

Lincolnshire Supporting People Strategy 2005 – 2010

**Planning for Housing Related
Support in Lincolnshire**

**Final Draft:
March 2005**

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Section 1:

Introduction and Overview of the Strategy

Foreword by the Chairman of the Commissioning Body

The Supporting People 5-year Strategy for Lincolnshire is an important document. It will define the commissioning intentions for housing related support in the county for the next five years. As such, service developments planned and funded through the Strategy, will have an impact much longer than that period.

The Commissioning Body has determined that one key theme of the Strategy will be the development of Strategic Commissioning, bringing together opportunities and developments across health, housing and social care agendas. As part of this, all stakeholders, especially service users, are invited to engage, support and drive forward the Supporting People programme. In this way, housing support services in Lincolnshire will reach their full potential and truly provide support for vulnerable members of the community.

Andy Statham
Chairman of the Supporting People Commissioning Body

1.2: Introduction

The 5-year Strategy

The 5-Year Strategy for the Supporting People programme in Lincolnshire includes the long-term vision for supported housing services in the county as well as the detailed commissioning intentions for the period 2005 – 2010.

The Supporting People Commissioning Body is determined to consistently improve the quality of supported housing services in Lincolnshire, and so help a wide range of vulnerable people to retain their tenancies and to remain independent in the community.

The 5-Year Strategy sets out the level and quality of services that will be achieved during this period. The Commissioning Body will reinforce these standards through a rigorous Monitoring and Review programme, reviewing how services are delivered in Lincolnshire.

At the heart of the Supporting People programme is a partnership of service users, service providers and service commissioners. This partnership includes representatives from housing, health, probation and social care services. All these stakeholders have been involved in developing the 5-Year Strategy. A key theme underpinning the Strategy is to ensure that the partners work together at a strategic level to provide 'joined-up' services that are effective and better able to meet the multiple needs of service users.

How did we get to here?

The Supporting People programme "went live" on the 1st April 2003. From this date responsibility for the funding, commissioning and review of housing-related support services in Lincolnshire has transferred from national government to a local decision-making partnership, the Supporting People Commissioning Body.

Lincolnshire's Supporting People budget for 2003/04 was £22.8 million. This funded more than 356 services providing housing-related support services to over 11,000 Lincolnshire residents.

A Shadow Strategy outlining immediate priorities and plans for the Supporting People programme was agreed in October 2002. This document has provided the strategic framework for the Supporting People programme to date. The Shadow Strategy had a very strong focus on managing the transition from the old funding and commissioning arrangements to the new and was constrained by the limited level of knowledge about local services. Since then, the Monitoring and Review programme has provided a great deal of information about services and how they compare with each other. In addition, research has been commissioned and undertaken, providing more information about service gaps.

In the light of this increased knowledge, this document, the 5-year Strategy, is able to provide a clear sense of direction for the future. Annual Action Plans will provide more detailed information about specific service developments and commissioning intentions.

1.3: Executive Summary

1.4: Lincolnshire Supporting People Vision

The Lincolnshire Supporting People Vision was developed for the Shadow Strategy in 2002. The Commissioning Body has agreed that it continues to be relevant, and should lead the Strategy for 2005 – 2010.

“Working in partnership to provide high quality supported accommodation services to vulnerable people that promote social inclusion, help prevent deterioration and, so, help them to remain independent”

Lincolnshire Shadow Strategy: Service Priorities

The Lincolnshire Supporting People Programme was required to submit a Shadow Strategy to the Office of Deputy Prime Minister (ODPM) in October 2002.

Within the Shadow Strategy, seven key priorities were identified. These were:

- Develop provision for vulnerable adults who have a dual diagnosis, i.e. both substance misuse and mental disorder
- Increase provision for women fleeing domestic violence, in line with Lincolnshire's Domestic Violence Strategy, by the development of another refuge
- Ensure identified 'pipeline' services come into commission on target
- Develop consistent access to a Home Improvement Service across the county
- Further extend provision for young people which is able to cope with a wide range of vulnerability including substance misuse, low level mental disorder or learning disability and may include previous convictions
- Continue to develop independent supported living in the community for people with disabilities
- Review existing provision for older people and develop an effective, alternative range of support services to enable older people to exercise genuine choice in how they wish to be supported

1.5: Progress Towards Achieving the Priorities

Since submitting the Shadow Strategy in 2002 work has continued to develop services in line with the identified service priorities.

The following examples show progress so far:

- A number of pieces of research have been commissioned to improve information about local services. These include:
 - Research into the extent and impact of homelessness in Lincolnshire. This provided important information about 'hidden' homelessness in the county as well as improving our knowledge about effective services for young people, women fleeing domestic violence and older people at risk of homelessness.
 - A survey of the needs of young people in the county. The extent of their difficulties and gaps in service provision.
 - A recently commissioned research project focussing on the needs of teenage parents and how they can best be helped.
- Services for women fleeing domestic violence have expanded with the development of refuge places and a floating support service in the Gainsborough area. Provision still remains low however.
- All identified 'pipeline' services have come into operation. These include services for young people, people with learning disability in the east of the county and the development of a specialist unit for teenage mothers in Lincoln.
- The development of a countywide Home Improvement Agency, in line with Government policy, has been a key priority. Lincolnshire took advantage of an opportunity to bid for extra Government funding, and successfully secured an extra £80,000. Work is still continuing to overcome local hurdles to establishing the countywide service.
- Provision for young people expanded considerably in the period following the Shadow Strategy, particularly in the Lincoln area. Service reviews are in the process of establishing best practice, and this will inform future developments.
- Services for people with learning disabilities also expanded during this period. Further work is required to establish effective funding processes for this service area.
- Two new extra-care sheltered housing schemes successfully applied to the Housing Corporation for capital funding. This resulted in a total of several million pounds of capital investment being attracted into the

county. Both services are nearing completion and will both expand the range of service provision for older people in Lincolnshire and increase choice. Further extra-care services are planned.

1.6: County Description – Issues to be Resolved

Lincolnshire

Lincolnshire is the fourth largest county in England covering a total area of 5921 square kilometres or 2286 square miles. It borders North East Lincolnshire, North Lincolnshire, Nottinghamshire, Leicestershire, Rutland, Cambridgeshire, Peterborough and Norfolk.

The population of Lincolnshire is 657,800 of which 3% are from minority ethnic communities. The majority of the population is concentrated around the city of Lincoln and the market towns of Boston, Gainsborough, Grantham, Louth, Sleaford, Skegness, Spalding and Stamford.

Lincolnshire is an area of great diversity having distinct coastal, rural and urban areas, each presenting clearly discrete characteristics and issues. The county is made up of 7 district councils, each with a singular makeup and tradition.

The Coastal Area

The eastern coastal region of the county (primarily the district of East Lindsey) is a significant factor in the development of the Supporting People Strategy. It is well acknowledged that coastal and holiday areas act as a magnet for surrounding populations. Of vulnerable groups, older people in particular are drawn to holiday centres on retirement, but other vulnerable groups are similarly attracted. For example, recent research shows that holiday centres also attract some high-risk groups of ex-offenders. Young people with multiple vulnerabilities and chaotic lifestyles are also drawn to the coastal area

Rural Areas

A large proportion of Lincolnshire is essentially rural, with the agricultural industry being a major employer. Agricultural workers make up 5.5% of the working population in the county compared to a regional average of 1.5%.¹ Similarly the county has low levels of unemployment compared to both the regional and national averages, but also with much lower average weekly earnings compared to elsewhere in the region.

Another characteristic of these areas is the very low population density of only 109 people per square kilometre compared to the national average of 378.²

The rurality and largely, sparse population of Lincolnshire have a major bearing on the type of service and service costs of both existing services and those likely to be developed as part of the local Supporting People Strategy.

¹ 2001 Figures, ONS – East Midlands

² Audit Commission Inspection Report, August 2004

Urban Areas

Urban areas, particularly around Lincoln City, also pose a challenge. Because most of Lincolnshire is made up of very small, but distinct, villages or settlements, siting cost-effective supported accommodation in most places would be very visible. The effect on the local community could potentially be disproportionate and unsustainable. As a result a large proportion of existing supported accommodation, particularly for vulnerable people of working age, has been developed within the urban areas.

This has two effects:

- Service Users often have to leave their home environment, and any support network that exists there, and move into the urban area to receive help. This leaves them more vulnerable in the first instance, and divorces them from any potential network on leaving the supported accommodation. Furthermore, for some vulnerable groups, moving to find support is often not an option.
- Urban areas, particularly Lincoln, have a concentration of service provision. Helping a vulnerable person become more independent by, for example, supporting their withdrawal from substance misuse potentially becomes more difficult because of the convergence of other people with similar problems.

1.7: Strategic Partnership Working

Strategic Links

- ◆ Lincolnshire Health and Social Care Community Strategic Framework 2004 - 2010
- ◆ Regional Housing Strategy and Sub-Regional Action Plan

Although people who use Supporting People services are usually described by their primary client group such as older people, young people, women fleeing domestic violence, in reality most service users have multiple vulnerabilities. For example, an older person in sheltered housing may also be an ex-offender and have mental health problems. As another example, a homeless young person may also have poor life skills bordering upon learning disability, may have a substance misuse problem and also be a youth offender.

As such, the services supporting these vulnerable people need to be flexible enough to provide help for a number of problems.

At the same time, many of the people using Supporting People are also known to other services such as health or Connexions or the Drug and Alcohol Action Team. A key theme of the 5-year Strategy will be to develop a 'whole-system' approach to commissioning services. This means the Commissioning Body will not view services in isolation but will attempt to develop a 'joined-up' approach. The intention being to provide packages of support that bring together a range of appropriate services to meet the individual service users' complex mix of vulnerabilities.

At the heart of the Supporting People Programme is the partnership between Lincolnshire County Council and Social Services Department, the seven District Councils and Housing Departments, the three Primary Care Trusts and the Probation Service. Through the 5-year Strategy, the partnership will be working closely together to commission services that will help meet targets across a number of organisations. In this way, the supported housing service will be seen as integral in the delivery of, for example, health and social care support.

Key Health and Social Care priorities in Lincolnshire include 'Caring for people with chronic disease or illness' and 'Maintaining the independence of older people'.³ Similarly, key Housing priorities include "Assisting people to maintain their independence for as long as they wish" and "Ensuring that in rural areas and market towns there is both an appropriate provision of quality housing to meet a range of needs, and access to related services for vulnerable people of all ages"⁴ The Supporting People programme provides a real opportunity for 'joined-up' thinking.

³ Lincolnshire Health and Social Care Community Strategic Framework 2004 - 2010

⁴ Regional Housing Strategy 2004 - 2010

A further key element will be the links between the Supporting People programme and the various Crime and Disorder Reduction Strategies. There is clear evidence that good quality supported accommodation and support services are effective in helping to prevent a vulnerable person from committing crime or re-offending.

The Commissioning Body have identified closer working between the Supporting People programme and the district Crime and Disorder Reduction partnerships as a priority. In this way, these close links will be strengthened and the community as a whole will benefit. This also fits with the strategic intentions of the County Council.

Section 2:

Development of the Strategy

2.1: Overview of the Strategy Development

The 5-year Supporting People Strategy for Lincolnshire developed in a variety of ways:

- Through the development of other key strategies in related topics. For example, this Strategy draws upon the conclusions of other local strategies such as:
 - Homelessness Strategy for Lincolnshire 2003 - 2008
 - Lincolnshire Housing Strategy for Older People 2004 – 2007
 - Lincolnshire Domestic Violence Strategy, 2004
- Through an analysis of existing service provision to identify gaps in provision
- Using the results of the Monitoring and Review programme to identify best practice, strategic relevance and Value for Money
- Identifying gaps in local information and commissioning research to provide that intelligence. To further enhance partnership working, the research was commissioned jointly with other groups. Of particular note are:
 - Research into the nature and causes of homelessness within the county undertaken by the University of Lincoln and was jointly commissioned with the County Homelessness Group
 - Research into the needs of young people was commissioned through the Youth Housing Strategy Group, set up under the Lincolnshire Housing Forum
- Similarly, this Strategy has drawn upon other local research where available. For example:
 - Best Value Review of Sheltered Housing Services, South Kesteven District Council, 2002/3
- To help shape the focus, style and contents of the Strategy, a Strategy Reference Group was established. This consisted of two elements:
 - Key members of the Commissioning Body, including the Chair, to comment on draft sections as they were developing and advise on local and county wide issues, and how best to address them. This group essentially provided a 'critical friend' contribution
 - Other key figures involved in the development of cross-cutting, health, housing and social care strategies and policies. This group provided both a factual steer, giving access to specialist information, and provided a sounding board as the document developed

- A number of service user focus groups were established to help shape the Strategy. Because of the importance of their contribution, this aspect is described in detail as a separate heading in this section
- A Consultation Draft of the Strategy was launched in October 2004. There followed a 3 month period of widespread consultation which included:
 - Both a hard copy and electronic copy of the Consultation Draft being sent to every service provider and other interested parties
 - The Consultation Draft document being posted on the local Supporting People website, with publicity explaining how to access it
 - Local Newsletters describing the key elements of the draft Strategy and explaining how to comment on the document
 - Presentation to a countywide Service Provider Conference
 - Presentations to and discussions with two Local Inclusive Forums which included service providers and service users
 - Presentations to and discussions with a wide variety of service user and advocate groups including the County Tenants Forum, a Better Government for Older People forum
 - Presentations to Elected Member forums in both the County Council and District Councils
 - Formal responses from Commissioning Body members
 - Formal responses from a wide variety of service providers and interested organisations
 - Formal responses from individuals
 - Informal discussions with interested parties
- The results of the consultation process were presented to a special joint meeting of the Commissioning Body and Elected Member Panel in January 2005. As a result, the commissioning priorities and intentions were agreed

2.2: Service User Involvement

This section describes the involvement of service users and potential service users in the development of the 5-year Strategy.

Monitoring and Review Programme

Service users are a key component of the Monitoring and Review Programme. They contribute in a variety of ways:

- Prior to a Service Review taking place, a service user questionnaire is forwarded to all service users. Through this, confidential views of the quality and effectiveness of services provided are obtained. Part of this questionnaire invites service users to be involved directly in the review visit, either through group discussions or by individual interviews. Again, this information forms an integral part of the review information.
- A fundamental part of the service review is group discussions with service users. These are seen as informal, confidential discussions allowing service users to comment on the services they receive.

Service User Forums

As part of the consultation process, a number of specific Service User Forums took place where the contents of the Consultation Draft Strategy were discussed and comments invited.

Of particular note were:

- An Older People service user group hosted by Boston Mayflower, involving 29 service users
- An Older People service user group hosted by City of Lincoln involving 27 users from Linx Homes and City of Lincoln tenants
- A forum representing homeless people with 35 service users from the East Lindsey Floating Support service and users of the Salvation Army service
- A forum representing Young People hosted by Lincoln YMCA but involving service users from Rainer and LEAP as well

These forums have contributed a great deal to the development of the 5-year Strategy. Because of the value of their contribution, a key element of the implementation of the 5-year Strategy will be to continue and extend this dialogue. A Service User Consultation Strategy will be developed early in the implementation process to ensure that service users are integral to the development and implementation of the local Supporting People programme.

Potential Service Users and Advocates

Again, as part of the consultation process, a number of key groups received a presentation about the relevant elements of the Consultation Draft Strategy and were invited to comment.

Of particular note here were:

- The Lincolnshire Tenants Forum, which made comments about access to support services and, specifically, access to information about services
- Lincolnshire Older Peoples' Forums, through a presentation to a regional Better Government for Older People (BGOP) meeting and subsequent discussions. This group also commented about the need to provide accessible and good quality information about services available and how to access them. The provision of such information ensured they had both choice of the service that best suited their needs and empowered them in discussions with professional workers and others. Further comments included agreement that the community alarm service should be rationalised and support for more flexible services

Local Inclusive Forums

The consultation process included two Local Inclusive Forums, in the north and south of the county. These forums are held twice a year and are an important element in local organisations and service providers commenting on the progress and direction of the Supporting People programme in Lincolnshire, as well as being a vehicle to provide the most up to date information about changes to procedures and issues.

These local Inclusive Forums include service users and advocates and are, as such, an important contribution to the local programme.

Service User Newsletters

The Supporting People programme in Lincolnshire produces two Newsletters each year specifically focused upon service users. In these newsletters, comments are invited about how services should develop and specific issues about current services.

2.3: Development of Local Strategic Relevance

Section 3:

Key Themes and Commissioning Priorities

3.1: Key Themes Underpinning the Strategy

Strategic Links

- ◆ Robson Rhodes Review of the Supporting People Programme, January 2004
- ◆ Audit Commission Inspection Report of Lincolnshire
- ◆ Office of Deputy Prime Minister Announcement of Funding Levels for the National Supporting People Programme, August 2004
- ◆ Crime and Disorder Reduction Strategies

Context

In the development of the 5-year Strategy a number of broad, cross-cutting themes have emerged from the research and early consultation. These themes cut across a number of primary service user groups and have an important impact upon local services.

The Commissioning Body agreed that four broad themes should underpin the development of the 5-Year Strategy and these were included in the Consultation Draft Strategy. They were:

- The need to undertake fundamental Strategic Reviews in some service sectors, in line with the Robson Rhodes Review
- A significant shortage of Move-on Accommodation for a wide range of service user groups from teenage parents to ex-offenders to refugees
- An urgent need to increase the diversity of provision across the county to develop services for service user groups not currently provided for, such as people suffering with HIV/AIDS
- There is an underlying theme of substance misuse and alcohol abuse that currently runs through a wide range of services but which hasn't been directly addressed so far

There were two further messages that the Commissioning Body agreed should be emphasised in the Consultation Draft Strategy:

- With the introduction of the Monitoring and Review programme, as part of the implementation of Supporting People, service standards in Lincolnshire have improved and are continuing to do so. However, services should focus upon continuous improvement, not just achieving minimum standards, and will need to learn from models of best practice.
- The Supporting People programme in Lincolnshire has a longer-term intention to develop a greater understanding of the need for more

consistent services, both in terms of quality and accessibility across the county, in line with local need.

The consultation process confirmed the importance of each of these statements, particularly supporting the four broad themes. In addition, the consultation process strongly supported the need to develop more flexible services across the board. Services need to be developed using a 'whole-system approach which takes account of the valuable contribution Supporting People services can make to community, health and social care agendas. Similarly, evidence demonstrates the value supported housing services can have in helping to prevent crime in a community so that local services need to establish closer working links to the Crime and Disorder Reduction Strategies.

At their meeting in January, the Commissioning Body firmly endorsed all these key themes as fundamental, cross-cutting principles that will underpin a number of specific elements of the 5-year Strategy.

The following section describes in more detail how these themes will impact upon the commissioning intentions for the 5-year period in Lincolnshire.

Fundamental Strategic Reviews

The Robson Rhodes Review recommended that Supporting People authorities should undertake fundamental strategic reviews in four key service areas:

- Older peoples services
- Learning Disability services
- Mental Health services
- Homelessness services

The Commissioning Body has agreed that these reviews will consider housing related support services alongside other health and social care services to ensure a 'whole system' approach is taken.

The Commissioning Body has also agreed that the reviews will take place across two years. Older peoples services and services for people with learning disabilities will be reviewed in 2005/06; services for people with mental health problems and homelessness services will be reviewed in the following year.

Move-on Accommodation

Many service providers report problems because of a lack of suitable supported accommodation for vulnerable people to move on to as their independence improves. The lack of 'move-on' accommodation seriously inhibits the ability of those services to encourage service users to achieve greater independence at the appropriate time. As a result some individual service users who do leave their supported environment fail to sustain their independence. On the other hand, if service users don't leave, 'silt-up' of the service occurs resulting in reduced accessibility for people in need of

intensive support. Examples of this are reported in a wide range of service areas including ex-offenders, women's refuges, and provision for teenage parents, for refugees and for young people. This is confirmed by research undertaken by the University of Lincoln.⁵

It is proposed that, as part of the 5-year Strategy, the Supporting People programme will encourage housing providers and Supporting People service providers to work closely together to identify ways and develop protocols to enable service users to access more independent, general purpose housing more easily. At the same time work will be undertaken to develop outreach support services that can enable people to cope with their increased independence.

Increased Diversity

The Supporting People Shadow Strategy confirmed some significant gaps in supported accommodation in Lincolnshire; particularly for some 'hard to reach' groups. The Audit Commission Report also criticised the lack of service diversity in some service areas.

"There is not an embedded approach to diversity in the Supporting People programme in Lincolnshire."

The Commissioning Body is particularly keen to ensure that local services focus clearly upon the needs of service users and potential service users from black and minority ethnic backgrounds. The Monitoring and Review process will focus on this to ensure services are fully aware of the potential needs of service users from a BME background. As part of this, there will be a stronger emphasis upon requiring service providers to complete the relevant BME sections on their quarterly Client Information returns. This will help establish a knowledge base in the Lincolnshire Supporting People programme of the extent to which people from a BME background access local services and their potential needs.

To further establish a factual knowledge base, the Commissioning Body has agreed to commission research into the local needs of the BME population and their likely future use of supported housing services. Furthermore, the Commissioning Body has agreed that all new service proposals must include statements of how the service will accommodate BME needs in delivering support. In these ways it is believed the Lincolnshire programme will ensure much greater focus on and understanding of the needs of the BME community.

The Commissioning Body has agreed that the 5-year Strategy should also include the development of new services for people suffering from HIV/AIDS and for people with newly acquired sensory deprivation. Section 4.12 of this document describes these specific proposals in more detail.

⁵ Lincolnshire Homelessness Strategy Research, University of Lincoln

Substance Misuse

Many services report that substance misuse and alcohol abuse, whilst not the primary focus of their support, is a significant factor in the profile of their service users. This underlying issue creates significant difficulties for the providers of these services.

The Commissioning Body has agreed that the 5-year Strategy should recommend closer working with specialist services including the Drug and Alcohol Action Team (DAAT) and alcohol support services to develop services that are more focussed upon effectively dealing with this issue. As a result, some services may be re-focused to identify people who misuse substances as the primary service user group. Sections 3.2, 4.5 and 4.6 describe in more detail how this focus will impact upon existing and future local services.

Increased Quality and Service Flexibility

As described above, there is clear evidence that the Monitoring and Review Programme has already improved the quality of local services. The Commissioning Body is determined that this improvement will continue. Service providers must strive for continuous improvement rather than accepting delivering services that just meet the national minimum standards.

The Monitoring and Review Programme will continue to drive up service quality and will provide evidence of both local and national best practice to help service providers identify ways to improve service delivery.

Fundamental to improving service quality will be the provision of services that clearly demonstrate Value for Money. The Supporting People Grant represents a limited resource. The Commissioning Body is keen to ensure that the Commissioning Programme for the next 5 years will provide firm evidence that local services are cost effective and provide good value for the wider community in Lincolnshire.

The Supporting People programme will help service providers to become more cost effective through the Monitoring and Review Programme. The Programme will compare local services against each other and will rate their performance accordingly. In addition, the local website will publish Value for Money benchmarking information to help service providers to measure their own costs and performance against county averages.

The consultation process strongly endorsed the need for a wide range of local service provision to become more flexible. Supporting People provides an important opportunity to achieve this because the support service is now separated from specific buildings. This enables services to potentially provide support to where the vulnerable person is, rather than requiring them to move to obtain support. In this way service providers in the future will be offered much greater choice.

Another aspect of developing more flexible services is that they will need to become more focussed upon outcomes for service users. Services will be able to demonstrate their effectiveness much more clearly by being able to show to what extent the needs of their service users have been met. In this way, the commissioning process will build up a body of information about the most effective style of service within the context of quality and Value for Money. This will inform future service commissioning.

More Equitable Distribution of Resources

Section 3.3 contains tables showing the current distribution of resources between primary service user groups and between districts.

That information clearly shows that resources are not currently distributed equitably. This is particularly apparent when assessing current provision per thousand population.

The Commissioning Body has agreed that this will change over time, so that resources will be commissioned more in line with the needs of the population in each district. This will have an impact in a number of service areas.

For example, current emergency provision for homeless people is concentrated in the City of Lincoln. There is direct service user evidence that, because of the geographical size of the county, homeless people on the east coast would prefer to sleep rough rather than risk the bus fare into the city, only to find there is no available accommodation.

3.2: Commissioning Priorities

Section 3.1, above, described the key principles and underlying themes that underpin the 5-year Strategy. This section describes the six specific service user groups that the Commissioning Body has identified as having highest priority. It also describes three cross-cutting service developments that have been endorsed by the Commissioning Body as having priority.

Specific Service User Priorities

The Consultation Draft Strategy identified a wide range of issues regarding the needs of vulnerable people in Lincolnshire but without specifying any particular priority to any specific service user group. The consultation process was asked to put forward likely priority needs on the basis of local and specific experience.

Although the responses to the consultation process were diverse, with respondents coming from a wide range of viewpoints, there was largely a comprehensive agreement around those vulnerable groups that were in priority need.

The Commissioning Body considered these responses in January 2005, and has confirmed the following six service user groups as having the highest priority for the next five years. They are:

- Young people
- People who are homeless
- Women fleeing domestic violence*
- Older people
- People with mental health problems
- People with physical and sensory disability

*There was considerable discussion within the Commissioning Body about whether the primary client group should be widened to include all people (that is men and women) fleeing domestic violence. It was acknowledged that the ODPM primary client group category was specifically focussed upon women. It was further acknowledged that the County Domestic Violence Strategy had similarly focussed upon women as being, by far, the largest group to be affected by domestic violence.

Whilst the Commissioning Body strongly feels the needs of men fleeing domestic violence should figure in commissioning plans for Supporting People, it does accept that many men in this situation do access other supported housing services and have their needs met in other ways. For the

purpose of the 5-year Strategy, the focus of attention will be on women fleeing domestic violence.

Priority Cross-cutting Service Developments

The consultation process also had a general consensus about the need to develop particular services to meet the needs of a wide range of vulnerable service user groups. These services are broadly described as being cross-cutting and are described in more detail in Section 3.1, above.

The Commissioning Body, at the January meeting, also endorsed this approach and highlighted three specific service developments as priority. They are:

- The need to develop 'move-on' accommodation for a variety of vulnerable groups. The Commissioning Body accepts that a number of frontline services do face difficulty in moving-on service users who no longer intensive services but, nevertheless, are not yet ready for full independence. Without access to outreach or 'move-on' accommodation it is likely these frontline services will increasingly become 'silted-up'.
- The need to focus upon people with multiple vulnerabilities and complex needs. In many service user groups, particularly around homeless people, young people and ex-offenders, there are individuals who demonstrate multiple vulnerabilities such as being homeless, a substance misuse problem and having mental health difficulties. This means their needs are complex and more difficult to support. Sometimes people in this category are referred to as having a 'dual diagnosis'.
- In many service areas, the vulnerable person needing support also has substance misuse problems. Service providers report this as a growing problem. As a result, service providers find they are having to provide support for a problem they do not necessarily have sufficient knowledge or competence to deal with. Because of the extent of this problem and the potential impact on service provision in the county, the Commissioning body have agreed there will be a focus upon this issue during the 5-year period of the Strategy.

Section 4 describes in more detail how each of these priorities will be translated into service provision.

3.3: Current Distribution of Resources between Service User Groups and Between Districts

Section 4:

Information on Needs and Services, Including Supply Analysis

4.1 Older People With Support Needs

Strategic Links

- ◆ The National Service Framework for Older People
- ◆ 'Quality and Choice for Older Peoples Housing' – national guidance
- ◆ 'Our Healthier Nation'
- ◆ Lincolnshire Health and Social Care Community Strategic Framework 2004 - 2010
- ◆ The East Midlands Regional Housing Strategy 2004 – 2010
- ◆ Lincolnshire Housing Strategy for Older People 2004 – 2007
- ◆ Robson Rhodes Review of Supporting People Implementation

Cross-reference to other sections of this Strategy

- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.2: People with Mental Health Problems
- ◆ Section 4.10: People with a Physical or Sensory Disability

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

Local Context

Older People are, by far, the largest Supporting People service user group both nationally and in Lincolnshire. They currently make up more than 90% of service users in the county. However, their share of the Supporting People grant is only 31%.

Furthermore, Lincolnshire has a higher than average, and growing, older population. The 2001 Census showed people aged 60 and over made up

nearly 25% of the total population in the county and projections show an expected increase to over 31% by 2020. This is a higher rate of growth than both the national and East Midlands regional projections. Continuing population growth is likely to be a particular issue in the east and south of the county.

Sheltered Housing across the county is a mixture of different types and ages of properties, including a proportion of 'bedsit' type dwellings. However, all sheltered housing across the county is experiencing much higher levels of frailty and dependency amongst its tenants than was previously the case.

The very rural nature of the county means that, in some areas, vulnerable older people live in communities with a poor social infrastructure, without shops or access to public transport. The cost of providing support services in such areas is also more expensive as support workers need to travel significant distances to reach service users. In addition, the tourist coastline attracts many older people in retirement.⁶

On the other hand, there have been major advances in the effectiveness and availability of assistive technology, 'smart' products linked to Emergency Call Centres that potentially minimise the impact of crisis events such as falls and make the individual person feel more secure.

Central Government Strategic Context

In response to the growing elderly population nationally, improved services for older people is a focus of central government strategy.

The National Service Framework for Older People provides a clear structure to take forward health and social care services.

Other related strategic drives include:

- A key health and social care priority is the provision of local services to help in the 'management of chronic illness' which includes older people
- The Department of Health proposal to significantly increase the availability of Extra-care Sheltered Housing with extra funding available
- Both the Office of Deputy Prime Minister and the Department of Health are keen to see Home Improvement Agency services expand to provide national coverage by 2006⁷

Robson Rhodes Review

The Robson Rhodes Review investigated the implementation of the Supporting People Programme. As part of a wide range of recommendations,

⁶ Lincolnshire Housing Strategy for Older People, 2004 – 2007

⁷ House of Commons Select Committee Report, 'Supporting Vulnerable and Older People: The Supporting People Programme', July 2004

the review recommended that Supporting People Administering Authorities should undertake high-level, strategic reviews of services in the four main service user groups, including older peoples' services.

Regional Housing Strategy 2004 – 2010

Out of 16 priority policy proposals described in the Regional Housing Strategy, three relate directly to older people. These are:

- Policy 4: "Providing options for unpopular or unsuitable sheltered housing stock"
- Policy 10: "Assisting people to maintain their independence for as long as they wish"
- Policy 12: "Ensuring that in rural areas and market towns there is both an appropriate provision of quality housing to meet a range of needs, and access to related services for vulnerable people of all ages"

Other areas of the strategy also relate to older people, but less directly.

In addition, Home Improvement Agencies are seen to have a key role in delivering Policy 5: 'Renewing and re-vitalising the private sector' and will be involved in delivering Policy 11: 'Promoting healthy, safe and eco-efficient homes'.

Lincolnshire Housing Strategy for Older People 2004 –2007

The Lincolnshire Housing Strategy for Older People identified the following priorities:

The main priority for this Housing Strategy for Older People, is to ensure that there is diversity and choice in the provision of housing and services, which promote independence and that are responsive to all older people's needs and preferences, which are addressed as follows:-

- Information and advice is easily accessible to older people and to professionals on the variety of housing and support options available.
- Registered Social Landlords, Local Authorities and Service Providers should review housing and services to ensure that they are flexible enough to support a variety of housing choices and meet changing needs.
- Housing for older people should be of a decent standard and support/care services should be of a high quality.
- There should be joint working between housing, health and social care, in order to ensure integrated services.

This Strategy reflects the above.

Information from Monitoring and Review Programme

A number of services for older people have been reviewed, and more reviews are scheduled.

Early results particularly demonstrated the impact of implementing a consistent performance and quality assessment framework for the first time. Many early reviews showed significant gaps in some service providers' policy framework and support practices. Through training and the implementation of action plans, agreed between the Monitoring and Review Programme and individual service providers, later results show a marked improvement. Older Peoples services have made major steps forward, however there is still considerable inconsistency between different service providers and this needs to be worked upon.

On a more positive note, the work of developing individual support plans for all service providers is a significant achievement, particularly for the larger service providers. This should not be a one-off exercise however and future service reviews will continue to ensure plans are in place for new service users, and that existing plans are regularly reviewed and acted upon.

South Kesteven District Council Best Value Review

Another source of relevant and up to date information comes from the South Kesteven District Council Best Value Review of sheltered housing completed in 2002/3. The review allowed existing tenants to fundamentally question existing support services and gave the opportunity to radically re-evaluate the basis of sheltered housing in the district.

As part of the review, the results of an in-depth questionnaire to existing tenants, whilst confirming how valued the sheltered housing service was, also demonstrated a number of significant weaknesses in existing provision.

- Having a sense of security, "knowing someone is there", was of paramount importance to most older people
- Many respondents reported that there needed to be more information about the range of services available, and that this needed to be easily accessible
- Nearly 85% of tenants felt very or fairly satisfied with existing services, although 'lack of choice' was a frequent complaint
- There was slightly greater satisfaction with the mobile community warden service than with a resident warden (92.1% to 87.9% respectively)
- Daily contact was seen as important by only 15.3% of respondents

- Three visits per week was the most frequently requested support with 55.7% respondents in favour
- Many tenants reported that they would welcome an expansion of services to include lifts to hospital, odd jobs around the home and help with gardening

A relatively high number of respondents (11.4%) stated that they do not need 'help or support from anyone to remain at home and retain an independent lifestyle'. Anecdotal evidence from elsewhere in the county would suggest this is common and, if anything, higher elsewhere. One district reports that the proportion could be as high as 30% of tenants who feel they do not need a support service and would refuse one if asked to pay. This begs the question of why a finite budget such as Supporting People, is paying for this group of tenants.

The implementation of Supporting People provides a real opportunity to re-think the nature of housing-related support provided to older people. The separation of the accommodation from the support service under Supporting People allows a fundamental re-think of the way services are provided to ensure they are more in line with the needs and wishes of people using those services. In addition, it is likely to provide a more focussed and cost-effective response to peoples' needs whilst enabling a larger number of people to remain independent.

Assessment of Value for Money

Sheltered Housing

Averaged unit costs for sheltered housing services across the county show a marked variance with average costs ranging from £1.74 per week for one service provider up to £33.61 for another. Some of these unit costs are much higher than both the national and regional averages whilst others are well below.

In addition, by averaging all of the unit costs for each service provider, some of the relatively very high costs are masked. However, unit costs of services for older people are low overall in comparison to other service areas.

Community Alarms

Community Alarm services provide a low cost but effective support service for many older people. However, the way the services are currently provided in Lincolnshire could be made more effective. There are currently 23 service providers. The size of these services range from several hundred service users to, in one instance, four service users. Similarly the scope and quality of these services are not consistent. There is also evidence across the county that service users are being charged at different rates for the same service, and that some service users are excluded from having access to Supporting People funding at all.

A more effective service, both in terms of cost and performance could be provided through the amalgamation of some of these services to provide a larger and more consistent service across a larger geographical area.

The recommended Strategic Review of older peoples services should include a separate exercise to investigate and recommend changes to the existing Community Alarm services.

Potential Risks to Current Provision and Contingency Plans

- Some sheltered housing accommodation across the county will not meet Decent Homes Standard and/or will not meet the identified needs and requirements of current and future service users

Contingency Plan: the fundamental strategic review of older peoples services will identify those properties most at risk

- There is a risk that housing services will not be appropriately engaged in the health and social care modernisation agendas

Contingency Plan: the fundamental strategic review will identify the areas where joint strategic commissioning of integrated services can be achieved

Identified Gaps in Service Provision

Whilst Supporting People services for older people are the largest provision of services in Lincolnshire, there is no certainty that these are:

- The right services?
- The most cost effective services?
- Of the right type or in the right place?
- That they meet the needs or choice of the people using those services?

In fact, there is clear evidence that some current services do not meet the above criteria⁸.

This being so, there is a clear need to undertake a fundamental Strategic Review of all housing support services for older people across Lincolnshire and that this should be seen as a commissioning priority.

In line with the principles laid out for partnership working above, this review should also include a review of associated social care and health services. In doing so, there is an opportunity to look at ways these services can provide a 'joined-up', 'whole systems' approach, in line with the wishes of people using these services. One outcome of the Strategic Review should be the development of a countywide Strategy for Older People in line with national best practice and as recommended by the Older Peoples Housing Strategy group.

⁸ South Kesteven District Council Best Value Review of Sheltered Housing Services

Provision of Information

Older people in Lincolnshire regularly report that they find it difficult to make informed decisions about what services they need because of the lack of information available.⁹ This lack of information limits their choice. In some circumstances the older person may feel unable to make the right choice and hand over the decision to another, thus adding to a sense of vulnerability and insecurity.

A key priority for the Supporting People Programme will be to establish improved information about the full range of services and to ensure this is easily accessible.

Services Being Developed

Bunkers Hill, Lincoln

Extra-care provision of 38 2-bed flats (up to 76 service users) is being developed in the Bunkers Hill development in Lincoln. The Housing Corporation provided part of the capital investment.

Bunkers Hill is due for completion in October 2005.

Elizabeth Court, Louth

Another extra-care development is nearing completion in Louth, replacing an existing sheltered housing unit. Elizabeth Court was also partly funded through capital investment from the Housing Corporation. This will provide services for 40 service users and is likely to be available from April 2005.

Taken together, these two schemes represent a significant investment in services for older people.

Extra-care Provision

In addition to the above schemes and in line with central government policy, work is continuing through the Older Peoples Housing Strategy Group to identify other potential opportunities to develop extra-care schemes. The long-term intention will be to establish services across the county to ensure all older people will have access to this specialist provision relatively locally.

North Kesteven District Council have already converted an existing sheltered housing scheme in Sleaford in partnership with the South West Primary Care Trust and Social Services.

Specific work is underway in the south of the county, Bourne, to re-develop another existing scheme, but this will require capital investment.

⁹ Lincolnshire Housing Strategy for Older People 2004 - 2007

Work has also been undertaken exploring the potential of converting an existing scheme in Boston. This would also require capital investment.

Taken all together, these developments demonstrate a significant and co-ordinated partnership effort. There is potential for funding to be identified from a number of sources. The need for Supporting People revenue funding will be addressed as schemes reach fruition and as resources allow.

Countywide Home Improvement Agency

The development of a countywide Home Improvement Agency was identified as a key priority in the Supporting People Shadow Strategy. Work has continued to identify an appropriate structure and composition to deliver such a service in Lincolnshire. This work included submitting a bid for extra Government funding which successfully resulted in £80,000 increased grant.

Work is still continuing to develop this new independent service which will provide services across at least three districts in the first instance, but with the intention of involving all districts eventually.

Mental Health Services for Older People

The Supported People programme has agreed to commit funding towards the development of a floating support service to meet the needs of older people with mental health problems. Without such services it is likely some service users would need to move to residential care or even long-stay hospital provision, at a much greater overall cost.

These services are currently being piloted to identify the most effective type of support required. It is envisaged that, once the pilot period is complete, these services will continue to expand to meet a growing need.

What will services look like in 2010

The Commissioning Body has identified Older Peoples services as a priority for this Strategy.

The fundamental service review in 2005/6 will provide the factual basis to determine commissioning intentions in to the future. The fundamental service review will also ensure housing support services for older people will be closely linked and aligned with developing health and social care services. As a result, service users in 2010 will have a more holistic and seamless package of support and care, focussed upon their individual needs and identified outcomes.

The Supporting People programme will work closely with service providers to ensure there is easy access to comprehensive, quality information about all services. This could become a requirement on all service providers to produce, or could be commissioned from one appropriate organisation to provide information on services across the county. As a result, service users

and their carers in 2010 will be able to exercise considerably more choice in their required package of support. This will be an enabling change and the service user will feel more in control of the decision making process.

Divorcing the support service from a specific building under Supporting People provides a significant opportunity, particularly in older people's services. This enables services to become more flexible and not confined to a particular tenure. Although many older people prefer to retain an on-site warden or support service, there is equal and growing support¹⁰ for mobile support services, and this is likely to be the pattern of service provided in the future. As a result, service users in 2010 will receive a more flexible service and will have the choice of where that service will be provided without, necessarily having to move to receive it.

Community Alarm services across the county will be rationalised with only a small number of service providers being commissioned to provide a much larger and more consistent service. These are likely to provide a wider range of interventions than is the case for some existing services. For example, the Community Alarm services will be linked to advances in Assistive Technology so that the Alarm Call Centre will provide the focus for a wide range of initiatives, not all of which will be financed directly through Supporting People resources. As a result, service users in 2010 will have access to a range of relatively low cost alarm services that will help them to feel more secure within their home and reassure their carers that support is readily available.

By 2010, there will be greater provision of Extra-care Sheltered Housing with services being available across the county. These services will provide support for a number of people with higher levels of need. As a result, there will be less pressure for older people to opt for residential care and a genuine increase in choice of service available. Similarly, it is likely there will be a substantial increase in Leasehold Sheltered Housing services in the county. This will also increase the number of available options for older people in 2010.

By 2010, the countywide Home Improvement Agency will be well established with most, if not all districts involved. The independent service will have been able to attract resources from a wider range of sources than is currently the case for in-house services and, as a result, the Agency will provide a much wider range of services. This will include low-level preventative services such as a handyperson scheme. An effective Home Improvement Agency will be able to arrange timely adaptations and repairs to enable people to remain in their own homes if that is their choice.

¹⁰ South Kesteven District Council Best Value Review, 2002/3

4.2 People with Mental Health Problems

Strategic Links

- ◆ National Service Framework for Mental Health, 1999
- ◆ Mental Health and Social Exclusion, Office of Deputy Prime Minister, June 2004
- ◆ Lincolnshire Health and Social Care Community Strategic Framework 2004 – 2010
- ◆ East Midlands Regional Housing Strategy 2004 - 2010
- ◆ Robson Rhodes Review of Supporting People Implementation

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.1: Older People with Support Needs

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the County	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

The National Service Framework for Mental Health sets out key objectives for the development of Mental Health Strategies. These include:

Agreement between health, social services and housing that services for people with a mental illness are a priority in the medium and long-term

- Development of a defined range of care, support and housing options to provide a wide spectrum of care and support within housing settings

- Maximum use of floating support so that as wide a range of support as is practicable is available within the service user's own home

The National Service Framework further comments:

"Service users themselves believe that adequate housing and income, and assistance with the social and occupational aspects of daily living are among the most important aspects of care and reduce disability."

More recent information has been published by the Social Exclusion Unit¹¹ states that:

"One in four tenants with mental health problems have serious rent arrears and risks losing their home."

This is confirmed by the Regional Housing Strategy which states:

"A significant proportion of homeless people have a mental health problem. NACRO estimate that 25% of their intake is people with mental health problems. In particular, it is important to explore the use of co-ordinated placement in ordinary general needs housing stock as a way of creating conscious networks and communities of mutual support."

An informal piece of research was undertaken earlier this year in Lincolnshire. This work tried to identify the extent of need and type of housing support services to help support local people with mental health problems. Because the response rates were not good, the data collected cannot be seen as truly reflective of the local position, however it remains as good an estimate as is available. As such it provides helpful guidance in the development of the Supporting People 5-year Strategy. It is in the process of being up-dated, and will therefore provide an effective knowledge base on which to base future commissioning intentions.

The findings do show that only a small proportion of vulnerable people currently access Supporting People services in Lincolnshire. There are around 1,500 people with mental health problems, most in the age range 30 – 60 years, who are supported to live in their own accommodation, of which:

- 68% live in rented accommodation
- 32% are owner-occupiers
- 14 individuals (0.9%) were said to be homeless
- A further 52 individuals (3.5%) were said to be in urgent need of rehousing
- Only 8% were reported to be in receipt of Supporting People funded services

The research also reported a number of key issues including:

¹¹ Mental Health and Social Exclusion, June 2004

- A need to increase the range and choice of housing available to people with a mental health problem through partnership with local housing providers
- As part of the above, there is a need to develop protocols with housing providers to ensure housing is available in a timely manner
- Similarly, protocols need to be established to ensure timely access to health and social care support if a person's health deteriorates
- A need to improve 24 hour access to supported accommodation across the county
- There is a need for a county Mental Health Housing Strategy
- More accessible information about housing and support services that are available.

One aspect of the research was a detailed review of long-stay hospital provision in the county. The review identified the average length of hospital stay varied between 3.25 years and 11.75 years. More specifically, the review identified 44 individuals who were assessed as no longer requiring in-patient treatment but could not be discharged because of the shortage of appropriate services.

Not all of the above fits within the Supporting People programme, but the development of that range of provision, jointly funded within the context of Strategic Commissioning, would provide an effective support for this group of vulnerable people. Services of this type would certainly fit current health targets around promoting independence and the management of chronic conditions.

Earlier this year the Commissioning Body recognised the current low-level of Supporting People funding for services for people with mental health problems and, in particular, the results of the review of hospital provision. As a result, three new services were commissioned (detailed below) which are now coming into being. One aspect of these services was to pilot new types of service provision to establish what works well and best practice within these services. As a result of these pilots, it is likely there will be further requests to expand funding.

In addition to the above, a longer-standing service in the east of the county has recently received extra funding to help it meet local demand. Even so, the service continues to report that local needs for that service continue to outstrip service resources.

As described in Section 3.1 on Key Themes, the Robson Rhodes Review recommended Supporting People programmes should undertake fundamental Strategic Reviews of four main types of service including services for people with mental health problems. The Commissioning Body has agreed that that review should not take place until 2006/7 to give chance for these new services to 'bed-in'. Even so, that timescale should not preclude the opportunity for these services to request extra funding if the results of their internal monitoring demonstrates clear need for expansion.

One outcome of the Strategic Review could be the establishment of a Mental Health Housing Strategy for Lincolnshire as identified in the local informal research.

Information from Monitoring and Review Programme

No specific information to report. Service reviews are planned for some of these services.

Assessment of Value for Money

Most long-standing services in Lincolnshire operate at below both the national and regional average unit cost. In common with other service areas there is a range of average unit costs but, with the exception of one small service, these differences are less noticeable.

Newer services are more intensive and, therefore, more costly. A more detailed analysis of their unit costs will need to be undertaken later in the light of their continuing progress and effectiveness in meeting outcomes.

Potential Risks to Current Provision and Contingency Plans

- Supporting People services for people with mental health problems are currently at a low level, despite being increased earlier this year. Some vulnerable people are at risk of failing in the community, and even requiring hospital admission because of the lack of appropriate support services.

Contingency Plans: Internal monitoring of existing and new services will identify shortfalls in provision. Service expansion is possible within given resources. At the same time a fundamental Strategic Review of these services in 2006/7 will both establish the effectiveness of housing support services in helping this vulnerable group, but will help define the links with other health and social care services to establish a 'whole-system' service.

Identified Gaps in Service Provision

As described above, services for this vulnerable group are at a low level and does not meet identified need. Even with the expansion of existing provision earlier this year service levels are poor. Lincolnshire has the second lowest spend of Supporting People grant on mental health services in the region.¹²

This low level of provision has been confirmed through the Strategy consultation process and, as a result, has been identified by the Commissioning Body as a priority specific service user group. As further local research develops and following the fundamental service review in 2006/7, it

¹² Based upon Grant allocation on implementation, April '03

is likely there will be more clarity about the gaps in service provision to inform commissioning intentions. In the same way, a focus upon service users with multiple vulnerabilities will highlight the interrelationship between support services for people with mental health needs and other service user groups, in particular homeless people.

Vulnerable Adults

One specific group has been identified where no specific services currently exist. This group are vulnerable adults who demonstrate a range of low-level conditions which fall outside of the eligibility criteria of the statutory agencies but which, nevertheless, prove to be a significant barrier to them living successfully in the community. Such people often find themselves ricocheting off a number of agencies, including housing, without really receiving the support that they need. As a result they continue to pose a problem for many years.

Work is underway to develop a range of multi-agency support services to cater for this group. The Commissioning Body has agreed that the establishment of appropriate supported housing services should form part of this development.

Move-on Accommodation

People with mental health problems are another group severely affected by the lack of move-on accommodation. This is reflected in the Social Exclusion Unit report.¹³

Services Being Developed

As a result of the findings of a detailed review of long-stay mental hospital provision in Lincolnshire, three new services were commissioned this year and are on the point of coming into being. They are:

- A scheme to provide an intensive floating support service to enable early discharge for people being discharged from rehabilitation and acute wards
- A longer-term floating support service for older people with mental health problems
- A shorter-term floating support service operating in the Sleaford, Spalding and Stamford areas

These services will support a total of 130 service users at any one time.

¹³ Mental Health and Social Exclusion, June 2004

What will services look like in 2010

As a result of being identified as a priority service user group, service provision for people with mental health problems will have increased by 2010. The fundamental service review and on-going research of local need will have highlighted those gaps in service that were in greatest need.

This continuing focus will have resulted in a Mental Health Housing Strategy for Lincolnshire. As a result, housing support services will be closely linked to health and social care agendas for people with mental health problems. Service users are likely to experience a more joined-up, 'whole-system' style of service which focuses more closely on their individual needs. This will ensure that fewer people will remain within inappropriate, long-stay hospital provision because of being unable to access supported housing services.

By 2010 there will be services for 'vulnerable adults' with clear signposts for service users and professional workers alike to ensure this specific service user group can access appropriate services. In addition, there will be a range of services available to meet a variety of levels of need, including 'move-on' services to enable people to access greater independence, whilst still being supported.

There will be protocols in place between service providers and specialist mental health services. These protocols will ensure vulnerable service users are not abandoned without access to mental health services. These protocols will increase the confidence of private landlords in offering properties to people with mental health problems and, therefore, increase the number of properties available.

There will also be working protocols in place between service providers for other vulnerable groups, in particular homeless people, and specialist mental health services. These will similarly improve the overall service these vulnerable people receive and ensure they have access to appropriate supports.

4.3 People with Learning Disabilities

Strategic Links

- ◆ Valuing People: A New Strategy for Learning Disability for the 21st Century
- ◆ Lincolnshire Learning Disability Partnership Board Housing Plan
- ◆ Lincolnshire Commissioning Strategy for Learning Disability Services: 2004 – 2007
- ◆ Robson Rhodes Review of Supporting People Implementation

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes Underpinning the Strategy

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

The style and approach to the provision of support to people with learning disabilities has changed radically over the last few years both nationally and within Lincolnshire.

The driving force nationally since 2001 has been Valuing People:

“Expanding the range and choice of housing, care and support services is key to giving individuals more choice and control over their lives.”

In Lincolnshire, a major review of health and social care services in 1997 heralded a period of major change and the development of an agreed joint strategy in partnership with the then Lincolnshire Health Authority. This

strategy was based upon the principles that people with learning disabilities would:

- Be included in mainstream communities, not excluded from them
- Have choices, rights and entitlements
- Be listened to and have their wishes acted upon
- Achieve greater independence if they were allowed to

With the introduction of the Supporting People programme, and the preparation leading up to its implementation, it became clear that this was an opportunity to achieve the above principles. Lincolnshire had a particular advantage in that, following the 1997 review, 200 people had been discharged from inappropriate hospital care and five large institutional hostels had closed so that there were already people based in the community ready to access Housing Benefit. As a result, packages of care and support could be reviewed and higher claims for benefit submitted to provide more appropriate packages of care and support. Lincolnshire was not alone in taking that opportunity.

The Robson Rhodes Review criticised central government for their lack of advice and guidance on the dividing line between 'care' and 'support' in the run up to implementation of Supporting People. In the absence of central guidance, local judgements had to be made. But as a result, and because of the relatively large number of people locally who were in a position to take advantage, Lincolnshire had, by far, the highest level of Supporting People grant in the region being paid to learning disability services at April 2003. In addition there were a number of very high cost packages of support locally, which skewed the overall Supporting People spend in the county.

The Commissioning Body acted quickly. As a result of a detailed review of service users accessing Supporting People funding it was agreed to introduce a 'banding' system of payments – high, medium and low – based upon likely housing support needs. In addition, cost ceilings were imposed for each payment band. This was implemented in December 2003. However, more recent information has shown that this decision has had a severely negative impact upon Social Services Learning Disability resources, and the bandings have been reviewed again to ensure greater service sustainability. The Commissioning Body has agreed to support increased funding until March 2006, and following the fundamental strategic review.

Overall though, the picture for services for people with a learning disability remains confused. As a result of legacy funding there is still inconsistency around this service area:

- Some people who have high personal care needs but need little housing support receive Supporting People funding, often at the highest band
- Other people who need little personal care and have significant housing support needs are excluded from Supporting People funding because they weren't able to claim Transitional Housing Benefit prior to April 2003

Not surprisingly, both service providers and social care practitioners assessing packages of support are confused. This is not a satisfactory position for either Learning Disability services or the Supporting People programme.

There is a need to rationalise the situation and, as described in Section 3.1: Key Themes, it has been agreed that a fundamental Strategic Review of these services will be undertaken in the next financial year.

Further Context

The family placement service in Lincolnshire, Adults Supporting Adults, whose clients are primarily people with a learning disability, is in the process of becoming an independent charity. Under Transitional Housing Benefit this service had been able to grow at a rate of about 10% each year. Such growth has not been able to be sustained under Supporting People because of uncertainty about future available resources.

An independent service provider operating in the east of the county, Linkage Community Trust, provides education and support services to young people with learning disabilities has found that some service users would be able to achieve greater levels of independence, moving out of residential care into tenanted accommodation, if revenue funding were available. The service provider did apply for 'pipeline' funding prior to the implementation of Supporting People, but was unsuccessful. These services, if developed, should qualify for Supporting People funding.

The Commissioning Strategy for Learning Disability Services in Lincolnshire sets a target to reduce the number of residential care placements by 10% by 2007. People leaving residential care will need to have access to Supporting People services. The strategy also identifies priority concerns about future services for people with learning disability living with older carers and young people in transition from children's services. Both groups will need to be considered in both the Supporting People 5-year Strategy and the fundamental Strategic Review.

Information from Monitoring and Review Programme

Initial results from the Monitoring and Review programme demonstrate a number of issues:

- It confirms the confusion amongst practitioners, described above, about the dividing line between care and housing related support
- Similarly, results show that some service providers have still not made the transition from being a 'care provider' to providing a housing related support service. In some cases support staff still don't understand the difference

- Some service users clearly need very high levels of personal care so that the housing related support service has little impact on their level of independence
- In some situations, some aspects of the housing support service have been contracted to another service provider. This is a result of the way that these services were established in the first place. There are concerns whether these arrangements create more confusion and whether there are examples of service duplication

Assessment of Value for Money

At the point of implementation of Supporting People many of these services did not represent value for money. The initial allocation of Supporting People grant to services for people with a learning disability in Lincolnshire represented 32% of the total allocation to this service in the East Midlands. Within in the county, funding for these services accounted for 51% of the total grant available. Lincolnshire had some of the highest-cost packages of support in the region.

The introduction of a service banding payment system artificially provided better value for money but, as has been seen subsequently, had a seriously negative impact upon the sustainability of all these services and has had to be reviewed. A much more radical review of the total funding mechanism, as part of the Strategic Review is needed.

In addition, where some aspects of the support service have been subcontracted to another service provider, there is concern that this unnecessarily increases costs. Although a much lower rate of funding has now been negotiated, the Monitoring and Review process will review whether expenditure here is appropriate.

Potential Risks to Current Provision and Contingency Plans

- Some high-cost packages of support identified at implementation were unsustainable. However the introduction of a banded payment system seriously affected the resources available in this sector, to the extent that some services were at risk.

Contingency Plans: Undertaking a Strategic Review will provide a more rational and sustainable funding structure.

- There is considerable confusion about this service area as to entitlement and eligibility to funding. Some service providers are unclear about the distinction between 'care' and 'support'.

Contingency Plans: Again, the Strategic Review will provide a clearer and more rational service.

Identified Gaps in Service Provision

- Some potential service users whose needs should be being funded through Supporting People are currently excluded
- Similarly, some service providers, for example Keyring, do not currently access Supporting People funding, although their low level housing support services clearly should fit within the programme
- Because of the confusion surrounding this service area, it is unclear how these services can expand to meet growing needs, particularly for young people in transition. The Learning Disability Commissioning Strategy states that there are over 290 young people aged over 14 years who will need some service in the next few years.
- People in services provided by Linkage, who should be able to move out of residential care into more independent supported accommodation, are being prevented from doing so because of lack of funding

Services Being Developed

None using Supporting People funding at present. Undertaking a Strategic Review as recommended will provide more clarity about future likely needs.

What will services look like in 2010

It is likely that the style and focus of services for people with a learning disability will look very similar in 2010. It is likely the same drivers that have shaped current support and care services will continue and that more people with learning disabilities will be supported in smaller, more appropriate accommodation. However, the funding streams for these services will be considerably different.

In 2010, and following the results of the fundamental Strategic Review, Supporting People will fund a range of low-level support services focussed upon individuals being able to attain higher levels of independence. Service users will be able to access more community services and make a more active contribution to the wider community. Service users with greater support and care needs will have their package of support funded through Community Care budgets.

The introduction of the Supporting People Funding Formula, V.2, will significantly reduce available resources for this service user group bringing Lincolnshire more in line with neighbouring authorities. This will release resources in Lincolnshire to fund service developments in the identified priority service areas.

As a result of these changes, access to funding will be more transparent. The current confusion for workers, service users and the wider community will become much clearer.

4.4 People who are Homeless

Strategic Links

- ◆ The East Midlands Regional Housing Strategy 2004 - 2010
- ◆ Lincolnshire County Homelessness Strategy 2003 – 2008
- ◆ Robson Rhodes Review of Supporting People Implementation

Cross-reference to other sections of this Strategy

- ◆ Section 3.1: Key Themes
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.2: People with Mental Health Problems
- ◆ Section 4.5: Ex-Offenders and People at Risk of Offending
- ◆ Section 4.7: Young People
- ◆ Section 4.8: Teenage Parents
- ◆ Section 4.9: Women at Risk of Domestic Violence

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

The Homelessness Act, 2002 required that all Housing Authorities develop and publish a strategy detailing how homelessness would be tackled locally. In Lincolnshire, six of the local Housing Authorities¹⁴ joined together as a sub-group of the Lincolnshire Housing Forum to produce a County Homelessness Strategy, with each specific local strategy contained within.

The process involved undertaking a fundamental review of homelessness in each area to inform the Strategy. The County Homelessness Group was a

¹⁴ South Kesteven District Council, as a member of the Welland Local Strategic Partnership, chose not to be part of this process

partnership of not just the six district councils but included representatives of NACRO, Shelter, Lincolnshire Social Services, East Lincs Primary Care Trust, as well as a representative of the Supporting People Team.

The contents of this section of the Supporting People Strategy are largely drawn from the work of that group. As a result of the partnership, the County Homelessness Group and the Supporting People programme jointly commissioned research by the University of Lincoln to identify the scope and causes of homelessness in Lincolnshire¹⁵. The research was published in October 2004, and has provided a factual basis for the 5-year Strategy.

In addition to requiring Housing Authorities to publish a Homelessness Strategy, the Homelessness Act widened the categories of priority need for local authorities to include:

- 16 and 17 years old
- Care leavers aged 18 to 20 years
- People who are vulnerable because of time spent in care, the armed forces, prison or in custody
- People who are vulnerable because of violence

The research has confirmed that homelessness is a growing problem across the county. Boston Borough Council recorded an increase in incidents from 63 in 1997/8 to 284 incidents in 2001/2. Similarly, South Holland district Council reported a significant rise in vulnerable homeless households (where the council accepts a duty to assist) from 46 incidents in 2000/01, to 118 in 2001/02 and 164 in 2002/03. Lincoln reported the number of homeless presentations increasing from 206 in 2001/02 to 529 in 2003/04. East Lindsey District Council reports the highest level of homelessness where there were 1,406 applications in 2002/03, of which 385 were identified as being in statutory need of assistance.

The research states:

“All councils record increasing levels of homelessness, especially amongst young people (who were cited....as comprising the largest group of ‘hidden homeless’).”

“Council statistics underestimate the extent of homelessness within the county....”

The East Midlands Housing Strategy recognises the problem as a regional one. One of its key policies (Policy 9) is ‘Tackling the Causes of Homelessness’.

In response to the increase in demand across the county, and using the potential opportunity of clearer access to Transitional Housing Benefit,

¹⁵ Lincolnshire Homelessness Strategy Research, University of Lincoln

services in the county increased significantly in the period just prior to Supporting People implementation.

Of particular note is the growth of floating support services which were originally developed in East Lindsey, but which acted as a model for other districts. In addition, South Kesteven were involved in the development of a service operating across the Welland Partnership. Early evidence suggests that these new services are very effective. These service developments are exciting in that they potentially provide a model for the development of other services and for other service user groups. One priority for development in the future might be to either extend existing services, or develop new services of this type for areas of the county not currently covered.

Further to Section 3.1: Key Themes, homelessness services are one of the four priority service groups which the Robson Rhodes Review recommended should be the subject of a fundamental Strategic Review. Given the relative newness of many of these services, the Commissioning body has agreed this review should not take place until 2006/07.

The Commissioning Body has identified services for people who are homeless as a priority in this Strategy.

Information from Monitoring and Review Programme

Not all services have been reviewed yet. Early indications from those services that have, suggest the new style of floating support service is effective in tackling homelessness. East Lindsey District Council have reported that, taken together with other preventative measures, there has been a 70% reduction in homelessness presentations since introducing the new style of services.¹⁶

Boston Mayflower's floating support service has also reported reductions in homelessness since the introduction of the service.

There are wide variations in costs and in service quality. There is a correlation between the two that warrants further investigation.

Assessment of Value for Money

An assessment of unit costs of services for both homeless families and single homeless people raise some interesting questions:

- Average unit costs for homeless families have a range from over £200 per week down to under £20 per week. The highest unit cost is a hostel based service whilst the lowest is floating support

¹⁶ Report to East Lindsey District Council Community Issues Review Group, 3rd November 2004

- Similarly, average unit costs for services for single homeless people range from nearly £300 per week down to nearly £70 per week.
- In this instance, the highest costs were for a service provider who has been assessed as providing a high quality service. The question that needs to be assessed by the Commissioning Body is to define the level of service quality in relation to service costs.
- Most services in both service categories operating in the county have average unit costs close to or below both the national and regional averages
- In all of the above, the data used have been averaged. Whilst this provides interesting comparator data, it can also be misleading. Work is underway through the Monitoring and Review process to better understand the raw information and to ensure the programme compares like with like.

Potential Risks to Current Provision and Contingency Plans

- There is only one Emergency Night Shelter operating in the county. This is sited in Lincoln. Research by Shelter¹⁷ demonstrated the wide range of vulnerabilities service users of the shelter demonstrate. The research confirmed that the majority of service users are from Lincolnshire. Without this provision, there would be no direct access emergency provision in the county for this group of very vulnerable people.
Contingency Plans: The work of the Lincoln Night Shelter needs to ensure that it forms part of the overall county strategy for homelessness.

Identified Gaps in Service Provision

- The recommendations of the County Homelessness Strategy are not yet fully implemented. The Sub-regional Housing Strategy Group, in developing a local Action Plan to begin to implement the Regional Housing Strategy, has recommended that the other elements of the Homelessness Strategy should be developed.
- Feedback from service user consultation confirms the concerns described above about there only being one Emergency Night Shelter in the county. Potential service users in parts of the county prefer to sleep rough rather than risk the cost of travelling to Lincoln, especially as there is no guarantee of a place being available.
- Young people are consistently highlighted across the county as the homeless group in priority need. Section 4.7 describes their needs in

¹⁷ 'Does it have to be like this? – a report about the people who stay at the Nomad Trust in Lincoln', September 2002

more detail. The development of specific emergency accommodation for young people across the county has been agreed as a commissioning priority.

Services Being Developed

In recognition of the growing problem in Lincoln, the Commissioning Body agreed earlier this year to increase funding for homelessness services in the City. As a result a range of new services are being developed with the City of Lincoln working in partnership with a number of service providers and organisations to meet local need.

A floating support service is being considered, along the lines of, and using best practice from the service developed by East Lindsey. The proposal is to ensure adequate move-on accommodation is an integral part of the new service. It is likely that around 100 households will be supported at any one time.

What will services look like in 2010

Services for homeless people will operate as part of a wider network of services, having links to a number of other service areas such as services for young people and for people with mental health problems.

As such Homelessness Services will have developed close working relationships with other service providers and with specialist health and social care services to ensure that vulnerable homeless people are able to access an appropriate package of support to meet their individual and multiple needs. These relationships will be underpinned by protocols to ensure a consistent approach across the county.

At a strategic level, the Lincolnshire County Homelessness Strategy will have been revised, but it is likely there will continue to be a focus upon homelessness provision through the work of the County Homelessness Strategy Group. Supporting People will be actively involved in this.

As a priority service user group, homelessness services will have expanded. It is likely that every district in the county will have a floating support service of the type developed in East Lindsey. As a result more potentially homeless people will be supported and aided to maintain their tenancy and fewer people will be declared homeless.

Emergency night shelter accommodation will be fully integrated into other support services to ensure there is a co-ordinated approach to homelessness. Additional night shelter provision will be developed, particularly in the east of the county.

Specific emergency accommodation for young people will be developed across the county to reduce the potential damage to young people who become homeless. The intention being to support them in the short-term until

they are able to either return home or access more appropriate, longer-term support services.

4.5 Ex-Offenders and People at Risk of Offending

Strategic Links

- ◆ Criminal Justice Bill will be enacted by March 2005
- ◆ East Midlands Regional Housing Strategy 2004 – 2010
- ◆ East Midlands Resettlement Strategy
- ◆ Lincolnshire County Homelessness Strategy 2003 – 2008
- ◆ Crime and Disorder Reduction Partnerships
- ◆ Prolific and Priority Offenders Strategy for Lincolnshire, September 2004

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 4.2: People with Mental Health Problems
- ◆ Section 4.4: People who are Homeless
- ◆ Section 4.6: People who Misuse Substances

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

Lincolnshire contains three major prisons. The Drug and Alcohol Action Team (DAAT) undertook research, involving 240 prisoners at Lincoln, earlier in 2004.¹⁸ Results suggest that around 40% intended to remain in Lincolnshire on release and that 35% of respondents expected to have no fixed abode on release and a further 5% to be living with friends.

¹⁸ DAAT informal research of prisoners at Lincoln Prison, 2004

The Probation Service has also begun to collect detailed information using the national database, OASys. The initial data covering 1455 assessments in Lincolnshire, between April 2003 and February 2004 is not as dramatic as the DAAT research. Of those assessed around 4% were said to have 'No Fixed Abode' and a further 13% were in transient or short-term accommodation. Only 4% were in supported accommodation. As part of the consultation process, however, the Probation Service did report that the OASys data was probably under-reporting the extent of accommodation needs amongst ex-offenders in Lincolnshire.

Nevertheless, even these lower figures show a considerable problem, particularly as national research suggests that ex-offenders who receive effective supported accommodation on release are likely to reduce their chances of re-offending by up to 70%.

The OASys data has other messages that cause concern. Despite the lower figure given above in terms of the short-term nature of their accommodation, 17% of assessments stated there was a 'significant problem' in the stability or permanence of the accommodation. The assessments also show 'significant' concern about the suitability of location of the accommodation in some 16% of cases, and 'some' concern' in a further 18%. Finally, the data also shows that, in the opinion of the Probation Officers undertaking the assessments, there was a clear link between the ex-offenders' accommodation and their offending behaviour in 18% of cases.

More detailed analysis of this data in relation to those ex-offenders subject to a Drug Treatment and Testing Order are more disturbing. Of the 148 cases assessed, 21% were homeless with a further 49% said to have a significant problems about the permanence of their accommodation. The analysis also showed that 42% had significant problems on the suitability of accommodation and 38% had significant problems on the suitability of location of their accommodation. These figures are more in line with the information collected by DAAT referred to above.

Taken all together, this information must be concerning. Such information demonstrates the importance of partnership and 'joined-up' thinking in developing strategic commissioning in this service area. There needs to be close cooperation between the Probation Service, the Crime and Disorder Partnerships and the Prolific and Priority Offenders Strategy, DAAT and the Supporting People programme. Mental Health services are also an important stakeholder because of the prevalence of mental health problems amongst the ex-offender population.

This becomes particularly so when it is recognised that ex-offenders who do access supported accommodation are not confined to just specialist services. They can be found in most other types of housing support services, including sheltered housing. The Supporting People programme will need to ensure the needs of ex-offenders are properly identified and supported across a range of services.

In developing the Supporting People Shadow Strategy, Lincolnshire benefited from a unique joint appointment between the Probation Service and the Supporting People Team. Although those arrangements have now ended, it did lead to a clear focus on supported accommodation services locally and a continuing close working relationship.

As a result, services expanded in Lincolnshire prior to the implementation of Supporting People with the intention of ensuring full take-up of the local allocation of Probation Accommodation (PAGs) funding. Since implementation there has been mixed use of these new services, although there has been recent work to clarify and improve the process of service referrals which has increased usage.

In common with a number of service sectors, support for ex-offenders is currently struggling because of a lack of move-on accommodation. The Probation Hostel in Lincoln has reported considerable difficulties in helping service users access more appropriate supported accommodation, thus freeing up a place at the hostel. The knock-on effect is to slow down the release of prisoners who are ready to access community support. However, support services also report difficulties in accessing move-on accommodation and so are hampered in their ability to provide places for the Probation Hostel. In this service area, the need to establish clear protocols between the Probation Service, who assess for services, the support service providers and providers of general purpose housing is particularly important.

One final point, the DAAT research¹⁹ also demonstrated the widespread use of drugs amongst offenders. Some respondents obtained a drug habit in gaol but most misused substances prior to imprisonment. In many instances their offending behaviour was directly linked to their substance misuse.

Information from Monitoring and Review Programme

Generally services reviewed are seen to be of good quality. The programme has identified difficulties in the arrangements between the services provided and the Probation Service which does lead to support not being easily accessed or utilised. This is described in more detail below.

Assessment of Value for Money

Comparisons with national and regional averages suggest local services operate at or slightly below the regional average unit cost, which is lower than the national average.

Potential Risks to Current Provision and Contingency Plans

- As reported above, a lack of clarity between service providers and those accessing services has resulted in the under-use of some services, despite a significant need for those services.

¹⁹ DAAT informal research of prisoners at Lincoln Prison, 2004

Contingency Plans: To ensure local protocols are developed in the context of partnership

Identified Gaps in Service Provision

There are two primary identified gaps in provision for ex-offenders:

Move-on Accommodation

As described above, there is a significant shortage of opportunities for service users to access more independent living following a period of supported accommodation. The inability to move-on is frustrating for the service user and prevents prisoners who are ready for release and rehabilitation from accessing the services they need.

Under PAGs funding, NACRO developed a floating support service to provide more independent support, but this is still not fully meeting the need in this service area. More work needs to be done to ensure services are available. More work also needs to be done to ensure the Probation Service fully access available services for the benefit of their service users.

Tackling Underlying Substance Misuse

This section has described the links between ex-offenders and substance misuse. Local research has shown that many ex-offenders would like support to help them overcome this problem.

Under the 5-year Strategy, the Supporting People programme will encourage closer working between existing services and the appropriate specialist agencies, such as the Drug and Alcohol Action Team (DAAT).

As referred to throughout this section, there is an urgent need for protocols to be developed, and this needs to be seen as a priority. The protocols should cover a number of issues about service providers and the Probation Service working closely together, but in particular:

- Clearly define referral routes and processes
- Establish clarity around specialist services for ex-offenders who pose a greater risk. This will include ensuring appropriate information about the characteristics of the ex-offender is shared; identify the nature of the intensive support required and what greater level of support from the Probation Service can be expected.
- Provide clarity about the nature of support for ex-offenders accessing general purpose accommodation. This may be through the Supporting People programme and will include access to Probation Service help.

Services Being Developed

None at present.

What will services look like in 2010

Services for ex-offenders will benefit considerably from adopting a whole-system approach. As has been described above, ex-offenders are represented in almost all other supported housing services. Service providers of ex-offender services will be able to access specialist advice and support for vulnerable service users through protocols with mental health and DAAT services. In the same way, providers of other types of services will be able to access support from the Probation Service when dealing with ex-offenders. There will be clearer routes and signposts to accessing appropriate services.

There will be a growth of 'move-on' accommodation, relieving pressure on both Probation Hostel services and on specialist services for ex-offenders.

At a strategic level, there will be closer links between the Supporting People programme and the Crime and Disorder Reduction partnerships which will provide greater clarity of how supported housing services can contribute to the reduction of crime in the wider community.

4.6 People Who Misuse Substances

Strategic Links

- ◆ East Midlands Regional Housing Strategy 2004 – 2010
- ◆ Lincolnshire County Homelessness Strategy 2003 – 2008
- ◆ Crime and Disorder Reduction Partnerships

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.2: People with Mental Health Problems
- ◆ Section 4.4: People who are Homeless
- ◆ Section 4.5: Ex-offenders and People at Risk of Offending
- ◆ Section 4.7: Young People at Risk

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

As described in Section 3.1: Key Themes,

“There is an underlying theme of substance misuse and alcohol abuse that currently runs through a wide range of services but which hasn’t been directly addressed so far.”

Problems relating to substance misuse are a common secondary factor in a range of housing support services. The Regional Housing Strategy quotes recent research²⁰ which found:

²⁰ For CRISIS undertaken by Fountain and Howes, 2002

- 83% of homeless people had taken some form of drug (other than alcohol) in the previous month
- 66% of those surveyed said that drug or alcohol use had contributed to their becoming homeless
- 80% said that they had started using at least one new drug since becoming homeless
- there is a close relationship between drug and alcohol misuse and mental health problems.

Local research conducted by the Drug and Alcohol Action Team²¹ involving 240 prisoners in Lincoln found that nearly 94% had used drugs in the 30 days prior to being in custody. More specifically, 60% had injected substances in the 30 days prior to custody.

Heroin was identified as the 'drug of choice' in 75% of cases and 8% identified Crack/Heroin. Of these, 57% spent in excess of £300 per week to fund their drug habit. All of the Crack/Heroin users stated they spent more than £900 per week.

The research asked those surveyed to identify the three main ways they funded their drug use. In response, 54% said they used burglary, 30% said they used shoplifting and 42% said they used selling drugs to others as a means of funding their drug use.

Some of the above information is also replicated in a study of housing services for drug users conducted by NACRO.²² In addition this research identified that people who are dependent on drugs or alcohol are almost twice as likely as non-dependent service users to be banned from homelessness services.

The NACRO study also described the multiple needs many drug users exhibit including physical health problems, mental health problems, unemployment, offending behaviour as well as homelessness:

"These problems interact to reinforce each other and to heighten the risk of both drug use and homelessness."

Taken together, this is disturbing information and has a number of local impacts. Yet housing related support has a proven record in helping to support vulnerable drug users and helping them to greater independence.

The NACRO study did highlight a particular problem that has been raised previously by service providers in Lincolnshire. That is, the lack of Detox

²¹ DAAT informal research of prisoners at Lincoln Prison, 2004

²² NACRO Study of Housing Services for Drug Users in the East Midlands, April 2004

provision locally so that clients have to be referred to Nottingham City currently, so that waiting times to access services can be lengthy. Similarly, local services do experience difficulties in accessing primary care services in a timely manner. Again this means that service users are unable to receive appropriate help at the point when it could do most good.

The study also highlighted a problem where service users access services whose primary client group is not related defined as substance misuse, e.g. young people at risk or single homeless. NACRO found that they may not receive the appropriate focus upon their particular needs.

The NACRO study highlights further difficulty because of the lack of a co-ordinated approach to housing drug users across the seven districts. The same point is identified in the University of Lincoln research²³:

“...the main problem in relation to supporting homeless people with drug issues is that different District Councils have different policies. There is therefore a need to develop a countywide protocol.”

These are clear messages for the Supporting People 5-year Strategy. There is an urgent need to establish closer working between service providers and specialist services such as DAAT and alcohol support services. This can relate to support staff having access to specialist training and that resources are developed that provide guidance and advice to supported housing providers in the management of drugs and alcohol. These points are in line with recommendations of the NACRO study which further recommends that:

- DAAT should ensure that hostels are able to accommodate drug users lawfully and provide harm reduction as well links to other services
- Safeguards need to be developed to ensure service users are receiving adequate standards of support
- Floating Support services have proved to be valuable in this service area and should be considered if new services are to be commissioned
- Specialist services focussing on substance misuse, particularly for young people, should be developed where this is identified as a local priority

The final point corresponds to the University of Lincoln research which identified a particular problem of substance misuse in the east of the county:

“[Providing support to] ...homeless people with drug issues is most difficult in East Lindsey, mainly due to the area’s increase in itinerant population during the summer”

²³ Lincolnshire Homelessness Strategy Research, University of Lincoln

Further work will need to be undertaken to establish if there is a need to develop specialist services on the east coast.

Overall, there is a local need to ensure a whole system, joined-up approach to strategic commissioning in this difficult service area. Co-ordinating services between Connexions, where young people attend for advice and treatment programmes through the DAAT Team is beginning. Linking these developments with housing related support services and with health support would make a significant difference. Developing a countywide strategy with shared and consistent protocols should be the starting point.

Information from Monitoring and Review Programme

None specific.

Assessment of Value for Money

As with other service areas and despite there being very limited specific provision operating within the county, there is a significant difference in unit costs across the provision. The Monitoring and Review Programme will be assessing reasons for this disparity and reporting back to the Commissioning Body.

Potential Risks to Current Provision and Contingency Plans

- There is not sufficient focus upon this widespread problem with services attempting to 'manage' the issues it raises in a vacuum. The overall cost to the community if these issues are not fully managed and co-ordinated could be significant.

Contingency Plans: The development of a countywide strategy, bringing together the key stakeholders and developing a strategic commissioning plan will ensure the problem of substance misuse is given appropriate attention.

Identified Gaps in Service Provision

The problem of substance misuse and alcohol abuse is a common theme running through a range of housing support services. It has a significant impact on a range of parallel strategies including the Homelessness Strategy and Crime and Disorder Reduction Partnerships. The Supporting People Commissioning Body has highlighted this issue as a key area to focus upon and to develop a whole systems approach to. As such the Commissioning Body has identified this as a priority service area.

- Current specialist provision in Lincolnshire is very low, although many services provide support to service users who misuse substances as part of their identified secondary service focus. There is a need to

ensure these services have access to the specialist agencies, such as DAAT, to help them to undertake this role.

- Attention should be given for the potential to develop new services if local need requires it. A floating support model should be considered if this is the case.
- Closer working between health services and housing support providers is important. Consideration needs to be given to developing local Detox facilities, as this is a frequently reported concern.
- Closer working relationships between key stakeholder agencies, such as Connexions, and housing support providers would benefit both parties and enable multi-purpose services to develop
- The development of a countywide strategy to provide a whole system approach to the management of substance misuse could be the starting point for much of the above. Part of this process will include developing consistent policies and protocols across all districts so that there is a more consistent approach.

Services Being Developed

None at present. This service area has been identified as a priority under the 5-year Strategy.

What will services look like in 2010

Earlier sections of this document have covered the main points around service development for vulnerable people who misuse substances.

In the first instance, the development of much closer working between a range of service providers and specialist services such as DAAT, Connexions and Mental Health services will establish whether existing services are more able to cope with substance misuse problems or not under the new arrangements. Identifying this as a priority area for Supporting People will have provided an extra focus upon these developments. Vulnerable people who misuse substances will be able to access appropriate support even though not in specialist service provision.

Primary Care Trusts will also have been part of the strategic discussion to establish whether a lack of local detox services does worsen the problem, as has been reported.

By 2010, it is very likely that new services will have developed. Some of these services will be in the form of outreach or move-on provision to enable service users to access greater independence whilst receiving support.

It is likely that, as a result of further research, there will be a growth in specialist services also. At 0.02 units of service per thousand population, specialist services for people who misuse substances in Lincolnshire is less than a third of the national average. Responses to the consultation process would suggest there is a particular need to develop new services in the east of the county.

Although much of this section has focussed upon people who misuse drugs, another important element of support services is for those people who abuse alcohol. An Alcohol Harm Reduction Strategy for Lincolnshire is being developed by the DAAT Team. The closer working relationships described above will ensure support for vulnerable people who abuse alcohol will be included in service developments.

4.7 Young People at Risk

Strategic Links

- ◆ Young Persons Housing Strategy for Lincolnshire (in preparation)
- ◆ Teenage Pregnancy Strategy for Lincolnshire
- ◆ Lincolnshire Youth Offending Strategy
- ◆ Lincolnshire Homelessness Strategy 2003/08

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.2: People with Mental Health Problems
- ◆ Section 4.4: People who are Homeless
- ◆ Section 4.6: People who Misuse Substances
- ◆ Section 4.8: Teenage Parents

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
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South Holland	
South Kesteven	
North Kesteven	

Context

The low provision of housing support services for young people in Lincolnshire is consistently cited as giving the greatest cause for concern. Although the period prior to the implementation of Supporting People saw a significant expansion of support services available, particularly centred around Lincoln, service provision is still not seen to be adequate, in the right place or always achieving the right outcomes.

The shortage of provision is confirmed by research undertaken by the University of Lincoln²⁴:

“By far, the group most likely to be cited as being in need of support was young people.”

Quoting the Sutton Bridge Community Project, it states:

“...’there is a desperate need for more housing provision for young people. In comparison to other counties, Lincolnshire does not have the same number or range of housing provision for young people’...”

One service provider reports that their service covering Boston and South Holland always experiences considerable over-demand for the accommodation. There is a waiting list and vacancies are filled immediately.

The Youth Housing Strategy Group, set up under the Lincolnshire Housing Forum, has regular attendance from 25 agencies, demonstrating the level of concern that is felt.

Compared to the other authorities in the East Midlands, the total amount of Supporting People Grant allocation spent on young people at risk in Lincolnshire is fairly average. Whilst the spend is well below some authorities, it is certainly not in the bottom quarter. However, the county does not compare favourably when considering the rates of service provision per thousand population. In Lincolnshire, current provision for young people at risk is 0.14 per thousand population. This compares to the regional average of 0.21 and the national average of 0.27 per thousand population.

One particular characteristic of this service user group is the likelihood that users present with multiple and complex problems. Typically, people in this group will be homeless, may misuse substances, may have mental health needs or low life skills bordering upon learning disability and may have been in care or have committed offences.

Members of the Youth Housing Strategy Group have been involved in the development of this Consultation Draft document. In addition to the research undertaken by the University of Lincoln²⁵, two further pieces of local research have added to our understanding of the issues around this service user group and provide some key messages:

- NCH Lincolnshire Leaving Care Service Audit of the Housing Need, June 2003
- Young Persons Housing Survey, August 2004 (draft)

²⁴ Lincolnshire Homelessness Strategy Research, University of Lincoln, October 2004

²⁵ Lincolnshire Homelessness Strategy Research, University of Lincoln, October 2004

The latter document was commissioned through the Youth Housing Strategy Group and undertaken in partnership with Connexions. The Supporting People programme contributed to the funding of this research.

NCH Audit of Housing Need, June 2003

Key findings of the audit:

- Young people leaving care in Lincolnshire experience too many changes of accommodation. In the previous twelve months:
 - Two thirds moved at least once
 - A quarter moved three or more times
 - One person moved 10 times
- 1 in 4 young people had experienced homelessness in the previous year, the majority in the west of the county
- Twice as many of the young people lived in unsupported accommodation as compared to supported accommodation
- 1 in 5 young people live in accommodation that does not meet their needs because of:
 - A lack of available support
 - The temporary nature of the accommodation
- Temporary accommodation throughout the east coast area becomes very scarce during the holiday season when young people are often evicted to make way for holiday makers who will pay higher rents

There were some key recommendations in relation to Supporting People:

- Strengthen links between Lincolnshire Leaving Care Service and housing providers
- Increase the amount of supported accommodation, particularly for young people with multiple and complex needs
- Consider support schemes where the level and type of support can change over time, whilst the young person remains in the same tenancy (Floating Support)
- Increase alternatives to the use of bed and breakfasts, especially in the east

Young Persons Housing Survey, August 2004 (draft)

Some of the same messages are replicated in the recent survey of young persons needs in Lincolnshire.

The questionnaire was distributed by post to 4,000 young people in Year 11 using addresses supplied by Connexions. There were 924 completed questionnaires returned. Although the analysis of the returns is still in the early stages, there are some important, and worrying messages:

- Many respondents (71.1%) would go to their parents or relatives for housing advice. Another sizeable group (31.55%) would also go to Connexions, and only 27.6% would go to Council Offices²⁶
- Asked 'Have you or any of your friends ever been homeless?', 12.6% of respondents said 'Yes'. A higher percentage of female respondents answered 'Yes' (15.1% compared to 10.4% male respondents). This is much higher than would be expected.
- Asked 'Have you ever slept...' with multiple options to answer, most respondents (764) gave no answer, but of the 158 respondents who did answer, 10.6% reported sleeping 'with friends, nowhere else to go'; 6.2% reported sleeping 'with relatives, nowhere else to go'; 4.8% reported 'sleeping in a hostel' and 3.2% reported sleeping 'on the streets'. Considering that the respondents were largely under 17 years of age, this would suggest there is a significant problem.

There is another aspect that needs to be taken into account. The Lincoln University research²⁷ highlights the "one issue that is often overlooked is the number of young people who are victims of domestic violence..." This may be a factor in the number of young people seeking housing related support.

As previously stated, young people at risk often present with multiple problems. The intention described in Section 2.2, to develop strategic partnership working and to bring together the key stakeholder agencies to develop a 'joined-up' approach is particularly relevant for this service user group. In line with that intention, the Supporting People programme will need to work closer with the Youth Offending programme and with Connexions. Both programmes work very closely with young people and have strong links with housing support service providers. Both could make an important contribution to the Supporting People programme at a strategic level and this is reflected in the 5-year Strategy.

Also in line with partnership working, one type of provision that may be under-represented in the county is Foyer provision. Foyers provide supported accommodation for young people alongside providing learning and training opportunities and help towards finding employment. There are currently two foyers operating in Lincolnshire, at Sleaford and at Market Rasen. The Sleaford Foyer reports greater demand for their service than they can meet, and would like to expand their service. Some work has also been undertaken in Boston to explore the potential of developing a further foyer there. The consultation process supported this development and recommended it should

²⁶ These were multiple choice questions, to which respondents could list all their preferences

²⁷ Lincolnshire Homelessness Strategy Research, University of Lincoln, October 2004

be taken forward. There also needs to be a clearer relationship between the Supporting People programme and Connexions to ensure links are in place to developments such as Foyers.

Furthermore, some types of supported housing provision originally designed for another service user group, but now no longer regarded as appropriate, such as bedsit accommodation for older people, could, in some cases, be converted to provide ideal accommodation for young people at risk. This will reduce initial capital costs and could provide a solution to the overall lack of provision for this service user group.

Information from Monitoring and Review Programme

Not all provision has yet been reviewed. Of those that have, evidence shows that services are largely of a good standard and providing a valuable service. There are inconsistencies though which need to be more thoroughly investigated.

As previously stated, there is a concentration of services in the Lincoln area. Future developments may need to be more widely dispersed to ensure more consistent accessibility across the county.

This service area would benefit from sharing best practice, with service providers working together to develop an effective service overall.

Assessment of Value for Money

There is a wide variation in unit costs in this service area, displaying similar issues to provision for single homeless people. The East Midlands region has a higher average unit cost for these services than the national average and most services in Lincolnshire operate at below the regional average.

However, some services operate at a much higher cost. Whilst these services have been assessed as being of good quality, the Commissioning Body will need to consider its longer-term commissioning intentions in the light of available resources.

Potential Risks to Current Provision and Contingency Plans

- This service area is under considerable, and growing demand. There is a risk that this demand will overwhelm the services available. This is particularly the case in respect of homeless young people where evidence shows there is a significant problem of 'hidden homelessness'.

Contingency Plans: Provision in this service area is in urgent need of expansion.

Identified Gaps in Service Provision

To repeat the above, this service area is under considerable pressure and current provision does not meet local demand for services. Priority should be given to develop new service provision, particularly outside of Lincoln. The Youth Housing Strategy Group have identified the east coast and Gainsborough as having particular needs

- The Youth Housing Strategy Group has also identified an urgent need to consider the development of intensive support services, particularly focussed upon young people with multiple problems including substance misuse and mental health problems.
- Expansion of Foyer type services should be considered.
- The research by the University of Lincoln identified a lack of emergency accommodation. City of Lincoln Council is investigating the potential to develop emergency services under their 'Nightstop' initiative.

Services Being Developed

Services have expanded in Grantham to develop a 12-unit scheme using agreed pipeline funding. The Commissioning Body has already allocated more revenue funds because of a shortfall in pipeline funding, without which this service would have been unviable.

More recent information suggests a need for the development of other support services, which would work alongside and compliment the original scheme. Together these would provide an effective and viable service.

Work is also progressing in the City of Lincoln which will result in expanded services for young people, particularly in the provision of emergency accommodation.

What will services look like in 2010

The Commissioning Body has identified services for young people as a priority area. As a result, services will expand across the county to meet the needs of this vulnerable group. Services will particularly develop to help young people with multiple and complex needs such as mental health and substance misuse problems.

Currently support services are more concentrated in the Lincoln City area. Provision will be developed in other parts of the county to ensure a vulnerable young person does not have to leave natural support networks, such as family and friends, in order to receive support.

By 2010 there will be a range of services available including emergency support services to contain a crisis and prevent potential damage to the young person whilst more appropriate, longer-term support is available.

Protocols providing access to specialist services will be an important element of service provision ensuring that the needs of young people with multiple problems and complex needs are better supported.

4.8 Teenage Parents

Strategic Links

- ◆ Teenage Pregnancy Strategy for Lincolnshire
- ◆ Young Persons Housing Strategy for Lincolnshire (in preparation)

Cross-reference to other sections of this Strategy

- ◆ Section 4.7: Young People

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

In the period prior to the implementation of Supporting People, supported accommodation services specifically focussing upon teenage mothers were developed for the first time in Lincolnshire. Part of this development was the successful bid for Pipeline funding for a new independent living area within Schoeffer House for four teenage mothers. Despite this investment, provision is still very limited and mainly focussed around Lincoln.

The Shadow Strategy did identify Vulnerable Young People as a major priority, with teenage parents being identified as a key component of this group. A specific priority was that teenage parents should have the option of remaining close to their family and natural support networks. This remains a priority.

There is a well-established Tackling Teenage Pregnancy Project in Lincolnshire which, through preventative work and advice has reduced the level of both Under 18 and Under 16 conceptions since the baseline of 1998. The most recent Annual Report, 2003/4, confirms the low level of current supported accommodation provision and highlights the need to work in

partnership to expand existing provision. A key priority for 2004/05 is "to work with housing authorities to establish exact numbers of young parents in housing stock and on the waiting list, including the homelessness list".

Echoing the findings of the Supporting People Shadow Strategy, evidence from national and regional research clearly demonstrates the wish of many young mothers to be supported but to remain close to their local area where there is easier access to their family and friend support networks. This poses a particular problem in Lincolnshire because of the very rural and sparsely populated nature of the county. The Tackling Teenage Pregnancy project, working closely with the Supporting People programme, has identified the urgent need for local research to be undertaken to assess teenage parents' housing need in Lincolnshire. This research has begun, with support from the Regional Teenage Pregnancy Unit and the Government Office East Midlands. The results are due to be announced in March 2005 and will influence the commissioning strategy of the Supporting People Programme.

Information from Monitoring and Review Programme

No information currently available. Service reviews are timetabled to be completed by the end of 2004 and early 2005. Other generic homelessness services have provided support for teenage parents. Those services are also due to be reviewed during the first half of 2005.

Assessment of Value for Money

No specific regional comparator data is currently available. The service review process will need to establish baseline comparisons.

Potential Risks to Current Provision and Contingency Plans

- Current service provision is focussed upon Lincoln. This requires that teenage mothers from elsewhere in the county need to leave their existing support networks in order to access specialist supported accommodation.

Contingency Plan: Guided by the local research currently underway, the Supporting People programme will need to focus upon the development of floating support services in other areas of the county.

- In common with other vulnerable groups, existing service provision for teenage parents does not include access to 'move-on' accommodation.

Contingency Plan: The commissioning plans for 2005/10 will focus upon the development of 'move-on' services to enable service users to progress to appropriate accommodation with less support as their needs change.

Identified Gaps in Service Provision

The local research into assessing the housing needs of Teenage Parents will identify specific gaps in service provision. However, early evidence clearly demonstrates a need to expand provision. The Research project leader will develop an Action Plan identifying strategic objectives to take these developments forward.

Services Being Developed

None at present.

What will services look like in 2010

A key question in this section is whether to develop support services specifically for teenage parents or whether other, more generic services would be able to meet the needs of this vulnerable group.

As has been described above, a primary aim for the Supporting People Strategy should be to provide services close to the teenage mother's natural support network, her family and friends. Similarly teenage fathers often experience difficulties in maintaining links with the mother and child, even if this is the wish of all parties. Such local provision, particularly in a rural county like Lincolnshire, would suggest general services, such as homelessness support, as the better solution. However, there is a question whether these services are able to fully meet the needs of this vulnerable group.

The Research Project will provide some information to help inform this section of the 5-year Strategy.

4.9 Women at Risk of Domestic Violence

Strategic Links

- ◆ The Lincolnshire Domestic Violence Strategy, 2004
- ◆ Lincolnshire Homelessness Strategy 2003/08
- ◆ East Midlands Regional Housing Strategy 2004 - 2010
- ◆ Crime and Disorder Reduction Partnerships

Cross-reference to other sections of this Strategy

- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.4: People who are Homeless

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

Support services for women fleeing domestic violence have been given national cross-authority status. Decisions made locally, need to take account of any potential impact upon other nearby support services.

Up until 2003 the provision in Lincolnshire for women fleeing domestic violence was made up of refuge and floating support services in Lincoln and Boston. Just prior to March 2003 a single refuge place and floating support service was established in Gainsborough. This was further increased with extra funding from the Supporting People programme in 2004.

Despite this increase, provision for women fleeing domestic violence remains low and needs to be increased. Overall spend on services for this service user group remains the second lowest in the East Midlands region, and well below other administering authorities. Figures of service provision per thousand

population suggest Lincolnshire provision is a quarter of the national average and slightly less than a quarter of the regional average.²⁸

- The Supporting People Shadow Strategy, October 2002, identified increasing provision by the development of a further refuge as a key priority.
- Incidences of domestic violence reported to the Lincolnshire Police show an increase from 2001 to 2002 of 89% (3043 incidences reported in 2001, 5762 incidences reported in 2002). Whilst some of the increase can be explained by more thorough reporting of incidents, the 2002 figure better demonstrates the true extent of the issue.
- The Lincolnshire Domestic Violence Strategy, 2004 includes the statement:

“The Supporting People programme has an important role to play in relation to Domestic Violence.....This strategy has identified a lack of provision for Domestic Violence service users and aims to increase choices for victims and their dependents so that they might plan safer futures.”

The 1997 Government Select Committee on domestic violence recommended a refuge bed space per ten thousand population. On that basis, Lincolnshire should provide around 65 places.

Given the volume of all this evidence, and the results of the consultation process, the Commissioning Body has agreed this should be a priority service area.

It is known that women from Lincolnshire regularly access support services outside of the county, particularly at refuges in Grimsby, Scunthorpe, Newark and Peterborough. This is not ideal, particularly in the north of the county where other support services, such as the Police, are focused upon a different locality and may not effectively refer service users to more local support networks.

Research conducted as part of the Lincolnshire Domestic Violence Strategy monitored the frequency and location of DV (domestic violence) referrals. This demonstrated the highest levels of need in the north of the county and along the eastern coastal region, particularly around Ingoldmells, Skegness and Mablethorpe.

This is echoed by the Lincolnshire Homelessness Strategy Research which identifies the lack of a refuge service in the east of the county as a weakness and recommends ‘improved support for victims of domestic violence (especially in east of the county)’.

²⁸ Lincolnshire provides 0.03 service units per thousand population, whilst the figures for the national and regional averages are 0.12 and 0.14 respectively

All service providers for this service user group identify the lack of 'move-on' accommodation as a significant problem. Service users become prevented from developing greater independence at the point when they are ready to move into less supported accommodation. However, without any support they are likely to struggle and become more vulnerable. Move-on accommodation could be in the form of 'core and cluster' provision, or by developing an 'outreach' service that enables service users to move into general purpose housing whilst still accessing support.

Information from Monitoring and Review Programme

Existing services are seen to be providing good quality, valuable support for this vulnerable client group.

Assessment of Value for Money

Average unit costs for services in Lincolnshire are all below both the national and regional averages. However, there are significant differences in cost between the service providers. The Monitoring and Review Programme will consider this issue to try to find an explanation, although the size and age of the service may, in reality, be the defining factors.

Potential Risks to Current Provision and Contingency Plans

- Lincoln Refuge is not able to accommodate disabled people and the accommodation overall is not fully suitable. This has meant that physically disabled women who are experiencing domestic violence are forced to move away from Lincoln, whatever their personal wishes.
Contingency Plans: Work is underway to bid for capital funding from the Housing Corporation to develop a new refuge with access to other 'move-on' accommodation.
- The Housing Related Support Service for victims of domestic violence in North Kesteven is currently funded through the local Crime and Disorder Partnership. This funding comes to an end in March 2005.
Contingency Plans: Plan for the Supporting People programme to take over funding from April 2005.

Identified Gaps in Service Provision

As described above, service provision for women fleeing domestic violence in Lincolnshire is well below the national and regional average. All service providers report that demand for their services outstrips what they can provide. This lack of provision is confirmed by the county Domestic Violence Strategy.

Given the Commissioning Body has identified this service area as a priority, work has been undertaken to consider how services could be developed. The following proposals will expand existing provision and create new services to meet the identified need:

- Development of a new refuge

Both the county Domestic Violence Strategy and more recent research²⁹ clearly identify the need for new refuge provision, particularly in the east of the county. The most likely model should provide a low number of intensive refuge places, with further provision of outreach and floating support services. This will give the widest range of appropriate services.

- Expansion of the Lincoln Women's Refuge

The Lincoln Refuge is under intense pressure to meet local and wider demand. The lack of 'move-on' and outreach services has also been identified as a major problem. A bid for extra capital funding through the Housing Corporation was submitted in December 2004 but was unsuccessful. However, the Housing Corporation indicated that it agreed there was an urgent need to develop a new refuge. Work is continuing and a new bid will be submitted in 2005/6 which is likely to be more favourably received.

The potential of developing a new property provides an opportunity to re-think services in Lincoln. This should include transferring services to more appropriate accommodation and the development of outreach services.

- Expansion of services attached to Boston Women's Aid

In common with all other services in this sector, Boston services find they are unable to meet current demand. There is particular pressure around the floating support services which cover not just the Boston area but also provide support in South Holland and the rural areas of East Lindsey.

It is proposed to increase the floating support service by an additional worker.

- Expansion of services in Gainsborough

The services in Gainsborough are the newest in the county having been developed just months prior to the implementation of Supporting People. Inevitably legacy funding for the service was low at its inception. Demand for the service outstripped what could be provided by more than 300% at first.

²⁹ Lincolnshire Homelessness Strategy Research, University of Lincoln, 2004

Recognising this, the Commissioning Body agreed to an increase in funding in 2004, but even this expansion has not met the level of demand in the area.

It is proposed this service should be reviewed and more appropriate funding levels be established to ensure this service meets local demand.

- Take over funding of the Domestic Violence Outreach Service in North Kesteven

North Kesteven District Council have monitored homelessness presentations between April 2003 and March 2004. During that period there were 223 homelessness decisions, of which 112 were considered to be priority need. Out of those considered to be in priority need, 20 cases reported the primary reason for homelessness was because of a violent breakdown of the relationship with their partner. This is confirmed in the Regional Housing Strategy which states, "Domestic violence is a major cause of homelessness throughout the region."

Currently in North Kesteven there is a low-level outreach service providing housing related support for victims of domestic violence which is funded through the local Crime and Disorder Partnership and supported by the Victim Support scheme. This funding comes to an end in March 2005.

This service provides access to health and legal advice, support and training, and access to support and accommodation. In some instances women are helped to access Women's Refuge accommodation, although this entails them having to move to another area. In other instances women are supported to access homelessness support services and there is an agreement with North Kesteven District Council to help them have 'fast-track' access to properties.

It is proposed for the Supporting People programme to take over funding of this service from March.

Services Being Developed

None at present. Work is underway to identify the potential and likely costs of replacement accommodation for the Lincoln Women's Refuge which may result in an application for capital funding from the Housing Corporation.

What will services look like in 2010

As described above, the shortage of service provision for women fleeing domestic violence in Lincolnshire has long been recognised. As such work is further advanced to identify how services should be developed to meet this shortfall.

As a result of the Commissioning Body identifying this service area as a priority, services will expand (although some developments are dependent upon capital funding).

By 2010 there will greater provision of support services right across the county. These services will include:

- Intensive refuge provision providing support for women, and their children, still traumatised by their experience
- General purpose housing supported through a floating support or outreach service. This provision will be a first 'port of call' for women who do not wish to supported in a refuge
- General purpose housing will also be used as 'move-on' accommodation for women who no longer need the intensive support of a refuge but still need access to support. In time these service users will be able to manage without support and may continue in the property in their own right, or move on to other accommodation
- Floating support services that are able to provide support to women in their own homes without needing to move to access support
- Community alarm services where appropriate

4.10 People with a Physical or Sensory Disability

Strategic Links

- ◆ Lincolnshire Commissioning Strategy for Physical Disability Services 2004 – 2007
- ◆ Lincolnshire Health and Social Care Community Strategic Framework 2004 – 2010
- ◆ The East Midlands Regional Housing Strategy 2004 – 2010
- ◆ Audit Commission Inspection Report of Supporting People in Lincolnshire, August 2004

Cross-reference to other sections of this Strategy

- ◆ Section 1.7: Strategic Partnership Working
- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.1: Older People with Support Needs
- ◆ Proposals to establish a Countywide Home Improvement Agency

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

Housing related support services funded through Supporting People are at an extremely low level. Even the neighbouring unitary authorities of North Lincolnshire and North East Lincs each allocate significantly more resources to this provision than Lincolnshire, although they are both tiny in comparison.

Likewise, Supporting People in Lincolnshire currently fund no support services for people with a sensory disability in the county, although there is clearly a need for them.

Taken together, this constitutes a serious shortfall in service provision which needs to be addressed urgently. As a result, the Commissioning Body has identified this service area as a priority.

The Lincolnshire Commissioning Strategy for Physical Disability Services states that 'future services will be commissioned on the premise that a person will be maintained in the community and in their own home, wherever possible'.

This corresponds to similar policy priorities for the health and social care communities³⁰ – 'Promoting Independence, Self Care and Health Care' and 'Caring for People with Chronic Disease or Illness'. It also corresponds specifically to two policies in the Regional Housing Strategy:

- Policy 10: Assisting people to maintain their independence for as long as they wish
- Policy 12: Ensuring that in rural areas and market towns there is both an appropriate provision of quality housing to meet a range of housing needs and access to related services for vulnerable people of all ages

The Commissioning Strategy for Physical Disability Services also confirms its intention to develop services through partnership with health and housing organisations. These discussions are focussed upon the Physical Disability Modernisation Team, on which the Lincolnshire Housing Forum is represented.

Preparation for the Supporting People 5-year Strategy had identified some key priorities:

- The Supporting People programme should give service users a wider range of options
- Young people in transition from residential schooling have a right to develop living skills and to live independently – the Commissioning Strategy has identified a need of anything up to 150 places for this group of people over the next five years
- People who acquire disability following accident, including head injuries, have the right to be supported to retain their independence
- There needs to be service provision for single disabled parents

The development of a Countywide Home Improvement Agency is one central element to developing provision for this service user group. Access to services that help deliver effective, appropriate adaptations in a timely way is essential for those people who wish to have their existing home adapted to meet new levels of disability. Section 3.1 has more details.

³⁰ Lincolnshire Health and Social Care Community Strategic Framework, 2004 – 2010

Similarly provision in this sector will need to develop alongside the Integrated Community Equipment Service.

As referred to above, Lincolnshire Supporting People programme does not fund any service for people with sensory disability currently. Services are provided to people through charitable organisations which include housing related support. Funding for these services is haphazard and subject to fluctuation.

In particular, there is a clear need to provide a short-term intensive support service for people with newly acquired blindness to help them adapt to the disability, tackle normal living tasks and to find their way around their home and outside. This support is essential to help the person remain within their own home and to retain as much independence as possible. Providing funding for such a service through Supporting People would ensure stability and sustainability. The Audit Commission report highlighted the lack of diversity of Supporting People services in the county, and the development of this would go some way to addressing that criticism.

Information from Monitoring and Review Programme

None

Assessment of Value for Money

Not applicable. Level of current service provision makes comparison inappropriate.

Potential Risks to Current Provision and Contingency Plans

- The current level of provision is totally inadequate for local needs. Young people returning to the county from residential education will not be able to access any support service.

Contingency Plans: To work through the Physical Disability Modernisation Team to identify appropriate types and level of new service.

- Current adaptation services in Lincolnshire do not meet the needs of local disabled people. Services are often slow to deliver which is a particular problem in relation to people needing to leave hospital.

Contingency Plans: The development of a Countywide Home Improvement Agency will deliver a more consistent and effective service.

- Current provision for people with sensory disability is funded through charities and is subject to fluctuations. Without such services some

people are likely to require much more intensive services and lose their independence.

Contingency Plans: Developing and funding a short-term intensive support service to help people adjust to their disability through Supporting People will provide greater stability.

Identified Gaps in Service Provision

- There is a very limited range of services at present which fail to meet local need
- Over the next five years it is likely that up to 150 young people will be returning to the county and will require accommodation with support
- There is an urgent need to develop a short-term intensive support service to people who experience serious sight loss, to help them to adjust to their disability, continue to undertake daily living tasks and to retain their independence. In some circumstances this will require the person needing to find alternative accommodation and adjust to these new surroundings.

Work is underway to identify likely numbers of people requiring this type of service

Services Being Developed

None at present.

What will services look like in 2010

Given the very low level of service provision currently it is difficult to describe how services will be in 2010. What is clear is that services will expand.

Because of the relative low cost of providing an intensive support service for people with newly acquired sight disability, and because of the urgent need to provide more diverse services it is likely this service will be developed early in the 5-year period.

A similar model of service is applicable to other vulnerable people following a traumatic incident, such as a stroke. It is likely such services will also be developed, probably as part of a wider strategic partnership with health and social care services.

Many support services will focus upon the service users' existing accommodation rather than requiring them to move.

Section 4.1 has already described the impact of the development of a countywide Home Improvement Agency.

4.11 Refugees

Strategic Links

- ◆ Asylum and Immigration Act, 1999
- ◆ East Midlands Regional Housing Strategy 2004 –2010
- ◆ Race Equality Strategy

Cross-reference to other sections of this Strategy

- ◆ Section 3.1: Key Themes Underpinning the Strategy
- ◆ Section 4.12: Service Diversity Incorporating BME Issues

Information about current provision

Current annual spend on services	
Number of service users supported	
Average weekly unit cost per person	

Spend across the county	
West Lindsey	
East Lindsey	
City of Lincoln	
Boston Borough	
South Holland	
South Kesteven	
North Kesteven	

Context

Lincoln City is a dispersal area for asylum seekers. As a result, the city saw a rapid and substantial growth in specialist services for both asylum seekers and refugees in the period prior to the implementation of Supporting People. (The Supporting People programme does not fund services for asylum seekers, only for those people who have been given leave to stay.)

This growth can be seen when comparing total spend on primary client groups for each authority in the East Midlands. Lincolnshire far outstrips any other authority.

Service providers report that the use of refugee services goes in 'peaks and troughs'. Currently demand is low but is likely to increase in the future. There is a suggestion that central government agencies may wish to disperse more refugees around the country, and Lincoln would be a prime target for this to take place.

In the meantime, asylum seekers are using vacant places within the service, with the equivalent Supporting People Grant being reclaimed.

The consultation process raised questions about the needs of migrant workers who are an important part of the local workforce in the south east of the county, Boston and South Holland in particular. As with asylum seekers, migrant workers are not included in the Supporting People framework. However, other support services do meet the needs of the more vulnerable migrant workers who, for example, become homeless.

Information from Monitoring and Review Programme

Nothing specific.

Assessment of Value for Money

Overall, local unit costs are in the range of national and regional averages. However, one service provider's costs stand out as being higher than others. Work is continuing through the Monitoring and Review Programme to establish reasons for this and to report back to the Commissioning Body.

Potential Risks to Current Provision and Contingency Plans

- Continuing low usage of service provision may lead to the services being unviable.

Contingency Plans: The Commissioning Body will need to give thought to whether to continue to commission these services or switch funding to areas of greater need.

Identified Gaps in Service Provision

None at present. Much depends upon future Government policy and the influx of service users.

Services Being Developed

None at present.

What will services look like in 2010

In the absence of a clear Government guidance on the future of dispersal policies, it is not possible to describe the likely shape of service for this service user group in the future.

4.12 Service Diversity Incorporating BME Issues

Strategic Links

- ◆ East Midlands Regional Housing Strategy 2004 - 2010
- ◆ Audit Commission Inspection Report of Supporting People in Lincolnshire, August 2004
- ◆ Race Equality Strategies

Cross-reference to other sections of this Strategy

- ◆ Section 3.1: Key Themes
- ◆ Section 3.2: Commissioning Priorities
- ◆ Section 4.10: People with Physical or Sensory Disability
- ◆ All Sections

Context

The Audit Commission inspection of Lincolnshire's Supporting People programme highlighted key gaps in service provision for minority groups in the county. It also criticised the lack of service diversity in some service areas.

“There is not an embedded approach to diversity in the Supporting People programme in Lincolnshire.”

The Commissioning Body is particularly keen to ensure that local services focus clearly upon the needs of service users and potential service users from black and minority ethnic backgrounds. Providing services for people minority ethnic backgrounds and increasing the diversity of support services has been confirmed as a key principle underpinning the Supporting People 5-year Strategy.

People from minority ethnic communities make up just 3% of the total population in Lincolnshire – much lower than both the national and regional averages. Furthermore, people from minority ethnic communities are dispersed throughout Lincolnshire, although there are concentrations of migrant workers in the south east of the county. However, the black and minority ethnic (BME) population is growing and the 5-year Strategy needs to focus particular attention on their service needs, especially those of BME elders.

Currently, there are very few services available which specifically focus upon the needs of the BME community. Similarly, very few services make particular preparations to receive service users with a minority ethnic background. But there are exceptions:

- Several services are ensuring they have access to a translation service

- Some refugee services are taking steps to employ other refugees who have been in this country longer to be support staff. Thus creating clearer links between the minority ethnic group and this country
- The extra-care service development at Bunkers Hill, Lincoln, will have a multi-cultural area for religious worship
- Some Supporting People documents have been available in more than one language, and this will increase

A particular area of criticism from the Audit Commission Inspection was the large number of local services not completing the BME sections of the Service Performance Indicators (SPIs) returns. This has led to a lack of information available to the Supporting People programme about the extent and usage of local services by people from minority ethnic backgrounds.

This was particularly noted in the Audit Inspection report:

“So far it has been difficult to undertake any effective analysis of ethnicity in the county”

Similarly, the Audit Commission highlighted the lack of services for people with HIV / AIDS although there up to 150 people in the county who have been identified as being HIV affected.

Positive Health is a specialist organisation working in Lincolnshire to provide advice and support to people with HIV / AIDS. Their services are funded through East Lincs Primary Care Trust and the Social Services Department. Some of the support Positive Health currently provides is closely related to housing support. With increased funding through Supporting People enabling an expansion of the support team, it is likely Positive Health would be able to use their specialist knowledge to fill this gap in service provision.

Information from Monitoring and Review Programme

In relation to providing services to people from a minority ethnic background, as described above, service providers have not consistently completed SPI returns. This restricts the potential to undertake effective analysis of ethnicity.

The Monitoring and Review team will particularly focus on this issue in the future.

Potential Risks to Current Provision and Contingency Plans

- The low level of specific services available for the BME community, and the lack of preparation by service providers for the potential use of their services by people from a minority ethnic background means that vulnerable people are likely to be missing out on services they need.

Contingency Plans: The Supporting People programme, through the 5-year Strategy and in other ways, will work with service providers to

ensure a greater focus upon the needs of the local BME population. This will include working closer with the Racial Equality Council in Lincolnshire.

- People with HIV / AIDS are an identified primary group under the Supporting People Programme. There is no housing support service provision currently operating in Lincolnshire although there are people known to be suffering from the condition. Without a housing support service some of these people must be seen as extremely vulnerable.

Contingency Plan: The development of a specialist service is a major priority.

Identified Gaps in Service Provision

As above, services catering for the needs of the BME population are at a very low level. All services need to focus upon this issue and become more prepared to appropriately support BME service users.

The Commissioning Body has agreed that there is lack of knowledge currently about the needs of vulnerable people from a BME background. To fill this gap it has been agreed that research will be commissioned early in 2005/6 to identify their likely needs and how current services can adapt to meet those needs.

There is also a priority need to ensure greater diversity of service provision in Lincolnshire.

Services Being Developed

None at present.

What will services look like in 2010

The Commissioning Body has confirmed that the development of more diverse services is a priority, key principle that underpins the Supporting People 5-year Strategy.

It has also agreed that the Monitoring and Review Programme will focus upon ensuring that service providers do return the relevant section of the Service Performance Indicator returns. This will begin to build a clearer knowledge base of the extent to which vulnerable people from BME backgrounds access services in Lincolnshire.

Similarly, the research the Commissioning Body has decided to commission into the needs of the BME population will help local services to be better focussed upon gaps in provision.

By 2010, services will be able to clearly demonstrate how the needs of the BME population and other minority groups can be met, either through

specialist provision or through existing services being adapted and more flexible.

There will be specialist services for people affected by HIV / AIDS and for people with newly acquired serious disability such as sight disability and following a stroke.

In this way, by 2010 services in Lincolnshire will clearly demonstrate that diversity and a commitment to meet the needs of minority groups in the county is fully embedded in the Supporting People programme.

4.13: Cross-Authority Services

Cross-reference to other sections of this Strategy

- ◆ Section 4.7: Young People at Risk
- ◆ Section 4.9: Women Fleeing Domestic Violence

Context

The national Supporting People programme has always recognised that there are services across the country that cater for the needs of vulnerable people from outside their local area. Many of these services are an important element of the wider and regional support infrastructure and are relied upon by other neighbouring authorities. A particular example of this type of service is support provided for women fleeing domestic violence where there may be specific reasons why the person needs to be supported well away from their home area.

The Supporting People programme has identified such services as having cross-authority strategic relevance. In these circumstances, the host authority must not make radical changes to the support services without reference to other authorities which may be dependent on that provision.

The Lincolnshire Supporting People programme has been an active member of the sub-regional Cross-Authority group identified by ODPM. Work will continue to identify services in this area that have cross-authority strategic relevance.

However, apart from the services for women fleeing domestic violence, no other services in Lincolnshire that have been registered as cross-authority services within the East Midlands region. Changes to Women's Refuges identified in this Strategy will not impact upon their effectiveness as cross-authority services except in a positive way.

One service does have a particular relevance to two authorities outside of the East Midlands region however. The Foyer at Market Rasen is used regularly by vulnerable young people who originate from outside of Lincolnshire...specifically from North East Lincs and North Lincolnshire.

This potential dependence has been recognised. No changes are envisaged within the lifetime of this Strategy that will impact upon the Foyer being able to continue to offer support to young people from those areas. If changes did seem necessary however, no action would be taken without discussion with those two authorities and the Foyer itself.