodation w. business hours staffing
	103	72	Sheltered Area	Local Authority	Accommodation w. business hours staffing
103	38	Sheltered Area	Local Authority	Accommodation w. business hours staffing	
103	76	Sheltered Area	Local Authority	Accommodation w. business hours staffing	
103	37	Sheltered Area	Local Authority	Accommodation w. business hours staffing	
104	122	Housing Welfare	Local Authority	Floating Support	
112	94	Hanover HA - Fred Tibble Court	RSL	Accommodation w. business hours staffing	

Client group	Contract #	Service ID	Service Name	Provider type	Type of scheme
Physical Disabilities	77	56	Choices Support - Intensive	Charity	Floating Support
	77	112	Choices Support - High	Charity	Floating Support
	77	113	Choices Support - Medium	Charity	Floating Support
	77	114	Choices Support - Low	Charity	Floating Support
	77	115	Choices Support - Top	Charity	Floating Support
	81	17	Outlook Care - R50C Raydons Bungalows	Charity	Accommodation w. business hours staffing
	81	117	Outlook Care - 50B Raydons Bungalows	Charity	Accommodation w. business hours staffing
Teenage parents	107	40	Warden HA - Sweetland Court	RSL	Accommodation with 24-hour waking staff
	111	86	Blackwater Mother & Baby	Industrial & Prov. Society	Accommodation w. business hours staffing
	111	132	Teenage Pregnancy Unit	Industrial & Prov. Society	Floating Support
N/A	121	125	Hanover HA - HIA	RSL	Home Improvement Agency

10.2 SERVICE REVIEW TIMETABLE 2005/2006

Contract #	# of services	Service Provider	Client Group	Key Dates	
				Complete Stage 4	Commissioning Body
71	2	English Churches	Older People	31.06.05	18.07.05
76	2	Springboard Brady/Broadview	Older People	31.06.05	18.07.05
64	3	Abbeyfield Sheltered	Older People	30.09.05	21.11.05
98	1	Age Concern-Floating Support	Older People	31.08.05	19.09.05
98	1	Age Concern-Home from Hosp	Older People	31.08.05	19.09.05
75	1	YMCA	Homeless	30.11.05	16.01.06
70	1	Blackwater - Vineries	Homeless	31.08.05	19.09.05
102	1	LBBB Community Alarm	Older People	31.08.05	19.09.05
73	8	London & Quadrant	Older People	31.08.05	19.09.05
87	3	LBBB Floating Support	Learning Disabilities	31.10.05	16.01.06
74	1	Look Ahead - Knights Close	Mental Health	31.10.05	16.01.06
66	1	Anchor - Colin Pond	Older People	30.09.05	21.11.05
108	1	LBBB SS Adult Place	Learning Disabilities	31.10.05	21.11.05
109	1	LBBB SS Meadow Close	Learning Disabilities	31.10.05	21.11.05
92	1	Lifeways Floating Support	Learning Disabilities	31.10.05	21.11.05
94	1	Lifeways Floating Support	Learning Disabilities	31.10.05	21.11.05
95	1	Lifeways Floating Support	Learning Disabilities	31.10.05	21.11.05
80	1	Outlook - Louise Graham	Learning Disabilities	31.10.05	16.01.06
112	1	Hanover - Fred Tibble	Older People	30.11.05	16.01.06
77	5	ILA-Choices Floating Support	Physical Dis.	31.12.05	20.03.06
72	2	Hanover Helmore/Harp	Older People	31.12.05	20.03.06
86	3	LBBB Floating Support	Mental Health	31.10.05	21.11.05
81	2	Outlook Bungalows	Physical Dis.	31.10.05	21.11.05
107	1	Warden HA Sweetland	Physical Dis.	31.12.05	20.03.06
111	2	Blackwater parents	Teen parents	31.01.06	20.03.06
121	1	Hanover HIA	HIA	31.01.06	20.03.06
99	1	LBBB Assertive Outreach	Mental Health	31.01.06	20.03.06
82	1	Outlook Heathway	Mental Health	31.01.06	20.03.06
100	2	Outlook Mental Health	Mental Health	31.01.06	20.03.06
89	3	Rethink Floating Support	Mental Health	28.02.06	20.03.06

10.3 HIGHLIGHTS OF CONSULTATION STRATEGY

Below is a summary of the timeline and actions arising from the consultation plan.

Shaded tasks were completed as at December 2004.

Level 1: Information Giving

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Identify and agree resourcing for Supporting People information giving; establish system to monitor resource implications	January 2005	Commissioning Body	Resource agreement	All
Develop draft standards and evidence for service providers for information-giving	April 2005	Commissioning Body, Provider Forum	Standards and evidence	All
Develop draft standards and evidence for information-giving (wider community)	April 2005	Commissioning Body	Standards and evidence	All
Attend immediate round of (quarterly) meetings of key umbrella groups (e.g. EMPA, Older People's Voluntary Sector Meeting) to initiate information-giving process	November/December 2004		Initial information-sharing	BME groups; Older People
Produce Supporting People information leaflet in an appropriate range of languages and formats; distribute through all identified groups and networks	April 2005		Information leaflet	All
Produce article in Citizen introducing the Supporting People strategy and the process of consultation	January 2005		Article in Citizen	All

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Produce "User" versions of 5-year strategy and consultation strategy	January 2005		Versions of strategy material appropriate for service users	All
In consultation with Community Empowerment Network (CEN) organise meeting of all identified network/group/forum leaders (or appropriate representatives) to present draft strategy material, for them to disseminate or present to their respective groups and forums for consultation.	Jan / Feb 2005	Supporting People Team with CEN	All forum leaders have knowledge of strategy information	All
Produce 3-monthly newsletter in an appropriate range of formats; build up mailing list, to include dissemination through all provider organisations and community forums, and all other groups and networks who have indicated an interest to engage	Ongoing, from Feb 2005		Regular news dissemination to all identified stakeholders	All
Agree process for detailed ongoing dissemination of information with provider organisations and pertinent interest groups implicated in first wave priority developments	From April 2005		Detailed dissemination of material to priority groups	All

Level 2: Consulting about Need

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Baseline needs consultation in production of Strategy, including review of existing user group strategies	December 2003	Supporting People Team	Baseline identification of needs	All
Undertake preliminary exploration of current gaps in service provision with identified respondents	October 2004	Consultants	Preliminary indication of currently perceived service gaps	All
Include additional questions on supported housing needs to planned Housing Needs Survey focus group schedules	October 2004	Consultants	Vehicle for service user identification of housing related support needs from Housing Needs Survey	Older People Young People Adults with Disability BME
Identify and agree resourcing for Supporting People consultation; establish system to monitor resource implications	January 2005	Commissioning Body	Resource agreement	All
Organise meeting of community representatives, in consultation with CEN, Corporate Equalities Team and Age Concern, to progress identification of supported housing needs for BME elders	April 2005		Progression of immediate priority considerations (BME elders)	Older People (BME groups)
Include, with dissemination of information leaflet to particular groups, an invitation for groups to submit initial views on currently unmet needs; establish mechanism for receiving these views and providing feedback	April 2005		General views on unmet need	All
Develop draft standards and evidence for consultation about need (wider community)	January 2005	Commissioning Body	Standards and evidence	All

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Develop draft standards and evidence for service providers for consultation about need; consider development of good practice materials and training	February 2005	Commissioning Body, Provider Forum	Standards and evidence	All
Establish rolling programme of consultation with identified client groups for 2005/06	February 2005	Commissioning Body	Agreed rolling programme for consultation	All
Develop ongoing details of Consultation Action Plan for first wave priority group(s) as identified above, to consult on detailed perceptions of needs and looked-for outcomes for these groups	Feb/March 2005		Agreement on needs and desired outcomes	First-wave groups as identified

Level 3: Consulting on emerging plans and strategy

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Identify and agree resourcing for Supporting People consultation on emerging plans and strategy; establish system to monitor resource implications	January 2005	Commissioning Body	Resource agreement	All
Develop draft standards and evidence for consultation about emerging plans and strategy	January 2005	Commissioning Body	Standards and evidence	All
Contact all identified groups/ forums asking whether and how they would like to be consulted in January about the draft strategy [main options being via central events (e.g. for Older People, Young People) in early January; presentation by Supporting People Team at individual forum events; or information to forum leaders for them to disseminate]; Identify date preferences for forum presentations (e.g. meeting dates already in place), special requirements for format of materials and/or conduct of meetings, and resources available to support those requirements; Identify appropriate means of including housebound older people in consultation process	January 2005		Information for programme of consultation on draft strategy	All
Develop and agree programme of consultation on draft strategy	January 2005		Consultation programme for draft strategy	All

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Develop brief set of key questions to accompany consultation on draft strategy, geared towards informing emerging plans at strategic level	January 2005			All
Conduct consultation(s) on draft strategy, in coordination with respective forums (as identified above)	January 2005		Community views on strategic plans as presented in draft strategy	All
Undertake consultation with existing Supporting People service users about service development as part of standard service review process	Ongoing from October 2004		Views of existing service users	All
Develop draft standards and evidence for service providers for consultation about service development; consider development of good practice materials and training	February 2005	Commissioning Body, Provider Forum	Standards and evidence	All
Organise central event to launch final version of 5-year strategy (format based on experiences and views gained from consultation process to date)	April 2005		Launch of strategic plan; identification of attendees	All
Based on consultation experience to date and responses to launch, identify preferences of identified groups for longer term consultation involvement and mechanisms	May 2005		Input to longer term consultation plan	All

Level 4: Participation in ongoing development

Task	Target Date	Lead responsibility	Outcome	Client Group(s)
Identify and agree resourcing for Supporting People participation in ongoing development; establish system to monitor resource implications	December 2004	Commissioning Body	Resource agreement	All
Develop draft standards and evidence for participation in ongoing development	April 2005	Commissioning Body	Standards and evidence	All
For first wave groups (see Level 2), explore preferred mechanisms for service user participation	From March 2005		Emerging understanding of preferred participation mechanisms	First-wave groups as identified
Based on experiences from consultation processes and involvement to date, consider formation of user consultative group	Ongoing from April 2005		Decision (at a given time) re formation (and membership) of user consultative group	All
Identify and respond to training needs for service user/ community participation, in conjunction with CEN	Ongoing from April 2005		General training for participation	All
Identify good practice models and training needs for providers for participation of service users in development planning	Ongoing from April 2005		Training for providers (engaging users in service development)	All
Develop draft standards and evidence for providers for participation of service users in service development planning	June 2005	Commissioning Body	Standards and evidence	All

10.4 RISK MANAGEMENT APPROACH

Purpose

The purpose of risk management within the Supporting People context is to identify likely problems with the operation of the programme in Barking & Dagenham before they arise and plan for their avoidance or mitigation.

These risks arise from the structure and nature of the Supporting People programme; being a local government administered contracting process to commission and pay for the support for vulnerable people living in the community. The risks within LBBB Supporting People can be grouped together as follows, based on the points at which there are problems or failures:

- Risks to the *individual service users*: These extend from the inherent risks of abuse, neglect or poor service arising from vulnerable people living in the community, through to the risks of homelessness arising from service failure or closure.
- Risks to *services*: These apply principally to the risk of services becoming unsustainable or suffering damage due to operational or financial failures.
- Risks to *providers*: Providers face the risk of financial or reputational damage arising from wither failures within services or arising from dependence on contracting by the borough.
- Risks to the *programme*: The integrity of the programme is placed at risk by instability in service delivery (through unplanned service closures or long term underutilisation) or by the failure of providers.
- Risks to the *borough*: The borough faces risks to the integrity of the delivery of care and support in the community for vulnerable people if the Supporting People programme was unable to sustain delivery of services.

This document details the LBBB Supporting People team's approach to managing the risks to the Supporting People programme in the borough and the specific processes and tools used to track and mitigate key risks.

Approach

The risk management approach within this document is primarily focussed on the *programme-level risks*; that is, those within the control of the Supporting People programme of Barking & Dagenham. This works within the spectrum of other risk mitigation frameworks applicable Supporting People, specifically:

Framework	Level(s)	Operation
SP Quality Assessment Framework (QAF)	<ul style="list-style-type: none"> • Service User • Service 	ODPM-mandated structure for evaluating the quality of service delivery; focussing on the protection, support and involvement of service users. Evaluated annually by the Supporting People team using standard criteria.
LBBD Service Review Procedure	<ul style="list-style-type: none"> • Service user • Service • Provider 	LBBD process (in line with ODPM guidance) that reviews the operation of services by evaluating the quality, strategic relevance and value for money of each contract. This process is undertaken as part of the five year contracting process and is undertaken by the SP team based on a staged evaluation process.
SP Performance Indicator (PI) Monitoring	<ul style="list-style-type: none"> • Service • Provider 	ODPM-mandated process for monitoring ongoing performance of services. Services report quarterly on occupancy, staffing and throughput and outcomes for service users to the SP team utilising national standard PIs. These are used to monitor performance on a rolling annual basis.
LBBD Accreditation Framework	<ul style="list-style-type: none"> • Provider 	LBBD process (in line with ODPM guidance) that evaluates the fitness of providers to receive SP contracts. The framework evaluates robustness of finances, governance and management. Providers are accredited for three years by the SP team based on set criteria.
ODPM Milestones & Extracts	<ul style="list-style-type: none"> • Programme 	ODPM reporting structure for borough programmes, with the SP team reporting on a quarterly basis to the ODPM on the overall administrative integrity of the programme. The monitoring is focussed on ensuring the SP team is properly administering grant and adhering to proper process for monitoring and inspecting providers and services.
Audit Commission Inspection	<ul style="list-style-type: none"> • Programme • Borough 	Audit Commission inspects SP programmes as part of their social services monitoring remit, utilising the standard inspection procedures and standards.
LBBD Risk Management Policy	<ul style="list-style-type: none"> • Borough 	LBBD Corporate policy for managing significant risks within the borough. The SP programme is monitored through the social services corporate monitoring structures.

This risk management approach aims to deal with risks at the most appropriate level of management; with responsibility for monitoring or acting assigned to the administrative, programme or strategic levels of management based on the assessment of the size of risk and potential impact.

Accountabilities

Organisationally, there are 3 levels of management involved in the planning and delivery of Supporting People services to service users:

- The Lead Officer – The Supporting People Manager;
- The Accountable Officer – Head of Adult Services.

Responsibility for Programme lies with the SP Manager and ultimate accountability for effective risk management with the Head of Adult Services.

Oversight of Programme Risk Management operates as follows:

- **The SP Team:** creating and maintaining a Programme Risk Register – with consultation with stakeholders as appropriate; monitoring progress of key planned actions; compiling and presenting Quarterly Risk Reports; coordinating agreed actions authorised by the CSG and CB
- **The LBBD Core Strategy Group:** maintaining an ongoing review of programme risks - particularly of service delivery risks such as service supply and budgetary matters – and authorising risk management actions as required
- **The SP Commissioning Body:** carrying out oversight of risks at the Programme level and authorising major strategy, policy and emergency-level actions as required.

Methods & Tools

The Risk Management Framework is based on the following key elements:

- The Risk Register
- The Risk Report
- Individual risk mitigation plans

The Risk Register

The Risk Register is the master document recording all risks within the programme, The Register records risks, assigns a level of risk (utilising LBB's standard corporate assessment of Likelihood and Impact), mitigation actions and an owner of the actions. The Register maintains risks in the following categories:

1. Strategic / Developmental Risks: Management of the integrity of the programme in LBB.
2. Legal & Regulatory Risks: Management of statutory requirements, including managing grant, reporting and oversight by ODPM and Audit Commission.
3. Political / Reputational Risks: Management of perceptions of the programme within the council, wider community and within government.
4. Operational Risks: Management of the risks associated with ensuring continued operation of services and delivery of support to clients.
5. Financial Risks: Management of the risks arising from grants and contracts across the programme in the borough.

The Risk Report

Risks will be reported to the Core Strategy Group and Commissioning Body on a bi-annual basis:

The report will consist of:

- Summary report of all new risks identified since the last Risk Report;
- A 'traffic light' summary of all risks showing changes in risk ratings.
- Summary of actions undertaken for risks managed at a Supporting People Team level (i.e. for lower rated risks))
- Monitoring reports for high rated risks requiring oversight or action by CSG or Commissioning Body members.

Individual Risk Mitigation Plans

Significant risks will require more detailed risk mitigation. Managing these risks will involve the development of individual risk mitigation plans, with greater detail on the actions and responsibilities for mitigating the risks. These plans will be maintained by the Supporting People team and reported to the Core Strategy Group and Commissioning Body.

In particular, any service that is recommended for closure, significant restructuring or reduction in contract funding level will have a risk impact assessment undertaken in conjunction with the recommendation to Commissioning Body. This will detail the risks to users and the wider community arising from the loss or change of service. This will ensure that the programme stakeholders have a clear view on the impact of the recommended service change.

Maintaining the register and report

Risks may be identified by any team member or stakeholder within the Supporting People programme.

The Risk Register will be maintained by the Supporting People team, with the Supporting People manager responsible for the administration of the register (assessing overall risk rating, assigning owners, recording mitigating actions).

Ownership of risks and reporting of mitigating actions will depend on the level of risk:

- For risks assessed as **Low Risk**: Risk should be assigned a Supporting People team member to own the risk. The risk should be monitored.
- For risks assessed as **Medium Risk**: Risk should be assigned a Supporting People team member to own the risk. The monitoring of the risk should be reported to the Supporting People manager on a regular basis.
- For risks assessed as **High Risk**: The Supporting People team manager should be responsible for preparing and maintaining a separate risk management plan for the risk. The mitigation plan and actions undertaken should be reported to the Core Strategy Group and Commissioning Body on a quarterly basis.
- For risks assessed as **Extreme Risk**: The Supporting People team manager should be responsible for preparing and maintaining a separate risk management plan for the risk. The owner of the risk should be an appropriate member of the Commissioning Body or the Head of Adult Services. The risk should be discussed as a standing item on the Core Strategy Group agenda and on the Commissioning Body agenda as required.

10.5 CROSS-AUTHORITY WORKING

Approach to collaboration

Barking & Dagenham is committed to working with other boroughs to strengthen provision of Supporting People across all of East London. We are committed to developing joint working arrangements, including the provision of regional commissioning where appropriate.

Barking and Dagenham will develop cross-borough working through the work of the ALG and the East London Supporting People Managers.

Barking & Dagenham is also working with neighbouring boroughs to ensure cooperation allows all East London communities to realise opportunities such as the Thames Gateway Development.

Association of London Government.

Barking & Dagenham is committed to the development of the London Supporting People Strategy whose vision is;

"By 2010, London, through partnership between Boroughs and service providers will provide services to enable vulnerable people to achieve settled accommodation and services that support entry to employment".

A cross authority statement has been developed together with our partners in the ALG. Barking & Dagenham is represented on the ALG Strategic Forum through the representation of the East London Lead officers Group.

The ALG Supporting People Strategy looks at support services for London as a whole and establishes;

- The links between Supporting People and other London wide Strategies.
- The case for resources for London.
- The impact of services for people in London as a whole.
- How issues between Boroughs and Providers will be resolved.

East London's Supporting People Officers Group

Barking & Dagenham is a member of the East London's Supporting People Officers Group which is made up of 8 East London Boroughs. The group is committed to working in partnership, sharing good practice and establishing joint working initiatives where appropriate. The Mission statement of the East London Supporting People Officers group is outlined below. The group is working towards developing and implementing more effective cross authority working, especially with regard to the following key issues;

- Benchmarking the approach to service reviews and value for money in service reviews.
- Joint accreditation procedures and processes.

- Sharing good practice.
- Developing and ensuring effective systems are in place for the planning and commissioning of services with ALG, East London Group.
- Participation in the development of the Strategy for London.
- Reviewing the quality of cross authority provision locally in line with guidance produced by the ODPM and ALG.

As outlined in the main strategy, Barking & Dagenham is keen to move towards joint commissioning for appropriate client groups and services within the lifetime of the strategy, and views the East London Group as the appropriate vehicle for this.

Draft Cross Authority Statement

London boroughs are working together to meet the specific needs of vulnerable people. It is widely recognised that while some people may want to move from their local area, certain client groups need access to services away from the area in which they live or have no local connection. This includes services where need is not sufficient to require provision in every London authority. To meet these needs London's boroughs will need to work together in the procurement and commissioning of services and also on service reviews to streamline the programme.

London Borough of Barking & Dagenham is a member of the Association of London Government and will work with the ALG and other London boroughs to meet the priorities in the 5-year London Supporting People Strategy for cross authority services. The London boroughs have agreed the strategy through the ALG's Leaders' Committee, made up of the leaders of the 33 London councils.

The ALG convenes the London Supporting People Strategic Forum to provide leadership, planning and management for London's cross authority services. The Forum will ensure vulnerable people can access a range of quality services in London and is chaired by a London Director of Housing and a London Director of Social Services.

London Borough of Barking & Dagenham will:

- Continue to work with other London boroughs, the ALG and the London Supporting People Strategic Forum to address pan-London Issues
- Recognise that all boroughs have a responsibility for hosting, supporting and developing services that do not only respond to local need
- Work within the East London sub-region but also across regional boundaries to address specific needs, especially in central London
- Identify, plan and where possible jointly commission cross borough services, sharing expertise, experience and resources with regards to housing support services for vulnerable people who are transient
- Consult other London boroughs as part of the service review process for cross authority services
- Ensure that the needs of vulnerable people in London, for which it is difficult to define a local connection, are met

- Avoid duplication in terms of monitoring reviews and consultation requirements on behalf of providers and share best practice
- Ensure that services that could or should be focusing on local needs are supported to do so.