

# Service Needs Requirement Assessment 2006/07 -7/8

<b>Service being assessed</b>	Supporting People Programme
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## Stage 1 – Initial View.

### **Q1 Lead Officer and officers responsible for the assessment**

Supporting People Lead Officer and Supporting People Team

### **Q2 Describe the aims, objectives and purpose of the service**

The Supporting People Programme is national programme for delivering housing related support services to vulnerable people. Each Council is given a grant to distribute to organisations which deliver local services across the Borough. The grant is managed by the Supporting People Partnership comprising Wigan Council; A,L&W PCT and Probation.

The vision and objectives of Wigan's Supporting People Programme are outlined below:

#### Vision

A community where the quality of life of vulnerable people is continuously improved through the provision of effective housing related support services, which offer choice and maximise the potential for independence and social inclusion.

#### Objectives

The objectives of the Programme are:

- To fund services for those people in greatest need of housing related support services.
- To target resources at national and local priorities thus enabling Supporting People to be a delivery tool for Health, Housing and Community Safety strategies.
- To improve the quality and cost effectiveness of services by reviewing, monitoring and facilitating the sharing of good practice.
- To ensure that decision making and consultation processes are transparent.
- To work with providers to ensure that the views of service users have an impact on service development.
- To strive to provide opportunities for creativity in relation to the development and delivery of services, thereby offering more choice.
- To integrate housing related support services within the care pathways approach to service delivery and ensure services have a preventative focus.
- To enable vulnerable people to access very short-term support to deal with specific issues that impede independence (to prevent the need for longer-term service interventions)

## **Procurement**

The Supporting People Team commissions housing related support services on behalf of the Commissioning Body, consequently the Council has a duty to ensure that equality is promoted through the procurement process. Therefore, clauses have been included within contracts which promote equality and require providers to meet the minimum quality standards and demonstrate continuous improvement.

### **Contract Clause**

All Supporting People Steady State Contracts state that support services must also comply:

“as far as possible with the national equality standard for local government which provides a common approach for dealing with race, gender and disability. Contractors must have the mechanisms in place which will assist the Administering Authority to comply with the requirements of the National Equality standards” (9.2.4) and Section 15

### **Standards**

The Supporting People Quality Assessment Framework Core Objective C 1.5 – Fair Access, Diversity and Inclusion provides a framework for promoting continuous improvement. All Supporting People Providers must meet level C of the Quality Assessment Framework to be eligible for a Steady State contract and are required to demonstrate that they are continuously improving the service that they provide by putting plans in place to reach level B and then level A

#### **Level C**

- *The eligibility criteria and application process are publicised and freely available.*
- *The assessment and allocations processes are up-to-date and ensure fair access to the service.*
- *There are written policies covering equal opportunity (EOP), anti-discriminatory practice (ADP) and harassment.*
  - *The policies exist and cover discrimination on grounds of gender, age, religion, race, disability, nationality and sexuality.*
  - *The policies cover staff and service users and address access to services and employment.*
  - *The equal opportunities policy is in accordance with the Race Relations Act 1976, Disability Discrimination Act 1995, Human Rights Act 1998, Sex Discrimination Act 1975 and subsequent amendments to these.*
  - *The policies are in accordance with the Commission for Race Equality Code Of Practice.*
  - *The policies have been reviewed within the last five years.*
- *There is a recruitment and selection policy that aims to eliminate discrimination in recruitment processes.*
- *Staff are familiar with the above policies*
- *Information is made available to service users about the availability of cultural and religious organisations and centres.*

## Level B

- *There is a documented plan for ensuring equality of opportunity and anti-discriminatory practice.*
- *Particular attention is paid to ensuring fair access to minority and “hard to reach” groups.*
- *The effectiveness of the equal opportunities and anti-discriminatory policies and plans are periodically reviewed.*
- *Equality access targets are set and performance monitored against these.*
- *The ADP, EOP and harassment policies are implemented and effective.*
- *Service users are provided with information on organisations or services for discriminated-against groups*
- *The communication needs of service users are catered for.*
- *Staff understand and are sensitive to particular needs of service users from minority groups.*
- *Service users are made aware of the above policies.*
- *The eligibility criteria and application process are actively distributed to relevant agencies*
- *Service users are able to observe their religious and cultural customs.*

## Level A

- *There is a co-ordinated multi-agency approach to tackling discrimination and harassment*
- *There is a planned approach to victim support*
- *There is a planned approach to dealing with perpetrators*
- *Key stakeholders are actively involved in reviewing eligibility criteria, application procedures and prioritisation.*
- *Fair access is assured by independent audit.*
- *Service users are involved in the periodic review of the ADP, EOP and harassment policies.*
- *Service users are actively involved in reviewing allocations procedures*

## **National Outcomes Framework**

The national outcomes framework demonstrates that the focus of the SP Programme is supporting and enabling independence, through providers meeting the needs of individuals who are vulnerable. Therefore the purpose of the programme is to meet the diverse needs of the community through assisting people to develop skills which will promote independence and inclusion

### **Supporting People National Outcome Framework - Supporting & Enabling Independence**

A range of desired outcomes have been identified by Department of Communities and Local Government which will assist us to judge the success of the Supporting People Programme. The 5 desired outcomes contained within the National Supporting People Outcome framework are those adopted by the Department for Education and Skills (Dfes) for the Every Child Matters: Change for Children programme. All 5 desired outcomes feed into the overarching SP outcome which is "Supporting & Enabling Independence". Each desired outcome has 3-4 measures to underpin & evidence that the outcome has been or is being achieved. The 5 outcomes and the associated performance measures are shown below:

#### ***1. Achieve Economic Wellbeing***

The percentage of service users supported in relation to improving their Economic Wellbeing

- 1a) The number & percentages of users supported in relation to welfare benefits
- 1b) The number & percentages of service users support to manage debt
- 1c) The number & percentages of users supported in relation to paid work

#### ***2. Enjoying And Achieving***

The percentage of service users supported to Enjoy and Achieve

- 2a) The number & percentages of users supported in relation to training &/or education
- 2b) The number & percentages of service users supported in relation to leisure/ cultural/ faith/ informal learning activities
- 2c) The number & percentages of service users supported in relation to a range of work like activities, eg unpaid work/ work experience/ work like experience
- 2d) The number & percentages of service users supported in relation to contact with a range of external services/ groups/family/friends

#### ***3. Be Healthy***

The percentage of services users supported to Be Healthy

- 3a) The number & percentages of users supported in relation to primary health care
- 3b) The number & percentages of service users supported in relation to mental health services
- 3c) The number & percentages of users supported in relation to drug/and/or alcohol services

#### ***4. Stay Safe***

The percentage of service users supported to Stay Safe

- 4a) The number & percentages of users supported to move on in a planned way.
- 4b) The number & percentages of service users supported to maintain their accommodation and/or avoid eviction, who have previously had difficulties maintaining their accommodation

#### ***5. Making a Positive Contribution***

The percentage of service users supported to Make a Positive Contribution

- 5a) The number & percentages of users supported in relation to involvement within the community
- 5b) The number & percentages of service users supported to comply with statutory orders and related processes

**Q3 Do you think there are any aspects of your service that could;**

- a) Promote equality
- b) Contribute to inequality
- c) Have unmet need?

**In answering the above questions please ensure you draw on results of existing data/consultation/user satisfaction surveys (if available) and make sure you provide answers for a, b & c in relation to all the following groups:**

For example, location of facilities, access to translation/interpretation, eligibility rules, allocations policy, dress rules etc.

**Race**

**a) Promote equality**

- Number of people accessing SP services with the exception of sheltered housing by ethnic origin shown below

	Year	Year	Year
<b>Ethnic Origin</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>
Not none	1	0	0
African	5	10	12
Asian/Asian British/Other	6	2	3
Black/Black British/Other	5	3	3
Caribbean	1	0	3
Indian	3	3	2
Mixed Other	0	2	3
Other ethnic group	6	0	6
Pakistani	0	7	5
Refused	1	2	1
White British	961	1079	1040
White Irish	9	6	10
White Other	4	6	10
White/Asian	1	0	0
White/Black African	2	3	1
White/Black Caribbean	1	5	0
<b>Grand Total</b>	<b>901</b>	<b>1048</b>	<b>1010</b>
All groups except White British/Irish/Other	30	38	38
All groups except White British/Irish/Other As a % of all people accessing services – excluding refused/unknown	3%	3.4%	3.5%
% of people from BME groups in Borough			2.4%

The above table show that the proportion of people from BME communities accessing supported housing (with the exception of sheltered housing) is higher than the proportion of the population from BME groups.

- Number of people accessing sheltered housing services.

	Year	Year	Year
Ethnic Origin	03/04	04/05	05/06
White British			202
Refused			1
Not known			18

Figures are obviously of concern as the ethnic origin is not known for a significant number of people. – to be included in action plan

- Supporting People leaflets have a statement in a range of languages indicating how to obtain additional information
- The BME network has been identified as the key group for communicating with people from BME communities in the recent SP Service User Involvement Plan thereby ensuring that we can plan appropriate services through ongoing and effective communication and consultation
- See Q2 regarding contractual requirements
- See Q2 regarding Quality Assessment Framework

**b) Contribute to inequality**

- It is not always economical for specialist services to be provided locally for some groups
- There appears to be a significant under representation of people from BME communities accessing sheltered housing

**c) Have unmet need?**

- Consultation required to determine
- Information contained within Housing and Support Needs Analysis – Refugees and Economic Migrants

**Disability**

**Promote equality**

- Supporting People Services are available for people with learning disabilities, physical disabilities, mental health problems.
- All Supporting People Steady State Contracts state that the Provider must comply with the DDA (1995) (9.2.3).
- The Quality Assessment Framework (see Q2) includes specific reference to the DDA.
- The Disability Forum, Peoples Voice and the Learning Disability Partnership Board have been identified as the key groups for communicating with people with physical disabilities; learning disabilities and mental health problems, in the recent SP Service User Involvement Plan, thereby enabling us to ensure that current services or new services meet peoples needs through ongoing and effective communication and consultation.
- Supporting People leaflets – plans in place to translate into Braille, audio etc

**Contribute to inequality**

- A number of services do not meet the access standards required in public areas. Further work to be completed to determine the number of units of accommodation required across the Borough to ensure that we can meet the needs of disabled people who are also homeless or fleeing violence or have a range of other needs in addition to their disability.

**Have unmet need?**

- Additional services are required for people with learning disabilities, physical disabilities and mental health problems, however there is insufficient funding to meet this need. Details contained within the following documents
  - Housing and Support Needs Analysis – people physical and sensory disabilities
  - Housing and Support Needs Analysis – people with mental health problems
  - Housing and Support Needs Analysis – people with learning disabilities

**Gender****a) Promote equality**

Number of people accessing services by gender is shown below

**SP services excluding sheltered housing**

	<b>Male</b>	<b>Female</b>	<b>Total</b>
03/04	507	500	1007
04/05	476	653	2136
05/06	534	565	1099
Total	1517 (47%)	1718 (53%)	3235
Wigan Borough	49%	51%	100%

**Sheltered housing**

	<b>Male</b>	<b>Female</b>	<b>Total</b>
03/04	6	20	26
04/05	16	32	48
05/06	97	123	220
Total	119 (40%)	175 (60%)	294
Wigan Borough	150000 (49%)	154600 (51%)	304600 (100%)
Wigan Borough over 60s	28200(45%)	34500 (55%)	62700

2003/4 and 2004/5 – RSL data only. 2005/6: RSL and Wigan & Leigh

- The above tables show that the proportion of men accessing SP services is less than the proportion of men in the community. There is a greater disparity in relation to sheltered housing

	<ul style="list-style-type: none"> <li>• All Supporting People Steady State Contracts state that the Provider must comply with the Sex Discrimination Act</li> <li>• The Quality Assessment Framework (see Q2) includes specific reference to the Sex Discrimination Act</li> <li>• Services are commissioned for women at risk of domestic violence</li> <li>• Some services offer male or female support worker</li> </ul> <p><b>b) Contribute to inequality</b></p> <ul style="list-style-type: none"> <li>• No specialist services for men fleeing violence although are able to access generic homelessness services</li> <li>• Domestic violence – people with sons over 14 years old or with very complex needs may not be able to access refuges (depends on individual circumstances at the time of application)</li> </ul> <p><b>c) Have unmet need?</b></p> <ul style="list-style-type: none"> <li>• Further work required to identify the level of unmet need amongst women fleeing violence. Details contained within Housing and Support Needs Analysis – Women at Risk of Domestic Violence</li> </ul>
<b>Sexuality</b>	<p><b>a) Promote equality</b></p> <ul style="list-style-type: none"> <li>• The Quality Assessment Framework requires providers to have written policies covering equal opportunity (EOP), anti-discriminatory practice (ADP) and harassment. ..they must cover discrimination on grounds of gender, age, religion, race, disability, nationality and sexuality.</li> </ul> <p><b>b) Contribute to inequality</b></p> <ul style="list-style-type: none"> <li>• Not known - consultation required</li> </ul> <p><b>c) Have unmet need?</b></p> <ul style="list-style-type: none"> <li>• Not known - consultation required</li> </ul>
<b>Religion/belief</b>	<p><b>a) Promote equality</b></p> <ul style="list-style-type: none"> <li>• The Quality Assessment Framework requires providers <ul style="list-style-type: none"> <li>➤ to have written policies covering equal opportunity (EOP), anti-discriminatory practice (ADP) and harassment. ..they must cover discrimination on grounds of gender, age, religion, race, disability, nationality and sexuality.</li> <li>➤ to make information available to service users about the availability of cultural and religious organisations and centres.</li> </ul> </li> </ul> <p><b>b) Contribute to inequality</b></p> <ul style="list-style-type: none"> <li>• Not known -consultation required</li> </ul>

**c) Have unmet need?**

- Not known - consultation required

**Age**

**a) Promote equality**

- Services are provided for older people and young people in the Borough

	Nos. of unit	% of total units
Older People Accommodation based	2157	71%
Older People Floating support	106 (including HIA)	
Young Peoples Accommodation based (including Adactus 5 hostels)	51	2.1%
Young people Floating support	15	
All client groups	3190	100%

- The number of service users accessing SP services by age is shown below

All services (except Sheltered)

	Female			Male		
	03/04	04/05	05/06	03/04	04/05	05/06
16 -21	195	274	201	161	179	175
22-39	207	278	263	215	181	228
40-49	42	49	52	76	67	79
50-74	32	33	42	46	32	41
75+	15	18	7	4	13	11
Total	500	653	565	507	476	534

Sheltered housing

	03/04	04/05	05/06
Under 60	0	6	14
60-64	0	7	32
65-69	2	8	37
70-74	5	3	38
75-79	6	6	40
80-84	5	8	29
85	8	10	31

2003/4 and 2004/5 – RSL data only. 2005/6: RSL and Wigan & Leigh

- The Over 50s Forum has been identified as the key group for communicating with older people in the recent SP Service User Involvement Plan thereby enabling us to ensure, in the future, that current services or new services meet older peoples needs through ongoing and effective communication

and consultation

- The homelessness legislation gives priority to young people and older people

**b) Contribute to inequality**

- Not known - consultation required

**c) Have unmet need?**

There is unmet need amongst both older and younger people wishing to access housing related support services but insufficient funding to meet those needs. Details contained within

Housing and support needs analysis -young peoples  
Housing and support needs analysis - older peoples

**Class**  
(Interpreted corporately as economic disadvantage)

**a)Promote equality**

- The economic status of people accessing SP service users (except sheltered housing) are shown below

<b>Economic Status</b>	<b>03/04</b>	<b>04/05</b>	<b>05/06</b>
FT	20	33	52
FT Student	21	20	26
Govt Training/New Deal	27	35	36
Job Seeker	420	272	302
Long Term Sick/Disabled	226	191	224
Not Seeking Work	192	508	361
Not Specified	28	1	9
PT	19	23	45
Retired	55	48	44
<b>Totals</b>	<b>1008</b>	<b>1131</b>	<b>1099</b>

The above table shows that a significant number of people are experiencing economic disadvantage either through unemployment or through disability.

- The role of supporting providers in assisting individuals to access employment, education and training, as outlined under Q2 is key to the promotion of equality

**b) Contribute to inequality**

- Not known – consultation required

**c) Have unmet need?**

- Gaps in services have been identified for most client groups as outlined in the housing and support needs analysis client group based documents

**Q4 Are there any areas above where you feel there are gaps in your knowledge for example in monitoring data on take up of the service, or consultation data? For those areas identified please state how and who you will consult with and what methods you will use to gather the data you may need.**

There are gaps in our knowledge in relation to the housing related support needs of

- BME communities especially older people
- LGBT
- People of different faiths

## **STAGE 2 – Involvement/consultation**

Involvement is a central theme of the SNA process. This reflects the emphasis that placed on involvement in current and forthcoming legislation, CPA 2005 and the Equality Standard for Local Government.

Please refer to the guidance notes for further guidance on types of involvement/consultation that can be used and how to draw upon existing provisions.

### **Q5 What do the external stakeholders and/or advisors say about your initial view?**

Having established your initial view, it is important to open this up to external scrutiny and advice to help identify any gaps in your initial view. This should use the approach(es) you have identified in question 4. **Please make sure you clearly identify who has been involved in the assessment externally**

#### **Existing evidence**

- See Housing and Support Needs Analysis by client group
- See Service User Involvement Plan
- See SP Questionnaire to all service users (Jan 07)

#### **Consultation on service needs assessment**

- Provider Forum on 6<sup>th</sup> March 2006 (version 1)  
General agreement – stressed the need for clarity surrounding DDA given the high cost of converting accommodation
- SP Core Strategy Development Group ( a range of commissioners and providers)  
Key issues/priorities identified - we need to establish a baseline picture which identifies barriers to access for all groups and there needs to be clarification surrounding the number of accessible units of supported accommodation required/public access issues.
- Consultation to be undertaken with service users at SU Event on 14<sup>th</sup> March and throughout the next 12 months

## **Stage 3 – further assessment of initial view and consultation**

### **Q6 Based on your Initial View , your data analysis and consultation what are the main issues to be concentrated on?**

**Please explain in detail why these issues are to be addressed and others left out. This should include any action that is currently underway within the service that may contribute to mitigate any inequality**

Establish baseline picture across all groups, with regard to identification of needs/barriers to accessing supported housing, as currently no local information available on LGBT groups or different faith groups and limited information about BME groups.

Initial focus on barriers to existing services rather than creation of new services

DDA – access in accommodation based projects. Need to develop commissioning plan to determine how many accessible units of supported accommodation are required across the Borough

**Now fill in the attached action plan ensuring that you develop a range of actions to address the issues that have been identified in this assessment. Please pay particular attention to areas where monitoring data does not exist and what monitoring, involvement or consultation/satisfaction surveys you will undertake in the coming year to plug any gaps you have in data or knowledge about your service.**



## DIVERSITY ACTION PLAN

Ref	Key Actions	Lead Person	Outputs	Success Measures	Timescales
<b>Race</b>	To ensure that all SP funded services record ethnic origin	Sarah McCarthy	<ul style="list-style-type: none"> <li>Number of people accessing services from BME communities is known</li> </ul>	<ul style="list-style-type: none"> <li>Able to establish if the proportion of people reflects the local community .</li> </ul>	April 2007
<b>Race</b>	To provide culture and diversity training for support providers	Shakirah Ullah	<ul style="list-style-type: none"> <li>3 days of training delivered to mixed groups of SP providers</li> </ul>	<ul style="list-style-type: none"> <li>Service provision culturally sensitive as a result of improved understanding amongst providers regarding the needs of BME groups living within Wigan</li> </ul>	By June 2007
<b>Race</b>	To understand the supported housing needs of BME communities by undertaking further consultation through the BME network	Consultation & Involvement Working Group	<ul style="list-style-type: none"> <li>Report for SP Core Strategy Group/CB outlining the supported housing needs of BME groups</li> </ul>	<ul style="list-style-type: none"> <li>Housing and support needs of BME groups known and informing the development and delivery of local services</li> </ul>	September 2007
<b>Disability</b>	Arrange Provider Forum Event focussing on the DDA	Sarah McCarthy	<ul style="list-style-type: none"> <li>Training delivered to a range of providers</li> </ul>	<ul style="list-style-type: none"> <li>Improved understanding amongst providers as to their responsibilities under the DDA</li> </ul>	October 2007
<b>Disability</b>	Develop SP disabled access commissioning plan to enable us to identify the target number of SP accessible units of accommodation required and clarify public access	Sarah McCarthy	<ul style="list-style-type: none"> <li>Commissioning plan developed</li> </ul>	<ul style="list-style-type: none"> <li>Clarity around the target number of places of accessible accommodation</li> </ul>	March 2007

	issues..			required in supported housing and plans in place to address	
<b>Disability</b>	To further develop existing links with community based service user groups and consult around access and information(see service user involvement and access plans)	Michelle Kemp	<ul style="list-style-type: none"> <li>Barriers to access and gaps in information known</li> </ul>	<ul style="list-style-type: none"> <li>Improved information and access arrangements</li> </ul>	Ongoing
<b>Gender</b>	Undertake consultation with men to identify any barriers to accessing SP services (esp sheltered housing)	Consultation & Involvement Working Group	<ul style="list-style-type: none"> <li>Report for SP Core Strategy Group/CB outlining the current need of BME groups</li> </ul>	<ul style="list-style-type: none"> <li>Removal of any barriers to access</li> </ul>	March 08
<b>Sexuality</b>	Identify any barriers to LGBT groups accessing existing SP services	Consultation & Involvement Working Group	<ul style="list-style-type: none"> <li>Report for SP Core Strategy Group/CB outlining the current supported housing needs of GLBT groups</li> </ul>	<ul style="list-style-type: none"> <li>Removal of any barriers to access</li> </ul>	March 08
<b>Religion</b>	Understand the supported housing needs of different religious communities through consultation with the Faith Network	Consultation & Involvement Working Group	<ul style="list-style-type: none"> <li>Report for SP Core Strategy Group/CB outlining the current supported housing needs of different faith groups</li> </ul>	<ul style="list-style-type: none"> <li>Housing and support needs of different faith groups known and informing the delivery of local services</li> </ul>	December 2007
<b>Age</b>	To further develop existing links with community based service user groups for older people and consult around access and information(see service user involvement and access plans)	Michelle Kemp	<ul style="list-style-type: none"> <li>Barriers to access and gaps in information known</li> </ul>	<ul style="list-style-type: none"> <li>Removal of any barriers to access</li> </ul>	ongoing
<b>Age</b>	Identify key consultation groups for young people	C&I working Group	<ul style="list-style-type: none"> <li>Communication mechanism established</li> </ul>	Young people influence the development and delivery of services	ongoing

## Stage 4 – Feedback

You should ensure that you give adequate feedback to all consultees and stakeholders' involved in this process. This is vital to ensure that they are clear as to how they have contributed to the assessment and what has been decided.

<b>Q7 What do your original consultees say about your assessment, objectives and actions identified?</b> (please also state how this assessment has been fed back to them)
<b>Q8 Are there any additional changes to be made to the assessment or actions developed based on this feedback?</b> (please explain?)