



Care Services Improvement Partnership **CSIP**

**Housing Learning and
Improvement
Network**



Housing, care, support: a guide to integrating housing-related support at a regional level



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Section 1

Key Messages

This report outlines the findings of a research project commissioned by the Department for Communities and Local Government, the Housing Corporation and the Care Services Improvement Partnership (CSIP) to explore investment in housing-related support for vulnerable groups within the context of the new regional framework.

Recent government policy regarding public services set out a clear government commitment to continue to improve outcomes for clients by making services more effective, efficient and integrated. As part of this there are a number of new delivery mechanisms, many of which will support the investment in and delivery of housing-related support for vulnerable groups.

Findings from the research suggest that commissioners of housing-related support have found it challenging to bring together housing, health and social care to provide an integrated approach. Five themes were identified as promoting integration and improving the delivery of housing-related support for vulnerable groups. These are:

1. creating a common regional evidence base that provides a comprehensive assessment of need within a region
2. establishing a regional framework that promotes cross-authority and cross-sector working
3. commissioning for common outcomes shared across health, housing and social care
4. developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers
5. aligning revenue and capital funding streams to support investment

Recommendations for improving the investment in and delivery of housing-related support for vulnerable groups are:

Recommendation 1: *The Joint Strategic Needs Assessment and Strategic Housing Market Assessment should be aligned to provide a local assessment of housing-related support needs, with common metrics in order to enable the aggregation of data at a regional level.*

Recommendation 2: *Regional working should consider the housing-related support needs of vulnerable groups including black and ethnic minorities and should be undertaken in consultation with housing, health and social care commissioners, providers, users, advocates and carers across a region.*

Recommendation 3: *The National Indicator Set and Supporting People Outcomes Framework should be used by commissioners to provide a basis for commissioning joined-up services that deliver outcomes relevant to housing, health and social care.*

Recommendation 4: *Stakeholders should seek to structure effective cross-sector, cross-authority and regional partnerships, working through the use of pre-existing mechanisms and utilising existing tools to support this process.*

Section 2

Executive Summary

This report outlines the findings of a research project commissioned by the Department for Communities and Local Government, the Housing Corporation and the Care Services Improvement Partnership (CSIP) to explore investment in housing-related support for vulnerable groups within the context of the new regional framework. The research comprised a literature review which included local and regional strategies, five regional Appreciative Inquiry events and interviews with stakeholders.

The findings suggest that the current strategic vehicle of Regional Housing Strategies has had a minimum impact in promoting joined-up delivery of housing-related support services at a regional level by housing, health and social care. Where regional approaches have been adopted, they have facilitated cross-authority working; however, partnership working between housing, health and social care remains a challenge at a regional and local level. There is wide variation within and across regions as to the level of integration of health, housing and social care commissioning, but there is clear evidence of a common desire to improve the commissioning process to better meet the needs of vulnerable groups.

This report provides an overview of the policy context in which housing-related support is delivered. It then outlines potential levers for stakeholders in developing regional strategic partnerships for the commissioning and delivery of these services, and illustrates potential actions that could support this process.

Policy context

Recent government policy regarding public services set out a clear government commitment to continue to improve outcomes for clients by making services more effective, efficient and integrated. A focus on 'person-centred' services, the new performance framework, and the strategic commissioning of service provision provide various levers for housing-related support commissioners and their partners to shape services to meet clients' needs and deliver improved outcomes.

There are a number of new delivery mechanisms that will support the investment in and delivery of housing-related support for vulnerable groups. As well as the new performance framework which includes the Comprehensive Area Assessment process, there are Local and Multi-Area Agreements; the Joint Strategic Needs Assessment (JSNA); the Strategic Housing Market Assessment (SHMA) and Local Involvement Networks (LINKs).

Emerging positive practice in the delivery of housing-related support

Findings from the research suggest that commissioners of housing-related support have found it challenging to bring together housing, health and social care to provide an integrated approach to housing-related support. Five themes were identified as promoting integration and improving the delivery of housing-related support for vulnerable groups including black and minority ethnic communities. These are:

1. creating a common regional evidence base that provides a comprehensive assessment of need within a region
2. establishing a regional framework that promotes cross-authority and cross-sector working
3. commissioning for common outcomes shared across health, housing and social care
4. developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers
5. aligning revenue and capital funding streams to support investment

2.1 Creating a common regional evidence base that provides a comprehensive assessment of need within a region

A common regional evidence base will facilitate the identification of regional priorities, to establish where and for whom there is a need for regionally or sub-regionally commissioned services and what those services should be. There are two main processes for establishing levels of need at a local level: the Joint Strategic Needs Assessment (JSNA) and the Strategic Housing Market Assessment (SHMA). These processes should be better aligned. To use the JSNA process to establish a regional evidence base will require co-operation between local authorities to agree common metrics across the region.

Additional data sources that can be used to inform a regional evidence base include Supporting People Client Records and Outcomes data, and bespoke needs surveys. Service users should be involved in the development of this evidence base and the validation of assumptions.

Recommendation 1: *The JSNA and SHMA should be aligned to provide a local assessment of housing-related support needs, with common metrics in order to enable the aggregation of data at a regional level.*

2.2 Establishing a regional framework that promotes cross-authority and cross-sector working

Delegates at the events recognised that a regional framework which addresses housing-related support for vulnerable groups can support cross-sector (health, housing and social care) and cross-authority working. This regional framework can take various forms, for example, in the South West, a Vulnerable People's Implementation Group has been created under the aegis of the Regional Housing Strategy, to commission research and promote joint working to deliver housing-related support for vulnerable groups in line with the Strategy's priorities. It is important that regional working can input to future integrated regional strategy processes.

Government Offices, Regional Development Agencies, and Regional Improvement and Efficiency Partnerships can support the development of a regional framework. Using Multi-Area Agreements can improve governance and compliance. Regions should consider the role of service user involvement at a regional level and the newly established LINKs could be a vehicle to enable this.

Recommendation 2: *Regional working should consider the housing-related support needs of vulnerable groups including black and ethnic minorities and should be undertaken in consultation with housing, health and social care commissioners, providers, users, advocates and carers across a region.*

2.3 Commissioning for common outcomes shared across health, housing and social care

The new National Indicator Set provides a number of indicators that are jointly owned by housing, health and social care commissioners at a local level and which directly relate to the investment in and delivery of housing-related support for vulnerable groups. These indicators are measured within the Comprehensive Area Assessment and are designed to deliver outcomes rather than outputs. Because these indicators are shared across sectors, they are intended to provide a lever to promote partnership approaches and provide the basis for commissioning for common outcomes.

The Supporting People Outcomes Framework¹ can also support the process of commissioning for common outcomes. It contains key outcomes of interest at service level, local level, regional level and national level. It provides a standard set of outcomes data to give authorities a consistent baseline to indicate what outcomes are being achieved.

¹ <http://www.spkweb.org.uk/Subjects/Outcomes/SP+Outcomes+Framework++Guidance+and+Outcomes+Form+for+Short+Term+Services.htm>

Recommendation 3: *The National Indicator Set and Supporting People Outcomes Framework should be used by commissioners to provide a basis for commissioning joined-up services that deliver outcomes relevant to housing, health and social care.*

2.4 Developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers

Partnership working was recognised as being of key importance to promote joined-up working between different agencies (cross-sector) in a local area and different authority areas (cross-authority), and at a regional level. Partnerships enable stakeholders to improve the local knowledge base, meet shared priorities and develop long-term collaborations; however, the different languages of housing, health and social care, and the time required to maintain effective partnerships were identified by delegates at the events as the key barriers. The National Indicator Set and overlaps between it and Vital Signs, Local Strategic Partnerships, Local and Multi Area Agreements are potential levers because they are designed to enable partnership working, and Regional Improvement and Efficiency Partnerships are intended to support this process. In addition, tools identified by delegates to support this include stakeholder mapping, alignment checklists, engagement agreements and section 106 agreements.

Recommendation 4: *Stakeholders should seek to structure effective cross-sector, cross-authority and regional partnership working through the use of pre-existing mechanisms, and utilise existing tools to support this process.*

2.5 Aligning revenue and capital funding streams to support investment

Better alignment of revenue and capital funding streams will enable commissioners and service providers to make the best use of available resources. The research identified two ways of improving the alignment of capital and revenue funding. A regional capital allocations model has been developed in the East of England to support capital bids. This sets out the region's priorities, and a set of agreed criteria to ensure that priorities are decided regionally and that the process is streamlined for bidders. An alternative way to align capital and revenue funding streams is to agree a commitment across the local authority or region to encourage reuse of existing stock. This can take the form of a Memorandum of Understanding which ensures the co-operation of all stakeholders.

Conclusions

Recent government policy relating to health, social care, housing and local and regional government provides a policy context which should support the investment in and delivery of housing-related support for vulnerable groups. Partnership working, both cross-sector and cross-authority, was recognised by delegates as being key for success. While challenges exist, examples of emerging positive practice highlighted within the report suggest that stakeholders are building on existing structures to develop a framework that promotes partnership working, develops a common regional evidence base, commissions services to achieve common outcomes and improves the alignment of capital and revenue funding streams to ensure an efficient use of existing resources.

Section 3

Introduction

This report outlines the findings of a research project commissioned by the Department for Communities and Local Government, the Housing Corporation and the Care Services Improvement Partnership (CSIP). The aims of the research were to:

- understand lessons learned from differing approaches to including social care and housing support priorities in drawing up Regional Housing Strategies, with a view to developing best practice guidance and improving the strategic interaction between the housing functions of regional bodies (currently Regional Assemblies but soon to be Regional Development Agencies), Supporting People and other social care agencies
- produce recommendations on how to ensure the housing, care and support needs of vulnerable people, including black and ethnic minorities, are included in the new strategic framework; and what measures can be used in this framework to determine success in delivering those needs
- produce recommendations on how local housing and social care authorities can be encouraged and enabled to develop partnership approaches to local investment and delivery within the strategic framework
- establish a process for identifying where and for whom there is a need for regionally (or sub-regionally) commissioned services, and what those services should be.

The research had the following objectives:

- to identify to what extent the current relationship between the housing functions of the Regional Assemblies, Supporting People and health and social care ensure that locally identified needs are included in Regional Housing Strategies and Joint Strategic Needs Assessment, and met
- to provide recommendations for improvements to the strategic interaction between Regional Assemblies, Supporting People and health and social care, which can be sustained in the new strategic framework
- to identify where the process for ensuring the housing needs of people in receipt of or eligible for social care and housing support services are taken account of at a regional level best sits within the current framework and in the future
- to identify best practice from past approaches to drawing up Regional Housing Strategies which can inform future guidance and which takes into account changes to the current framework

- to provide evidence and analysis of the extent to which recent successful capital funding bids which achieved local authority revenue support were:
 - for groups with strong local authority connections
 - for more mobile groups, groups with weaker or no local authority connections or groups held to be at risk of being lower local priorities, or
 - delivered in partnerships which included a non-housing partner

The research was undertaken by Matrix Insight, Kate McAllister Associates and the Cambridge Centre for Housing and Planning Research, to investigate best practice examples of how the housing-related health and social care support needs of vulnerable groups are taken account of and facilitated at a regional level. The findings presented in this document are drawn from a theoretical review of the strategic framework, five regional consultation events and interviews with individuals covering specific elements of the research agenda and associated documentation. The audience for this report is primarily commissioners of housing-related support for vulnerable groups working in housing, health and social care at a local and regional level. However, the report is likely to be of interest to a wider audience including providers of housing-related support services.

This report outlines potential levers for stakeholders in developing regional strategic partnerships for the commissioning and delivery of these services, and uses evidence from the consultation events to illustrate potential actions that could support this process. Case studies and examples are provided in section 5.

Section 4

Policy Context

The policy context surrounding housing-related support for vulnerable groups has altered significantly since the launch of the Supporting People programme in 2003. From the consultation events it was clear that there is a limited understanding of the policy context in which housing-related support is delivered, and delegates were not fully informed of the levers available to support their work. This section provides an overview of the key policy documents and delivery mechanisms that relate to investment in, and delivery of, housing-related support for vulnerable groups.

4.1 Key policy documents

Recent government policy regarding public services set out a clear government commitment to continue to improve outcomes for clients by making services more effective, efficient and integrated. The documents outlined below summarise policy developments in housing, health, social care and local and regional government that provide the framework to support investment in, and delivery of, housing-related support. A focus on 'person-centred' services; the new performance framework; and the strategic commissioning of service provision provide various levers for housing-related support commissioners and their partners to shape services to meet clients' needs and deliver improved outcomes.

Homes for the future: more affordable, more sustainable²

The Housing green paper sets out the Government's commitment to improve the housing fabric of society by providing everyone with a decent home that they can afford, in a place where they want to live and work. The green paper commits to delivering this by ensuring:

- more homes to meet growing demand
- well-designed and greener homes, linked to good schools, transport and healthcare
- more affordable homes to buy or rent.

The paper includes a commitment to deliver two million new homes by 2016 and three million new homes by 2020. Reforms to the planning process, increased access to financial support such as shared equity and shared ownership schemes, and £8bn investment in affordable housing between 2008 and 2011 will support the regions to deliver the Government's targets.

² <http://www.communities.gov.uk/documents/housing/pdf/439986.pdf>

Independence and Opportunity: the National Supporting People Strategy³

As one of the key platforms on which social inclusion is built in England, the Supporting People agenda should play a key role in informing the regional strategic framework on behalf of vulnerable groups. *Independence and Opportunity* outlines the priorities for Supporting People within the wider policy agenda. This strategy is based on four key themes:

- keeping people who need services at the heart of the programme
- enhancing partnership with the Third Sector
- delivering in the new local government landscape, and
- increasing efficiency and reducing administrative burdens..

One of the programme's main aims is to help end social exclusion by preventing crisis and more costly service intervention, and enabling vulnerable people to live independently both in their own homes and within their community, through the provision of vital housing-related support services.

Lifetime Homes, Lifetime Neighbourhoods: the National Strategy for Housing in an Ageing Society⁴

Lifetime Homes, Lifetime Neighbourhoods provides the strategic direction for ensuring that both the social housing and private development markets are responsive to the needs of people in an ageing society. There are four key pillars of this strategy:

- Lifetime Homes Standards
- increased use of preventative housing services
- Lifetime Communities, and
- choice of residence for all clients.

These four pillars provide housing-related support services with an excellent opportunity to ensure that clients are able to remain in their own homes and to ensure that all vulnerable residents are fully supported to be active in their communities.

³ <http://www.spkweb.org.uk/NR/rdonlyres/4E92E1E2-B5EF-42B4-AD0C-FE5B68C4330B/12855/bm07024supportingpeoplestrategy.pdf>

⁴ <http://www.communities.gov.uk/documents/housing/pdf/lifetimehomes.pdf>

Valuing People Now: from progress to transformation – a consultation on the next three years of learning disability policy⁵

The white paper *Valuing People*⁶ (2001) set out the Government's vision for people with a learning disability, across a range of services based on four key principles of rights, independence, choice, and inclusion. The white paper's vision covered a range of issues including health, housing and employment. *Valuing People Now* is a consultation document which updates that vision and is seeking input from all stakeholders on the policy decisions for people with learning disabilities for 2008-2011. Its five key policy drivers are:

- personalisation – providing real choice over individuals' lives and services
- community inclusion – helping people become active members of communities through daytime activities and paid work
- health – ensuring that the health needs of this group are fully met
- housing – providing desirable housing with emphasis on home ownership and tenancies, and
- delivery – ensuring that delivery agencies are able to execute the above and improving the work of partnership boards

Input from the Valuing People consultation has informed the development of *Valuing People Now – a three year strategy* which will be published in autumn 2008.

Putting People First⁷

The ministerial concordat *Putting People First* establishes the collaboration between central and local government, the professional leaders, providers and the regulator to help support people to live their lives as they choose. It sets out the shared aims and values which will guide the transformation of adult social care, and recognises that the sector will work across agendas with users and carers to transform people's experience of local support and services. This is centred on the reform of adult social care to ensure that services provided are focused on individual outcomes and clients' quality of life. This will involve a joint approach by local agencies to tackle local needs, through the JSNA, and joint commissioning of services to meet agreed shared outcomes. To support this agenda, Department of Health, Communities and Local Government and Department for Work and Pensions have been jointly piloting individual budgets, which allow clients to purchase and access the services they want. This will impact on how service providers structure and deliver services. Individual budgets are currently being evaluated and further information will be published shortly.

⁵ http://www.dh.gov.uk/en/Consultations/Liveconsultations/DH_081014?IdcService=GET_FILE&dID=132409&Rendition=Web

⁶ <http://valuingpeople.gov.uk/echo/filedownload.jsp?action=dFile&key=1382>

⁷ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118

The Case for Change – why England needs a new care and support system – consultation⁸

The Department of Health is currently running a six-month period of public engagement to improve public understanding of the issues surrounding our current care and support systems and the fact that hard choices will have to be made for a future system. This period of public engagement commenced in May with the launch document, *Care. Support. Independence*. Various types of assistance might form part of a reformed system, including social care services; some elements of housing-related support; adaptations that help people get around at home more easily; support for independent living for disabled people, including the Independent Living Fund; and benefits that help people with the extra costs of disability in later life. The public engagement document sets out three key questions for the public to consider before the Government can begin to develop a new system. The public is asked for views on:

Support. Independence. Various types of assistance might form part of a reformed system, including social care services; some elements of housing-related support; adaptations that help people get around at home more easily; support for independent living for disabled people, including the Independent Living Fund; and benefits that help people with the extra costs of disability in later life. The public engagement document sets out three key questions for the public to consider before the Government can begin to develop a new system. The public is asked for views on:

- how the vision of independence, choice and control can be implemented
- what the balance of responsibility should be between individuals, family and government
- how funding should be allocated

The period of public engagement will close in November, and it is anticipated that a green paper will be published in spring 2009.

Our Health, Our Care, Our Say⁹

Our Health, Our Care, Our Say outlines four key priorities for reform of the healthcare system:

- improve prevention and early intervention services
- give the community more choice and the mechanisms to express that
- provide more support for those with chronic illnesses to manage their own care as they see fit
- reduce inequalities of health outcomes and access to service

Several of the policies outlined in the white paper have significant impact on housing strategies for vulnerable people. The importance the white paper attaches to prevention of ill-health and care outside of hospitals is an excellent opportunity for housing-related support services to demonstrate the significant role high-quality housing can play in securing wellbeing and health for vulnerable groups within society¹⁰. By ensuring that all houses are suitable for the needs of the vulnerable and that services are provided to ensure that these individuals are supported to live alone safely, housing-related support can add real value to the prevention and independence agendas.

⁸ <http://www.careandsupport.direct.gov.uk/>

⁹ <http://www.dh.gov.uk/en/Healthcare/Ourhealthourcareoursay/index.htm>

¹⁰ This is evidenced by the CapGemini financial benefits report and the Supporting People outcomes dataset <http://www.spclientrecord.org.uk/>.

The white paper informed the Darzi review, *High Quality Care for All*. This sets a new foundation for a health service that empowers staff and gives patients choice. It ensures that health care will be personalised and fair, includes the most effective treatments within a safe system, and helps patients to stay healthy. The recommendations of the Darzi review are now being implemented by Strategic Health Authorities.

Strong and Prosperous Communities¹¹

The Local Government white paper outlines the future shape of local government within England and empowers local authorities to act as 'place shapers' within their community through Sustainable Communities Strategies.

A new performance framework cuts the number of national performance indicators to 196, with up to 35 key indicators to be included in each authority's Local Area Agreement (LAA). The Comprehensive Performance Assessment has been replaced by the Comprehensive Area Assessment with a reduced and risk-based role for inspection. An enhanced role for authorities as strategic leaders and place-shapers has empowered stronger Local Strategic Partnerships (LSPs) and next-generation LAAs with wider scope and importance, and a duty to cooperate between authorities and local partners. The white paper encourages councils to put integration and cohesion at the heart of community strategies and LAAs. In addition, it introduces the Joint Strategic Needs Assessment, a statutory annual assessment of the health and social care needs of the local population undertaken by Directors of Public Health, Directors of Adult Social Services and Directors of Children's Services.

By joining up the performance framework and by providing local areas with the structures to jointly fund and commission services, *Strong and Prosperous Communities* empowers local areas to design and implement effective, efficient and tailored services that are responsive to the needs of their communities and the individuals within them. In terms of housing-related support the LSPs will bring together commissioners of Supporting People, health services, adult social care and social housing representatives to ensure a coherent approach to the commissioning of these services.

The Sub-National Economic Review¹²

The Sub-National Economic Review proposes a modified structure for regional governance to promote economic development suitable for the economic realities in the different regions. The proposal is to introduce a single Regional Strategy to replace separate regional economic and regional spatial strategies and that the Regional Development Agencies (RDAs) will be responsible for drawing up Regional Spatial Strategies relating to economic, environmental and social objectives, working closely with local authorities and also engaging other stakeholders. These single Regional Strategies will be expected to cover various issues including housing supply and quality, affordable housing and regeneration issues. Government has yet to respond to consultation on the implementation of these proposals.

¹¹ <http://www.communities.gov.uk/publications/localgovernment/strongprosperous>

¹² http://www.hm-treasury.gov.uk/spending_review/spend_csr07/reviews/subnational_econ_review.cfm

The National Improvement and Efficiency Strategy¹³

This document outlines the government's plans to increase efficiency through devolution of funding and decision-making powers to local authorities, and the local negotiation of targets and performance metrics using the National Indicator Set. One outcome of this will be a raised profile for the Regional Improvement and Efficiency Partnerships (RIEPs) putting them at the centre of supporting local authority improvement in their region. The strategy outlines a commitment to the co-ordinated support of councils in difficulty, to tackle poor performance where it persists. This could be carried out by RIEPs and the Regional Government Offices (GOs); through challenge and support by the Improvement and Development Agency (IDeA); or through the improvement structures of the Local Government Association. Strong accountability arrangements will ensure that improvement support is correctly targeted to the right areas and priorities. This process will be led by the RIEP Chief Executive's Task Group (CXTG) on behalf of the RIEPs.

4.2 Policy levers and delivery mechanisms

The policies outlined above set out a number of new delivery mechanisms that will support the delivery of public services at a local level, including the investment in and delivery of housing-related support for vulnerable groups. These delivery mechanisms are the new performance framework and Comprehensive Area Assessment process; Local and Multi-Area Agreements; the Joint Strategic Needs Assessment (JSNA); the Strategic Housing Market Assessment (SHMA) and local involvement networks (LINKs). A diagram illustrating regional and local structures can be found at the end of this section.

The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators¹⁴

Strong and Prosperous Communities outlines the future shape of local government within England. The white paper empowers local authorities to act as 'place shapers' within their community through Sustainable Communities Strategies. The new performance framework cuts the number of national performance indicators to 196 outcome-focused National Indicators, the delivery of which will be assessed by the Comprehensive Area Assessment (CAA). Two of the 196 National Indicators relate directly to the delivery of housing-related support (141 and 142) and several indicators are shared with health services as part of 'Vital Signs'. The commonality of assessment criteria allows housing-related support services to be designed to achieve shared and common outcomes.

¹³ <http://www.communities.gov.uk/publications/localgovernment/efficiency>

¹⁴ <http://www.communities.gov.uk/publications/localgovernment/nationalindicator>

Local Area Agreements (LAAs)¹⁵

Strong and Prosperous Communities connects the agencies responsible for a local area into a Local Strategic Partnership (LSP) which is responsible for delivering the goals set out in the Sustainable Community Strategy. LSPs are comprised of representatives from Local Authorities, PCTs, Police Forces and other partner agencies. Local Area Agreements (LAAs) provide a contractual framework agreed between central government and the LSPs which underpin the Sustainable Community Strategy. Signatories of the LAAs share responsibility for achieving targets contained in it, set against the up to 35 of the 196 National Indicators. Area-Based Grants, an un-ringfenced funding delivery mechanism, give LSPs increased freedom to plan how services are commissioned and streamline the commissioning process. The development of this new performance framework as it evolves should allow more productive partnerships between different services and stakeholders, and provides housing-related support services with an excellent opportunity to integrate their services into a comprehensive commissioning environment.

Multi-Area Agreements¹⁶

The Sub-National Economic Review also provides a mechanism for making regional strategies for economic development more appropriate to their localities. The Multi-Area Agreements (MAAs) allow local authorities to forge agreements similar to LAAs with other authorities for the purposes of furthering economic development. These partnership agreements have the potential to promote regional approaches to housing and regeneration. The current consultation is set out in *Prosperous Places*¹⁷ and considers (amongst other things) the scope of Regional Spatial Strategies, the role of elected officials in holding the proposed Regional Development Agencies to account and whether MAAs can incorporate a statutory duty for partners to co-operate. The first set of MAAs were signed off in July 2008.

Joint Strategic Needs Assessments¹⁸

The Joint Strategic Needs Assessment (JSNA) is a process which Primary Care Trusts and Local Authorities undertake jointly to establish the health and wellbeing of the community in an area. This Strategic Needs Assessment informs the joint commissioning process and ensures that the services delivered reflect the needs of the community.

Strategic Housing Market Assessments¹⁹

The Strategic Housing Market Assessment (SHMA) is a document produced by local authorities (or Local Authority partnerships) to assess how the local housing market is functioning. Data gathered by the local authorities feeds into spatial planning strategies and regional strategies. Each SHMA has eight core outputs, the first seven of which relate

¹⁵ <http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localareaagreements/>

¹⁶ <http://www.communities.gov.uk/news/corporate/892523>

¹⁷ <http://www.communities.gov.uk/publications/citiesandregions/prosperousplaces>

¹⁸ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081097

¹⁹ <http://www.communities.gov.uk/publications/planningandbuilding/strategichousingmarket>

to the current and future supply and demand of social and private housing. The eighth core output asks the LAs to estimate the number of vulnerable groups who require housing-related support within their local area.

Local Involvement Networks (LINKs)²⁰

The *Our Health, Our Care, Our Say* white paper²¹ also stresses the importance of the involvement of the community in service design and monitoring. To this end Local Involvement Networks (LINKs)²² are being established to ensure that local people's views are taken into account, their concerns are investigated, services are assessed independently and locally should concerns arise, and problems are referred to the 'overview and scrutiny' committees.

Homes and Communities Agency

The Homes and Communities Agency will bring together housing and regeneration into one national agency. It will combine English Partnerships, the investment programme of the Housing Corporation, the Academy for Sustainable Communities and key housing and regeneration programmes, currently delivered by Communities and Local Government. The Agency will be local government's best delivery partner, providing practical support and professional expertise to local authorities; enabling them to deliver local outcomes, whilst achieving national targets. It will use its enhanced buying and negotiating power to push up environmental standards, add value and attract new private sector investment.

Tenant Services Authority

The Tenant Services Authority (TSA) is the new regulator for affordable housing, dedicated to raising the standard of services by putting tenants first. The TSA will champion tenants' needs and aspirations, challenge housing providers to constantly improve, deepen and accelerate their engagement with tenants and to remain viable and well governed, and shape the direction of future housing, working to create more choice about the way housing is managed and the landlords who provide it.

Regional Improvement and Efficiency Partnerships

Regional Improvement and Efficiency Partnerships (RIEPs) are at the heart of a more devolved approach to supporting improvement and efficiency. They will have a central role in setting the strategic ambition for improvement and efficiency, using robust evidence and providing strong support for localities through the commissioning and co-ordinating of support. They will also have a key role in identifying where resources should be spent and using their resources to obtain the help that may be needed to assist councils and partners in difficulty, and support to drive LAA outcomes. This marks a significant shift in the emphasis away from the central allocation of resources.

²⁰ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_077266

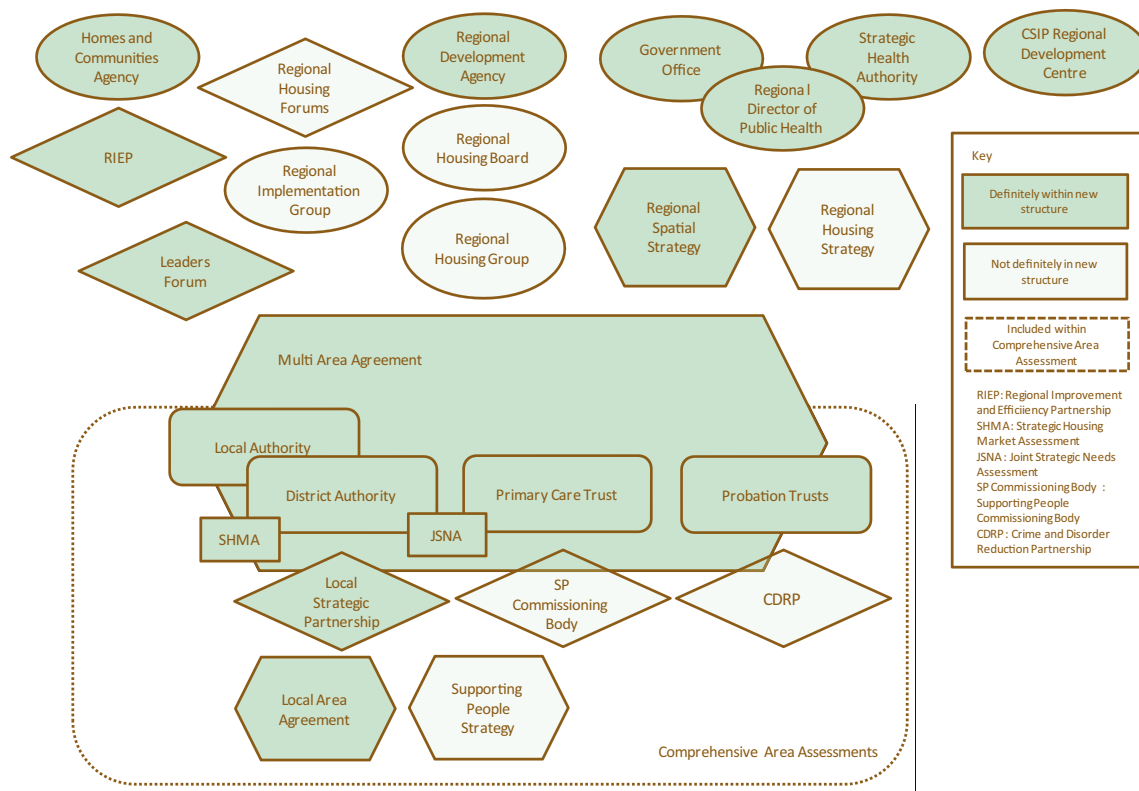
²¹ <http://www.dh.gov.uk/en/Healthcare/Ourhealthourcareoursay/index.htm>

²² <http://www.cfps.org.uk/health/LINKsExplained.pdf>

An overview of regional and local structures

Figure 1, below, sets out a number of regional and local structures. As is made clear in the diagram, the future regional structure is yet to be decided and is subject to the outcome of the Review of Sub National Economic Development and Regeneration.

Figure 1: An overview of regional and local structures



Section 5

Emerging Positive Practice in Housing-Related Support for Vulnerable Groups

Findings from the research suggest that commissioners of housing-related support have found it challenging to bring together housing, health and social care to provide an integrated approach. This section provides details of emerging positive practice across five themes which were identified as promoting integration and improving the delivery of housing-related support for vulnerable groups. These are:

1. creating a common regional evidence base that provides a comprehensive assessment of need within a region
2. establishing a regional framework that promotes cross-authority and cross-sector working
3. commissioning for common outcomes shared across health, housing and social care
4. developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers
5. aligning revenue and capital funding streams to support investment

5.1 Creating a common regional evidence base that provides a comprehensive assessment of need within a region

A common regional evidence base was recognised by delegates as essential to identify regional priorities, to establish where and for whom there is a need for regionally or sub-regionally commissioned services and what those services should be. The main challenge associated with developing a common regional evidence base is to produce a consistent and meaningful data set which is accepted across sectors within a region. The model used by London and the North West for establishing a regional evidence base (see section 5.2) relies on demographic assumptions which are used to propose a picture of regional need, which is revised at a local authority level as better data and evidence becomes available. There are two main processes for establishing levels of need at a local level: the Joint Strategic Needs Assessment (JSNA) and the Strategic Housing Market Assessment (SHMA).

The Joint Strategic Needs Assessment

Producing a JSNA is the responsibility of the highest tier of local authority (unitary authorities, metropolitan boroughs, county councils or London boroughs) in partnership with the local Primary Care Trust. It is a comprehensive needs assessment of the health and wellbeing of their local area based around five domains:

- demography
- social and environmental context
- lifestyle/risk factors
- burden of ill-health and disability
- services

It is used to track the current need for services, and the availability and quality of the services provided within the local area, and is intended as a method for the LSP to plan its services.

Guidance for completing the JSNA published by the Department of Health²³ states that the JSNA will 'provide a framework to examine all the factors that impact on health and wellbeing of local communities, including employment, education, housing, and environmental factors.'²⁴ The JSNA is produced annually and is the joint responsibility of the Chief Executive of the Primary Care Trust, the Director of Adult Social Services and the Director of Children's Services within the local authority. The JSNA core dataset provides a list of indicators which can assist partners in preparing their JSNA.²⁵

The Strategic Housing Market Assessment

The SHMA is a document produced by local authorities (or local authority partnerships) that aims to provide an understanding of how the local housing market is functioning. Data gathered by the local authorities is intended to feed into the local spatial planning strategies and the regional strategies that sit above them. Each SHMA has eight core outputs, the first seven of which relate to the current supply of social and private housing and the demands on it, or future predictions of need and demand. The eighth core output requires local authorities to estimate the number of vulnerable groups who require housing-related support within their local area.

Using the JSNA and SHMA to create a regional evidence base

Because both the JSNA and SHMA can capture metrics relating to housing-related support, they provide a mechanism to develop a comprehensive picture of need at a local level. The SHMA is designed to be used at both a local level and regional level and there is therefore a level of consistency across local authorities. The JSNA does not require consistent metrics between different authorities within a region, and can be produced at different times within different authorities. To use the JSNA process to establish a regional evidence base will require co-operation between local authorities to agree common metrics across the region.

²³ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081097?IdcService=GET_FILE&dID=156173&Rendition=Web

²⁴ Guidance on Joint Strategic Needs Assessment p.12

²⁵ www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_036676

Ipswich Housing Market Area Summary – Conducting a Joint Sub-Regional Strategic Housing Market Assessment

Key Words: *Strategic Housing Market Assessment, Sub-Regional Partnership, Shared Evidence Base*

Breakthrough: *By taking a collaborative approach the authorities in Suffolk have ensured that their assessment of local housing need is consistent and maps need to the sub-markets within their area.*

Ipswich Borough Council and Babergh, Mid Suffolk and Suffolk Coastal District Councils commissioned a joint SHMA to provide an overview of the housing market across their areas. Rather than pooling data across boundaries, these authorities will automatically have access to a common data set relating to housing need and supply.

What was the aim?

A SHMA is a piece of research aimed at estimating housing need and demand. All types of housing are considered, including social rented housing, intermediate housing (shared equity and other Homebuy options), private rented housing and home ownership. Local authorities are expected to conduct a SHMA to inform the development of the regional spatial strategy and inform reviews of the Regional Housing Strategy. The four authorities in the Suffolk sub-region identified a clear Housing Market Area centred on Ipswich and pursued a joint approach to mapping the housing market and the housing need within this area. As there are ambitious growth targets for the area, both within Ipswich and its neighbouring authorities, it was considered appropriate to conduct the exercise jointly.

Who was involved?

In addition to the four local authorities (Ipswich Borough Council and Babergh, Mid Suffolk and Suffolk Coastal District Councils) an independent consultant was commissioned to conduct the SHMA. The research involved interviews with local housing market professionals (developers and estate agents) as well as consultation with registered social landlords, voluntary organisations representing black and minority ethnic groups and the general public.

What was achieved?

Although the assessment has yet to be published in final form, the process of pooling resources and sharing a SHMA has enabled the local authorities to plan housing provision better. The concentration on how the market affects older people and black and minority ethnic groups provides excellent evidence for planning housing-related support services, as it outlines where the need is and where the market is failing those groups. The assessment provides the local stakeholders with a useful tool to approach regional partners and agencies, to demonstrate areas where a regional approach to tackling market failures could significantly benefit vulnerable groups.

Source: I&DeA

Data sources for a regional evidence base

Local authorities, housing associations, Supporting People commissioners and services, PCTs and public health directorates, social care directorates, probation and young people's criminal justice boards, drug action teams and other local services all collect detailed data relating to their specific services which can be used to inform the JSNA and SHMA.

Supporting People Client Records and Outcomes data sources provide a valuable picture of the needs, characteristics and outcomes of vulnerable people who access housing-related support services in England. Data is consistently collected by providers on clients as they enter services (Client Records) and again as they exit services (Outcomes).

Client Records data began in 2003 and is therefore a useful source of trend data. It can be used to identify the numbers of each client group accessing different types of services across the country, which can be broken down to a local and regional level, and track client mobility which will support considerations about cross-authority provision. A range of client characteristics are captured, for example, ethnicity, age, previous accommodation and whether they are accessing services from another region or authority.

Outcomes data began in 2007. It provides, among other things, a picture of client groups' support needs and how successfully the different housing-related support services meet those needs.

An example of how the data can be used to inform a regional evidence base is set out below:

Using Supporting People Client Records and Outcomes Data

How can I use it?

The numbers of each client group accessing services across each authority within a region (and the numbers of cross-authority/cross-regional referrals) can be analysed from 2003 to provide trend information on demographics. The types of services accessed by each client group could then be analysed and cross-referenced to the outcomes delivered by these services, in order to inform understanding of the movements and needs of vulnerable people, and effectiveness of services.

For example, since 2003-04, five client groups have consistently recorded less than 100 clients a year in Yorkshire and Humber, and will therefore be negligible at an authority level:

- older people with mental health problems
- frail elderly
- mentally disordered offenders
- people with HIV/AIDs
- travellers

The data also shows that, for example, older people with mental health problems in floating support services have higher needs in relation to maximising income and reducing debt, while support for better managing physical and mental health is more common in supported housing services. In time, the Outcomes data will provide trend information on achievement of these support needs by service type, for different client groups, all of which can be used to inform the evidence base used to make strategic funding decisions.

Where can I find out more?

Supporting People data is available at
<http://www.spclientrecord.org/webdata/reports.cfm>

Source: Communities and Local Government Supporting People team

Where stakeholders feel that the data available does not provide an accurate picture of local need, bespoke needs surveys can be commissioned.

Liverpool Supporting People unmet needs survey

A key element of the needs analysis was a multi-agency survey of unmet need for socially excluded groups. This was sent to a wide range of agencies including homeless drop-in centres, criminal justice agencies and substance misuse services. Over 2,000 returns were received, providing comprehensive information on excluded groups. The results were broken down by individual client groups and included identified housing needs and support needs. This was supported by information collected from the service and sector review, and developed further through service users from socially excluded groups participating at the Positive Engagement events.

Source: Liverpool's latest Audit Commission Supporting People inspection report

Needs assessments undertaken at a local level and synthesised at a regional level can be used to identify where and for whom there is a need for regionally or sub-regionally commissioned services, and what those services should be. This service provision should be in accordance with priorities set out and agreed within the regional framework.

5.2 Establishing a regional framework that promotes cross-authority and cross-sector working

Past approaches to including housing, health and social care priorities in drawing up Regional Housing Strategies have varied across England, and the regions have produced a variety of supplementary strategies, documents and working groups to support priorities identified at a regional level. Regional Housing Strategy documents for each region have been produced at different times and are relevant for different timeframes (see table 1).

Table 1: Publication dates and timeframes for Regional Housing Strategies

Region	Publication Date of RHS	Timeframe for RHS
East of England	July 2005	2005 – 2010
East Midlands	2004	2004 – 2010
London (draft)	September 2007	2007 – 2016/17*
North East	July 2007	2007 – 2009**
North West	July 2003	2003 onwards
South East	2006	2006 onwards
South West	2005	2005 – 2016
West Midlands	June 2005	2005 – 2021
Yorkshire and the Humber	2005	2005 – 2021

* No strategy date specified in the document although most housing projections listed until 2016/17
 ** Strategy to be updated every two years

The role of Regional Housing Strategies has been to:

- identify key housing priorities in each region
- ensure a link with regional economic and spatial strategies
- identify sub-regional themes
- provide a basis on which decisions on housing capital investment can be made.

These non-statutory documents have provided the basis on which Regional Housing Boards have made recommendations to Ministers on how Housing Corporation capital investment in new social housing, low cost home ownership products and improvements to existing stock (both social housing and housing occupied by vulnerable people) should be targeted. In the future, capital investment will be transferred to the newly created Homes and Communities Agency (HCA). The role of Regional Housing Strategies within the new regional governance framework is currently under consultation as part of the Sub-National Economic Review.

Findings from the regional events undertaken to support this piece of work suggested that stakeholders believed a regional framework is an important means to:

- promote cross-authority and cross-sector working and creating a shared vision understood by staff at all levels across the region
- address the issue of population groups and housing markets which do not align with local authority boundaries
- integrate wellbeing and economic agendas at a regional level

Challenges associated with developing a regional framework include:

- ensuring that governance structures enable democratic accountability at a sub-regional or regional level
- ensuring use of data that is consistent cross-authority and cross-sector
- designing a framework that is meaningful to all sectors

The new policy context provides a range of levers and mechanisms which can support the development of a regional framework. Using Multi-Area Agreements can improve governance of and compliance with cross-authority agreements. Regions could also consider how LINKs can be adapted to ensure that the needs and preferences of services users can be taken into account at a regional level. Government Offices, through their role in the LAA process, have unique insight into the priorities and capabilities of local areas within their region. Regional Development Agencies have insight into the economic development and spatial planning functions. Regional Improvement and Efficiency Partnerships are tasked with supporting Local Authorities to improve LAA outcomes. From December 2008, the regional teams of the new Homes and Communities Agency (HCA) will be able to promote a regional agenda. At a national level, Communities and Local

Government, supported by IDeA, has a responsibility to support the work of Supporting People by promoting learning networks and disseminating good practice.

A regional framework can take various forms, for example, in the South West, a Vulnerable People's Implementation Group has been created under the aegis of the Regional Housing Strategy, to commission research and promote joint working to deliver housing-related support for vulnerable groups in line with the Strategy's priorities. It is important that regional working can input to future integrated regional strategy processes.

North West Regional Housing Group – Regional Supported Housing Strategy

Key Words: *Evidence Base, Regional Partnership, Stakeholder Involvement,*

Breakthrough: *The collaboration of local and regional partners in an iterative process of needs assessment has ensured that the North West's Supported Housing Strategy is based on the best possible evidence, and that wider regional strategies are informed by the needs of vulnerable groups.*

What was the aim?

The aim of the Regional Supported Housing Strategy is to support the supporting housing aspirations of the North West Regional Housing Strategy, to enable the region to work together to improve supported housing, and co-ordinate and support the work of the North West Supporting People Strategy Group (NWSPSG) in meeting and delivering the North West's priorities.

Who was involved?

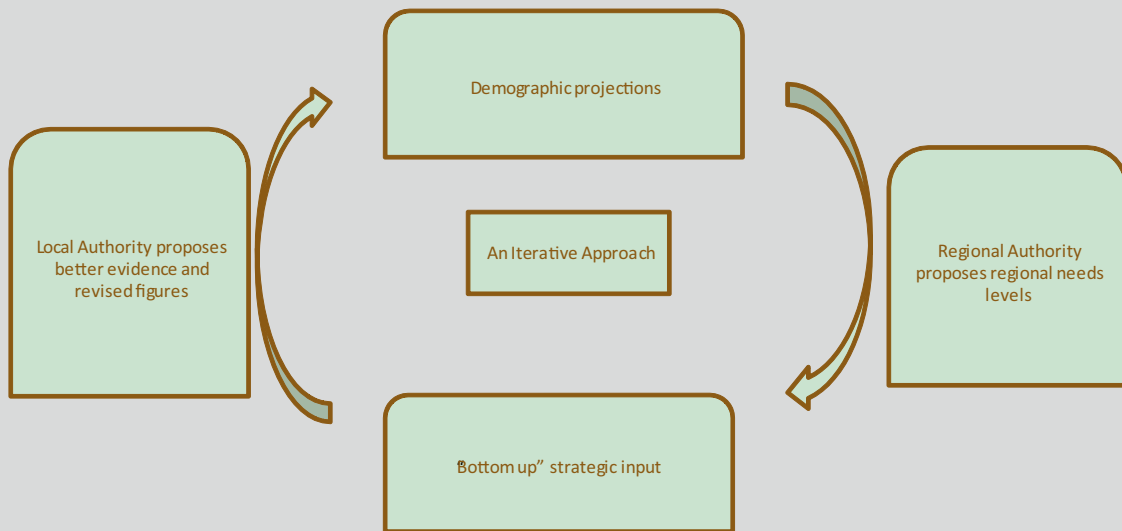
The Regional Supported Housing Strategy Group (RSHSG) includes sub-regional and regional representation from all key partners and stakeholders who play a part in supported housing. The RSHSG oversees the development and consultation processes of the strategy. The process is driven by the North West Supported Housing Coordinator. In addition to the RSHSG, a housing consultant/advisor has also been appointed to support the work of the co-coordinator and the management group. This work is overseen by the Regional Housing Group, which is comprised of 17 members from various regional agencies (NWDA, GONW), regional representatives of the national housing and regeneration agencies, sub-regional representatives of local authorities, representatives of the academic and voluntary sectors and registered social landlords.

What resources were required?

The North West Regional Housing Support Group has built on a model developed for the London region²⁶ to estimate need for housing-related support for vulnerable groups. This is an iterative process (see Figure 3). An estimate of regional net need is based on a series of default assumptions which are constantly refined as better local intelligence becomes available.

²⁶ <http://www.housing.org.uk/Uploads/File/London%20Housing%20Federation/Publications/Building%20for%20all%20-%20summary%20report.pdf>

Figure 3: An iterative approach to estimating need at a regional level



The model enables local knowledge of the situation on the ground to improve central planning. This allows local authorities to accept regional estimates until they have done detailed local work and then adjust the assumptions within the model. This in turn supports the co-ordination of local plans at a regional level in a dynamic way.

Other development work which is under way includes establishing:

- a Regional Methodology Approach focusing on how data is collected and how future services will be commissioned with providers, to improve value for money and efficiency for SP Administering Authorities
- a Regional Provider Forum to improve the approach in consulting and supporting service providers at the regional level on regional strategic and policy issues, in partnership with the National Housing Federation Care and Support Group, which is next due to meet in May
- a Regional Service User Forum to improve their approach in consulting and supporting service users at regional level.

Together these will ensure that there will be a comprehensive picture of housing-related support needs agreed by all regional partners before the review of the Regional Housing Strategy is conducted in October 2008.

Figure 3: An iterative approach to estimating need at a regional level (continued)

What were the challenges?

The Regional Supported Housing Group identified the following as key challenges for moving forward with the strategy:

- Move On – understanding the barriers to Move On and the impact of this on the need for supported housing, and what can be done to address issues
- private rented sector – increasing access to sustainable and secure tenancies in good quality accommodation in the sector
- understanding more about housing and support needs – of single homeless households, black and minority ethnic households and offenders
- planning for an ageing society
- third (voluntary and community) sector – developing relationships and the capacity of the sector to respond to the needs in the region

What was achieved?

Although the strategy has yet to be published, the process has ensured that the needs of Supporting People clients and the wider vulnerable population will have been comprehensively assessed on a regional level in time to feed into the renewal of the North West Regional Housing Strategy in October. By convening a strategy group to push this issue forward and pursuing the iterative data analysis approach outlined above, the NWSPSG has ensured that the new RHS will be based on the best data available about the needs of vulnerable people within the North West, and that the fourth priority of the strategy ('Meeting the needs of communities and providing support for those who need it') is supported in the new document.

Where can I get more information?

For further information, contact Sue Ramsden at the National Housing Federation:
Tel 020 7067 1010

Source: Regional Event, stakeholder interviews and additional documentation

5.3 Commissioning for common outcomes shared across health, housing and social care

The new National Indicator Set provides a number of indicators that are jointly owned by housing, health and social care commissioners at a local level and which directly relate to the investment in and delivery of housing-related support for vulnerable groups (examples provided in table 2).

These indicators are measured within the Comprehensive Area Assessment and are designed to deliver outcomes rather than outputs. Because these indicators are shared across sectors, they should provide a lever to promote partnership approaches which engage commissioners of health, housing and social care in the investment in and delivery of housing-related support. Further information on the National Indicator Set and definitions of these indicators can be found at <http://www.communities.gov.uk/documents/localgovernment/pdf/735112.pdf>

Table 2 : National Indicators relevant to housing-related support

NI 46	Young offenders' access to suitable accommodation
NI 124	People with a long-term condition supported to be independent and in control of their condition
NI 125	Achieving independence for older people through rehabilitation/intermediate care
NI 127	Self-reported experience of social care users
NI 129	End of life care – access to appropriate care enabling people to be able to choose to die at home
NI 131	Delayed transfers of care from hospitals
NI 134	The number of emergency bed days per head of weighted population
NI 136	People supported to live independently through social services (all ages)
NI 138	Satisfaction of people over 65 with both home and neighbourhood
NI 139	The extent to which older people receive the support they need to live independently at home
NI 141	Percentage of vulnerable people achieving independent living
NI 142	Percentage of vulnerable people who are supported to maintain independent living
NI 143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order of license
NI 145	Adults with learning disabilities in settled accommodation
NI 147	Care leavers in suitable accommodation
NI 149	Adults in contact with secondary mental health services in settled accommodation
NI 156	Number of households living in temporary accommodation

Because secure and appropriate accommodation impacts upon other areas of social welfare such as employment, offending and drug and alcohol misuse²⁷, other indicators are also relevant to the provision of housing-related support. Examples of these are outlined in Table 3.

NI 18	Adult re-offending rates for those under probation supervision
NI 19	Rate of proven re-offending by young offenders
NI 30	Re-offending rate of prolific and priority offenders
NI 32	Repeat incidents of domestic violence
NI 38	Drugs-related (Class A) offending rate
NI 39	Alcohol-harm related hospital admission rates
NI 173	People falling out of work and on to incapacity benefits

The National Indicator Set provides a clear framework within which commissioners of housing-related support for vulnerable groups can commission services to achieve common outcomes across housing, health and social care.

The *Supporting People Outcomes Framework*²⁸ can also support the process of commissioning for common outcomes. The Framework contains key outcomes of interest at service level, local level, regional level and national level. It provides a standard set of outcome data to give authorities a consistent baseline to indicate across services what outcomes are being achieved. CSIP and Communities and Local Government have recently produced guidance for commissioning housing-related support for health and well-being²⁹ which illustrates how to meet shared performance goals between health and local government.

In the health sector, the expansion of programme budgeting provides an opportunity for housing commissioners to integrate their services within Primary Care Trust and Strategic Health Authority care pathways.

²⁷ <http://www.communities.gov.uk/publications/housing/supportingpeoplefinance>

²⁸ <http://www.spkweb.org.uk/Subjects/Outcomes/SP+Outcomes+Framework++Guidance+and+Outcomes+Form+for+Short+Term+Services.htm>

²⁹ <http://www.integratedcarenetwork.gov.uk/IndependentLivingChoices/Housing/Topics/browse/Housing/HousingSupport/?parent=3694&child=3529>

What is Programme Budgeting?

PBMA is a tool used by health service commissioners to model different treatment pathways of individual clients through the course of their condition. The programme includes all preventative, acute and palliative care received and allows commissioners to use JSNA data to plot the most efficient use of resources for their population.

How does Programme Budgeting impact on housing-related support?

In many cases, housing-related support is known to have a significant benefit in terms of reduced future acute need. If supported housing commissioners can include housing-related support within the JSNA data used, this will increase the likelihood of healthcare system engagement.

Where can I find further information?

Further information is available at <http://www.dh.gov.uk/programmebudgeting>

A more complex and resource-intensive approach is that used in Devon, where commissioners have agreed a framework for commissioning for shared outcomes.

Devon County Council – Joint Contracts for Commissioning for Extra Care Schemes

Key Words: *Shared Outcomes, Joint Contracts, Streamlined Monitoring, Local Partnership*

Breakthrough: *Devon County Council Supporting People and their partners in health and social care recognised a need for jointly commissioned services, and have developed a framework for commissioning that allows shared outcomes to be selected for monitoring purposes and joint contracts to be drawn up.*

Devon County Council Supporting People team have worked with partner agencies throughout the county to develop a framework for identifying joint priorities, selecting shared outcomes for reporting and drawing up joint contracts for commissioned services. The first example of this process was the commissioning of two extra care schemes for the elderly hosted by the adult social care department but funded with the involvement of the PCT, local authority housing directorate and the Supporting People team.

What was the aim?

The Devon Supporting People team recognised that some of the services they were tendering for were attempting to meet the same or similar outcomes as those designed by partners within the health or adult social care field. They recognised that this duplication of services and reporting demands was inefficient, and that it was a direct impediment to building services that focussed on the individual client need. Their aim was to put in place a system that allowed for the rationalisation of contracts and provided the broadest variety of high quality 'person-centred' services to their clients.

Who was involved?

Commissioning staff in the housing and social care teams, along with colleagues in the PCT, recognised that there was scope to procure services for the elderly that met all of their outcomes requirements. Senior commissioners sat on a reporting board to identify a single list of reporting requirements for the service, which was developed in negotiation with their own expert data reporting colleagues and their funders. This was a long-term process which required a nominee within each agency to dedicate a significant amount of time over a year to understanding their contracting process, the abilities of their providers and the processes and needs of their partners. Provider involvement and cooperation was also crucial to ensure that the contracts drawn up were not burdensome.

Devon County Council – Joint Contracts for Commissioning for Extra Care Schemes (*continued*)

What resources were required?

In addition to the significant amounts of time dedicated to the lead-in process there was a requirement that partners organised and shared their information in a way that was accessible to other stakeholders. Schedules of existing contracts were drawn up, registers of data monitoring requirements were developed and consultation was undertaken to explore which of these were crucial or negotiable. Strategic commissioners were then responsible for understanding and communicating their requirements to the monitoring group to ensure that contracts included only what they needed. The Supporting People outcomes framework was the most useful resource, as it provided a level of reporting information that was suitable for health and social care partners.

What were the challenges?

Several key challenges emerged throughout the process. The first was ensuring that commissioners understood the data reporting requirements of their own services. It was found several times that commissioners were advocating for a monitoring requirement to be included in a contract that was not a key funder requirement. Another challenge surrounded some housing commissioners' inexperience in working to a project plan and providing services that followed a care programme rather than simply providing a singular service. There was also an issue surrounding inconsistent contract renewal dates, although the involvement of providers from the beginning of the process ensured that they were open to the possibility of renegotiation. A final challenge was bringing together the different ways the services worked to ensure that services were both individually focussed and efficient. Health and social care used a central point of contact and a central assessment process to commission services for some clients similar to an individual budget. In some instances this undermined the efficiency goals of the partnership or created problems with clients housing tenure. Although this is still an emerging issue it is likely to become more significant as individual budgets become more common.

What was achieved?

The partnership successfully designed and commissioned two extra care housing developments a year after beginning the process and this has been judged to be a success. The partners are continually reassessing their contracts to ensure that they identify where shared goals might lie and how they might come together to jointly award contracts to achieve them. Although the partnership has not expanded into a regional or sub-regional sphere, it is open to the possibility and is reviewing possible areas of cross-authority collaboration as part of its contract review process.

Source: Regional Event and additional interviews with stakeholders

Using a common outcomes framework, such as the National Indicator Set or the Supporting People Outcomes Framework, can support commissioners of housing-related support to determine success in whether needs identified in the JSNA and SHMA (see section 5.2) are met.

5.4 Developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers

Partnership working is important across different agencies (cross-sector) in a local area and between different authority areas (cross-authority) and at a regional level. Within the new policy framework, various levers and delivery mechanisms exist to promote partnership working. In addition, delegates at the events provided examples of tools and techniques they have used to develop successful partnerships.

Partnerships were considered important for three key purposes:

- sharing knowledge about need in an area
- ensuring that any shared services are designed with the priorities of all stakeholders in mind
- ensuring that engagement in the commissioning process can provide the foundations for long-term collaborative partnerships

Challenges associated with forming successful partnerships highlighted by the delegates were:

- identifying appropriate partners
- the time required to maintain successful partnerships
- lack of understanding of different sectors and authorities, which prevents creating a shared vision
- transforming a shared vision into joint action
- the impact of individual budgets on the provider market

The new policy context provides a range of levers to promote and enhance partnership working. These include:

- the National Indicator Set – shared targets create incentives for cross-sector working
- Local Strategic Partnerships and Local Area Agreements – the new performance framework is designed to promote partnership working
- Multi-Area Agreements – designed to formalise cross-authority working

- Regional Improvement and Efficiency Partnerships – promote knowledge sharing and capacity building within a region.

The events identified the following actions as useful for identifying partners and developing successful partnerships:

- **stakeholder mapping** – the process of identifying relevant stakeholders for a particular project. It forms a graphical illustration of how stakeholders are disposed towards a project, which helps to identify who to influence and what action to take. The Training and Development Agency (TDA) has produced guidance for undertaking a stakeholder mapping exercise:
http://www.tda.gov.uk/upload/resources/pdf/s/stakeholder_mapping.pdf.
- **alignment checklists** – help to identify to what extent the Local Authority and the Primary Care Trust are aligned in their strategic planning for an area. The Healthy Urban Development Unit (HUDU) has developed a checklist to test the alignment of strategy, systems and structures of PCTs and authorities, which provides advice or direction on how to address identified weaknesses:
http://www.healthyurbandevelopment.nhs.uk/documents/engagement_toolkit/HUDU_Health_and_Urban_Planning_Toolkit_Alignment_Checklist.pdf
- **engagement agreements** – help to cement partnerships by ensuring that each party knows what it is contributing and what it expects to receive in return. Appendix 2 of the HUDU document provides a template for Engagement Agreements, and another useful document produced by the Health Development Agency is also referenced:
http://www.healthyurbandevelopment.nhs.uk/documents/engagement_toolkit/HUDU_Health_and_Urban_Planning_Toolkit_Appendices.pdf
http://www.nice.org.uk/niceMedia/documents/partnership_working.pdf
- **use of Section 106 Agreements** – can be used to ensure capital investment in supported housing projects from landowners, developers and people with an interest in a piece of land as part of a grant of planning permission. A model section 106 agreement can be found here:
<http://www.communities.gov.uk/planningandbuilding/planning/planningpolicyimplementation/planningobligations/modelplanningobligation>

Islington Supporting People partnership model

Working with partners in adult care services, the Primary Care Trust, the Drugs Intervention Programme and probation, the Council identified a lack of appropriate accommodation aimed at drug users involved in the criminal justice system. Housing Corporation funding was successfully obtained to refurbish an out of date residential care home to provide a 14 bed scheme. The new scheme, opened in May 2006, provides support to stabilise clients who have come through the criminal justice system and have received treatment for their drugs use. Many are on methadone maintenance scripts and have a complex range of problems that require joined-up support from agencies. There is a separately funded care element to the service. Service users attend a range of day programmes meeting the requirements of their probation orders.

Source: Audit Commission

The key challenges regarding individual budgets and their impact on the provider market is that service viability is dependent on the throughput of a certain number of clients. This is a particular concern for those commissioning specialist services, as these services are resource-intensive and have a low number of potential clients. In addition, higher numbers of clients may seek to make more use of a service than predicted, and overstretch constrained resources. A partnership approach to the procurement of services affected by individual budgets can reduce this risk.

Suffolk County Council – Floating Support Scheme

To ensure that specialist needs were met cost-effectively, while maintaining a strong local provider market, Suffolk County Council used a standard service specification to commission a Floating Support Scheme from a consortium of six local voluntary sector providers.

Source: Regional Event

5.5 Aligning capital and revenue funding streams to support investment

One of the challenges for ensuring investment in and delivery of housing-related support for vulnerable groups is the alignment of capital and revenue funding. The research identified two ways of improving the alignment of capital and revenue funding. These are: a regional capital allocations model to support capital bids; and a commitment across the local authority or region to encourage reuse of existing stock.

East of England Capital Allocations Model

Key Words: *Capital Allocations, Prioritisation of Bids, Regional Partnership, Sub-regional Commissioning, Efficiency*

Breakthrough: *Partners in the East of England have designed a framework for prioritising capital bids for housing support services, ensuring that priorities are decided regionally and that efficiency is promoted to bidders.*

Partners in the East of England have agreed a process for determining priorities for supported housing capital projects. This applies whether the capital is from the Housing Corporation or other sources (eg local authority) or whether revenue funding is Supporting People, social care or health. Any proposal – commissioned or speculative – is assessed using the prioritisation matrix. Using this tool the Commissioning Body identifies a list of regional priorities for capital funding and submits its bids to the Housing Corporation and other relevant funders.

What was the aim?

The aim of the model is to streamline capital allocations bidding for local authorities and sub-regions within the East of England region to streamline the capital allocations process, and to ensure that those schemes progressing to capital bidding are deliverable and meet identified regional priorities of the East of England's Supporting People clients.

Who was involved?

Directors of commissioning from various departments in the local authority (social care, Supporting People) and the Primary Care Trust were all involved in the partnership. The process (see flow chart) is designed to bring all commissioners together at a Commissioning Body meeting with a widened membership to ensure that Drug and Alcohol Action Teams and Youth Offending Teams have a voice. The Commissioning Body decides on its priorities and where National Affordable Housing Programme grant is sought, this view is taken into sub-regional discussions (which include the Housing Corporation) by the lead officer. The sub-regions should not challenge Commissioning Body ranking order, but might query elements of the assessment to ensure greater consistency for cross-authority comparison.

In terms of completing the prioritisation matrix, one section is factual information pulled together by the local authority housing enabler, the middle sections are completed and scored by Supporting People teams and the final section is assessed by the Housing Corporation.

East of England Capital Allocations Model (*continued*)

What resources were required?

The prioritisation matrix requires a significant early commitment from bidding authorities, as it rewards schemes that are further towards delivery in terms of planning and any required property acquisition. This requires a great deal from sub-regions in terms of making sure their priorities are explicit and agreed before the bidding process begins. There is also a resource cost in training staff throughout the region to use the tools.

What were the challenges?

In the Eastern region, local government structures are largely two-tiered and housing sub-regions are not coterminous with administrative areas, so sub-regional clinics may involve several SP teams or only one. The final Housing Corporation assessment can override the other aspects of the assessment if the project is not feasible, which may delay worthwhile schemes if planning decisions are delayed or challenged.

What was achieved?

This prioritisation mechanism was commended as an example of good practice in the Audit Commission's inspection of the Norfolk SP programme and also by Housing Corporation auditors in their internal review of the region's National Affordable Housing Programme spending.

Source: Regional Event, additional interviews with stakeholders and supplementary documentation

Reuse of existing stock

Capital does not just refer to financial resources, but also to existing housing stock or land holdings that could be adapted for redevelopment to aid the supported housing agenda. Local authorities, PCTs and foundation NHS Trusts, and housing associations hold a great deal of land in many areas. The value and potential use of this land can be assessed within a Comprehensive Estates Mapping Exercise. However, financial pressures can push agencies towards full financial value property sales. Memorandums of Understanding (MoU) can be agreed at a local, sub-regional or regional level to ensure appropriate use of housing stock. By using an MoU, partnerships and strategies should be able to leverage resources if re-use for supported housing services will achieve priorities agreed within the regional strategic framework, or locally agreed priorities.

West Sussex County Council – Cross Authority Memorandum of Understanding

West Sussex County Council developed a cross-authority accommodation strategy to bring together each borough and district's housing strategy. A Memorandum of Understanding (MoU) has been signed by local partners to ensure that existing stock or land holdings are not sold until their relevance to housing priorities has been assessed according to agreed criteria. Where land or stock is identified as potentially relevant to the achievement of agreed priorities, a business case should be developed which can be assessed against the criteria agreed within the Memorandum of Understanding. Where a business case meets the agreed criteria, sale or transfer of stock could occur at discounted value.

Source: Regional Event

Section 6

Conclusions and Recommendations

Recent government policy relating to health, social care, housing and local and regional government provides a policy context which should support the investment in and delivery of housing-related support for vulnerable groups. The research identified five themes which can promote integration and improve the delivery of housing-related support for vulnerable groups:

1. creating a common regional evidence base that provides a comprehensive assessment of need within a region
2. establishing a regional framework that promotes cross-authority and cross-sector working
3. commissioning for common outcomes shared across health, housing and social care
4. developing and maintaining successful partnerships with housing, social care, health, service providers, users and carers
5. aligning revenue and capital funding streams to support investment

Within these five themes, examples of emerging positive practice have been identified, and recommendations made to support commissioners of housing-related support services for vulnerable groups.

Recommendation 1: *The Joint Strategic Needs Assessment and Strategic Housing Market Assessment should be aligned to provide a local assessment of housing-related support needs, with common metrics in order to enable the aggregation of data at a regional level.*

Recommendation 2: *Regional working should consider the housing-related support needs of vulnerable groups including black and ethnic minorities and should be undertaken in consultation with housing, health and social care commissioners, providers, users, advocates and carers across a region.*

Recommendation 3: *The National Indicator Set and Supporting People Outcomes Framework should be used by commissioners to provide a basis for commissioning joined-up services that deliver outcomes relevant to housing, health and social care.*

Recommendation 4: *Stakeholders should seek to structure effective cross-sector, cross-authority and regional partnership, working through the use of pre-existing mechanisms and utilising existing tools to support this process.*

Section 7

Further Reading

Audit Commission inspections for Supporting People:

<http://www.audit-commission.gov.uk/housing/sup.asp?CategoryID=english%5E1628>

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Housing Corporation (2008) Investing in lifetimes: Strategy for housing in an ageing society, London: Housing Corporation
http://www.housingcorp.gov.uk/upload/pdf/Investing_for_lifetimes_20080402124908.pdf

Improvement and Development for local government (IDeA):
<http://www.idea.gov.uk/idk/core/page.do?pagelid=1>

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Section 8

Appendix

8.1 Methodology

8.1.1 Theoretical analysis of the strategic framework

The first stage of the research involved a desk-based analysis of existing data to explore the theory of change underlying the current and future strategic framework for Regional Housing Strategies. Three questions guided the analysis: 'Should it work?' 'Can it work?' and 'Does it work?'

Should it work?

This stage attempted to identify if, conceptually, the system is designed to optimise the way that housing-related support is delivered for vulnerable groups, including black and minority ethnic groups. The aim of this phase was to test whether the basic design logic of Regional Housing Strategies is robust, ie can Regional Housing Strategies ensure that the needs of vulnerable groups are identified and met? At this stage we sought to answer the following research questions as set out in the project specification:

- What may be learned from past approaches to drawing up Regional Housing Strategies in terms of producing best practice advice for the future (taking into account changes to the strategic framework)?
- Where does the process for ensuring the housing needs of people in receipt of or eligible for social care and housing-related support services are taken account of at a regional level best sit, both in the current framework and the future?
- What might be done to improve the strategic interaction between the Regional Assemblies, Supporting People and health and social care? How can it be sustained in the new strategic framework?

Can it work?

In this stage of the analysis we considered the processes and structures (current and planned) in place to support the strategic framework. We investigated:

- whether these processes and structures were a feasible approach to ensuring that needs are met, and are in accordance with the logic of Regional Housing Strategies
- how information flows through the national, regional and local frameworks to inform strategy and planning, and how funding streams, including capital funding programmes, are managed at a local, regional and national level

- to what extent the current relationship between the housing functions of RAs, SP and health and social care ensure that locally identified needs are included in Regional Housing Strategies and Joint Strategic Needs Assessment
- whether (and for what) there is a need for alternative arrangements for sub-regional and regional priorities.

Does it work?

This stage of the analysis was used to identify to what extent past approaches to drawing up Regional Housing Strategies have ensured appropriate levels of housing-related support and social care for vulnerable groups. We strived to examine:

- the extent to which recent successful capital funding bids were:
 - for groups with strong local authority connections
 - for more mobile groups/groups with weaker or no local authority connections/ groups held to be at risk of being lower local priorities, or
 - delivered in partnerships which included a non-housing partner
- whether recent practice suggests or signifies that there are certain groups and/or types of scheme where we cannot rely on schemes successfully coming forward within the current system, e.g. cross-authority services for socially excluded client groups
- whether the current framework for managing 'ordinary residence' has influenced the implementation of regional strategies in particular localities.

Findings from this phase are summarised in appendix 3 and were used to inform and shape the regional events.

8.1.2 Consultation events, using Appreciative Inquiry

This consisted of five regional day events that took place in the North (Manchester), the Midlands (Birmingham) the South (Bristol), the East of England (Cambridge) and London. Key representatives from each of the nine regions were invited to attend the event closest to them geographically. During the event, delegates from each region would work together to agree ways forward appropriate to their region, in response to the questions posed above. It was intended that where these events contained people from different regions, they were facilitated to ensure that delegates are able to focus on their own region in particular. However, for the later events the structure was reconfigured to ask delegates to discuss these questions in terms of practical examples and 'key themes' to allow more in-depth discussion.

Appreciative Enquiry methodology

Appreciative Inquiry is a particular way of asking questions and envisioning the future that fosters positive relationships and builds on the positive aspects of a situation or organisation to enhance a system's capacity for collaboration and change. At two

of the events (in the Midlands and in the South) delegates were free to focus on any themes within the broad agenda of Regional Housing Strategies and their relation to the commissioning of housing-related support for vulnerable groups. A further two events were grouped in tables to explore the particular issues of: effective joint working at regional level; communication; building a joint outcomes framework; using data to help achieve outcomes or joining up revenue and capital funding. All five events followed the four-stage process outlined below.

Discovering – what currently works well in terms of partnership working and strategic interaction within the region?

Working in pairs, participants were asked to briefly discuss our findings and highlight any other examples of good practice. The aim of this stage was to capture key themes in terms of existing positive practice and ideas which have been shown to work. We attempted to obtain the most detailed level of feedback possible at this stage within the limits of the time available.

Shared vision – how can we achieve the best possible strategic interaction between housing functions of regional bodies, Supporting People and other social care agencies?

Working in groups, delegates were encouraged to produce a vision (or series of visions) for their region or local area of how to best achieve their desired outcome or significant improvements to the provision of housing-related support for vulnerable groups. They were encouraged to think of possibilities for simple innovation and change (quick wins) and also for longer-term possibilities, which would make a real difference to people in receipt of the service.

Designing – what could work and how?

Participants were invited to come up with some practical suggestions to achieve their desired outcome or make the changes or improvements necessary to achieve it. Facilitators encouraged delegates to keep suggestions as specific, feasible and realistic as possible, without losing the ‘creative flair’ which is one of the key positive elements of this process.

Delivering – making it happen

Participants were asked to produce recommendations on how to ensure the housing, care and support needs of vulnerable people, including black and ethnic minorities, are included in the new strategic framework; and what measures can be used in this framework to determine success in delivering those needs. They were also encouraged to produce recommendations as to how local housing and social care authorities can be encouraged and enabled to develop partnership approaches to local investment and delivery within the strategic framework.

8.1.3 Further interviews with stakeholders.

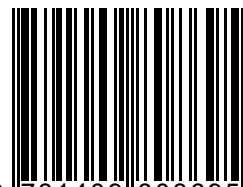
Following the identification of key areas of focus for commissioners during the events, further telephone-based interviews were conducted with selected individuals to gain a more detailed understanding of particular models of good practice.

8.1.4 Strengths and limitations

The methodology outlined above was purposively designed to answer the research objectives as set out in the project specification. Findings from the theoretical analysis, the five regional events and the subsequent interviews relating to examples of best practice have been synthesised to inform the guidance that follows. However, it must be remembered that the methodology as set out above does not provide conclusive evidence of how to achieve best practice in improving housing-related support services for vulnerable groups, nor how to integrate these interventions into Regional Housing Strategies. The documentation which exists at a local and regional level related to the provision of housing-related support is extensive, and the theoretical analysis did not include an analysis of Supporting People strategies of individual local authorities. Similarly, while Regional Housing Strategies were considered supporting documentation, which in some regions supplements the Regional Housing Strategy itself and has a relevance to this topic, they were not included. Analysis included the data available within the timeframe of this project. Good practice and suggestions for future improvements to the strategic framework identified during the events have not been tested with regard to their impact on outcomes or cost implications.

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