

CUSTOMER IMPACT ASSESSMENT REPORT

PART A – GENERAL INFORMATION

A.1 Name

Kent Supporting People Strategy 2010-2015

A.2 Type

It is a strategic level document that sets out the way in which the Supporting People programme will deliver housing related support over the next five years. It sets out the direction of travel, agreed priorities and strategic actions to be undertaken in order to meet the housing related support needs of vulnerable people in Kent.

A.3 Responsible Owner

Claire Martin, Head of Supporting People

A.4 Date of Initial Screening

5 Feb 2010

A.5 Initial Screeners

Ute Vann, Policy and Strategy Officer, Supporting People Team

Dawn Apar, Service User Involvement and Consultation Officer, Supporting People Team

Andrew Bose, Public Involvement Manager, Communities Directorate, KCC

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PART B – INITIAL SCREENING

B.1 Aims and Objectives

The Supporting People Programme delivers non-statutory housing-related support services that are defined as “*support services which are provided to any person for the purpose of developing that person’s capacity to live independently in accommodation, or sustaining his (sic) capacity to do so...*”¹. It is a partnership of Housing, Kent County Council, Health, Probation, providers and service users and currently supports around 29,000 vulnerable people.

The Programme commissions the provision of housing related support in long term and short term accommodation based supported housing including sheltered accommodation, and through floating support that can be delivered in people’s own homes wherever they live, community alarms and Home Improvement Agencies.

The strategy is set within the overall context of rebalancing the Supporting People programme but having due regard to having to address an overspent as from 2011-12 and a potential future reduction in grant funding grant. The grant is £32 million but the programme currently spends just over £34 million.

The overall aims of the Supporting People Strategy 2010-2015 are to work in partnership to deliver where possible needs led, value for money, high quality housing support services for vulnerable people to commission services that:

- Have the primary objective of housing-related support enabling individuals and households to acquire and subsequently sustain independent accommodation that is stable, appropriate to their needs and provides them with choice and who promote “independent living
- Have clear preventative benefits, promote well being and meet identified need. Preventing social exclusion and/or the deterioration in emotional, physical or mental health and well being among vulnerable people is fundamental to the successful maintenance of a home
- Link with the objectives of our partners in delivering the Programme
- Will be focused on the priority outcomes including the maximisation of independence and prevention
- Address the needs of socially excluded groups, particularly in areas of high deprivation, whose needs are not met by current support provision and that it will apply principles of equal opportunities and fair access. This will enhance diversity and social inclusion in local communities.

The strategy aims to achieve its objectives through:

- Targeting resources on clearly evidenced housing related support needs of vulnerable people living in Kent’s communities that prioritise service delivery for those most in need
- Commissioning services that use resources and funding available across the key strategies to deliver better outcomes for service users and partners
- Generating additional income to reduce the reliance on the Programme
- Delivering efficient services that demonstrate value for money, operate to best value principles, and achieve locally and nationally defined quality standards

¹ Supporting People Grants (England) Conditions 2003

- Improving fair access and diversity to existing services and ensure that services are flexible and accessible to the wider local communities
- Ensuring that vulnerable people do not become dependent on support and that they can maximise their independence by moving on to independent living
- Service user involvement and consultation will be at the heart of the programme

B.2 Beneficiaries

The intended beneficiaries of the strategy are vulnerable people in need of housing related support services in Kent as defined in the Kent Supporting People Eligibility Policy. The Communities and Local Government Department has identified 21 Supporting People client groups:

- single homeless people with support needs
- rough sleepers
- older people with support needs
- frail elderly
- older people with mental health problems
- people with learning disabilities
- people with mental health problems
- families with support needs
- young people at risk
- care leavers
- people with a physical or sensory disability
- ex-offenders and people at risk of offending
- mentally disordered offenders
- people at risk of domestic abuse
- people with alcohol problems
- people with drug problems
- teenage parents
- people living with HIV and AIDS
- gypsies and travellers
- refugees

More than half of grant is spent on older people with support needs, people with learning disabilities, people with mental health problems and people with physical/sensory disabilities. Currently, those three groups not only attract the three highest grant spends by client group but, excluding generic floating support services, also the highest contracted unit numbers. Support for both older people and people with learning disabilities is predominantly provided through accommodation based services.

A summary of current supply and spend by client group is attached at Appendix 2.

B.3 Classification

This strategy document has been classified as major because it:

- Affects a potentially large number of vulnerable people many of who belong to diverse communities including hard to reach and socially excluded groups such as homeless people, people belonging to Minority Ethnic groups and people of non-heterosexual orientation.
- Involves significant costs and resources

- Is of political significance because it suggests decommissioning of some services that the programme has identified as strategically not relevant and which might be classed as politically sensitive

B.4 Consultation and data

The following consultation and data sources were used to inform the strategy and hence this screening:

- Demographic data
- Current supply data
- Client record data of new clients accessing Supporting People services 2008-09
- Needs analysis data, including homelessness data (Sept 2009)
- Analysis of floating support referrals
- Previous strategic reviews of long term and short term accommodation based supported housing, floating support services and older persons supported housing
- Results from focus group consultations with members of potentially affected community groups as part of the development of this strategy
- Results from service user surveys carried out as part of the development of this strategy
- Feedback from the Supporting People service user panel
- Feedback from a member of the Rainbow Forum
- Feedback from other stakeholders in the Supporting People partnership

Details of these sources are contained within the strategy appendices.

B.5 Potential Impact

The Supporting People Programme Strategy intends to amalgamate some specialist floating support services into generic services (the potential client groups that this will apply to are; HIV/Aids, Learning Disability, and Physical and Sensory Disability, and two services for older people with support needs that are not replicated across the County, and are offering services which other areas are unable to provide due to resource constraints on the Programme). Therefore all of these service user groups will be able to access services within the Programme, but via generic floating support.

The Programme is prioritising the provision of short-term accommodation-based services for young people at risk, people with mental health problems where there are also substance misuse problems, single homeless, and families with support needs. In order to do this it has undertaken a task analysis of long-term supported accommodation and extra care sheltered housing and established that not all services that the Programme currently funds are housing related support. Therefore the proposal is to offset inappropriate expenditure against priority need.

The Programme is prioritising access to services for all relevant client groups. Therefore it intends to decommission services where access is restricted to young people leaving care and broaden access to all young people at risk including young people who are no longer the statutory responsibility of the Council.

Supporting People continues to monitor and review services through the Quality Assessment Framework which obliges providers to ensure that services are accessible to all who need them and do not discriminate against minorities. The

impact on gender identity and sexual orientation is not known but the strategy clearly recognises this and proposes to carry out a review of potential support needs arising from these issues.

(See customer impact assessment screening grid at appendix1.)

B.6 Outcome

Following this initial screening, it has been decided that an internal action plan is drawn up.

B.7 Justification for not needing further action

Further screening is not required for this strategy because:

1. The strategy is owned by the Supporting People partnership and there has been extensive stakeholder consultation and feedback during development of the strategy to ensure that the strategy promotes agreed objectives. Consultation included service users from affected communities.
2. The impacts of the proposed rebalancing of the Supporting People programme on particular user groups are known and actions have been identified on how to resolve them. Therefore it would be of little benefit to carry out further assessment. Potential impacts identified (re gender identity and sexual orientation) will be resolved through carrying out a full strategy review of the housing related support needs of minority groups including affected members of these community. (see 6.)
3. Whilst the assessment identified a potentially negative impact on decommissioning floating support services for older people in two particular areas, this will benefit vulnerable people in other areas since additional support units can be redistributed to other areas. Apart from this action, overall current supply of services to older people will be maintained (23,000 units out of 29,000.) but it will be more focused on maintaining people in their own homes for as long as possible.
4. Impacting less favourably on some older people and disabled people in accommodation based services can be justified on the grounds that the strategy seeks to target those currently living in the community without any support and unable to access services. This targeted support will result in more people being able to access flexible support wherever they live and being prevented from losing their homes. Targeted support in the community will also ensure that more people can be linked to training, education and employment and social resources that will promote socially inclusive, cohesive and mutually supportive communities.
5. It is suggested that Supporting People team and KASS set up a work programme to effect changes in a managed and transparent manner over time that recognises the vulnerability of service users.
6. The strategy identifies the issues of race, gender identity and sexual orientation as areas for further research/review to be carried out. This will be done as part of a strategic review of housing related support of people affected by these issues. The review will involve extensive consultation with a wide range of stakeholders and examination of available data. (The Supporting People programme has carried out such a review involving Minority Ethnic communities including travellers in 2006.)

B.8 Challenge Network

This initial screening is currently being examined by the county council's Customer Impact Action Challenge Network.

PART D - SIGN-OFF AND APPROVAL

Please delete as appropriate and ensure it is signed by the Chair of your Directorate Equalities Group or the Corporate Diversity Team (for CED)

For initial screening only where no impact assessment is required

I agree with the findings of this initial screening and confirm that this has been verified by the CIA Challenge Network. I endorse the decision not to undertake further assessment.

SIGNED: _____

DATE: _____

For initial screening only where internal action is required

I agree with the findings of this initial screening confirm that it has been discussed and agreed by the Directorate Equalities Group. The Group will ensure progress against internal action is kept under review.

SIGNED: _____

DATE: _____

For a complete impact assessment

I agree with the findings of this Customer Impact Assessment and confirm that it has been discussed and agreed by the Directorate Equalities Group. The Group will ensure progress against the action plan is kept under review.

SIGNED: _____

DATE: _____

Appendix 1 - CUSTOMER IMPACT ASSESSMENT SCREENING GRID

| Strand | Could this policy, procedure, project or service affect this group differently from others in Kent? YES/NO | Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO | Assessment of potential impact HIGH/MEDIUM/LOW/ NONE/UNKNOWN | | Reason for assessment |
|--------|---|---|--|----------|---|
| | | | Positive | Negative | |
| Age | <p>YES - 1. The strategy proposes that the needs identified within floating support services for older people in two districts are absorbed into other generic and specialist floating support services whilst maintaining funding for resident wardens and scheme managers and alarms across the county. Providers will be encouraged to extend their services to the wider community if older people within their services do not require housing related support.</p> <p>NO – 3. The strategy suggests that whilst older people demographically are projected to increase faster than any other grouping, it will prioritise flexible support aimed at those living in their own homes in the community.</p> | <p>YES – Currently, housing related support for older people is mainly delivered in sheltered accommodation. The strategy proposes to continue such support, but not to commission further long term supported housing and focus on supporting people to remain in their own homes.</p> | HIGH | LOW | <p>The Programme currently funds approximately 23,000 out of 29,000 individuals who are older people. The Programme does need to balance this against the needs of the 21 client groups it provides a service to. This means that the programme is able to provide additional provision to vulnerable service users in priority need.</p> <p>Floating support and Home Improvement Agencies working on making people’s homes more safe and improving the condition of properties ensure that services work preventatively to ensure that people can stay in their own homes for as long as possible. Such support, then, gives people more options.</p> |

| Strand | Could this policy, procedure, project or service affect this group differently from others in Kent? YES/NO | Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO | Assessment of potential impact HIGH/MEDIUM/LOW/ NONE/UNKNOWN | | Reason for assessment |
|--------|---|--|--|----------|---|
| | | | Positive | Negative | |
| Age | NO – 4. Needs analysis and consultations carried out during development of the strategy identified that there is an increased incidence of homelessness of young people, in particular 16 and 17 year olds. Such young vulnerable people need supported accommodation to support them in acquiring life skills necessary for independent living. | YES | HIGH | | The strategy suggests prioritising new service development for this client group. This will deliver additional services and prevent young vulnerable people from being street homeless and support them in acquiring life skills and accessing training, education and employment in order to live independently and contribute to the economic life of Kent. |
| | NO – 5. The strategy identifies the need to improve access to some services and make them accessible to all young people at risk. Currently, one service is only accessible to former relevant children for whom KCC had statutory responsibility. It is suggested to decommission this service and commission services for 'young people at risk'. | YES – widening access will promote more choice for a greater number of potential service users | MEDIUM | | Commissioning this service for 'young people at risk' will make services accessible to all young vulnerable people including care leavers and offenders and provide more choice/options in service delivery. It will ensure that services are not being used to discharge statutory responsibilities. |

| Strand | Could this policy, procedure, project or service affect this group differently from others in Kent? YES/NO | Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO | Assessment of potential impact HIGH/MEDIUM/LOW/ NONE/UNKNOWN | | Reason for assessment |
|------------|---|---|--|----------|--|
| | | | Positive | Negative | |
| Disability | YES – The strategy suggests that the maximum available housing related support in long term supported housing is reduced to 10 hours per week per service user. This is in order to deliver services to other service user groups who do not have as much housing related support provision as is needed. | YES | | MEDIUM | Current maximum provision of 17.5 hours per week includes support identified as non-housing related support. This affects 39 services for people with learning disabilities, 15 services for people with mental health problems and 3 services for people with physical disabilities and altogether 420 service users some of who also get statutory services from Adult Social Services and Health. |
| | NO – The strategy suggests to mainstream floating support services for people with learning disabilities, people with physical or sensory disabilities and people living with HIV/Aids | YES – more people will be able to access services more quickly | | NONE | Floating support will be available to these groups as part of generic services. Mainstreaming floating support for these groups acknowledges that just because someone happens to have a disability, does not necessarily mean that s/he has a housing related support need. |
| | YES – Limit the duration of floating support provision to one year (but with the possibility of extension to a maximum of two years on a case by case basis) | YES – The current service is only accessible to people who meet statutory criteria for an enhanced care programme approach. | | LOW | Whilst service duration will be reduced, based on review and a case being made, duration can still be extended to two years. |
| | YES – The strategy suggests the decommissioning of an in-house floating support service for people with mental health problems | | | LOW | Service users meeting statutory criteria can still access client group specific floating support. However, services will be accessible to all irrespective of individuals meeting statutory eligibility criteria. |

| Strand | Could this policy, procedure, project or service affect this group differently from others in Kent? YES/NO | Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO | Assessment of potential impact HIGH/MEDIUM/LOW/ NONE/UNKNOWN | | Reason for assessment |
|--------------------|---|---|--|----------|---|
| | | | Positive | Negative | |
| Gender | NO – The strategy explicitly prioritises the housing related support needs of those fleeing domestic abuse. Whilst most members of this group are female, Supporting People floating support provision is also accessible to males. | YES | HIGH | | Supporting People continues to monitor the housing related support needs of those fleeing domestic abuse and where the length of waiting for floating support poses a potential risk to clients' safety, the case for additional services is made. |
| Gender identity | YES – Issues around gender identity can compound issues vulnerable people have and affects their needs for housing related support. | YES – by identifying specific support needs and ensuring that services use best practice in meeting the needs of people with gender identity issues | NOT KNOWN | | Supporting People is aware of the effects gender identity can have and the strategy tacitly acknowledges the need for further research to be undertaken. This will form part of the Annual Plan. |
| Race | NO – Ethnicity can affect access to services and may in some cases require the commissioning of services specific to particular Minority Ethnic groups | YES | HIGH | | Supporting People monitors the take up of services by Minority Ethnic groups and has in the past researched their specific housing related support needs. Following that research, a specific service for people from Asian communities in Gravesham/Dartford was commissioned. The strategy recommends re-reviewing the needs of such communities. |
| Religion or belief | NO | YES | HIGH | | Supporting People commissions services that require providers, as part of the Quality Assessment Framework (QAF), to ensure that people's beliefs are respected and that people are supported in accessing appropriate places of worship, where required. Supporting people monitors and reviews services to ensure that providers adhere to the QAF. |

| Strand | Could this policy, procedure, project or service affect this group differently from others in Kent? YES/NO | Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO | Assessment of potential impact HIGH/MEDIUM/LOW/ NONE/UNKNOWN | | Reason for assessment |
|--------------------|---|---|--|----------|--|
| | | | Positive | Negative | |
| Sexual orientation | YES – Non-heterosexual orientation compounds issues vulnerable people have and affects their needs for housing related support. | YES – by identifying specific support needs and ensuring that services use best practice in meeting the needs of people with gender identity issues | NOT KNOWN | | Supporting People is aware of the effects non-heterosexual orientation and the strategy tacitly acknowledges the need for further research to be undertaken. This will form part of the Annual Plan. |

Appendix 2 - Distribution of Supporting People grant and units by primary client group, as at 9.11.2009

| Client Group | Unit Nos. | % Of Units | % Of Grant | Total Cost £ 09/010* |
|--|------------------|-------------------|-------------------|---------------------------------|
| Frail Elderly | 189 | 0.65% | 1.08% | £369,688 |
| Generic | 1184 | 4.08% | 7.61% | £2,597,948 |
| Homeless Families with Support Needs | 215 | 0.74% | 3.06% | £1,045,101 |
| Offenders or People at Risk of Offending | 159 | 0.55% | 3.05% | £1,040,070 |
| Older Persons with Support Needs | 24203** | 83.42% | 25.84% | £8,826,920 |
| People with a Physical or Sensory disability | 180 | 0.62% | 1.37% | £467,782 |
| People with Alcohol Problems | 68 | 0.23% | 0.68% | £233,550 |
| People with Drug Problems*** | 132 | 0.45% | 1.52% | £518,140 |
| People Living with HIV/Aids | 20 | 0.07% | 0.18% | £61,692 |
| People with Learning Disabilities | 464 | 1.60% | 13.97% | £4,769,920 |
| People with Mental Health Problems | 731 | 2.52% | 12.89% | £4,402,977 |
| Rough Sleeper | 75 | 0.26% | 0.76% | £261,263 |
| Single Homeless with Support Needs | 479 | 1.65% | 9.68% | £3,307,238 |
| Teenage Parents | 161 | 0.55% | 2.18% | £746,255 |
| Those at risk of Domestic Abuse | 283 | 0.98% | 6.19% | £2,113,332 |
| Young People at Risk | 389 | 1.34% | 7.48% | £2,555,923 |
| Young People Leaving Care | 77 | 0.27% | 2.41% | £821,495 |
| Gypsies and Travellers | 4 | 0.01% | 0.05% | £15,391 |
| TOTAL | 29013 | 100% | 100% | £34,154,694 |

*Figures for cost have been rounded up

** This includes services provided by Home Improvement Agencies and Community Alarms

***This includes Floating Support for people who misuse drugs or alcohol