

Supporting People Shadow Strategy (Summary) For Swindon 2003/2004



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Purpose of this document

This document is a summary of the **Supporting People Shadow Strategy for Swindon**. The shadow strategy is an interim document prepared under guidance and templates from the Office of the Deputy Prime Minister (ODPM). It sets out the initial plans and priorities for the successful implementation of the first year of the *Supporting People Programme* in Swindon.

This shadow strategy must be seen as the first stage of an ongoing process that will inform the longer term (five year) strategy for Swindon to be produced in 2004 and as such is a position of the current state of supply of housing related support services.

Consultation with stakeholders is fundamental to the Supporting People Programme.

If you would like more copies of this document, or if you would like to discuss the Supporting People programme in more detail, please contact:

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SECTION A

EXECUTIVE MANAGEMENT SUMMARY

SUPPORTING PEOPLE MISSION STATEMENT

- **The Supporting People programme offers vulnerable people the opportunity to improve their quality of life by providing a stable environment, which enables greater independence.**
- **It will deliver high quality and strategically planned housing-related services, which are cost effective and reliable, and complement existing care services.**
- **The planning and development of services will be needs led.**
- **Supporting People is a working partnership of local government, service users and support agencies.**

(Office of the Deputy Prime Minister - National Vision)

What is Housing Related Support and who is it for?

Housing related support specifically targets the needs of vulnerable people and provides help and support to enable people to remain living independently. Support can be accommodation based – i.e. linked to particular property or housing scheme or floating which is available to people living in different types of accommodation in the community and with varying levels of service.

Many Registered Social Landlords (RSL's) and Local Authorities provide supported housing and other support services in addition to their general needs housing, and a large number of voluntary and charitable organisations also provide housing related support.

Such services may include:

- Warden services in sheltered housing
- Community alarms
- Support in specific accommodation such as homeless hostels, refuges for women fleeing domestic violence or a shared house for people with learning disabilities
- Floating support which is available to people in their own homes – for example a visiting support service for people with mental health problems, elderly or young people
- Preventative support services such as advocacy, befriending and advice

Housing related support is available to a wide range of individuals who all need a level of housing support to enable them to live independently in the community. This may include:

- Older people
- People with learning disabilities
- People with mental health problems
- Women escaping domestic violence
- Young people at risk
- Offenders
- People with drug and alcohol problems

Supporting People will be able to fund support related to helping someone maintain independent living. It is not able to meet care costs or pay for day services or supported employment.

Supporting People in Swindon – SP Partnership Board Statement of Values

- **It should be the fundamental right of an individual to have a home**
- **An individual's home should be determined by his/her needs and wishes**
- **Individuals should be able to exercise influence and choice wherever possible regarding their home setting**
- **Care and Support services should be designated to enable individuals to stay in their chosen home setting for as long as possible.**
- **The home and its environment should be physically accessible, to enable people to remain in their homes and neighbourhoods.**
- **Individuals should be enabled to live at home with the maximum dignity and independence possible.**

We will aim to develop locality-based mechanisms to consult, facilitate and develop new and diverse integrated options for housing related support services.

We will recognise the expertise of Stakeholders, Providers, Users and Carers and treat them as partners in the process with equality, dignity and respect.

Supporting People is a working partnership between housing, social services, health and probation agencies. It will bring together 9 separate funding streams into a single funding mechanism – Supporting People grant, from April 2003. The agencies above will be responsible for managing the Supporting People “pot” and for commissioning and reviewing housing related support services locally. Supporting People aims to increase flexibility in providing these services by removing the link between support and tenure and will enable more people to access support services no matter where they live.

Background

Swindon Borough Council incorporates an area of 23,009 hectares and has a population of 181,000. This is a new Unitary Authority formed in 1997. The Borough Council has a combined Housing and Social Services Department and will be covered by one Primary Care Trust. This complements the existing Mental Health Joint Commissioning Board and the Wiltshire Area Probation Service who are the local commissioners of this programme.

Swindon is a predominately urban area, however there are considerable rural fringes and smaller towns such as Highworth (population 8,300) and Wroughton (population 7,200) within the area. The Borough has experienced phases of rapid growth and has a distinctly youthful age profile due to economic growth and the movement of persons from surrounding areas.

Geographically we are situated between Wiltshire to the South and West and Gloucestershire and Oxfordshire to the North and East. Swindon is aligned to the M4 corridor and is a prominent town within the South West Region. We experience movement into the Borough from transient groups moving from other areas such as Reading, Bath and Gloucester.

Swindon is seen as a relatively affluent Borough, although this belies significant areas of deprivation and poor health, significant skills shortages and a relatively young population with significant social and community needs. We have an estimated ethnic minority population of 6%(Swindon BC Housing Needs Survey 2001) that although below national levels, is concentrated in particular wards of the town and may require specifically tailored support services in the future.

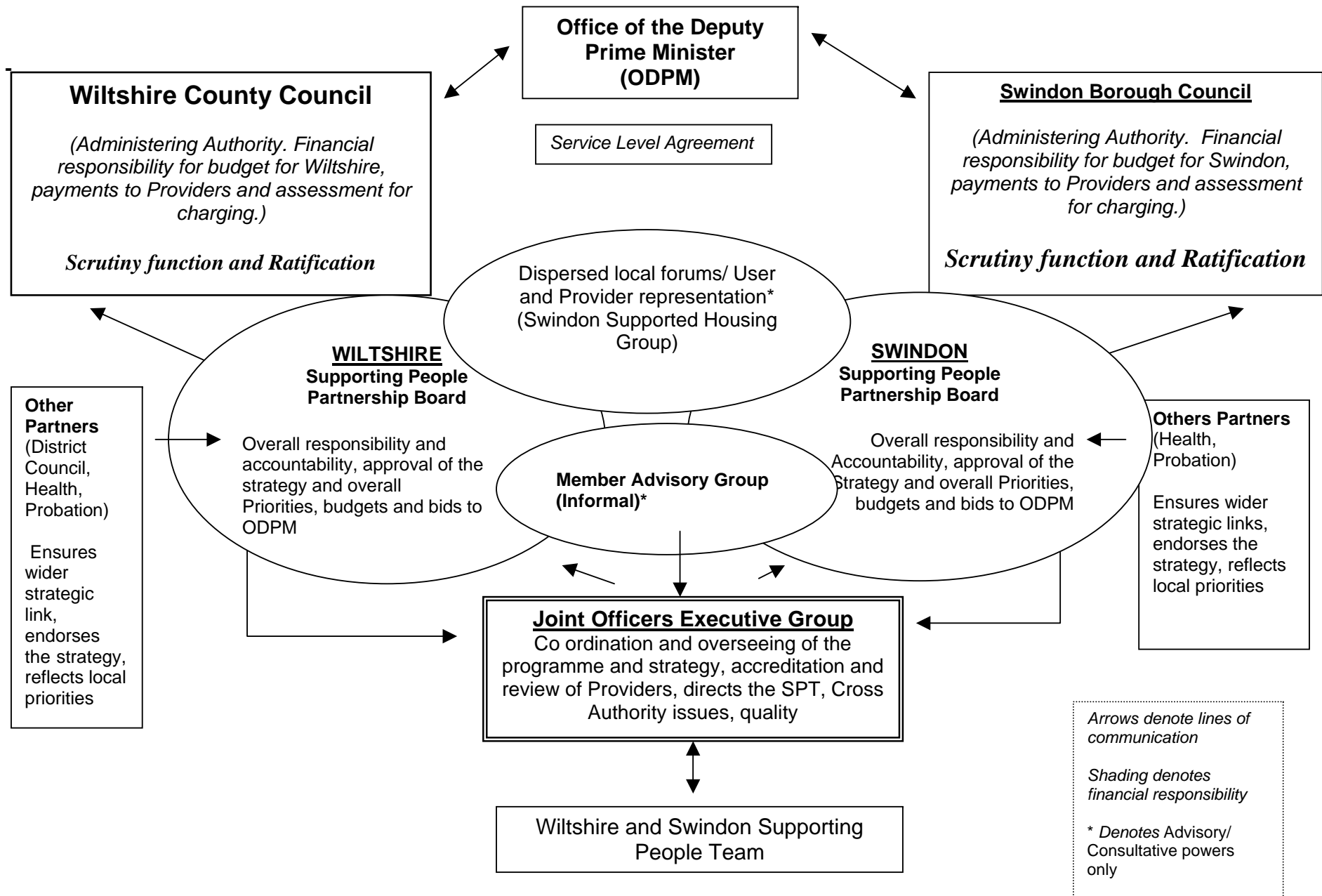
Swindon is still set to grow and the population has been estimated to reach 207,000 by 2011. In terms of housing stock we have a relatively low level of privately accessible rented accommodation with high rent levels and a low level of socially rented accommodation. This results in significant numbers of families living in temporary accommodation hostels with the associated effects of poor health. More recently employers, particularly those in the social and voluntary sector, have noted the difficulty in recruiting and retaining staff due to escalating house prices.

This is a summary of the first SP strategy, which is a position statement outlining results of the supply mapping exercise and comparisons with profiles from ODPM and supplemented by limited local needs information.

The Planning Approach

Swindon and the neighbouring councils in Wiltshire have chosen to build on their existing Joint Housing and Community Care mechanisms to deliver the Supporting People Programme locally. This has resulted in the pooling of resources to recruit a joint team to oversee this process. As the sophistication, complexity and size of the programme continues, it has been necessary to review this approach to ensure the maximum benefit for strategic delivery for commissioners, providers and more importantly service users.

In light of this we have changed the delivery with the establishment of separate systems and local strategic Commissioning bodies for Swindon and Wiltshire – the SP Partnership Board for Swindon. However, in doing so officers will continue to meet to oversee the common elements of the programme, to discuss our unique cross authority issues and to ensure the desired continuity for service users and providers and ensure best value through the maximisation of resources and expertise. The planning approach is illustrated in the following diagram.



Links to other Strategies

For this first strategy and the emerging Supporting People Programme we have taken a view to consolidate upon existing work and strategies currently available. We have therefore drawn from base documents such as: Community Care Plan, Housing Strategy, Health Improvement Plan, Community Safety Plan, Best Value Reviews, Joint Investment Plans and National Service Frameworks. The strategic links that have been made to date with relevance to the Supporting People programme are shown in the diagram on page 23.

Summary of strategic priorities for investment in 2003/04

The following are the broad priorities identified for the first year of the Supporting People programme. These priorities have been identified using comparison with indicative national profiles and from the results our local supply mapping exercise, along with our strategic priorities locally and reference to the ODPM strategic steer for the first year of the programme. Comments from consultation with users, providers and other stakeholders have also been included.

The following table sets out the broad priorities identified, along with recommendations for new service development to meet identified need.

<u>Frail Older People/ Older People with Mental Health Problems</u>	▪
Recommendation	New flexible models of greater support complementary to intensive rehabilitation schemes/frail elderly e.g. temporary flats for hospital discharge
	Greater use of community based sheltered schemes and review of information technology.
	To support the newly established Home Improvement agency particularly within the wards where we believe ethnic minorities may be concentrated.
	Further research and consultation with ethnic minority groups in the town towards the potential establishment of a specifically tailored services and improved access to existing services
	Research into further preventative services linking with initiatives with Social Services and Health particularly in respect of intermediate care and resettlement.
<u>Learning Disabilities</u>	▪
	Cancellation of registration where appropriate for both residential accommodation and adult placements.
Recommendation	To consider jointly commissioning schemes with Wiltshire County Council to the north west of Swindon and to reduce the number of persons placed out of Swindon.
	Greater self-contained supported housing and floating support or community support networks
	Particular attention to be given towards the needs of former hospital patients, those living with older carers and younger clients
	Consideration of a high level supported service for those clients exhibiting challenging behaviour.
	Research and evaluation into the success of the newly established specific sheltered schemes for people with learning disabilities and the consideration of a complementary outreach service.

<u>Mental Health</u>	▪
Recommendation	More high level, accommodation based and floating support services for people with challenging needs.
	Expansions in floating support and tenancy sustainment services in Swindon together with self contained accommodation linked to the mental health accommodation panel.
	Remodelling of registered accommodation where appropriate to provide self contained accommodation
	Research is required to establish the level of black and minority ethnic groups accessing established services and the need for a culturally specific floating support service.
	Research into the feasibility of a high level support scheme for those with dual diagnosis linking with Drug and Alcohol services
<u>Offenders</u>	▪
Recommendation	Establish a Wiltshire wide floating support/bed manager service for offenders.
	The needs of mentally disordered offenders to be fully investigated.
	The needs of clients with less than 1 year sentences to be identified specifically linking to the new Homelessness legislation and provision of temporary accommodation
	Formalised specific move on accommodation linking Wiltshire County wide.
<u>Young Vulnerable Persons (16-25)</u>	▪
Recommendation	Encourage more flexible models of provision including “night stop”/mentoring scheme linked to supported accommodation and the usage of Rent Deposit schemes.
	Review use of support services and capacity take up / outcomes.
	Investigate the impact of the new Homelessness Legislation on housing and support needs for young vulnerable people, working closely with neighbouring Wiltshire.
	Establish whether there is movement of young persons from neighbouring authorities and establish if this is by choice or through a lack of alternatives.
	Standard monitoring of secondary needs for young people is required to make the links with other specialist services.
<u>Teenage Parents</u>	▪
Recommendation	Establish a specialist floating support service for this group and resettlement support from existing supported housing into permanent accommodation.
<u>Drugs and Alcohol</u>	▪
Recommendation	More accommodation based and floating support solutions particularly for single homeless persons.
	A feasibility study into the use of a Drugs and Alcohol floating support service.

	Encourage cross cutting services linking to mental health, offenders and vulnerable young people.
	Review accommodation needs and support services for prison leavers.
BME Groups	▪
Recommendation	Research into the feasibility of culturally specific support services linking to Mental Health, Frail Older People and Vulnerable Young People

The Consultation Process

The Wiltshire & Swindon Supporting People Joint Officer Group is committed to user consultation and has commissioned the Wiltshire & Swindon Users' Network to support and facilitate the views of service users. This is being undertaken through an ongoing series of user network meetings and a consultation questionnaire. A separate user consultation document was produced to facilitate discussion at the meetings.

Providers and other stakeholders have been involved in the strategy process from the early stages. Two Wiltshire wide forums were held early in 2002 to begin the consultation process, one in Swindon and one in Devizes. Local inclusive forum groups meet at least quarterly in each area and in Swindon the Supported Housing Group (a multi-agency group) has commented on the shadow strategy in draft form. In addition, the consultation summary of the strategy document has been sent to providers, elected members, and other stakeholders in the area for comment.

The Joint Members Group and Joint Officers Group have reviewed the comments made as part of the consultation process in order to draw up the main priorities for investment in 2003/04 to be recommended to the SP Partnership Board.

The SP Partnership Board formally signed off the Shadow Strategy for Swindon on 9th September 2002.

Contingencies & Risks

The priority for the first year of the Supporting People programme in Swindon is to focus on ensuring continuity of service for providers and users. Risk assessment and contingency planning to ensure continued provision of good quality services across the County will therefore form an important part of the programme.

Main risks identified:

- Failure or collapse of services dealing with High Risk clients
- High cost schemes
- Failure or collapse of services provided by small providers – a significant proportion of the supply of housing related support in Swindon
- Providers cancelling registration status inappropriately
- Financial risks
- Disaster – fire, flood or other emergency

The SP Partnership Board will work to identify those services or providers where there are risks involved through a local accreditation process. Those providers or services who do not meet the accreditation criteria may be highlighted for early review.

In planning for major incidents such as fire, flood or other emergency, it will be necessary to work closely with the Council's emergency planning team.

SECTION B **DETAIL**

1 Supply Mapping information

The prominent findings from the Supply Mapping exercise and comparison to the ODPM profiles supplied are:

- **There is a lack of provision for people with a mental health problem.** There is particular need for higher-level support and crisis services for people moving on from hospital or as an alternative to hospital admission. There is a limited floating support service for people with mental health problems living independently and there are opportunities to develop this service further.
- **Housing options for people with a Learning Disability are limited in Swindon** and historically there has been a reliance on residential care. This leaves a shortage of supported living across the Borough. There is also a need to develop a range of supported living models including self-contained housing and floating support rather than relying on traditional shared housing. This may be addressed to some extent by the re-provision of some existing sheltered housing in the near future, and these new services may need to be reviewed with a view to establishing a linked community support network.
- **There is an adequate supply of accommodation and support targeted at the needs of young people and single homeless people.** However, the majority of this accommodation is in hostels or other short-term solutions. There is a lack of move-on accommodation and longer-term housing and support. There is evidence of movement into Swindon amongst these client groups and demand for housing and support services continues to increase. There are particular needs for housing and support for teenage parents in Swindon.
- **A lack of floating support provision for offenders.** Accommodation based Support provision is concentrated mainly in the Swindon area and there is a need for increased housing related support and move on support services across the whole of Wiltshire. There is a lack of provision for high-risk offenders and housing and support needs must be considered within the multi agency risk assessment for high-risk offenders.
- **A shortage of support for people who use drugs and alcohol.** With the exception of one hostel due to open in the near future, there is no housing based provision for people with drug problems and no specific floating support service in Swindon. There are particular needs amongst young people with drug and alcohol problems and former prisoners being released into Swindon who may have substance misuse problems.
- **Support for older people represents approximately 85% of Supporting People funded services in Swindon.** There appears to be sufficient sheltered housing for older people in Wiltshire, however this centres on generic provision and there is a lack of provision for frail elderly people or older people with dementia. There is an opportunity to increase the use of

technology and community alarms and to promote the preventative services of the newly formed Home Improvement Agency.

- **A Lack of Move on accommodation and resettlement has been identified** across various needs groups as a priority and a lack of move on provision is putting pressure on services and preventing support services being used to best effect.
- Many of the issues identified include a lack of accommodation based support provision in some areas. However, there are particular problems with regard to scarce resources for capital development and time-scales are often prohibitive. **There are opportunities to look at more flexible support provision or other innovative models of support provision** such as supported lodgings and night-stop schemes, which do not rely on capital funding to such an extent.
- **Floating support or resettlement type provision with Signposting to more specialist provision** is lacking together with preventative work in the areas of homelessness, drug and alcohol misuse, mental health and HIV/AIDS.
- **There are no culturally specific support services in Swindon.** Further floating support may be required linking to Black & Minority Ethnic communities in the area and it may be necessary to review the accessibility of existing services to people from minority communities.

Comparison to ODPM supply Profiles (Supporting People funded services only)

The following tables compare the ODPM supply profile on the left and the *Supporting People* supply mapping data for Swindon on the right. The figures relate to numbers of household units.

TABLE 1

Primary Client Group	ODPM supply profile				SWINDON(SPINTLS) supply map	
	Accommodation based		Floating Support		Accommodation based	Floating
	Minimum	Maximum	Min	Max		
Catered for in / by						
Older people with support needs	1170	2359	14	308	2810	0
Older with mental health problems/dementia	<i>Included above in Older people</i>					
Frail elderly	<i>Included above in Older people</i>				8	0
People with mental health problems	66	276	46	66	56	8
People with learning disabilities	33	149	4	13	40	40
People with a physical/sensory disability	25	172	0	1	37	0
Single homeless with support needs	2	132	3	88	221	0
Rough sleepers	<i>Included in Single homeless above</i>				0	0
Travellers	<i>Included in Single homeless above</i>				0	0
People with alcohol problems	13	20	1	3	12	0
People with drug problems	5	51	1	4	0	0
Offenders / at risk of offending	3	10	1	133	13	20
Mentally disordered offenders	<i>Included above in Offenders</i>				0	0
Young people at risk / leaving care	23	58	6	54	120	0
Women at risk of domestic violence	3	19	0	2	20	0
People with HIV / AIDS	8	164	4	46	0	0
Homeless families in need of support	1	27	0	3	148	0
Teenage parents	<i>Included above in Homeless families</i>				23	0
Refugees	0	3	0	1	0	0
Generic	<i>Not previously recorded</i>				6	87
Total client count	1352	3440	80	722	3514	155

TABLE 2

Accommodation mix according to number of households	ODPM Profile		SWINDON (SPINTLS) data
	Range		Units/bed spaces
	Lower	Higher	
Accommodation based provision			
Supported Housing (shared or self contained)	152	329	270
Homeless Hostel, B and B or other temporary accommodation	26	196	331
Women's Refuge	3	19	20
Adult Placement registered	2	5	6
Adult Placement unregistered	Included in registered		0
Sheltered housing for older people	1098	2745	2569
Very sheltered housing for older people	47	112	8
Other accommodation including foyer for young people	25	35	60
Teenage parent accommodation	Not previously recorded		9
Almshouses	Not previously recorded		4
Leasehold schemes	Not previously recorded		Not available
Supported lodgings	Not previously recorded		27
Total number of accommodation units	1353	3441	3304

TABLE 3

Units provided for / served by	Typical prevalence per 1,000 residents (average)	Equivalent no of clients for Swindon area	SWINDON (SPINTLS) data
Home Improvement Agency	1.244	227	0
Community or Social Alarms	3.604	657	2812
Outreach services	N/k		0
Floating support services	N/K		155
Resettlement services	N/K		0

ODPM supply profile tables and analysis are set out for Swindon in the above tables

All Local Authorities have collected supply information in a standard format. This involves a provider specifying a primary and secondary client group to whom it provides the service (e.g. older people with support needs or frail older people). This information is then collated in order to indicate the actual supply of housing related support for each client group.

The data in the above tables has been compiled with reference to the primary client groups specified by providers. We recognise that this does not provide a completely accurate picture of service provision as some services provide for a primary client group but will accept many other vulnerable people. However, the data is intended to be a starting point in analysing the current supply of housing related support in Swindon and identifying gaps in provision.

A detailed comparison of these tables within each client group together with needs data and other information follows in part 5 below.

2 Needs Profiling

Although there is no specific requirement for needs profiling within the shadow strategy process, we have taken relevant information from existing local documents and strategies. This information has been supplemented by specific pieces of work undertaken by the Supporting People Team and other agencies to measure the level of need for housing related support amongst particular needs groups.

Needs information for those groups identified as priority areas for investment in 2003/04 is set out below.

Older People Statistics Only

Older People with Mental Health Problems		
ODPM Profile:	Accommodation based:	Floating support:
	Included above	Included above
Current supply:	0	0

There is no profile figure from ODPM or count to date of current supply specifically for Older People with Mental Health problems. Some work is needed to identify specific needs for housing related support for this group.

Mental health problems experienced by Older People is predominantly dementia. *Supporting People* services could help people to maintain their independence in the early, mild stages of this illness, complimentary to advancing medical treatment. It could be particularly targeted to those who live alone and need help sustaining normal functionality.

(There is a current research project within the Borough, being carried out into the needs of older adults with Korsakoffs Syndrome. The results of this will be evaluated to determine if housing related support should be established for the needs of this group locally)

Advocacy is also an expressed need for other Older People with mental health problems, especially within communal living where behavioural problems are an issue.

We need to explore the use of housing related support for Older People with mental health problems, particularly linking with other stakeholders and strategies such as Intermediate Care, National Service Framework priorities and with drug and alcohol services.

Domiciliary Care Agencies are currently the providers of support for this client group.

Frail Older People		
ODPM Profile:	Accommodation based:	Floating support:
	Included above	Included above
Current supply:	8	0

The ODPM profile combines figures for the supply of support services for frail older people within those for older people above. Swindon Abbeyfield provides housing and support for 8 frail older people and there are also 272 units in residential/nursing homes for frail older people in Swindon not included in the above figures. The latter are not

Supporting People funded. *Supporting People* funded services for this client group in Swindon are generally provided within sheltered schemes and 18 of these schemes have described their secondary client group as frail older people. In practice, support for frail older people in sheltered housing care agencies attending to residents' care and support needs, independently of the sheltered housing service.

Mixed sheltered housing schemes, including active older people with flexible support being provided to more frail tenants has been expressed as preferable by many users and providers, rather than schemes providing support specifically for frail older people. Experience of previous models in Swindon reinforces this approach.

Two RSL's are currently working with care agencies to provide additional support to Frail elderly people within their schemes.

The Housing Needs Survey 2001 forecasts a 68% increase in the over 80 age group by 2011. There is a projected increase of 1,300 by 2006.

	mid year 1991	1996	2001	2006	2011	Change
Population age 80+	4,900	4,400	5,950	7,250	8,250	+3,350 (68%)

Within the SBC Best Value review of older person's services, it has been demonstrated that to provide more independence for users and cost effectiveness for commissioners, a greater usage of the sheltered housing resource within Swindon should be explored.

Whilst this is currently being reviewed within SBC, SP support services need to be looked at together with preventative outcomes that are required across all sheltered housing providers.

Flexible support within existing sheltered accommodation and short-term respite type service models should be fully investigated and good practice models evaluated as a priority for our five-year plan in partnership with stakeholders in Health and Social Care.

People with Mental Health Problems		
ODPM Profile:	Accommodation based:	Floating support:
	66 to 276	46 to 66
Current supply:	56	8

Housing for people with mental health problems has been identified as a priority over a number of years within Swindon and Wiltshire. The National Standards Framework for Mental Health further reinforces that there is a need to ensure that a wide range of

accommodation and support is available to people with mental health problems to enable them to live as independently as possible.

The need for move-on accommodation from residential and supported housing, particularly short-term placements, has been expressed by providers as a shortfall, as well as the need for more self contained accommodation and flexible, floating support rather than traditional shared housing.

A study involving a sample of 10,000 adults in private houses across Great Britain in 1995 identified that people who rent their home had the greatest prevalence of symptoms of mental ill health, often up to 50% higher than owner-occupiers. There was a higher prevalence of symptoms amongst those who rented from local authorities or housing associations compared with people renting in the private sector.

Information from the Joint Wiltshire and Swindon Mental Health Commissioning Board and Avon and Wiltshire Partnership Trust suggested that in 1999 a total of 1,417 Swindon people needed specialist mental health or social care at any one time. It also states that, in Wiltshire, Swindon will have the highest rates of diagnosed schizophrenia, mania and all other disorders.

A Mental Health Joint Commissioning strategy for 2003- 2006 is currently establishing priorities for future service delivery and future funding will be required to help to deliver these priorities in partnership. Key areas under consideration at present are re-modelling a current registered care home to provide a combination of support and specialist mental health services and to consider the feasibility of an intensive crisis service supplemented by community support workers.

There are developments happening locally within the next year to address the problems regarding poverty, age, housing tenure and the lack of support services available. A scheme is being developed which will enable people with mental health problems to set up independent homes, teach independent living skills and include a handy person role made available through partnership funding. This service will also help to sustain tenancies where persons are accommodated through the mental Health Accommodation Panel (multi agency referral system). The panel successfully housed approximately 20 persons into independent tenancies in 2001/2

Many people already living independently need additional support and education to address additional needs in relation to drug and alcohol abuse and problems with neighbours. The Supporting People Team together with Mental Health and DAAT teams are working together to address this problem. There is scope to use housing workers as key identifiers of emerging problems for this client group with the help of a linked support worker. Discussions are taking place as to how this can be achieved.

Collection of needs data to further establish priorities to be addressed and the use of joint *Supporting People* and Health Funding is to be explored. To address the shortfall in accommodation based and floating support services there is a need to explore capital and revenue investment. Supporting People opportunities are actively being explored through the Mental Health Accommodation Plan implementation Group

People with Learning Disabilities		
ODPM Profile:	Accommodation based:	Floating support:
	33 to 149	4 to 13
Current supply:	40	40

The ODPM supply profile shows there is a lack of accommodation based and floating support services for people with Learning Disabilities. Within 2001/2, two sheltered schemes for older people have been remodelled to accommodate people with learning disabilities and there are some adult placements included in the supply above. This however has not met demand and people have been placed in areas outside Swindon. This is a key area to address.

The Learning Disability Teams, Housing and the *Supporting People* Team are looking at ways of funding housing related support to clients already living independently, which is currently funded by Community Care budgets.

There are currently 40 people living independently who receive visiting support services delivered by Swindon Support Team, which is funded entirely through the Community Care Budget pending tenancy variations. There is a perceived need among social care staff and local advocacy projects that this number could be much higher if access to independent accommodation was more generally available to this client group. Traditionally there has been a preference, mirrored nationally, for clients with learning disabilities to live within a registered setting. With the emergence of the *Supporting People programme* and drivers such as the Valuing People strategy, this is an area where there will be a requirement for more capital and revenue investment in the future.

The Swindon BC Learning Disabilities Database has information regarding unmet needs 1999/2000.

In 1997 there were 571 people recorded with learning disabilities on the database. In 2000 there were 636

The statistics for 2000 show;

46% (291) of adults with learning disabilities live in residential homes, 32 % (206) live with family and 6% (40) live in health accommodation. Only 15% (96) live independently. Although 84% (539) stated they were happy with their living arrangements 15% (98) want to move now or in 2 years time and will require support services to achieve this.

Types of home people want to move to;

36% (35) want to live independently in their own home, 9% (9) in warden-controlled accommodation and 14% (14) in a group home. 16 % (16) wanted to live in a residential care home.

There is an expectation that some existing residential schemes will move to provide independent housing with support through the drivers of *Supporting People* and the National Care Standards Act in the future.

Overall there is clearly a need to develop a full range of supported living models and choices to this needs group.

Offenders / people at risk of offending		
ODPM Profile:	Accommodation based:	Floating support:
	3 to 10	1 – 33
Current supply:	13	20

There appears to be adequate supply of specific accommodation based support services within Swindon in comparison with the indicative profiles. However, there is a lack of floating support and there are insufficient structured move on arrangements from specialised accommodation. There are a small number of Swindon people placed in out of Borough accommodation, primarily Adult Placement included in the above figures, including young offenders. It is perceived that Swindon takes in offenders from other parts of Wiltshire, as traditionally services have been concentrated here.

Wiltshire Probation Area (which comprises Swindon and Wiltshire area) carried out a one day audit of the housing and support needs of it's clients on 1st March 2002. The housing needs analysis showed that of 868 offenders surveyed, 264 (30%) were in poor or temporary housing. 118 people (14%) were having difficulty maintaining their accommodation, whilst a further 106 (12%) could sustain their accommodation with additional support. This exercise identified that:

- Provision of dedicated offender housing has historically been too concentrated in the Swindon area,
- Housing services to high risk offenders need to be strengthened
- There needs to be a greater availability of direct access provision for offenders, particularly those leaving custody
- There is a need to have much greater availability of move-on accommodation (with and without support) from specific provision within both Wiltshire and Swindon (short stay hostels provision for ex-offenders).

To some extent this will hopefully be achieved within our joint *Supporting People* structures in Swindon and Wiltshire and through the Multi Agency Protection Protocol Panel.

A theme emerging from the consultation by Probation on the type of new services stakeholders would like to see developed was flexible, floating support delivered to people in their own homes – particularly for groups such as offenders, who risk carrying a 'label' in traditional shared supported housing.

Providers highlighted a need for a more flexible, floating support services as opposed to traditional supported housing schemes. A lack of move on accommodation and resettlement for people leaving short-term supported housing was highlighted as a particular difficulty.

Currently Offenders who have served less than a 12-month sentence have no formal Probation Service involvement and there is little support for this group locally. However within the new Homelessness Act and local Homelessness strategy we will look to address this gap.

Young people		
ODPM Profile:	Accommodation based:	Floating support:
	23 to 58	6 to 54
Current supply:	120	0

The above shows an apparent oversupply against indicative profiles. However, within this figure we have included the Swindon foyer, which is a bi-lateral facility shared with some Wiltshire Districts and one District in Gloucestershire. The scheme was developed using the Foyer federation good practice model and with a very low level of support. As this scheme is evolving and needs of referrals are being evaluated, support provision may increase or conversely, some cluster units will revert to general needs/ move on provision (current average occupation is 45 of the 60 units available). Within Swindon generally, there is also a mixture of hostel accommodation, group homes and supported lodgings within the borough.

It is documented and the young age profile of Swindon suggests that a number of young people come into Swindon from surrounding rural areas. They are drawn by active social life opportunities, higher employment and education opportunities and the perception of easier housing availability, but without local family support networks, vulnerable young people are failing.

The SBC Independent Living Team works with young people leaving the care system and assists other vulnerable young people in the community. They have experienced increasing need and are looking to increase the number of supported housing placements for young people with support needs, which will include a small number of care leavers. A significant number of assisted vulnerable young people will be seeking funding from *Supporting People* for support services.

Many of these vulnerable young people have a mixture of complex needs due to mental health problems, drug problems, alcohol problems and problems relating to abuse. The hostel providers and the Independent Living Team state they are working with more and more young people with multiple needs.

There is currently no comprehensive complete needs information kept on young people going through supported accommodation provision. Providers of support for young people expressed a need to have standard data collected in the future to include secondary needs, which will allow for clearer information and better planning across all support services (health, education, housing and social services).

Hostels specifically for vulnerable young people have provided young people with very short stays of up to two months, after which some have chosen to return home to their families better able to cope. More formal use of short cooling off stays need to be

investigated coupled with preventative flexible models such as mentoring and rent deposit.

Monitoring of standard needs for support of young people is required, including ethnicity and complex needs. We need to look into the use, appropriateness and outcomes of crisis support – including supported accommodation or floating support options for short cool off periods and homelessness prevention.

People with Drug and / or Alcohol Problems			
ODPM Profile:		Accommodation based:	Floating support:
	Drug	5 to 51	1 to 4
	Alcohol	13 to 20	1 to 3
Current supply:		12	0

Addressing housing and support issues is integral in addressing drug and alcohol misuse. This is a strategic priority for the Borough Council and the profile identifies a very low supply of accommodation-based services and no floating support although a voluntary organisation in the Borough (Druglink) provides some support not currently funded through Supporting people.

There is currently no specific housing related floating support service catering for people with drug problems.

The specific current supply figures above relate to a cross authority accommodation based service, which had only one Swindon resident at the time of visiting. This would indicate a closer working relationship in terms of referrals is required for those persons who need to enter or leave the area and more formal links with neighbouring authorities as required. The results of the ODPM cross authority base line survey will help to address this.

Prison Resettlement - Statistics from Druglink (voluntary sector advice service):
 Numbers released from prison to Swindon area showed:-
 40 releases
 6 were from BME groups, 2 were young offenders.
 25 needing housing
 10 -15 also needed support – single people

The above relates to people who were using drugs prior to going to prison and released not using or on a methadone programme. We are told high relapses occur due to a lack of housing and support in clean areas. There is also a gap in relation to clients whose sentences are less than 12 months and there is no probation involvement. Due to a shortage of accommodation and a lack of support services, ex-prisoners often find it difficult to obtain permanent housing. This may result in people sleeping rough, or in hostels, where there may be other users. Use of private landlords has been hampered by a lack of support services and difficulties in accessing rent deposit schemes and Housing Benefit.

A new 4-bed project and an 8-bed open house crisis centre due to open this year will improve the supply of housing related support for this client group, but this may not be

sufficient to match the profile in the longer term. Recently funding has been made available through Communities Against Drugs to:

- employ a drug worker in the Council's Homelessness team, to address the problems around housing,
- employ an outreach worker at a direct access hostel, to address the growing use of drugs there,
- Employ a part time resettlement worker at Druglink.

The Council's Community Profile shows the number of service users using Communities Against Drugs services and Druglink. It reveals a clear gender separation, where male service users are significantly greater in all services and across all age groups. A model of good practice from Bristol O- zone is being evaluated presently with a view to replicate this in Swindon. Recent statistics monitored from a voluntary sector homeless hostel show that of 200 people accommodated, 85 had a drug history as evidence of their potential support needs.

We need to prioritise action for appropriate accommodation based and floating support services for this group. In conjunction with Housing, Providers, DAAT, Druglink and Probation we need to establish the level of needs for housing and linked support for offenders, especially those released into the community from prison who are homeless with drug and alcohol problems.

Home Improvement Agency	
ODPM Profile:	227
Current supply:	0

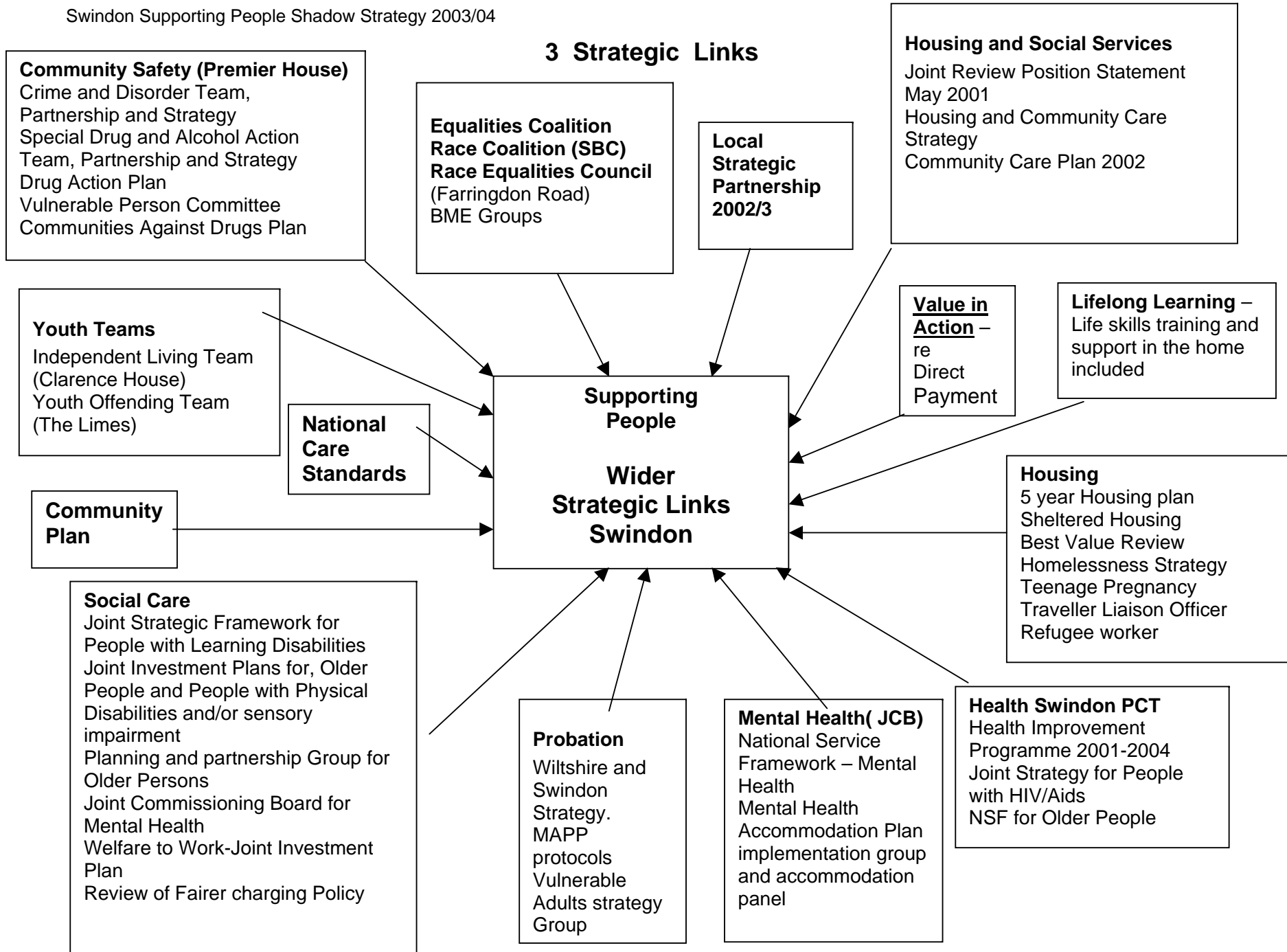
Currently within Swindon there is no home improvement agency or equivalent although there are currently plans to establish one through partnership funding secured from Health and Social Services in 2002/3. The emphasis will be on improving quality of stock, health improvement and adaptations to facilitate hospital discharge. As part of this it would be useful to consider targeting some of their work in town centre wards where there is a higher level of housing improvement required and also a significant ethnic minority population.

An existing Agency from Wiltshire will be asked to provide the new Home Improvement Agency (HIA) service in Swindon due to the uncertainty of long term funding. Home Improvement Agencies in Wiltshire are keen to promote their services, particularly to colleagues within the health service and GP's. These HIA agencies are also keen to increase preventative services such as hospital discharge schemes and handyperson services. This service will also need to link with other initiatives such as the *Bobby Van*, which provides home safety checks and fits locks to alleviate fear of crime and promote safety and security.

The new Home Improvement Agency also has a role to play in improving the housing of people with physical disabilities living in the private sector.

The Housing Needs Survey 2001 found that 64% of adapted houses for disabled people were in the rented sector and 16% in owner occupied tenures. Only 31% of the respondents indicated that they were aware of Local Authority grants for aids, adaptations and home improvements

3 Strategic Links



SECTION C
THE OPTIONS AND STRATEGY

The priority for the first year of the Supporting People programme in Swindon is to focus on ensuring continuity of service for providers and users. The supply mapping exercise has not identified any substantial over supply, therefore we want to focus on developing services to meet identified needs and on improving the quality of existing services. With this in mind it is not realistic to expect high levels of savings as a result of scheme reviews in the early years of the programme.

The following table shows the recommendations for service development within the priorities identified in the shadow strategy. We recognise that some of these recommendations are unlikely to be achieved in the first year of the programme, and therefore the table sets out how we will link the shadow strategy objectives to the longer term strategy. Some recommendations will therefore be carried forward into the 5 year strategy to be published in 2003.

CLIENT GROUP	SERVICE	SP FUNDING REQUIRED	ACTION PLAN FOR DELIVERY
Drug & Alcohol users	Supported housing for people with Korsakoff's syndrome	£56k	Pipeline SP grant bid
Learning Disabilities	Supported service for people with Asperger's syndrome	£17k	Pipeline SP grant bid
Mental Health	Self contained supported housing – refurbish existing general needs flats	£109k	Pipeline SP grant bid
Mental Health	Shared supported housing – cancellation of registration	£105k	Pipeline SP grant bid/ SHMG
Teenage Parents	Specialist floating support & resettlement service	£50k	SHMG bid
Frail Older People/Older People with Mental Health Problems	Sustain/Develop the Home Improvement Agency	£60k	10% Growth Money
Drug & Alcohol users	Shared Supported housing (8 units)	£31k	10% Growth Money
Frail Older People/Older People with Mental Health Problems	Develop flexible support within existing sheltered housing schemes – floating support service	£70k	10% Growth Money
Drug & Alcohol users	Specialist floating support service	£50k	10% Growth Money
Learning Disabilities	Supported living models in North & West Swindon (joint service with North Wilts)	£80k	10% Growth Money
Learning Disabilities	Develop floating support service and community support networks	£50k	10% Growth Money
Learning Disabilities	Increase the number of Adult Placements	£75k	10% Growth Money
Vulnerable Young People	Rent Deposit Scheme	£20k	10% Growth Money (joint area with Homelessness strategy)
Vulnerable Young People	Increase Supported Lodgings	£60k	10% Growth Money

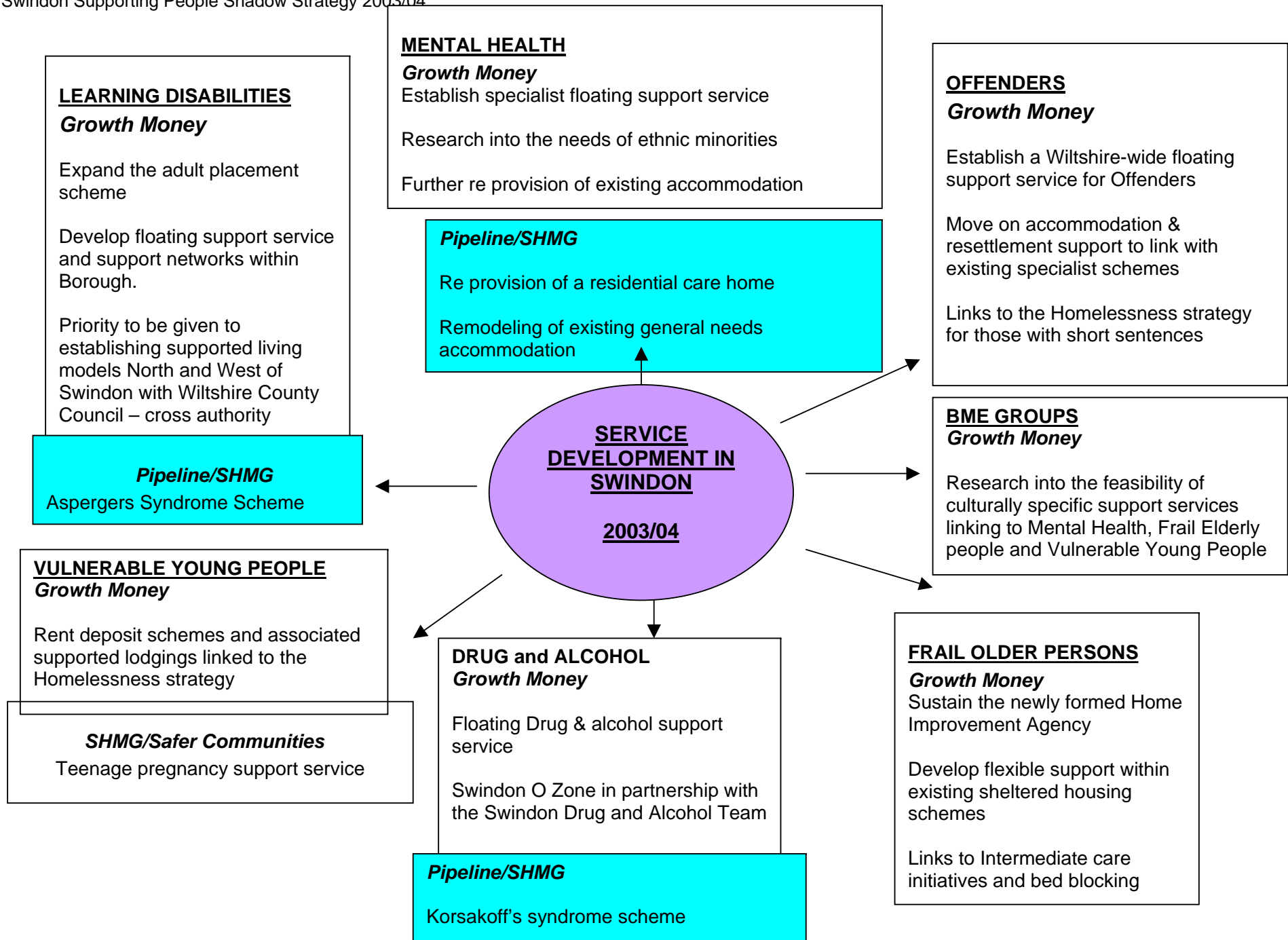
Mental Health	Specialist floating support service	£70k	10% Growth Money
Offenders	Wiltshire wide floating support service	£35k	10% Growth Money
BME Groups	Culturally specific floating support services linking to Mental Health, Frail Older People, Vulnerable Young People	£35k	10% Growth Money
BME Groups	Feasibility of a specific sheltered scheme for Ethnic Elders	tbc	5 Year Strategy 2004-2009
Frail Older People/Older People with Mental Health Problems	Greater use of community based sheltered schemes and review of Information Technology	tbc	5 Year Strategy 2004-2009
Frail Older People/Older People with Mental Health Problems	Develop links to Intermediate Care initiatives and bed blocking	tbc	5 Year Strategy 2004-2009
Learning Disabilities	Cancellation of registration where appropriate	tbc	5 Year Strategy 2004-2009
Learning Disabilities	High level supported housing for people with challenging behaviour	tbc	5 Year Strategy 2004-2009
Vulnerable Young People	Nightstop/Mentoring scheme	tbc	5 Year Strategy 2004-2009
Mental Health	High level supported housing for people with challenging behaviour	tbc	5 Year Strategy 2004-2009
Mental Health	Supported housing for people with dual diagnosis	tbc	5 Year Strategy 2004-2009

SECTION D
SUMMARY OF ANNUAL STATEMENT 2003/2004

The priorities for investment in 2003/04 are set out above. The annual statement sets out our proposals for service development in 2003/04 to meet these identified needs should an additional 10% funding be allocated to Swindon.

Those services identified as deliverable in 2003/04 are:

- **Sustain/develop the Home Improvement Agency**
- **Develop flexible support within existing sheltered housing schemes**
- **Develop a specialist floating support service for people with drug and alcohol problems**
- **Shared supported housing for people with drug problems**
- **Rent deposit scheme and support service for vulnerable young people**
- **Increase in Adult Placements for people with Learning Disabilities**
- **Develop floating support and community support networks for people with Learning Disabilities living independently**
- **Self contained supported living in North / West Swindon – joint provision with North Wiltshire**
- **Establish specialist floating support service for people with Mental Health problems**
- **Further re-provision of existing accommodation to create supported living options for people with mental health problems**
- **Establish a Wiltshire wide floating support service for Offenders**
- **Research into the housing support needs of those living with HIV and Aids**
- **Research into the needs of Offenders who have served less than a 12 month sentence**
- **Research into the feasibility of a culturally specific support services linking to Mental Health, Frail Elderly people and Vulnerable Young People**



Glossary

Administering authority	The body, usually a local authority, which will receive Supporting People Grant and administer contracts for Supporting People Services on behalf of the Commissioning Body.
Adult Placement	<p>Housing where a landlord/landlady provides support to someone living in the landlord/landlady's own home.</p> <p>Refers to County, Unitary, District and Metropolitan authorities in England.</p>
Best Value	A duty on local authorities to review the services they provide for local people and improve them by the best means available. This must be done in consultation with the people who use the services and the wider local community.
Capital Funding	Funding for building new homes or housing schemes usually from the housing corporation or district councils
Care Trust	See PCT/Primary Care Trust.
Commissioning Body	The Commissioning Body is a partnership of local authorities, health and probation services. The Commissioning Body may not be formally constituted but will have terms of reference, which define its role and responsibilities.
Community alarm services	Community alarm services include dispersed and "hard wired" services that are usually provided in sheltered and purpose built disabled person's accommodation. Basic community alarm services enable people to call for assistance. Local authorities provide the majority of community alarm services but RSLs and private sector firms also provide them.

Community Care Plan	A plan produced by Social Services to inform the public how the needs of adults who need community care services will be met.
Community Safety Strategy	A strategy produced by each council area identifying priorities to reduce crime and create safer communities
Cross-authority issues	Matters related to services that cross local authority boundaries including assessing needs and supply for services, strategic planning, funding, monitoring, reviewing and decision-making. These are addressed in the formal relationship between the Cross-Authority Group (the CAG) and the local Commissioning Bodies.
CTPLD	Community Team for People with Learning Disabilities
DAAT	Drug & Alcohol Action Team - a local authority team including representatives from all relevant bodies.
Extra care (Also sometimes known as Very Sheltered or Sheltered plus)	While there is no clear general understanding of this term it includes a mix of facilities and services covering a range from sheltered housing with additional personal and domestic care services through dedicated on site teams, to purpose built facilities designed to deal with a high degree of disability.
Floating Support	A visiting support service not linked to a particular unit of accommodation or scheme.
HIMP (Health Improvement & Modernisation Programme)	An action programmes to improve health and healthcare locally and led by the Health Authority. The programme usually involves NHS Trusts, Primary Care Trusts, and other primary care professionals, working in partnership with the local authority and community groups.
Home Improvement Agency (HIA)	These agencies enable vulnerable people to maintain their independence in their chosen home for the foreseeable future. Vulnerable people may include older people, people on low incomes, people with disabilities and other groups determined by local circumstances. The homes would usually be in the private rented; leasehold or owner occupied sector.
Housing Related Support	Support targeted to the needs of vulnerable tenants, which enables them to remain in an independent tenancy.

Housing Strategy	A document produced by each Housing authority setting out its objectives for developing and improving housing in its area.
Inclusive Forum	The Forum has a central role in working up the priorities of the Supporting People strategy at a local level, and should include all stakeholder groups. Fora bring people and agencies together to exchange views and comments.
Joint Investment Plan (JIP)	Joint Investment Plans – prepared by health authorities and local authorities to support delivery of key aspects of the Health Improvement Programme.
National Scheme	Specialist scheme that is unique in the service it delivers and it is open to application from anywhere in the country
NSF – National Service Framework	Documents published by the department of Health detailing the action required to meet the needs of older people and people with mental health problems
ODPM	Office of the Deputy Prime Minister
PCT Primary Care Trust	Free standing, legally established, statutory bodies with new flexibilities and freedoms, responsible for delivering better health and better care to their local population. They will have their own budget for local health care, be able to employ staff and develop new integrated services for patients. They will undertake many of the functions presently exercised by Health Authorities, for example commissioning health services and investing in primary and community services. They will also, if they wish and are capable of doing so, be able to directly provide a range of community health services, creating new opportunities to integrate community health services.
Pipeline Scheme	A supported housing or floating support service planned to start up after April 2003 but which has a firm funding commitment
Priority Need	Groups of people within the homelessness legislation which district council's have a duty to provide accommodation for – e.g. families with children or pregnant women.
Provider	An organisation providing housing related support services – includes RSLs, voluntary sector organisations, local authorities and the private sector.

Registered Social Landlord (RSL)	A non profit making housing provider, registered with the Housing Corporation
Rent Deposit Scheme	Schemes which assist homeless people in finding accommodation and may provide a deposit to secure a private tenancy
Revenue Funding	Funding which meets the running costs of providing housing related support.
Rough Sleepers	People who have no fixed abode and are sleeping outside.
Sheltered Housing	This term is used to describe a wide range of housing that is aimed at older and or disabled people. It includes grouped housing with a resident or visiting warden, bungalows and flats that are dispersed and very sheltered or extra care provision.
Supported Housing Management Grant (SHMG)	Housing Corporation revenue funding for RSL supported housing services. From 1 April 2003 SHMG will transfer to the Supporting People grant.
Social Housing Providers	Typically local authorities, Registered Social Landlords, co-operatives and charities.
Stakeholder	Someone who has a 'stake'. For example, the staff, the Elected Members or Board Members, the volunteers, the service users, potential service users and neighbours or wider public.
Supported Living	A supported housing scheme that allows people tenancy rights and provides support to help them live independently
Tenancy	A legal agreement between a landlord and someone living in rented housing. It gives the tenant the right to decide who can enter his/her home. There are also conditions the tenant must keep to- for example to pay rent on time and not to cause a nuisance to neighbours.
Two-tier authorities	Authorities with a county and district structure.
YOT	Youth Offending Team



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