



Supporting People
in Surrey

SURREY SUPPORTING PEOPLE STRATEGY

2004 – 2009



Surrey County Council working in partnership with district and borough councils, probation and health

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FOREWARD BY DAVID MUNRO

**CHAIRMAN OF THE SURREY SUPPORTING PEOPLE
COMMISSIONING BODY AND
EXECUTIVE MEMBER: SURREY COUNTY COUNCIL**



To all colleagues, partners and, indeed, everyone who has an interest in the Supporting People programme in Surrey.

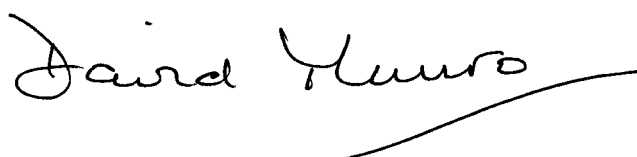
I am delighted to introduce this Supporting People Strategy to you on behalf of Surrey's Commissioning Body. The Strategy has been in development for a number of years, building upon the Shadow Supporting People Strategy, or "position statement", that was presented to the Government in October 2002.

We have worked hard with our statutory partners, providers, voluntary agencies and, indeed, those who use our services to identify our strategic priorities for the coming five years. We have also carried out a great deal of research to objectively test the information that we have been given. We believe that we have accurately identified the gaps in our provision and an effective pathway for addressing those gaps. I would like to thank everybody who has contributed to this process.

Our Strategy has a number of strands flowing through it to meet the strategic priorities that we have identified and which are listed in the Executive Summary. We hope to reshape the market to meet our strategic priorities by:

- Developing new services
- Re-modelling existing ones, where appropriate
- Moving towards "floating support" in the community rather than accommodation based services
- Making best use of the wider social housing sector to ensure that individuals have somewhere suitable to move on to when they no longer require the support offered by a service

We will face many challenges over the next few years in meeting our strategic objectives, not least because of the funding uncertainties that we face as we finalise this document and which are outlined in more detail in Section Eight. However, I sincerely believe that because of the excellent foundations of the Supporting People programme that have been built in Surrey, in cooperation with you all, we are as well placed as any local authority in the country to meet these challenges.

A handwritten signature in black ink that reads "David Munro". The signature is written in a cursive style and is followed by a long, horizontal flourish line.

SECTION ONE: EXECUTIVE SUMMARY

1.1 Developing the Strategy

There has been wide consultation on the development of the Supporting People Strategy in Surrey, not only with all our statutory partners but also with service providers and service users. We were particularly keen to receive contributions from those not currently in SP services, to find out the kind of provision we should be looking to provide in the future – for example for the next generation of older people, or for individuals from black and minority ethnic groups who do not feel well served by existing services. Dialogue has also taken place with our local authority neighbours in respect of cross authority issues. Further information about the building blocks of our strategy can be found in the body of this document and the complete research projects that have fed into the process can be made available separately on request.

1.2 Supporting People - A Vision for Surrey

“ Working in partnership to offer vulnerable people the opportunity to improve their quality of life. We aim to do this by providing housing related support services, which enable them to have greater independence and control in making choices within their lives.”

Our vision for Supporting People in Surrey has two crucial elements. The first captures the ideal which was cited by the Government when the programme was first conceived: to develop high quality, cost effective services which genuinely meet the support needs of vulnerable people. The second element of our vision is achieving the above through partnership. In a large 2-tier authority like Surrey with a total of 18 statutory partners, there are huge challenges in terms of managing the market and achieving strategic consensus.

We know from our supply and needs mapping that we have got a long way to go to achieve our vision of increased choice for vulnerable people. There is a need for more services for virtually every client group if individuals are to have genuine choices in the crucial areas of choosing their accommodation: who they live with and what kind of support they receive. The only exception to under-supply is traditional sheltered housing for older people, where it is recognised that there is a surplus of provision.

Clearly, within the constraints of a cash limited grant, we are not going to be able to help everyone we would like to help immediately – or even within the 5-year timeframe of this strategy. Indeed, the recent grant announcement (5.04% cuts in 2005/2006 and similar cuts on the cards for the following two years) means that, if confirmed, we will be able to deliver very few, if any, of our plans for growth. However, we are still keen to publish our strategic ambitions because we believe that our 5-Year Strategy would meet the support needs of many vulnerable individuals in Surrey and improve their quality of life. Our plan for the next 5-years, funds permitting is to map out a process and timetable whereby funding will gradually be re-distributed in order to meet the strategic objectives endorsed by all our statutory partners. This will be through a combination of actions:

- Commissioning new services
- Re-modelling existing services in cooperation with providers, so they are more effective in meeting our strategic priorities
- Withdrawing funds from a small number of services that are not strategically relevant
- Re-negotiating contract prices where value for money is not being achieved

- Working very closely with sheltered housing providers to see if there are ways of re-modelling their services or re-directing funds to other strategic priorities as schemes are run down

Even if stringent cuts are confirmed, this approach is still valid – albeit the main purpose would then be to help us to manage cuts and protect much needed services locally, in accordance with our strategic priorities

1.3 Strategic Priorities in Surrey

We have rigorously tested the strategic priorities that emerged in our 2002 Shadow Supporting People Strategy. Broadly these strategic priorities have been reinforced by the work we have done. The five priorities were:

- Women at risk of domestic violence
- Young People and care leavers (including homeless 16/17 year olds and young single parents)
- People with multiple and complex needs (often people who are homeless/at risk of homelessness with mental health, alcohol and drugs needs, a history of offending and challenging behaviour)
- Frail elderly people (including those with dementia)
- People with learning disabilities

In addition, other priorities have been highlighted to us: floating support services for people with mental health problems; an increased demand for accommodation for offenders; targeted provision for particular client groups (those with sensory impairment, physical disability, brain acquired injuries or people on the autistic spectrum, for example). Cutting across many of these issues and client groups are the needs of homeless people. Homelessness remains a small but significant problem in Surrey.

In all cases we aim to be inclusive by trying to ensure that people from various BME groups falling into different client groups are not bypassed.

We have also been mindful of regional and cross authority issues and, in particular the challenges of attracting capital funding to areas outside the growth areas. Therefore, we have tested the validity of floating support services through research and concluded that these services are a key plank in our strategy to provide appropriate support, enabling vulnerable individuals to live independently and preventing them from needing more acute services from the statutory agencies.

1.4 Key Links with the National Agenda

We have taken care to ensure appropriate links with key Government priorities:

- Sustainable Communities Plan (providing greater choice and preventing social exclusion)
- National Health Services Plan (preventing delayed discharge)
- Mental Health National Service Framework (preventing demand for acute services)
- Valuing People (providing more options for people with learning disabilities)
- Homelessness Act 2003 (providing support for vulnerable people)
- Criminal Justice Act 2003 (enabling more offenders to live with support in the community)

1.5 The Highlights Of Our 5-Year Strategic Plan

Service Growth

Our 5-Year Plan allows for approximately 4% growth of services for our strategic priorities each year.

Clearly, within the context of grant cuts, this will not be achievable. Nevertheless, we have retained the 5-Year Plan in the Strategy, as we believe that the need for this growth in housing related support services in Surrey has been proved. However, it is now all the more important to get the top strategic priorities right and to target our funds appropriately.

Re-modelling of Services and Value for Money

- We anticipate our larger local authority and LSVT providers working with us to re-model their services to help meet strategic priorities at a neutral, or reduced cost.
- We intend to work with all providers through the service review process to ensure that their services offer value for money and that their funding is effectively directed to meet strategic needs.
- We plan to develop new procurement arrangements, which will help us to commission new services with providers with a proven track record and at a competitive price.

Making best use of the wider social housing sector

We will also be working with the larger social housing landlords to try and ensure that adequate move-on arrangements are in place from supported housing projects, so that much needed services do not get silted up.

Evolutionary Focus of the Strategic Plan

It will be seen that we have focused particularly on services for young single people and homelessness during the early years of the plan, with an increasing emphasis on services for the frail elderly later on, as the county Extra Care Strategy is taken forward. It is planned, funds permitting, that services for people with learning disability and other priority client groups will be developed steadily throughout the 5-year period.

1.5 Monitoring and Reviewing the Strategy

The Commissioning Body will be asked to endorse an Annual Plan each year. This will broadly reflect the process and timetable outlined in the 5-Year Strategy for reviewing services, commissioning new services and re-distributing funds where appropriate, allowing for flexibility to respond to changing circumstances or demands. The Commissioning Body will review progress against the 5-year SP Strategy and Annual Plan every 6-months, noting the effect of re-distribution of funds and whether desired outcomes are being achieved. They will also ensure that appropriate risk management and contingency planning is in place in relation to significant funding, provider or service changes.

SECTION TWO: STRATEGY DEVELOPMENT

2.1 The Shadow Surrey Supporting People Strategy

All the statutory Supporting People partners in Surrey formally endorsed the Surrey Shadow Supporting People Strategy in the Autumn of 2002 and submitted it to the Office of the Deputy Prime Minister on 31st October 2002. The Shadow Strategy included a detailed supply analysis, drawing together the data as collected at that time. It also incorporated early evidence concerning unmet need for housing related support services across a range of client groups and geographical areas within the County.

Early consultation work

In order to produce the shadow strategy, every effort was made to consult with all the relevant stakeholders:

- The eleven borough and district housing authorities
- The five Primary Care Trusts
- Local NHS Trusts
- Surrey Probation Area
- The Social Care Teams in Adults and Community Care in Surrey
- Approved Social Workers responsible for mental health clients
- The Drug Action Team
- Children's Services, including the Leaving Care Team
- Connexions
- Multi-agency teenage parent working group
- Crime & Disorder Partnerships
- Domestic Violence groups and partnerships

Linking with other strategies

A lot of work was done to gather together other strategies at both a national and local level to ensure that the shadow Supporting People Strategy dovetailed effectively with other strategies.

- National and Regional Strategies for example:
 - The National Crime Reduction Strategy (1999)
 - The Government's Ten-Year Strategy for Tackling Drugs misuse 1998)
- Social Inclusion and Neighbourhood renewal
- National Service Framework for Older People: Better Care, Higher Standards
- National Care Standards Framework for Mental Health

Local Strategies

These included:

- The 11 borough and district housing strategies
- The Surrey Domestic Violence Strategy
- Surrey's Joint Investment Plan for People with a Learning Disability
- Surrey's Joint Investment Plan for Older People
- Crime and Disorder Strategies
- Surrey Teenage Pregnancy Strategy

It was also noted that some strategies were in development, such as the borough and district homelessness strategies and a Joint Accommodation Strategy for young people.

2.2 Building on the Foundations of the Shadow Strategy for the Surrey Supporting People Strategy April 2004 – March 2009

The work that was completed for the shadow strategy provides a solid foundation upon which to move forward. It included a comprehensive supply map, which broadly reflects the final map of supply that emerged in March 2003. The context in which we are working has not changed radically since the Shadow Strategy was written, albeit some growth took place in the period October 2002 to March 2004 to start to tackle some of the gaps in supply that were identified.

The on-going development of the Supporting People Strategy has taken place against the backdrop of other key Government initiatives, such as the Sustainable Communities Plan and the National Strategy for Neighbourhood Renewal. These are key drivers from the Office of the Deputy Prime Minister's perspective. The Social Exclusion Unit's "Breaking the Cycle" paper stresses that Government policy since 1997 has focused on tackling social exclusion with an emphasis on prevention, re-integration and setting minimum standards. In order to help the most disadvantaged groups (such as vulnerable adults supported by Supporting People services and black minority ethnic communities) it is important to improve frontline capacity and tailor services to meet complex multiple needs and to champion the excluded at all stages of policy making and delivery.

A lot of work has been done to test the priorities which emerged in the Autumn of 2002. This work includes further strategic development in a number of key areas by different partners, combined with further stakeholder consultation and research. A number of user consultation events have been held. We have also conducted a survey with Surrey's 50+ Network, in which we have tested the aspirations of older people for housing with support against our emerging strategic priorities. In addition, consultants were appointed to help inform a number of key dimensions of the strategy, such as equalities issues, how the Supporting People programme might contribute towards tackling social exclusion of some of the more challenging clients, whether newly established floating support services are effective, and so on. Above all, the service review programme has now started: an opportunity to critically assess existing services, in cooperation with all the stakeholders, to ensure that they achieve best value and that resources are being targeted to strategically relevant services. Every effort has been made to work in close cooperation and constructively with all the relevant stakeholders, including service providers, to ensure the best outcomes for individual service users.

The emerging regional housing agenda and cross authority working

We have also been very conscious of the need to dovetail our local Supporting People Strategy with the emerging Regional Housing Strategy. This has been progressed in collaboration with colleagues in the South East Regional Implementation Group (SERIG) and our local Cross Authority Group.

2.3 Researching the need

Pilot needs mapping research in Surrey Heath and Elmbridge

In order to progress needs mapping in Surrey, it was first decided to commission a needs mapping project on a pilot basis in two boroughs. The idea was to roll out the project countywide, presuming it was successful. The consultants were given a brief to carry out research in Surrey Heath and Elmbridge Borough Councils. The objectives of the study were:

- To provide a credible assessment of needs on which to base bids for Supporting People resources

- To recommend a process for identification of needs to inform the Supporting People Strategy

Unfortunately, the results were disappointing because the consultants were unable to achieve sufficient feedback from statutory partners, providers or service users. It was consequently decided not to roll out the project countywide. Nevertheless, the consultants did present a report in November 2002 and some useful pointers emerged in respect of each client group. These reinforced the Shadow Strategy priorities and some of the findings are reflected in the priorities for the two boroughs, which are noted later.

The next steps

Since April 2003, we have used three main methods of carrying out our needs mapping work

- The appointment of a Research Officer to gather all the existing research together and to carry out specific research projects
- To latch onto existing working partnerships carrying out needs mapping work, for example, the Valuing People Partnership Board, the Drug Action Team and the County's Market Research Project (in collaboration with the Surrey Care Association).
- To commission particular pieces of research on areas where we wanted to further inform our strategy, for example the value (or not) of floating support services, the support needs of socially excluded individuals who seem to fall through all the nets of the different statutory agencies, consulting BME communities and individuals

A summary of all the research work that has been carried out to inform the Supporting People 5-Year Strategy is attached at Annex One. All the complete research documents are available on request.

2.4 Engaging The Statutory Partners

The Eleven Borough and District Councils in Surrey

Our local authority partners have primarily been engaged through their active involvement on the Joint Management Board and the Commissioning Body. All our borough and district partners have been highly supportive of the emerging programme. In addition regular reports have been taken to the Surrey Chief Housing Officer Group (bi-monthly) and to Surrey Chief Executive Group (every six months).

The Surrey Local Government Association has also received two reports a year. Members have been sufficiently confident in the Supporting People programme in Surrey to nominate 3 members to represent them all on the Commissioning Body.

Primary Care Trusts

The five Primary Care Trusts decided to appoint two members to represent them on the Commissioning Body: one representing the old East Surrey Health Authority Area and one the West. Engagement in the period building up to the Shadow Strategy submission and the 5-Year Strategy preparation has been good. Special bulletins have been targeted to all five PCT's emphasising the potential usefulness of Supporting People services in preventing the need for more acute services.

Surrey Probation Area

Probation colleagues have been very supportive in their attendance both at the Joint Management Board and at the Commissioning Body. Their Chief Executive gave a very helpful presentation to the Commissioning Body in September 2004 on the Criminal Justice Act and the resulting increase of offenders being rehabilitated in the community.

2.5 Consultative Forums

Commissioning for “Minority Groups”

In September 2003, we held a multi-agency meeting (in effect an extended Joint Management Board) to discuss how to commission housing related support services for the more marginal groups across the county (or, indeed, jointly with other counties). The idea for the meeting came from a discussion, initially about the housing needs of Probation clients in Surrey. The numbers are few and dispersed but there is a lack of bespoke accommodation. At the meeting, the following minority groups were identified: women at risk of domestic violence; drug and alcohol users; people with mental health problems; offenders, and vulnerable young people. Many of these individuals experience a combination of issues.

The broad messages from the meeting were that a countywide strategy and response is required to tackle these support needs and that agencies need to work together to tap into the various funding sources that are available.

The Advisory Group

The Advisory Group meets twice a year. This is intended to be an inclusive group of all the statutory bodies, not all of which have a direct voice on the Commissioning Body, and its main purpose is to advise the Commissioning Body. The Group has received reports on the evolving Supporting People programme in Surrey and feedback on all the research that has taken place. Members were consulted on the first draft of the 5-year Supporting People Strategy in December 2004.

The Supporting People Strategy Days

In Surrey, we have held three large events to enable stakeholders and, in particular, providers, to contribute to the Supporting People strategic direction. Each event was very well attended and received positive feedback.

The first two events, one before the Shadow Strategy submission and one after, adopted a similar format. Participants received an overview of the supply mapping that had been done to date. They were then invited to split into client group based workshops to discuss the gaps in provision for their client groups. They then identified 3 priorities for their client groups and fed back their discussions to the wider audience. There was then a prioritisation exercise with coloured stickers, which enabled us not only to see what the emerging priorities were, but also to pick out which priorities had cross client group support. We had to use some caution in analysing the results, because some client groups were far better represented than others at the forums in terms of numbers.

The third event, in September 2004, was in the form of a conference, with a number of speakers and then workshops. At this event, we provided information about all the research work that has taken place in Surrey and also provided a summary of our emerging 5-year strategy. We then held a couple of workshops on the emerging strategy and delegates were invited to provide feedback.

People were generally supportive of the vision and approach and agreed that the priorities reflected themes that had emerged at earlier consultation events.

Local Strategic Partnerships (LSP's)

Each of the boroughs have Local Strategic Partnerships, which incorporate health, housing, social care, police and other local stakeholders. There are a number of shared objectives. For example, the Tandridge LSP has a specific objective to increase the

amount of affordable accommodation and/or support by:

- Making sure that 5% of properties built each year will be for supported housing
- Promoting and extending the care and repair scheme service
- Providing 8 flats for people with learning disabilities by October 2005

It is planned to improve links with LSP's as the Supporting People Strategy is taken forward.

2.6 Involving Service Users

All Client Groups (except older people)

In October 2003, we held a number of user workshops for all client groups (except for older people) in different parts of the county. 74 people attended, with 26 providers represented. Whilst workshops covered a number of themes, the following key messages came through:

- In general people prefer self-contained accommodation to shared. There are sometimes advantages of sharing with other people but these are mostly outweighed by the problems.
- People would like more choice about where they live and the types of accommodation available.
- It can take a long time to find move on accommodation. For people with physical disabilities it can take years to find any kind of suitable accommodation and there are few choices.
- There is a lack of affordable housing. There needs to be more financial help available with deposits and first months for people privately renting. There needs to be more financial help for resettlement.
- New developments need to take into account other things like transport links and access.

Older People Survey

In September 2004, we sent out a survey to older people in cooperation with Surrey's 50+ Network. The purpose was to find out the housing with support aspirations of the next, as well as the present, generation of older people. We had an excellent response to this survey (over 300 completed questionnaires) and the following key themes emerged:

- 89% of respondents own their current home
- Over 30% anticipated moving in the course of the next 10 years, with 27 individuals saying that they expected to move to sheltered housing and 13 to extra care. Over 70% expected to buy their own property
- Over 60% indicated that they would expect to stay in their current home. Of these, we ranked people's expectations of what would assist them as follows:
 1. Community Alarm
 2. Visiting support
 3. Telecare

4. Adaptations to home

- Over half of all respondents reported that they would like to see more “visiting support to people in their own home”. This was the most widely supported option to emerge.

Domestic Violence Focus Group

In October 2004, we held a focus group with women who had used domestic violence services. They clearly valued the support they had received. They did identify a need for more counselling and child support work, although clearly this is not part of the remit of Supporting People.

Service Review Feedback

We also collated the feedback that has been given to us through service review interviews. A number of users referred to the lack of suitable move-on accommodation as a concern. The feedback also reinforced the messages that we received in October 2003 – that lack of access to information about services is an issue and people value choice and a decent standard of accommodation

2.7 The BME Dimension

Consultation with other minority communities and individuals

The black and minority ethnic population in Surrey has increased by 45% since the 1991 Census and is now estimated to account for more than 5% of the population. Between August and December 2004, PS Consultants researched the needs of Surrey’s minority ethnic population, working with both community groups and individuals.

The main areas around which the community groups expressed concern and the need for housing support were frail elderly people and older people with support needs and those with mental health problems. Individuals mostly agreed with this and also perceived support for people, with learning disabilities to be an important issue.

It emerged that people would be quite happy to go to the council for help, albeit an increased understanding of different communities cultural and religious backgrounds would be helpful. The main barrier was that individuals, particularly those in privately rented accommodation, would not know where to go to get housing related help. People felt that the best way to publicise services would be through adverts and articles in the community newsletters, groups and local facilities, rather than flyers, leaflets and displays at local council offices. Also, more translation and interpretation services are needed to make support services more accessible.

An Action Plan is in development to take forward the results of the PS Consultants project.

Another useful piece of research was carried out as part of the Single Regeneration Budget programme in Sheerwater and Maybury ward in Woking in 2004, where there is a large Asian population. Amongst other things, this work identified the need for more affordable housing and improvements to existing housing in the area, and made particular reference to the important role of the local Home Improvement Agency. It also noted that mental health is seen as a key issue in the area. Older people who would not necessarily be classified as mentally ill were seen as those most at risk in the area in future. The need for support for Asian women experiencing domestic violence was flagged up.

Recent adverse publicity in the national media supports the perception that BME groups are not well served by mental health services across England. It is proposed to develop a more strategic and integrated approach in Surrey, in close cooperation with our health and social care partners.

Travellers

In the course of Shadow Strategy preparations, consultation with the Gypsy Liaison Officers indicated that part of their role involved "Supporting People" type functions, but the view was that this was currently adequately funded through non-SP legacy funding streams. PS Consultants carried out further research on behalf of the Supporting People Team, again engaging with the Gypsy Liaison Officers. They noted that Surrey has a good level of provision and support for travellers in the shape of dedicated sites, and officers within many of the boroughs working with the travelling communities. Romany travellers predominate in the county but there are significant numbers of both English and Irish travellers too.

Of those in need of housing and support, the needs of vulnerable women stand out, including those at risk of domestic violence. Other client groups for whom a need was highlighted was those with mental health issues, those with serious illnesses and the frail elderly.

Those working with traveller communities felt that many people would not know where to go to get information and many people would be reluctant to go to the council. A number of officers suggested that literacy was a serious barrier and could be overcome by producing English on cassette. The main barrier identified though, was the perception that they would experience discrimination. Most officers recommended increased training and awareness of traveller culture.

SECTION THREE: SUPPLY ANALYSIS

3.1 Impact of growth of services on the strategic priorities April 2002 to March 2003

In the period leading up to the implementation of Supporting People, a number of new floating support services were developed taking advantage of the transitional funding arrangements. The following section identifies some of the services that were set up. All of the following services have now been reviewed and we have been able to demonstrate the contribution they have made to our emerging Supporting People Strategy.

Omni Outreach Service

This new service provides outreach support for up to 47 individuals with substance abuse problems. With the exception of one de-registered facility in Surrey, it is the only service which has drug users as its client group and so has fulfilled a pressing need for support for vulnerable and socially excluded individuals in different parts of the county.

Fellow professionals working face to face with this client group welcome the service and consider that it is making an effective contribution. Housing departments who originally sponsored and supported the development of the service appreciate the work done with some 'difficult to engage' clients. The users contacted were uniformly positive of the help they had received. There is still some work to do by managers to establish Omni Outreach within the care and support community and establish good working links at organisational level. Moreover, the review identified that the new service was slightly over-funded and a new contract sum has since been negotiated. Nevertheless, this is a good example of Supporting People meeting the needs of a client group that had slipped through the net before.

Elmbridge Housing Trust Floating Support Service

This is a generic service providing support to single vulnerable people. A high proportion of clients are people with mental health issues. The service clearly contributes to tenancy sustainment and therefore reduces the risk of homelessness. This service was originally set up with a capacity of 12 clients in 2002/03. However, the service is already over-subscribed and there is evidence that there is sufficient need for an increased capacity of at least 20 clients.

Reigate & Banstead Housing Trust

This is a newly established generic floating support service with 70 clients. It supports a number of vulnerable individuals in the community, including young people and people with mental health problems, many of whom are homeless and living in temporary accommodation. The service clearly contributes to tenancy sustainment and supports many individuals whose needs have been flagged up in our research.

This was one of the services that we looked at when studying the validity of floating support. As with all the other services, some key points emerged from the service users who were interviewed:

- Virtually all of the clients were pleased with the floating support service.
- Most of the clients were dependent on their floating support service as their sole means of support. This was particularly true in relation to clients who did not present primarily with a mental health issue.

- All of the clients believed they had an element of control in the floating support service they received. Most commonly they expressed the view that their support worker listened to what they said and responded accordingly.
- Floating support services were perceived as responsive and dependable and were not constricted by pressures of time restriction and limitations imposed by workload displayed by other agencies e.g. Community Mental Health Teams

In general terms, our service reviews, stakeholder feedback and research have demonstrated that floating support is a cost effective way of supporting vulnerable people in the community and reducing or, indeed, preventing the need for more costly health and/or police intervention. Our stakeholders have also identified the need for more floating support and we are keen to support this, especially as capital funds for new developments are increasingly hard to come by.

Domestic Violence Service

In the course of the year 10 properties were purchased in the mid-Surrey area for women escaping domestic violence. The service is more akin to floating support than traditional refuge provision and helped to address the acute shortage of provision for this client group identified in the Shadow Strategy. In addition, two units of move-on accommodation for domestic violence clients were secured in the East of the County.

3.2 Impact of pipeline schemes April 2003 – March 2004

The following table summarises schemes that were handed over with Government pipeline funding:

Service and Borough	Client group	Number of units	Annual cost
Independent Housing Opportunities (Tandridge)	Young people with physical impairments & learning disabilities	5	£30,582
Look Ahead – Offender Scheme (Elmbridge)	Offenders	2	£9,333
SCDT - The Mount (Woking)	Single homeless with support needs	6	£22,258
SCDT – Simmonds Court (Waverley)	Single homeless with support needs	13	£112,000
Whiteley Village (Elmbridge)	Extra care (frail elderly)	49	£78,177
RNID (Tandridge)	Sensory impairment	2	£26,593
Total		77	£278,943

Clearly, the service at Whiteley Village helped address our strategic priority of extra care housing for frail elderly people. Supporting People also contributed to the need for accommodation with support for homeless individuals in accordance with the Homelessness Strategies in Woking and Waverley. We were also able to offer targeted support to a small number of individuals with physical or sensory disabilities in Tandridge.

3.3 Analysis of Supply as at 31st March 2004

The table below is a summary of our supply map as at March 2004. This relates to the total number of individuals in the services

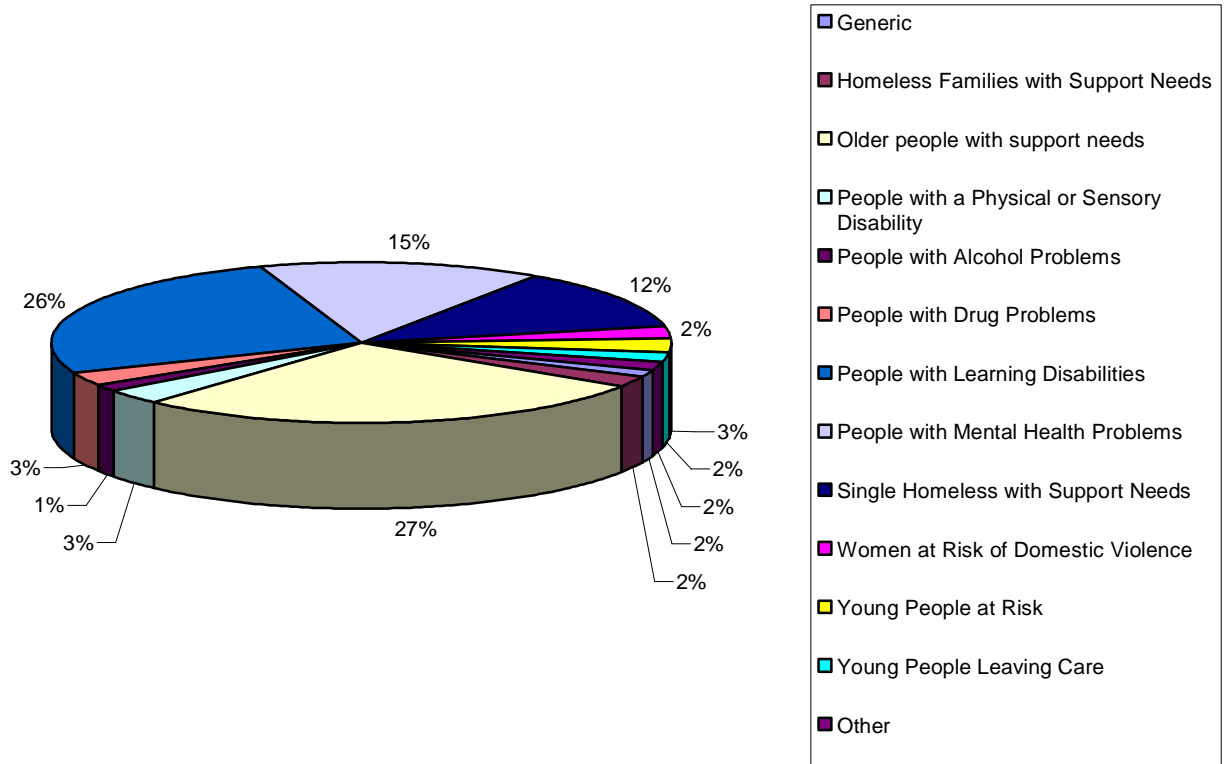
The number of individuals in Supporting People Services as at 31st March 2004

Client Group	Accommodation based services	Floating Support	Total
Frail elderly	552	0	552
Generic	0	93	93
Homeless families	232	84	316
Mentally disordered offenders	0	0	0
People at risk of offending	26	0	26
Older people with support needs	9507	28	9535
Older people with dementia	0	0	0
Physical or sensory disability	155	17	172
People with alcohol problems	96	0	96
People with drug problems	9	42	51
People with HIV/AIDS	0	0	0
People with learning disabilities	518	161	679
People with mental health problems	460	158	618
Refugees	0	0	0
Rough sleeper	0	0	0
Single homeless with support needs	576	14	590
Teenage parents	46	0	46
Traveller	0	0	0
Women at risk of domestic violence	39	0	39
Young people at risk	41	10	51
Young people leaving care	31	8	39
Total	12288	615	12903

The pie chart overleaf gives an indication of how the annual Supporting People Grant of nearly £20 million is distributed between the different client groups in Surrey. The “other” on the pie chart represents those at risk of offending (the smallest group). It will be seen that just over 50% of the grant is shared by services for older people (including the frail elderly) and for those with learning disabilities. It should be noted that although the number of people within learning disability services is considerably less, over 10% of the grant for this client group is in respect of Supported Housing Management Grant (SHMG) invested in residential care services.

Nearly 30% of the grant is spent on services for homeless families, single homeless people and those with mental health problems. The remaining 20% of the Grant is thinly spread amongst all the other client groups – and of course it will be seen from the chart above that people from some client groups receive no services at all through Supporting People funding.

Distribution of the Supporting People Grant by Client Group



Commentary on our Supply Map

When we completed our Shadow Strategy, we came to the conclusion that we have an over supply of traditional sheltered housing for older people in Surrey and an under-supply of housing related support services for virtually every other client group. Our views have not changed, albeit we now have considerably more units for people with drug problems and for women fleeing domestic violence than we had when we submitted our Shadow Strategy, when the situation was parlous.

In terms of comparing Surrey’s supply map with the regional averages as at March 2003, according to data published by the Office of the Deputy Prime Minister, there are a couple of factors that we wish to highlight:

First of all, the raw data would suggest an over-supply of accommodation for frail older people in Surrey, as well as above average regional costs. However, it is important to observe that Surrey’s population of people aged 75 years plus is higher than the national average.

Age Group	UK % of population	SURREY % of population.
59/64 – 74	10.9	10.8
75 – 84	5.6	5.7
85 +	1.9	2.2

Research carried out by Laing & Buisson makes clear that the older population in the county is increasing and that by 2007 there will be the need for considerable expansion of the care sector to meet demand and, particularly, extra care housing, in order to offer people effective choice. We have also identified a lack of suitable provision for older people with the early stages of dementia. We are keen to pursue the Government's agenda of more extra care schemes over the coming few years.

Therefore, we do not think that we have an over-supply of provision for frail older people – indeed we believe that there is a need for more. However, we recognise the need to scrutinise existing services carefully, to ensure that they offer best value and that services are targeted appropriately. Likewise, many providers are reviewing their traditional sheltered housing services offering support to older people and, again, there may be some scope for targeting funds more effectively. The “extra care” element will be achieved by working in partnership with Adults and Community Care to fund the personal care elements of the service.

Secondly, Surrey has a particularly large population of people with learning disabilities, primarily as a result of one of the largest hospital closure programmes in the country during the 1980's and 1990's. Over 1200 people were re-settled in Surrey and the legacy of this huge hospital population who moved into mainly residential accommodation so many years ago is an enormous factor.

Over 2,200 people with learning disabilities are placed in residential care in Surrey (or in “out of county” placements). Therefore our 518 accommodation based supported housing units (which would include some residential care homes previously in receipt of SHMG) are a relatively small proportion of the whole.

Key priorities emerging from the Valuing People Housing Strategy were increased housing, care and support options for people with learning disabilities. A particular priority is to plan effectively to meet the housing and support needs of school leavers, who will require a range of options to reflect the increase in numbers of people with autism and complex or challenging needs.

In view of the large population in Surrey of people with learning disabilities, the supply map would suggest that provision is actually relatively low and that the total Supporting People Grant spent on this group, just over £5 million, is not excessive. This client group remains a strategic priority. It is hoped that a significant proportion of funds freed up from Supported Housing Management Grant previously invested in residential care can be re-cycled for supported living options for people with learning disabilities.

SECTION FOUR: STRATEGIC RELEVANCE AND NEEDS ANALYSIS

4.1 Priorities identified in the borough and district Housing and Homelessness Strategies

Elmbridge Borough Council

Elmbridge want to provide housing and support services for people with a range of needs which promotes choice and independence, for example, those with a learning disability, frail elderly, people with mental health problems, young people and teenage parents, those at risk of domestic violence, people who misuse drugs and alcohol and ex-offenders. In their Homelessness Strategy, they have particularly highlighted the need to improve support for homeless households. A new hostel for homeless families as an alternative to bed& breakfast is planned and Elmbridge would like to offer housing related support to vulnerable households. They have cited a need for accommodation with support for people with mental health issues and have noted that the high level of homelessness caused by domestic violence is a concern. 15 accommodation-based units have been developed to meet this need in recent years, funded through Supporting People.

In their Older Person's Housing Strategy, they make particular reference to the fact that there are a large number of people from black and minority ethnic groups currently in their 50's, especially Indian and Chinese Groups. They also make reference to the high level of owner-occupation – a consistent theme across Surrey. They note that services need to be flexible to evolve and adapt to meet the needs and preferences of the local population.

They have also identified a need for move-on from supported housing schemes across a range of client groups.

Epsom and Ewell Borough Council

Epsom & Ewell have noted that the majority of applications dealt with through the housing and support register are people with mental health problems. They want to address homelessness and the needs of vulnerable groups and they have identified the following accommodation priorities: a wet hostel, more temporary and emergency accommodation and more affordable accommodation for young people, including the vulnerable. (Unfortunately a service in the development pipeline for vulnerable young people fell through and the funds were transferred to another service elsewhere in the county). The main focus of the Homelessness Strategy is on prevention and increased use of the privately rented sector, in addition to providing support to homeless and potentially homeless families.

There is a high number of black and minority ethnic households in Epsom & Ewell and also a wider diversity of ethnicity in the borough than elsewhere in the county. The Ethnic Minority Working Party promotes and celebrates the diversity of cultures as well as promoting social inclusion.

Guildford Borough Council

Guildford have an affordable housing target of 850 new homes 2003 to 2007, of which it is hoped that 10% will be for those with support needs. A number of sites in the development pipeline will provide an opportunity for some shared and self-contained supported accommodation, including hostel move-on. They have identified their most vulnerable groups as young people, including care leavers and those with complex

needs. A key issue is outreach and resettlement support for rough sleepers and those who have previously been sleeping rough. ODPM funding for rough sleepers may cease from April 2007. They have identified the need for more accommodation for care leavers and vulnerable 16/17 year olds, more floating support services (including domestic violence outreach and services for those with complex needs, particularly with substance misuse problems who are unable/unwilling to access “dry” supported housing). They have expressed the wish to extend the generic floating support service to other social landlords and the private sector. They have also expressed a wish to provide independent “training units” for people with learning disabilities to enable individuals to move on to more independent accommodation and are supporting an initiative to offer tenancy support to individuals in shared ownership. They are reviewing their temporary accommodation for homeless families and would like to re-designate some schemes for special needs.

The borough has carried out a Best Value review in respect of its own older people services – and recognise the need to review RSL sheltered housing alongside this. They are looking to re-configure their staffing resources to provide a more flexible and tenanted service. They would like to develop an outreach service, working in partnership with colleagues in health and social care. They also wish to action a de-commissioning programme, thus allowing the sheltered stock to be re-configured, resulting in up to five enhanced sheltered housing schemes within the borough. These, in turn, could be used for extra care housing, in partnership with Adults & Community Care. They also plan to develop services across tenure/client groups, which can be supported by telecare, perhaps including vulnerable groups such as older people with dementia. The Private Sector Strategy aims to help elderly and disabled people to stay within or return to an independent lifestyle and so there is support for extending the HIA service.

Mole Valley District Council

Mole Valley have identified three key priorities in their emerging 5-year Housing Strategy:

- Provision of extra care for the frail elderly
- Supported accommodation for adults with learning disabilities
- Supported housing or floating support for those with complex or unregistered need, especially related to mental health.

It is noted that people with multiple needs and drug/alcohol issues are often single, do not have a registered need and are likely to fall outside the statutory provisions of homelessness legislation.

Reigate and Banstead Borough Council

Reigate & Banstead provided capital funding for a 42 bedspace YMCA young people scheme as there are a particularly large number of care leavers and vulnerable young people in the borough. They want to identify and fill gaps in provision of supported housing and to provide outreach services to vulnerable individuals. In their homelessness strategy they have specifically noted a shortage of specialist accommodation, a shortage of accommodation with support for people with mental health problems and a major under-supply of accommodation for women fleeing domestic violence across the county.

Runnymede Borough Council

Runnymede’s Community Strategy has identified a need for additional supported housing for people with mental health problems, vulnerable young people, frail older people and people with learning disabilities. There is a need to increase the level of supported housing in the borough to meet the responsibilities introduced by the Homelessness Act 2003 and to meet the requirements of those with support needs on the Housing Register. The borough is keen to see more floating support services for homeless households in temporary accommodation. The needs of ex-offenders also need to be assessed. The

Housing Strategy has established a target to deliver 10 additional supported housing units per annum and the borough is keen to work with others where cross borough or countywide needs have been identified. The priorities in the homelessness strategy are emergency accommodation for people with mental health problems, “wet” provision for people with alcohol problems and accommodation for young people. The borough has also identified a need to review their sheltered housing provision and will be looking at re-modelling some schemes in the near future. The development of extra care housing is under consideration.

There has been a rise in the black and minority ethnic population of 2.5% over the past decade with particular increases amongst the Indian ethnic category. Therefore the need to research the housing requirements of BME groups has been flagged up.

Spelthorne Borough Council

Spelthorne note that they have the highest rate of domestic violence in Surrey. They also want to develop new accommodation for people with learning disabilities. The priorities in the homelessness strategy are accommodation for people experiencing domestic violence, new accommodation for people addicted to and recovering from alcohol and drugs and new accommodation for people with multiple/complex needs.

The size of the black and minority ethnic population in Spelthorne is 6.5% - higher than previously thought. One of the six priorities identified in the housing strategy is to meet the needs of black and minority ethnic people.

Surrey Heath Borough Council

The Special Needs Housing Panel is the focus for mapping unmet need in the borough. They have identified the need for a range of services: emergency accommodation for vulnerable young people including those leaving care and teenage parents; move-on accommodation for mental health clients; supported scheme to provide specialist support for people with mental health and drug/alcohol dependence; floating support for people with mental health problems; refuge accommodation for domestic violence, and floating support for ex-offenders.

Tandridge District Council

Tandridge too have noted a shortage of supported accommodation for young people as well as a lack of move-on for people with learning disabilities (the latter to be met by the new service in Oxted in Year 1 of the SP Plan). It is anticipated that move-on accommodation for people with physical disabilities will be required (from the Orpheus Trust in Godstone and the Independent Housing Opportunities scheme in Caterham).

A need for increased refuge provision for domestic violence in the East of the county has been noted, as has the lack of specialist accommodation for people who have complex needs or alcohol problems. Tandridge also note the countywide shortage of specialist provision for teenage parents.

Work is on-going with A& CC to identify the need for extra care housing in the East Surrey area. They are also planning to work with the Tenant Participation Advisory Service to encourage a greater level of involvement from black and minority ethnic groups.

Waverley Borough Council

Waverley have stated that there is a need for more supported accommodation for vulnerable 16/17 year olds, and more accommodation for people with mental health problems. They currently have no refuge or alternative accommodation for those experiencing domestic violence and they have identified a need for accommodation and support for people with complex needs. Like many other boroughs, they have identified

the need for a wet house. They also need more accommodation for people with learning disabilities and they would like more floating support services. Their ethnic minority population is small but they recognise that they must not inadvertently overlook the needs of these individuals.

Woking Borough Council

Meeting the needs of those who require support is a very high priority for Woking in their 2004-10 Housing Strategy. They have addressed the high void levels in some sheltered housing schemes by making accommodation available to over 45's with support needs. The needs of younger people, plus individuals of all ages with learning disabilities and mental health needs have also been identified as issues to be addressed. They have identified a need to ensure that the needs of older people from Woking's BME communities are addressed and they have appointed two Home Support Workers with the language skills to communicate with people of the largest Asian group in Woking. They have also identified a need for extra care for frail elderly people and other client groups. Detailed consultation has been carried out with all their tenants, both by staff and also by consultants as part of the Best Value review. The main messages from older people in the Best Value Review were that they most valued safety, independence and respect.

In terms of homelessness, they have particularly identified that their new Housing Options service needs to focus on young people.

4.2 Surrey County Council – Emerging Community Strategy

The vision, known as Surrey in 2020, captures the concerns and aspirations of a broad section of people that live and work in Surrey and provides a common strategic direction for the County Council and its partners. Through a series of public events, including interviews and focus groups with key representatives from public service, voluntary, business sectors and community groups, the following six themes were identified to bring together the issues that people believed would be influential or key to Surrey's future development:

- economic development;
- travel, access and mobility;
- housing and associated infrastructure;
- changing lifestyles;
- communities, culture and identity; and
- the future of public service delivery and democracy.

Surrey in 2020 provides a common sense of direction for the County Council and its partners for the long-term development of Surrey. Public services organisations and key voluntary groups in Surrey have been asked to endorse the vision and to take it into account in their strategic thinking. As the Supporting People programme moves forward, care will be taken to ensure that the strategic direction is consistent with the aspirations of Surrey in 2020.

4.3 Adults and Community Care - the Medium Term Strategy

In Surrey County Council, Adults & Community Care has a Medium Term Strategy, which drives the agenda. Housing and social care is a key plank of this agenda, with a specific objective to develop housing for vulnerable people. Clearly Supporting People is an

important element of this. The 5-year Supporting People Strategy dovetails closely with specific strategies that have been put in place with Adults and Community Care.

Extra Care Strategy

The development of Extra Care housing for frail older people and other appropriate client groups is a policy priority for Surrey Adults & Community Care. Effective development of Extra Care schemes relies on a shared vision and close partnership working between housing, social care and health colleagues. The county believes that new development should be based on a systematic assessment of need and demand in local areas. Consequently, each of the five Areas is developing their own local extra care strategy, in consultation with their housing and health partners. The intention is that Supporting People will not support any scheme unless the need for it has been flagged up within the local Commissioning Plan.

The vision for Extra Care in Surrey is that anyone who can no longer live independently in their own home should have the option of choosing to move to an Extra Care scheme in an area of their choice and be able to select either rented, shared ownership or leasehold provision. For people who meet qualifying criteria, they should be able to access an individually tailored, flexible package of care and support, through usual care management arrangements.

Early successes have already been achieved through the development of the new extra care scheme in Whiteley Village and the newly designated extra care service in Dray Court, Guildford.

Extra care housing for frail elderly people continues to be a priority for Supporting People, particularly where the service offers appropriate provision for those with dementia or suitable support for older people with learning disabilities. We are also looking to jointly explore the opportunities offered by Telecare technology, both within extra care housing and also as an option to help people to remain in their own homes in the community.

Valuing People Housing Strategy

The Supporting People Team were closely involved in the development of the countywide Valuing People Housing Strategy. The county are very keen to develop more supported housing options for people with learning disabilities and, again, all the A & CC Areas are working on their local Valuing People Housing Strategies with their local Valuing People Groups.

In terms of Supporting People, we are keen to focus primarily on the “low to moderate” end of the needs continuum, with the expectation that Adults & Community Care will continue to assist those with higher support needs.

Examples of new schemes which have been approved by the Commissioning Body early in the programme are: a scheme for 6 people with moderate learning disabilities in Tandridge; an outreach service for up to 8 people with learning disabilities living with ageing carers in the South West, and a service for 4 people with learning disabilities and/or physical disabilities in Mole Valley.

4.4 Children’s Services

The County Council, as well as the majority of boroughs and districts, have clearly flagged up a need for new services for vulnerable young people and care leavers. A Leaving Care Audit, conducted in February 2004, revealed that of 328 young care leavers, 75% have long-term accommodation needs, only 19% are registered on a local

authority housing list, 29% are drug/alcohol users, 24% have learning difficulties and 23% have mental health issues. A number of young people have multiple needs.

Meanwhile, the Youth Offending Team provided details of 54 young people in the winter of 2003/04 who were living in unsuitable/unstable accommodation and advocated the need for semi-independent and supported accommodation. In addition, we know that the county are concerned about a significant number of vulnerable teenage girls, some of whom are pregnant, placed in bed & breakfast accommodation because there is no suitable provision for them.

Rainer, who manage the Leaving Care service on behalf of the County Council are working hard to develop a common protocol across the housing departments in dealing with young people. They will ensure that care leavers register on housing registers and that planning takes place in a timely way. They are also seeking to achieve consensus on “local connection rules” which vary across the county and which can militate against young people finding suitable accommodation

Clearly, there is a pressing need for support options for young people and early progress has already been made, with the development of a 42-bedspace young peoples’ foyer in Reigate & Banstead. A scheme for 12 young people in the Guildford/Waverley area is also in the development pipeline.

In addition to these young people, the County record the number of children receiving services because they have physical or learning disabilities so that their needs as adults can be anticipated. A summary of the information on young people in transition is included below.

School Leaver Year	Learning Disability	Physical Disability	Total Number of School Leavers
2005	62	38	100
2006	75	39	114
2007	89	31	120
2008	96	53	149
2009	95	31	126
2010	81	50	131

These figures have been used to inform the Valuing People Housing Strategy and the Supporting People Strategy

4.5 Surrey Probation Area: emerging issues

Legacy Funding

Legacy Probation funding for offender services was modest in Surrey: a total of £119,000. This represents significantly less than 1% of the total legacy funding of approximately £20 million pounds and includes 4 units that were in the development pipeline.

Needs Mapping (pre-Criminal Justice Act 2003)

Meanwhile, it is clear that there is under-provision of accommodation for this client group. Probation data shows that of the 195 offenders assessed prior to release in April 2003 to March 2004, 72 had no accommodation or short-term accommodation planned on release and a further 81 had significant problems with the accommodation they had planned for their release. In the period 1st October 2003 to 31st March 2004, 41 Probation

referrals were rejected by every provider. Only 8 of the 38 offenders who were referred to supported housing providers in Surrey were actually accepted.

Data has also been obtained from HMP High Down on the housing needs of short-term prisoners (those serving 12 months and under, who do not currently come within the remit of Surrey Probation Area). They comprise over 60% of the prison population. Estimates suggest that around 10 offenders per quarter from Surrey are released with no fixed abode.

Likely impact of the Criminal Justice Act 2003

The Criminal Justice Act is likely to mean that the need for supported housing for offenders will be even more acute as there will be more offenders in the community. Moreover, the new National Offender Management Service (NOMS) will have responsibility for those who are imprisoned for under 12 months and serving community sentences as well as for longer-term offenders. In the future sentencing options will include things like intermittent custody, perhaps for weekends only.

Therefore, the demand for housing with support is likely to grow. Both common sense and research evidence suggest that if individuals are well supported in the community with stable accommodation, they are less likely to re-offend.

Reducing Reoffending

This key document, which provides a framework for the work of the National Offender Management Service, addresses the importance of appropriate and accessible accommodation as the foundation for successful rehabilitation in reducing re-offending and managing risk. Research suggests that addressing severe accommodation problems can make a difference of up to 20% in terms of a reduction in re-offending. It will be important for local authorities in the South East to work closely with NOMS, the Government Office of the South East (GOSE) and one another on this issue as they develop a Regional Supported Housing Strategy.

4.6 Primary Care Trusts: the Health Agenda

Key objectives for Supporting People are to prevent problems that can often lead to hospitalisation and to provide for a smooth transition to independent living for those leaving an institutional environment. Therefore, the health agenda crosses over with the Supporting People agenda with several client groups: people with mental health issues; people with learning disabilities, people with substance misuse problems; frail elderly people; teenage parents, and so on.

Supporting People can contribute to a number of health targets. For example, in response to the NHS Plan, it can help reduce delayed discharges, expand capacity in older people's services and promote independence in old age by, for example, helping to fund extra care housing. Likewise, high quality extra care housing can help prevent unnecessary acute hospital admissions (by appropriate early intervention and a safe environment minimising falls) and help support timely discharge.

Supporting People can provide support services for those with mental health issues, contributing to the Mental Health National Service Framework. By preventing the need for more acute services, it can relieve pressure elsewhere in the system and reduce delayed discharges. In addition, it can contribute to the Government drive to reduce drug misuse and free up funds to help those with more complex needs.

Supporting people also has a key role to play in ensuring that housing support is available to all under 18 year old lone mothers not able to live at home.

4.7 Client group based needs mapping

Learning Disability

Services for people with learning disabilities were originally identified as a strategic priority on the back of Mencap's "Housing Timebomb" research, which expressed concern about the number of people with learning disabilities living with elderly carers. Social Services had indicated that there were also a number of people inappropriately living in residential care in Surrey. Subsequently, the Supporting People Team were closely involved in the development of Surrey's Valuing People Housing Strategy, which involved gathering a lot of information about the number of people with learning disabilities in the county and information about the provision available. Information was also gathered about school leavers and those in residential colleges who would be requiring accommodation with support year on year until 2008.

As indicated earlier, Surrey has a large population of people with learning disabilities, largely as a result of the hospital closure programme during the 1980's and 1990's. Over 1200 people were re-settled in Surrey, primarily in residential accommodation. It is now perceived that we have an over supply of residential care provision and an under supply of supported living.

This is why, as already indicated, increased housing, care and support options for people with learning disabilities were highlighted as priorities in Surrey's Valuing People Housing Strategy. The need to plan effectively to meet the housing and support needs of school leavers, who will require a range of options to reflect the increase in numbers of people with autism and complex or challenging needs has also been flagged up as a priority

The findings of the Valuing People Working Group have been reinforced by research by the Supporting People Team with providers and care managers and by the work carried out by the local Valuing People Groups throughout the county. A particular need has been flagged up for people with Aspergers Syndrome, who often slip through the net between learning disability and mental health. Recent research indicates that there might be up to 2065 adults with Aspergers Syndrome in Surrey, of which only 551 have been identified to date. Supporting People outreach services might be particularly helpful for this client group.

Services for Older People

As indicated elsewhere, we acknowledge that we have an over-supply of traditional sheltered housing for older people. This view is supported by our borough and district partners and also by many of the providers who have difficulties in letting some of their older sheltered stock. A relatively high percentage of our grant is directed to older people's services, and we hope to re-target a significant proportion of these funds within the client group, for example towards extra care services, telecare services and outreach services, where individuals express a preference to remain in their own homes.

We would also like to ensure countywide coverage of Home Improvement Agency services: at present these are the only agencies that support owner occupiers and we are aware that there are a large number of people who are "asset rich/cash poor" in Surrey. We want to target Home Improvement Agency funds effectively to ensure best value and a number of partners are considering how best to do this. For example, Woking, Surrey Heath and Runnymede Borough Councils are discussing possible re-structuring and expansion.

We plan to re-target some funds to other client groups within the same geographical area if possible, in cooperation with the local district or borough, where a clear strategic need has been proven and where there is an opportunity for re-provision. We are not confident that the needs of black and minority ethnic groups are being met by existing provision

and we would like to ensure that the needs of minority groups are taken into account when planning new services. It has also been flagged up that provision for older people with complex needs is problematic.

It is not our intention to target small Abbeyfield Homes and almshouse charities for cuts, unless they approach us because they would like to re-model or de-commission their services. (Generally the costs involved in these services are very low and these organisations are bound by their own charitable rules). Rather, it is our intention to work with the larger borough and LSVT providers to re-model their services and re-direct funds to areas of proven need. Early work has taken place with Woking Borough Council in the first year of the 5-year plan, which might provide a helpful model for other large providers later in the programme.

- Extra care housing.
The need for additional provision for extra care housing is underpinned by Market Research commissioned by Surrey County Council with Laing & Buisson. The older population in Surrey will increase by 7% over the next seven years, and the very old population by 16%. The age-standardised demand (ASD) for care services from older people who would normally be in a care home will increase by 11% by 2010. The younger adult population will grow by only 4%, which will have an effect of the availability of paid and unpaid carers. The report notes that spaces in Surrey's care homes will be at a premium by 2007 and that either the number of care home places must increase or other care services must be developed as alternatives to care homes. The report re-affirms the over-provision of sheltered accommodation

Laing & Buisson conclude that developing more extra-care housing is an alternative to building more care home places to meet the demand from people of this dependency level. Extra-care developed for leasehold sale could reduce the capacity pressures on Surrey's care homes. Extra-care housing uses homecare workers' time much more efficiently than dispersed homecare, and are generally said to be easier to recruit than care home staff or community home carers. This is an important factor in view of the care worker shortage in Surrey.

- Supporting people to remain at home.
A lot of people express the wish to remain at home for as long as possible, rather than going into traditional sheltered housing or residential care. Health and social care services have drivers encouraging them to keep people in the community and to avoid the need for emergency intervention. Supporting People funds could be used to help facilitate this in two ways:

Firstly, telecare technology: this is an enhanced use of community alarms and may be of particular help to people in poor health or who are experiencing the early stages of dementia. The Government have a target that by 2010, telecare should be available in all homes where it is needed. In the short to medium term, we would like to work with other agencies to provide various sensors (linked to a Community Alarm centre) in people's homes. The package of alarms might include: flood detectors; temperature control; movement detectors; smoke detector; carbon monoxide detector, as well as the traditional emergency pull cord and handheld trigger.

In the longer term there might be opportunities for services like "virtual visiting", which would mitigate the risk of social isolation, whilst addressing issues of capacity in the workforce.

The second approach would be through outreach services to people's homes. Woking Borough Council, for example, has done a lot of work to demonstrate that this is a desirable option for many individuals.

Vulnerable Young People and Care Leavers

The section under Children's Services makes clear that there is considerable evidence of need for accommodation and support for young people, including young offenders, many of whom have multiple and complex needs. This evidence is reinforced by the fact that the majority of boroughs have also flagged up young people as a priority group within their housing strategies. Figures produced by the Leaving Care Team show that a particularly high number of young people are placed with foster parents in Reigate & Banstead. Many other young people are placed out of county. We are seeking to address the pressing need for services for young people in the early years of our strategy. At the same time, Children's Services and Rainer (the Leaving Care Team) are working closely with the boroughs and districts to agree protocols that improve local planning for individuals and also to try and review "local connection" rules that make it difficult for young people to access accommodation in areas where they have established their support network. It is also recognised that exclusion from services is an issue, particularly for clients who are perceived to be more challenging, such as young offenders. Young offenders should have equal right of access to scarce existing and developing accommodation resources and this will be addressed through the service review process and the negotiation of steady state contract service specifications.

At our SP Forum in November 2003, there was considerable support for increased support for homeless and vulnerable young people whom local authorities are forced to place in bed & breakfast accommodation.

In addition, separate research on teenage parents, summarized in Annex One, makes it clear that there is also a need for outreach support services for young single parents in Surrey. We were very disappointed that our original pipeline bid for this service was unsuccessful, as our research proved that this would be by far the most appropriate form of provision in Surrey. We would still like to commission this service across a number of boroughs if funds permit.

Mental Health

Mental health did not emerge as a strategic priority in the Shadow Strategy but a number of boroughs have since flagged this up as a priority need. A large number of homelessness applications are made by those with mental health issues. Our providers have also indicated that there is a lack of suitable provision, particularly for those with more complex needs, such as substance misuse issues. Many services also exclude those with an offending history. In addition, providers have indicated that there is a lack of accommodation for people to move on to when they are ready, meaning that the services that do exist get silted up. ODPM supply data indicates that Surrey has less provision per capita of population than the regional and national average.

At our stakeholder events, there was a strong message that floating support is an effective form of provision for those with more moderate needs. Moreover, we also know from our research that the majority of service users in "generic" floating support services have mental health issues and value the service they receive. These services also relieve the pressures on the Community Mental Health Teams (albeit concerns were expressed that CMHT's become over-reliant on these service once they are in place). Our stakeholders working in the mental health field also raised the issue of those with Aspergers Syndrome, agreeing with their learning disability colleagues that this group of people slip between client groups.

Therefore we are thinking in terms of assisting this client group in 3 ways:

- New services for people with complex needs (to assist ex-offenders and those with dual diagnosis, for example)
- Increasing capacity of outreach services
- Trying to persuade partner agencies such as boroughs and large Registered Social Landlords to provide move-on accommodation.

Domestic Violence

At the moment the level of service provision for this client group in Surrey is very much at the lowest end of the spectrum compared to others in the Region, despite having increased our provision by nearly 45% since the Shadow Strategy was prepared. There are modest plans for growth of accommodation-based services in the early part of the programme in North and mid-Surrey, albeit in self-contained units rather than refuges. Move-on has been flagged up as an issue as services get silted up – and this problem can only increase as the number of short-term domestic violence units grows. It will be important for improved move-on arrangements to be negotiated.

We were extremely disappointed that our pipeline bids for outreach services were unsuccessful for 2003/04, despite having achieved match funding from partner agencies. Unfortunately, we were caught up in Government concern about the opportunistic development of floating support services nationwide, and therefore lost the opportunity for funds for desperately needed services.

Fortunately, providers were able to initiate minimalist services on the basis of the funds that were raised. However, we have learned through our research that these services are overwhelmed by demand and so they are reluctant to promote their work. We would still like to support outreach domestic violence services and have built this in to the early years of our 5-year plan.

We are also aware of the need for services for women at risk of domestic violence who have complex needs such as mental health or substance misuse problems. Ideas for meeting this need include a specialist refuge for those with complex needs or specialist outreach services which cover all tenures, including existing refuges. This need is targeted in the latter part of the 5-year plan.

Complex Needs

We are focusing on individuals who face a multiplicity of problems: mental health issues, drug and alcohol problems, homelessness, and so on. They also may cross over into other client groups because they are young, have an offending history or because they have experienced domestic violence. Some may be sleeping rough, having done the rounds of (and been excluded from) all the homelessness services in the county. This group have high needs and do not fit neatly into any category. There is very little appropriate provision in Surrey and stakeholders have consistently identified these individuals as a priority.

A specially commissioned research project produced the following conclusions:

- There is a shortage of appropriate housing with support, which means that it is difficult to engage with and maintain contact with the most vulnerable individuals. The shortage of accommodation has a significant effect in terms of bed blocking within the county's in-patient psychiatric units. This also applies to specialist supported housing projects where move-on accommodation is difficult to secure.

- Women are disproportionately represented within this group. The risks relating to women, and particularly younger women, being placed in inappropriate accommodation such as bed and breakfast, are high.
- Concern was expressed over the provision of appropriate accommodation for younger people, for example those known to the Youth Offending Team.
- There is an apparent imbalance between the range of, and level of, service available in the east of the county as opposed to the west. A more comprehensive range of services appears to exist in the west.
- Good communications and interagency working tend to be personality driven rather than supported by protocol. There is a need to have a sense of one another's agendas – between agencies – if blocks in service are to be overcome

We are hoping to tackle this issue in two ways:

- By boosting the ability of the existing sector to accommodate the more challenging clients. For example, we would like to encourage those providing accommodation for vulnerable homeless people and vulnerable young people and care leavers to accept those with more complex needs. We have identified "exclusions" as an issue. Some services might be able to achieve this within existing resources; others would clearly need to increase their staffing. In all cases appropriate risk assessment and training would need to take place.
- By developing specialist services in different parts of the county to support those with complex needs. One scheme is already in development in the West of the County. A scheme in the east is clearly also a priority.

It should be noted that a specially extended Joint Management Board meeting in September 2003 agreed that it would be necessary to develop these services on a cross borough or countywide basis. Early discussions with neighbouring authorities suggest that there might be some scope for cross authority working too.

Offenders

The evidence from the Probation service and the youth offender team cited elsewhere makes it clear that the housing related support provision for this client group is woefully inadequate in Surrey. Moreover, often these individuals will have associated problems such as substance misuse or mental health problems. It is proposed to tackle this shortfall in a number of ways:

- By developing specialist services, as indicated in the complex needs section above
- To look at the exclusions applied by providers and to try and negotiate access rights to services, where appropriate, through mutually agreed quota and Service Level Agreements
- To look at the expansion of floating support services and ensure improved access for offenders and those serving community sentences.

Physical Disabilities

This client group comprises a number of sub-groups, many of which have identified a gap in supply. Often the gap is related to a lack of suitably adapted accommodation, rather than housing related support. However, this is not always the case and service users

have expressed their frustration in a number of fora about the lack of any choice and the length of time it takes to access suitable accommodation.

Some specific messages have emerged in respect of some of the sub-groups from our research. For example:

- *Sensory Impairment*
Surrey Association for Visual Impairment estimate that there are at least 1,300 people in Surrey with combined sight and hearing loss and 1 in 4 would benefit from housing related support.
- *HIV/AIDS*
The Terence Higgins Trust currently support around 120 people in Surrey, around 30% of whom have experienced housing problems. A number of people need housing related support for related physical/mental difficulties. There are no supported housing services in Surrey for people with HIV/AIDS.
- *Cognitive Impairment*
In Surrey it is estimated that more than 80 people sustain a severe head injury each year and that there are over 2000 people in the county living with the long-term effects of head injury (Source: Headway Surrey).

Because of the lack of appropriate services in Surrey many people are using acute services although they do not require this level of input. East Elmbridge and Mid Surrey PCT recently assessed patients in their area who received services and found they were spending £1M on 40 patients, many of whom needed a much lower level of support than they were receiving but nothing appropriate was available. They have reconfigured their services to meet these needs by providing more community based services with the savings they made on acute services.

At the Strategy Special JMB 1st July 2004 it was suggested that need for services for this client group could be met through generic floating support services. Prospect HA and Guildford BC for example currently support people with acquired brain injury. While this is in some cases successful, in many cases, meeting the needs of people with acquired brain injury requires some specialist expertise.

Peerless Housing Association have been discussing a possible scheme for this client group with Adults & Community care

- *Lack of Move-on from Residential Care*
Providers and service users have both cited the lack of move-on as a significant problem, particularly for those keen to move on from residential care after receiving training for independent living in their existing establishments.

Drug and Alcohol

It should be noted that this is a cross cutting issue, with Health, through the Drug Action Team (DAT) and Probation (Drug Testing and Treatment Orders) having a keen interest. In December 2004, the Home Office, the Office of the Deputy Prime Minister and the NHS issued a joint letter to Drug Action Teams, Local Authority Chief Executives and Supporting People Commissioning Body Chairmen highlighting the importance of linking together drug services and housing related support for drug misusing offenders. The letter states that those leaving drug treatment or custody in housing need without appropriate housing may relapse and re-offend.

Surrey has been working closely with the Surrey DAT and other agencies in the development of the Community Plan and also linking into the Housing Task Group that has been established with the DAT and the boroughs. Surrey Alcohol and Drug Advisory Service (SADAS) have also been involved and all the borough Community Safety Officers are engaged with the process.

As indicated elsewhere, a floating support service was set up in 2002/2003 with Omni Outreach (which is part of SADAS) to cater for this client group. The service provides support for up to 47 clients across a number of boroughs and districts. These clients have chaotic lifestyles and are hard to engage and the service has proved invaluable in providing support and enabling tenancy sustainment. With the exception of a small scheme of 9 units (previously a registered care home which accepts clients from a number of local authorities) this is the only bespoke service for drug (as well as alcohol) users in Surrey.

We would like to work with the Drug Action Team in terms of increasing options for drug users by 10% each year from our base in 2004/05 of 56 units. We anticipate that we will achieve this primarily through negotiation with existing providers to accept a small number of people with substance abuse problems into their existing services. Another avenue might be to expand the Omni Outreach service if it continues to be successful and demonstrate positive outcomes.

Surrey has been working with the Government Office for the South East as part of a pilot in order to try and improve options for drug users. In particular, we are keen to link in with other funding agencies to make best use of the different funding streams available for the benefit of this client group.

SECTION FIVE: CROSS AUTHORITY ISSUES

5.1 The Regional Housing Board Agenda

The Regional Housing Strategy is being developed concurrently with local authority Supporting People Strategies. Like other authorities in the region, Surrey has participated in Regional Housing Board consultation events and has sought to influence the Strategy through the South East Region Implementation Group (SERIG). It is clear that the lack of affordable housing and increasing levels of homelessness creates high level of need across all the vulnerable client groups in the South East. In many parts of the South East, and Surrey is certainly no exception, the cost of housing is very high in comparison to average salaries. This creates pressure for those seeking employment and greater levels of independence.

Local authorities have advised the Regional Housing Board that local Supporting People Strategies have been developed on the basis of identified gaps in supply and measured need. Therefore it is important to utilize existing data from local authorities to build up a picture of need for the region. The respective merits of accommodation based services and floating support services have been highlighted, indicating that both types of services play a role in meeting identified housing related support needs. Some capital funding will be needed but there is a good opportunity to commission services to achieve real outcomes and meet local priorities.

It has been suggested that cross border planning and cooperation should increase so more effective use can be made of services, particularly for specialist provision such as services for drug users or mentally disordered offenders. This is particularly true for unitary authorities but also provides food for thought for 2-tier authorities, where county boundaries may produce a more logical overlap of provision than districts within the county for particular client groups.

In practical terms, it is recommended that local authorities should be required to break down housing applications on their housing registers by client group and highlight individuals that require housing related support. This is certainly consistent with our experience in Surrey, where housing registers have not been very helpful in mapping need. It has also been suggested that Social Services, Health and Probation should be required to identify the housing needs of services users to the Department of Health and the Home Office, as there is a lack of accurate, evaluated and tested needs analysis data at present.

The dysfunction between the Housing Corporation capital allocation process and SP revenue funding has been highlighted, with a suggestion that the distribution of capital and revenue funding should be devolved to county level, in the case of 2-tier authorities.

SERIG have provisionally agreed that the three Cross Authority Groups in the South East will provide the building blocks for the emerging Regional Supporting People Strategy. Representatives from the Government Office of the South East (GOSE) and the Housing Corporation are to be invited to SERIG to ensure a strategic fit. It is planned to jointly appoint a consultant who will draw the threads of the local and cross authority work together in order to produce a Regional Supporting People Strategy that will dovetail effectively with the emerging SE Housing Board Regional Housing Strategy.

5.2 Cross Authority Group

The ODPM placed Surrey in a Cross Authority Group with Kent, Medway, West Sussex, East Sussex and Brighton & Hove. At our first meeting it was agreed that we would like to work towards a shared vision for the next 5-years and incorporate a statement in our Strategies including the following themes:

- Defining the mobile/cross authority groups
- Links to regional strategies (housing, re-generation and planning)
- Supply issues and impact on sub-regional/regional level.
- Providers in common and possible joint approaches (such as reviews)
- Cross authority commissioning for designated client groups

The Cross Authority Statement adopted by the group is attached at Annex Two

5.3 Other Cross Authority Partners

We have identified that some joint working will be desirable with local authorities that are not our designated cross authority partners –in particular, Hampshire County Council, with whom we share a large border and the Surrey Hampshire Borders NHS Trust and also the London boroughs of Kingston, Richmond, Sutton and Croydon. We are mindful of the implementation of a single Mental Health and Learning Disabilities Trust for Surrey and North East Hampshire from April 2005, the Surrey and Borders Partnership NHS Trust. Croydon PCT has also indicated its willingness to be involved in relation to learning disability services to provide, as far as possible, a coordinated response to the new Trust. Commissioning Intentions are in development.

One cross authority issue that we have identified with Croydon is that Surrey Oaklands NHS Trust are in the throes of a Social Change Care Project in which they have identified 48 people in residential care who could move to a more independent setting. We are liaising with Surrey Oaklands and Croydon and our respective Social Services departments to agree an appropriate way forward.

A key issue for Surrey is that NHS Trusts and PCT Areas are not co-terminus with borough and county boundaries. Therefore it is important that the appropriate agencies and the Strategic Health Authority are involved in planning that crosses key borders.

SECTION SIX: SURREY'S CHARGING POLICY

The Grant Conditions make clear that Charging Rules should be transparent and fair. This means that they should not differentiate between services of an equivalent nature simply on the basis of the service provider or landlord. Such differentiation would be unfair to service recipients.

Also, people in short-term services should be exempt from charges. The guidance defines a short term service as follows:

"A service is short term where it:

(a) aims to bring about independent living within two years (disregarding practical delays in securing move-on accommodation) following resolution of a specific need or needs which the supported living arrangements aims to remedy, or following completion of a time-limited programme of support of under 2 years intended duration

(b) aims to increase the capacity for independent living (even if fully independent living may not be likely) through a package of time-limited housing related support under these directions, which package has an intended duration of under two years."

Home Improvement Agencies provide a wide range of services including non-Supporting People services, and are partly funded by fee income. They are therefore excluded from that list of services which are deemed short term.

The Charging Rules In Surrey

Non-chargeable services

In Surrey, all providers will have been issued with contracts, which will determine whether or not a service is chargeable to service users. If a service is not chargeable, the Supporting People Team will pay the provider the contracted sum, less an allowance for voids.

Chargeable Services

If a service is chargeable, the following procedures will apply:

- If an individual is eligible for housing benefit for their accommodation, and the support service is linked to their accommodation through a tenancy or licence arrangement, then the person will be passported for full Supporting People subsidy. They will not face a charge for the service. Supporting People subsidy entitlement will be backdated to the time of a successful housing benefit claim.
- If an individual is not eligible for housing benefit, they may be eligible for assistance with their support charges through Surrey's Fairer Charging policy. A copy of the policy is available on request. This is more generous than housing benefit, as earned income is disregarded and the capital thresholds (where savings can be disregarded) are higher. Surrey County Council's Benefit and Charging Advisors will calculate entitlement for subsidy.
- The Supporting People Team will make the Supporting People subsidy payments to the provider, backdated to the date of the application or the commencement of the service provision, whichever is the later.

SECTION SEVEN: COMMISSIONING OF NEW SERVICES

One of the challenges for Supporting People in Surrey is moving towards a fresh way of commissioning new services to meet countywide strategic priorities. This needs to be done within the context of boroughs and districts leading the housing agenda for their areas and, where possible, respecting partnership relationships that have already been established locally. In addition, the local housing agenda is largely driven by the capital funding priorities of the Regional Housing Board and also the new Partnering arrangements being introduced by the Housing Corporation, which mean that partners (including support providers) ideally need to be selected at a very early stage of the development process.

Competitive tendering is further complicated by other factors:

- The fact that the landlord will often want to provide the service by itself or by its chosen partner, not one imposed by Surrey County Council.
- Sometimes unique or proprietary opportunities arise based on land or accommodation availability. These opportunities are scarce and we need to exploit them in the most timely and constructive manner possible.
- Some services are commissioned jointly with other agencies in both the statutory and voluntary sector.
- Often the lead-in period for new services is a number of years, with issues around planning, building and capital tendering arrangements. Where this arises, we need to identify and integrate the support provider in a partnership capacity at the early stages of the process.

Planned Approach in Surrey

In the short-term, it is intended that all schemes that are well advanced (buildings already purchased or on site) be allowed to move forward with the existing provider in the frame, subject to funds being available and mutual agreement on value for money for the service.

In the future, it is planned to set up standing lists of providers for new Supporting People services in Surrey for different client groups. These lists will include the preferred providers of all of the boroughs and districts, presuming that they satisfy the objective qualification process set out in the Standing List procedure, which will need to be agreed by the Joint Management Board and the Commissioning Body. It is intended that the pricing structure should be as simple as possible, for example, with hourly rates. Value for money within agreed criteria will have to be established before a provider can be accepted onto the standing lists. It is suggested that criteria should be reviewed every three years. It is intended that these standing lists be structured so that certain providers will only be able to tender for services in the areas in which they were qualified under the standing list process.

It is hoped that standing lists will give us the flexibility we need to allow landlords and districts to work with their chosen partners (or to manage services directly if appropriate) and to allow specialist providers to engage with partnering arrangements on new sites at the earliest possible stage.

We are mindful of the need not to exclude small local voluntary organisations who may wish to enter the sector and would envisage a procedure where a provider might seek formal exemption from our normal standing list requirements, in accordance with the

County's Local Compact with voluntary organisations.

Clearly, providers and district partners will always need to ensure that they have the endorsement of the Commissioning Body prior to committing themselves to any new service provision.

SECTION EIGHT: THE IMPACT OF THE RECENT GRANT ANNOUNCEMENT

8.1 The Grant Announcement: 2nd December 2004

At the time of writing, the following information has been officially made available to us:

- 2005/2006: we face a budget cut of 5.04%
- For the following two years we face successive cuts of up to 5%
- The Government will be consulting upon the Distribution Formula that will determine the allocations for individual authorities early in 2005. Early indications are that the formula will be unfavourable for Surrey

The summary grant position is:

2004/05:	£19,834,000
2005/06:	£18,835,049
2006/07:	£17,893,297 (likely)
2007/08:	£16,998,633 (likely)

There will be no inflation uplift.

8.2 Year Two of the 5-Year Plan 2005/2006

The majority of local authorities in the country face a similar cut to Surrey of 5.04%. A small number face a slightly more stringent cut and others receive a slightly smaller one. In Surrey, we are well placed to deal with this cut for one year for two main reasons. Firstly, we have an underspend in excess of £1 million that we can carry forward. This will absorb the 5% cut. Secondly, we have identified a substantial sum of savings through the service review programme. We anticipate that we will have a surplus of £900,000 for 2005/06 **if** we do not offer providers an inflation increase and **if** we decide not to deliver any of our strategic priorities for 2005/2006 (other than through re-modelling services).

Clearly, we do not wish to withhold inflation increases from providers or abandon Year Two of our 5-Year Plan for growth. However, we must also look to the year 2006/07 and the need to protect services in future in the likely scenario of on-going cuts. In January 2005 the Commissioning Body agreed that, if required, we should use the projected £900,000 surplus for 2005/06 to help fund a projected budget shortfall of £1.3 million the following year. Otherwise, it is difficult to see how we can avoid grant cuts across the board or service closures in 2006/07. We await confirmation from the ODPM as to whether we will be permitted to carry forward a surplus from 2005/06 to 2006/07. Meanwhile, the Commissioning Body very reluctantly endorsed an inflation freeze for providers for 2005/06.

8.3 Years 3-5 of the 5-Year Plan: April 2006 to March 2009

The Government's Distribution Formula will determine our funding for April 2006 and beyond. At the time of writing the formula has not been finalised. Consultation is to take place early in 2005. The November 2004 version of the formula, which has just been released, suggests that Surrey's correct allocation should be just £13.1 million – over

33% less than the allocation for 2004/05. Clearly, a reduction of this scale, even over a number of years, would be untenable and would totally undermine our efforts to deliver our strategic priorities locally.

Clearly, we would like all our statutory partners and other stakeholders to help us to fight these cuts once the consultation process is underway.

8.4 An Audit Commission View

We are encouraged in the validity of our case by feedback from the Audit Commission, further to our recent inspection. The following quotes give credence to our case that we are not over-funded and that our 5-Year Strategic Plan aims to meet proven need.

- “The supply of supported housing services in Surrey has started from a low base. There is a shortage of accommodation for all groups, with the exception of sheltered housing, and a low level of floating support services”
- “The council has identified the levels of supply and needs and has begun to address the priorities set out in the 5-Year Strategy. Many of the services that are in place have lower unit costs than might be expected using ODPM comparative data”
- The data appendix at the end of this report provides a detailed picture of how Surrey compares to the regional and national averages in terms of provision and costs. These figures show that overall, Surrey receives a relatively low level of Supporting People Grant per head of population (£0.36, compared to the south east average of £0.52 and the national average of £0.70). Unit costs are also lower than the national and regional averages.
- “The council has managed its Supporting People grant prudently and this has placed it in a stronger position to deliver services over the next few years than would otherwise have been the case”

SECTION NINE: FIVE YEAR SUPPORTING PEOPLE STRATEGY: PLANNED PROGRAMME

2004 – 2005 Annual Plan (Year One)

New and Expanded services

Scheme	Provider	No. of Units	Borough	Annual cost	Client Group	Completion
Home Improvement Agency	Anchor Staying Put		Mole Valley	£20,000	Older people with support needs	April 04
Offender service	Look Ahead Care & Support	4 extra units	Elmbridge	£28,000 Incl 2 units 03/ 04	Offenders	August 04
Domestic violence service	Look Ahead Care & Support	5 extra units	Elmbridge	Nil - absorbed in existing contract	Domestic violence	September 04
The Crescent	SCDT	2 units	Woking	£31,450	Young people leaving care	September 04
The Meath – supported housing	The Meath	3	Waverley	£47,026	Learning & physical disability	June 04
Young person's scheme	Stonham HA	12	Guildford & Waverley	£127,000	Vulnerable young people	March 05
Young Peoples Foyer	YMCA	42	Reigate & Banstead	£170,000	Young single homeless	September 04
Oxted Hospital site	Cherchefelle HA	6	Tandridge	£32,000	Learning disability	February 05
Floating support – preparing for independence	Welmede Housing Association	5	Guildford & Waverley	£13,000	Learning disability	October 04
Total annual cost				£468,476		

Re-designated service

Scheme	Provider	No of Units	Borough	Original client group	Re-designated group
Guildford Cyrenians	Stonham Housing Association	11	Guildford	Single homeless	Complex needs

Re-modelled service – Woking Borough Council

Original provision	New Provision planned after support plans for all clients
457 sheltered units 48 “extra care” (local definition) 594 supported accommodation for 55 years + <u>28</u> “enhanced” outreach support <u>1127</u>	360 sheltered units 48 “extra care” (local definition) 594 supported accommodation for 55 years + (to reduce by c. 50 a year over 5 years) 81 “enhanced” outreach support (to increase by c. 10 pa over the next 5 years) <u>5</u> floating support clients for people with mental health needs <u>1088</u>

The effect of this plan over 5 years will be cost neutral but will re-direct funds to meet identified needs in accordance with the strategy.

Service Reviews: Other Impacts

Value for Money	<p>We have considered whether services offer value for money, looking at a range of criteria such as weekly unit cost, support cost per hour, Support Worker salary, comparisons with other authorities in the South East by client group and, above all, outcomes.</p> <p>Where we have had concerns about value for money, this has either been dealt with immediately, in negotiation with the providers, or it has been made clear that agreement must be reached before a steady state contract can be issued.</p>
Looking at exclusions	<p>We have also become increasingly concerned by the people that are excluded from services, perhaps because of their offending history or because of substance misuse problems.</p> <p>This will be something we will be looking at during Year Two of the programme, as we negotiate access criteria and Service level Agreements with providers prior to issuing steady state contracts.</p>

Summary Effect of Activity:

We have achieved 79 new units across 7 boroughs and districts and have made progress in meeting our strategic targets. In particular we have additional units for the following client groups:

Offenders:	4 units
Domestic violence:	5 units
Young people/homeless:	56 units
People with learning disability (including up to 7 with physical disabilities)	<u>14 units</u>
Total	79 units

In addition we have re-targeted an existing service serving the homeless to accept individuals with more complex needs, thereby achieving better value for money from the service and addressing one of our strategic priorities. We will be looking at this again when we negotiate steady state contracts with other providers to see if we can improve access for those with an offending history or other more complex needs. This will start to have an impact in Year Two of the programme.

Finally, we have worked closely with Woking Borough Council to completely re-model their sheltered and supported housing, to ensure that Supporting People funding is directed to those most in need of support. By reducing support offered to those existing sheltered tenants who do not actually need or want a support service, funds can be re-directed to support for frail elderly people in the community through outreach support or to other younger vulnerable individuals, such as those with mental health problems, to assist with tenancy sustainment.

April 2005 to March 2009

At the time of writing, we have just been notified of our grant for April 2005 to March 2006. As indicated elsewhere, the budget is to be cut by 5.04%. We have also been advised that we are likely to face cuts of up to 5% for the following two years.

We have still retained our 5-year plan for growth because we firmly believe that the need for these services is proven and we plan to fight the cuts. However, our strategic focus has partially shifted, of necessity, as to how we will manage cuts. The “plans” for each year are in the form of a wish list in an indicative order of priority. Please note that the re-modelling plans that are identified for each year of the strategy will now be all the more important, in view of the likely budgetary constraints. We have also identified that we need to work closely with districts and boroughs and other large social housing providers to try and increase the ability to move individuals on from existing services when they no longer need the support. Clearly, if we are not going to be in a position to develop new services, it is critical that we make best use of the ones that we have.

It should be noted that each year an Annual Plan will be prepared and endorsed by the Commissioning Body. It is anticipated that this will broadly reflect the 5-year plan contained within this strategy but tailored to the funding available. Decisions will also need to be taken about the relative priority of schemes that have just missed a funding opportunity for one year due to insufficient funds, vis-à-vis the top priorities that have been identified for the following year. Risk management and contingency planning will be an integral part of this process.

Please note that the following principles have been adopted to help determine strategic priorities.

Principles Underpinning Years Two to Five of the 5-Year Strategy in determining priority schemes and commissioning new services

- Schemes already in the development pipeline, with a capital commitment of funds made and flagged up in the Shadow Strategy to be given top priority. We would not wish capital investment to be wasted.
- Other schemes where development programmes underway as at January 2005, the provider identified, the scheme endorsed and capital funding committed
- Large providers of sheltered housing (especially local authorities and LSVT's) will be encouraged to re-model their older people services to meet strategic priorities and ensure value for money (outline plans must be endorsed by the Commissioning Body before they are progressed too far).
- There is to be a strong focus on making the best use of existing services, both by tackling exclusions and by working closely with partner agencies to increase the provision of move-on.

- Pipeline bids for outreach services that were unsuccessful due to ODPM moratorium (for domestic violence and teenage pregnancy outreach services) to be implemented once schemes with capital commitments have been honoured
- Floating support services generally to be given priority, due to their key role in tenancy sustainment and, therefore, the prevention of homelessness
- Savings achieved through withdrawal of SHMG from residential care services to be re-directed to appropriate supported housing services for the benefit of the same client group (primarily people with learning disability but also people with physical disability), if the need has been clearly demonstrated and if funds allow
- New services where a provider is not identified by January 2005 to be commissioned in accordance with the new procurement rules to be endorsed by the Commissioning Body prior to April 2005.
- New Supporting People funding will not be recommended where existing clients are in receipt of adequate funding (for example Section 28A health funding) in services that are re-configured as supported living.
- Supporting People forms part of the care and support continuum for different client groups in Surrey and is intended to complement other services and statutory funding streams
- When reviewing the Annual Plan each year, due regard will be given to achieve equity of distribution of funds across the county
- The Commissioning Body will review the 5-Year Strategy each year through the development of an Annual Plan. The intention is that the plan is sufficiently flexible to cope with changing demands, as needs change and in order to interface with other government policy changes and new initiatives.

For clarity it should be noted that the plan indicates when it is estimated that a scheme will come into management. If we are able to fund a service, we would then enter into a steady state contract with the provider for support services. Subject to funding restrictions, this would normally be for three years. Annual costs at this stage are estimated.

2005 – 2006 Annual Plan (Year Two)

Scheme	Provider (if identified)	No. of Units	Borough	Cross borough access?	Estimated Annual cost	Client Group	Completion
Domestic violence service	Look Ahead Care & Support	5	Spelthorne	Yes	£20,000	Domestic violence	June 05
Almond Villa	W Surrey Mental Health Service	12	Woking	Yes	£145,000	Complex needs	January 06
John Gale Court: extra care	Rosebery HA (building)	15	Epsom & Ewell		£20,859	Frail elderly	November 05
Cecilia House	The Grange Centre	5	Mole Valley	Yes	£60,000	Learning & physical disability	November 05
Darcy Road	Cherchefelle HA	3	Mole Valley		£20,000	Learning disability	April 05
Surrey Housing Society for the Disabled (Move-on)	The Grange Centre	5	Units to be purchased in boroughs where identified need (e.g. Mole Valley; Tandridge)	Yes	£18,200	Physical disability – sub group to be confirmed	October 05 onwards
Atkinson Court and Stanley St	Reigate & Banstead Housing Trust (accommodation)	25	Reigate & Banstead and Tandridge		£19,307	Vulnerable homeless households	April 05 onwards
Woodham Lane		3	Runnymede		£11,000	Young single homeless	
Domestic violence – floating support	Enhancement of existing Outreach Services	15 15 15	North & Mid Surrey SW Surrey East Surrey	Yes	£45,000 £45,000 £45,000	Domestic violence	As soon as funds allow
Teenage pregnancy outreach service		15	Countywide	Yes	£70,000	Pregnant teenagers	As soon as funds allow
Coveham	Adults & Community Care	3	Elmbridge		£30,000	Learning disability	April 05
Arundel	Adults & Community Care	tbc	Reigate & Banstead		£30,000	Learning disability	tbc
The Parade, Epsom	Mencap (de-registration)	8	Epsom & Ewell	Yes	£25,000 (current SHMG only)	Learning disability	April 05
Ashtead Project	Welmede	4	Mole Valley		£27,000	Young People with learning disability	January 2006
Key Ring Network		9	Surrey Heath		£33,000	Learning disability	
Shared ownership with outreach		6	Guildford/Waverley	Yes	£21,850	Learning disability	Late 2005

Independent group living (SARP)		6	Spelthorne		£21,850	Learning disability	
Home Improvement Agency			Surrey Heath		£20,000	Older people with support needs	
TA Support	SCDT	71	Spelthorne		£56,600	Homeless families	(Currently funded by Council)
Homelessness Support Worker			Waverley		£20,000	Homeless families	
Total annual cost					£804,666		

Summary effect of planned programme

The main objective of the plan for Year Two is to follow through schemes that have already been endorsed and where development works are underway. This is the case with the top 3 priorities. The next objective is to take advantages of firm opportunities to meet strategic priorities, as either buildings or capital funding have been made available. Such opportunities are scarce.

Thereafter, we have identified funding for outreach services, which is desperately needed, particularly for domestic violence work. This follows our unsuccessful bid for pipeline funding in 2002 because of Government concerns that such services were overly opportunistic.

The other proposed services are those that have been flagged up by stakeholders as a priority to meet an identified need – in particular for people with learning disabilities. These priorities have been flagged up through the Valuing People Housing Strategy planning. In addition, a couple of boroughs have requested help for housing related support services for their homeless clients.

In order to supplement the new activity identified above, we also have a number of plans to re-target funds more effectively, further to service reviews and prior to entering into Steady State contracts with providers. Some of the schemes where opportunities have been identified are listed below. The expectation is that the outcome will be cost neutral or that some funds might be freed up.

Possible Re-modelling of services/ re-targeting of funds

Scheme	Provider	No of Units	Borough	Original client group	Plan
Young Peoples Scheme	Rainer	tbc	Cross borough service	Young people leaving care	To move from accommodation based services to floating support
Homeless services	Various	As interim contracts expire	Various	Single vulnerable homeless people	To negotiate increased access for more vulnerable clients prior to steady state
Cavell House, Farnham	Ability Housing Association	5 accommodation based plus floating support numbers tbc	Waverley (but with cross borough access)	Learning disability	To move from high level support for a few to lower level support for more

Scheme	Provider	No of Units	Borough	Original client group	Plan
Turners Court,	Whitmore Vale	3	Waverley	Learning disability	To use sleep-in facilities to create extra bedspaces
All older people services	Peerless Housing Group	tbc	Surrey Heath	Older people	Re-targeting of funds to extra care and other strategic priorities
All older people services	Apex Housing Group	tbc	Spelthorne	Older people	Re-targeting of funds to extra care and other strategic priorities
All older people services	Reigate & Banstead Housing Trust	tbc	Reigate & Banstead	Older people	Re-targeting of funds to extra care and other strategic priorities, such as homeless households with support needs (see above)
All older people services	Guildford Borough Council	tbc	Guildford	Older people	Re-targeting of funds to extra care, floating support and other supported housing & telecare services
Adult Placement	Mencap		West of county	Learning disability	To use savings achieved in service in the East of the county to extend the service to the West
Helm Close, Epsom	CIC		Epsom & Ewell	Mental Health	Possible expansion of scheme from 5 to 6 units within existing funds

2006 – 2007 Annual Plan (Year Three)

Scheme	Provider (if identified)	No. of Units	Borough	Cross Borough Access?	Estimated Annual cost	Client Group
Victoria Way	SCDT	6	Woking		£27,000	Mental health
Beechwood Court (Extra Care Housing)		39	Spelthorne		£81,120 less 30% self payers <u>24,336</u> £56,784	Frail elderly
Surrey Housing Society for the Disabled (Move-on?)	The Grange Centre	10	Units to be purchased in boroughs where identified need (e.g. Mole Valley; Tandridge)	Yes	£36,400	Physical disability – sub groups to be confirmed
Walton Town Centre		6	Elmbridge		£37,000	Young people
Independent Living “training units”		6	Guildford & Waverley	Yes	£69,600	Learning disability
Rodney House Supported Living		5	Elmbridge		£65,000	Learning disability
Young People’s service – Addlestone/Chertsey		6	Runnymede	Yes	£37,000	Young people
New Haw	Welmede HA	6	Runnymede		£40,000	Young People with learning disability
Thamesmead		24	Elmbridge		£88,000	Young vulnerable homeless people
Outreach service for deafblind people	SAVI	6	Countywide	Yes	£40,000	People with combined hearing and sight loss
Hillside		6	Surrey Heath		£84,240	Learning disability
Floating support service(s)		30	Countywide	Yes	£93,600	Mental health/Aspergers/ pregnant teenagers/ offenders/ rough sleepers/ acquired brain injury/ substance misuse/learning disability, downs syndrome & early onset dementia/ homeless households

Complex Needs project – learning disability	Welmede HA	3	Woking		£36,250	Learning disability/ complex needs
Total cost					£710,874	

Possible Re-modelling of services/ re-targeting of funds

Scheme	Provider	No of Units	Borough	Original client group	Plan
All older people services	Waverley Borough Council	tbc	Waverley	Older people	Re-targeting of funds to extra care and other strategic priorities
All older people services	Tandridge District Council	tbc	Tandridge	Older people	Re-targeting of funds to extra care and other strategic priorities
All older people services	Runnymede Borough Council	tbc	Runnymede	Older people	Re-targeting of funds to extra care and other strategic priorities

Summary of Proposed Year Three Activity

Again, the first six priorities for new services identified above are those where there are firm development plans in progress. Most of these schemes have been in development for some time. We have also flagged up that we would like to introduce more floating support services as soon as possible and that we would like to support more supported living opportunities arising through the Valuing People agenda.

In terms of re-directing funds from existing services, it is anticipated that some firm ideas will have come through as a result of completed service reviews with Waverley, Tandridge and Runnymede Councils, and associated extra care strategies, in the course of Year Two.

2007 – 2008 Annual Plan (Year Four)

Scheme	Provider (if identified)	No. of Units	Borough	Cross borough access?	Estimated Annual cost	Client Group
Badgers Wood (independent flats & group home)		8 (tbc)	Runnymede		£67,000	Learning disability
Vulnerable young people		6	Epsom & Ewell		£37,000	Vulnerable 16/17 year olds
Young peoples service		8	Tandridge		£45,000	Vulnerable young people
Move-on floating support service		25	Guildford		£78,000	Young people/domestic violence/mental health/offenders/substance abuse
Acquired brain injury service	Peerless HA (accommodation)	5	Surrey Heath		£60,500	Young adults with an acquired brain injury
Addlestone/Chertsey scheme		tbc	Runnymede		£37,000	Mental health
Surrey Housing Society for the Disabled (Move-on?)	The Grange Centre	10	Units to be purchased in boroughs where identified need (e.g. Mole Valley; Tandridge)	Yes	£36,400	Physical disability – sub groups to be confirmed
PLD Extra Care with Telecare		6	Elmbridge		£20,000	Learning disability (focus on autism and people with dementia)
St Peters		6	Woking		£84,240	Learning disability
Extra care housing –		50	Runnymede		£100,000 less 30% £ 30,000 (self payers) <u>£70,000</u>	Frail elderly
Extra care housing –		50	Mole Valley		£100,000 less 30% £ 30,000 (self payers) <u>£70,000</u>	Frail elderly
Extra care Housing - Byfleet		75	Woking		£150,000 less 30% £ 45,000 (self payers) £105,000	Frail elderly
Complex needs service		12	Focus on the eastern parts of the county or cross authority	Yes	£145,000	Complex needs/ /mental health substance abuse
Keyring Network		9	Elmbridge		£33,000	Learning disability
Total					£888,140	

Possible Re-modelling of services/ re-targeting of funds

Scheme	Provider	No of Units	Borough	Original client group	Plan
All older people services	Mole Valley District Council	tbc	Waverley	Older people	Re-targeting of funds to extra care and other strategic priorities
All older people services	Rosebery Housing Association	tbc	Epsom & Ewell	Older people	Re-targeting of funds to extra care and other strategic priorities
Byfleet Extra Care scheme	Woking Borough Council	tbc	Woking	Older people	On-going re-modelling work as initiated in Year One

Year Four: summary effect of proposed activity

We have a focus on extra care housing this year, both for older people and people with learning disabilities. We would also like to assist both Tandridge and Epsom & Ewell in their efforts to meet the need of vulnerable young people in their areas, as well as taking advantage of new developments coming into management in Guildford to provide much needed move-on accommodation for vulnerable clients. A specific need for those with acquired brain injury has been identified in the North West area and discussions about a possible new development have been initiated.

It is also planned to consider how we might deliver a new service for people with complex needs, possibly in cooperation with our cross authority partners. At this stage we have an open mind as to whether this might be an accommodation based service or floating support. It is possible that the objective might be delivered by increasing the capacity of an existing service (either by increased numbers, in the case of floating support, or by funding more intensive staff support in an accommodation-based service).

We also hope to continue re-targeting resources for older people in cooperation with our larger housing providers.

2008 – 2009 Annual Plan (Year Five)

Scheme	Provider if identified	No. of Units	Borough	Cross borough access?	Estimated Annual cost	Client Group
Ballard Court (DOH bid)	Peerless Housing Group (landlord)	91	Surrey Heath		£190,000 less 30% £ 57,000 (self-payers) <u>£ 60,000</u> less legacy funding (approx) <u>£73,000</u>	Frail elderly (including those with dementia) and learning disability
Extra Care Housing		50	Tandridge	Possible cross-authority opportunity	£100,000 less 30% <u>£ 30,000</u> (self payers) <u>£70,000</u>	Frail elderly
Extra Care Housing		50	Reigate & Banstead		£100,000 less 30% <u>£ 30,000</u> (self payers) <u>£70,000</u>	Frail elderly
Extra Care Housing		50	Waverley		£100,000 less 30% <u>£ 30,000</u> (self payers) <u>£70,000</u>	Frail elderly
Telecare services in the community		40	Countywide	Yes	£70,000	Frail elderly, older people with dementia, learning disability
Floating support service(s)		40	Countywide	Yes	£124,800	Mental health/Aspergers/offenders/pregnant teenagers rough sleepers/brain acquired injury/substance misuse/learning disability, downs syndrome & early onset dementia/homeless households
Service for women with complex needs		6	tbc	Yes	£72,500	Domestic violence (women with complex needs)
"Wet" accommodation		6	Guildford	Yes	£72,500	Drug & alcohol – substance misuse
Short stay supported accommodation		6	Runnymede ?	Yes	£72,500	Single homeless people
High support for complex needs		6	Guildford	Yes	£72,500	

Home Improvement Agency			Epsom & Ewell		£20,000	Older people with support needs
Extra Care Housing		40	Guildford		£80,000 less 30% £24,000 (self payers) £56,000	Frail elderly
Extra Care Housing		50	Mole Valley		£100,000 less 30% £ 30,000 (self payers) £70,000	Frail elderly
Total					£913,800	

Possible Re-modelling of services/ re-targeting of funds

Scheme	Provider	No of Units	Borough	Original client group	Plan
Home Improvement Agencies	All Surrey HIA's		Countywide	Older people and other vulnerable adults with support needs	Countywide review to see if funds can be more effectively utilised and if services can be extended

Year Five: summary effect of proposed activity

This is the year that the first beacon extra care service comes though, that has been developed in accordance with the County's Extra Care Strategy and Department of Health guidance. It is hoped that this will be a model that others will aspire to follow to the highest possible specification. Meanwhile, Guildford Borough Council are keen to develop more extra care services where there is the potential to extend existing schemes. We would particularly like to introduce telecare services to help people remain in the community. It is envisaged that Home Improvement Agencies will play a key role in referring potential clients.

We also anticipate that there will be an on-going demand for new floating support services, both for people with relatively modest needs (such as those under the supervision of the National Offending Management Service serving community sentences) and also for those with more complex needs.

We would particularly like to support a new service for women at risk of domestic violence with complex needs. In addition, Guildford has flagged up the need for a couple of schemes for those with high and complex needs in their area. More thought needs to be given to this but, potentially, these strategic needs might be met in cooperation not only with a number of Surrey boroughs but also one or more of our cross authority partners.

THE SUPPORTING PEOPLE PARTNERS

The eighteen statutory partners in Surrey all endorse the 5-Year Supporting People Strategy, which has been formally signed by their Chief Officer.

The partners are:

- Surrey County Council
- The 11 boroughs and districts
 - Elmbridge Borough Council
 - Epsom & Ewell Borough Council
 - Guildford Borough Council
 - Mole Valley District Council
 - Reigate & Banstead Borough Council
 - Runnymede Borough Council
 - Spelthorne Borough Council
 - Surrey Heath Borough Council
 - Tandridge District Council
 - Waverley Borough Council
 - Woking Borough Council
- The 5 Primary Care Trusts
 - East Elmbridge and Mid Surrey PCT
 - East Surrey PCT
 - Guildford and Waverley PCT
 - North Surrey PCT
 - Surrey Heath and Woking PCT
- Surrey Probation Area

The Commissioning Body would like to thank everyone for their support in pulling the threads together.

For Contact Details for the Supporting People Team and each of our partners, please visit our website at: www.surreysp.org.uk