Homes with Support or Additional Facilities

Definition

This means:
Homes and housing services for people who need help and support to be able to live as independently as possible within the Community.

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Homes with Support or Additional Facilities

Aim

Our aim is to provide homes and housing services for people who most need help and support to be able to live as independently as possible within the Community.

Context

Supported housing is concerned with the housing needs of a diverse range of people, and has been broadly based on the client groups identified in the Supporting People Strategy but also reflect the requirements of needs groups who while not requiring housing support services require accommodation with particular facilities.

Cumbria has a shortage of supported and move-on accommodation for many client groups, which means that individuals who are ready to progress to more independent living, perhaps with floating support, are often unable to do so. This in turn prevents supported accommodation from being accessed by other people in housing need. There is also a need for more floating support across the county, both generic and in relation to specific client groups (see Priorities by client group).

The provision of housing related support services is increasingly determined by the availability of Supporting People funding. Over the last year the Commissioning Body has agreed a strategy and implemented a review process to ensure resources are targeted and used effectively. The strategy has identified where services are required and plans to meet them are being developed as outlined below.

Demand for disabled facilities grants continues to grow. This represents one area in which providing additional facilities to people allows them to remain in their own home and makes better use of existing housing stock. We have developed a framework for delivery based on the Government's good practice guidance to ensure consistency of service across the County.

Priorities

To secure sufficient funding to support the continued increase in demand for disabled facilities grant.

To ensure that the priorities align with the Supporting People Commissioning Body

Policies

Policies to deliver Supported Housing	Action to be Taken to Deliver Supported Housing	Outcome
S1 - Reduce the number of socially excluded people who are unable to access	Continue provision of supported housing and floating support services	Better access to services for vulnerable

| appropriate housing support | using Supporting People funding

Investigate and utilise alternative funding sources (including service charges and multi-agency pooled funds) in order to maintain current services where appropriate and to increase provision where a need is identified

Re-model existing provision where appropriate (ie. where there is a low demand including some sheltered schemes for elderly people) | groups. |
|---|---|---|
| S2 - Work with the Cumbria Supporting People Team to assess supported housing needs | Undertake assessment of housing and support needs for client groups identified in the SP strategy where information is not currently available | A robust needs assessment that will inform both capital and revenue funding decisions in the future |
| S3 - Extend joint commissioning process | Extend joint commissioning approach – with key partners in housing, health, social services and probation | Better use of funds and better services |
| S4 - Increase provision of move on accommodation across the County | Quantify the amount of move on accommodation required for any relevant client groups; and identify any funding sources available

Increase use of existing social housing stock

Investigate opportunities for the provision of new move on accommodation | This will reduce 'blocking' of services where clients are ready to move on to a more independent setting – thus improving individual outcomes as well as freeing up valuable services for other clients in need |
| S5 - Increase provision of floating support | Identify need and consider alternative funding sources

Make better use of existing floating support schemes – reconfigure where | Increased access to floating support thus improving individual outcomes and |

	necessary Undertake county wide review of floating support	helping to prevent homelessness
S6 - Work in partnership to establish protocols and procedures for different client groups	Establish multi-agency panel for vulnerable young people Continue to develop protocols for homeless 16 and 17 year olds; offenders with substance misuse problems and other difficult to house clients Implement county wide domestic violence procedure Disabled facilities grant framework developed across Cumbria	Consistent services across Cumbria

Implementation

Learning Disabilities
The Supporting People 5 year strategy states that there are 1103 people with a learning disability living in Cumbria. People with learning disabilities are living longer as health care improves, thus increasing demand for accommodation and/or support. The aims laid out by the Countywide Strategy for People with Learning Disabilities include:

- Expanding the range of Housing Care and Support options
- Planning for choice and respecting preferences of individuals and their families.

The following needs have been identified in the Supporting People 5 year Strategy:

- An additional 30 units of supported accommodation per district in Allerdale, Copeland, Carlisle and Eden (there is an undersupply of supported accommodation for people with learning disabilities in these districts, particularly in Eden)
- Develop and/or expand further floating support for people with Learning Disabilities in Allerdale, Barrow, Copeland, Eden and South Lakeland (provision in Carlisle is significantly higher than the other districts).

Mental Health

The following priorities, extracted from the Supporting People 5 year Strategy, were agreed with Providers, Cumbria Social Services, Primary Care Trusts, North Cumbria Mental Health Trust, Morecambe Bay Primary Care Trust and service users:

- Additional supported accommodation in East and West Cumbria
  (target to be agreed)
- Additional supported accommodation in South Cumbria -
  Windermere/Ulverston/Barrow areas for enduring mental health clients with higher needs
  (target to be agreed)
- Additional floating support *(target to be agreed following the county wide review).*

Young People

There are a number of specific groups within this population who experience greater difficulties than others when accessing suitable accommodation. They are ill equipped to manage basic housekeeping, budgeting and lack the life skills to cope with the responsibility of independent living. These are:

- 16/17 year olds
- Looked after children / care leavers
- Young Offenders
- Drug/alcohol misusers
- Those with learning disabilities
- Those with mental health or personality disorders.

These particular groups of young people require suitably supported accommodation with a structured program of training and education to equip and assist them to develop the necessary skills to manage their lives and sustain their accommodation.

The Supporting People Draft 2 Year Plan 2006-2008 lists the following objectives:

- Floating support – priority Copeland and Barrow: 30 units (medium term)
- Develop emergency access accommodation for 16/17 year olds (West Cumbria, Barrow and Carlisle, 3x5units, medium term)
- Supported accommodation 24 hour sleep-in (Barrow, 10 units, medium term)
- Develop a number of training flats for young people to learn independent living skills with floating support

Teenage Parents

The supported housing priority of the Teenage Pregnancy Partnership Board is to expand floating support services across Cumbria by ensuring capacity and training within existing schemes or by jointly commissioning new services.

The priority is to replicate the Carlisle floating support scheme across Cumbria, with priority to West Cumbria and Barrow in Furness. These areas are undergoing neighbourhood renewal and regeneration initiatives.

The Supporting People Draft 2 Year Plan 2006-2008 identifies floating support, in all areas, as a priority (30 units, medium term)

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Substance Misuse
The Supporting People Draft 2 Year Plan 2006-2008 lists the following objectives:

- Implement Substance Misuse review recommendations
- Increase the numbers of drug users entering housing support for 2006/07 to 165
- Increase the numbers of drug users entering housing support for 2007/08 to 170

It is also recognised that existing service provision could be improved by awareness training for homelessness staff; improved linkage with domestic violence and anti social behaviour strategies; improved communication with private sector landlords; and integration of employment opportunities and rehabilitation services with accommodation.

Offenders and Ex Offenders
There are 1500 offenders under supervision by Probation, over 600 ex-offenders returning to Cumbria from prison per year, and a further several hundred people who are at risk of offending. It is thought that around 50% of these people have a need for housing related support, particularly ex-prisoners. Accessing and sustaining accommodation is becoming more difficult for offenders and ex offenders due to changes in the housing market and more exclusive lettings and allocations policies. It is recognised that improved joint working between Probation, local authorities, homelessness services and housing providers can help this client group to find and sustain accommodation. A joint protocol is being developed for the rehousing of dangerous offenders – including those in the MAPPA system.

The Cumbria Supporting People Strategy has identified the following needs:

- Development of services to meet the needs of offenders/ex offenders who are also substance misusers.
- Review of restrictions on lettings.
- A small number of offenders/ex offenders have a low-level mental health problem. Their accommodation needs could be met within existing provision.
- Floating Support services should be used to support successful transition.
- SP also recommend developing up to 10 units for the most vulnerable people- identified as having enduring mental health problems and complex needs.
- Roughly a third of young offenders require accommodation. Supporting People suggest that 30 – 40 units of supported accommodation will be required across the county. Foyer type models being a possible option.
- A rural floating support scheme for about 15 people at any one time.
- A small scheme of about 5–10 units for older men with complex needs in Carlisle.
- Emergency accommodation, possibly 3-4 places for very short stays.
- SP identify an urgent need for intensive services for high-risk offenders. Hostel accommodation for up to 10 people and a further 15 units of floating support.

HIV
Currently there are no Supporting People funded housing-related support services for people living with HIV/Aids as the primary client group and no service users declared

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to the provider through the Client Record Form data that they were HIV positive or had Aids during 2003/4. Floating support services and substance misuse services may work with people living with HIV/Aids. Although it is acknowledged that many HIV-positive people do not declare their condition due to the continuing stigma associated with the condition, the data suggests that HIV is likely to be a complicating factor rather than a primary need for potential service users in Cumbria. Cumbria Supporting People will therefore improve the flexibility of commissioned services so that they can work with people living with HIV/Aids.

Domestic Violence
The County wide Domestic Violence Project aims to utilise the resources and expertise of partner organisations to provide a co-ordinated and multi-agency approach to tackling domestic violence in Cumbria.

The County project in its strategy for 2006-9 aims to set quality standards and best practice guidance with regard to domestic violence, monitor and evaluate performance against agreed performance indicators. 19% of all homeless people in Cumbria helped by local authorities cited violent relationship breakdown as the reason they lost their home.

The Supporting People Strategy highlights the lack of suitable temporary accommodation for people who have experienced domestic violence. There is no dedicated temporary housing in Allerdale, Copeland or Barrow. Both Copeland and Allerdale have a specialist Floating Support scheme. Barrow does not have any specialist housing however, there is the Safe Project which has been providing outreach support for people who have experienced domestic abuse.

The Supporting People Strategy also cites BVPI 176 (see also BVPI 225) that requires a number of Domestic Violence Refuge spaces per 10,000 population. By this estimate, 9 spaces are required in Allerdale, 7 in Barrow, 7 in Copeland and 4 in South Lakeland.

Supporting People suggest that a study is made of what the specific requirements are which is also reflected in the Cumbria Homelessness Strategy. There is an action point in the strategy to develop a county wide protocol for the use of safe houses to increase choice and suitability of accommodation for people fleeing domestic abuse.

Refugees and Asylum Seekers
The Supporting People Strategy has highlighted the lack of services within Cumbria and has identified the priorities listed below; there is no current Supporting People funding allocated to this client group.

The Supporting People Strategy lists the following priorities for the next five years:

- Assess the needs of Refugees and Asylum Seekers in Cumbria.
- Work with existing floating support services in Cumbria.
- Improve the flexibility of any future commissioned services and any new service development.

Physical Disabilities
The needs of the majority of residents with physical disabilities will usually be addressed through adaptation of their existing property with new specialist accommodation in areas which have limited amount of such accommodation.

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Supporting People Priorities:

- Increased provision of Supported Housing and Floating Support for people with physical and/or sensory impairment.
- Undertake comprehensive Needs Analysis throughout Cumbria with focus on BME tenants' specific housing related need.
- Joint working with Strategic Partners in health, social services, and housing to ensure jointly commissioned and resource efficient provision.

District Council Priorities:

- Develop and implement a specialist floating support service.
- To work with Social services and other partners to ensure that Disabled Facilities funding is targeted appropriately
- Investigate the need for priority to be given to the development of adapted, accessible housing for people with physical disabilities and learning disabilities.
- Further investigate housing options for physically disabled people with care needs as alternatives to residential care.
- Ensure all housing association homes are built to lifetime home standards and are wheelchair accessible.
- Increase security, on a dispersed basis, the development of new adapted housing association homes where need exists.

Older People

There is an increasing emphasis on helping people to remain in their own homes, if they wish to do so as they become older. The use of aids and adaptations funded by Local Authorities, Housing Associations or Social Services can make homes more suitable and safer for elderly residents.

Supporting People funding is used to purchase accommodation based or community based support services for a wide range of vulnerable people, including older people. Services for older people primarily consist of:

- Community Alarms
- Scheme Manager / Warden services in Sheltered Housing or Extra Care Housing Schemes
- Mobile Warden or Housing Visitor Services

The Supporting People Strategy highlights priorities for service development over the next 5 years. Three key priorities are identified in the strategy:

- Increased provision of Extra Care Housing
- Development of Virtual Care Village Model
- Dedicated Floating Support for Older People

Cumbria Extra Care Housing Strategy 2005-10

- There are now 7 Extra Care Housing Schemes in Cumbria. Currently Penrith, Carlisle, Appleby, Ambleside, Whitehaven, Winderemere and Millom. There are 99 tenants in Extra Care dwellings around the County with 107 Extra Care tenancies available (*September 2005 figure).
- A county wide extra care development programme has been agreed to extend this type of accommodation across the County. The District Council areas of

Cumbria Housing Group/ the Cumbria Housing Strategy

Barrow and Allerdale have no extra care schemes and are therefore a priority for future development.

Developing Telecare and the Virtual Care Village Model

The rural nature of Cumbria has presented particular problems in developing appropriate models of Extra Care Housing, and in organising the care services to support tenants and other older people living in the surrounding communities. The approach adopted has attempted to address these issues by creating clearer links between Extra Care Housing, the commissioning and delivery of domiciliary care, and the introduction of Telecare (Assistive Technology).

An important component in the development of the Virtual Care Village Model is the implementation of a mainstream Telecare service. Cumbria has adopted an incremental approach to developing a Countywide Telecare service. This builds on the previous learning from the small-scale pilot for older people with dementia by piloting a mainstream service on a small scale in one area of the County, Carlisle. It is intended that the Carlisle project will offer a structured learning opportunity, which will provide information to inform the 'roll-out' of the service across the whole County, using resources made available through the Department of Health 'Prevention Technology Grant' available in 2006-08 together with a shift in spend from residential to community based services.

Performance Indicators

- Number of additional units of supported accommodation developed/provided, by client group
- Number of service users who have moved on in a planned way from supported housing
- Number of service users who are supported to establish and maintain independent living
- Number of recipients of floating support
- Take up (numbers) of specialised services (eg. Telecare)
- Proportion of referrals accepted
- Waiting time for disabled facility grants
- Number/percentage of new social housing built to lifetime homes standards

Targets

(to be agreed – some of which will be agreed in conjunction with the Supporting People 2 year plan 2006-08)

Good practice in Cumbria

- All of the Cumbrian Local Authorities have worked together in partnership to develop a joint homelessness strategy. This has facilitated the development of joint working and a coordinated approach to issues like youth homelessness and domestic violence that are cross authority issues. The priorities for action were agreed not only between the seven local authorities (i.e. County and six districts) but also with voluntary sector partners – Shelter in Cumbria coordinated the development of the Strategy.

- Cumbria Domestic Violence Project aims to utilise the resources and expertise of partner organisations to provide a coordinated and multi-agency approach to tackling domestic violence in Cumbria. Partners include all of the criminal justice agencies, health, Impact housing, connexions and the County Council functions of policy, social services, youth offending and education. The County project in its strategy for 2006-9 aims to maintain the strategic relevance of domestic violence within Cumbria, to set quality standards and best practice guidance with regard to domestic violence, monitor and evaluate performance against agreed performance indicators.

- The Virtual Care Village: Adult Social Care, Housing, Health and the Voluntary Sector are working together to develop a mainstream Telecare service that will be rolled out across the County during 2006-08. The service will utilise assistive technology products to enhance existing community alarm systems and improve risk management in the home for people with high care needs who may have otherwise had to seek a move into residential care. The service should also improve the co-ordination and efficiency of community based health, social care and housing based support services by targeting resources to meet individual needs in response to an alarm.