

6.0 Risk Assessment

Risk assessment is essential to the operation and management of the Supporting People programme. The process enables issues and challenges to be considered with a view to determining how they may impact on the development of the Supporting People programme and planning to mitigate the risks.

6.1 Risk Management Process

The County of Herefordshire District Council, as the Administering Authority for the programme is ultimately responsible for the risks. The risk management process broadly comprises four stages, from which the Herefordshire Supporting People risk register is developed.

Step one: The identification of risk within Herefordshire has been undertaken.

Step two: Risk assessment has been made including the assessment of:

- Consequence of the risk occurring;
- Impact of risk (high, medium and low);
- Probability of risk occurring (high, medium and low); and
- Risk owner identification

Steps three and four: The risk register will be reviewed on a quarterly basis outstanding risks will be reported to the Commissioning Body.

6.2 High Impact Risks Identified

A number of high impact risks have been identified, including:

- The extreme impact of the proposed Distribution Formula on the future of Supporting People Services in Herefordshire
- The potential impact of the loss of efficiency savings realised through robust monitoring of services and contracts
- The instability of the provider sector due to the current uncertainties in relation to funding of the programme
- The lack of engagement with the programme from some key partners
- The recruitment and retention of skilled staff to administer the programme effectively
- Future planning and development of capital schemes reliant on Supporting People revenue funding

All risks will be monitored and reviewed so that they do not escalate. Contingencies have been developed to mitigate these risks.

7.0 Proposals for a Five Year Strategy

7.1 Introduction

The Five Year Strategy has to take into account three key factors:

- The identification of service development priorities
- The scheme review process which continues to assess strategic relevance, quality and value for money
- The expected sharp decline in resources for Supporting People in Herefordshire as a result of the ODPM's Distribution Formula

7.1.1 Strategic Aims (2005/6)

The Herefordshire Supporting People Partnership has identified the following strategic priorities for 2005/6. However, these development proposals are subject to the availability of Supporting People Grant funding.

No	Client Group	Strategic Aim	Action
1	Single Homeless People	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and an LPSA target reduce the incidence of repeat homelessness to less than 1% per year	To commission intensively managed, temporary supported housing for single homeless people
2	Young People Leaving Care	To enable the Council to meet its obligation to provide after-care and support to vulnerable young people leaving the looked-after system from the age of 16 up to the age of 25	To commission transitional, supported accommodation in low-density developments for young people leaving care
3	People with a Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the recommendations of the Joint Review	<p>To commission settled, supported accommodation for people with learning disabilities moving-on from living with older carers (70+)</p> <p>To commission supported housing for people with learning disabilities incorporating core and cluster / key ring type accommodation</p> <p>To commission shared ownership housing for people with learning disabilities via Advance Housing's SOLD scheme</p>

	People with a Learning Disability (cont'd)		To re-model a registered home in Hereford City to provide self-contained units of supported accommodation
4	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer	To commission a housing-related support service to complement the Local Authority's Reablement Strategy
5	People who experience Mental Health problems	To enable the Council and the PCT to provide housing options for people with serious and enduring mental health problems	To commission shared ownership housing for people with mental health problems via Advance Housing's Own Home scheme.
6	Homeless People	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and an LPSA target reduce the incidence of repeat homelessness to less than 1% per year	To commission a pilot floating support scheme for people currently housed but at risk of homelessness
7	Travellers	To enable the Council and its partners to develop a Strategy for meeting the needs of Travellers in Herefordshire	To commission further development of the Traveller Liaison Scheme to meet identified need To evaluate and commission cross-authority provision to meet identified need
8	Young Offenders	To enable the Council and its partners, via the Youth Offending Team and the National Offender Management Service, to meet their statutory duties and stated aims as set out by the Home Office	To commission a pilot Supported Lodging scheme in Herefordshire for young offenders. To be managed in partnership with the Youth Offending Team and a support provider

7.2 A Revised Strategy for 2006-2010

The fluidity of this position means that a revised Strategy for 2006-2010 will need to be developed during 2005. It will address these issues, taking particular account of:

- The above key developments
- Any further resolution of the Supporting People Distribution Formula
- Outcomes of further scheme reviews in 2005

Planning for associated capital development based on the conclusions and priorities of this Strategy and its revision will run in parallel through 2005/6, with the aim to anticipate revised priorities rather than react to them.

The revised strategic plan will also take account of the following key areas, which are identified in the supply and needs analysis above:

- The investment priorities set out in the developing Housing Strategy 2005-2008
- The findings of the forthcoming review of sheltered housing; resultant capital and scheme review commitments; and the implications of demographic forecasts
- The joint conclusions of the Mental Health Housing Plan
- The findings of the teenage pregnancy research project due to report in March 2005
- The needs analysis of the housing and housing-related support needs of people with HIV and AIDS
- The research into the housing and housing-related support needs of travellers
- A needs analysis in relation to a small group of offenders who have special needs such as mental health problems and learning difficulties who require specialist supported accommodation which is not readily available locally
- A needs analysis into the housing and housing-related support needs of people with sensory impairments

Associated Priorities

These are issues which are not central concerns of Supporting People, but which affect its delivery and success. In developing its partnership role, the Commissioning Body will work to address them:

- Successful Supporting People investment depends in many cases on accommodation with support. Failure to access accommodation for service users, or move-on accommodation when Supporting People services are no longer needed, can and does put Supporting People provision in jeopardy, and can reduce its effectiveness. These issues will remain a key consideration in the revised Strategy.
- Although Supporting People is not concerned with the provision of direct services to children, there is currently little provision for children who are living with domestic violence. Such children, although they may fall short of the threshold for children at risk of serious harm, are vulnerable children in need, and Herefordshire Women's Aid Floating Support staff are unable to provide them with direct services, as this falls outside the remit of Supporting People. This suggests the need for a joint review with Children's Services of

provision for children in partnership with Herefordshire Women's Aid's Supporting People Services.

7.2.1 Strategic Aims (2006/07)

The Herefordshire Supporting People Partnership has identified the following strategic priorities for 2006/7. These development proposals are subject to the availability of Supporting People Grant funding.

No	Client Group	Strategic Aim	Action
1.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer	To commission the provision of housing-related support to the Extra Care community being developed in Hereford city in partnership with the Extra Care Charitable Trust and Festival Housing Group
2.	People with a Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the recommendations of the Joint Review	To commission supported housing for people with learning disabilities To commission shared ownership housing for people with learning disabilities via Advance Housing's SOLD scheme
3.	People who experience Mental Health Problems	To enable the Council and the PCT to provide housing options for people with serious and enduring mental health problems	To commission shared ownership housing for people with mental health problems via Advance Housing's Own Home scheme
4.	Women Escaping Domestic Violence	To enable the Council and its partners, via the Community Safety Partnership and Domestic Violence Forum, to meet their statutory duties and stated aims as set out by the Home Office	To commission transitional supported accommodation for women with complex needs and their children
5.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer	To commission supported accommodation incorporating assistive technology for people experiencing early signs of dementia or Alzheimer's Disease

6.	Older People with Dementia	To enable the Council and its partners to meet the housing and prevention aspirations of the National Service Framework for older people with a mental illness	To commission a pilot housing-related support scheme for people identified as having early signs of dementia or Alzheimer's Disease
7.	People Recovering from Alcohol Misuse	To Enable the Council and its partners to meet their long-term commitment to reduce the social, criminal, health and economic impact of alcohol misuse	To commission a supported transitional, housing scheme / dry house for people recovering from alcohol misuse

Summary

The proposed Distribution Formula creates considerable difficulties when considered against the priorities set out above.

A series of strategic aims from the process of supply and needs analysis have been identified within this Strategy. However, the Distribution Formula means that Herefordshire will be the seventh most adversely treated authority in England, facing a loss in Supporting People Grant of approximately 25% over the five-year period, and over the long term a loss of at least 58% on the 2003/4 grant levels.

As a result the Herefordshire Supporting People Partnership faces challenges over the coming years. Representations are being made through other channels about the extreme nature of the redistribution proposed, and the accuracy and objectivity of the formula as it stands.

Whilst this is a challenging position a series of priorities have been set out as they appear in February 2005; to identify the implications and to establish a framework for the choices to be made.

Developing a detailed Five Year Strategy in these circumstances is problematic. In the coming year, the Authority will prepare for the potentially sharp contraction in funding whilst seeking to ensure the impact on vulnerable people is minimised. This will require very detailed preparation and consultation.

8.0 ANNUAL PLAN 2005 - 06

The Annual Plan for 2005/6 is derived from the Strategy set out in the previous section. In particular, the expected spend will be £6,483,549 comprising new developments of an estimated annual value of £479,000, and £6,005,549 for current commitments. The development priorities for 2005/6 are listed at part 7.

It may be possible to fund some of the 2006/7 priorities through efficiency savings realised from forthcoming reviews. However, this will have to be considered in the context of the further reductions in grant levels expected in 2007/8.

Herefordshire Supporting People Partnership believe that short-term expansion followed by sharp contraction a year or two later is to be avoided at all costs.

The tables below set out the expected spend for each client group for the forthcoming year.

**TABLE SIX
SUPPORTING PEOPLE CONTRACT TYPE, VALUES AND SERVICE USER NUMBERS, 2005/6**

<i>Service Type</i>	<i>No of Clients</i>	<i>% of Clients per Client Group</i>	<i>Annually (£)</i>	<i>% of Grant Allocation</i>
Floating Support Services	862	29.5	3,193,906	49.3
Accommodation Based Services	2063	70.5	3,289,644	50.7
TOTALS	2925	100.0	6,483,549	100.0

**TABLE SEVEN
SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS BY CLIENT GROUP, 2005/6**

<i>Client group</i>	<i>No. of Clients</i>	<i>Annual Contract Value (£)</i>	<i>% of Spend</i>
Frail Elderly	75	186,855	2.9
Homeless Families	70	337,266	5.2
Offenders or People at Risk of Offending	22	308,576	4.8
Older People with Support Needs	2,016	1,477,268	22.8
People with a Physical or Sensory Disability	89	251,890	3.9
People with Alcohol Problems	24	104,669	1.6
People with Drug Problems	30	396,565	6.1
People with Learning Disabilities	141	1,226,700	18.9
People with Mental Health Problems	241	853,946	13.2

Single Homeless with Support Needs	65	462,273	7.1
Teenage Parents	8	41,784	0.6
Women at Risk of Domestic Violence	28	304,843	4.7
Young People at Risk	70	383,096	5.9
Young People Leaving Care	25	123,728	1.9
Travellers	21	24,090	0.4
TOTALS	2,925	6,483,549	100.0

**TABLE EIGHT
ACCOMMODATION-BASED SERVICES: SUPPORTING PEOPLE CONTRACT
VALUES AND SERVICE USER NUMBERS, 2005/6**

Client Group	No. of Clients	Annual Contract Value (£)	% Spend
Frail Elderly	75	186,855	5.7
Offenders or People at Risk of Offending	9	237,473	7.2
Older People with Support Needs	1,774	839,621	25.5
People with a Physical or Sensory Disability	9	8,766	0.3
People with Drug Problems	18	252,022	7.7
People with Learning Disabilities	65	670,335	20.4
People with Mental Health Problems	29	310,108	9.4
Single Homeless with Support Needs	45	394,820	12.0
Women at Risk of Domestic Violence	7	116,953	3.6
Young People at Risk	26	212,561	6.5
Young People Leaving Care	6	60,130	1.8
TOTALS	2,063	3,289,644	100.0

**TABLE NINE
FLOATING SUPPORT: SUPPORTING PEOPLE CONTRACT VALUES AND
SERVICE USER NUMBERS, 2005/6**

Client group	No. of clients	Annual contract value (£)	% of spend
Homeless Families	70	337,266	10.6
Offenders or People at Risk of Offending	13	71,103	2.2
Older People with Support Needs	242	637,647	20.0
People with a Physical or Sensory Disability	80	243,124	7.6
People with Alcohol Problems	24	104,669	3.3
People with Drug Problems	12	144,543	4.5

People with Learning Disabilities	76	556,365	17.4
People with Mental Health Problems	212	543,838	17.0
Teenage Parents	8	41,784	1.3
Women at Risk of Domestic Violence	21	187,890	5.9
Young People at Risk	44	170,535	5.3
Young People Leaving Care	19	63,599	2.0
Single Homeless with Support Needs	20	67,453	2.1
Travellers	21	24,090	0.8
TOTALS	862	3,193,902	100.0

A major development in 2005/6 will be the strategic reassessment outlined above.

8.1 Strategic Priorities

The highest priority is to ensure that the programme operates within the budgets set by ODPM. Commissioning of new services will be undertaken in accordance with the eligibility and value for money criteria. In addition services that do not meet the objectives of the programme will be either re-modelled or de-commissioned.

8.2 Operational Priorities

A number of operational priorities have been identified for 2005-06:

- Ensuring the service review programme timetable is adhered to.
- Ongoing risk assessment, including monitoring of risks and developing contingencies to minimise their impact
- Reviewing the governance of the programme, and implementing structural and procedural changes as required
- Developing the needs assessment programme, to fill gaps in knowledge about specific client groups

8.3 Consultation

This Strategy reflects the analysis of current priorities based on consultation, analysis of need and supply, and scheme reviews in the past year.

A revised Strategy will be prepared for the autumn of 2005. Herefordshire Supporting People team will undertake a range of consultations. Stakeholder events will be convened to monitor and inform the development of the revised Strategy.

APPENDIX ONE - Consultation

CONSULTATION WITH SUPPORTING PEOPLE SERVICE USERS: GOOD PRACTICE THAT HAS INFORMED THE DEVELOPMENT OF PRIORITIES DURING 2004/5

The local Partnership Boards include service user representation. These groups inform the wider strategic direction of Supporting People in Herefordshire.

The Supporting People team have carried out a number of training events specifically for service users and carers.

The views of service users are central to Herefordshire's approach to the monitoring and review of Supporting People Services. To maximise participation, a range of methods have been adopted. These include focus groups, face to face interviews, telephone interviews, and postal questionnaires.

Furthermore, independent organisations, with knowledge of the needs of the client group, have been commissioned to undertake service user consultation. Herefordshire User Group undertook a consultation with people who experience mental health problems. This achieved 58% participation. An independent consultant was engaged to facilitate consultation with people with a learning disability. This achieved 77% participation.

The views and recommendations arising from these consultations have been incorporated into service improvement plans.

Service users have also informed scheme developments, including a supported housing scheme for people who experience mental health problems and a temporary supported housing scheme for single homeless people.

The Supporting People team are committed to consolidating and developing the Supporting People programme through the inclusion of service users.

APPENDIX TWO - West Mercia Cross-Authority Statement

The membership of the West Mercia Cross-Authority Group (WMCAG) is:

- County of Herefordshire District Council
- Shropshire County Council
- Worcestershire County Council
- Borough of Telford and Wrekin Council

The CAG currently operates within the wider remit of the West Midlands Supporting People Group. The members believe that there are specific geographic and demographic distinctions needing consideration, over and above the concerns of the regional Supporting People forum.

The CAG has developed the following mission statement:

The members of the West Mercia Cross-Authority Group are committed to ensuring a minimum level of housing support service provision for the full range of vulnerable client groups, with appropriate recognition of needs and resources. This provision will recognise local boundaries and communities, and aims to reflect local partnerships where possible. The members of the CAG will seek to simplify Supporting People processes, develop common approaches where practicable and avoid duplication of provision by effective joint commissioning.

The CAG wishes to adopt the following aims for the continuing implementation of the Supporting People programme in the West Mercia region:

- To jointly develop cross-authority services where a shared need has been clearly shown
- To jointly monitor existing provision, share information about service, track cross-authority movement and identify shared needs
- To develop, share and adopt methods of contemporary best practice
- To work in partnership to make best use of available resources and to identify the practical and cost-benefits of doing so
- To facilitate closer working between members Supporting People teams by developing shared training opportunities
- To develop a common approach to informing the future funding of the Supporting People programme
- To jointly assess risks in relation to designated services, non-designated cross-boundary services and providers in common
- To ensure that issues relating to rurality are given due consideration in strategic planning, commissioning, value-for-money methodologies etc
- To create effective links to other Administering Authorities to share knowledge and best practice, including making effective use of member's resources
- To share information about service costs, procurement data, policies, review outcomes and to develop common working platforms
- To offer peer support at all levels across the members' Supporting People programmes, including mentoring, risk management due to lack of resources, policy validation and review validation
- To share information when reviewing or decommissioning existing designated services

The members also wish to adopt the following specific aims to further aid the service development process within the West Mercia region:

- To develop services based on locally identified need

- To make best use of existing services where possible
- To engender a partnership working approach to service development
- To recognise natural communities and make best use of existing community resources
- To encourage service providers to extend access criteria where possible
- To work together in order to link strategic planning with service commissioning within the sub-regional supported housing sector
- To continue to develop a common approach to service reviews, risk management and benchmarking, as well as in considering the ongoing requirements of Government
- To work to improve day to day joint working between Supporting People stakeholders in all sectors within the West Mercia region
- To undertake and share research in order to maximise resources and improve the shared understanding of the local supported housing market

In order to implement the shared aims of the West Mercia Cross-Authority Group, the members will:

1. Develop a common service development plan by Summer 2005, for inclusion in the next annual plan
2. Identify the shared understanding of the local supported housing sector, including gap analysis and local needs, for inclusion in the next annual plan
3. Hold a cross-authority event in 2005/06 to facilitate joint working between cross-authority stakeholders

APPENDIX THREE – Grant Distribution by Client Group

SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS BY CLIENT GROUP, 2004/5

<i>Client Group</i>	<i>Number of Clients per Client Group</i>	<i>Annually per Client Group</i>	<i>% of spend</i>
Frail Elderly	75	£186,129	2.9
Homeless Families	70	£350,000	5.5
Offenders or People at risk of Offending	19	£276,382	4.3
Older people with support needs	1676	£1,487,423	23.4
People with a Physical or Sensory Disability	89	£221,157	3.5
People with Alcohol Problems	24	£103,797	1.6
People with Drug Problems	29	£399,923	6.3
People with Learning Disabilities	158	£1,218,641	19.2
People with Mental Health Problems	251	£1,036,760	16.3
Single Homeless with Support Needs	33	£257,174	4.0
Teenage Parents	8	£40,792	0.6
Traveller	6	£22,258	0.3
Women at Risk of Domestic Violence	28	£302,303	4.8
Young People at Risk	70	£379,904	6.0
Young People Leaving Care	19	£76,926	1.2
TOTAL	2555	£6,359,570	100

FLOATING SUPPORT: SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS, 2004/5

<i>Client Group</i>	<i>No. of Users</i>	<i>Annually Per Client Group</i>	<i>% of Spend</i>
Offenders or People at risk of Offending	10	40,888	1.2
Older people with support needs	152	661,334	20.1
People with a Physical or Sensory Disability	81	217,928	6.6
People with Alcohol Problems	24	103,797	3.1
People with Learning Disabilities	76	470,499	14.3
People with Mental Health Problems	212	652,981	19.8
Teenage Parents	8	40,792	1.2
Women at risk of Domestic Violence	21	186,324	5.7
Young People at Risk	44	169,114	5.1

Young People Leaving Care	19	76,926	2.3
Homeless Families	70	350,000	10.6
People with Drug Problems	20	150,000	4.6
TOTAL	737	3,120,583	100.0

**ACCOMMODATION-BASED SERVICES:
SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS, 2004/5**

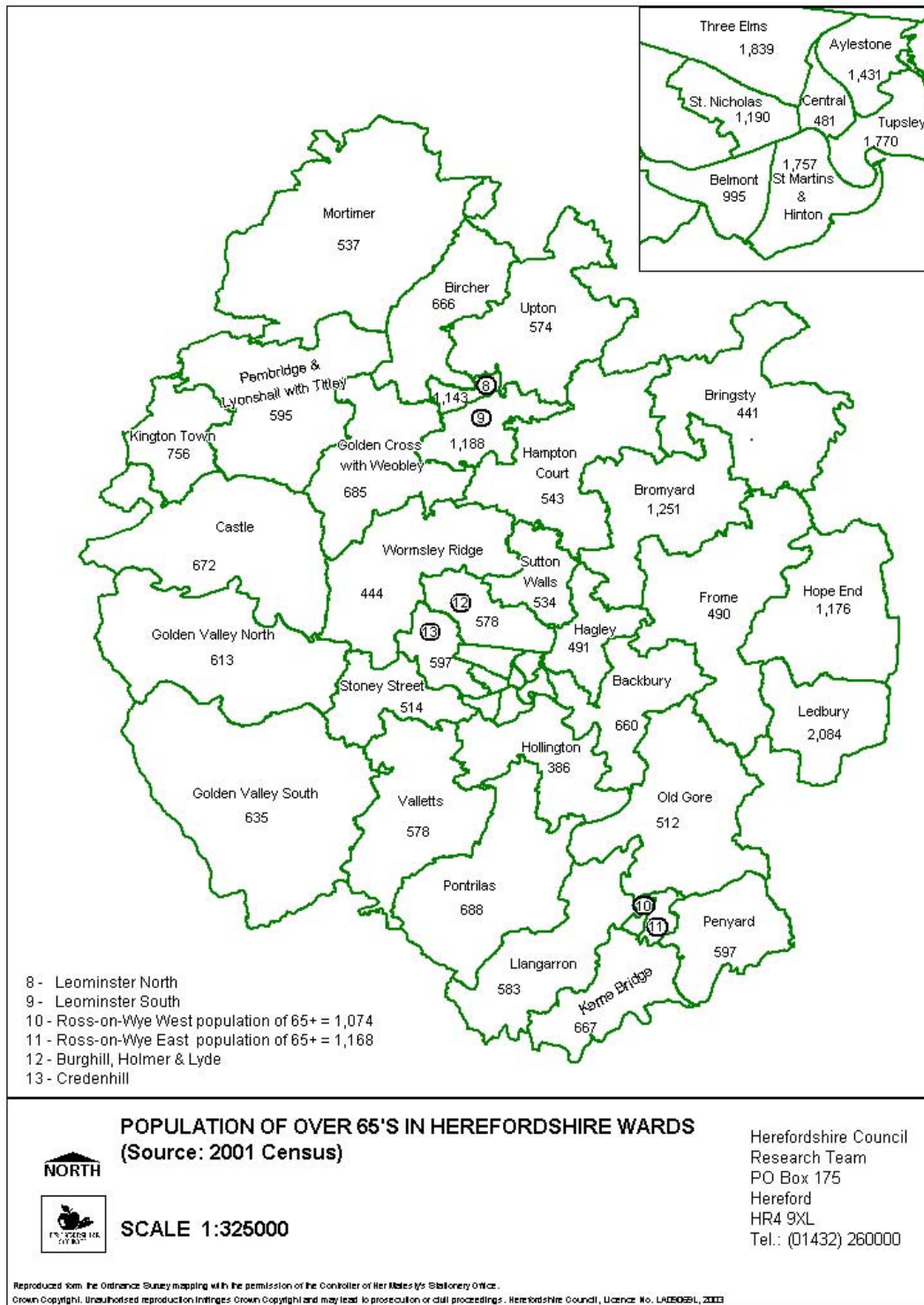
<i>Client Group</i>	<i>No. of Users</i>	<i>Annual Contract Value</i>	<i>% of Spend</i>
Frail Elderly	75	186,129	5.7
Offenders or People at risk of Offending	9	235,495	7.3
Older people with support needs	1524	826,089	25.5
People with a Physical or Sensory Disability	8	3,228	0.1
People with Drug Problems	9	249,923	7.7
People with Learning Disabilities	82	748,142	23.1
People with Mental Health Problems	39	383,780	11.8
Single Homeless with Support Needs	33	257,174	7.9
Traveller	6	22,258	0.7
Women at Risk of Domestic Violence	7	115,979	3.6
Young People at Risk	26	210,790	6.5
TOTAL	1818	3,238,987	100.0

APPENDIX FOUR – Outcomes of Scheme Reviews

Progress on Herefordshire Supporting People Scheme Reviews to February 2005

					TOTAL
LEARNING DISABILITIES	3	1	10	0	14
PHYSICAL / SENSORY DISABILITIES	3	0	0	0	3
MENTAL HEALTH	2	3	2	3	10
OLDER PEOPLE WITH SUPPORT NEEDS	1	0	1	2	4
YOUNG PERSON AT RISK	1	0	0	0	1
HOMELESS FAMILIES WITH SUPPORT NEEDS	0	2	3	1	6
YOUNGER PERSON LEAVING CARE	0	0	2	0	2
TOTAL	10	6	18	6	40

APPENDIX FIVE - THE POPULATION OF OVER 65's BY WARD



APPENDIX SIX – Local Performance Indicators

Service Area	Local Performance Indicators	Target	Out-Turn
<p>Supporting People</p> <p>This set of indicators are pending the approval of the Commissioning Body on behalf of the Administering Authority</p>	1. Total number of SP service-users per 1000 population *		
	2. Average spend of total SP grant per head of population *		
	3. Average cost of accommodation-based services per head of population *		
	4. Average cost of floating-support services per head of population *		
	5. % of service providers achieving standard C or above in the QAF when validated by the Review Team		
	6. % of quarterly returns received		
	7. KPI 1: Availability – % units available for use compared to that specified within the contract		
	8. KPI 2: Utilisation – % occupancy or take-up rates for the service against the capacity specified within the contract.		
	9. KPI 3: Staffing Levels - the number of hours spent on support tasks compared to the contracted hours		
	10. The number from BME community receiving services from SP		

* Herefordshire's 2003 mid-year population figure supplied by the Office of National Statistics = 176,900