

**Kent County Council**  
**Supporting People**  
**Shadow Strategy 2002/3**

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## **27. Introduction**

### **1.1**

Supporting People is a new central government programme that enables vulnerable people maintain their housing situations in the community (housing related support). It is inclusive; there are no client groups excluded. It enshrines a preventative approach to service provision which should prevent unnecessary hospital admission, reduce the incidence of costly care packages and encourage social inclusion. It aims to bring support to the home, not move service users to the support. It aims to link into key Central Government objectives and initiatives and it involves the biggest central / local transfer of funding since the inception of care in the community. The government has emphasised the need to ensure that there is a smooth transfer between funding mechanisms.

### **1.2**

Housing related support is currently funded via a number of Legacy Funding streams:

- Transitional Housing Benefit
- Supported Housing Management Grant (Housing Corporation)
- Probation Accommodation Grant (National Probation Service)
- Section 30 Job Seekers Allowance
- Income Support (Department of Work and Pensions)
- Home Improvement Agency funding (Office of the Deputy Prime Minister).

These Legacy Funding Streams will be incorporated into a ring-fenced budget which will be administrated by Kent County Council. Kent County Council will hold the legal and financial responsibility for the programme and will endeavour to meet these needs within the parameters of the ring-fenced budget / allocation formula. This will be paid net of assumed chargeable income, and an assumed level of voids in Block Gross Contracts.

### **1.3**

Supporting People is also a Partnership between Health, Housing, Probation, and Social Services. This is embodied within the Commissioning Forum and was created in Kent in October 2000. The Commissioning Forum will become the Commissioning Body in January 2003 and will comprise elected members or officers with delegated authority to vote on behalf of their organisation. There will also be representatives from Health, and Probation. The current membership of the Commissioning Forum will be subsumed into an officer Core Strategy Development Group and this will involve lead officers from the housing departments of the twelve districts and boroughs, a representative from Kent County Council, Health, and Probation. The Supporting People Team will service the Commissioning Body and the Core Strategy Development Group.

The intention is to try and meet the competing priorities of these stakeholders for housing related support.

The objective is to provide strategically planned, needs led services.

#### **1.4**

The Supporting People Team comprises eleven officers. The Headquarters team includes the Commissioning Manager, The Senior Contracts, Performance Review and Policy Officer, the Senior Business Officer, the Information Officer, and the Support Officer. We are hoping to recruit a Supporting People Co-ordinator to assist the Commissioning Manager by January 2003. There are six Locality Officers based in a district or borough housing department(s). The Locality Officers work across two districts and boroughs. They have been responsible for ensuring that we map supply, facilitate the claiming of transitional housing benefit, analyse need, write specifications, write the Locality Plans for their areas, assist with the interim contracts, assist with the pricing reconciliation, link into all stakeholders, and after April, monitor and review schemes. They have also taken a lead responsibility for certain client groups.

The Supporting People Team will be contracting with Providers of housing related support post April. Providers will be given Interim Contracts. There will be a programme of monitoring and review of services between 2003-6 and once their services have been monitored and reviewed, they should receive a Full Contract. This is the first time that many Providers have entered into a contractual relationship to provide services, although some Providers may already have contractual relationships with the Social Services Directorate. This is particularly likely to be a new experience for Sheltered Housing Providers.

We will be involving service users in the specification and monitoring and review process to ensure that services meet the needs of service users, and not providers.

#### **1.5**

The Supporting People Shadow Strategy is the first strategic statement to be produced. There will be a Full Strategy in 2003/4. The Shadow Strategy includes sections on supply, needs, strategic links, cross authority groups, consultation and involvement, service quality and review, strategy and options, other innovations, risks and contingency and information in tabular form of provision in Kent. The Supporting People Shadow Strategy is a summary of the Locality Plans that have been written by the Locality Officers in co-operation with their Districts and Boroughs. All of the Locality Plans have been taken through the Cabinets of the Districts and Boroughs. They have also been circulated to Health and Probation for input and comment. It also includes the strategic issues for Kent County Council in relation to Supporting People.

The Shadow Strategy and Full Strategy will reflect the competing priorities of the Stakeholders.

The Supporting People Shadow Strategy is a document which incorporates in a prescribed format the aims, and objectives of the partnership of Health, Housing, Probation, and Social Services.

The ODPM has consistently monitored our delivery of Supporting People since inception. We were one of the top 30 (20%) authorities considered to be progressing well and were visited by the ODPM in September to discuss progress.

## **2.0 Executive Management Summary**

### **2.1**

Supporting People will introduce a strategically planned delivery of contracted for, monitored and reviewed services across Kent.

The Supporting People Team's objectives are;

- A true partnership approach to the delivery of Supporting People in Kent
- To ensure that all services are mapped
- That all Providers have an Interim Contract
- That all Providers are paid
- That all Providers are monitored and reviewed. That the process is transparent. That quality of service is paramount
- That Service Users are consulted, and involved
- That Best Value, and Value for Money is a key component of the programme
- That it enshrines equality of opportunity, and recognises diversity
- To ensure that services are needed, well utilised, fit for purpose, and that scarce resources are directed to relevant services
- To ensure that information on services is well publicised, and that referral routes into schemes are improved

### **2.2**

The supply mapping has indicated some deficits in supply. We will be addressing the shortage in housing related support for people:

- with HIV/AIDS
- Mentally Disordered Offenders
- People with Alcohol Problems
- Refugees
- Travellers
- Women at Risk of Domestic Violence.

We will also be looking at additional provision for the Frail Elderly, Generic Services, Offenders, People with a Physical or Sensory Disability, and Single Homeless.

There are indications of oversupply in Sheltered Housing / Older People with Support Needs. We need to establish exactly where there is an oversupply in sheltered housing and where there are deficits. It may be the case for instance that there are a greater number of floating support services required than currently provided. Therefore we would continue to provide an overall level of service to older people but in a different context. Kent is a large county with a diverse population. Therefore we will be working with our district and borough and RSL colleagues to establish a more accurate picture for the full strategy.

The key issue is where the oversupply is, and whether it is centred in sheltered housing rather than housing related support services in the community. There are also some indications of oversupply for Young People at Risk / Young People Leaving Care. The ODPM has indicated that this is the case. We do not believe this is the case and we will be undertaking work with colleagues across the partnership to establish an accurate picture for the full strategy.

### **2.3**

The needs analysis has indicated a need for supported housing and housing related support across a broad range of client groups. There is a need for move-on with housing related support to free up supported housing provision.

### **2.4 Conclusion**

The supply and needs analysis will be covered in greater depth in the contents of the strategy.

### **3.0 Vision**

The Supporting People programme in Kent will aim to offer needs led, flexible and high quality housing related support services. It will ensure that they are cost-effective, robustly funded, and planned in a co-ordinated approach.

In particular it will aim to extend support services to service users whose needs have historically not been adequately met, and support provision to groups presenting a high risk of harm or at risk of harm to themselves.

### **4.0 Planning Approach**

#### **4.1 Supporting People Team**

The Supporting People Locality Officers are employed by Kent County Council, but are based in a district or borough.

They work across two districts / boroughs and they have been responsible for writing a Locality Plan for each area. This provides the basis for the contents of the Shadow Strategy. Each Locality Plan has been agreed / will be agreed by the District / Borough decision making processes. The Office of the Deputy Prime Minister will expect the partnership to confirm that they have been fully engaged in the process of writing the Shadow Strategy.

The Commissioning Forum was given a presentation of each strategy and they have been circulated to Health, Probation, Social Services, and Providers. Their comments have been incorporated into the Shadow Strategy.

#### **4.2 How Has the Vision and the Strategy been Developed and Produced in the Area?**

##### **Districts / Boroughs Housing Departments**

The Districts and Boroughs have worked with their Locality Officers to write a Locality Plan and some Districts and Boroughs have included this as an addendum to their Housing Strategy Statements. The Locality Plans were a deliberate exercise to give the Districts and Boroughs a real sense of ownership and involvement with Supporting People. All the Locality Plans have gone to the respective District / Boroughs Cabinet.

A summary of the Shadow Strategy was presented to Kent County Council's Cabinet in July 2002. The intention is to use the Locality Plans as a District / Borough based planning document that will evolve during the final implementation phase of Supporting People and once it goes live in April 2003. Districts and Boroughs will want to review their Supporting People provision within their respective areas. They will want to consider whether the right people are accessing services, whether the services offer Best Value, whether they are Value for Money and what the outcomes for service users are. We look forward to working with the Districts and Boroughs on their homelessness strategies during the next few months.

##### **4.3 NHS (Health Authority, Primary Care Trusts, Trusts)**

The Locality Officers have been instrumental in forging relationships with the Primary Care Groups within their respective areas. They have achieved this by meeting with senior officers within the PCTs and establishing formal links with them. All the Primary Care Groups received a draft copy of the Locality Plans, and a presentation on the Shadow Strategy. They were invited to comment on the Locality Plans, and we have had positive and constructive feedback from them.

The Primary Care Groups have engaged with the Supporting People Team. We look forward to strengthening relationships in the coming months via the Commissioning Body, and other pre-existing joint planning mechanisms (with the Social Services Directorate).

Specifically we have benefited from multi-agency funded and co-ordinated housing related support research for service users known to the NHS. This is referenced in the section on needs analysis.

We are also working with the NHS on establishing the current accommodation situation of service users and establishing where service users could move on to if they had appropriate accommodation / housing related support.

#### **4.4 Probation**

Probation has been a key partner since the inception of the implementation of Supporting People in Kent. Probation has provided us with an analysis of Offender accommodation in Kent and Medway (see Needs analysis Annex 3). They have been a member of both the Commissioning Forum and the Inclusive Forum for RSLs / Managing Agents (which was originally set up in the summer of 2000).

They have been invited to join the new Commissioning Body and the new Core Strategy Development Group (to be set up in January 2003).

#### **4.5 Social Services**

The Social Services Directorate employs the Supporting People Team. The Directorate has a range of planning mechanisms at HQ, and area level. It has looked at the impact of Supporting People from a strategic and operational level, a member of staff has been seconded in to work with the Social Service Directorate to plan for the implementation of Supporting People. The Social Services Director of Operations is the Chair of the current Commissioning Forum and the Vice Chair is a representative of Canterbury City Council. Social Services Directorate have a section on the KCC in-house intranet (KNET) relating to Supporting People, and have received training, and newsletters.

#### **4.6 What arrangements have been made to involve users and other representatives in the strategy development process?**

Kent County Council has not traditionally had structures in place to consult with users of housing related support services. Kent County Council's Social Services Directorate does however have service user forums. These forums have been used to explain Supporting People, and discuss Supporting People implementation with service users.

The Supporting People Team asked all Providers to engage with users in the same way. Districts / Boroughs, and Housing Associations are used to providing newsletters, and other mechanisms for consulting with users and we will use these to explain, inform, and consult. The Supporting People team undertook a specific project to assess how Providers consult with their service users. This has given us a valuable insight into how Providers currently engage with their service users.

We intend to build on this to ensure that all service users are adequately consulted. We would also like to involve service users in the monitoring and review of services as peer group reviewers. We will train and pay expenses to enable this to happen. We would like to hold some specific events to enable service users to become informed of the Full Strategy and the monitoring and review process. In the interim, every strategy that has been incorporated into the Locality Plans / Shadow Strategy has been through a consultation process with service users / the public.

#### **4.7 What arrangements have been made to involve providers in the development of the strategy?**

Kent had Inclusive Forums in place for sheltered, supported, and home improvement agencies early on. The first inclusive forums began in the summer of 2000 and have been used as a mechanism for training, advising, and informing Providers about Supporting People. We have had special events to train providers on Transitional Housing Benefit (THBS) and SP3s (Supply Mapping Forms). We have topic based inclusive forums where we have covered the Shadow Strategy, Interim Contracts, and Monitoring and Review. We are having a joint seminar in November specifically for HIAs which is being co-ordinated by two of the major Home Improvement Agency (otherwise known as Care and Repair / Staying Put) providers in Kent, and the Supporting People Team. Providers have generally received these events very positively. All providers were sent the Locality Plan and asked to comment and contribute.

#### **4.8 How has agreement been reached to reach consensus widely on the vision and strategy?**

The Commissioning Forum received a presentation on each Locality Plan. The District and Borough Cabinets have agreed their Locality Plan. They have also been in receipt of the Shadow Strategy Summary that was agreed by Kent County Council's Cabinet in July 2002. The Commissioning Forum has also received a copy of the draft shadow strategy.

The Commissioning Forum will have agreed this Shadow Strategy and the portfolio holder for Supporting People within the County Council will have signed off the Shadow Strategy itself on behalf of Kent County Council.

#### 4.9 What arrangements have been set in place to formalise the structure of the CB and its relationship to the Administering Authority?

Kent County Council as the Administering Authority has written a draft Cabinet paper on decision making for the districts and boroughs in Kent. This asks the respective District or Borough to nominate an elected member or officer with delegated authority to represent that local authority.

The Administering Authority (KCC) has drafted a Memorandum of Agreement which will be tabled at the first meeting of the Commissioning Body in January 2003. The Memorandum is based on the draft Directions, Grant Conditions, and Guidance. If it is agreed that it is required there will be a Constitution drafted as well. This will formalise the relationship between the Commissioning Body and the Administering Authority.

#### 5.0 Supply Analysis / Comparison to ODPM Supply Profiles

The table below compares the supply data in Kent with the norm against which to review the base provision in Kent. The ODPM has provided us with the norm for the highest and the lowest acceptable levels of provision.

Client Group	Kent Supply Analysis (Numbers / Percentages of Services)	ODPM Higher	ODPM Lower
Frail Elderly / Older People with Support Needs	1039 + 28,536 = 29,575 (86.1% of services)	18,990 Amalgamated	3,700 Amalgamated
Generic (Services relevant to all service user groups)	516 (1.5% of services)	Not previously recorded	Not previously recorded
Homeless Families with Support Needs	217 + 107 = 324 (1.8% of services) (Includes Teenage Parent Figures)	448 (Includes Teenage Parent Figures)	134 (Includes Teenage Parent Figures)
Mentally Disordered Offenders	0 (0% of services)	See Offenders of people at risk of offending	See Offenders of people at risk of offending
Offenders or people at risk of offending	243 (0.7% of services) (Includes MDOs)	92 (Includes MDOs)	10 (Includes MDOs)
People with a Physical or Sensory Disability	287 (0.8% of services)	1858	151
People with Alcohol Problems	31 (0.1% of services)	70	17
People with Drug Problems	432 (1.3% of services)	25	7
People with HIV/AIDS	1 (There is a discrepancy in the tabular information presented here & elsewhere due to confidentiality issues)	134	468

Client Group	Kent Supply Analysis (Numbers / Percentages of Services)	ODPM Higher	ODPM Lower
People with Learning Disabilities	1,003 (2.9% of services)	1196	225
People with Mental Health Problems	677 (2.0% of services)	1881	299
Refugees	0	10	1
Rough Sleeper	77 (0.2% Included in Single Homeless People with Support Needs)	Included in Single Homeless People with Support Needs	Included in Single Homeless People with Support Needs
Single Homeless with Support Needs	(662 + 77) = 739 (Includes Rough Sleepers Figures) (2.1% of services)	1870 (Includes Rough Sleepers Figures)	19 (Includes Rough Sleepers Figures)
Teenage Parents	107 (0.3% Included in Homeless Families with Support Needs Figures)	(Included in Homeless Families with Support Needs Figures)	(Included in Homeless Families with Support Needs Figures)
Travellers	0	Included in single people with support needs	Included in single people with support needs
Women at Risk of Domestic Violence	142 (0.4% of services)	229	37
Young People at Risk	378 (1.1% of services)	146	100
Young People Leaving Care	0 (Included in ODPM Young People at Risk figures. Figures awaiting input)	(Included in ODPM Young People at Risk figures)	(Included in ODPM Young People at Risk figures)
<b>Total</b>	<b>34,348</b>		

## 5.1 Conclusion

The supply mapping has indicated some deficits in supply. These are significant for the following service user groups:

- HIV/AIDS
- Mentally Disordered Offenders
- People with Alcohol Problems
- Refugees
- Travellers
- Women at Risk of Domestic Violence

There are some concerns about the levels of provision for:

- Frail Elderly
- Generic (these are services which can cater for a broad range of service users)
- Offenders
- People with a Physical or Sensory Disability

- Single Homeless

There are indications of oversupply in the following services:

- Sheltered Housing / Older People with Support Needs. The key issue is where the oversupply is and whether it is centred in sheltered housing rather than housing related support services in the community.
- Young People at Risk / Young People Leaving Care (the ODPM have indicated that this is the case, we do not agree).

## **6.0 Needs Profiling**

### **6.1**

The Office of the Deputy Prime Minister will make it a requirement that all of the partner Agencies within Supporting People (Health, Housing, Probation, and Social Services) identify housing needs to verify bids for growth monies. The Supporting People team will be working with partner agencies to ensure that this happens.

The Office of the Deputy Prime Minister require the partnership to identify the housing / housing related support needs of a range of service user groups within Kent. The Shadow Strategy therefore makes specific reference to the service user groups that we have identified who have a housing related support need (Annex 4).

There are multi-agency strategic planning groups in Kent with a housing remit. They have commissioned research into housing / housing related support needs.

### **6.2 The Supporting People Implementation Team: Needs Analysis in Kent / Assessment and Ongoing Monitoring of Housing Related Support Needs**

Members of the Commissioning Body were aware that a detailed needs analysis was not required for the Shadow Strategy. The Commissioning Body was of the view that the ODPM requirements were likely to become much more stringent for the Full Strategy. In order to effectively deliver Supporting People and meet future need the key stakeholders have to be able to demonstrate that we have housing / housing related support needs in Kent. The dilemma is always between anecdote (which has some value) and solid information (which provides resources).

The Commissioning Body has commissioned an assessment of how needs analysis has been reached in Kent. This can be found at Annex 3.

### **6.3 Summary of Identified Needs for Housing Related Support**

These are the needs that have been highlighted within Kent following the compilation of the Locality Plans that have contributed to the contents of the Shadow Strategy. The following will form the priorities for Kent during the first year of Supporting People implementation.

- The provision of Extra Care Sheltered Housing schemes

Housing Related Support to address the needs identified by:

- Homelessness Act 2002 (Housing Related Support Requirements of vulnerable people)
- Housing Needs Research
- Older people (Enhanced Care, Increased Supply of Sheltered Housing)

There is a Shortage of supported & independent living with housing related support for:

- Homeless Families with support needs
- Learning Disability Provision (including for people in registered care and those living with their parents or carers)
- Mental Health (including those inappropriately housed in the private sector)
- Physical disability (including people who are currently in registered care)
- Refugees and Asylum Seekers (requiring housing related support)
- Sensory Disability (supported accommodation and housing related support)
- Single Homeless (supported accommodation, move-on, housing related support)
- Substance Misuse (supported accommodation, move-on, housing related support).
- Move-on accommodation and Floating Support for vulnerable people
- 16/17 year olds (supported accommodation, move-on, and housing related support).
- Teenage Mothers (supported accommodation, move-on, housing related support).

- Vulnerable people who were excluded from accessing Transitional Housing Benefit by landlords, personal circumstances.
- Young people leaving care (supported accommodation, move-on, housing related support).
- People living in existing stock, Registered Social Landlord, and Private sector stock who were not identified for Transitional Housing Benefit

#### **6.4 General Issues**

- Single agency assessment, joint referral and existing stock schemes on a countywide / multi-agency basis is a priority. This should enhance information about the need for housing related support.
- There is a need to improve the knowledge management systems within all agencies to enhance information on housing related support needs.
- The Housing registers in Kent do not identify specific needs. This would enhance the ability to deliver needs led provision. There has been an increase in applications from vulnerable people, particularly people with mental health problems and substance misusers

In general, there is an ongoing need across all client groups for good quality self contained accommodation, either in clusters or individually to meet the needs of vulnerable people referred by statutory agencies and move-on.

#### **7.0 Wider Strategic Links**

The Office of the Deputy Prime Minister has asked us to link in all of the strategies within Kent which relate to Supporting People.

The Supporting People Team has been working across stakeholders to ensure that the linkages are made between Supporting People and other strategic links. The range of services which can be accessed via Transitional Housing Benefit underpin the strategies of the Stakeholders we are working with. In particular Supporting People meets the requirements of inclusion, prevention and safety strategies across the County.

There is a bibliography at the end of the Shadow Strategy which details all of the documents that have been referred / cross-referenced within the Shadow Strategy / Locality Plans.

## **7.1 Social Care**

The Supporting People Team has been working with colleagues within the Social Services Directorate to understand the implications of Supporting People from a strategic and operational point of view.

The Supporting People Team has undertaken extensive training sessions with Social Services staff. The team has also been responsible for the setting up of an Area Steering Group, a Core Strategy Development Group, a Directorate Management Team Sub Group and a Technical Support Group.

The Supporting People Team has been working closely with Social Services Directorate staff to identify service users who are in receipt of the equivalent of housing related support (community support), or who need housing related support. There has been a collective effort to work with landlords to vary tenancy agreements, sign stakeholder agreements and ensure that transitional housing benefit is being claimed for relevant services / service users. A specific officer has been seconded to ensure that the Social Services Directorate is ready strategically and operationally for Supporting People. The Social Services Directorate employs the Supporting People Team in its entirety, and the Director of Operations is the Chair of the Commissioning Forum (the Vice Chair is the Head of Housing Services from Canterbury City Council).

The Directorate has also been examining ways in which Pipeline schemes can be identified prior to Supporting People 'Going Live'.

The Supporting People programme complements a wide range of strategies that KCC currently has in place.

These are:

## **7.2 “Active Care – A New Look at Social Care in Kent”**

### **Vision for the Future**

- Each young person who is looked after is guaranteed the continuity of support they need until they are fully independent
- every older or disabled person has the support to stay in their own home or community if that is what they want
- all eligible service users are offered 'Direct Payments'
- users and carers have an active role in monitoring services provided and much greater influence over the development of services

## **Active Care for Older People**

- Increase the number of older people supported in their own homes

Targets: Provide high quality pre-admission and rehabilitation care to older people to help them to live as independently as possible, by reducing preventable hospitalisation and ensuring year on year reductions in delays in moving people over 75 on from hospital.

## **Homes for Life**

There are specific targets for Supporting People:

- arguing the case for designed in adaptability
- planning holistically for housing AND support across all user groups and forms of tenure
- developing best practice e.g. very sheltered housing
- developing the concept of “retirement communities”
- ensuring best value across the totality of resources applied to housing and support

## **Community Safety**

- Reduce levels of domestic violence

## **7.3 The Kent Agreement The Local Public Sector Agreement for Kent 2001-2004**

The specific targets that relate to Supporting People are:

### **Independent Living – Health & Social Care**

- Target 3 Reduce delayed discharge from hospital of people over 75 (National)
- Target 4 Reduce the rate of admission of people over 65 to residential and nursing care

## **Community Safety**

Target 5 Reduce the rate of reconviction of young offenders (National)

Target 6 Reduce the number of reported incidents of public disorder and nuisance

Target 7 Reduce deaths and injuries from accidental fires in dwellings (National)

## **Cost effectiveness**

Target 11 Achieve annual improvements in cost effectiveness of at least 2% (National)

## **Regeneration**

Target 12 Reduce dependency and increase employment and fulfilment across the whole of Kent with a initial focus on particular districts

- Reduce the rate of teenage pregnancy

## **7.4 “The Next Four Years”**

The specific targets that relate to Supporting People are:

### ***Social Care and Supporting Independence***

#### *Supporting Independence*

- Work with the Government and our Kent partners to support independence, targeting dependency and so reducing the social security bill for Kent, re-investing savings into preventative services.
- Work with the Government to restrain public authorities from outside Kent from placing dependent people into our most vulnerable communities, to the disadvantage of our own residents.
- Commit our youth and social workers with the Police and districts in at least 12 target areas to crack down on crime, drugs and benefit fraud whilst focusing on support on families who needs our special help.
- Extend our ‘Direct Payments’ scheme to enable 5,000 people who need a care service, to choose who looks after them.

### *Independence and Better Care for Older People*

- Promote housing to enable frail older people to live at home; ensure additional 1,000 well-designed units of sheltered housing are provided across Kent.
- Develop care services for people in their own homes so that 20% more people who would benefit from intensive home care, and who want to live at home can do so.
- Double the numbers of recuperative care beds available for older people and prevent unnecessary admissions to residential care.
- Increase the range of care and nursing support services in communities and reduce the number of emergency admissions of older people to hospital by 10%.

### *Quality Health Services*

- Work to reduce inappropriate hospital admissions, re-admissions and delayed discharges.

### ***Building Kent Communities***

#### *Safer Homes, Safer Communities*

- Extend to all elderly and vulnerable people the opportunity to have their homes secured by the new and successful 'Handyvan' scheme

### **Drugs and Alcohol**

- Work with the Police and Drug Action Teams to reduce drug taking and drug availability in Kent.
- Improve access to Drug and Alcohol Treatment services across Kent.

### **7.5 “Kent Community Care Plan”**

The Community Care Plan 1999-2002 has the following specific objectives that relate to Supporting People:

These are to identify and provide a range of housing / housing related support needs to all of our Service User Groups who require it.

## **7.6 “Kent County Council Corporate Community Safety Strategic Plan”**

The Supporting People grant will provide housing related support to maintain tenancies. This includes support to enhance safety, security, and reduce neighbourhood nuisance.

The Locality Plans provide detailed information on the approach to Community Safety within the twelve districts and boroughs of Kent.

## **7.7 Kent Drug Action Team (DAT)**

Supporting People can play a key role in enhancing the services available to service users who misuse substances, complementing services being provided by Health and Social Services. This is by providing secure and good quality housing with tenancy support and should help service users to sustain their programme and help reduce isolation and social exclusion. This could take the form of either supported housing or housing related support.

## **7.8 Kent Teenage Pregnancy Strategy**

The Social Exclusion Unit introduced a Teenage Pregnancy Strategy and Action Plan in June 1999.

Supporting People can play a key role in housing and providing housing related support to young women during pregnancy and once they become parents. There is a need for both supported housing and housing related support.

## **7.9 Kent Youth Offending Team Youth Justice Plan**

The role that Supporting People can play is in assisting with better quality and more suitable accommodation and the delivery of housing related support in conjunction with other support services to reduce the factors of social exclusion.

## **7.10 Central Government Legislation**

It also complements other central government legislation. These include:

### **7.11 The White Paper “Valuing People”**

The Shadow Strategy includes references to current legislation that is relevant e.g. the White Paper “Valuing People”. This requires a housing strategy. The findings of which will be included in the Supporting People Full Strategy next year.

## **7.12 Best Value**

The Districts and Boroughs in Kent are currently undertaking Best Value reviews that are relevant to Supporting People services. The details of these will be included within the Full Strategy.

## **7.13 National Health Service Act 1998 / National Health Service Frameworks / National Health Service Trusts / Primary Care Trusts**

The Supporting People programme complements many of the objectives enshrined within the above acts.

There have been specific pieces of research carried out to identify the needs of service users in the former East and West Kent Health Authority areas. This has concentrated on mental health needs.

These needs will be incorporated into the Full Strategy.

The Supporting People Team has given presentations to Health on Supporting People in general and specifically on the Shadow Strategy.

The locality officers have contacted the lead officers within the PCTs, they also attend the partnership meetings between Health and Social Services. We have had extensive feedback from PCTs on the Shadow Strategy. We have two Health representatives on the Commissioning Body. We are hosting a conference on the 4<sup>th</sup> November which will include a presentation on the Health perspective on Supporting People. We fully intend to build and extend the partnerships we have formed with Health.

### **National Health Service Trusts**

There are also some second stage re-provision needs identified by the National Health Service Trusts for learning / physical disability.

These needs will be incorporated into the Full Strategy.

### **Primary Care Trusts**

The Primary Care Trusts have been sent the Strategy and their comments have been incorporated into the Full Strategy.

## **7.14 Cross Authority**

The Kent Supporting People Team has been working on a national and regional basis with other lead officers for Supporting People.

We have formed a cross authority group with East Sussex, Medway Council and Surrey County Council. We also work closely with Essex County Council.

### **7.15 Specific Research Projects**

Housing Needs Research has been undertaken across Kent. The first project commenced in 1998 and the last is due to be completed Summer 2003. The needs identified in this research have informed housing strategy statements, Locality Plans and the Shadow Strategy.

### **7.16 Priorities**

The Districts and Boroughs are currently agreeing priorities for funding from the Housing Corporation for Supported Housing Management Grant. This is one of the funding mechanisms that Kent County Council will administer. They are also prioritising the schemes that they would wish to see funded if the Office of the Deputy Prime Minister provided Kent with an extra 10% funding in growth for services. The Commissioning Forum will agree this in September and submit this to the Housing Corporation / Office of the Deputy Prime Minister. The need for housing related support section identifies the likely priorities.

### **7.17 PFI**

The District / Borough Councils supported Kent County Council's proposal for additional social housing under the Public Finance Initiative. Under the bid for funding, Kent County Council and its partners in district councils and Health aim to increase the provision of specialist housing in Kent for two client groups:

- adults with learning disabilities

and

- older people

The geographical locations for the proposed schemes have been chosen according to need as evidenced through on-going research in the districts and the Supported Housing Research project. This included the building of a 6 unit cluster for people with learning disabilities for whom a serious service shortfall has been identified in specific areas in Kent. The transitional scheme would enable people with learning disabilities to move on from residential provision or living with often ageing parents to more independent living.

The scheme would meet the key strategic priorities of Kent County Council, the District / Borough Councils, Health and Supporting People (which would be involved with regard to housing-related support ). Consultation with users, carers and their representatives is on-going and support for the proposed schemes has already been expressed.

This bid was unsuccessful, but well received. It is hoped that the PFI bid will be successful in the next round. If this is the case there will be Supporting People Grant requirements.

### **7.18 HIAs (Home Improvement Agencies)**

HIAs are small, not for profit, locally based organisations, funded in part by the ODPM. They assist vulnerable homeowners or private sector tenants who are older, disabled or on low incomes, to repair, improve, maintain or adapt their homes. They are sometimes known as Staying Put or Care and Repair.

The Core Functions are:

- To help elderly, disabled and vulnerable people to remain independent in their own homes by identifying necessary repairs and improvements, finding suitable contractors and ensuring the work is properly carried out
- To help people to access public resources including disabled facilities grants where available
- To help people make use of other sources of funding through information on loans, insurance and equity release
- 
- To help people to take up welfare benefits to which they are entitled

Kent has an HIA in every district / borough area. The HIAs are funded by the County and District / Boroughs as well as the ODPM (until 1<sup>st</sup> April 2003)

The key issues will be:

- Is there are uniform service offered across Kent?
- Does it meet the priorities of the Supporting People Partnership?
- Do they offer a range of services such as:
  - Prevention
  - Hospital discharge
  - Falls and accident prevention initiatives
  - Handyperson schemes
- Advocacy support welfare benefit advice and moving on options for individuals who are temporarily living in “half-way” Hospital discharge schemes
- Lifestyle changes to improve health & quality of life measures
- Renewal / regeneration programmes loans and equity release schemes
- Rent deposit schemes
- HMO / private sector landlord registration schemes
- Move-on advice and support initiatives

- Are there linkages into independent living, individual empowerment, social inclusion and community health agendas, individual and community involvement
- A re-branding as Independent Living Agencies?
- Should HIAs amalgamate to become a county-wide resource?
- The introduction of National quality standards

### **7.19 Probation**

#### **The National Probation Service in Kent has produced a report on Offender Accommodation in Kent and Medway (May 2002) produced by Hugh Hawkins**

The PAGS scheme provides:

- 94 offender beds in Kent, and 21 in Medway
- 95 are staffed, at least during office hours, the rest (20) are visited regularly
- Occupancy has run at approximately 83%

The Probation service is involved with offender accommodation for the following reasons:

- Stable housing enables offenders to take part in programmes to reduce offending behaviour
- Knowing where an offender lives allows monitoring and surveillance to take place
- Knowing where an offender lives informs victim protection schemes
- Having a positive stake in a community motivates offenders to live well and make non-offending choices
- Housing support enables successful resettlement and reinforces work with the offender by probation staff
- Housing and the provision of support are therefore, essential for effective resettlement and risk management
- A recent NACRO survey found that 13% of those who had been imprisoned were homeless prior to imprisonment and 34% had lost their homes while in prison. There is a strong link between homelessness and re-offending not only among released prisoners but also for offenders supervised in the community
- Tackling homelessness is one part of the task but there is also the question of the adequacy or appropriateness of offender accommodation. Links can easily be made in many cases to re-offending

Supporting People enhances the concept of inter-agency partnerships to tackle crime. Offenders may cut across a range of service user group, with complex needs. Cross authority issues are also particularly pertinent.

## **7.20 Promoting the Independence of Older People**

Promoting the independence of older people is a critical priority and is reflected in a number of ways. Whilst the pressure to reduce the delayed transfers of care from acute hospitals remains very high, much is being done to prevent avoidable admissions to hospital and to expedite discharge of patients when ready. Community services are being extended and developed to support people in their own homes as much as possible and new models of assisted living and sheltered housing are being explored and recuperative care will expand. These will assume even greater importance if the proposed system of fining local authorities for delays in discharge from hospital is introduced next year. Services for Older People with Mental Health Needs are also being developed.

Many issues concerning older people are connected with the implementation of the National Service Framework. Developing the Single Assessment Process is a major challenge for ourselves and health colleagues and ensuring there is no discrimination in service or policy on grounds of age. Better involvement of users of services and their carers is another issue that we are addressing.

Operationally there are serious issues in Kent with regard to the availability of domicilliary care and residential or nursing home placements. These reflect major structural problems within the market and workforce in the South East and they have a significant impact on our ability to purchase care services particularly for Older People with Mental Health Needs. Initiatives are under way to try and address some of these issues.

Free Nursing Care, which will be introduced next year, may also have a significant financial implication for the department.

## **8.0 Cross Authority Groups**

### **8.1 Which Cross Authority Group are you a member of?**

Kent is a member of the East Sussex, Medway and Surrey Cross Authority Group. These teams have been working together to progress cross authority issues.

Kent also has close working relationships with Essex County Council.

Kent County Council has been involved on a national level with the Association of Directors of Social Services, Local Government Association, the National Housing Federation, and the Housing and Support Network (supporting lead officers for Supporting People).

Kent County Council has hosted a County Group to discuss issues which are particularly pertinent to Counties in the implementation / steady state processes of Supporting People.

Kent County Council has been involved on a regional level with the Government Office for the South East and has a representative on the Regional Housing Forum (RHF) and Supported Housing Sub Group of the RHF. It is also a member of the South East Regional Implementation Group (SERIG). Kent County Council has been a participant of the NHF South East Supported Housing Forums. Kent has done presentations on Supporting People for the CIOH South East Region.

Kent County Council is a net importer of vulnerable people; historically Local Authorities nationally place vulnerable people in Kent. Vulnerable people are situated in a variety of contexts including registered care, rehabilitation, supported housing, women's refuges, hotels, bed and breakfast and houses in multiple occupation.

This is a particular issue in the coastal areas of Kent, but this is by no means exclusive.

With a significant trend towards de-registration, a number of people formerly placed out of their county of origin in registered care will become recipients of local Supporting People services and Social Services Directorate personal care. This is a matter of concern to the Social Services Directorate.

At this stage it is not clear whether some formerly registered services will need to be designated as cross authority schemes.

Asylum Seekers are another net importation factor. Again the number of Asylum seekers who will ultimately stay in Kent is unknown, nor how many will need housing related support once they have been accepted by housing within the social rented sector.

The Allocation Formula will need to be sensitive to net importation issues in the allocation of resources.

## **8.2 Cross Authority Statement**

The following extract is from the Terms of Reference, which were agreed by the members of the East Sussex County Council, Kent County Council, Medway Council and Surrey County Council Cross Authority Group:

### **Purpose of the Group**

- To identify the key issues arising from the Supporting People agenda.

- To identify the action that each member organisation has to take within their organisational remit to take forward Supporting People.
- To recommend an action plan to enable the successful implementation of Supporting People across East Sussex, Kent, Medway and Surrey. The action plan will aim develop main areas of work:
  - Funding and Budgets
  - Needs Assessment and Mapping
  - Principles, Values and Protocols
  - Joint Commissioning Arrangements (especially for specialist services)
  - Evaluation of Strategy Progress
  - Scheme Reviews
- To identify, recommend and develop mechanisms to support effective joint working and consultation with respect to Supporting People.
- To seek the endorsement of partner agencies for the Terms of Reference of the East Sussex, Kent, Medway and Surrey Supporting People Cross Authority Group and agree mechanisms for securing ongoing approval of action plan recommendations. In particular with regard to recommendations about how best to take the following issues forward in partnership:
  - Communication, Consultation, Engagement and Participation
  - Decision Making
  - Strategy Development
  - Commissioning Arrangements
  - Monitoring and Review

### **Key Working Relationships**

- To develop appropriate and effective links to existing structures and decision-making processes in all authorities and partner agencies.
- To maintain contact with the ODPM.
- To develop and maintain input into joint working / new joint commissioning structures.
- To explore and develop the practical working arrangements within East Sussex, Kent, Medway and Surrey re: planning, commission, funding and reviewing CA provision.

## **Membership**

- Membership will seek to balance and support decision making and consultation functions.
- Membership will be drawn from representatives of the four lead commissioning agencies in East Sussex, Kent, Medway and Surrey.

## **Implementation and Co-ordination**

Implementation of Supporting People CA arrangements locally will require co-ordination on a number of levels to include the following:

- To reach agreement within the group on action plans.
- To seek the endorsement of recommendations through the decision-making processes of commissioning partner agencies.
- To seek feedback from other stakeholders regarding the implications of decisions recommended by the Group and to note the impact of decisions made by stakeholders on the commissioning agencies.

## **Review**

To keep under review:

- The ongoing need for group effectiveness of operation and annual updating of the Terms of Reference.
- Progress across East Sussex, Kent, Medway and Surrey in implementing Supporting People, CA arrangements and the development of Supported Housing Strategies commissioning protocols.
- To review overall programme implementation for East Sussex, Kent, Medway and Surrey, identifying areas of CAG activity and impact.

These Terms of Reference were agreed through meetings of the Cross Authority Group Supporting People Lead Officers. The operational details of the group are not included here, however the statement above highlights the intentions to work together to ensure appropriate services are commissioned that can meet the needs of the wider communities, and that there is effective communication and understanding about individual and shared responsibilities.

**8.3** We do not anticipate any dissension about the cross authority statement.

## **9.0 Service Quality and Review**

### **9.1 Introduction**

All contracted schemes must be reviewed in the 3 year cycle between April 2003 and March 2006. Reviews should then follow a three year rolling programme apart from Sheltered and possibly other home for life schemes which will follow a five year programme. Reviews should be approached in a spirit of a positive and mutually beneficial partnership and should tie in with existing review relationships and timetables wherever possible.

Attached is a spreadsheet giving draft details of the review programme. This spreadsheet will be used to inform individual service reviews to be included in the interim contract document. The amount of proposed reviews per quarter tails off over time in order to accommodate monitoring visits and reviews of schemes given shorter-term contracts.

### **9.2 Main Criteria**

We are still waiting for the criteria to be produced by ODPM Core Monitoring & Review Group. Its remit is to

- devise a local monitoring system that is streamlined and consistent
- enable local authorities to monitor both their own services and those of other local providers
- provide a basis for consistent measurement and comparison
- provide a self audit tool for providers enabling them to continuously review, improve and develop their services
- enable providers to compare their performance with that of other providers in similar service sectors

#### **It is likely that the service must:**

- operate in accordance with the SP strategy
- meet identified current and future demand and needs
- provide a quality service that meets effectively the needs and preferences of users
- be cost beneficial
- be provided by a stable organisation that is likely to be able to meet capacity

Services must be able to satisfy the criteria or have the potential and willingness to meet them within a targeted time scale.

### **9.3 Accreditation**

The ODPM removed the necessity to have an accreditation process prior to the award of interim contracts but the SP team took the view that this was an unacceptable risk. Providers were invited to complete an accreditation questionnaire and the response was generally positive. Of the providers that completed the questionnaire over 70% were automatically accredited.

### **9.4 High Risk/High Cost**

The above providers will be reviewed in the first months of the programme. Providers will be seen as high risk in the following areas

- those that are not automatically accredited
- those that have not completed the accreditation questionnaire
- providers with no previous history of working with local authorities
- those providers that, through the mapping process and communication with the SP team have given cause for concern or have expressed a wish to be reviewed early as part of a programme of self development
- those who have failed to meet contractual requirements
- those who have a history of service user complaints

Providers will be seen as high cost if the hourly rate charged for the client group is significantly higher than of providers of a similar service. (Suggested format is mean level +25%). As at the time of writing it has not been possible to compare costs fully, we have factored in a contingency allowing identified high cost schemes to be reviewed early in the programme. As this information becomes available following interrogation of the SPINTLS system, we can factor these providers in as early as possible.

It is anticipated that providers of sheltered accommodation will be reviewed late in the programme. Although this is the largest sector in terms of both schemes and numbers of service users, it is also the most stable. The providers of sheltered accommodation are largely local authorities or large RSL's who are strictly monitored by the housing corporation.

### **9.5 Review Programme**

There are valid reasons to review providers one by one and also to review across the sector – ie all learning disability schemes, all substance abuse schemes etc. The SP team prefer the latter option because:

- we can compare like with like provision across the county at a moment in time

- administratively simpler
- encourages a programme of continuous improvement and best value principles of comparison with other providers
- all review staff working with the same criteria on very similar schemes at the same time

## **9.6 Review Stages**

There are three review stages suggested by the ODPM

**1<sup>st</sup>** Generally a desk top exercise using existing information and performance indicators. However, the SP team, after consultation with other purchasers, feel that this method simply measures those providers who are adept at administrative tasks and takes no account of service users views. It is likely that most 1<sup>st</sup> reviews will involve a visit from the SP team.

**2<sup>nd</sup>** Where the 1st stage identifies areas of concern, or the need for change or even funding withdrawal, the 2<sup>nd</sup> stage review involves a deeper analysis. The aim is to agree actions and set targets to achieve change or improvements to the service.

**3<sup>rd</sup>** The 3<sup>rd</sup> stage considers withdrawing funding or alternative options if 2<sup>nd</sup> stage has not resolved the issues.

## **9.7 Resources**

The SP team has six Locality Officers who will conduct reviews under the direction of the Commissioning Manager working with the Senior Contracts Officer. The SP team are working closely with SSD Service Policy and Standards (contracting) and the Mental Health Accommodation Team in order to learn from their experience in terms of resource implications and tools.

## **9.8 Service Specifications**

The SP team is in the process of drawing up a list of service specifications to be used when issuing the full contracts. These can be used in conjunction with ODPM guidance or as a more local system designed to promote excellence in the sector. This work, together with the accreditation exercise, shows that the SP team is planning ahead and is extremely proactive in this area.

## **9.9 Conclusion**

Questions still need to be asked of the ODPM as to whether the reviews expected can be carried out to an acceptably high standard within the three year time frame allowed. It is likely that over 1,000 reviews will need to take place over

the period, many of which will involve protracted negotiation and partnership working.

For this reason we have attempted to limit the number of reviews per quarter to a manageable amount, with a higher number earlier in the review period. This allows time for negotiation and further monitoring later in the period as renewals of contracts granted a shorter term will begin to come on stream.

## **10.0 The Options and Strategy**

To be completed once SHMG and Pipeline schemes have been finalised.

## **11.0 Other Innovations**

Kent has been working in partnership with Housing, Health, and Probation for a long time.

There have been joint planning boards (housing) in East and West Kent since the beginning of the 1990s. West Kent created a specialist housing post in the early nineties to meet the joint housing, health, and social care agendas. Kent created a specialist housing post in 1998.

Joint commissioning of schemes / services for vulnerable people have been a hallmark of the approach Kent has taken. Social Services, Sevenoaks District Council, and West Kent Housing Association created a floating support scheme across their general needs stock in the mid nineties, a precursor of Supporting People services.

Joint referral, existing stock, and single agency assessment processes have also been in place since the nineties. Districts and Boroughs have pooled capital funding to provide schemes for vulnerable people. There have also been multi-agency initiatives to support teenage mothers across Kent. This is an indication of the innovation which has taken place in Kent and one which we hope to continue.

We set up our Commissioning Forum in October 2000 and our Inclusive Forums in the Summer of 2000.

The Inclusive Forum for RSLs and Managing Agents has been tackling floating support and user consultation. The approach to floating support has been commended by the ODPM.

The Home Improvement Agency Inclusive forum is only one of the county wide multi agency groups set up to address HIA / Disability and housing related

issues. We will be looking at ways in which we can deliver extensive HIA services on a consistent and cohesive basis across the County.

We are looking at developing peer groups for the monitoring and review of services. We will be developing focus groups, workshops and seminars for service user involvement.

We are interested in developing a range of housing options / housing related support services and we will also be looking at shared ownership for people with disabilities. We have put in a bid for SHMG to revenue fund this.

We want to ensure that all vulnerable people have the opportunity to access training and employment. We will be looking at how Providers enhance the opportunities of service users to access training and employment.

We want to look at how people in the owner occupied sector who are “equity rich, and cash poor” can access housing related support. We want to expand housing related support services into the private sector on a broader basis.

An example of innovation in Kent is the East Kent Triangle Housing Group.

The East Kent area has recently started work to develop a strategy to address homelessness in a cohesive way. It recognises that there continues to be extensive homelessness and associated problems across the 3 districts of Dover, Thanet and Canterbury and the 3 districts are fully committed to achieving the strategic aims set out in the DTLR report “More than a Roof”.

It is by working together with neighbouring councils within the East Kent Triangle Housing Group, that cross boundary targets and strategic planning will develop joint local strategies. Thereby harmonising working arrangements and sharing good practice, improving areas, which include health, housing, education and wider community issues.

The aim is to improve the range of accommodation available to homeless applicants, minimise the use of B&B, address the needs of rough sleepers and explore possibilities for developing support services to homeless people at the point of housing.

## **12.0 Contingencies, Risks, and Issues**

Kent has carried out a risk assessment for the implementation of Supporting People. We will be extending this to look at the issues pertinent to “Going Live”. These will centre around payments, fraud, adult protection, service failure, Provider risk assessment, financial mismanagement and disaster recovery.

We have already carried out an accreditation exercise for providers of which we were one of the first to do this nationally. We will use this to inform the monitoring and review of services in an appropriate fashion.

We will ensure that providers consult and involve service users in the provision of services and that service users have a voice.

The Social Services Directorate has well established procedures for dealing with Provider failure of any nature. We will learn from and adapt these procedures to meet the requirements of the Supporting People Programme.

We will also adhere to directions, grant conditions and guidance from the ODPM which relate to this.

### **13.0 Kent Annual Plan 2003/04**

The Strategy for 2003/04 incorporates bids for pipeline funding to meet the priorities of the Districts and Boroughs in the County of Kent. The Shadow Strategy has highlighted the need for additional resources for the Frail Elderly, People with Physical/Sensory Disabilities and Homeless People. These are reflected within the applications we have received. We do not feel that we have yet reached adequate provision for Learning Disability, Mental Health, Young People at Risk & Young People Leaving Care. This is therefore reflected in the pipeline applications.

For Growth Bids for 2004/5, we are already in receipt of applications for funding for 2004/05. These bids reflect the needs we have identified for Frail Elderly, additional Mental Health provision and to start addressing the shortfall in services for people who currently have no housing related support or where there is a significant shortfall, eg. BME Elders and mentally disordered offenders.

We have based our calculations on the assumption of the SP Grant for Kent being £20,000,000.00. 10% of this totals £2,000,000.00 and we have highlighted areas with significant gaps in service, which are as follows:

- ◆ BME Elderly over 60 years
- ◆ Mental Health/Homeless
- ◆ Homeless Families and Single People
- ◆ People with Mental Health Issues
- ◆ People with HIV or AIDS
- ◆ Frail Elderly
- ◆ Older People with Mental Health Issues
- ◆ Mentally Disordered Offenders
- ◆ People with alcohol problems
- ◆ Refugees

- ◆ Travellers
- ◆ People at risk of domestic violence.

The forms have been completed and can be seen in appendix (\*\*). This is an Excel Document with all applications forms completed on separate Worksheets. The First Worksheet is the Summary of all Schemes. This will be discussed with the Commissioning Body at the meeting in January 2003.

Detailed on a further sheet is our financial position taken at the end of September 2002. This shows the audited data in the top section of the form compared to the information from SPINTLS and currently shows a difference £4.2m. We are aware of some delays in the Districts and Boroughs of processing THBS claims due to staff shortages and are addressing this with them.

**NB. Please contact Louise Horwood on 01622 694351 if you would like to receive copies of the appendices mentioned within this document.**