



Report to Cabinet

Subject: Supporting People Strategy for Nottinghamshire 2005-10

Date: 3 February 2005

Author: Head of Housing Services

1. Purpose of the Report

To give Cabinet an overview of the key issues within the Supporting People Strategy for Nottinghamshire 2005-2010 and to advise Cabinet of the Portfolio Holder for Housing's intention to approve the strategy.

2. Background

The Supporting People Programme was launched on 1 April 2003. The programme introduced changes to the way that housing related support services are funded and provides a framework for service planning, monitoring and development, linked to need.

The programme inherited all housing related support services established prior to 1 April 2003, which were previously funded by Housing Benefits. The programme currently funds around £27 million of housing related support services, this covers around 300 services providing support to approximately 18,500 people across the seven local authorities in Nottinghamshire. Examples of services funded are:-

- Warden services
- Floating support services
- Hostels and Women's Refuges
- Other accommodation based services for vulnerable people e.g. learning disabilities, mental health

The Supporting People Team are based within Nottinghamshire County Council, who are the Administering Authority. The programme is, however, a working partnership between Social Services, Housing, Primary Care Trusts and Probation.

In Autumn 2002 the Supporting People Partnership produced a Shadow Strategy that outlined the vision and approach that would be taken to the delivery of the Supporting People programme across Nottinghamshire. The partnership has now produced its first strategy since the programme went live and this provides a framework for the delivery of the programme to 2010. The Executive Summary and Overview and Context is attached at Appendix I. A copy of the full strategy is available in the Members Room.

3. Key Issues for Gedling

Service Standards, Monitoring and Review

The highest proportion of Housing Related Support provision in Gedling is services to older people, through Warden services. These services represent 91% of all services in the Gedling area and the majority of these services are provided by Gedling Borough Council Housing Services. These services are subject to quarterly performance monitoring and will be subject to a Strategic Review during 2005/6. The accreditation process undertaken during a Strategic Review is a critical element of the Supporting People Programme, both for the Commissioning Body and the providers. The services must be working towards attaining at least level C of the Quality Assessment Framework for Service User involvement from 2005/6 and should have an action plan in place for achieving level B in the Fair Access Diversity and Inclusion objective. The Housing Department is working with both the Supporting People Team and the Centre for Sheltered Housing in order to meet these requirements.

The Strategic Review also looks at need, demand and value for money. Gedling's services are currently commissioned via an Interim Contract. The outcomes of the review will determine whether the authority receives a Steady State Contract for its In-house services. The review looks at services with a view to recommending either, the awarding of Steady State Contract, reconfiguring or decommissioning the service.

Priority Areas

The analysis of Housing Related Support Services across Nottinghamshire shows that the south of the county is underrepresented with regard to services compared to the north of the county, with Gedling being the lowest at 8%. There are no services in Gedling currently for people with physical disabilities, drug and alcohol problems, offenders or those suffering domestic violence. This means that the Housing Department is dependent on services outside the borough for such groups. This makes it difficult to secure Housing Related Support Services and accommodation for some of the most vulnerable people in Gedling.

The strategy identifies the need to address the overall lack of services for homeless people with support needs, people with drug and alcohol issues,

offenders, women at risk of domestic violence and young people in the south of the county.

Bids have been prepared for possible submission to the Housing Corporation for a Hostel for Young People and a Domestic Violence Refuge in South Nottinghamshire. Currently however, there is no revenue funding available for the Housing Related Support Services with regard to these bids. It is anticipated that the Commissioning Body will consider these bids further when the funding position of the programme is clearer.

4. Resource Implications

The Office of the Deputy Prime Minister has announced a 15% cut in funds for the Supporting People Programme in Nottinghamshire, this means that all Housing Related Support Service Providers, including Gedling Borough Council may not see an increase in charge for their services for 2005/6. Should this be the case, the costs of this can currently be met from within existing resources but the authority will need to consider the implications of this for the Housing Revenue Account and the funding of Warden Services.

5. Staffing Implications

Bearing in mind the strategic review, the stated priorities of the strategy and the 15 % cut in funds, it is possible that there may be implications for the provision of support to older people, which is predominantly where Gedling receives funding. This would have a direct impact on staffing, leading to possible restructuring of the service and potential reduction in staffing. Clearly at this stage it is not possible to determine the outcome of the strategic review, either in the short or long term. Any implications for staff will need to be identified and consultation take place with the Trade Unions and staff affected to bring in any changes or reductions.

Further reports, detailing the impact of any changes with regard to either staffing or resource implications, will be brought to Cabinet in due course.

6. Recommendation

To note the contents and potential implications of the Supporting People Strategy for Nottinghamshire.

To advise Cabinet of the Portfolio Holder for Housing's intention to approve the strategy.

DRAFT



**THE
SUPPORTING PEOPLE
STRATEGY
FOR
NOTTINGHAMSHIRE**

2005 - 2010

PART A: BACKGROUND AND OVERVIEW

This chapter outlines the aims of the Supporting People programme, provides an overview of the Supporting People Strategy for Nottinghamshire and outlines how this Strategy has been developed.

A1 EXECUTIVE SUMMARY

Supporting People in Nottinghamshire

Supporting People is a National Programme aimed at improving the planning and delivery of housing related support services to enable vulnerable groups to live independently in their own home. The Programme has introduced changes to the way that housing related support services are funded and provides a framework for service planning, monitoring and development, linked to local need.

In Nottinghamshire, the Supporting People Programme currently funds around £27m of housing related support services – with nearly 300 services providing support to around 18,500 people. We fund a variety of different services, delivered by Support Providers, in a wide range of settings such as:

- Wardens or scheme managers in sheltered housing
- 'Lifelines' or community alarm services
- Visiting support workers (floating support)
- Hostels and women's refuges

Supporting People is a working Partnership between Social Services, Housing, Health and Probation services. The Programme will co-ordinate housing related support services; ensure that service are planned to meet identified need and that they help other agencies deliver their own strategies and plans. We will also ensure that Supporting People services are delivered effectively and meet certain quality standards.

In March 2004, The Supporting People programme in Nottinghamshire was the subject of an Audit Commission inspection. The inspection considered how the County Council, as Administering Authority, and its partners have made use of Supporting People to help achieve local and national goals. The outcome of the inspection was that the local programme is providing a good service (2 star) with promising prospects for improvement.

The Supporting People 5 Year Strategy

In Autumn 2002, Nottinghamshire Supporting People Partnership produced a Shadow Strategy outlining our vision for and approach to delivering the

Supporting People Programme in the County. This 5 Year Supporting People Strategy has built on the Shadow Strategy and now provides a framework for the delivery of the Programme until 2010.

Local Structures

The Supporting People Programme in Nottinghamshire is administered by Nottinghamshire County Council. Locally, the Partnership comprises commissioning organisations and stakeholder representatives. Within the Partnership, the Core Strategy Development Group provide the drive and direction for the Programme and have been instrumental in forming this 5 Year Strategy. The Commissioning Body has responsibility for agreeing the Strategy and in addition the completed Strategy will be formally signed off by all partner agencies. Key consultation around the development of the Strategy has been carried out through the Virtual Inclusive Forum.

The vision for Supporting People in Nottinghamshire

As part of the Shadow Strategy, we developed a local vision for the development of the Supporting People Programme. This vision remains as part of this 5 Year Strategy:

“To enable vulnerable people to live more independently through the provision of effective local housing related support services”

This vision has been agreed by all partners and will provide the focus for the direction and delivery of the Supporting People Programme.

In addition to this overall vision, we have added six key objectives which support the vision statement. They are:

- Service commissioning based on **evidence of need**, including provision for BME groups
- Service planning and development that reflects the **priorities of partner agencies**
- Effective **service user and carer participation** in shaping and planning services
- Fair and equal **access** to housing with related support services, for those that need them
- The provision of **high quality, value for money, effective services**
- **Managing change** to ensure developments are implemented smoothly within realistic timeframes

Together with our vision, these Programme objectives will be used to examine existing housing related support services and to shape future commissioning.

Grant management and an approach to commissioning

Supporting People has moved the funding for housing related support services from a largely demand-led to a cash-limited budget. Nottinghamshire has already addressed the need to find savings of over £1 millions in the programme's first two years and is likely to need to find additional savings in future years. In addition, based on inherited services, Nottinghamshire was one of 19 areas identified by the ODPM as having a high number of services with significantly higher than average unit costs. It remains likely that Nottinghamshire will see an ongoing reduction in funding for the Supporting People programme in future years and consequently, the Commissioning Body is likely to need to make difficult decisions about not only the funding of new services but also the continued funding of existing services.

With this in mind, the Strategy outlines an approach to Grant management for the period 2005 -2010 and mechanisms for determining development priorities and for commissioning new services.

Supporting People services for different service user groups

The Office of the Deputy Prime Minister (ODPM) have identified a number of vulnerable service user groups whose housing related support needs can be addressed through the Supporting People Programme. Within this Strategy we have looked at each service user group and have outlined how the analysis has been developed and consulted upon and begun to look at wider performance indicators that Supporting People services will impact upon. We have considered:

- What we know about existing services
- How existing services link to the **Programme objectives** outlined above
- What **key themes** emerge from this analysis that should shape future service commissioning
- What specific **service level objectives** will address these themes
- What **tasks** should be undertaken to achieve these service level objectives

Action Plans have been developed as a result of this analysis and will direct the work of Programme and the Supporting People Team, as they are brought together to form Annual Plan for each year of the Programme.

Cross cutting issues

A number of issues will cut across all or several service user groups and these have been considered separately. As part of this work we have developed an action plan for further identifying the needs of black and minority ethnic service users and for ensuring that Supporting People services and providers are addressing diversity issues within their service delivery and employment practices.

Work undertaken as part of the Shadow Strategy around cross authority issues has been developed, including mechanisms for ensuring effective working arrangement between ourselves and neighbouring Supporting People Administering Authorities.

Service standards, monitoring and review

A robust performance monitoring and review framework remains central to the effective delivery of the Supporting People Programme. Again, we have developed work undertaken as part of the Shadow Strategy in this area to further develop a review process that now includes a clear approach to value for money. Service reviews will continue to form a key mechanism for achieving our Supporting People vision.

In Nottinghamshire we have already established clear targets and triggers for existing Supporting People Performance Indicators and these are analysed and reported back to both individual support providers and the Commissioning Body. Local Performance Indicators will be established during 2005, linked to the Steady State Contract.

The accreditation process is a critical element of Supporting People quality and monitoring processes. It ensures that the organisations providing housing related support services are structurally robust, financially sound and have a good track record in providing services to relevant service user groups.

Over the course of the next five years, there is an expectation that the quality of all services in the county will continue to improve:

- From 2005/06 there will be an expectation that providers will be working towards attaining at least level C around Service User Involvement elements of the 'Empowerment' QAF Supplementary Objective
- From 2006/07 all Supporting People services should at least have an Action Plan in place for achieving level B in the Fair Access, Diversity and Inclusion Core QAF Objective

Priority Areas

Three key priority areas have been identified within each service user group as follows:

People with mental health needs

- Produce a multi-agency action plan to identify support and accommodation priorities across secondary mental health services

- Develop formal mechanisms and protocols to create linkages between statutory health and social care providers and housing and support providers to address the wide range of cross-cutting SP service needs
- Establish a Provider Partnership Forum that supports the above 2 priorities

Homeless People with Support Needs

- Address the overall lack of services in the south of the County
- Address the lack of accommodation based services that can be accessed quickly
- Focus services on preventative/tenancy sustainment type work

People with Drug and Alcohol Issues

- Address the general under-provision of services, particularly in the south of the County
- Ensure services are coordinated/targeted and are clear about who they can and can't support
- Address the need for accommodation based services that can provide quick access

Offenders and those at Risk of Offending

- Address the general under-provision of services across the County
- Ensure access to all housing services moves towards being risk based in all cases, removing blanket exclusion policies
- Address the need for services that are able to support drug using offenders

Refugees

- Monitor future trends to identify need
- Develop the Supporting People website to include a directory of and links with other services

Gypsies and Travellers

- Establish a one-year pilot floating support service in Newark & Sherwood and consider the Supporting People response following evaluation
- Continue development of a partnership of agencies to consider the needs of the Gypsy/Traveller communities
- Continue information gathering and the mapping of movements

People with Learning Disabilities

- Assess the need for services for people with mild learning disabilities and address any identified need
- Establish user involvement in Supporting People validation visits to assess quality
- Use support plans as a tool to assess levels of housing related support being delivered

Women at Risk of Domestic Violence

- Address the need for an accessible refuge in the south of the County
- Address the need to expand the number of floating support places to provide countywide coverage
- Address value for money within existing services

Young People

- Address the need for additional accommodation based, quick access service in the south of the County
- Address the need for additional move on accommodation with support across the County
- Work with other agencies and providers to address repeat homelessness

Physical Disability/Sensory Impairment

- Address the need for floating support services that can respond to individual needs

- Ensure the better coordination of Supporting People services with other support and care services
- Seek to extend provision of accommodation based services in the south of the County

Older People

- Identify the opportunities to move services across tenure to meet need
- Reconfigure or develop accommodation based services to meet specific need including extra/intermediate care settings
- Reconfigure or development floating support services to meet specific identified need for mental health/alcohol support services

A2 GLOSSARY OF TERMS

Administering Authority (AA)	In Nottinghamshire, this is Nottinghamshire County Council
ALMO	Arms Length Management Organisation
APS	Adult Placement Scheme
AT	Assistive technology
B&B	Bed and breakfast
BC	Borough Council
BME	Black and minority ethnic
BVR	Best Value Review
CAG	Cross Authority Group
CB	Commissioning Body – the decision making body for the SP Partnership
CDRP	Crime and Disorder Reduction Partnership
CMHT	Community Mental Health Team
CSDG	Core Strategy Development Group – propose the Strategy and direct implementation of the SP Programme locally
CSCI	Commission for Social Care Inspection
CWOPF	County Wide Older Persons Forum
DAAT	Drug and Alcohol Action Team
DC	District Council
DIP	Drug Interventions Programme
DOH	Department of Health
DRG	Drug Reference Group
EMRIG	East Midlands Regional Implementation Group (for the Supporting People Programme)
ENTA	East Nottinghamshire Traveller Association
FACS	Fair Access to Care Services
HIA	Home Improvement Agency
ICES	Integrated Community Equipment Services
Inclusive Forum	Mechanism for consulting with stakeholders around all aspects of the SP Programme
JCSHR	Joint Council for Scottish Housing Research – collate and produce standard information from SP providers about movement into services
LA	Local Authority
LD SLSG	Learning Disability Supported Living Strategy Group
MAPPA	Multi Agency Public Protection Arrangements
Mental Health SASG	Supported Accommodation Strategy Group
NASS	National Asylum Support Service
NCC	Nottinghamshire County Council
NDVF	Nottinghamshire Domestic Violence Forum
NSF	National Service Framework
ODPM	Office of the Deputy Prime Minister
OPAG	Older Persons Action Group

PCT	Primary Care Trust
PI	Performance Indicator
QAF	Quality Assessment Framework (for Supporting People)
RAP	Resettlement Aftercare Provision
RSL	Registered Social Landlord
SAP	Single Assessment Process
SP	Supporting People
SPLS	Supporting People Local System (our database of services)
SSD	Social Services Department
VFM	Value for money
Vision	A statement of the objectives for the local Supporting People Programme
YOT	Youth Offending Team

A3 OVERVIEW AND CONTEXT

The Supporting People Programme

Supporting People is a nationally co-ordinated programme which aims to establish a strategic, integrated policy and funding framework for housing related support services for vulnerable people. The programme is delivered locally to ensure that services respond to identified local need, reflect local priorities and effectively complement local services.

The Supporting People programme commenced in April 2003 and replaced a number of complex and uncoordinated arrangements for providing housing related support services for vulnerable people. The programme is now coordinated nationally by the Office of the Deputy Prime Minister, with Grant funding being made available to the 150 local authorities in England responsible for its administration, with wider commissioning partnerships responsible for strategic decision making.

The Programme provides a comprehensive framework for the monitoring and review of all Supporting People services to enable effective commissioning and to ensure quality standards and value for money.

Supporting People in Nottinghamshire

The Supporting People Partnership in Nottinghamshire comprises Nottinghamshire County Council (the Administering Authority for Supporting People), the seven district authorities: Ashfield District Council, Bassetlaw District Council, Broxtowe Borough Council, Gedling Borough Council, Mansfield District Council, Newark & Sherwood District Council, and Rushcliffe Borough Council, the Primary Care Trusts of Ashfield, Bassetlaw, Broxtowe and Hucknall, Gedling,

Mansfield District, Newark & Sherwood and Rushcliffe, and the The National Probation Service, Nottinghamshire Area.

Representatives from these agencies form the Supporting People Commissioning Body – the decision making body which oversees the development and implementation of the Supporting People Programme in Nottinghamshire. Beyond this, a network of fora makes up the Supporting People Virtual Inclusive Forum. This network is used to develop and consult on all aspects of the programme and ensure that the Supporting People commissioning partnership's plans are informed by the views of service providers, service users and carers.

The services for which the Supporting People programme is responsible - nearly 300 services providing support to around 18,500 vulnerable people in the County - are largely inherited. The task in the period addressed by this Strategy is to ensure that local services meet local need and demonstrate value for money. This may see the development of new Supporting People-funded services, but is likely to see considerable refocusing and reconfiguration of existing services and the withdrawal of funding from others.

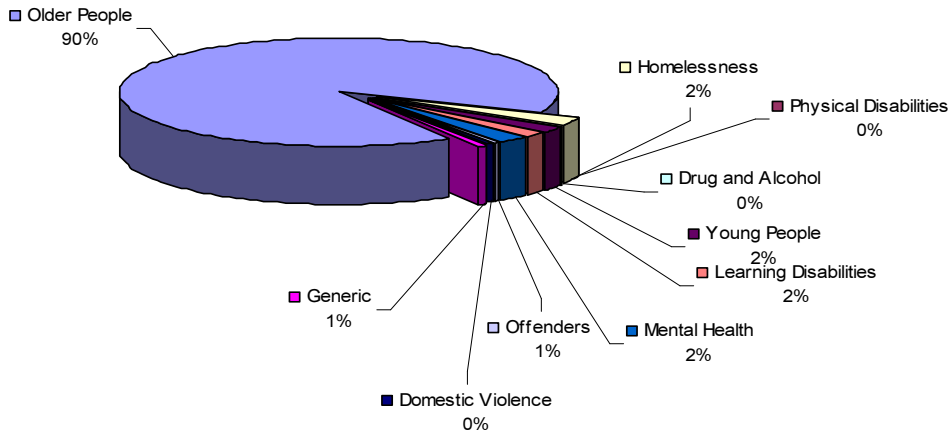
The Supporting People programme in Nottinghamshire was the subject of an Audit Commission Inspection in March 2004. The inspection considered how the County Council, as Administering Authority, and its partners have made use of Supporting People to help achieve local and national goals. The focus was on the results achieved through partnership working rather than the technical details of implementation. Nottinghamshire was also the first area in which the Audit Commission Inspectors paid particular attention to the ability of the Supporting People Team and Commissioning Body to assess and address issues around value for money, due to a significant proportion of inherited service costs being deemed high, compared to regional and national norms.

The outcome of the Nottinghamshire Supporting People Inspection was that the local programme is providing a good service (2 star) service with promising prospects for improvement.

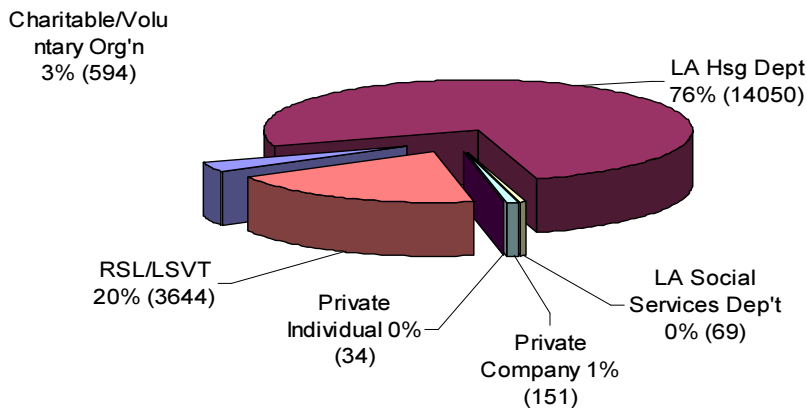
Overview of current Supporting People services

A breakdown of current service provision to different client groups is shown below:

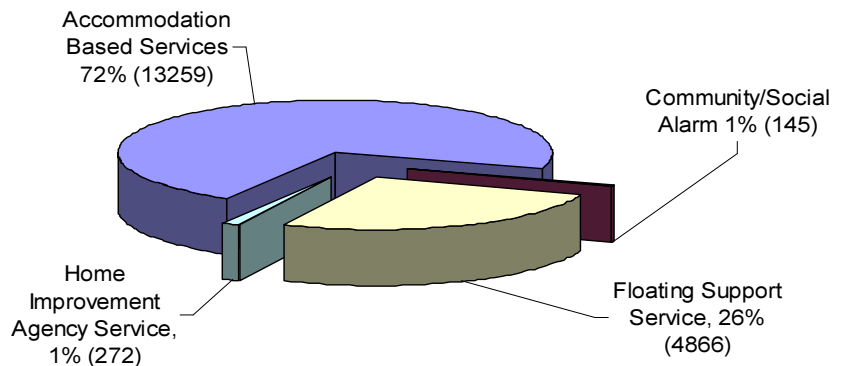
%age of total units by Primary Client Group (Total units number = 18542)



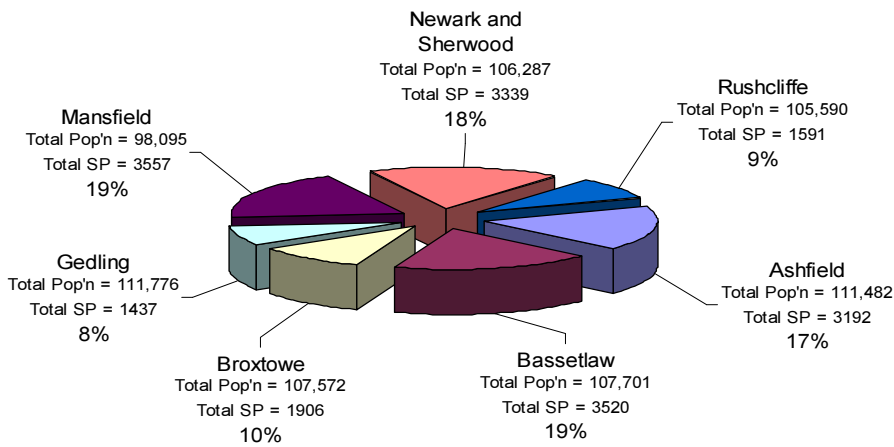
Units by Organisation Type



Units by Accommodation Type (Number of units in brackets)



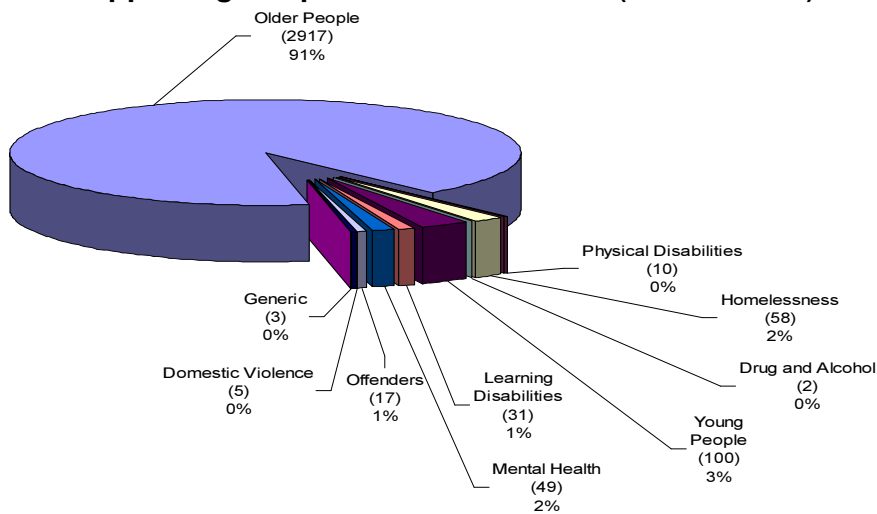
Total Number of Units per district (Total units number = 18542)



Demographics/district and borough profiles

Ashfield

Supporting People Units in Ashfield (Total = 3192)



Situated towards the north west of Nottinghamshire, the former mining community of Ashfield covers 11,000 hectares sitting between the regional centre of Nottingham and the sub regional centre of Mansfield.

The district is composed of 3 main urban areas of Sutton in Ashfield, Kirkby in Ashfield to the north and Hucknall to the south. The district also has a significant rural area containing the Parish of Selston which is one of the largest in the country.

The population of the district measured by the census in 2001 was 111,482. Ashfield was ranked 31st most deprived in the country in the Index of Multiple

Deprivation (2000) and 14 out of the 15 electoral wards currently fall in the bottom quartile nationally for education performance. Although the percentage of the population unemployed is falling, the figure is still around 1% above the national average. There is generally a low wage economy in the district with average earnings typically 15% below the national average.

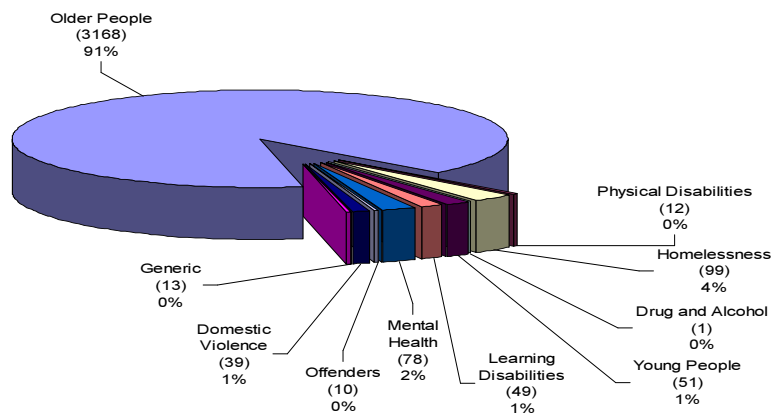
Ashfield has a relatively small BME population with 1.06% of the residents of the district identified as coming from BME communities in the “Communities in Focus” study commissioned through the South Nottinghamshire Research Officers Group, published in April 2004.

Figures for housing tenure of the district show that 72.8% of the residential properties are owner occupiers and 16.5% properties rented from the council. Ashfield Homes Limited is an arms length management company who manages the stock owned by The Council.

Generally the health of the district is below that of the national average. 22.1% of the population have a long term limiting illness. This is nearly 4% higher than the national average.

Bassetlaw

Supporting People Units in Bassetlaw (Total =3520)



Bassetlaw is situated in the north of Nottinghamshire and covers an area of 63,687 hectares - almost one third of the county. The district contains a mixture of traditional market towns, country villages and the ‘Dukeries’ estates, with a third of the population living in rural areas. While much of Bassetlaw lies in the Nottinghamshire/Derbyshire coalfields and has been severely affected by the decline of the coal industry, it is predominantly rural in character.

Bassetlaw has a population of 107,701, 22% of whom are aged over sixty and 1.4% are from black and ethnic minority backgrounds (2001 Census). Census data on Economic Activity in the district shows the level of unemployment, the

number of retired residents and the number of people permanently sick or disabled are all above the national average.

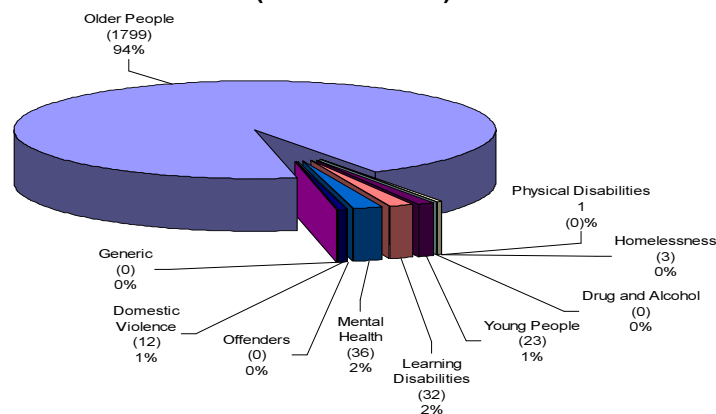
In terms of tenure, seventy one percent of the population are owner-occupiers and 17.8% are council tenants.

The Index of Multiple Deprivation (2000) shows Bassetlaw had four wards out of 27 in the top 10% and seven wards in the top 11% - 25% category. Nationally, Bassetlaw was ranked 74th most deprived out of 354 districts.

The Bassetlaw Housing Needs Survey indicates that 15.5% of the 45,600 households in the district contain someone with a special need. There are 5,430 households containing a 'physically disabled' person and a further 1,323 with 'frail elderly' household members. These categories represent 78.8% and 19.2% of all special needs households respectively

Broxtowe

Supporting People Units in Broxtowe (Total = 1906)



Broxtowe Borough is located in South Nottinghamshire. The district lies immediately to the west of Nottingham and is bound by the River Trent on the south and the River Erewash on the west.

Broxtowe covers a total of 8028 hectares and has a resident population of 107,572 (2001 Census). There are four main towns in the borough; Beeston and Stapleford in the south of the borough and Kimberley and Eastwood in the north of the borough. Nearly two thirds of the land is made up of open countryside.

The 2001 census identifies 6.78% of the borough's population coming from black and minority ethnic (BME) backgrounds.

Broxtowe is ranked 194 of 354 districts nationally on the Index of Multiple Deprivation (with 1 being the most deprived) although there are pockets of more severe deprivation, often at sub-ward level.

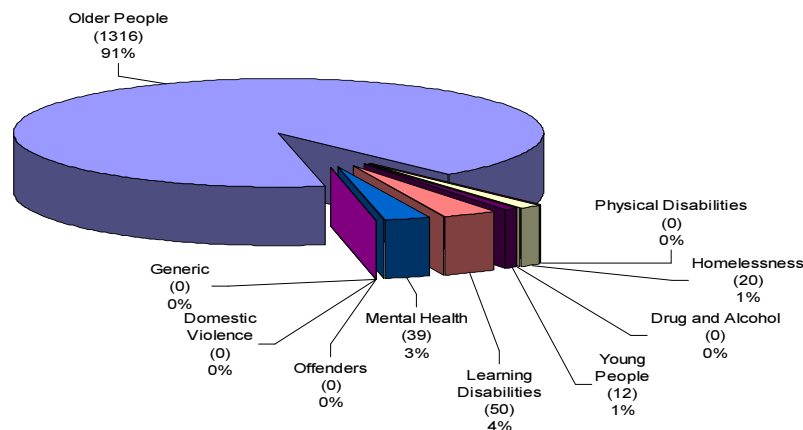
Unemployment in the borough is below both regional and national averages, however the rates between wards vary markedly with Eastwood South and Chilwell West wards experiencing distinctly higher than average rates of unemployment. Average pay is low, compared with regional and national figures.

76.4% of the homes in Broxtowe are owner-occupied. A small proportion of the population (10.4%) live in council-owned accommodation.

The Broxtowe and Hucknall PCT Health Inequalities Report 2003/04 indicates that health inequality in Broxtowe is an issue. In the north of the borough there are three wards with high death rates due to respiratory disease, eight wards have high conception rates for women aged 15-17. Nine wards have a higher MINI (mental illness needs index) score than the average for the 3 neighbouring borough PCTs whilst three wards have significantly high rates of admission for mental illness.

Gedling

Supporting People Units in Gedling (Total 1437)



The Borough covers an area of 46.3 square miles (120 sq km) at the heart of Nottinghamshire. Arnold and Carlton (including Gedling and Netherfield) are the main urban areas. Over three quarters of the Borough's population live here. Ten rural parishes stretch towards Sherwood Forest in the north and the River Trent to the south-east.

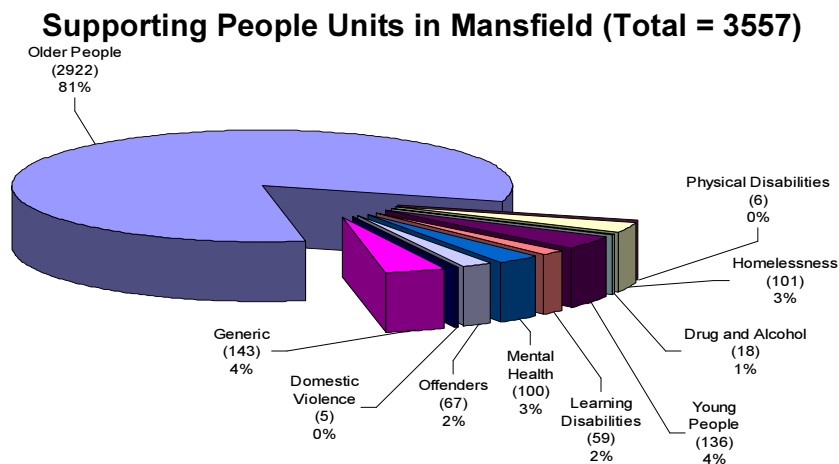
The borough has a resident population of 111,776 (2001 Census). The pensionable age population is slightly higher than average. Six percent of the population come from black and minority ethnic (BME) backgrounds.

The Borough is ranked 197 of 354 districts nationally on the Index of Multiple Deprivation (1 being most deprived). Borough unemployment is consistently below regional and national averages, but rates between wards vary markedly. Average pay is low, compared with regional and national figures. There are pockets of more severe deprivation, often at sub-ward level and the Council is in the process of profiling inequalities within the Borough.

Eighty one percent of homes are owner-occupied, well above regional and national averages. Less than eight percent of the population now live in council-owned accommodation.

Health inequality is an issue. Infant mortality is significantly higher than the regional or national average, whilst half of the Borough's wards have higher than expected hospital admissions for cancer under age 65 and almost two thirds of wards have higher than expected cancer deaths. Two wards have recently been identified as having amongst the highest rates for teenage conception in Greater Nottingham.

Mansfield



The Mansfield district lies in the heart of North Nottinghamshire approximately 15 miles north of Nottingham. It covers an area of approximately 30 square miles, over a third of which is urban in nature.

Mansfield's legacy of coal and textile industrialisation has led to social problems that are considered inherent in the condensing of a large number of workers in a relatively small area. In turn this has led to a large number of poor quality terraced housing in both public and private ownership with few modern amenities.

The population of Mansfield is slowly declining (Census 2001 population figure of 98,095) but there is an increasingly older age profile. The 2001 Census shows

that 21.5% of the district's population is 60 years and over and 7.6% of the population is aged 75 and over. The Census also shows that 98.3% of the resident population is white with 1.7% belonging to black and minority ethnic groups.

The District is ranked 32nd most deprived district nationally in the Indices of Deprivation 2004. Mansfield district is broken down into 66 Super Output Areas. Thirteen of these areas are in the top 10% most deprived nationally. The same applies when taking account of the Health Deprivation and Disability domain. This domain identifies areas with relatively high rates of people who die prematurely or whose quality of life is impaired by poor health or who are disabled, across the whole population.

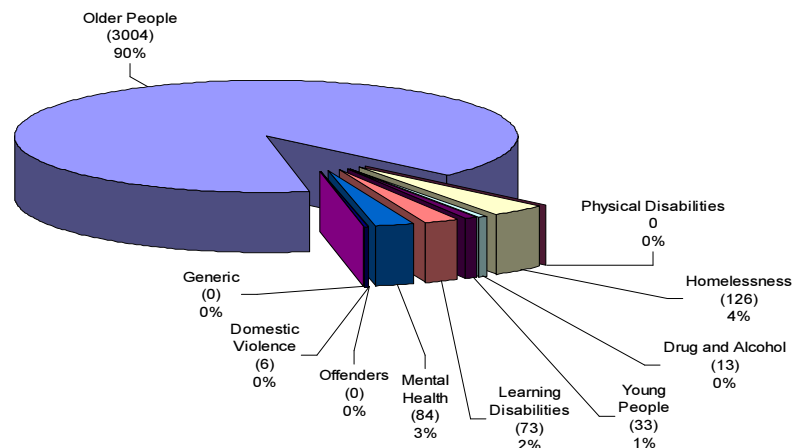
The Labour Market Statistics, February 2004, show that 1,460 people were unemployed on a claimant count basis in Mansfield in January 2004 (1,091 men and 369 women). This represented 2.5% of the population – higher than the Nottinghamshire average of 1.9%.

With respect to the health of Mansfield district's residents, the 2001 Census shows that 8.6% are permanently sick or disabled. When asked to describe their health over the previous year, 12.3% said that their health was not good and 24.2% had a long term illness.

Mansfield's tenure breakdown (from the 2001 Census) largely reflects the national trend with 69.9% being owner-occupiers, 16.5% renting from the Council (slightly higher than the England and Wales average), 4.4% renting from a Registered Social Landlord (slightly lower than the England and Wales average) and 9.3% privately renting or living rent free.

Newark and Sherwood

**Supporting People Units in Newark & Sherwood
(Total = 3339)**



The District of Newark & Sherwood is geographically large and predominantly rural. It covers around a third of the county of Nottinghamshire with an area of 65,000 hectares.

The District has a population of approximately 106,287 (2001 Census). The pensionable age population is 20% against a national average of 18% and a county average of 19% (Sept 2003). About one third of the population lives within the Newark-on-Trent conurbation.

The District has a low population of those from black and minority ethnic backgrounds, the largest of these groups being from the traveller communities.

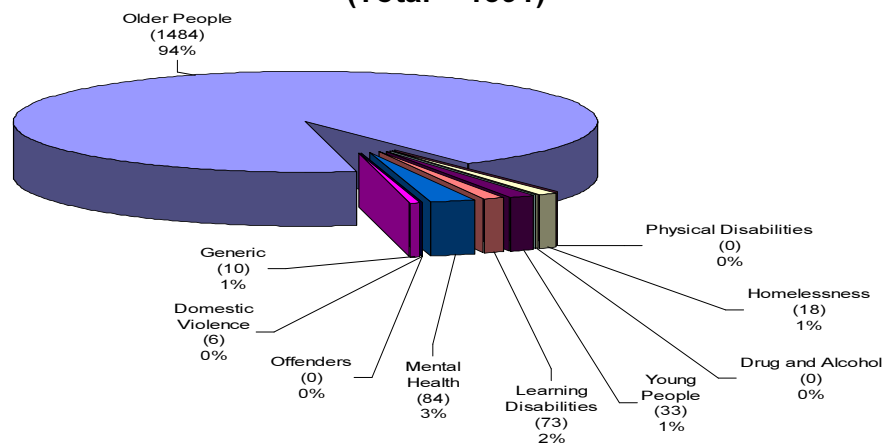
Over three quarters of residents live in owner occupied accommodation. Despite containing areas of clear prosperity, the District is very diverse, and our three most deprived wards fall within the worst 10% in the United Kingdom.

Newark and Sherwood's economy is characterised by a shift from manufacturing (engineering, brewing and food) to services. Unemployment within the District is 1.4% (Sept 2003), which is below the national, regional and county averages, a significant improvement since 1999 when it was above both the national and regional averages. This performance does however mask much higher and static or increasing rates in some wards within the District – most notably Boughton, Bridge, Castle and Devon. Unemployment of people aged under 25 years remains at a high level in the former coal-field communities in the west of the District and there are also pockets of severe long term unemployment within certain wards.

Rushcliffe

To be provided

Supporting People Units in Rushcliffe (Total = 1591)



The Shadow Strategy

In autumn 2002, the Supporting People Partnership in Nottinghamshire produced a Shadow Strategy for the first year of the Programme (2003/04). The Shadow Strategy concentrated on managing the transition from existing service provision and funding to new commissioning arrangements under Supporting People and highlighted key short term plans and priorities. A further Annual Plan, covering the year 2004/05, outlined priorities for the programme's second year.

Moving On – The Supporting People 5 Year Strategy

As in other areas, the Supporting People Partnership in Nottinghamshire inherited existing support services for which legacy funding was in place at 31st March 2003. Whilst Nottinghamshire saw considerable growth in the number of housing related support services in the run up to 31st March, this pre Supporting People growth was primarily developed on a localised and ad hoc basis. Consequently inherited provision was not always a reflection of need for particular client groups and had not necessarily been part of a strategic planning process. Whilst the Shadow Strategy provided a clear framework to manage the transition to Supporting People within the first year, a longer term view for commissioning housing related support services is now required.

The Supporting People Programme brings with it opportunities to shape housing related support services to ensure they reflect need, are accessible to those that need them and 'add value' by addressing the priorities identified by our partners. As well as opportunities, the Programme also faces challenges, particularly in terms of funding. In Nottinghamshire, the Grant allocation for 2004/05 saw a 2.5% reduction on 2003/04 funding. A further reduction of up to 7.5% is anticipated for 2005/06 and no increase in funding is anticipated in subsequent years. The Five Year Strategy has been developed within these parameters. It sets out our local vision for Supporting People services in Nottinghamshire and outlines how we will shape services to ensure that this vision is delivered in practice.

A4 LOCAL STRUCTURES/DEVELOPING THE 5 YEAR STRATEGY

Planning and decision making links

A number of broad planning, consultative and decision making structures have been established within the Partnership and are outlined in the diagrams below. These structures have been built up and developed further within each service user group to ensure effective consultation and partnership working. Information about planning and decision making links at service user group level is contained within the Commissioning Strategy (Part B).

Commissioning Body (CB)

The highest level Supporting People Partnership-specific decision-making body is the programme's local Commissioning Body. Nottinghamshire is one of only a small number of areas where the Commissioning Body comprises both Chief Officers and Elected Members. Audit Commission Inspectors considered that this is "a format which works well in a two tier county environment." The reasons for developing this format included:

- There would be Member input in the full debate on strategic and controversial decisions.
- It would help to facilitate agreement in decisions or strategies by individual Commissioning Partners as there had been full Member involvement in the decision making at Partnership level and clear Member link between partners.
- Reduction in the need for additional meetings, enabling efficient decision making and reduced potential for decisions to be repeatedly referred between meetings.
- Difficult or sensitive decisions would be taken by elected Members taking a view across Nottinghamshire, but also representing each Commissioning Partner.

The Terms of Reference of the Commissioning Body are included in a Memorandum of Understanding which all 16 commissioning partners have signed. It was drawn together through a small joint working party, which recognised the need to define core mutual expectations and adherence to ODPM expectations as enshrined in the programme's Directions and Grant Conditions. The Memorandum of Understanding is subject to continued review.

Core Strategy Development Group (CSDG)

A Nottinghamshire Supporting People Steering Group was established in 2000. This group was renamed the Supporting People Core Strategy Development Group in November 2001 and performed the dual role of overseeing implementation of the programme and developing the local SP Strategy.

The Group has representation from all members of the commissioning partnership (with Gedling and Newark & Sherwood Primary Care Trusts representing the interests of the county's seven PCTs) as well as representation from the Nottinghamshire Housing & Homelessness Network and the Supporting People sub-group of the Nottinghamshire Social housing Forum.

The need to refocus the work of the CSDG, which had largely considered implementation issues, was acknowledged at the Group's meeting in September 2003, and has since moved forward the development of strategic priorities. The CSDG has a number of 'feeder groups' with specific strategic focus and links to

the network of fora that make up the local Inclusive Forum (see chart 'Strategy Development decision-making processes and consultation mechanisms' below)

Consultation and partnership

It was agreed early in the programme's implementation that a single supporting People Inclusive Forum with fixed representation would not meet the needs of the programme in relation to stakeholder consultation due to concerns that the Forum may fix its focus on certain elements of the programme which reflected the particular interests of the Forum's members. This was particularly the case given the size and complexity of Nottinghamshire, and the difficulty of achieving agreed representation from such diverse communities.

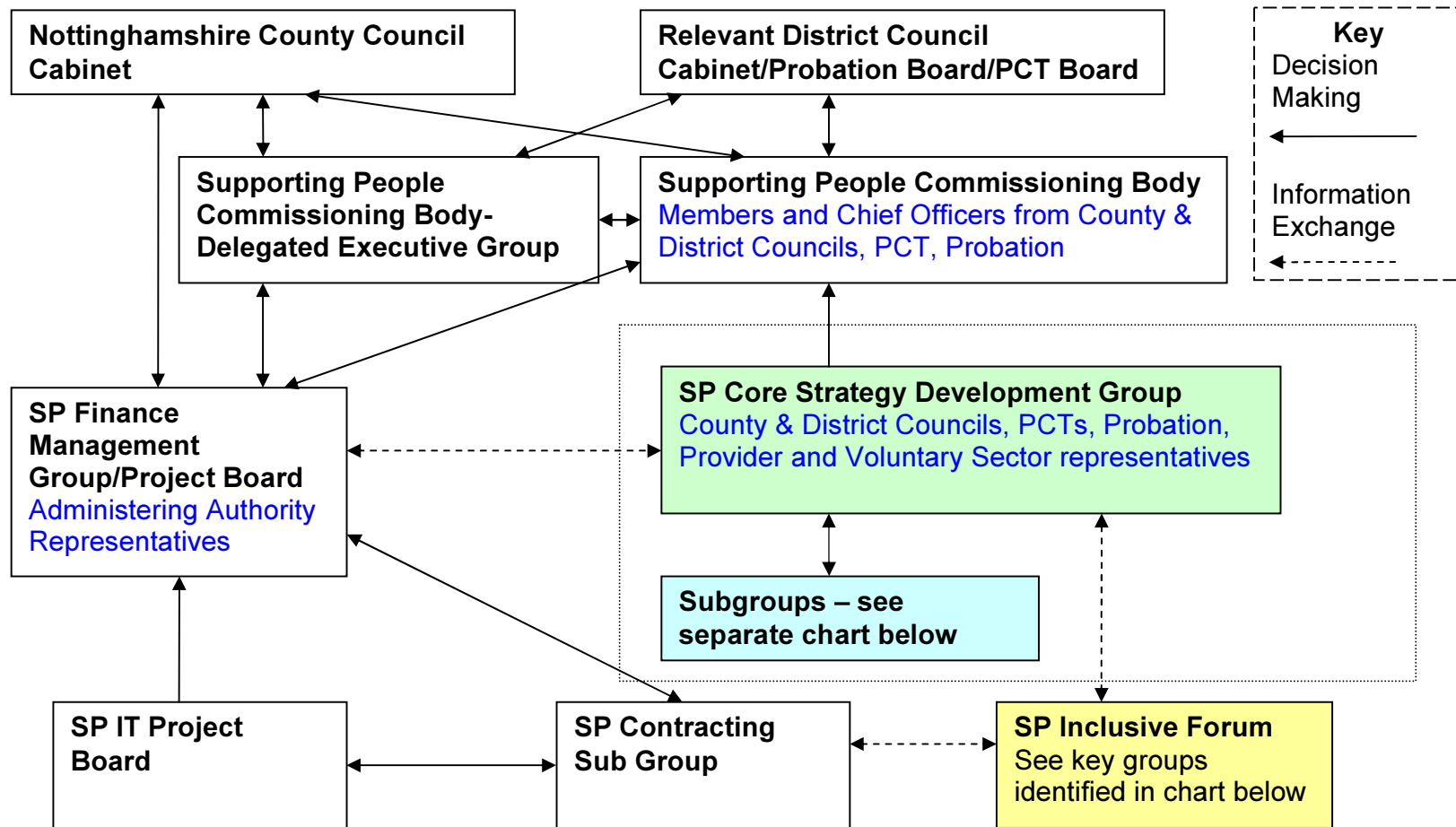
The local approach has therefore been the adoption of a Virtual Inclusive Forum, utilising a number of existing consultative fora. This network is continuing to expand.

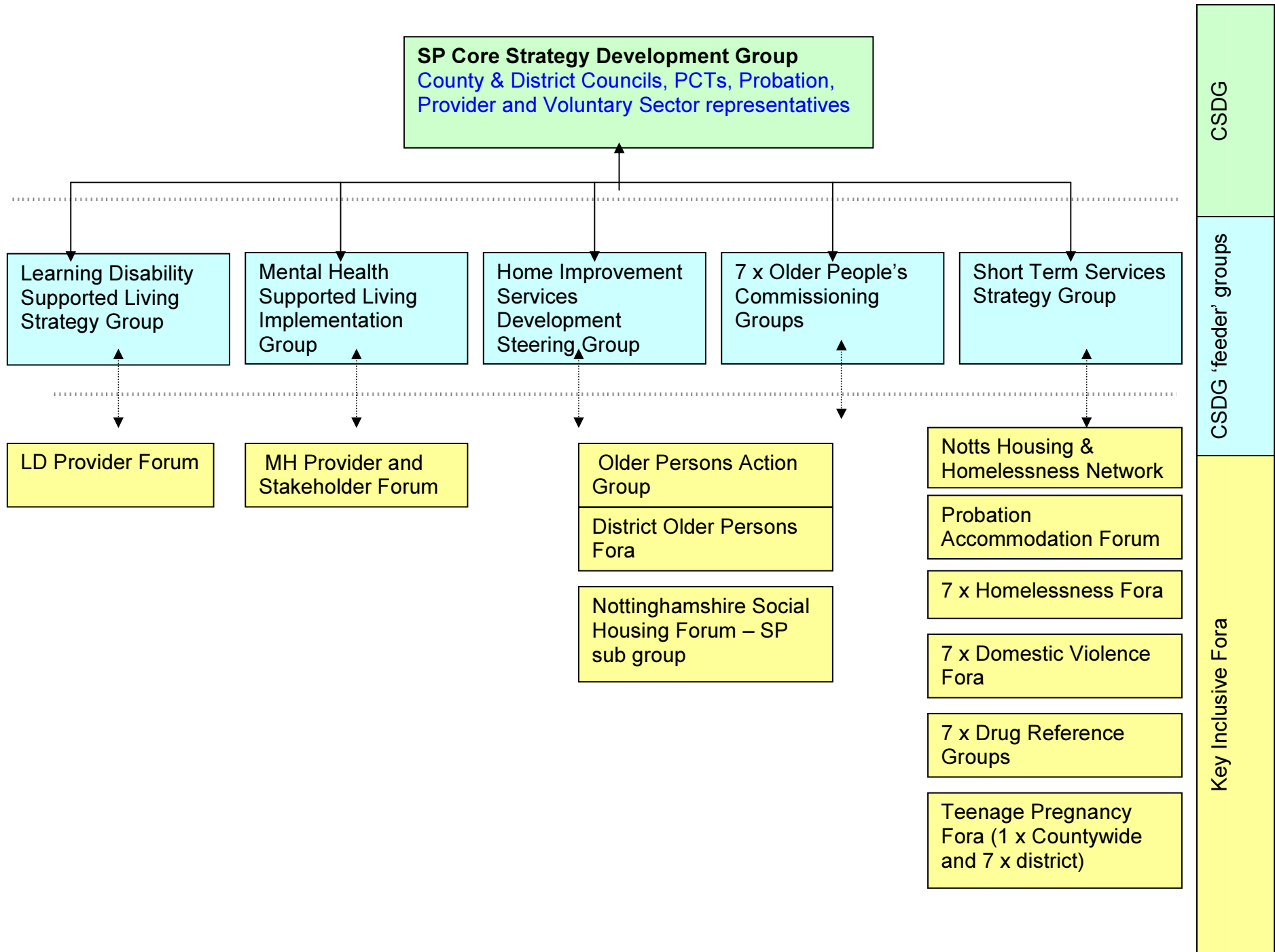
The Virtual Inclusive Forum incorporates Homelessness Fora, Teenage Pregnancy Fora, Domestic Violence Fora, Older Peoples' Fora and range of other groups and fora representing the interests of a large number of service user groups, providers and other key stakeholders such as Councils for Voluntary Services, Volunteer Bureaux and advice agencies. It is intended that this approach is a more inclusive mechanism of consultation although it is acknowledged that the effectiveness of this model in incorporating all the programme's stakeholders should be kept under continual review. Part of this work is specifically identified in the Service User Involvement Strategy contained within Part C.

A Nottinghamshire Supporting People website has been developed which ensures that information regarding consultation processes and details of the Fora utilised as part of the Virtual Inclusive Forum and regularly attended by the SP team, is widely available.

Specific work to develop this strategy commenced in October 2003 and an extended Core Strategy Development Group held in November 2003 sought to identify additional partners required to assist with the Strategy's development. Following this event a short term services group was developed to look in detail at the priorities for services for homeless people, people with drug/alcohol issues, offenders and people at risk of offending, young people and women fleeing domestic violence. Two large inclusive forum events were held in July and November 2004. Conference reports for these events are included in the appendices to this document.

Strategy Development decision-making processes and consultation mechanisms





Strategy sign off

The development of this 5 Year Strategy has been informed through a variety of consultation mechanisms, both around specific issues for different service user groups and around the overall approach to the delivery of the Supporting People Programme in Nottinghamshire. In addition, the Strategy **will be** formally signed off by all partners during January and March 2005 through Cabinet or Board ratification within the District, Borough and County Councils, the Primary Care Trusts within Nottinghamshire and the The National Probation Service, Nottinghamshire Area.

Linking partner priorities and strategies

Housing related support services can play a significant role in delivering other health, housing and social care objectives. Establishing effective links with other strategies and reflecting the priorities of partner agencies is therefore key to the success of Supporting People. In developing the 5 Year Strategy we have built on links identified within the Shadow Strategy with both national and local strategies and have continued to develop consultation mechanisms through the Virtual Inclusive Forum.

Partner priorities have now been formalised within our Supporting People Programme objectives and, in this way, will direct and influence future commissioning of Supporting People services. In developing the Commissioning Strategy, we have also identified (for each service user group) key statutory and voluntary agencies, groups and forums to assist in gathering needs information and consult with around shaping services in the future. Details are contained within each service user group section of the Commissioning Strategy (Part B).

Needs Information

Information about the need for housing related support services locally is crucial to any consideration of how services should be shaped over the coming years. We have used a number of sources of information (this will differ according to the service user group) including:

- National and local strategies and plans (based on their own needs information), complementing partner priorities as outlined above
- Primary data sources, such as homelessness P1E returns and Probation OAYSys data
- Local needs studies, research and reports
- Supporting People commissioned research
- The Nottinghamshire/Nottingham City Supporting People Needs Survey. This joint snapshot survey to identify existing unmet need across all client groups was undertaken in June 2004. The survey was devised and co-ordinated by member of the Nottinghamshire and Nottingham City Supporting People Teams, Nottinghamshire Social Services Department, Nottinghamshire

Probation and the voluntary sector. The survey was distributed to a variety of statutory and voluntary sector agencies who were likely to come into contact with potential supporting people service user groups. The survey was specifically aimed at identifying people whose support needs were currently not being met. A total of 1796 completed forms were received and analysed. Although data from this survey cannot provide conclusive statistical evidence, it has been used to indicate and highlight trends and provide general information about the potential needs of different service user groups

- Homeless Watch data - a snapshot survey into the need of homeless people, undertaken annually, most recently in September 2004
- Supporting People Provider information, collected through various methods around specific issues to inform the strategy, such as referrals, multiple needs, services for BME groups and barriers to move on

Needs information is referred to within each service user group section of the Commissioning Strategy (Part B) and is documented at Appendix 1.

A5 DELIVERING THE SUPPORTING PEOPLE FIVE YEAR STRATEGY

The chart below outlines the structure used to develop and deliver this Strategy:

Supporting People Five Year Strategy

A Strategy that sets out the framework for delivering the Supporting People Programme in Nottinghamshire between 2005 and 2010.

The Strategy is directed by our:

Supporting People Vision Statement

A single statement outlining the broad purpose of the Supporting People Programme in Nottinghamshire.

Underpinned by:

Programme Objectives

Six key objectives that have been used to examine existing services and shape future commissioning. By measuring achievement against these Programme Objectives, we will be able to assess the effectiveness of Supporting People in Nottinghamshire.

These objectives are used to determine:

Key Commissioning Themes

Key themes that indicate the direction of travel for services over the next five years, in order to meet the programme objectives.

For each user group, each theme will be supported by an:

Action Plan and Service Level Objectives

A structured plan that sets out specific objectives and tasks that need to be undertaken in order to shape services in line with key commissioning themes. Action plans will also identify timescales and key partners. By measuring these action plans, we will ensure that services are responding to our key commissioning themes and meeting the overall programme objectives.

Measurement and review of both action plan objectives and programme objectives will take place annually in order to inform the:

Supporting People Annual Plan

The plan that will detail work to be carried out within each year covered by the Supporting People 5 Year Strategy. This plan will bring together the action plans for each user group and will reflect priorities between user groups.

Existing services for all service user groups have been considered within this framework in Part B of the strategy, details of how we will measure achievement against our objectives are set out in Part C and the Annual Delivery Plan for 2005/06 is outlined in Part D

A6 DEFINING SERVICE USER GROUPS

Within this strategy we will talk about a number of vulnerable client or service user groups. The groups we use are as defined by the ODPM as follows:

- People with drug and alcohol issues
- Offenders and those at risk of offending
- Homeless people with support needs
- People with learning disabilities
- People with mental health needs
- Women at risk of domestic violence
- Refugees
- Gypsies and travellers
- People with a physical disability/sensory impairment
- Young people at risk
- People with HIV/AIDS

Primary and secondary service user groups

All Supporting People services are currently defined and mapped by primary service user group; that is the group the service is primary directed towards, using the above classifications. A number of services will also identify a secondary service user group. Supply mapping information is based on how providers have defined their services in terms of primary and secondary service user groups. However, defining primary and secondary service user groups can present difficulties as in reality there will be large overlaps between service user groups. This is particularly the case for services to young people at risk, homeless people with support needs, people with drug or alcohol issues, and offenders or those at risk of offending.

As an example, using primary service user groups, a service providing support to vulnerable young homeless people can only be mapped as providing support to **either** young people at risk **or** single homeless people. However, in reality the service is provided to both service user groups.

Similarly, a number of services identifying vulnerable young people or single homeless people as a primary and secondary service user groups (and mapped as such) will also deliver support to people with drug or alcohol issues and offenders and those at risk of offending. The fact that these services are available for a variety of service user groups is not accurately reflected in the mapping process.

We have worked with providers to understand some of these complexities and have used our local knowledge of services to supplement the supply mapping data within the Commissioning Strategy. In addition, in recognition of the integral links between some service user groups, we have established the Short Term Services Group, a sub group of the Core Strategy Development Group. This group brings together providers, commissioners and strategy leads with a shared interest in a number of overlapping service user groups (primarily those accessing short term Supporting People services). The group work on both a strategic and service delivery level, to identify and address issues that cut across a number of service user groups.

In developing our Action Plans for each service user group we have considered where issues cut across other service user groups and linked tasks and service level objectives where appropriate.