



Supporting People

West London Cross Authority Strategy Statement 2009/14



West London Cross Authority Strategy Statement

CONTENTS

	Page
Introduction	3
1. Vision and Values	
Cross authority service aims.....	4
Values behind this strategy.....	4
2. Development of This Strategy	
Building on West London's Shadow Strategy Statement.....	6
The consultation process.....	7
3. Current Cross Authority Provision in West London	
Defining cross authority services.....	9
Who benefits from cross authority access?.....	9
Current routes in and out of projects.....	12
Ethnicity and cross authority access.....	13
Supply of cross authority services.....	14
Current approaches to cross authority working.....	15
4. Cross Authority Access Needs	
Local needs and gaps in supply.....	16
Refugees' support needs.....	18
Travellers' support needs.....	21
Ex-offenders' support needs.....	24
Single homeless people's support needs.....	28
Support needs of women escaping domestic violence.....	30
Support needs of people with alcohol or drugs problems.....	32
Support needs of young people at risk.....	34
Other support needs.....	35
New project needs' assessment.....	36
5. Strategic Relevance of Cross Authority Access	
Complementing the West London Housing Strategy.....	37
Links to other Government and local strategies.....	37
The preventative agenda.....	40
6. Value For Money and Service Performance	
Service Reviews, service quality and benchmarking.....	41
Value for money analysis.....	41
Performance data analysis.....	42
Cross authority services and Supporting People Grant.....	43
Value Improvement project.....	43
7. Access to Complementary Funding	

Housing Corporation capital funding.....	45
Housing Corporation funding for reimprovement/major repairs...	46
Other reasons for working with housing associations.....	47
Health capital funding.....	47
Private finance.....	48
Home Office funding.....	48
Neighbourhood Renewal Fund.....	48
Traveller/Gypsy Site Improvement Grant.....	49
Social Services funding.....	49
Joint Commissioning.....	49
Planning.....	49

8. Our 5-Year Strategy

Maximising usage of existing accommodation resources.....	51
Improving move-on.....	51
Commissioning new cross authority services.....	52
Ensuring service quality and value for money.....	52
Developing joint work on Supporting People administration.....	53
Timescale for delivery.....	54

Appendices

1. Notes from West London Providers Forum on Outline Strategy Statement, 22nd October 2004
2. Cross authority needs group referral data
3. Non-host referral source data
4. Non-host referral ethnicity data

WEST LONDON SUPPORTING PEOPLE STRATEGY STATEMENT

INTRODUCTION

This is a major period of transition for Supporting People.

The addition of Supporting People budgets to the Area Based Grant formally removes the ring-fence that has been anticipated for some time. This shift takes place as the public sector enters a period of financial difficulty, guaranteed to reduce the size of the sector and most likely the shape.

What is referred to as the Supporting People national programme of services is, of course, a collection of relatively local services administered by local authorities. The national housing press contains almost weekly stories of the difficulties facing providers and the challenges facing Supporting People partnerships as budget pressures take hold. One of the challenges for commissioning bodies across the country will be finding an appropriate balance between the protection of statutory services within shrinking budgets and the need to maintain the focus on preventative, community based services, many of which are funded by Supporting People grant.

Those who have worked in the SP world – whether as providers or commissioners - know how much value the Supporting People framework has to offer: The emphasis on quality and raising thresholds of performance, the focus on the value which has been added to the service user and the much publicised value-for-money which SP preventative services bring.

This revised West London Supporting People Strategy has been written within this context. It summarises a wealth of work which takes place across seven local authorities, led by seven very committed Supporting People local teams. It brings together themes which will continue to direct the seven local SP programmes into a distinct West London programme. Finally, I hope it promotes the opportunities presented by funding a range of preventative and enabling services that help to increase or at least maintain the independence of vulnerable people in their homes.

PAUL FEVEN - CHAIR, WEST LONDON SUPPORTING PEOPLE PARTNERSHIP

1. Vision and Values

Under the Supporting People programme, in addition to ensuring that housing-related support services are available to local residents, local authorities have a responsibility to consider the support needs of people who may move from one borough to another and to maintain locally based services which have been designated by the ODPM as meeting the needs of people from a wider catchment area than the host borough.

The seven boroughs which comprise the West London sub-region (Brent, Ealing, Hammersmith & Fulham, Harrow, Hillingdon, Hounslow and Kensington & Chelsea) acknowledge that many people with support needs will move across local authority areas from time to time for various reasons, e.g. to move away from harmful environments, to obtain greater independence, or to access particular housing or support services. We therefore recognise that a cross authority dimension needs to be incorporated within the strategic development of a wide range of support services.

In addition, when considering unmet needs, it may not be viable to provide specialist housing-related support services (e.g. for elderly people with mental health problems or people with learning disabilities who have complex needs) except on a sub-regional or regional basis, or there may be some services (e.g. for travellers) where there would be benefits in applying a cross authority approach.

1.1 Cross authority access aims

Our aims in producing this Strategy are:

- ❖ To maximise the usage of existing services and accommodation in West London which address cross authority needs
- ❖ To increase access to move-on accommodation for people in receipt of cross authority support services living in temporary housing
- ❖ To improve the continuing availability of services for people with support needs who move from one West London borough to another
- ❖ To identify gaps in existing cross authority provision and move towards jointly commissioning new services to address priority needs across West London
- ❖ To ensure that all cross authority services in West London are delivered to a consistent quality and represent value for money
- ❖ To continue to develop the process of the seven West London boroughs working together, sharing information and developing common practices on Supporting People issues.

1.2 Values behind this Strategy

In developing this Strategy statement, the West London boroughs have wanted to:

- complement 'Building Communities', the Housing Strategy for West London, and other relevant national, regional and local strategic objectives
- work in transparent partnership with local Supporting People service providers and other stakeholders, engaging them in this Strategy

- ensure that the cross authority access needs of BME communities are adequately addressed
- develop existing cross authority services and plan for new ones on the basis of an assessment of existing services and gaps in current provision informed by analyses of needs and of service user movement across and beyond West London and likely future levels of Supporting People funding
- involve users of cross authority services in influencing service development
- Promote partnership working amongst providers, stakeholders and the boroughs themselves with the aim of providing service users with well-run, relevant, efficient and effective support services.

2. Development of This Strategy

2.1 Building on West London's Shadow Strategy Statement

The seven West London boroughs have been meeting together as a group for nearly three years to share information and develop a West London approach to Supporting People.

Part of this joint work involved agreeing a joint statement on cross authority provision which appeared in each of the borough's Shadow Supporting People Strategy Statements. This said:

"There is a shared vision across West London to develop cross authority services in partnership, to reflect local priorities. [Each authority] aims to co-operate with our cross authority partners to both develop new services and to develop common review and monitoring processes.

"We acknowledge that each local authority is unique. At the same time we recognise that the Supporting People programme is designed to establish meaningful uniformity in the approach to services cutting across boundaries. Our local service providers also recognise this.

"We will strive to share information with our partners to foster consistency in the review of services.

"By April 2003 we will work within [our] group to:

- Agree a common framework for monitoring and review of services
- Agree standard performance standards and indicators to measure service outcomes among cross authority services."

The statement also acknowledged the potential for LOCATA to play a central role in helping deliver a cross authority agenda for Supporting People.

Since the common Shadow Strategy Statement on cross authority services was adopted:

- ❖ West London Provider Forums have been organised, together with thematic workshops on key Supporting People areas such as domestic violence and BME provision, involving providers on a sub-regional basis
- ❖ Service Review staff meet as a group to discuss monitoring and review of services across West London and are developing an approach to improve Service Reviews and produce service improvements
- ❖ Work is in progress to develop a common set of performance indicators for operation across the sub-region
- ❖ A common approach and methodology towards provider accreditation has been adopted for the sub-region, involving 170 providers
- ❖ Benchmarking on providers' costs and performance has taken place
- ❖ Joint training has been delivered to groups of providers (e.g. BME services) on a sub-regional basis
- ❖ LB Hammersmith & Fulham have agreed to join LOCATA, which will now cover six of the seven West London boroughs

- ❖ The boroughs have agreed to produce a joint Strategy Statement on cross authority access, aimed at ensuring the best use of resources, e.g. through joint commissioning.

The West London group has also been represented in ALG discussions on cross authority strategy development within London.

Throughout the several West London provider group meetings and consultative events that have taken place, service providers have shown that they are also committed to establishing a consistency of approach to services which cuts across borough boundaries. This is particularly important in the case of cross authority access.

The West London boroughs commissioned Civis Consultants, a housing and support consultancy, to work with them in drawing up this Cross Authority Strategy Statement. It was intended that, once the Statement had obtained the joint agreement of the boroughs, it would stand as a common statement alongside the individual boroughs' 5-Year Supporting People Strategies.

2.2 Consultation process – providers and other stakeholders

The development of this Cross Authority Strategy Statement has involved wide circulation of an Outline Statement to providers and other stakeholders, followed by a consultation period during which:

- ❖ A West London Providers Forum was held specifically to comment on the proposals for this Strategy
- ❖ Focus groups, consisting of service users from the main cross authority client groups (ex-offenders, women escaping domestic violence, single homeless people and people who misuse drugs and alcohol), were held to discuss the Strategy's proposals
- ❖ Comments from other stakeholders were invited.

Some further general cross authority data analysis and needs analysis in relation to refugees, travellers and ex-offenders was also carried out during this period.

The West London Providers Forum and the other feedback received from service users and stakeholders fully endorsed the vision and values of this Strategy and the six cross authority objectives (see 1.1 and 1.2 above). A summary of the Forum response is given in **Appendix 1**.

A number of general points arose from the feedback:

- The Strategy needed to be a deliverable one with measurable goals, backed up by clear responsibilities and appropriate resourcing.
- Whilst the West London boroughs' wish to maximise take-up of non-host places in local projects was understood, there were concerns that any new nomination or referral arrangements or advertisement of vacancies should not be overly-bureaucratic or leave projects holding long-standing void bedspaces or cut across existing referral arrangements which are seen to work well.

- Changes would need to be made to LOCATA for the choice-based lettings system to work well for vulnerable people with support needs.
- Provision of floating support was seen to be particularly important to enable people to move on successfully from supported housing.
- There was an acknowledgement that some remodelling of existing projects might be desirable in order to make better use of current stock and address needs that were presently unmet.
- There was enthusiasm for the joint work on Supporting People issues taking place between boroughs in West London and a wish to see this achieve more common practices across the seven authorities, e.g. needs assessments, LOCATA bandings and eligibility, service reviews, service specifications, commissioning, benchmarking and quality standards.

This final Cross Authority Strategy Statement was produced in the light of the feedback received on the Outline Statement and the further research into needs and supply gaps. The Statement was then presented to the Commissioning Bodies of the individual boroughs, so that a common Cross Authority Strategy Statement could be agreed and adopted by March 2005.

3. Current cross authority provision in West London

3.1 Defining cross authority services

A number of West London support services, primarily those catering for women escaping domestic violence, people with alcohol and/or drug problems and people with specialist needs, have been officially designated as projects of national or regional importance by the Office of the Deputy Prime Minister (ODPM) because they take referrals from beyond the sub-region. All Supporting People funding for these projects is paid by ODPM to the host authority; it is the host authority's responsibility to carry out Service Reviews for such schemes, but the funding involved is ringfenced and the local Commissioning Body cannot terminate the Supporting People funding to the service without written consent from the Secretary of State. The current list is as follows:

All women's refuges in the West London sub-region
plus
LB Brent: Two schemes for people with physical or sensory disabilities
One scheme for people with alcohol problems
LB Ealing: Two schemes for people with drugs problems
One scheme for people with alcohol problems
LB Harrow: One scheme for homeless families with support needs.

However, the sub-region's Supporting People Client Record data shows that people referred from beyond the host authority (i.e. the borough in which a project is located) are presently being assisted by many other projects working with a number of other needs groups.

A referral is defined as 'non-host' where the person was living outside of the authority area in which the service is located immediately prior to receiving the service. It is important to bear in mind that 'non-host' referrals in London are not necessarily people without a local connection in the host borough. For instance, it is common practice to refer people with drugs problems outside of their home borough for detox services, but the referral back into their home borough for post-detox accommodation will be deemed to be a non-host referral. The data is also not definitive because individual interpretations of this question can vary. However, the data does serve to indicate where cross authority support needs are being met.

Broadly, undesignated Supporting People services that accept cross authority referrals fall into two kinds:

1. Direct access projects – schemes which usually operate as emergency or short-term accommodation, e.g. for single homeless people.
2. Other supported housing projects or support services which take non-host referrals.

3.2 Who benefits from cross authority access?

The ODPM guidance emphasises that there are no cross authority services, only cross authority service users and designated services. The key issue, therefore, is

access to local services for those that need to move away from their local area, or those that need access to specialist services. Services for women at risk of violence, and services for ex/offenders or people at risk of offending are very likely to have a cross authority dimension to enable people to move to another area, while services for single homeless people, rough sleepers, people with alcohol or drugs problems and projects which specialise in meeting the needs of black and minority ethnic (BME) communities and refugees are also likely to involve some cross authority access.

An analysis we have commissioned of referral data in West London during the first year (July '03 - June '04) of Supporting People's operation throws new light on who benefits from cross authority services. It is important to point out that the Supporting People client record system is still in its infancy and that not all services have returned the client record data (particularly high turnover services). However, there are mechanisms in place to check and validate the information provided.

Between July 2003 and June 2004, of the 6,145 West London service starts recorded, 943 of these (15.3%) involved clients from beyond the host authority. This figure compares with 26% cross authority referrals recorded for London as a whole in the first annual report of the Client Record Form.

Some of these service users moving into a new borough to receive services are from within the West London sub-region. Altogether, 284 of the 943 non-host starts between July 2003 and June 2004 (30.1%) involved people already living in West London. The remaining 659 (69.9%) of non-host starters were from beyond West London.

A look at the data on new take-ups of West London support services shows three broad categories of needs groups taking up cross authority provision:

Category 1 (Over 25% non-host referrals): Women escaping domestic violence (51%), people with alcohol problems (38%), single homeless people (34%), young people at risk (29%), ex/offenders and those at risk of offending (29%), rough sleepers (25%).

Category 2 (10-24% non-host referrals): Young people leaving care (20%), refugees (14%), people with drugs problems (13%), people with HIV/AIDS (11%).

Category 3 (9% or less non-host referrals): People in need of generic services (8%), older people with mental health problems (7%), teenage parents (5%), homeless families (4%), people with mental health problems (3%), people with learning disabilities (3%), people with physical/sensory disabilities (3%), older people with support needs (2%) and travellers (only one borough recorded any new service starts to this group, although these were individuals who had previously lived outside the UK and were not from the Gypsy community). No non-host referrals were recorded in relation to the frail elderly or mentally disordered offenders.

Data on referrals for the needs groups in Categories 1 and 2 above, broken down by each West London authority, is shown in **Appendix 2**.

The 'export/import' data in respect of West London cross authority referrals to sub-regional provision, broken down by each West London authority, is shown below. The two tables show that, during 2003/4, Ealing, Hammersmith & Fulham, Harrow and Hounslow exported more people with support needs than they imported, while Brent, Hillingdon and Kensington & Chelsea imported more than they exported. No clear Inner and Outer London pattern has emerged in the sub-region as far as local cross authority traffic is concerned.

	BRENT	EALG.	H&F	HAR'W	HLGDN.	HOUNS.	RBKC	Total Exported
<u>BRENT</u>		3	9	4	6	0	4	26
<u>EALG.</u>	3		12	4	17	7	20	63
<u>H&F</u>	9	17		2	6	3	28	65
<u>HAR'W</u>	16	1	0		7	3	2	29
<u>HLGDN.</u>	2	8	1	5		3	0	19
<u>HOUNS.</u>	1	14	7	1	29		2	54
<u>RBKC</u>	4	9	13	1	1	0		28
								284

	BRENT	EALG.	H&F	HAR'W	HLGDN.	HOUNS.	RBKC	Total Imported
<u>BRENT</u>		3	9	16	2	1	4	35
<u>EALG.</u>	3		17	1	8	14	9	52
<u>H&F</u>	9	12		0	1	7	13	42
<u>HAR'W</u>	4	4	2		5	1	1	17
<u>HLGDN.</u>	6	17	6	7		29	1	66
<u>HOUNS.</u>	0	7	3	3	3		0	16
<u>RBKC</u>	4	20	28	2	0	2		56
								284

3.3 Current routes in and out of projects

Our data shows there is currently a variety of non-host referral routes to cross authority services in West London (see **Appendix 3**, which shows the data for the Category 1 and 2 groups). Some needs groups are predominantly referred from statutory sources (e.g. ex-offenders - where 100% of the non-host referrals are from statutory sources – people with mental health problems and young people leaving care) whilst others (e.g. women escaping domestic violence, young people at risk, the single homeless and rough sleepers) predominantly arrive at support services via other routes. The most common means of non-host referrals accessing domestic violence support services, for instance, is via voluntary organisations, by self/direct referral or by some other undefined route, while non-host referrals to single homeless and rough sleeper services occur predominantly via voluntary organisations.

In the case of non-host referrals to generic services – which, in the main, are catering for people with a mix of needs – the most common route is currently via self or direct referral.

It is clear from the referral data we have collected that different practices presently operate in different authority areas or that the figures reflect different patterns of service provision. For instance, in Hillingdon over half of the non-host referral

sources for services for young care leavers involved voluntary agencies, whilst elsewhere all the non-host referral sources were statutory bodies. Likewise, the Probation and Prison services formed the basis of all non-host referrals to ex-offender support except in Brent, where referrals have been via housing authority nominations or Social Services. The main source of non-host referrals to alcohol support services in Brent and Ealing were Social Services departments, but this was not the case in either Hammersmith & Fulham or Kensington & Chelsea.

Unfortunately, at the present time Client Record data does not record where people go to if they move on after receipt of support services. Sample performance data on the number of planned moves (see 6.2 below) shows variation between boroughs of 53.3-80%. Issues affecting the number of planned moves need to be assessed and addressed at individual Service Reviews.

The fact that the LOCATA choice-based lettings system will shortly cover six of the seven West London boroughs should be a major aid in securing move-on accommodation for people in receipt of support services in the West London sub-region.

3.4 Ethnicity and cross authority access

Whilst being keen to ensure that cross authority services meet the needs of local black and minority ethnic communities, the seven authorities have also wanted to be assured that people from BME communities are not being referred to out-of-borough support services any more than they are being referred to support services in the local authority in which they live. This could occur for three reasons – either as a result of discriminatory practices, or because of a lack of services specifically catering for BME needs in the local authority where the need originates, or because of an external perception that the borough being referred to does or does not cater for the needs of people from black and ethnic minorities.

The data on referrals to West London support services between July 2003 and June 2004 is reassuring in that it shows that 57.2% of host referrals were from black and ethnic minorities, whilst the figure for non-host referrals was broadly even at 57.5%. At a local authority level, the most significant differences occur in Harrow (where BME host referrals accounted for 60.8% of new host referrals, but only 37% of non-host referrals were from black and ethnic minorities) and Hillingdon (where 49.8% of host referrals were from black and ethnic minorities while 66.6% of non-host referrals were from BME communities).

Examination of the ethnicity data relating to non-host referrals in the different needs groups (see **Appendix 4** for data relating to the Category 1 and 2 groups) may point to particular needs within particular communities. For instance, the largest minority ethnic category coming in to domestic violence services in West London from outside the host authority were white non-Irish women (40.6%), black communities (27.5%) providing the next biggest ethnic grouping, followed by Asian communities (14.4%). Black people from African descent made up the largest ethnic group of non-host referrals to services for young people at risk (38.5%), care leavers (28.6%), people living with HIV/AIDS (63.6%, although with this client group the number of

non-host referrals was quite small) and refugees (84%). People self-identifying as Mixed/Caribbean formed most (40%) non-host referrals for drugs services (again, here the number of non-host referrals was quite small). Black people accounted for 40.9% non-host referrals to ex/offender services. White people were by far the largest beneficiaries of non-host referrals to support services for people with alcohol problems (82.7%). White Irish people (16.1%) and black people from Caribbean descent (22.6%) formed significant segments of rough sleeper referrals.

These figures show that, compared with the “non white” population for West London as a whole (35%), people from BME communities are generally over represented in terms of referrals to support services in the sub-region. This underlines the importance of such services in addressing inequalities amongst the BME population.

3.5 Supply of cross authority services

Taking forward our definition of ‘cross authority’ as access to services by non-host referrals, there are currently over 240 services in the sub-region catering for cross authority clients. As the Client Record data only records new service starts from July 2003-June 2004, there may be services that take non-host referrals which had no new starts during that period, so this figure should be seen as a minimum number.

The types of access to these services include all the recognised ODPM varieties, i.e. multilateral, structured, open access and spot purchase provision.

The unit supply of Supporting People funded supported housing across the seven boroughs that have been defined for the client groups in Categories 1 and 2 as at March 2004 was as follows:

Supply of Supported Housing in West London: Categories 1 & 2 client groups

	Brent	Ealing	Hounslow	K&C	Harrow	Hillingdon	H&F
Mentally disordered offenders	0	0	0	0	0	0	0
Offenders/at risk of offending	42	41	6	48	6	0	27
People with alcohol problems	46	30	0	4	0	0	27
People with drug problems	7	18	0	13	0	0	0
Refugees	5	65	1	13	0	77	53
Single homeless	428	110	58	675	8	80	515
Rough sleepers	10	0	0	49	0	0	41
Travellers	0	0	0	0	0	0	0
Domestic violence	19	49	33	19	6	18	34
Young people at risk	52	137	10	81	38	70	133
Young people leaving care	4	35	8	52	15	34	23
People living with HIV/AIDS	13	19	6	13	0	0	58

The pattern of floating support service places across the seven boroughs as at March 2004 was as follows:

**Supply of Floating Support Services in West London:
Categories 1 & 2 Client Groups**

	Brent	Ealing	Hounslow	K&C	Harrow	Hillingdon	H&F
Mentally disordered offenders	0	0	0	10	0	0	0
Offenders/at risk of offending	0	0	0	10	0	0	0
People with alcohol problems	0	0	5	4	0	0	0
People with drug problems	0	0	5	17	14	0	0
Refugees	0	12	0	0	0	0	60
Single homeless	189	0	0	3	0	10	109
Rough sleepers	0	0	0	0	0	0	0
Travellers	0	0	0	0	0	0	0
Domestic violence	0	7	0	25	0	60	30
Young people at risk	0	0	0	10	11	0	18
Young people leaving care	47	12	10	10	7	0	0
People living with HIV/AIDS	0	75	0	0	4	0	40

The boroughs of Ealing, Hammersmith & Fulham, Hillingdon, Hounslow and Kensington & Chelsea also fund generic floating support services which are likely to cater for service users from the Categories 1 and 2 client groups as well.

It is important to note that services users that fall into the above client groups also access services that have been defined for other needs. For instance, some mental health services may provide access to individuals whose primary client group is defined as 'single homeless'.

3.6 Current approaches to cross authority working

Although the West London boroughs have made good headway in information sharing and joint working in a number of Supporting People areas, approaches to cross authority provision in West London have to date depended on the efforts of individual boroughs. Consequently:

- Service Reviews have taken place on some cross authority services, but not on others;
- some local authorities employ formal referral arrangements in respect of cross authority provision in their area, whilst others do not;
- different approaches apply across the seven boroughs in relation to accessing and moving on from services;
- services tend to be viewed on an individual borough basis, rather than from a sub-regional perspective.

4. Cross Authority Access Needs

4.1 Local needs and gaps in supply

The ALG's 'Review of need for cross authority services within the Supporting People programme' (carried out by Matrix Research and Consultancy and published in July 2004) attempted to identify mismatches between service provision and levels of need within London, looking specifically at services for the single homeless, women at risk of domestic violence, people with alcohol and/or drug problems and offenders and those at risk of offending. The research was based upon Supporting People data as at December 2002. The report concluded that, in West London, need exceeded capacity in respect of services for people with alcohol and/or drug problems and services for single homeless people and rough sleepers. It also found that, generally across the capital, provision for ex-offenders was not evenly distributed, some boroughs significantly exceeding the London average and others not providing any services for this needs group.

However, the report stated:

"There are no specific, robust prevalence data on the housing-related support needs of these client group populations, and no evidence about the proportion of this need that requires cross authority provision. The development of such data is unlikely in the foreseeable future, and was outside the scope of this project. It has therefore been necessary to use secondary data as proxy indicators of need. While there is a considerable body of evidence on the factors or indicators that drive need for housing-related support services, there are three significant issues that require the use of assumptions:

- much of the evidence around need for housing-related support and specifically cross authority provision is qualitative in nature;
- there is no evidence and a great deal of debate about the relative impact of each of these factors on overall need; and
- there are some factors which are known to drive need for services, but for which there are no robust data to measure or quantify their impact."

The tables below show the numbers of accommodation based and floating support units per 100,000 of the population. This is the same approach adopted by Matrix for the ALG report, but with the supply figures for the West London authorities updated to March 2004. The supply figures for the whole of London are based on the Platinum cut.

The accommodation figures show wide variations in the amount of supply across the sub-region for most client groups. It is noticeable there is no accommodation in West London specifically for mentally disordered offenders (although such service users may be housed in other projects). In several West London boroughs, the amount of accommodation for refugees is significantly higher than the London unit average.

Accommodation based units – Units per 100,000 population								
	London	Brent	Ealing	H&F	Harrow	Hillingdon	Hounslow	RBKC
Single homeless people with support needs	160	157.12	13.29	297.17	3.78	32.45	26.78	427.62
Rough sleepers	15	3.67	0	23.66	0	0	0	29.68
People with alcohol problems	11	16.89	9.93	12.12	0	0	0	2.42
People with drug problems	4	2.57	5.84	0	0	0	0	7.87
Offenders or people at risk of offending	12	15.42	13.29	15.58	2.84	0	2.77	29.07
Mentally disordered offenders	1	0	0	0	0	0	0	0
Young people at risk	36	19.09	44.10	76.75	17.96	36.51	0	70.26
Young people leaving care	9	1.47	9.40	13.27	7.09	13.79	3.69	36.95
Women at risk of domestic violence	12	6.98	15.89	19.62	2.84	7.30	15.24	11.51
People with HIV/AIDS	8	4.77	6.49	33.47	0	0	2.77	10.9
Refugees	9	20.19	21.08	30.58	0	31.24	0.46	7.87

The floating support figures show larger services than the London average in several West London boroughs in relation to women escaping domestic violence. In some West London boroughs where no floating support services are shown against specific client groups, their needs may be being met through generic floating support provision.

Floating support units – Units per 100,000 population								
	London	Brent	Ealing	H&F	Harrow	Hillingdon	Hounslow	RBKC
Single homeless people with support needs	20	69.38	0	62.90	0	0	0	1.82
Rough sleepers	0	0	0	0	0	0	0	0
People with alcohol problems	5	0	0	0	0	0	4.62	2.42
People with drug problems	2	0	0	0	6.62	0	4.62	10.29
Offenders or people at risk of offending	1	0	0	0	0	0	0	6.06
Mentally disordered offenders	0	0	0	0	0	0	0	6.06
Young people at risk	8	0	0	10.39	5.20	0	24.93	6.06
Young people leaving care	7	17.25	6.16	0	3.31	0	4.62	8.48
Women at risk of domestic violence	5	0	9.73	17.31	0	24.57	2.77	15.14
People with HIV/AIDS		0	24.32	23.08	1.89	0	0	0
Refugees	3	0	6.16	34.62	0	0	0	0

Whilst being mindful of the conclusions of the Matrix research for the ALG in respect of the West London sub-region, we have also been concerned to research the needs of refugees (which appear to have grown significantly since December 2002) and of travellers (the Audit Commission has pointed out to a number of authorities in West London and elsewhere that there has been no apparent consideration of the housing-related support needs of this group). Given the currently uneven provision for ex-offenders and those at risk of offending across the West London authorities,

we noted that the numbers of non-host referrals for this needs group appear to be low and accordingly commissioned further needs research into this area as well. The findings of these pieces of research, which includes input from relevant stakeholders, are given in 4.2-4.4 below.

The individual borough Supporting People Strategies (to which this Strategy forms a supplement) address a number of local needs which will also have positive implications for service users in need of cross authority access.

In addition to ensuring that there is adequate floating support coverage (whether through generic or specific services) across West London (see 3.5 above) for those that need to access services on a cross authority basis, there are some pointers within the needs analyses below to a number of new accommodation based services which could address unmet needs on a cross authority basis and potentially be commissioned jointly by relevant boroughs within the West London sub-region.

Refugees' support needs

Research by Civis on the housing related support needs of refugees involved gathering statistical data to provide contextual information, reviewing relevant research reports and interviews with the British Refugee Council and Refugee Housing. In particular the publication '*Renewing West London – Refugee Communities; their hopes and needs*' provided useful information. ALG and GLA reports and papers were also reviewed.

Work carried out by Mori in 2001 identified the overall refugee numbers in West London boroughs as between 58,800 and 69,000 people which is around 4.5% to 5.1% of the population. This is slightly lower than the London average. This data is restricted to those that arrived before 1999 and has changed as new people have arrived. The table below shows the distribution across the West London boroughs (Kensington and Chelsea was not included in the study).

Borough	Number of refugees	Percentage of population
Brent	16,300-18,800	6.5%-7.5%
Ealing	13,500-15,600	4.5%-5.2%
Hammersmith and Fulham	9,800-11,300	6.2%-7.2%
Hounslow	7,100-8,200	3.3%-3.9%
Hillingdon	6,500-7,500	2.6%-3.0%
Harrow	6,500-7,500	3.1%-3.6%

The work by Mori shows that the main groups of refugees were from Somali, Afghanistan, the former Republic of Yugoslavia/Kosovo, Iran, Iraq and Sri Lanka.

Another study (London Health Observatory) shows that the estimated number of refugees (since 1983) in Kensington and Chelsea were between 10,100-11,800.

Although West London may have slightly fewer refugees than the London average, the communities most represented are those of whom there are large numbers of refugee arrivals. These areas are therefore likely to attract refugees who seek out those with whom they share language and culture.

The number of refugees that have moved to West London following the introduction of the Immigration and Asylum Act 1999 needs to be estimated to have a fuller understanding of needs. The RENEWAL report estimated that, in 2002, the West London communities were housing almost 4,000 people who had chosen not to be dispersed from London. Although the number of asylum seekers has fallen since 2002, there are still significant numbers that choose to remain in London.

The data produced from the Home Office shows the following number of asylum seekers for each West London borough for the week ending 24th September 2004 (not all these asylum seekers will receive a positive decision - it is estimated that 40% will be accepted for asylum):

Brent	777
Ealing	260
Hammersmith & Fulham	661
Harrow	174
Hillingdon	820
Hounslow	338
Kensington and Chelsea	404

The work carried out for RENEWAL involved meetings and interviews with refugees in West London and found that many do not feel that they are in any way settled. For most people getting refugee status means losing accommodation and support from social services or NASS and moving back to benefits with no rights to housing.

Many of the refugees that have been dispersed outside of London return to London and have to go through a process of registering with GPs, finding accommodation, accessing schools etc. Once asylum seekers have been granted refugee status or leave to remain, they can apply for social housing. Many London local authorities have provided access to permanent social housing under the Housing Act duties to homeless people. Social housing is only a realistic option for those refugees that are statutory homeless or in severe housing need. Where refugees gain access to social housing, some require floating support to sustain their tenancy.

Refugees in West London have difficulties accessing the health service because of language barriers and not understanding the NHS. Refugee groups also want to understand how they can promote and maintain their health. There is considerable stigma attached to mental health and groups need support to identify this issue.

Young people who have rejected their parents or community need housing and support.

Analysis of Supporting People Client Record data shows that only 14% of refugees were non-host referrals. The vast majority of non–host referrals were from other London boroughs, with very few from outside London. Although some refugees that are dispersed return to London, they do not appear to access SP services immediately and would therefore be treated as ‘host’ referrals (should these individuals end up accessing Supporting People services at a later date).

Referrals of refugees to SP services. CRS data		Accommodation based	Floating support/Resettlement	Total referrals
Brent	Host	7	4	11
	Non Host	2	1	3
Ealing	Host	7	69	76
	Non Host	1	0	1
Hammersmith and Fulham	Host	9	3	12
	Non Host	8	0	8
Harrow	Host	6	0	6
	Non Host	0	0	0
Hillingdon	Host	29	0	29
	Non Host	8	0	8
Hounslow	Host	0	3	3
	Non Host	0	0	0
Kensington and Chelsea	Host	6	15	21
	Non Host	4	1	5

The client record data shows that in Ealing virtually all the refugees (69) that accessed Supporting People services were living in general needs council housing and required floating support. In Hillingdon, all refugee referrals were under the age of 25 and all were referred by a Social Services department (27 host and 8 non-host referrals). 20% of the host referrals previously lived in children’s homes/foster care, while all the non-host referrals previously lived in this type of accommodation. In Kensington and Chelsea, most of the host refugee referrals were young people and were referred by social services (61%).

The data shows that the vast majority of refugee referrals were meeting host needs, and were either refugees who were living in general local authority housing, and required floating support, or young people who were the responsibility of Social Services.

However, the research has shown that refugees need cross authority access to specialist refugee services (such as those provided by specialist housing associations) as well as access to other type of Supporting People services. Some refugees want to access culturally specific services, while others want access to housing and support services near to their communities.

The level of cross authority access is difficult to estimate as most refugee communities are settled in host authorities. However, many individuals who have

been dispersed want to move to London and some need access to housing with support. London authorities are adopting different approaches to those who move back to London and are in priority need – some boroughs treat these individuals as having a local connection, while others consider that the local connection is with the authority to which they were dispersed.

There appears to be a need for cross authority access to Supporting People services on a pan London basis, especially to specialist refugee services. Specialist refugee services are widely dispersed and people need to move to where a vacancy occurs. Furthermore, some services cater for particular cultures or ethnic groups and individuals may need to move to access these services.

To summarise, refugees need access to the full range of Supporting People services, including specialist refugee services. The vast majority of refugee referrals will be 'host' and so individual authorities will need to develop Supporting People provision based on the identified needs of those refugees living within the authority. However, all Supporting People services should help enable refugees to have cross authority access, as some refugees need to move to live near to their communities or to access specialist services.

4.3 Travellers' support needs

Civis undertook a survey to find out about the housing related support needs of Travellers living on the sites in West London and in other types of accommodation. The survey involved telephone interviews with Traveller Liaison Officers or site managers in each authority, using a standard set of questions. In one authority we were unable to establish contact with the site manager and instead interviewed a voluntary organisation that provides services to Travellers. There was also a meeting with a specialist agency (Novas) that provides services to Travellers in West London and elsewhere. Research reports on Travellers were also reviewed.

There are 35 local authority Traveller sites in London which provide a total of 483 pitches (ODPM 2004). The sites in West London are summarised as follows:

Location of site	Total number of pitches	Caravan capacity	Managed by
Brent Lynton Close	31	31	Novas
Ealing Bashley Road	24	48	Ealing
Hammersmith and Fulham	0	0	Joint site with K&C
Harrow Watling Farm Close *	1	8	Harrow
Hillingdon Colne Park	20	30	Hillingdon Homes
Hounslow The Hartlands	17	17	Hounslow Homes
Kensington and Chelsea Westway site	19	38	Hammersmith & Fulham

*This site previously had approx 15 pitches but these have been reduced. It was reported that there is one family living at the site

The vast majority of the pitches are permanent and do not cater for transient needs. Some families have been living at the pitches since the 1970s and they are settled and are not transient. Often where pitches are vacated they are passed onto another member of the family.

One of the problems is the chronic overcrowding at most sites. This is because you can get more than one caravan on each pitch and also because there are some very large families, some with fifteen children. For example, the site at Brent has 31 pitches with about 300 people living on it.

Another problem is the lack of facilities and poor quality environment. At the Westway site in Kensington and Chelsea, there is a multi agency steering group, chaired by the Catholic Children's Society, which has led to significant environmental improvements and better services for children. This approach has resulted in a successful application for Sure Start funding and Gypsy Site Refurbishment Grant (a total of £1m) to develop better site facilities and to create play facilities for children (the services for children are managed by the Catholic Children's Society). This multi agency approach has led to a better co-ordination of services for those on the site.

There are a few private sites in London and it was reported that there is a private site in Hounslow. At the time of our survey, we found that there were no unauthorised sites in any of the West London authorities.

The provision of sites is one of the key factors that would improve the living conditions of Travellers. Not only would this reduce the level of overcrowding on existing sites, but it may be possible to cater for those groups that travel. The Government is currently trying to tackle the issue of the lack of sites. Where sites do exist, they are often badly designed and badly located. Research by Morris and

Clements found that the cost of providing sites may not be substantially different to the cost of not providing sites.

In some authorities, a significant number of Travellers have moved into housing. It appears that most of these Travellers are living in temporary private rented accommodation, although some have accessed social housing.

The findings from the survey in relation to Travellers' support needs are outlined as follows:

- **Welfare benefits:** Travellers have generally accessed housing benefits, often with the help of site managers. There appears to be a need to access other types of benefits, particularly as there are considerable literacy problems.
- **Access to health care:** There is a considerable need to have access to health services. There are high levels of physical ill health – mainly heart disease, lung disease, and illnesses linked to diet. People are very rarely properly linked into local health services. Although some GPs are willing to take on travellers, many others are reluctant to do so. Travellers' access to dental treatment was reported as "appalling". The most effective approach to health care for Travellers is for health care professional to visit the sites, but it appears that, at most sites, such visits have reduced or ceased. There is an increasing problem of substance misuse – especially drug misuse amongst young men. There is also a massive issue of depression, particularly amongst women travellers.
- **Literacy:** Literacy issues are huge – community leaders tend to be older and most cannot read or write, so are excluded from meaningful consultation, or engagement. A computer training initiative on the Westway site is helping individuals with literacy.
- **Employment:** Traditional employment such as seasonal work has disappeared and the chronic lack of sites has meant that people are stuck on their sites rather than being able to move around to find work. Young men cannot find work and cannot get their own caravan - there is nowhere for them to go and no other sites to move to.
- **Conflict resolution:** There is a huge need to contain inter community conflict as well as assist in dealing with conflict between Travellers and the local communities. Again, the lack of sites to move to means that any conflict can escalate and sites can become highly pressurised and tense environments. The women have traditional gender roles and there appears to be a considerable amount of domestic violence. Some women have used refuges, but usually return to the sites as they do not want to become isolated.
- **Access to housing:** There are real difficulties for Travellers accessing social housing. They generally don't have enough points as they are deemed to have their own accommodation. Where Travellers do move into housing, it is usually as a last resort because they have no other options and can't stay where they are either for reasons of health, conflict, or because they want

their children to go to school. Travellers also find it extremely difficult to go through the homelessness route as it is so drawn out and involves a lot of paperwork, interviews with officials and being asked personal questions which they find very intrusive. Travellers can find the transition to bricks and mortar very difficult and many suffer from social isolation. There is a need to provide support to Travellers who have moved in to housing, as there appear to be few resources to help Travellers settle and often their tenancies fail, sometimes because general needs landlords treat problems as anti-social behaviour and adopt an insensitive approach.

There is an issue about defining the housing support needs of Travellers. It is clear that Travellers, who move into social housing, or other types of accommodation, require housing related support services to maintain their tenancy. It is also clear that some Travellers living on sites may require emergency accommodation (for example, women escaping domestic violence). However, there is also a considerable need for very basic support to help individuals access services to be able to have a higher quality life. For some, this will help them sustain living in their current location (in a caravan on a site), but for others this may involve moving to permanent accommodation with support.

Although there are presently no Supporting People services for Travellers in West London, a voluntary sector provider reported that they do provide services funded through Supporting People for Travellers in other areas.

The survey's conclusion was that floating support services would be most appropriate to meeting the housing related support needs of Travellers on existing sites, as well as those who have accessed permanent or temporary housing. Rather than establishing a new service for Travellers, it recommended developing the capacity of existing floating support services in each borough to meet the needs of Travellers (initially with 3-4 Travellers in each borough). Alternatively, site managers could be commissioned to provide floating support services, although this would not be appropriate where the managers did not have the skills to provide such support.

The survey concluded it would be important for any Supporting People input to Travellers to be co-ordinated with the input of other professionals, e.g. Education Services. Whilst most site residents were not in need of cross authority services and the delivery of support services to Travellers could be determined on a local basis, the needs of Travellers had been neglected to such an extent that a sub-regional approach to launching support services would be beneficial, particularly if efforts were made to draw in the other agencies that have a role to play in meeting Travellers' needs.

4.4 Ex-offenders support needs

Research by Civis into the support needs of ex-offenders involved a meeting with a Probation representative with an understanding of the Probation service in West London and who had led on Supporting People issues and a telephone interview with the ALA about the cross authority research being undertaken on needs of

offenders. Research reports and publications were also reviewed, as well as data from the CRS.

Offenders who leave prison are expected to return to the local authority in which they were previously living. The Probation Service keeps records of offenders based on where they lived prior to a custodial sentence. The Probation service supervises those on licence who have served sentences longer than a year or those on licence under the age of 21.

The numbers of ex-offenders that return each year to the boroughs in West London are in the hundreds, with approximately 300 to 400 returning to each borough. Very few ex-offenders have a stable address to return to (only 1 in 3). The most critical issue is access to appropriate housing advice and access to accommodation, both for ex-offenders as well as those serving community sentences.

As a result of the Homelessness Act the Probation service now expects local housing authorities to take responsibility for housing advice and assessment of priority need under the Act. Under the Act an ex-offender is in priority need where there is evidence that they are vulnerable as a result of the effects of prison. Yet it appears that many ex-offenders are not assessed under the Homelessness Act.

The London Probation Area commissioned research from the University of Southampton (December 2002) to provide information for the implementation of Supporting People in Probation areas across London. The research involved collecting information on a sample of cases in each authority who were either on licence or serving a community sentence at the time of the research.

The research found that the vast majority of cases in each authority (90% to 98%) have remained living in their home borough. This is not surprising as offenders are expected to return to where they have previously lived and report to the local area probation service

The research found that that the majority of offenders would like local authority or housing association accommodation, with a small percentage wanting access to supported or semi independent accommodation. The research found that the offending behaviour of a significant proportion of cases was influenced by substance misuse, but only a small percentage wanted access to drug or alcohol rehabilitation units. This reflects the fact that offenders prefer not to live in 'hostel' accommodation, and most would prefer their own accommodation (local authority or housing association flat). The Probation service has concluded that most ex-offenders with support needs would prefer stable accommodation linked to a community programme (e.g. drug rehabilitation) and/or floating support.

As ex-offenders return to their host authority, Supporting People provision largely caters for host referrals. The Probation service believes that there should be offender provision in each authority in London to meet the needs of offenders with a 'host' connection.

The Probation service sees a distinction between specific offender projects that should cater for high-risk offenders or those at a higher risk of re-offending and other

Supporting People services that should provide access to offenders who are a low risk. It is keen to have a more structured placement process so that offenders are matched up with services which meet their needs.

The research also found that a proportion of the case load were reported as having other risk factors affecting the choice of accommodation, e.g. a history of sex offences, violence and domestic violence. The percentage of cases in each authority ranged from 5% to 38%, with an average across West London of 17%. These individuals need to move to another area and are consequently the most likely to need access to cross authority provision. Some offenders will need to move to another area because they have been involved with drug crimes and would be at risk of re-offending should they return to their previous locality.

It is essential that Supporting People offender provision should be available to accommodate those that need to move to another authority (because they cannot remain in their host authority for a variety of reasons, including those assessed under MAPPA) in addition to host referrals.

The ALG is presently looking to identify pan-London schemes for high-risk offenders (probably those that are assessed as a very high risk under MAPPA) and develop an approach to cross authority provision around access routes and referral rights. This may result in authorities purchasing places in these services using Supporting People funding. These services will then become jointly commissioned cross authority services. This would develop a pan-London approach to funding these services. Those offenders that are not assessed as a very high risk would access either specific offender SP projects or generic SP services.

Although the Probation research reported that that a reasonably high proportion of the sample had some form of mental ill health (between 26% and 41%), the number that are diagnosed as 'mentally disordered' is relatively small. As there are so few offenders fitting this category, there may be a case for developing cross authority services to meet these needs. However the ALA is concerned that there may be insufficient 'critical mass' to justify separate provision. It may be more appropriate for these offenders to be accommodated in existing offender projects/specialist Supporting People services, or accommodated in the community with support from Community Mental Health Teams and floating support services. There is no reason for these individuals to move to another authority unless there are risks associated with living in the 'host' authority.

A considerable proportion of offenders (about a third) have substance misuse problems. A small proportion of these offenders need to access detox units or specialist substance misuse services. The majority appear to need stable accommodation, either general needs accommodation or supported housing, with access to community substance misuse programmes. Individuals should only need to move to another area where there are risks associated with living in the 'host' authority.

As such a large proportion of offenders need 'host' services, the Probation service takes the view that it is essential to develop offender services in each authority to meet host needs. These services can then take a proportion of offenders who need

to move on a cross authority basis. The suggested split between host and non-host referrals is likely to be 80% host and 20% non-host. This would be mutually beneficial to each authority.

Referrals of ex-offenders to SP services - CRS data		Accommodation based	Floating support/Re settlement	Total referrals	MAAPA
Brent	Host	5	12	17	4
	Non Host	0	3	3	
Ealing	Host	1	9	10	1
	Non Host	5	0	5	
Hammersmith and Fulham	Host	1	2	3	0
	Non Host	0	1	1	0
Harrow	Host	0	0	0	0
	Non Host	0	0	0	0
Hillingdon	Host	0	0	0	0
	Non Host	0	0	0	0
Hounslow	Host	2	0	2	1
	Non Host	5	0	5	0
Kensington and Chelsea	Host	16	4	20	5
	Non Host	8	0	8	8

A focus group of ex-offenders convened to discuss this Strategy document felt that more help should be given in finding accommodation and that more flats with support were needed so that ex-offenders did not have to share with many people and can get away from past troubles. Access to family accommodation as move-on was also raised as an issue - one resident, for instance, had children and a partner and ideally would have wanted to be housed in family accommodation with them, but was in a single person's hostel so would probably have to settle for a one-person move-on flat. More positive support and help to sort out problems like drugs or getting a job was also called for; it was felt to be important that there were incentives to try harder to stay clean and get a job. Support was also needed when people were moved on to make sure that they settled in satisfactorily and could cope with independent living.

The development of new Supporting People services for this client group can be controversial locally and it is important that any strategy highlights Community Safety and public protection issues. One current development in West London has been identified as model of good practice. This delivers support to ex-offenders living in dispersed self-contained units. When an ex-offender no longer needs support, the person is moved onto other accommodation. This type of provision provides ex-offenders with an environment where they do not have to mix with other offenders, delivers support to individuals to help them adjust to independent living and allows time for them to access other accommodation.

Only 6.8% of the referrals to West London schemes catering for ex-offenders involved women. A lot of supported housing is not meeting the needs of women offenders. A research project undertaken by the Leeds Supporting People Team found that access to accommodation is more important to women ex-offenders than support. Therefore the priority for women ex-offenders is access to housing. If needed, support can be subsequently provided through floating support.

4.5 Single homeless people's support needs

25.5% of single homeless referrals to West London's Supporting People services in 2003/4 involved non-host referrals. The data from the client record system shows that the largest percentage of non-host referrals were to services in Kensington and Chelsea (48.9%) and Hammersmith and Fulham (44.4%). This reflects the fact that referrals of single homeless are drawn to inner London boroughs where there is generally more provision for this client group.

Referrals of single homeless people to SP services		Accommodation based	Floating support/Resettlement	Total referrals
Brent	Host	54	214	268
	Non Host	27	2	29
Ealing	Host	161	45	206
	Non Host	27	1	28
Hammersmith and Fulham	Host	89	6	95
	Non Host	76	0	76
Harrow	Host	44	0	44
	Non Host	3	0	3
Hillingdon	Host	75	0	75
	Non Host	19	0	19
Hounslow	Host	41	9	50
	Non Host	12	0	12
Kensington and Chelsea	Host	136	6	142
	Non Host	135	1	136

29% of non-host referrals were from within the West London sub-region, while 55.1% were from other parts of London. The remainder either came from outside London (8.6%) or the area in which they'd been living previously was not known (7.3%). The boroughs of Brent, Hammersmith & Fulham and Kensington & Chelsea were the main recipients of non-host referrals from other parts of London: these boroughs, plus Ealing and Hillingdon, took on the bulk of non-host referrals from within West London as well.

The category 'single homeless people' hides the fact there are considerable secondary support needs within this client group. The analysis of the secondary client group data shows that 14.6% (173) of the 1188 referrals (both host and non-host) to single homeless services were also young people at risk and that 12.9% had

mental health problems. People with alcohol or drug problems made up 7.2% and 5.5% of all single homeless referrals, being particularly prevalent in Brent, Ealing and Hammersmith & Fulham, while 5% were refugees, refugee usage of single homeless schemes being particularly noticeable in Ealing and Hillingdon.

The gender of all referrals for this client group divided into 62.9% male and 37.1% female.

Across West London most (38%) of the non-host referrals of single homeless people were from voluntary organisations, primarily reflecting the volume and pattern of referrals in the inner London boroughs of Hammersmith & Fulham and Kensington & Chelsea. Nevertheless, in other West London boroughs, there were significant proportions of referrals from non-host statutory sources – 90.4% in Hounslow, 73.5% in Brent, 59.5% in Harrow, 58.5% in Ealing, and 43.6% in Hillingdon – predominantly in the form of nominations or referrals from local authority housing departments.

The data on previous accommodation again reflected different patterns between inner and outer London. In Hammersmith & Fulham and Kensington & Chelsea, most referrals of single homeless people had either come from direct access hostels (37.4% and 20.1% respectively) or had previously been rough sleeping (18.7% and 17.3%). Most referrals in Brent (42.1%) and Hounslow (33.9%) were previously living in bed & breakfast accommodation; while in Harrow and Hillingdon most referrals (36.2% and 26.9% respectively) were coming from supported housing.

An outline of this West London Strategy was discussed with a small sample of single homeless service users. Most had not chosen the borough they were living in and were referred to the support service on the basis that it had a vacancy. The most major problem they reported encountering was lack of access to move on accommodation. Landlords generally do not take people on benefits, or where they do they need a deposit. The service users also said that they would like support for a few months once they had moved on to deal with changing claims, getting community grants and sorting out bills.

The service users were not bothered about which borough they moved to, but did want to stay in West London. All felt that they had made a fresh start in their existing host borough and would prefer to remain there.

There is a lot of movement in and out of services for single homeless people in West London. Problems of accessing move on accommodation can mean that individuals move from one Supporting People service to another. It is not possible to quantify the extent of the revolving door scenario, but there is anecdotal information to suggest that a lot of single homeless people are caught in this situation. The ODPM's proposed Service User Information System (SUIS) will provide more information on the level of movement once it is up and running.

From discussions at the West London Providers Forum and with administering authority staff, there is reckoned to be a lack of provision within the sub-region for single homeless people with more complex needs like substance misuse (particularly crack users) or mental health. Cross authority working may also be an opportunity to commission a project designed to meet the needs of a particular

ethnic community (e.g. the Asian community) which could be more easily justified on a cross authority basis than within an individual authority.

4.6 Support needs of women escaping domestic violence

51.9% of referrals of women escaping domestic violence to West London's Supporting People services in 2003/4 involved non-host referrals. The data from the client record system shows that the non-host referrals in individual boroughs ranged from 12.7% (Hillingdon) to 93.1% (Kensington & Chelsea). The only other borough to cater mainly for host referrals apart from Hillingdon was Ealing, where non-host referrals amounted to 32.3%.

Referrals of women escaping domestic violence to SP services		Accommodation based	Floating support/Resettlement	Total referrals
Brent	Host	14	12	26
	Non Host	51	1	52
Ealing	Host	13	50	63
	Non Host	29	1	30
Hammersmith and Fulham	Host	10	31	41
	Non Host	52	0	52
Harrow	Host	10	0	10
	Non Host	29	0	29
Hillingdon	Host	10	52	62
	Non Host	9	0	9
Hounslow	Host	6	9	15
	Non Host	37	0	37
Kensington and Chelsea	Host	2	0	2
	Non Host	27	0	27

Floating support/resettlement referrals showed a different pattern to referrals to accommodation (predominantly refugees); in that 78.3% of the latter were non host, compared to only 1.3% of the former.

Just 17.8% of non-host referrals were from within the West London sub-region, while 57.2% were from other parts of London. The remainder either came from outside London (24.6%) or the area in which they'd been living previously was not known (0.4%). The pattern of referrals in Harrow was unique, in that most (51.7%) were from outside London.

An analysis of the secondary client group data shows that 14.5% (66) of the 455 referrals (both host and non-host) were also described as homeless families with support needs, while 5.3% were described as single homeless. 3.7% also reported mental health problems, while 1.5% consisted of young people at risk or teenage parents. The referrals included four women who were also refugees and two women travellers.

Across West London most (50.9%) of the referrals of women escaping domestic violence were via voluntary organisations, although in the individual boroughs the percentage of referrals from this source ranged from 11.5% (Hounslow) to 93.1% (Kensington & Chelsea). Hillingdon and Hounslow recorded high levels of direct/self referrals (32.4% and 61.5% respectively). The proportions of referrals from statutory sources on an individual borough basis ranged from 3.4% (Kensington & Chelsea) to 47.3% (Ealing). The broadest range of referrals occurred in Hillingdon, where, in addition to direct/self referrals, housing authorities, Social Service departments, Probation/Prison, the police, GP/Health services and voluntary organisations were all involved in making referrals to local provision.

The data on previous accommodation shows that, in most cases, local authority housing featured for significant proportions of the referrals. Other types of housing featured significantly in different areas – private sector accommodation in Brent, Ealing, Harrow, Hounslow and Kensington & Chelsea; housing association accommodation in Ealing, Hammersmith & Fulham, Hillingdon and Kensington & Chelsea; owner occupation in Hillingdon and Hounslow; and supported housing in Harrow and Hounslow.

An outline of this West London Strategy was discussed with two groups of women, one using refuge accommodation and the other floating support services. The refuge residents reported a shortage of accommodation for single women and women with large families (i.e. with more than three children). Several services had no spaces for single women and unsupported temporary or bed & breakfast accommodation did not adequately address their needs.

Some women felt counselling services should be attached to each refuge. More support needed to be provided to children, particularly in the early stages of their living at a refuge.

There was also a need for more move on accommodation, preferably with support. The refuge residents thought they would need time limited support to help them adjust to independent living again. The women receiving floating support services reported difficulties obtaining outreach workers after leaving refuge accommodation and felt that more floating support was needed and that two hours per client per week was insufficient support time.

It was difficult to access emergency accommodation and also difficult to access schools and Social Service departments (the latter were perceived as offering a particularly poor service). All the refuge residents interviewed had made several moves in the last year (one woman had made five moves in 8 years, others had made between 2-4 moves in one year). (There would appear to be a revolving door scenario; again, SUIIS will provide more information on the level of movement once it is up and running). The women experienced long waits before housing needs statements and needs statements for their children were accepted. It was felt there needed to be more resources for youth work and that youths and children should be able to go on joint activities on occasions.

The women receiving floating support services felt that crime prevention officers and policewomen had important roles to play and that there should be more training about domestic violence for both the police and the medical profession.

One woman had experience of an incident which had led to a whole refuge being emptied. The women thought there should be some short term accommodation made available for women evicted from refuges.

Discussing LOCATA, the refuge residents said that there were different rules operating within West London as to periods before bids could be made – in some instances, up to 2 years. Hillingdon's practice of allowing bidding after six months was better. They felt the system encouraged women to emphasise their vulnerability, when really points should be given for gaining independence. Many of the women receiving floating support had not heard of LOCATA.

Refuge residents were fairly evenly divided as to whether they wished to remain in the borough where their refuge was or move elsewhere. Some residents wanted to stay in their current area because they were now familiar with the borough, had schooling set up for their children there and knew how to access support locally.

In addition to the need for refuge accommodation for single women and for women with large families, discussions at the West London Providers Forum and with administering authority staff have indicated a wish to see high support accommodation established for victims of domestic violence who have other problems like substance misuse or mental illness. The latter could also be used for emergency placements, for instance where there are disruptive placements which put the ongoing use of other refuge accommodation at risk.

4.7 Support needs of people with alcohol or drug problems

38% of referrals of people with alcohol problems to West London's Supporting People services in 2003/4 involved non-host referrals and 12.7% of referrals of people with drug problems were also non host. The statistics in relation to non-host referrals involving people with drug problems should be treated with caution as the number involved was relatively small. The data from the client record system shows that the non-host referrals in individual boroughs ranged from 0% (Harrow) to 49.5% (Ealing). The relatively high proportions of non-host referrals at Ealing and Brent included referrals to registered care homes.

Referrals of people with substance misuse problems to SP services		Accommodation based	Floating support/Resettlement	Total referrals
Brent	Host	16	43	59
	Non Host	21	0	21
Ealing	Host	10	36	46
	Non Host	43	2	45
Hammersmith and Fulham	Host	28	19	47
	Non Host	7	0	7

Harrow	Host	2	3	5
	Non Host	0	0	0
Hillingdon	Host	9	1	10
	Non Host	2	0	2
Hounslow	Host	1	8	9
	Non Host	0	0	0
Kensington and Chelsea	Host	9	3	12
	Non Host	8	0	8

There were generally significantly higher proportions of non-host referrals in accommodation catering for people with alcohol problems than there were in accommodation catering for people with drug problems. Floating support/resettlement services catered almost exclusively for host referrals.

24.7% of non-host referrals of people with alcohol problems were from within the West London sub-region, while 56.2% were from other parts of London, with 19.1% coming from outside London. For services supporting people with drugs problems, the respective figures were 40%, 40% and 20%.

An analysis of the secondary client group data for both host and non-host referrals shows that 26.5% of people with alcohol problems also had drug problems, while 16.7% of people coming with drugs problems had alcohol problems as well. Mental health problems were not infrequent, 16.6% of people with alcohol problems reporting this too, as did 17.9% of people with drug problems. Taking Hillingdon and Hounslow together, 38.5% people with alcohol problems were also ex/offenders or at risk of offending, although this pattern was not repeated elsewhere. 10.3% of people with drug problems were also rough sleepers.

The gender of all referrals to West London projects divided into 71.5% male and 28.5% female. Some boroughs (Ealing and Harrow) saw higher female referrals to drugs projects than male.

Across West London most of the non-host referrals of people with alcohol problems were from statutory sources, with Social Services departments accounting for 67.1%. Non-host referrals of people with drug problems showed a very different pattern, with 70% coming via voluntary agencies and 30% from the statutory sector.

The data on previous accommodation for substance misusers showed rough sleeping featuring everywhere except Hounslow. Direct access projects, supported housing and council accommodation were mentioned significantly in the inner London boroughs, while bed & breakfast was more common prior accommodation in the outer London boroughs.

A small number of service users were consulted. The main feedback suggested that there should be more rehab supported housing to deal with the first stage after detox and then subsequently more move on places. The service users thought it essential to have staff on site to assist with recovery (to monitor what is happening and check whether a person is relapsing), rather than just visiting. The service users did not want to return to the areas in which they previously lived as they felt they could relapse into drug use there.

There is some evidence, from discussions at the West London Providers Forum and amongst local authority officers that people with substance misuse and mental health problems are being excluded from some Supporting People funded projects. It is also clear, given secondary client group data that projects catering for people with alcohol problems should aim to be skilled at dealing with drug addiction issues too, and vice versa. Expertise in mental health issues would also be useful.

Cross authority commissioning could help meet the needs of drinkers with early onset of dementia or Korsakoff syndrome – a project which would probably be hard to establish on the basis of a single authority's needs.

4.8 Support needs of young people at risk

29.5% of referrals of young people at risk to West London's Supporting People services in 2003/4 involved non-host referrals. The data from the client record system shows that the non-host referrals in individual boroughs ranged from 0% (Harrow and Hounslow) to 55.3% at Hillingdon, where foyer provision plays a significant role in catering for both host and non-host referrals.

Referrals of young people at risk to SP services		Accommodation based	Floating support/Resettlement	Total referrals
Brent	Host	8	22	30
	Non Host	6	0	6
Ealing	Host	4	2	6
	Non Host	4	0	4
Hammersmith and Fulham	Host	6	14	20
	Non Host	3	0	3
Harrow	Host	9	0	9
	Non Host	0	0	0
Hillingdon	Host	17	0	17
	Non Host	21	0	21
Hounslow	Host	0	12	12
	Non Host	0	0	0
Kensington and Chelsea	Host	23	5	28
	Non Host	18	0	18

Floating support/resettlement services catered exclusively for host referrals.

53.8% of non-host referrals were from within the West London sub-region, while 42.3% were from other parts of London, with 3.9% either coming from outside London or not giving their previous location. In Hillingdon (where 85.7% non-host referrals were from West London), the foyer took non-host referrals predominantly from West London.

An analysis of the secondary client group data for both host and non-host referrals shows that 39.2% were also single homeless people, 10.2% were refugees (occurring mainly in the inner London boroughs) and 9% were care leavers. Four of the 166 referrals were teenage parents.

The gender of all referrals of young people at risk divided into 39.4% male and 60.6% female. Hillingdon was the only borough to see more male referrals than female.

Across West London, the main source of non-host referrals were voluntary agencies (30.8%), although 36.5% non-host referrals were from statutory resources.

The data on previous accommodation showed some variety in principal sources from borough to borough, although bed & breakfast and/or temporary accommodation showed strongly in most boroughs, as did people staying with family or friends. In Hounslow, where provision is in the form of floating support, service users were council or housing association tenants.

Discussions at the West London Providers Forum and with individual local authorities have identified gaps in provision locally for young homeless people and young people with substance misuse problems or other complex needs (e.g. mental illness).

4.9 Other support needs

Care leavers: 22.2% of care leaver referrals to West London's Supporting People services in 2003/4 involved non-host referrals. The data from the client record system shows that the non-host referrals in individual boroughs ranged from 0% (Ealing and Hounslow) to 50% at Hillingdon: elsewhere, non-host referral rates were below 33%. 82.1% of non-host referrals were from within the West London sub-region, with the remaining 17.9% coming from other parts of London (at Hillingdon, all the non-host referrals were from elsewhere in West London). The gender of all referrals to West London projects divided into 57.1% male and 42.9% female, although Ealing and Kensington & Chelsea had more female referrals than male. Across West London, Social Service departments (53.6%) were the main source of non-host referrals: 35.7% non-host referrals were from the voluntary sector. The data on previous accommodation in relation to all referrals showed, unsurprisingly, children's homes/foster care as a significant factor in a number of boroughs, although bed & breakfast was the principal previous accommodation in Brent and Kensington & Chelsea and prison the principal previous accommodation in Hillingdon.

Rough sleepers: 25.6% of rough sleeper referrals to Supporting People services in West London were non-host, with non-host referrals ranging across the individual boroughs from 0% (Harrow) to 60% (Kensington & Chelsea). 64.5% non-host referrals were via voluntary organisations, reflecting how rough sleeper services are structured: 22.6% non-host referrals were from statutory sources. The gender of all referrals to West London projects divided into 87.5% male and 12.5% female.

People living with HIV/AIDS: The statistics in relation to non-host referrals involving people living with HIV/AIDS should be treated with caution as the number involved was relatively small. 11% of HIV/AIDS referrals to West London's Supporting People services in 2003/4 involved non-host referrals, although the only borough that had significant numbers of non-host referrals in this client group was Ealing (15.4%). 60% of the non-host referrals in Ealing were from within the West London sub-region, with the remaining 10% coming from other parts of London and 30% elsewhere/not given. 45.5% of non-host referrals were from statutory sources. The gender of all referrals to West London projects divided into 49% male and 51% female.

4.10 New project needs assessment

Although a number of unmet needs have been suggested through the above needs assessment, the West London boroughs are wary of commissioning new capital developments before the initial round of Supporting People Service Reviews is completed. In particular, they are conscious that, looked at across West London as a whole, they may find it is possible to meet some of these needs from existing supported housing stock by remodelling services or stock and possibly by recommissioning on a joint basis.

It is important, then, to establish a process for conducting such an analysis of existing provision, and it is proposed to pilot this by looking at services for women escaping domestic violence across the sub-region and assessing their potential for accommodating provision for single women, large families and women with other problems such as mental illness or substance misuse. The issues of tenure and emergency provision will also be addressed.

Once this pilot has been completed, the needs assessment process will be rolled out and applied to other areas of recognised unmet needs.

5. Strategic Relevance of Cross Authority Access

5.1 Complementing the West London Housing Strategy

This Strategy is intended to complement ‘Building Communities – A Housing Strategy for West London’, published by the seven West London boroughs in June 2003.

Amongst the Housing Strategy’s stated objectives are:

- Improving the quality of housing and housing services across the public and private sector
- Creating sustainable communities and promoting well-being

The provision of housing-related support services funded through Supporting People is a key element in helping vulnerable people sustain their tenancies. With Supporting People’s aims of aiding independence and improving the quality of life of service users, the support provided also makes a significant contribution to empowering and sustaining communities and promoting well-being.

The Housing Strategy’s Executive Summary also states:

“Joint working on the Supporting People programme will focus on developing options to maximise and co-ordinate the availability of supported housing and move on accommodation across West London”.

In establishing a strategy for cross authority support services, the West London boroughs recognise the particular impact such services have across West London as a whole and the need to draw together a co-ordinated approach to these services in the same way as ‘Building Communities’ acknowledges the need for effective cross authority work on housing development and housing management issues. In furthering this, this Cross Authority Services Strategy pays particular regard to:

- The need to maximise usage of existing supported housing resources in West London, ensuring that the stock continues to meet relevant needs and is used as far as possible to maximum capacity
- The need to increase access to move on accommodation across the West London sub-region, both by clarifying move on responsibilities in relation to cross authority services and facilitating access routes into permanent housing for former or continuing service users
- The need to jointly prioritise the development of new supported housing accommodation and support services in relation to unmet cross authority needs.

5.2 Links to other Government and local strategies

a. ALG Cross Authority Strategy

The seven West London Boroughs are party to the Association of London Government’s Strategy Statement on cross authority services.

“London boroughs are working together to meet the specific needs of vulnerable people. It is widely recognised that while some people may want to move from their local area, certain client groups need access to services away from the area in which they live or have no local connection. This includes services where need is not sufficient to require provision in every London authority. To meet these needs London’s boroughs will need to work together in the procurement and commissioning of services and also on service reviews to streamline the programme.”

We are members of the ALG and will work with the ALG and other London boroughs to meet the priorities in the 5-year London Supporting People Strategy for cross authority services. The London boroughs have agreed the strategy through the ALG’s Leaders’ Committee, made up of the leaders of the 33 London councils.

The ALG convenes the London Supporting People Strategic Forum to provide leadership, planning and management for London’s cross authority services. The Forum will ensure vulnerable people can access a range of quality services in London and is chaired by a London Director of Housing and a London Director of Social Services.

The West London boroughs will:

- ❖ Continue to work with other London boroughs, the ALG and the London Supporting People Strategic Forum to address pan-London Issues
- ❖ Recognise that all boroughs have a responsibility for hosting, supporting and developing services that do not only respond to local need
- ❖ Work within the West London sub-region but also across regional boundaries to address specific needs, especially in central London
- ❖ Identify, plan and where possible jointly commission cross borough services, sharing expertise, experience and resources with regards to housing support services for vulnerable people who are transient
- ❖ Consult other London boroughs as part of the service review process for cross authority services
- ❖ Ensure that the needs of vulnerable people in London, for which it is difficult to define a local connection, are met
- ❖ Avoid duplication in terms of monitoring reviews and consultation requirements on behalf of providers and share best practice
- ❖ Ensure that services that could or should be focusing on local needs are supported to do so.

The ALG is carrying out work to define and identify pan London services. The purpose is to help boroughs assess which services are a concern to all London boroughs to inform the London Supporting People Strategy. The West London boroughs are participating in this work.

b. The Communities Plan and Homelessness Strategies

Many users accessing support services on a cross authority basis will be homeless people and people who, without support, would experience difficulties in sustaining their tenancies and run the risk of becoming homeless. In setting out the West London boroughs' proposals for tackling homelessness, 'Building Communities' stated:

"Homelessness is the most immediate issue for West London. The disruptive effects of homelessness on communities and households are well documented and these social costs are compounded by the financial costs to the West London boroughs of temporary accommodation. It is also a problem that disproportionately affects BME communities. The Communities Plan has restated the requirement on all boroughs to reduce Bed & Breakfast to emergency use only and to maintain the reduction in rough sleeping. A sub-regional approach through the West London Housing Strategy will support these aims... Cross-borough arrangements will also be put in place when placing homeless families in temporary accommodation or HMOs in other boroughs to ensure proper liaison... Homelessness strategies will focus heavily on homelessness prevention measures..."

Since publication of 'Building Communities', each of the West London boroughs has produced its own Homelessness Strategy. These show a number of common objectives, in particular:

- To take steps to keep the incidence of homelessness and rough sleeping locally to a minimum
- To ensure that homelessness prevention and advice services are effective
- To underpin prevention systems with appropriate support services
- To minimise use of bed & breakfast accommodation and provide a range of alternative housing options for the homeless
- To ensure the availability of housing and support services to 16 and 17 year-olds and young people leaving care
- To improve responses to domestic violence
- To ensure appropriate responses to the needs of homeless people from BME communities
- To offer needs assessment and appropriate support packages for homeless people not in priority need
- To establish protocols in relation to people leaving institutions
- To maximise redevelopment opportunities across West London and provide access routes to housing which facilitate mobility and choice
- To explore approaches to hostel accommodation for single people across West London and London and encourage cross-border nominations
- To work with partners in the RSL and private sectors both to reduce homelessness and to improve services for homeless people
- To develop a joint approach to homelessness with the other West London boroughs and across London as a whole.

This Cross Authority Strategy proposes a number of joint measures in relation to housing-related support provision for homeless people and the provision of floating

support services supporting vulnerable people living in ordinary permanent housing. In adopting these measures, this Strategy:

- ❖ Takes forward the wishes of the West London boroughs for a co-ordinated approach towards homelessness services across the West London sub-region
- ❖ Proposes steps to ensure effective coverage of preventative floating support services across the sub-region
- ❖ Maximises usage of existing supported housing accommodation for homeless people
- ❖ Enables homeless households with support needs moving from one West London borough to another to receive a consistent level of service
- ❖ Addresses the support needs of homeless people (including the young homeless, women escaping domestic violence, people leaving institutions and homeless people not in priority need) making use of cross authority services
- ❖ Aims to improve provision of services in the sub-region for people from black and minority ethnic communities
- ❖ Sets out a process for identifying any need for new cross authority provision for homeless people and proposes measures to increase the supply of move-on accommodation.

c. Other relevant strategic links

Cross authority access plays a vital role in the network of support provision for vulnerable people living in West London. As Supporting People does as a whole, so cross authority access links to a range of other national and local strategies. Given the client groups they serve, support services enabling cross authority access assist in the realisation of all the West London authorities' Community Safety and Crime and Disorder Strategies, Health Improvement and Modernisation Plans, and Drug and Alcohol Action Plans and they contribute to the NSF for Mental Health. Cross authority provision can also assist local authorities' neighbourhood renewal and regeneration objectives and contributes to individual local authority corporate targets, such as Harrow's Best Value Performance Plan 'Making a World of Difference'.

5.3 The preventative agenda

The availability of floating support services across the West London sub-region will play an important part in helping vulnerable people sustain their tenancies and not revert to homelessness, addiction, offending or other activities which not only harm themselves but can, on occasion, impact negatively on the wider community.

6. Value for Money and Service Performance

6.1 Service reviews, service quality and benchmarking

The West London boroughs are conscious that this Strategy is being put forward prior to completion of the first cycle of Supporting People Service Reviews (these are due to conclude in 2005/6). A number of factors need to be borne in mind when considering the current data on cross authority provision:

- Some unreviewed services may currently be taking referrals from beyond the host borough when there is unmet need for the support they offer from within the local authority area in which they are based
- The number of new service users is directly related to support service turnover. Again, there are likely to be some short term services where the boroughs would wish to see improvements in turnover, and there may be others where we would want to see turnover reduce
- Some services achieve better move-on performance than others regardless of the levels of need of service users
- The level of project exclusions – which can result in people being ‘exported’ from one borough to another - from some services within West London is presently considered to be too high
- Service reviews conducted on an individual local authority basis can pose a risk to sector stability elsewhere in West London
- Benchmarking of West London services and their costs is currently in its infancy and there is scope for significantly wider application
- There are a number of services, including community alarm provision and home improvement agencies, which could well deliver cost savings if they were provided on a West London, rather than an individual authority, basis.

6.2 Value for Money Analysis

A Value For Money analysis was undertaken using the SPLS data for Supporting People funding for services for client groups which involve non-host referrals. Although the sample used includes the majority of services for client groups in Categories 1 & 2 where cross authority access is provided, it was not possible to include all services because of problems related to the Service ID numbers. The following range of costs were identified for the services that were included:

SP funding per service user p.w	Percentage services within these ranges
£1-99	40%
£100-199	37%
£200-299	10%
£300-399	7%
Over £400	5%

The vast majority of services fall below the figure of £400 per service user per week. It is likely that these services are not providing care, and as such provide good value

for money. The services above £400 per service user per week may be providing care and as such may not be good value for money.

When analysing cost data, it will be essential for administering authorities to also analyse the hourly rate data for the support staff input. This data may show that some of the services within the other categories may not be good value for money due to a high hourly rate. This analysis is being carried out by the seven West London boroughs as part of the Service Review programme for individual services.

6.3 Performance Data Analysis

Performance data was collected on the cross authority services that provided access to services users that fell into client groups for Categories 1 & 2. Unfortunately, the data on the services providing cross authority access is not complete as there were problems linking services with performance data due to incorrect service ID numbers being supplied by providers and some services not supplying performance data to the administering authorities.

Therefore the analysis of performance data is based on a sample of services that provide cross authority access and are primarily meeting the needs of Category 1 & 2 client groups in each authority. It is important to note that other services provide cross authority access to these clients groups, but these are not primarily intended for these groups (e.g. services for learning disabilities can provide cross authority access to young people at risk).

The findings of the analysis of performance data for Categories 1 & 2 services that provide cross authority access are as follows:

	Sample %	Availability	Utilisation	Turnover	Planned moves
Brent	77%	99.53%	95.96%	29.58%	80%
Ealing	78%	99.89%	97.04%	22.16%	53.33%
H&F	64%	98.66%	93.28%	103.45%	55.56%
Harrow					
Hillingdon					
Hounslow	57%	99.20%	94.81%	41.18%	71.43%
K&C	64%	99.66	94.96%	23.17%	69.23%

As the table shows, the availability and utilisation of all these services are high. The turnover calculation is different to the throughput calculation in the ODPM Performance Workbook and is based on the numbers of service users that departed from the service. High turnover is usually associated with a lower proportion of planned moves. There are other factors that can affect the number of planned moves, in particular the degree of difficulty of the service users, but these issues can only be assessed effectively at a service review.

There was data on a few floating support services and long stay services that provide cross authority access – these have not been included as the numbers of services involved were small.

6.4 Cross authority services and SP Grant

Delivery of this Strategy will need to take account of ODPM's future funding intentions for the individual local authorities within the West London region. Reductions in funding to individual authorities may mean some services in those areas will need to be remodelled or even closed. Service remodelling to meet unmet cross authority needs can be a means of ensuring that existing support services and supported housing continue to be used by vulnerable people.

The difficulties in obtaining planning consent for new projects catering for some of the needs groups funded through Supporting People (see 7.10 below) also point to a need to conserve and make the most of existing accommodation resources within the sub-region.

6.5 Value Improvement Project

The seven West London boroughs (led by Hammersmith & Fulham) have been successful in their bid for Value Improvement Project monies to ODPM – one of just nine projects to be funded nationally.

This project involves the trial of a joint procurement exercise for a Supporting People service and encompasses:

- ❖ Using the jointing commissioned work by the seven West London authorities on accreditation to establish an appropriate pre-qualification passport mechanism for support providers to a Supporting People supplier list. There is a particular wish to enable smaller providers to achieve pre-qualification and therefore participate in tendering exercises and expand and diversify the Supporting People supplier market where appropriate.
- ❖ Identification of a West London Supporting People service that could be jointly commissioned to support the tendering process.
- ❖ A trial of cross borough commissioning using a Supporting People supplier list system and identification of protocols and issues to be resolved to make this happen.
- ❖ Exploring software solutions that would support pre qualification and approved lists for use in procuring Supporting People services.

This joint project will achieve value for money because the West London boroughs will be able to identify a common understanding of reasonable costs for this jointly commissioned and other types of service, achieve economies of scale and translate this into the practicalities of going to support providers and tendering for a joint service.

The funding is intended to cover additional staffing and consultancy resources to identify a cross borough service to be commissioned, to trial the use of a pre-qualification and Supporting People supplier list system and the commissioning of a cross borough service. Links will also be explored to IT systems that could support this process.

This project is being conducted over an 18-month period from December 2004. By its conclusion, it is envisaged the project will have produced:

- ❖ A range of standard documentations and protocols, which will be applicable to a variety of Supporting People contracts
- ❖ Significant progress on a coherent approach to floating support for a particular client group
- ❖ A new jointly procured support service that links to the West London choice-based lettings system.
- ❖ Learning that leads to refinement of the process and its wider use for joint commissioning of other services to cross borough client groups, for example tendering rough sleeper tenancy sustainment services
- ❖ A joint pre-qualification process and list of Supporting People support service suppliers
- ❖ Modification to an existing joint IT system.

The lessons learned will form a crucial aspect of how the seven West London boroughs move ahead on joint commissioning of further new cross authority services.

7. Access to Complementary Funding

7.1 Housing Corporation capital funding

Housing associations registered with the Housing Corporation are able to draw on capital grant funding, which, put together with private loan finance, enables the development of social housing at affordable rent levels. There are two categories of supported housing eligible for Corporation funding:

- *purpose designed supported housing or*
- *designated supported housing.*

Both are eligible for higher grant rates than ordinary rented social housing (see Housing Corporation Circular 03/04). New developments can be funded up to 100% Social Housing Grant (SHG) – the level of grant is dependant on the type of scheme. Higher levels of grant are intended to cover the higher costs of housing management, maintenance and voids costs associated with supported housing – therefore a short stay project in shared housing will receive a higher level of grant than a long stay project comprising self-contained flats as there are more lettings and greater maintenance.

It should be noted that the Corporation will not fund projects where housing management will be the responsibility of a statutory body (e.g. local authority, NHS Trust), although such bodies can provide care and support services. It will only fund shared accommodation where an overriding need can be demonstrated for such accommodation compared to self-contained provision. Temporary shared housing is unlikely to be funded where there is a likelihood a project will silt up with residents because of a lack of move-on accommodation.

Housing Corporation grant funding can be put together with Health or other government funding to increase the amount of public subsidy going into a project. However, when assessing value for money to the public purse offered by an individual project, the Corporation will treat all such funding as public subsidy to the project, unless such funding is being used to create elements of the scheme which are not eligible for Corporation grant.

The way in which housing associations can access Housing Corporation funding has altered significantly with effect from funds available from 2004/5. The Corporation now has two categories of developing housing association – partnering associations and associations who continue to be funded through the traditional route.

Partnering associations (who now account for 80% of the Corporation's national approved development programme) are seen as the primary developers of future social housing, each of them having been contracted to deliver over £18m worth of accommodation at a particular average grant rate over the two years beginning April 2004. Sometimes this will involve consortia of associations. The Housing Corporation puts a lot of weight on deliverability, so the bulk of these developments will have already been identified by site name and their proposed mix of housing set out in the bidding submitted to the Housing Corporation in the autumn of 2003. However, almost inevitably some slippage and performance and planning issues are likely to arise over the two years which are likely to see some currently unidentified

projects receive the allocated funding. Bidding for the next partnership programme (which looks likely to include private developers as well as housing associations) will take place during 2005.

The second category of housing associations is receiving funding from the Corporation on an individual scheme, rather than volume contract, basis. The funding allocations to these associations are also based on named addresses and housing mix proposals. Again, issues may arise which could lead to funding being redirected. Some associations in this category were unable to put together the minimum required partnership programme bids of £18m; others are currently experiencing performance issues or did not have sufficient Housing Corporation or regional support for them to be included in the primary category, although they may have hopes of being designated in that category in the future.

Prior to the bid round for 2004/5 and 2005/6 Corporation capital funding, individual local authorities had a significant say in what projects were funded in their areas, allocations being arrived at partly through a process of dialogue between Corporation and local authority officers. However, bids are now prioritised on a *regional*, rather than individual local authority, basis, and schemes which meet regional needs are encouraged to be put forward. London is currently regarded as one region. On this basis, new accommodation in the West London sub-region backed by the seven boroughs would appear to stand a reasonable chance of attracting Housing Corporation capital funding.

However, the Housing Corporation has also stated clearly that it will not consider funding new supported housing unless a statement can be provided to show that the revenue funding needed to run the projects will be in place. Since the introduction of Supporting People, housing associations have found that they have not been able to spend their capital allocations for supported housing because of the uncertainty over future Supporting People revenue funding. This has meant that the capital funding has reverted back to the Housing Corporation to spend on general needs housing - a process which is creating a disinvestment in accommodation-based services.

There needs to be a clear link between revenue planning cycles and those for capital funding so that resources can be maximised. With the Government's 2004 announcement on future levels of Supporting People Grant allocations to individual local authorities, it should become possible for local authorities to make revenue commitments which can stand alongside bids to the Housing Corporation for capital monies.

7.2 Housing Corporation funding for re-improvements/major repairs

Re-improvement funding available from the Housing Corporation is for *improvement and repairs* or *conversion and repairs* to existing social housing. Grant is available for those housing associations that are eligible because of their limited reserves. Otherwise, the Housing Corporation presently expects re-improvement funding to be funded out of housing association sinking funds (which should include a re-improvement element).

However, although sinking funds have been building up on general needs schemes for some years, it is only comparatively recently that the Housing Corporation has expected housing associations to create sinking funds on supported housing too. Previously, the Corporation had said it would fund renewals and improvements to such properties. It is common for associations to have only established sinking funds on supported housing to meet stock renewal requirements, as there is no way of knowing what improvements may be needed in the future and some (e.g. the replacement of shared housing with self-contained accommodation) would require prohibitively high sinking fund contributions.

As housing associations are unwilling to fund remodelling of supported housing from their general needs sinking funds, and as remodelling requirements arising from Supporting People Service Reviews are unlikely to be able to be funded from existing supported housing sinking funds, there would appear to be a case for the Housing Corporation to reconsider its position and make more capital monies available for remodelling.

7.3 Other reasons for working with housing associations

In addition to housing associations' ability to draw down capital grant from the Housing Corporation, there are a number of other reasons as to why it may be appropriate to involve housing associations in the delivery of supported housing:

- A number of housing associations have experience to offer in the design and delivery of supported housing.
- As active developers of new housing, associations will (a) have a strong understanding of local property markets and (b) may be able to incorporate the accommodation being sought into larger developments planned by them.
- Housing associations can also access private loan finance at relatively attractive interest rates.

Some housing associations may already be in partnerships with voluntary agencies or Social Services or NHS staff capable of providing the required support services, or be potential employers of support staff themselves. (In any event, it is good practice for new support services to form the basis of separate tendering arrangements to that of capital developments).

7.4 Health capital funding

Health Trusts can avoid capital charges on new developments they wish to finance by using powers until Section 28a of the Health Act, which allow PCT's to grant to another organisation, such as a housing association, the capital costs of the building works. These transfers do not attract capital charges – the PCT's would be required to take a legal charge against the value of the properties to cover the grant given. These developments tend to be for long stay services for people with learning disabilities and people with mental health problems. However, the funding can also be used to enable people who have lived in long stay hospitals to return to their host community.

7.5 Private finance

Private finance can enable existing schemes to be remodelled, although the loan repayments will then have to be covered by rental income. Supported housing has largely been funded by 100% SHG, so currently there is no loan repayment element in most rents (although rents in some cases have been used to subsidise support costs and rent levels are limited by the Housing Corporation's target rent regime).

7.6 Home Office Funding

The Building Safer Communities Fund is a 3-year funding programme, ending in 2005/6, for local Crime and Disorder Reduction Partnerships (CDRP's) and is aimed at reducing crime and tackling drugs-related problems. Spending plans will have been submitted in 2003. The overall Fund is divided between capital (27%) and revenue (73%), as are the local CDRP allocations. Spending can be linked with spend from the Basic Command Unit Fund (see below) and other funding streams including the Neighbourhood Renewal Fund. Fund monies can be spent on any project in line with the National Drugs Strategy and the associated Crack Strategy but which also continues to address each of the three purposes of the Communities Against Drugs programme (i.e. disrupting drugs markets, tackling drug-related crime, strengthening communities). Supported housing for crack users; housing work generally to manage drug problems, control anti-social behaviour and provide supported accommodation; and work with homeless drug users are all cited as projects eligible for funding. Fund monies going into the West London sub-region amount to over £2.5m per annum.

The Basic Command Unit Fund aims to help the frontline to deliver crime and disorder reduction locally (including through police activity and operations) and to promote partnership working. Monies can be spent on either capital or revenue. Examples given of eligible projects are support programmes for young people and improving CDRP capacity through staffing and training initiatives. Fund monies going into the West London sub-region currently amount to over £2m per annum.

7.7 Neighbourhood Renewal Fund

The Neighbourhood Renewal Fund was launched by the Government in 2001/2 and is aimed at tackling deprivation through the implementation of local Neighbourhood Renewal Strategies. The initial funding allocations run through until 2005/6 and the West London boroughs of Brent, Ealing, Hammersmith & Fulham and Kensington & Chelsea are among the beneficiaries, putting the monies to use to increase employment, reduce crime, achieve better educational attainment and better health and improve housing in specific neighbourhoods. Examples of the kind of projects being funded are IT training for the long term unemployed, support to women from BME communities who are experiencing domestic violence, delivery of healthy lifestyle programmes and the establishment of advocacy services for vulnerable

people. The Government has announced the programme will continue in 2006/7 and 2007/8, during which period £525m will be available nationally.

7.8 Traveller/Gypsy Sites Refurbishment Grant

The ODPM is committed to keeping the current network of 324 local authority authorised sites open and available for use. Gypsy Sites Refurbishment Grant was introduced in 2001 to refurbish existing sites. A total of £17million has been made available to local authorities. The Grant provides 75% of the total costs, with local authorities funding the remaining 25%. Ministers have announced the availability of a further two years' grant funding of £16 million for 2004/5 and 2005/6.

7.9 Social Services funding

Joint funding is a possibility for services that provide cross authority access to client groups traditionally funded by Social Services departments, e.g. young people or people with a history of substance misuse problems.

7.10 Joint Commissioning

There is increasing discussion about joint commissioning cross authority services, whether capital schemes or floating support. This discussion relates to very specific services that *exclusively* take cross authority referrals e.g. MAPPA clients. The arrangement would involve each authority guaranteeing to purchase a number of places in these schemes. This approach provides a greater sense of shared responsibility for providing services for individuals who may be difficult to place because of their needs or because of a lack of suitable resources within individual boroughs. Projects could be established on a sub-regional or pan London basis; in the latter instance, discussion needs to take place within the context of the work being carried out by the ALG on pan London services.

It is important to recognise that joint commissioning is only likely to address one element of cross authority provision. The ODPM considers that all Supporting People grant allocations contribute to funding cross authority access and that joint commissioning will not be the answer to enabling cross authority access to the vast majority of Supporting People services (i.e. those that mainly take host referrals but have some capacity for non-host referrals as well).

7.11 Planning

One of the difficulties in developing supported housing for cross authority access is the level of opposition that can be generated to a planning application, particularly for schemes for unpopular groups. Although the client group which is to be accommodated is not a planning consideration, where there is a planning application for a 'hostel' or shared housing, the nature of the housing means it is inevitable that questions are asked about who is to be housed. Such planning applications are

often withdrawn, not because of planning issues, but simply because the level of local opposition to the proposed client group would make the scheme untenable.

In some parts of London, this has led to blight on new supported housing developments for groups that are not popular. However, the development of supported housing can still go ahead using different models. For instance, it is quite possible to develop dispersed supported housing in self-contained units linked to support. This is different to floating support as the self-contained units provide fixed support to service users who are granted Assured Shorthold Tenancies. When a service user no longer requires the support, they are helped to access private rented accommodation or general needs social housing and another service user who requires short to medium term support can then move into the flat. This means that supported housing units can be dispersed amongst ordinary general needs housing. These units are ring fenced for supported housing (as they receive a higher grant rate) and planning consent for the units is no different to that required for the general needs units; the client group is not a planning consideration.

It is also possible to use single-family dwellings (with less than 6 bedspaces) as shared housing without the need for planning permission. The residents would need to live as a single unit, e.g. no locks on doors or individual lockable fridges. Although this dispensation is useful where residents live in long-term shared housing, it may not be appropriate where there is a lot of turnover

References: *Not in My Backyard* – CVS Consultants (published by NHF)

8. Our 5-Year Strategy

Taking the above points into account, our Cross Authority Strategy is follows:

8.1 Maximising usage of existing accommodation resources

1. The West London boroughs are naturally keen to ensure that Supporting People projects contribute as fully as possible to meeting local needs. Whether or not non-designated services should continue to accept non-host referrals should be formally reviewed during relevant Service Reviews.
2. Where it is agreed with providers that Supporting People funded services (both designated and non-designated, but excluding direct access projects) should take non-host referrals, the West London boroughs, in consultation with the ALG, will wish to move to a formal referral mechanism which prioritises non-host availability for West London and its neighbouring boroughs. In this way, schemes can continue to take cross authority referrals but their role in the sub-region will be enhanced.
3. Through Service Reviews, the West London boroughs will discuss providers' exclusion policies and what can be done to reduce the number of exclusions and the cross authority referrals that can arise from them.
4. If reductions in ODPM's Supporting People budget allocations to individual authorities occur during the Strategy period and mean that some authorities are no longer in a position to continue to fund some supported housing, the West London boroughs as a whole will be prepared to consider whether the accommodation can be preserved through remodelling as cross authority provision.
5. The West London boroughs will publish a directory of services in the sub-region which take cross authority referrals.

8.2 Improving move-on

1. The West London boroughs will carry out a review of LOCATA and its usage in offering move-on opportunities to vulnerable people. The boroughs will want to identify solutions to any obstacles posed by the current system; consider whether it would be beneficial for supported housing vacancies to be advertised via LOCATA, thereby offering choice to people in need of such accommodation; and agree a common role for support staff in relation to assisting vulnerable people access LOCATA.
2. To ensure that people receiving support can move across the sub-region and continue to have their support needs met, the West London boroughs will review availability and access to floating support services

and will consider the commissioning of new floating support where necessary. A standardised move-on support assessment will be developed to assist in this process.

3. In consultation with the ALG, the West London boroughs will seek to formally clarify responsibilities for move-on provision involving non-host referrals from outside the sub-region who are living in temporary accommodation funded through Supporting People.
4. The West London boroughs will jointly wish to work closely with private sector landlords to improve the sector's role in offering move-on accommodation throughout the sub-region. This will involve a broadening of floating support services to encompass the private sector and consideration of the establishment of rent deposit schemes.
6. The West London sub-region has already committed itself to joint lettings and allocations policies in respect of new social housing developments and regeneration schemes. The boroughs will work to ensure that the housing needs of vulnerable people receiving support are adequately taken into account in the letting of new and existing social housing.

8.3 Commissioning new cross authority services

1. The West London boroughs will work together to standardise and develop service specifications which can be used to commission new services.
2. All new cross authority services will be jointly commissioned and funded by the West London authorities the services are intended to cater for.
3. A process will be developed jointly to analyse whether or not existing provision can be adapted to meet acknowledged unmet needs in the sub-region. This will be piloted by looking at services across the sub-region for women escaping domestic violence and assessing their potential for accommodating provision for single women, large families and women with additional problems such as mental illness or substance misuse. The issues of tenure and emergency provision will also be addressed. Following this pilot exercise, the process will be applied in respect of other unmet needs within the sub-region.

8.4 Ensuring service quality and value for money

1. Having successfully streamlined accreditation processes across West London, the West London boroughs will jointly use the resultant list of accredited providers as the basis for preferred provider partnerships for delivery of cross authority services.

2. The West London boroughs will develop their approach to cost and performance benchmarking and use this and other measures (e.g. standard budget templates) to improve the cost and performance of cross authority services.
3. Capacity building and training opportunities for providers will continue to be offered on a sub-regional basis by the West London authorities.
4. The West London boroughs will work together on the Value Improvement project to trial the achievement of efficiencies through joint procurement methods. The lessons learned from this will then be applied in other areas (e.g. community alarm provision, home improvement agencies, floating support) where the boroughs consider support is likely to be delivered more efficiently if commissioned on a sub-regional basis.
5. The West London boroughs will jointly continue to use Service Reviews and service tendering as opportunities to drive up quality.

8.5 Developing joint work on Supporting People administration

1. Once the initial cycle of Service Reviews is ended, the West London boroughs will together draw up a subsequent cycle which will see all services for a particular needs group reviewed at the same time throughout the sub-region (beginning with domestic violence projects). In this way, a more strategic and cohesive approach can be taken towards Supporting People provision in West London and risks to the local market can be better managed.
2. The West London boroughs will formalise their practice of peer Service Reviews of Supporting People services which are local authority managed. This not only brings independence to the reviews, but assists a common understanding of Service Review standards and practices throughout local authority staff conducting Reviews.
3. By working jointly on programmes of Service Reviews, the West London boroughs will benefit from the strengths of individual Supporting People Teams (e.g. mental health expertise) and be able to apply this across the board, thereby increasing the effectiveness of Reviews and assisting the delivery of consistent service standards across West London.
4. The West London boroughs will actively consider taking steps leading to common support assessment criteria operating across the sub-region.
5. The West London boroughs will jointly review what scope there may be for a dedicated and permanent West London Supporting People staff resource.

8.6 Timescale for delivery

By March 2006

Maximising usage of existing accommodation resources

1. Formally review whether or not non-designated schemes (other than direct access projects) should continue to accept non-host referrals.

Commissioning new cross authority services

1. Start joint work on standardising and developing service specifications which can be used to commission new services.

Ensuring service quality and value for money/ Developing joint work on Supporting People administration

1. Continue to offer capacity building and training to providers on a sub-regional basis, including the holding of a multi-agency seminar with statutory services and locally selected support providers on the support needs of travellers.

By September 2006

Maximising usage of existing accommodation resources

1. In consultation with the ALG, move to a formal referral mechanism which prioritises non-host availability for West London and its neighbouring boroughs.
2. Agree a common protocol for non-host referrals with relevant stakeholders.
3. Consider whether local supported housing which cannot be sustained by individual authorities because of funding pressures on Supporting People Grant can be preserved through remodelling as cross authority provision.

Improving move-on

1. Review availability and access to floating support services and consider the commissioning of new floating support where necessary. Develop a standardised move-on support assessment to assist in this process.
2. Take steps to ensure that the housing needs of vulnerable people receiving support are taken into account in the letting of new and existing social housing.

Commissioning new cross authority services

1. Jointly use the list of West London accredited providers as the basis for preferred provider partnerships for delivery of cross authority services.

2. A process will have been developed jointly to analyse whether or not existing provision can be adapted to meet acknowledged unmet needs in the sub-region and applied on a pilot basis to projects for women escaping domestic violence.

Ensuring service quality and value for money/ Developing joint work on Supporting People administration

1. Draw up and implement a cycle of Service Reviews (beginning with domestic violence projects) which will see all services for a particular needs group reviewed at the same time throughout the sub-region.
2. Develop the sub-region's approach to cost and performance benchmarking and use this and other measures (e.g. standard budget templates) to improve the cost and performance of cross authority services.
3. Complete the Value Improvement project to trial the achievement of efficiencies through joint procurement methods.

By March 2007

Maximising usage of existing accommodation resources

1. Produce a directory of West London cross authority services.

Improving move-on

1. In consultation with the ALG, formally clarify responsibilities for move-on provision involving non-host referrals from outside the sub-region who are living in temporary accommodation funded through Supporting People.
2. Carry out a review of LOCATA and its usage in offering move-on opportunities to vulnerable people and implement the findings. Establish a common role for support staff in relation to assisting vulnerable people access LOCATA.

Commissioning new cross authority services

1. Apply the process piloted through the review of domestic violence projects to assess the need for new cross authority services to meet other support needs.

Ensuring service quality and value for money/ Developing joint work on Supporting People administration

1. Formalise the practice of peer Service Reviews of local authority managed support services.
2. Apply the lessons learned from the Value Improvement project to other areas where the boroughs consider support is likely to be delivered more efficiently if commissioned on a sub-regional basis.

By March 2008

Maximising usage of existing accommodation resources

1. Review providers' tenure and exclusion policies with the aim of reducing the number of exclusions and the cross authority referrals that can arise from them and help prevent temporary project closures.

Improving move-on

1. Work closely with private sector landlords to improve the sector's role in offering move-on accommodation throughout the sub-region. Broaden floating support services where necessary to encompass the private sector and consider the establishment of rent deposit schemes.

By March 2009

Improving move-on

1. Generally review move on policies and practices and their effectiveness.

Developing joint work on Supporting People administration

1. Actively consider the feasibility of adopting common support assessment criteria across the sub-region.

By March 2010

Maximising usage of existing accommodation resources/ Ensuring service quality and value for money/ Commissioning new cross authority services

1. Review provision of support services and supported accommodation in relation to meeting the needs of vulnerable women.
2. Review provision of support services and supported accommodation in relation to meeting the needs of vulnerable people from BME communities.

Developing joint work on Supporting People administration

1. Review what scope there may be for a dedicated and permanent West London Supporting People staff resource.

APPENDIX 1

NOTES FROM WEST LONDON PROVIDERS FORUM ON OUTLINE CROSS AUTHORITY STRATEGY, 22ND OCTOBER 2004

1. Does your workshop agree with the proposed statement of Vision and Values?

Yes. However, there is a need to link the Strategy to a wider policy context (e.g. Community Safety, NOMS, Health [drug & alcohol] and social care agendas) and to make mention of Supporting People's preventative agenda. "Transparency in partnership working" needs clearly defining – does it, for instance, include transparent benchmarking and overheads? Cross authority services also cater for cultural and changing needs, offer specific services and better model of services. The 'non-host' designation is a tricky one, as it implies no local connection and this could be incorrect. The Strategy also needs to be deliverable; it should have realistic targets and project managers should be identified to lead on achieving each target.

Designated schemes/mixed needs workshop – Funding of floating support will be important. A directory of West London services would be useful. It would be useful to have data on referrals which have been turned down. The service user consultation envisaged needs to be realistic – what can they influence?

Young people at risk workshop – Promoting cross authority support services is important too.

Women at risk workshop – 'Needs' should be replaced with 'must' or 'required' to strengthen statement.

BME, refugees & travellers workshop – The needs of individuals tend to get lost in the wider sub-regional approach.

Drug & alcohol problems workshop – A 5-year strategy was too long and it needed to be linked in more with cross London activities, the ALG Pan London statement and the wider context; there were concerns about West London being ahead of other authorities across London. Would the vision have an affect on service user choice and would it gain political commitment/cross party support?

2. Does your workshop support the proposed introduction of new referral and nomination procedures to maximise take-up of non-host service places by West London authorities and neighbouring boroughs?

Yes, although some doubts were expressed as to how realistic the approach might be.

Ex-Offenders workshop – There's a need for a common HPU assessment across West London and a means of identifying ex-offenders, and a need to involve specialist staff e.g. Probation.

Homeless workshop – Is the 'non-host' definition strictly accurate, or does it just refer to last settled base? It might be better to look at local connections instead. Trends (e.g. cross-London transfers) are only indicative.

Designated schemes/mixed needs workshop – Waiting lists are now being kept. Experience is that local authorities only want to see host referrals, particularly as this could be a means of avoiding bed-blocking fines. There is a fear that a new referral system might prove overly-bureaucratic or involve inappropriate referrals, resulting in long-standing voids and schemes being seen as 'low demand'. Providers would be willing, but local authorities are seen as inhibiting.

Young people at risk workshop – Also concerned about potential bureaucracy. There would need to be information re. referral agencies in West London and these need to be covered in 'steady state' contracts. What are the expectations re. referral sources and what risks are there for cross authority providers if West London referrals not taken? The proposal feels local authority, rather than client, driven. There should be more information sharing re. expulsions (receiving agency may not know of this) and type of tenure needs to be considered.

Women at risk workshop – There are already established national referral mechanisms in place and access is operated on an emergency basis, so it would be difficult to prioritise West London referrals. Needs of individuals should take precedence over West London joint work (although users don't want to be too disconnected from friends and support networks).

BME, refugees & travellers workshop – There should be a common approach to needs assessment across West London. Opening out choice supported. There should be a hub services directory.

Drug & alcohol problems workshop – There would need to be clear processes/boundaries between organisations/sharing of best practice (i.e. like a beacon service for providers). Are targets going to be set and will these restrict performance? Protocols should define how client nominations will work and allow providers to seek referrals if administering authority does not provide a referral after a period of time. There would need to be consistent policies/practices cross borough.

3. Does your workshop support the Strategy's proposals to facilitate move-on accommodation?

Yes, although there were some doubts about the appropriateness of Locata. People need to be supported to move.

Ex-Offenders workshop – The work with the private sector will need resourcing.

Homeless workshop – Hostel vacancies are already advertised via Homeless Link and advertising them via Locata might cause confusion. May be possible, though, with second stage accommodation, although might over complicate things. Fairer access needs to be achieved.

Designated schemes/mixed needs workshop – Maybe there should be a supported housing supplement to Locata, together with a specialist panel or clearing house. Swaps between supported housing schemes could also be enabled. Service users feel misled by Locata at present. There is concern about hostel vacancies being advertised, as this may lead to inappropriate referrals and time being wasted. There are financial implications too. Perhaps someone should be employed to facilitate move-on across the sub-region. It's important there's an understanding of nomination agreements reached with Social Services and Health.

Young people at risk workshop – Relationships should be built with RSL's re. provision of move-on and shared housing consortia with RSL's could be created to provide move-on. The Housing Corporation needs to be involved. Staff find service users reluctant to accept private sector accommodation. Young people have been unimpressed with Locata to date. It's essential that project staff help service users to bid, but there needs to be realism with service users about the time involved. Banding disincentives should be removed. The existence of rent arrears should be identified prior to a rehousing offer being made (at present, practice varies across the boroughs). Providers have no control over offers and some people made offers have support needs which are too high to be met through floating support (not recognised by Locata). Not keen on advertising hostel vacancies through Locata.

Women at risk workshop – Would not support the use of Locata, which has been experienced as very restrictive, lacking in consistency and no sensitivity towards service users by front line workers in the scheme. The banding does not reflect urgency and would need to be consistent across West London. Domestic violence national helpline already helps fill vacancies. Perhaps Locata could be used to facilitate mutual exchanges.

Drug & alcohol problems workshop – Sensitive lettings are important and PSL/Rent deposit schemes are not appropriate for this client group. There would need to be LOCATA training for providers. The link between detox, residential schemes, move-on from these and borough responsibilities needed making.

Other comment received – Needs to be more move-on accommodation generally. Service users need to know they can move to other boroughs, also that they may have to move to other boroughs and not insist on being housed in the host borough.

4. Does your workshop support the Strategy's intentions to make the most of the supported housing resources in West London, if necessary through remodelling, and to jointly commission new services where gaps in cross authority provision exist?

Yes.

Ex-Offenders workshop – There should be client group target setting (no squeezing out of ex-offenders).

Homeless workshop – Will the floating support proposals mean a rationalisation of existing provision (if so, should be explicit)? And is this desirable? The possible consequences could mean a loss of specialisation and smaller providers put at risk. Affected service users would need to be consulted with, which is likely to be a complex process. Would a consortium model be appropriate to market

consolidation? There should be cross authority after service reviews conducted on a holistic and consistent basis. There are concerns about political decisions/agreements. Also concerns about remodelling in the context of transparent partnership working.

Designated schemes/mixed needs workshop – Commissioning of new services must be a joint process with Social Service departments and Health. There should be some link between new service location and need. Level 3 shouldn't be ignored.

Young people at risk workshop – Likely future funding (the distribution formula) is likely to prove a real issue: does a borough's use of decommissioned services provide a rescue which enables ODPM to cut more easily? There was a view that new provision should be self-contained, although high quality first stage accommodation meant that it was difficult to persuade service users to move on. Housing Corporation funding is insufficient and needs to be increased. The Corporation's investment strategy does not allow for shared accommodation and there is tension between this and the aims of Supporting People, particularly around move-on. Floating support is essential; the possibility of combining floating support contracts needs to be approached in a transparent way.

Women at risk workshop – Would support review of floating support availability and access and commissioning new floating support services – floating support very much in demand. More coordination on remodelling and commissioning is required across the boroughs. Refugees should be reviewed with a view to offering a range of support levels across the refugees as a whole. More 'emergency beds' should be obtained via remodelling. More specialist provision is needed, e.g. domestic violence + drug and/or alcohol problems, domestic violence + mental health.

BME, refugees & travellers workshop – May be some tension between individual service reviews and aspirations of Strategy. Risk management element to commissioning important.

Drug & alcohol problems workshop – How would this link with decommissioning, and how would it be risk managed? The procurement approach should be as open and inclusive a process as possible. The more joined up things are, the better. There should be drop-in support centres in each borough, but jointly commissioned, and cross borough client specific forums.

5. Do you support the Strategy's proposals for ensuring high quality, value for money cross authority services?

Yes.

Homeless Workshop – More definitions and consistency are needed.

Young people at risk workshop – The idea of model service specifications was supported; consistent minimum standards should apply across the sub-region. Service users should be involved in ensuring quality. The idea of peer reviews was a good one. There should be more joint training for providers, more sharing of information (e.g. review outcomes) and good practice. Value for money needs to be scrutinised – a role for the West London authorities? Is there an intention to reduce the numbers of providers? There needs to be an appeal process for providers.

Women at risk workshop – Supports preferred provider approach. Staff ratios need to be taken into account when evaluating quality and value for money. More joint working by commissioners and providers would increase the pool of information for the benefit of services. A common approach is needed on benchmarking (concern current benchmarking inexact, but a common template would limit this). QAF not always appropriate for domestic violence schemes (e.g. notifying applicants in writing of outcome). There needs to be a consistent approach to funding of children's services in West London too.

Drug & alcohol problems workshop – There needed to be awareness of provider needs and recognition of historical funding issues, with remodelling of funding to ensure high quality and value for money. Sharing of information would be important – fact, evidence and context needs to be taken into consideration. Guidelines for an appeals/complaints procedure should be produced and operate cross borough.

Other comment received – There should be cross authority provision in West London (including floating support) for men experiencing domestic violence.

6. From your knowledge of particular client groups, are there any other observations on the proposed Strategy you would wish to make?

Ex-Offenders Workshop – There should be provision of choice.

Homeless Workshop – When it comes to service user consultation, are the current categories of ‘single homeless’, ‘alcohol’, ‘mental health’ and ‘rough sleeper’ meaningful or even well established? Needs should feed the Strategy, but too fractured can mean the data is unclear and not necessarily reliable. SP3 definitions should be revised and records kept by presenting needs.

Women at risk workshop – There should be an emphasis on evicting perpetrators of domestic violence and more recognition for single women fleeing domestic violence (domestic violence needs are very diverse and complex).

BME, refugees & travellers workshop – Further investigation needed re. travellers’ support needs. Transitional phases between asylum seekers and refugees and Immigration decisions need to be carefully handled. Broader issues for foyers need to be taken into account.

Drug & alcohol problems workshop – How do we support client choice? Possibly there needs to be a LOCATA type scheme for support services. Ethnicity data on clients’ records should be compared to that of cross borough demographics. There are substance use issues specific to BME Clients and it would be useful to map trends of substance misuse.

APPENDIX 2**CROSS AUTHORITY NEEDS GROUP REFERRAL DATA (CATEGORIES 1 & 2)*****1. Single Homeless with support**

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	273	29	6	9.6
Ealing	206	28	11	12.0
H & Fulham	95	76	19	44.4
Harrow	44	3	1	6.4
Hillingdon	75	19	16	20.2
Hounslow	50	12	5	19.4
Kensington and Chelsea	142	136	27	48.9
W. London total	885	303	85	25.5

2. People with alcohol problems

Local Authority	Number of Host referrals	Total Non-Host referrals	Numbers of W. London referrals	Non host referrals as % of total
Brent	35	20	1	36.4
Ealing	37	44	15	54.3
H & Fulham	27	5	1	15.6
Harrow	3	0	0	0
Hillingdon	4	2	0	33.3
Hounslow	7	0	0	0
Kensington and Chelsea	6	2	1	25.0
W. London total	119	73	18	38.0

3. Ex/Offenders and people at risk of offending

Local Authority	Number of Host referrals	Total Non-Host referrals	Numbers of W. London referrals	Non host referrals as % of total
Brent	17	3	0	15.0
Ealing	10	5	2	33.3
H & Fulham	3	1	0	25.0
Harrow	0	0	0	0
Hillingdon	0	0	0	0
Hounslow	2	5	5	71.4
Kensington and Chelsea	20	8	0	28.6
W. London total	52	22	7	29.7

4. Young people at risk

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	32	6	2	15.8
Ealing	6	4	1	40.0
H & Fulham	20	3	1	13.0
Harrow	9	0	0	0
Hillingdon	17	21	18	55.3
Hounslow	12	0	0	0
Kensington and Chelsea	28	18	6	39.1
W. London total	124	52	28	29.5

5. Young people leaving care

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	6	3	1	33.3
Ealing	27	0	0	0
H & Fulham	9	3	1	25.0
Harrow	7	1	0	12.5
Hillingdon	19	19	19	50.0
Hounslow	10	0	0	0
Kensington and Chelsea	20	2	2	9.1
W. London total	98	28	23	22.2

6. Women at risk of domestic violence

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	26	52	11	66.6
Ealing	63	30	4	32.3
H & Fulham	41	52	9	55.9
Harrow	10	29	8	74.4
Hillingdon	62	9	4	12.7
Hounslow	15	37	3	71.2
Kensington and Chelsea	2	27	3	93.1
W. London total	219	236	42	51.9

7. Refugees

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	11	3	0	21.4
Ealing	76	1	1	1.3
H & Fulham	12	8	0	40.0
Harrow	6	0	0	0
Hillingdon	29	8	3	21.6
Hounslow	3	0	0	0
Kensington and Chelsea	21	5	2	19.2
W. London total	158	25	6	13.7

8. Rough sleepers

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	13	1	0	7.1
Ealing	6	5	0	45.5
H & Fulham	53	9	5	14.5
Harrow	0	0	0	0
Hillingdon	10	3	3	23.1
Hounslow	0	1	1	100
Kensington and Chelsea	8	12	4	60.0
W. London total	90	31	13	25.6

9. People with drug problems

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non host referrals as % of total
Brent	24	1	0	4.0
Ealing	9	1	0	10.0
H & Fulham	20	2	1	9.1
Harrow	2	0	0	0
Hillingdon	6	0	0	0
Hounslow	2	0	0	0
Kensington and Chelsea	6	6	3	50.0
W. London total	69	10	4	12.7

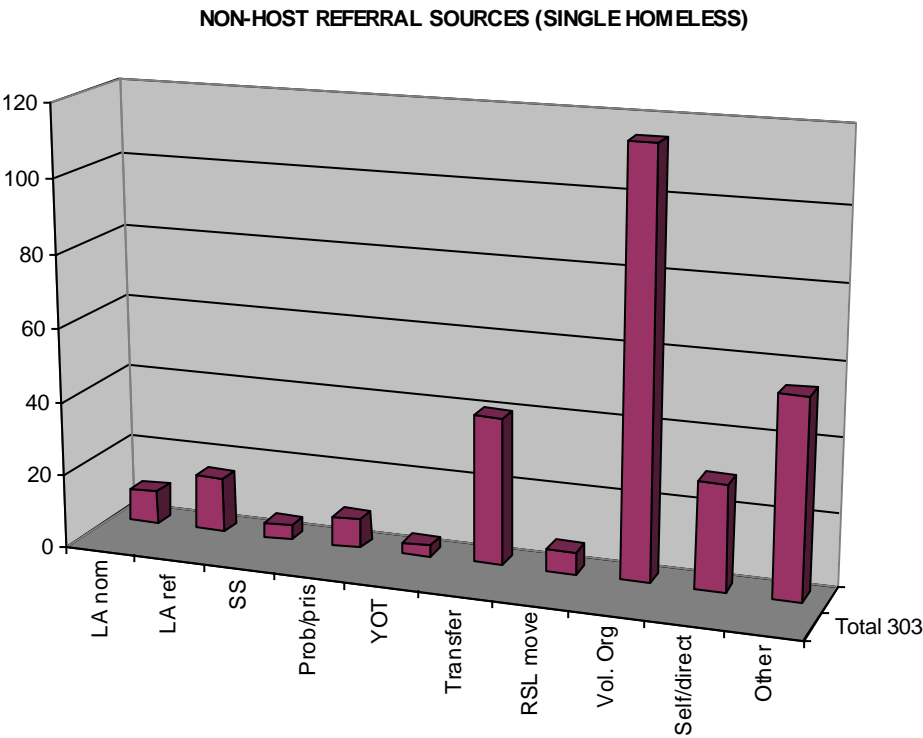
10. People living with HIV/AIDS

Local Authority	Number of Host referrals	Total Non-Host referrals	Number of W. London referrals	Non-host referrals as % of total
Brent	7	0	0	0
Ealing	55	9	6	14.1
H & Fulham	25	1	0	3.8
Harrow	0	1	0	100
Hillingdon	1	0	0	0
Hounslow	1	0	0	0
Kensington and Chelsea	0	0	0	0
W. London total	89	11	6	11.0

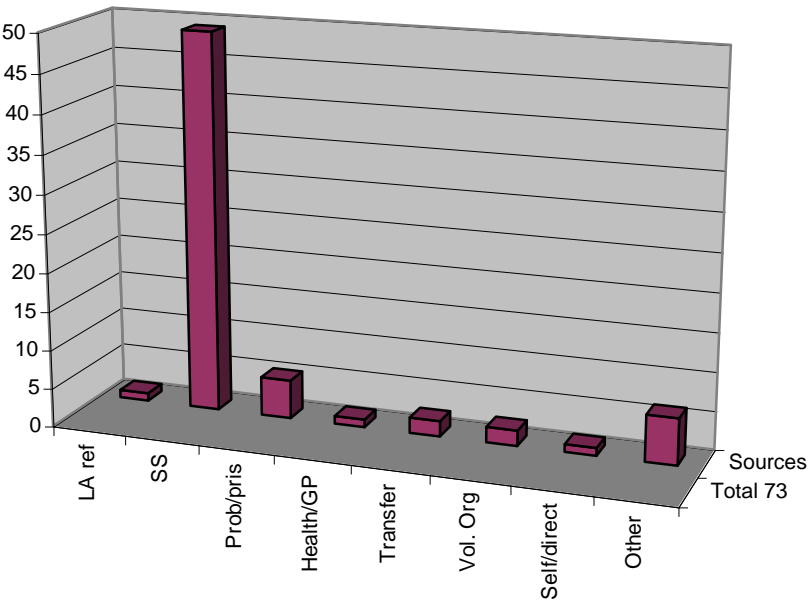
* All data taken from ODPM Supporting People Client Record Form supplied by Housing Figures, the data analysis service of the National Housing Federation.

APPENDIX 3

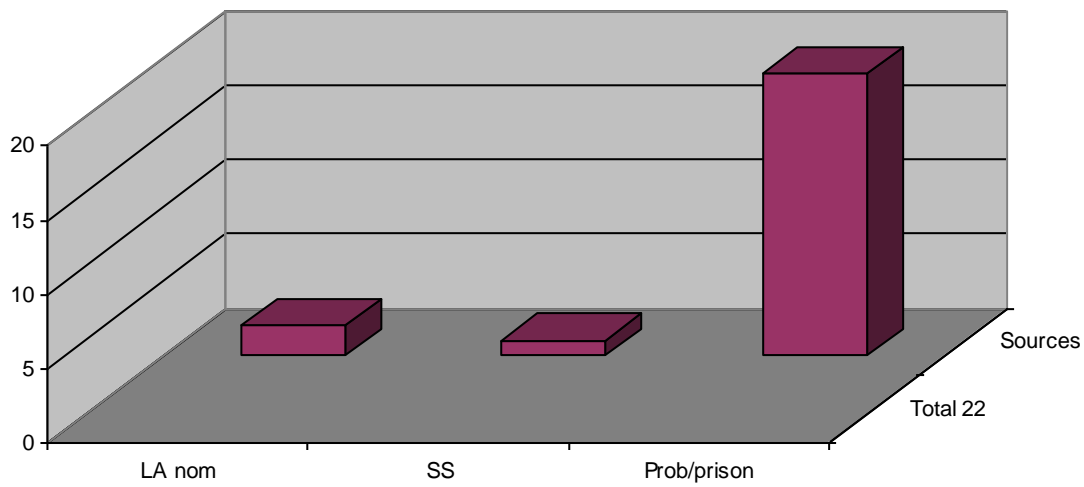
NON-HOST REFERRAL SOURCE DATA (CATEGORIES 1 & 2)*



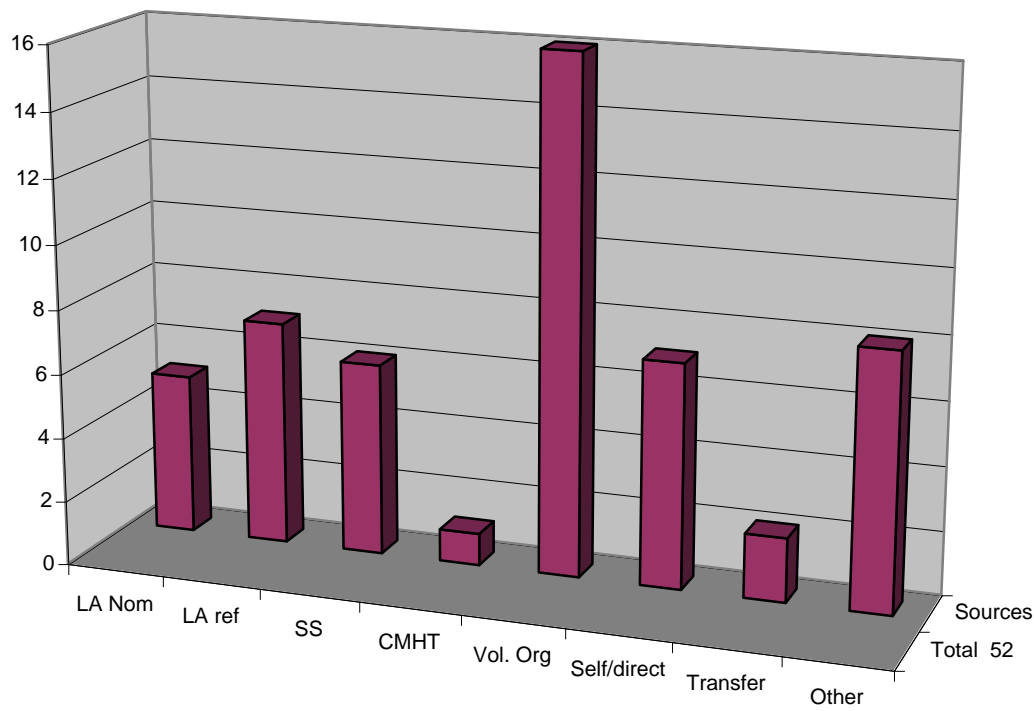
NON-HOST REFERRALS SOURCES (PEOPLE WITH ALCOHOL PROBLEMS)



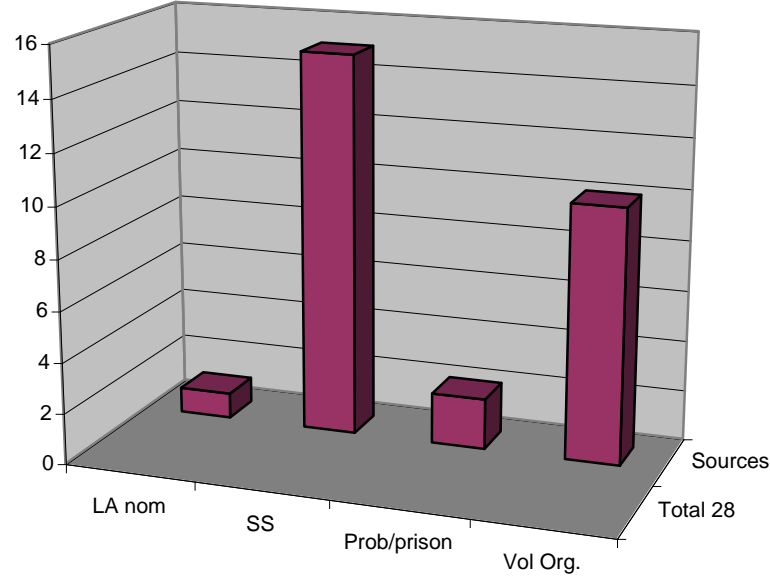
NON-HOST REFERRAL SOURCES (EX-OFFENDERS)



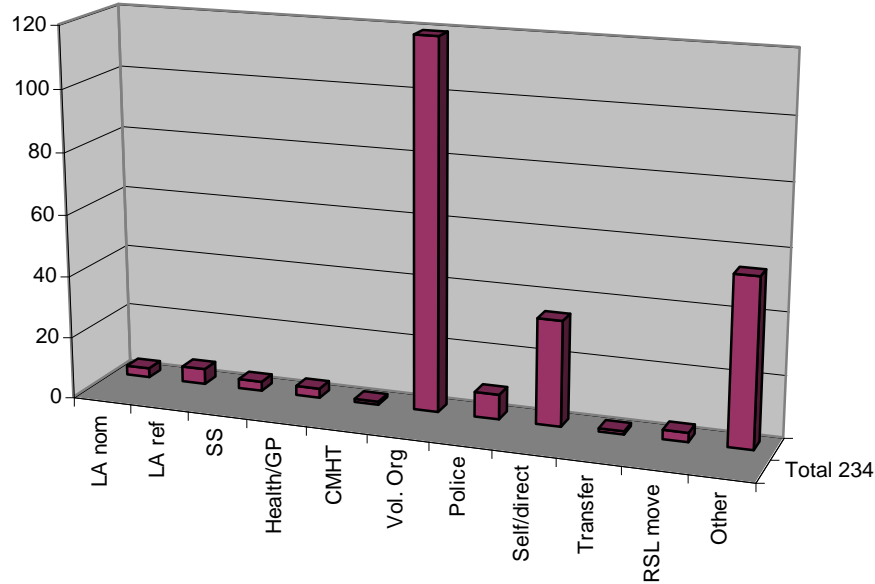
NON-HOST REFERRAL SOURCES (YOUNG PEOPLE AT RISK)



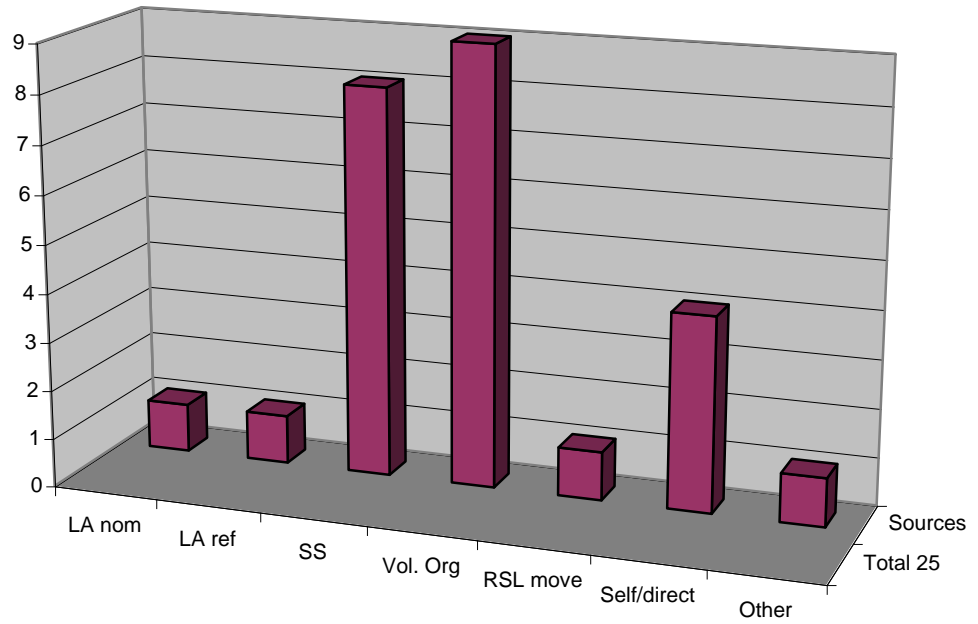
NON-HOST REFERRAL SOURCES (CARE LEAVERS)



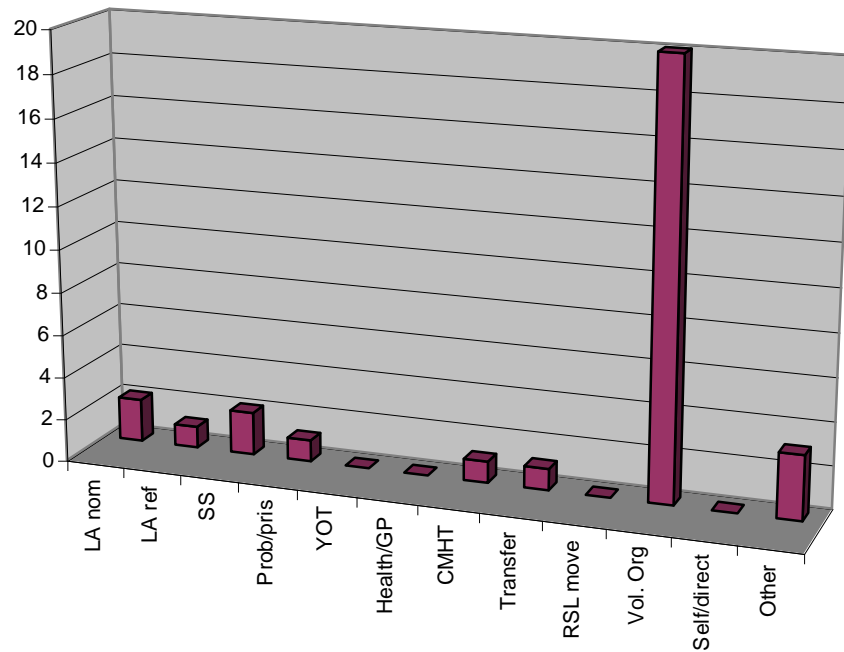
NON-HOST REFERRAL SOURCES (DOMESTIC VIOLENCE)



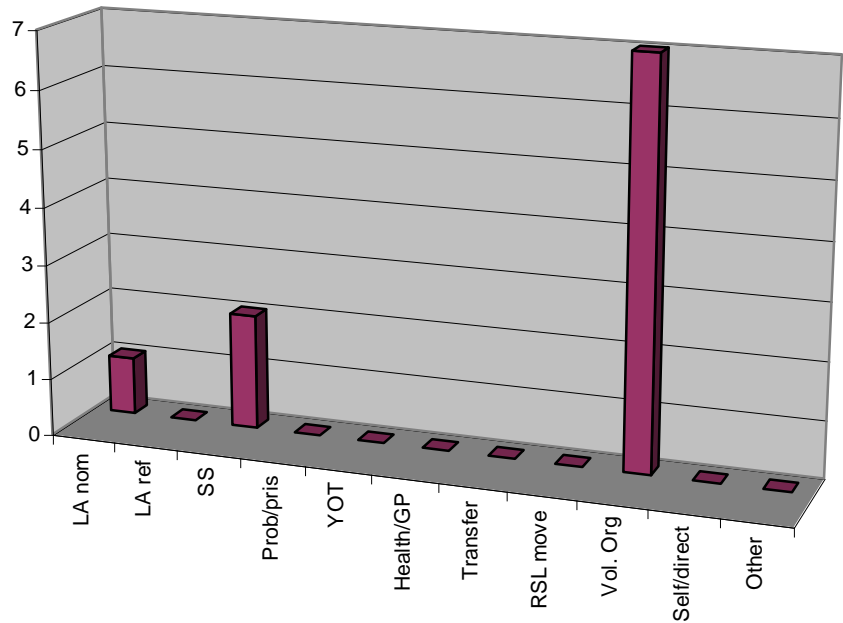
NON-HOST REFERRAL SOURCES (REFUGEES)



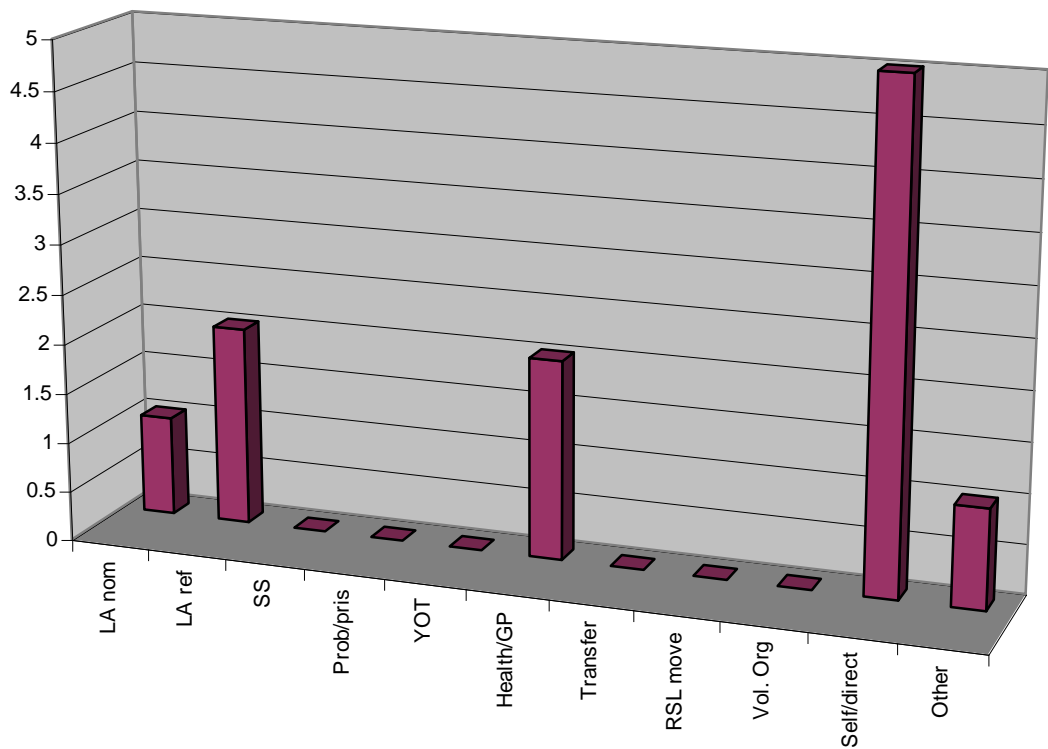
NON-HOST REFERRAL SOURCES (ROUGH SLEEPERS)



NON-HOST REFERRAL SOURCES (PEOPLE WITH DRUG PROBLEMS)



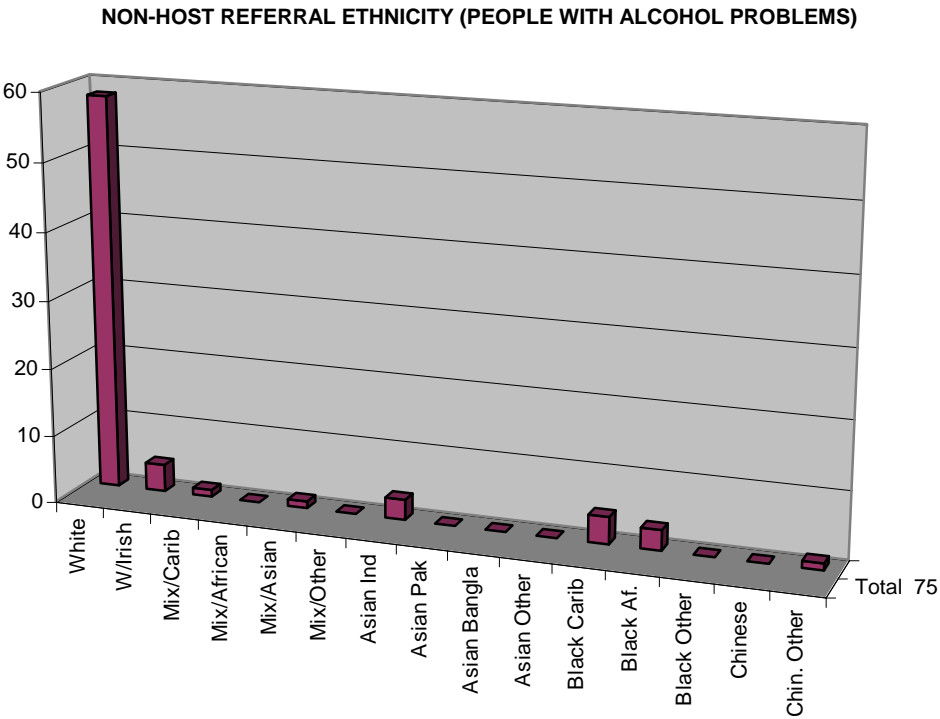
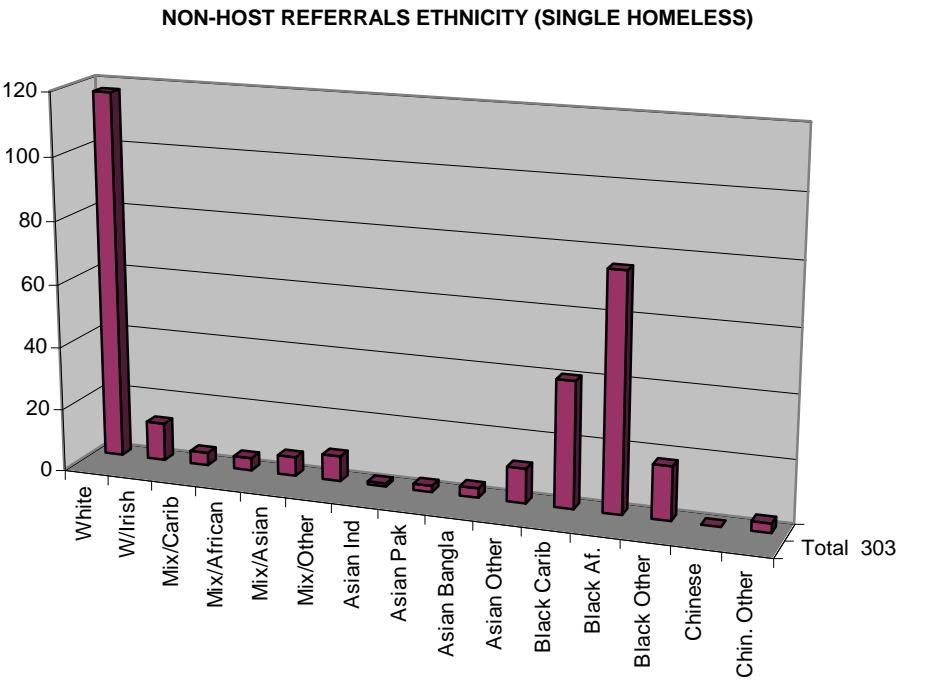
NON-HOST REFERRAL SOURCES (PEOPLE LIVING WITH HIV/AIDS)



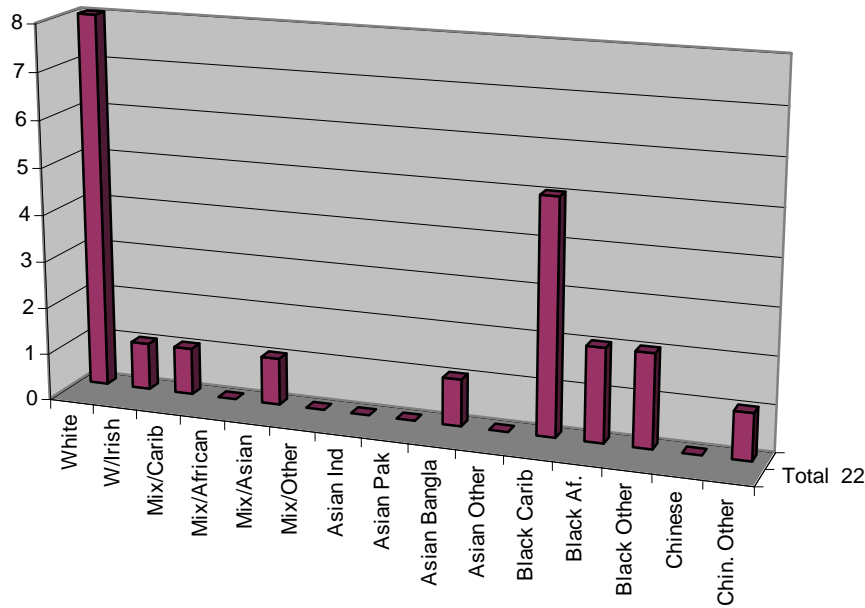
* All data taken from ODPM Supporting People Client Record Form supplied by Housing Figures, the data analysis service of the National Housing Federation.

APPENDIX 4

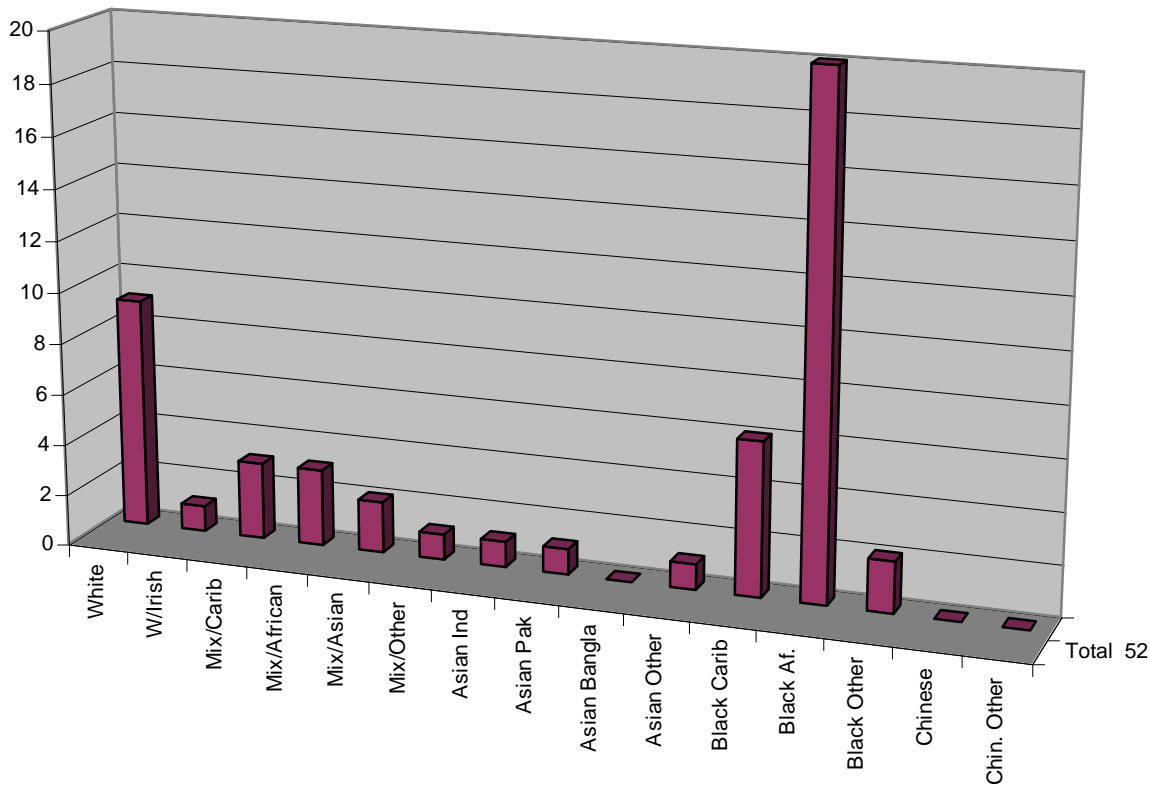
NON-HOST REFERRAL ETHNICITY DATA (CATEGORIES 1 & 2)*



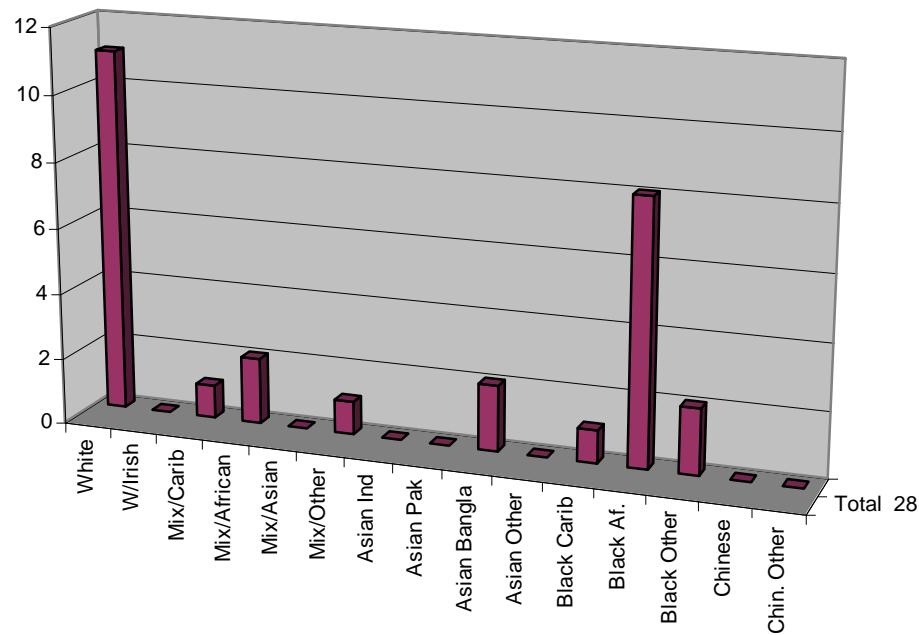
NON-HOST REFERRAL ETHNICITY (EX-OFFENDERS)



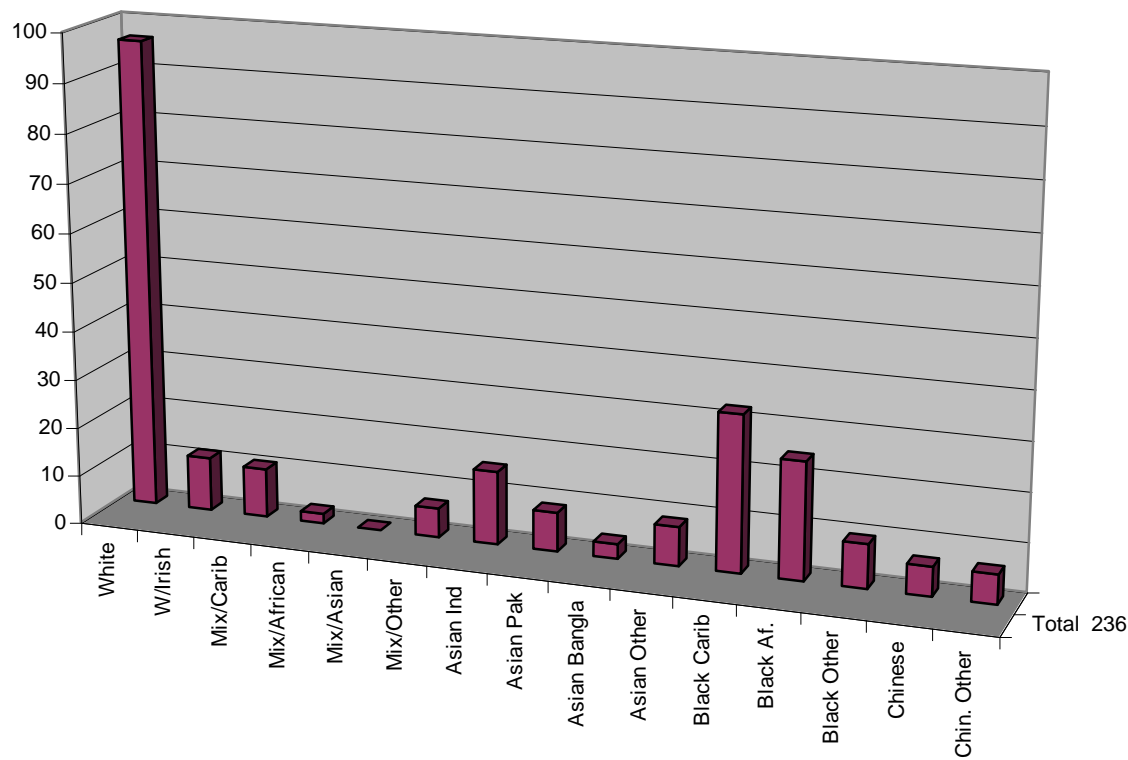
NON-HOST REFERRAL ETHNICITY (YOUNG PEOPLE AT RISK)



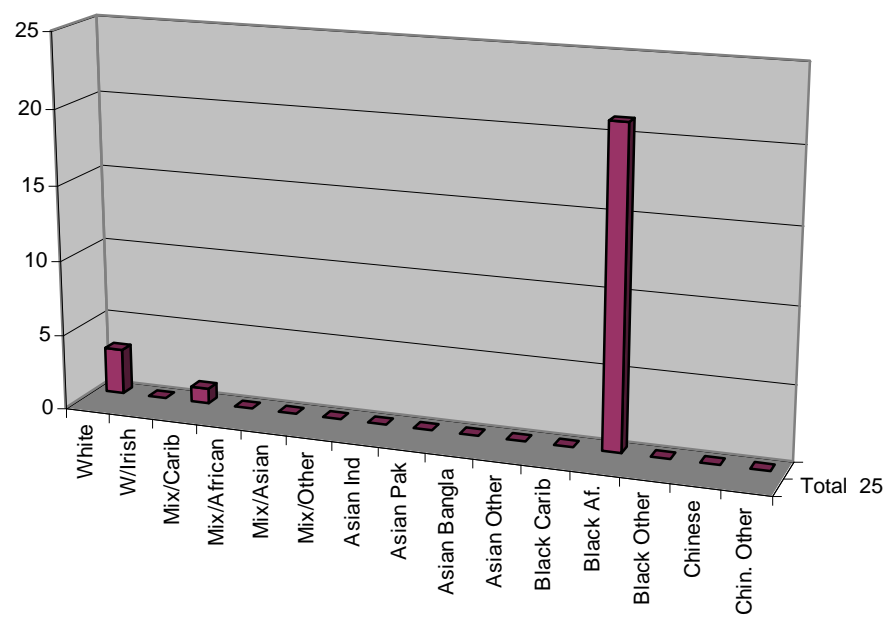
NON-HOST REFERRAL ETHNICITY (CARE LEAVERS)



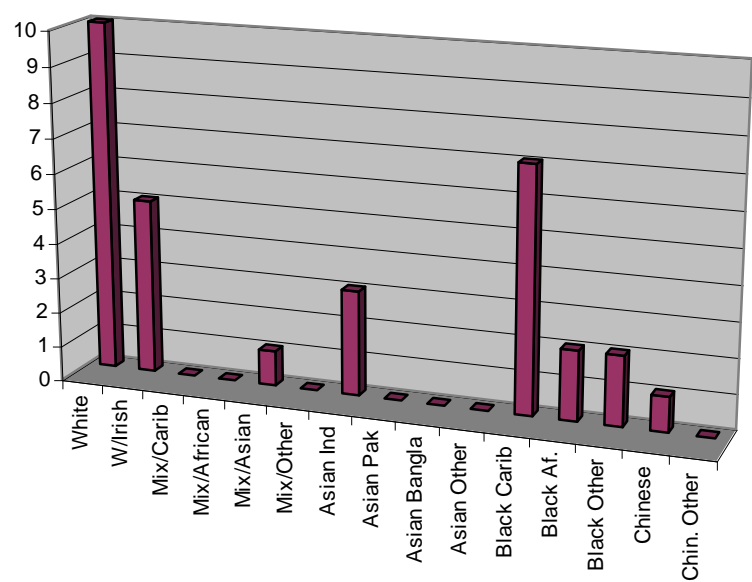
NON-HOST REFERRAL ETHNICITY (DOMESTIC VIOLENCE)



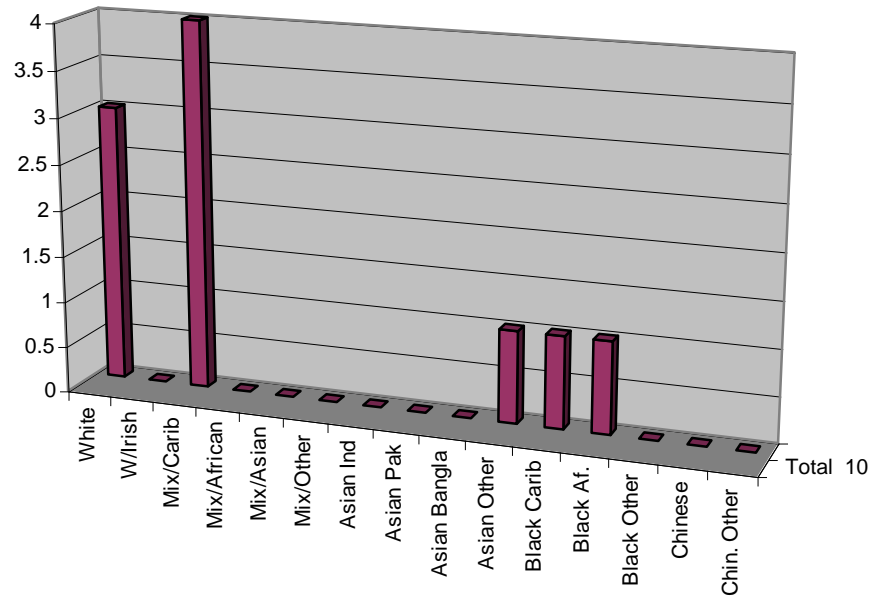
NON-HOST REFERRALS ETHNICITY (REFUGEES)



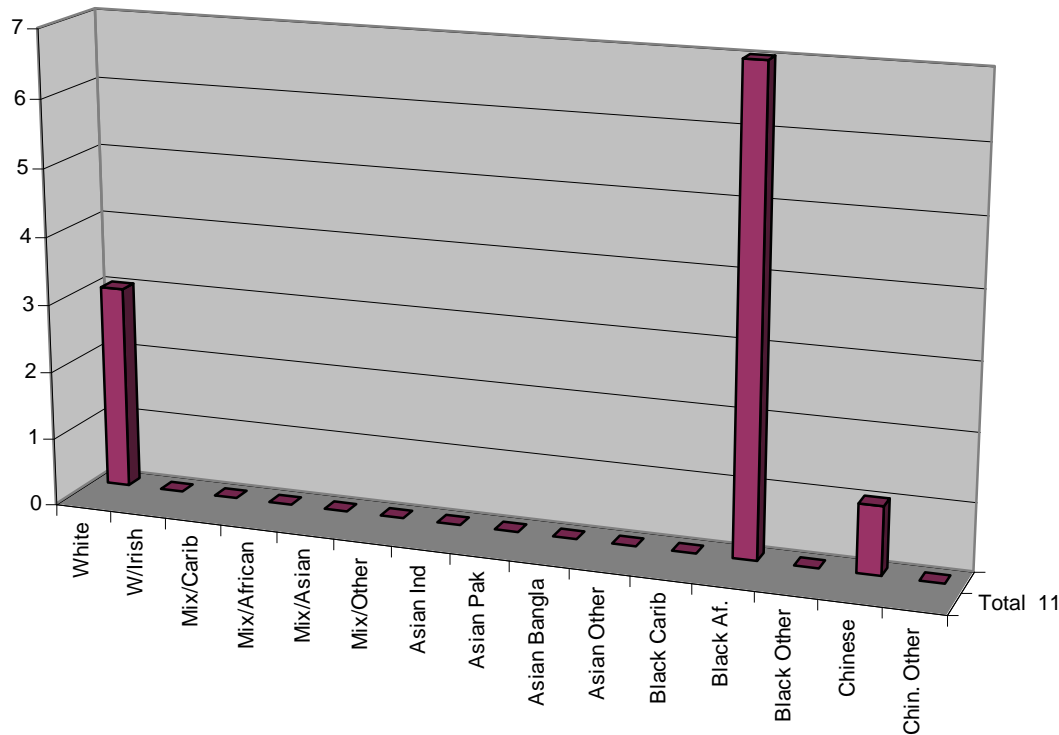
NON-HOST REFERRAL ETHNICITY (ROUGH SLEEPERS)



NON-HOST REFERRAL ETHNICITY (PEOPLE WITH DRUG PROBLEMS)



NON-HOST REFERRAL ETHNICITY (PEOPLE LIVING WITH HIV/AIDS)



* All data taken from ODPM Supporting People Client Record Form supplied by Housing Figures, the data analysis service of the National Housing Federation.