

27th April 2004

Dear Colleague

Supporting People is the Government reform of the way that housing support services are planned, funded and regulated, and was introduced across the United Kingdom in April 2003. The Northern Ireland Housing Executive is responsible for the administration of the Supporting People Programme in Northern Ireland.

I am enclosing a draft strategy, **Supporting People in Northern Ireland 2004 – 2009**, for your consideration.

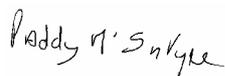
The introduction of Supporting People gives us the opportunity to improve the relevance, quality, and effectiveness of housing support services to a broad range of vulnerable people. The principal aim is to improve their quality of life and maximise independence by enabling them to attain or sustain a tenancy.

The draft strategy takes its themes from the main government objectives for health and social care, criminal justice and homelessness service development in Northern Ireland, and seeks to complement and aid the delivery of these strategic objectives. It also considered the current supply of services and available information on levels of unmet need.

The main focus of the strategy is to; develop flexible services in line with the needs and aspirations of the people we are here to help, and to achieve equity in resource distribution between the various client populations, and different localities over time.

The strategy is being issued as a draft for consultation to allow the opportunity for partners, service users, and other stakeholders to comment. All comments and issues raised will be carefully considered, and where appropriate will influence the final document. We will also develop an action plan to implement the strategy. I would therefore request your consideration and welcome any comments.

Yours faithfully



Paddy McIntyre
Chief Executive

Comments should be sent by 31st July 2004 to:

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Supporting People in Northern Ireland

Draft Strategy 2004 – 2009

April 2004

Section 1: Introduction

- 1.1 The Supporting People (SP) programme is a UK wide reform of the way in which housing support services are commissioned and funded. The programme was implemented in Northern Ireland in April 2003, and will represent a £263 million investment over the next five years.
- 1.2 Housing support services are not new. Many services have been developed over the years that have enabled vulnerable people to access housing. Services that are intended to help people maximise their potential to live in the community and to exercise their rights and choices as a citizen. They help vulnerable people access appropriate accommodation and to discharge their responsibilities as a tenant once they have achieved a tenancy. However the Supporting People reform seeks to update services and the way in which they are commissioned, funded and delivered.
- 1.3 Prior to 2003 services developed on a largely ad hoc basis, sometimes commissioned by statutory agencies, but mostly arising as the result of lobbying and innovation on the part of the voluntary sector. Whilst this has resulted in many excellent services it did not easily facilitate the strategic planning of services. Also, there are some marginalised groups who have not had as much access to services as they need. The Supporting People reform is intended to remedy this by; greater involvement of statutory agencies, closer partnership working, by allocating resources based on comprehensive and robust identification of need, and clear strategic priorities.
- 1.4 The programme also seeks to improve services by routinely monitoring performance and outcomes, and setting and monitoring quality standards.
- 1.5 Supporting People is a finite funding stream, and there is a requirement to make the best use of the resources. This will be achieved by;
 - Prioritising service development.
 - Ensuring positive outcomes for service users.
 - Obtaining value for money.
- 1.6 Supporting People offers the opportunity to develop more flexible services that can be delivered to people across a range of tenures. It has the potential to significantly expand the housing options available to vulnerable people, allowing them a greater choice of how and where they live. It is the intention of this Strategy to maximise the opportunity to open up these choices to the greatest number of people.

Section 2: Supporting People in Northern Ireland

This section describes the arrangements for Supporting People in Northern Ireland.

2.1 Overall Aim

To commission housing support services that will improve the quality of life and independence of vulnerable people.

2.2 Key Objectives

- To commission relevant housing support services.
- To develop services in line with service user's needs and aspirations
- To ensure value for money services
- To continuously improve the quality of services

2.3 Principles

Independence Promote the independence of vulnerable people by commissioning services that maximise the opportunity to exercise their rights and discharge their responsibilities as tenants or an owner occupiers.

Choice Enable vulnerable people to choose where and how they want to live by funding a broad range of service models. In particular those that can respond flexibly to changing needs and move with the tenant.

Inclusion Enable the inclusion of vulnerable people in wider society by commissioning housing support services that help them access other mainstream services. Set standards that ensure people are fully involved in the delivery of their service. Ensure that service users and their representatives are involved in the commissioning process.

Partnership Housing support services will be commissioned, delivered and monitored in partnership with other statutory agencies, service users, their representatives, and service providers. They will be commissioned from Service Providers offering high quality, innovative and value for money services.

Equity Housing support services will be commissioned on the basis of the needs of service users and agreed priorities.

Transparency There will be transparent processes for commissioning, funding and monitoring Supporting People services.

2.4 Administration of the Programme

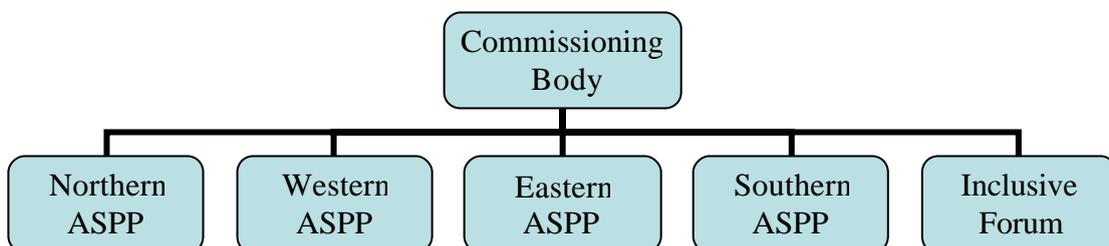
The Department for Social Development is the Government department with overall responsibility for the Programme in Northern Ireland. The Administering Authority is the Northern Ireland Housing Executive (NIHE). As such the Board of NIHE has administrative responsibility for the Programme. NIHE have developed a commissioning partnership with the four Northern Ireland Health and Social Service Boards (HPSS Boards) and Probation Board Northern Ireland (PBNI). This is known as the Commissioning Body. A representative from the Department of Health, Social Services and Public Safety (DHPSS&PS) sits as an observer on the Commissioning Body. The Commissioning Body will be responsible for the commissioning of services, subject to approval by the NIHE Board.

2.5 Identifying Needs and Priorities

Supporting People is a regional programme across Northern Ireland. The task of identifying local needs and priorities to inform the commissioning process is complex. Structures presenting opportunities for all partners to inform the needs analysis and identify priorities for the Programme on a locality or client group specific basis are therefore being developed. Whilst these will inform the commissioning process, services will continue to be commissioned on a regional basis by the Commissioning Body.

There are four Area Supporting People Partnership (ASPP) groups within which local statutory agency representatives can identify needs and priorities for their locality. The boundaries for these ASPP groups are coterminous with the four HPSS Board areas. An Inclusive Forum will provide a mechanism whereby Service Users and Providers can identify client specific needs.

Figure 1 Structure to Inform Commissioning



2.6 Achieving Equity

It is a fundamental aspiration of the SP programme to make appropriate housing support services available to all relevant vulnerable citizens, regardless of their location or the type of tenure they choose.

To this end this five year strategy will seek to redress any inequalities across areas within NI, and between service user groups. It will do this in a planned way by:

- Weighting the allocation of new monies towards areas of under provision.
- Realigning and refocusing resource distribution from flexibilities arising through the scheme review process.
- Commissioning flexible services that can; offer housing support to a range of service users with different needs, respond to individuals as their needs change over time; and that can move with the services user to different types of tenure and geographical locations.

2.7 Funding

The legacy funding transfer to Supporting People in Northern Ireland for the financial year 2003 / 2004 was in the region of £46.8 million. This is largely committed to existing schemes. The funding allocation for the financial year 2004 / 2005 is expected to increase to around £52 million. This will allow an inflationary increase for most schemes and should provide enough revenue funding for new build schemes due to open within the 2004 / 2005 financial year. It will not however accommodate all of the new service developments that are required to satisfy all of the unmet needs already identified.

Neither will it easily accommodate increased funding for existing services. For example, costs associated with quality improvements, expansion of current service levels, or residential care remodelling plans.

As with the rest of the UK it is expected that these objectives will be achieved by remodelling services, refocusing existing resources, or through efficiency savings. Therefore the scheme review process will be fundamental to achieving many of the strategic objectives identified here.

There remains a significant risk that the needs of the new build Capital Development Programme, rather than the needs and aspirations of service users will continue to dictate the shape and direction of service development. It is the intention of the NIHE and the Commissioning Body to continue to raise this concern with Government departments and housing providers.

Section 3: Progress Report

Progress on the main changes initiated by the introduction of Supporting People is outlined below.

3.1 Commissioning

The Supporting People Commissioning Body has been operational from April 2003. A structure to identify local needs and priorities has been established with the relevant statutory agencies. Consultation on the format of the Inclusive Forum is ongoing with the intention of developing the most appropriate structure that will ensure that Service Users and Service Providers can effectively inform the commissioning process.

3.2 Funding

The legacy funding transfer has only recently been fully reconciled. Payments for legacy schemes have however been operational from the outset of the programme. For the most part funding issues and anomalies were resolved within the first few months, and systems for payment are in place.

3.3 Contracts

Due to ongoing funding reconciliation issues and the delay in confirmation of the legacy funding transfer no formal contracts have been signed with providers. It is anticipated that the Housing Executive will be in a position to issue interim contracts for the financial year 2004 / 2005. Full contracts will be agreed with Providers on the successful completion of each scheme review.

3.4 Performance Monitoring

Performance monitoring against two parameters (service availability and service utilisation) commenced in December 2003. The information on our current supply data base is not robust enough to set reliable parameters for staffing levels. This parameter will be included in performance monitoring when staffing levels information is clarified. Work to agree performance benchmarks and remedial actions is still to be completed.

3.5 Quality Improvement

The quality standards against four core objectives have been amended for the Northern Ireland context. Work is ongoing with the Quality and Monitoring Sub Group to agree protocols and processes for review, and four "learning" reviews are underway. The scheme review programme will be ready for implementation by May 2004.

3.6 Implementation Priorities

The achievement of the key objectives outlined in this strategy is contingent on a number of operational measures being implemented. Firstly, developing structures that will enable service users in particular to become more closely involved in identifying needs and influencing the way in which future services are delivered. This is required to ensure that services grow and develop in line with service user needs and aspirations. Secondly, implementing the service

review agenda will be essential in ensuring needs led, strategically relevant, and value for money services.

Implementation Priorities

- **Interim Contracts to be issued 2004 / 2005. Full contracts to be signed on the satisfactory completion of scheme review.**
- **Inclusive Forum proposals to be finalised on the completion of consultation.**
- **Scheme Review process to commence 2004 / 2005.**

Section 4: Developing the Strategy

This section describes how the Strategy was developed.

National and Regional Strategies and Priorities	<p>A number of strategic documents exist that identify Government objectives for the enhancement of the health, protection and well being of vulnerable people generally. Many of these make direct reference to accommodation needs. For others it is clear that housing based services could potentially assist in the achievement of objectives. It is the intention that the Supporting People Programme will mirror these strategic directions, and support the delivery of their objectives. This Strategy is in line with Programme for Government objectives. The main relevant strategies are listed in Appendix 2.</p>
Current Supply Map	<p>The current supply of services will inform the strategy and subsequent service development priorities. A number of considerations will influence how any new monies, and any reinvestment of funds arising from scheme review, will be deployed:</p> <ul style="list-style-type: none">- Geographical spread: Where are current and pipeline services located. Does this reflect what we know about the needs in the area?- Distribution across client populations : How are SP resources distributed across the various client populations?- Effective use of SP Resources: Which service models offer the best outcomes for users and are the most cost effective?
Needs Assessment	<p>A number of documents exist that identify specific service needs for relevant SP client populations. A list of relevant needs assessment documents are contained in Appendix 2.</p>
Consultation	<p>The Draft Strategy has been developed with reference to key Northern Ireland and national policy documents and in consultation with commissioning partners. The draft will be issued to all stakeholders for consultation and amended based on relevant comment and feedback.</p>
Annual Plan	<p>An Annual Plan, outlining priorities, the actions required and timescales for the delivery of key strategic objectives will be published along with the Strategy once the consultation phase has been completed.</p>

Section 5: Key Strategic Objectives

5.1 To Commission Strategically Relevant Services

National and Regional Strategies The priorities for commissioning services for the Northern Ireland Supporting People programme will be those that contribute to the achievement of broader strategic aims. These aims will be those in both central government, and Northern Ireland specific policies for the care and protection of vulnerable people.

Testing the Strategic Relevance of services A similar strategic relevance test will be applied to legacy services during scheme review as that for newly commissioned services. Schemes that “fail” the strategic relevance test will be asked to refocus or remodel, or in extreme cases where this is not possible will be decommissioned.

Complementary Services It is acceptable for a housing support service to include other, complementary, non-eligible activities. However there is an expectation that service providers will be able to differentiate the time and cost and other resource requirements of these complementary activities and show other funding sources.

Testing Strategic Relevance

- **Services have clearly defined aims and objectives to support vulnerable people in a housing environment.**
- **The main activities delivered by the services are eligible for SP funding, and are delivered in a way that is compatible with the overarching aims of the SP Programme.**
- **There is clearly identified need and demand for the service.**

5.2 To Develop Services in Line with Service Users Needs and Aspirations

Robust Needs Analysis The Supporting People Programme in Northern Ireland has developed an underpinning structure to the Commissioning Body, with the intention that these groups provide local needs analysis and priorities to inform the commissioning process. However these groups have not yet developed to such a level that they can produce robust unmet needs data.

Until the groups' development is more advanced the Supporting People Strategy will focus on the information currently available.

Service Users Aspirations

Where there is robust information on service user aspirations they express a desire to live independently, in ordinary housing, in their local communities (see McConkey et al (2000, 2003) for example). In line with these aspirations health, social care, criminal justice and homelessness strategies increasingly reflect common themes. These are;

- community based solutions
- services that facilitate those with additional needs to access mainstream services
- flexible services that respond to needs that change over time
- preventative strategies and rehabilitation.

These strategic themes will influence the way in which housing support services are delivered in the future.

Developing Needs Led Services

- **Priorities identified through the main strategic documents for Northern Ireland that relate to either relevant client populations or where housing and housing support has been identified as a mechanism whereby a particular strategy can be delivered.**
- **Robust research into the needs and aspirations of specific client populations**
- **The strategic priorities identified by the Commissioning Body agencies.**
- **The service model being used or proposed is appropriate in terms of the needs and aspirations of the service users.**
- **Facilitate choice, enabling the service user to reach their capacity for independent living.**
- **That the service model represents value for money in respect of positive outcomes as well as cost.**

Flexible Services

In order to meet service users' needs effectively services should be able to adjust their intensity and focus in line with changes in the service users' circumstances.

In order to offer choice they need to be flexible in how and where they are delivered.

Flexible Service Models

- **Services that can respond to individuals needs as they change over time.**
- **Services that can be delivered across a range of tenures and geographical locations.**
- **Services that help vulnerable people access mainstream housing options.**
- **Where special needs accommodation is required, that these are located and integrated into local communities.**

Design Solutions

As a general rule there should be no shared bedrooms in any newly commissioned service, (except where accommodation is intended for couples or families with children). Providers of current services that have shared bedrooms will be encouraged to address this through their quality and monitoring review.

Design Solutions

- **Self- contained housing where possible.**
- **Shared bedrooms should be avoided (except for couples of families).**
- **Building design should reflect a domestic (rather than institutional) setting**
- **Number of people sharing bathrooms and kitchens should be kept to a minimum**

Capital Developments

Under the old uncoordinated processes the Capital Development Programme has been the main driver for the development of housing support services (with 20% of the programme being dedicated to special needs housing). The long lead in time associated with capital programmes means that Supporting People has inherited a legacy of commissioned projects. However if the full potential of SP to deliver flexible services that help vulnerable people access mainstream housing is to be exploited then it is important that its commissioning priorities are directed by the needs and aspirations of service users rather than the imperatives of the Capital Development Programme.

Capital Developments should only be required when:

- **Opportunities to support people with services in general needs housing has been fully explored.**
- **The needs of prospective service users specifically require special housing design solutions or supervision and security requirements**

Complementary Services

The SP Programme also aspires to develop housing support services that work alongside others. For example;

- services that can also deliver social care and therapeutic treatments
- Support PBNI to deliver community criminal justice solutions
- Services that address social exclusion and community safety objectives.

There are other elements of services that sit outside the core interests of the SP commissioning partners; training and education for vulnerable young people for example, or personal safety and legal advice for women fleeing domestic violence. These too would be considered as complementary services.

One of the terms of reference of the ASPP groups is to identify statutory complementary funding for service development priorities. This will facilitate joint funding of projects that have the potential to achieve “seamless” services and offer good value for money.

The Supporting People Scheme Review process will also seek to ensure that appropriate use is being made of SP funds and public funding generally.

Therefore proposals that deliver a range of services, and can attract funding from a number of sources will be given preference when commissioning SP services.

Complementary Services

- **“Seamless” services that can meet a broad range of services in a housing setting**
- **Partnership working evident when identifying needs, designing services, agreeing commissioning priorities**
- **Joint funding of services.**

5.3 To Ensure Value for Money Services

Cost Benefit Analysis For new services evidence will be required to demonstrate that the service model chosen is the most efficient and effective way of delivering the service to that particular client group. In effect a “cost benefit” analysis will be required.

Cost Effectiveness Analysis For existing services value for money will be tested through the Scheme Review process. A “cost effectiveness” test will be completed. This will ensure; that the service is of a level and intensity commensurate with the needs of the service users, eligible housing support tasks are being carried out, and that it is making efficient use of its SP grant.

Value for Money

A Cost Benefit Analysis will be required for new services to demonstrate that;

- **The model proposed is the most efficient way of delivering the service.**
- **It is the most likely model to deliver services in line with service users’ aspirations.**
- **It will result in positive outcomes in line with the aims of the service.**

A Cost Effectiveness test will be completed on existing services to ensure;

- **Services are appropriate to the needs of the service users.**
- **Funding is used to deliver eligible housing support activities.**
- **Resources are being used efficiently.**

5.4 To Continuously Improve the Quality of Services

The idea of the continuous improvement of services is fundamental to Supporting People. There are a number of vehicles for achieving this improvement.

Accreditation Services are being delivered by viable, competent, and well managed organisations.

Performance Monitoring Returns	Services are performing within the parameters of their contract
Client Record Forms	Services are accessible in line with the requirements of Section 75 of the Northern Ireland Act (1998), and the monitoring of outcomes for service users.
Quality Assessment Framework	Services are safe and of sufficient quality
Stakeholder Consultation	Major stakeholders, including service users, will be regularly consulted as to the effectiveness and quality of services.

Information relating to these aspects of services will be routinely collected and assessed during Scheme Review. All supported housing services will be reviewed within a three year timescale, and all sheltered housing over five years.

The introduction of quality and monitoring processes through Supporting People is likely to generate a resource requirement to improve the quality of some existing services. For others the process might highlight savings that can be made. Supporting People will achieve quality improvement by realigning resources where appropriate in order to:

Quality Improvement

Remodel services that are;

- **no longer strategically relevant,**
- **are unsafe,**
- **are ineffective,**
- **are inefficient,**
- **of such poor quality that they cannot be improved.**

In extreme cases services may be decommissioned.

Funding will be redirected to strategically relevant, efficient and effective services to address;

- **health, safety and protection issues,**
- **relevant staff training,**
- **other quality improvements.**

Section 6: The Current Supply Map and Benchmarks

An understanding of the current supply map is required before identifying priorities for new service development. This section highlights some of the features of the distribution of services and resources across Northern Ireland and identifies currently available, relevant benchmarks.

Comparison with England The only regional figures for resource distribution across client populations currently available for comparison are for English Administrative Authorities.

Figure 2: NI Comparison with English Benchmarks

Client Population	% Resource Allocation in NI	% Resource Allocation in England
Learning Disability	22 %	24%
Mental Health	17 %	14 %
Older People	19 %	19 %
Young Vulnerable People	4 %	7 %
Domestic Violence	7 %	3 %
Homelessness	21 %	19 %
Ethnic Minorities	<0.5 %	<0.5%
Criminal Justice	2 %	3 %
Physical Disability	2 %	2 %
Addictions	5 %	2 %
Refugees / Asylum Seekers	0 %	1 %
Generic	0.5 %	5%
Unknown	0 %	0.5 %

Comparison between ASPP Groups The supply map data allows us to compare the distribution of resources across Northern Ireland.

Figure 3: Resource Distribution across ASPP Areas

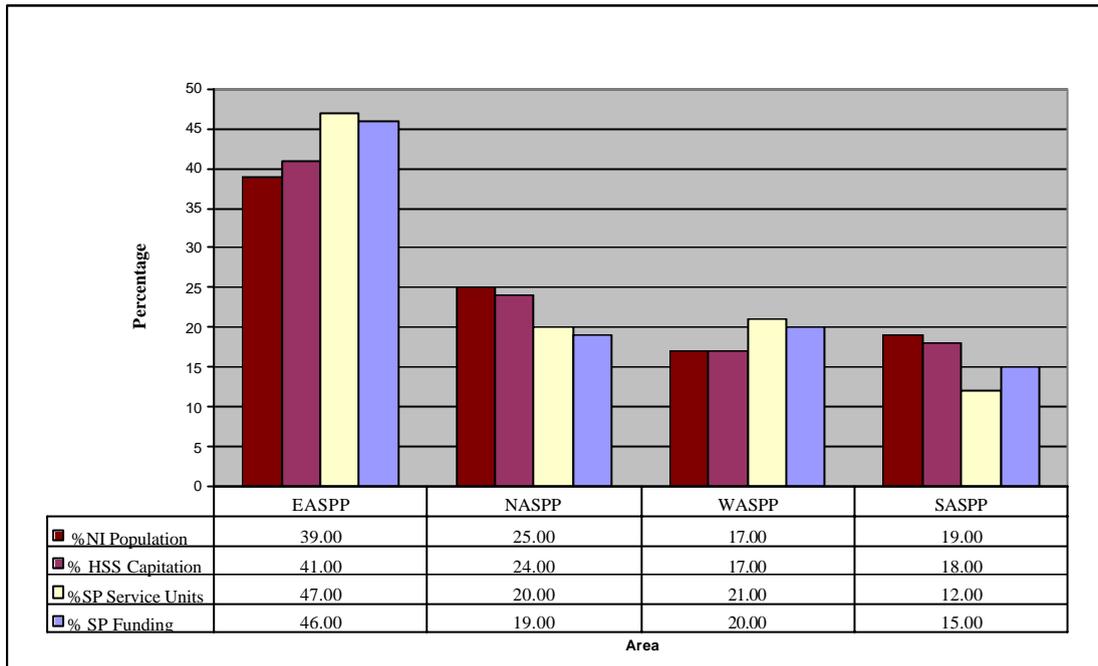


Figure 3 shows the distribution of current SP resources across the four ASPP Areas against the general capitation formulae used to allocate health and social services funding to these areas and against population. Analysis would indicate that SP resources for EASPP is around 5% higher than the HPSS capitation share. For WASPP it is around 3% higher. Conversely, for the NASPP area the proportion of SP resources is around 5% less than their HPSS capitation share, while for the SASPP it is around 3% less.

Redress Resource Inequity Over Time

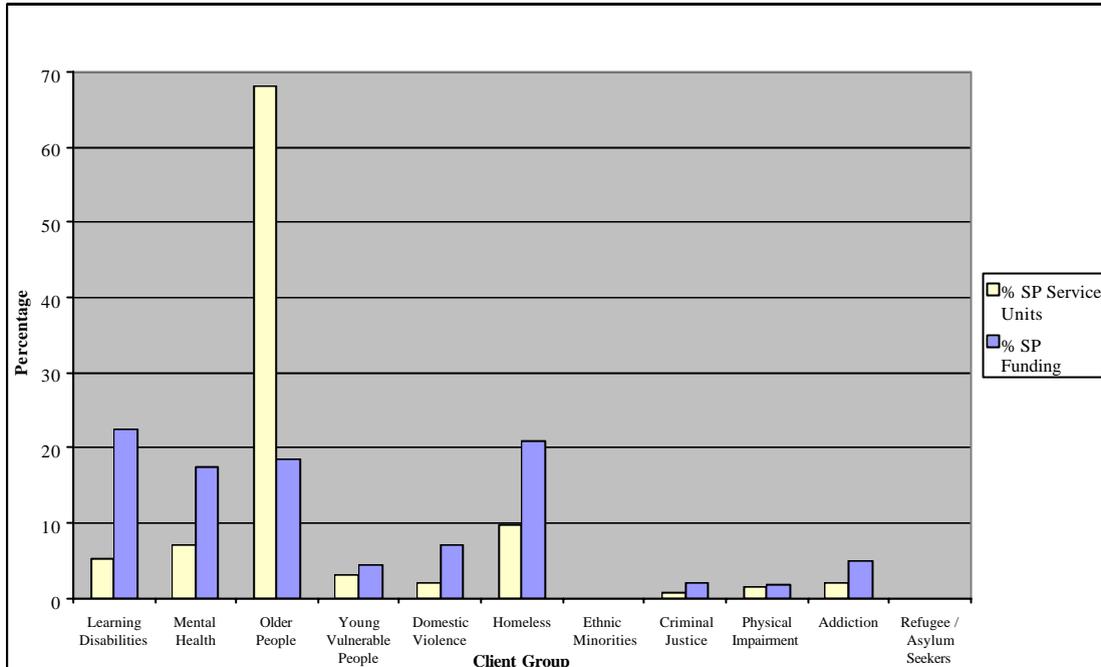
The pattern of resource distribution across client populations in NI is broadly similar to that of English Administering Authorities. The Commissioning Body will seek to redress any under provision when prioritising spend of any growth monies received.

As a general principle Supporting People will seek to redress this inequity over time so that the percentage of SP resources dedicated to the various ASPP areas reflects their capitation share.

Comparison across client populations

The supply map also allows a comparison of how SP resources are distributed across the different client populations.

Figure 4: Resource Distribution across Client Populations



The distribution of resources is shown here as both % of the total funding, and % of service units. An analysis of this data is considered later in this document along with the strategic objectives and needs analysis for each of the SP client populations.

Comparative Costs of Services

The supply map allows a comparison of the costs of different types of services for different client populations. This data, combined with other information, such as levels of cover, staff to tenant ratios, quality of services, and outcomes, will set the benchmark for the cost effectiveness assessment that will be completed during Scheme Review. The data will also be the starting point for the cost benefits analysis required before any new services are commissioned.

Benchmarks

A capitation based model will be used to benchmark resource distribution between client populations and across localities. Where SP client populations are coterminous with HPSS “programmes of care”, the relevant HPSS capitation share will be the benchmark. For homeless and criminal justice services the benchmark will be population density. There are specific national targets describing optimum

numbers for women's refuge places per capita, this will be the benchmark for these services. Northern Ireland Census data will be used to set benchmarks for ethnic minority services.

Unmet Needs

Information on unmet needs can arise from a number of different sources. Many of the client specific strategies cited below are underpinned by robust needs analysis or other client focused research. Census statistics give broad indicators of need specific to geographical areas in terms of age profiles, deprivation indices such as unemployment, households including someone with a disability, benefit take up rates etc. Some research into the needs and aspirations of specific user groups provides very robust analysis for specific client populations. For example "Opening Doors" research into the accommodation and support needs of people with a learning disability. Another example is the work of First Key to identify the accommodation and support needs for vulnerable young people and people leaving care. Some of the ASPP groups have begun to gather information about unmet needs in their area and some service providers have been supplying information in relation to their specific client populations. All of these sources have been used to inform the development of commissioning priorities for this Strategy.

Section 7: Supply, Needs, and Priorities for Supporting People Client Populations

7.1 Learning Disability

Current Resource Share	Currently services for people with learning disability receive around 22% of SP funding, 2% below the resource share for this client group across English Administering Authorities. This represents around 5% of service units. It can be concluded that learning disability services are high cost / low volume services.
Planned Service Development	There are currently a total of 52 new build schemes containing 363 special needs accommodation units in the Capital Programme 2003 / 2009. This is largely intended to accommodate people being resettled from long stay hospital.
Geographical Distribution	SASPP area is under provided in comparison with its HPSS capitation share by around 7%, whilst there is an over provision in EASPP area by about 7%. Provision across NASPP area and WASPP area is broadly in line with the HPSS capitation share for these areas.
Service Models	Shared supported housing is the predominant service model for people with a learning disability. There are also a significant proportion of peripatetic models. These are mostly dispersed special needs housing, although there are also some floating support services to people in general needs accommodation.
Strategic Drivers	Significantly reducing the number of people with a learning disability living in hospitals has been a long term aim for HPSS. This ongoing theme is reflected in <u>Priorities for Action 2004 / 2005</u> , where a target of at least a further 50 long stay patients to be resettled by March 2005 is identified. Many of these people will require the high level of care and supervision available only in residential or nursing home settings. However supported housing will also be a suitable option for many. Other strategic objectives identified in Priorities for Action for people with a learning disability include the provision of community based services for people in their own homes.
Needs Analysis	Robust unmet needs identification processes exist within Trusts for people with learning disabilities, as reflected in the predomination of proposals for capital developments. Sub groups who have been identified as needing housing support services are; people with autistic spectrum disorder, young adults who are ready to move to independent living, and some for whom family caring situations are at risk of breakdown. Consideration is also given to the potential of people currently in residential care settings to move to more independent living

in supported housing environments. These needs are well articulated in ASPP groups. The future task will be to prioritise these various needs and consider the most effective and efficient way of providing services within the available resources.

Detailed information on the specific needs and aspirations of people with learning disabilities are contained within Opening Doors research carried out across all ASPP areas. This research articulates the desire of most people with a learning disability to be able to live in ordinary housing near to family, friends and community support. The continued predomination of accommodation based / shared living developments being requested by providers and Trusts would appear to be contrary to the aspirations expressed by service users and their families.

A Review of Mental Health and Learning Disability (NI) is ongoing. Supporting People will review its strategy for people with learning disability when this review is completed.

Conclusions: Services for People with a Learning Disability

The Commissioning Body will consider geographical discrepancies when commissioning new services. The aim will be to, over time, reach equity in relation to SP resource commitment in line with each Trusts capitation share for learning disability.

Development of peripatetic service models that enable greater freedom of choice and autonomy are preferred. However it is acknowledged that a balance has to be achieved with ensuring safety. Therefore shared supported living will be commissioned if appropriate.

There are 11 proposed schemes of 10 beds or more in the Capital Programme. The Commissioning Body will request that ASPP's and Providers review the programme to confirm that accommodation based services are required, and to review the size and design of buildings to ensure that they will promote independence and allow privacy.

7.2 Mental Health

Resource Share At 17% the resource share for mental health services in Northern Ireland is higher (+3 %) than that for English Administering Authorities. However this 17% of the SP resource only translates to around only 7% of service units. Therefore, like current services for people with learning disability, it would appear that services for people with mental health problems are high cost low / volume services and largely accommodation based.

Planned Service Development There are 20 new special needs housing projects identified in the Capital Development Programme, representing a total of 252 housing units. There is some concern that 16 of these planned developments are for 10 or more people, and a view that this concentration on capital projects, and on services in large shared living environments, will not promote the strategic objective of helping people with mental health difficulties access mainstream services and integrate back into the community.

Geographical Distribution EASPP area is under provisioned by around 7% whilst WASPP area would appear over provisioned by around 8%. There are smaller differentials for the other two areas, with SASPP area over resourced by about 2% in relation to population size, and NASPP under resourced by 1%.

Service Models A number of different service models used to support people with mental health difficulties. Shared housing dominates, but there is significant peripatetic provision, the majority of which is delivered in self-contained special needs accommodation, or as floating support to people in general needs housing.

Strategic Drivers Since the introduction of care in the community there has been a significant shift in the way in which treatment and care services have been delivered to people with mental health difficulties. This shift has meant that a significant number of people continue to receive treatment in their own homes.

DHPSS&PS have set objectives for Trusts to further develop their community services in order to prevent acute admissions. The target is to looking after a further 100 people with severe mental health problems in the community (Priorities for Action 2004 / 2005). This has resulted in the Mental Health Strategies emanating from HPSS Boards refocusing specialist mental health services towards higher needs groups, with GPs and Primary Care teams providing treatment and support to people with less serious illness.

The long standing policy that long term care for people with mental health difficulties should not be provided in hospital environments also continues to be a strategic driver for the development of housing based models of care.

Needs Analysis

Anecdotal reports suggest that a significant proportion of people experiencing difficulties in maintaining general needs tenancies also appear to have mental health difficulties. This is supported by referrals to the generic floating support service piloted by Triangle Housing Association in the NASPP area. Around 71% of referrals were for people experiencing mental health problems.

Whilst it would be accepted that housing based models can support the delivery of care and treatment in the community for those experiencing severe mental illness, there is some concern that an exclusive focus could lead to under recognition of the needs of people with mild mental health problems and those who are “out of treatment”.

A Review of Mental Health and Learning Disability (NI) is ongoing. Supporting People will review its strategy for people with mental health problems when this review is completed.

Conclusions: Mental Health

The current supply map indicates that specialist accommodation models are relatively well served in comparison with services delivered to people in mainstream accommodation.

Therefore the emphasis of service development resources will be on peripatetic services that can respond to the variable needs of people with acute conditions, and tenancy support services for people with mild mental health difficulties or who are out of treatment.

In particular the Commissioning Body will seek to commission services that are flexible enough to respond to different levels of need at different stages of illness, that can reduce the risk of homelessness, and / or, complement treatment at home services.

7.3 Older People

Resource Share At around 19% the proportion of SP funding dedicated to services for older people is broadly in line with that occurring across the English Administrative Authorities. This 19% of funding pays for around 68% of SP service units, indicating that current services for older people are comparatively high volume / low cost services.

Planned Service Development There are four new “category 2” sheltered housing projects in the Capital Development Programme, representing 59 housing units. Generally these provide warden services and are designed for frail older people. There are an additional 11 projects for older people with high needs containing 234 housing units. A significant number of these are for older people with dementia and other mental health problems. Of these, ten proposals contain 10 or more housing units. There is some concern that planned developments concentrate on large shared living environments may perpetuate institutional models. Also, this could potentially tie up significant resources and hinder the development of services to enable people to remain in their own homes.

Geographical Distribution There is a slight overprovision in relation to capitation share for EASPP and WASPP areas. Services across the NASPP area are proportionately similar to its HSPSS capitation share, while provision in SASPP area appears significantly below its capitation share.

Service Models Current services for older people represents value for money in that the number of units is high in comparison to resource commitment. The greatest volume of these services are delivered in sheltered housing. However, there is a view within HPSS that the potential of the current sheltered housing stock is not being exploited to the full, and more intense and flexible services might enable older people with higher level needs to make use of sheltered housing.

Strategic Drivers The People First agenda has meant that HPSS resources are increasingly targeted at developing services for prevention and rehabilitation, delivered to people in their own homes. Housing support services that can mirror and complement these community and domiciliary models of service delivery in primary health and social care are therefore a priority for Supporting People. Housing support services that can coordinate with and complement emerging stroke and fall rehabilitation services are required.

Supporting and maintaining older people who are experiencing mental health difficulties is an area where housing support services could have a particular positive impact. The emotional support and practical help that a housing support service offers could reduce the isolation and anxiety that often leads to depression for older people. Also supervision in carrying out household tasks and support to maintain the home in habitable condition may enable people with dementia to maintain their homes and their independence for longer.

It is acknowledged that a range of different levels and intensities of service are required for older people to enable choice. However, the current supply map would indicate that housing support services in specialist facilities such as sheltered dwellings is relatively well served in comparison to peripatetic services delivered to people in their current homes. Therefore priority will be given to services for older people that have the flexibility to respond to changing needs and can be delivered across a range of tenures.

Needs Analysis

Priorities for Action 2004 / 2005 acknowledges that demographic changes leading to the growth in numbers of older frailer people in the population, and subsequently highlights the need for HPSS to invest a greater proportion of the funding for community care services in services for this growing population. The SP Programme presents opportunities to support the delivery of these community care services by providing complementary housing support.

Community Safety Strategies frequently identify that crime, and fear of crime is a significant concern for older people in particular. Housing support services could contribute significantly to alleviating these concerns.

In order to achieve these strategic aims there needs to be a greater flexibility in the way in which housing support services are delivered, with a particular focus on developing flexible services that are deliverable to people in general needs housing and to owner occupiers. However, before significant strategic and commissioning decisions are made a robust needs analysis is required. This will focus on canvassing the views and aspirations of older people. It will ascertain which of the “eligible housing support activities” older people would find most useful. A comprehensive review of the effectiveness of alternative service models, such as “staying put” and community alarms services is also needed.

Conclusions: Older People

The main focus for new resources will be concentrated on developing peripatetic support services that will facilitate independence and choice for frail older people.

It is accepted that for some older people, particularly those with dementia, safety and supervision will be a major concern. This may be more appropriately achieved in “sheltered” environments. However service models that replicate residential care models will not be acceptable. Proposed design solutions will be closely examined to ensure that a balance between privacy and independence on the one hand, and safety on the other, is achievable.

Supporting People, in partnership with Health and Social Services Boards will commission research to:

- **Evaluate the effectiveness of existing “floating” support services, Home Improvement services and community alarms and other peripatetic models.**
- **Canvass the views of Older People in general needs housing as to their service needs and aspirations for the future.**
- **Enhance and improve the services currently available within sheltered accommodation**

7.4 Young Vulnerable People and Care Leavers

Resource Share The share of resources for vulnerable young people and care leavers is around 4% in monetary terms and around 3% in terms of service units. This is significantly below (-3%) the resource share for this client group across English Administrative Authorities.

Planned Service Development The Capital Development programme has 4 new projects to provide 29 housing units specifically for young people leaving the care system.

Geographical Distribution Current resources are concentrated in the EASPP and WASPP areas with an apparent under provision relative to capitation share for the other two ASPP areas. This may be accounted for by a significant “urban draw” from Belfast and Londonderry for this group in particular, and some of the specialist services for sub groups within the client population could be considered to offer regional services.

Service Models Most vulnerable young people are supported through peripatetic models; either floating support to people in general needs accommodation, or in self contained supported housing. Around 38% of the funding for vulnerable young people is dedicated to shared housing models, but this provides for only 23% service units. There are a small number of supported lodgings for this client group.

Strategic Drivers There are three main strategic drivers for vulnerable young people. The new Care Leavers Bill, NIHE Homeless Strategy, and PBNI Accommodation Strategy. The Care Leavers Bill identifies the need for young people to continue to be supported after they leave care. The Homeless Strategy identifies the need for services that will support young vulnerable tenants as they take up general needs tenancies and to work with them to prevent tenancy breakdown.

PBNI strategy identifies young offenders as a group in need of various types of supports to enable them to reintegrate into society and to prevent re-offending. The strategic approach recommended is very clearly focused on facilitating access to mainstream services. This includes housing, treatment for addictions, mental health services, and primary health care.

The response of all three statutory partners with varying responsibilities for young people is similar. Maximising opportunities for young people to access mainstream services and enabling them to move gradually towards independence. It is also clear that the needs being identified are similar regardless of the route of young people into housing support services. Flexible services that can accommodate people with similar needs regardless of their “care” or “offender” or “homeless” status are essential. Whilst there is a case for some shared living in emergency accommodation or if supervision needs are high, the general thrust of service development in the future will be to move young people into mainstream accommodation as soon as is appropriate and to support them there until they develop the capacity to become independent.

Needs Analysis In response to the introduction of the new care leavers’ legislation, a robust accommodation needs analysis has been carried out across Northern Ireland. However during the course of this work it was apparent that there was a significant population of vulnerable young people whose accommodation and housing support needs were similar to young people who have left the care system. Therefore this group was also included in the needs analysis. The details of this needs analysis is contained in the four HPSS Board Children’s Services Plans.

There is some concern from the SP Commissioning Body that the needs of teenage parents is underestimated, and are not being adequately met through current provision

Conclusions: Vulnerable Young People and Care Leavers

Priority will be given to new services that complement HPSS strategies to support young people leaving care, NIHE strategy to prevent homelessness, and PBNI accommodation strategy.

Services should be aimed at supporting vulnerable young people to achieve independent living and discharge their responsibilities as tenants.

Models of service delivery that include partnership with HPSS and PBNI and are available on the basis of needs rather care or offender status.

The ASPP groups will be asked to consider the availability of services for young parents in their area and to identify unmet need with a view to prioritising appropriate service developments.

7.5 Domestic Violence

Resource Share Services for women fleeing domestic violence represents around 7% of the NI Supporting People budget. This is around 4% greater than the proportion of SP resources in England.

Geographical Spread The distribution of services is broadly in line with population across ASPP areas.

Service Models Current provision is a mix of shared living and peripatetic support models. Again the pattern of high cost / low volume is apparent in shared living, whilst the “floating support” services offer high volumes at relatively low cost.

Strategic Drivers The Domestic Violence strategy for Northern Ireland is the main strategic driver for these services. There has been a recent consultation on this document.

The Supporting People team has worked with its Domestic Violence Sub Group to develop an accommodation strategy for women fleeing domestic violence. This will be issued for consultation shortly.

Other developments may affect how housing support is offered

to people fleeing domestic violence in the future. For example, anti social behaviour legislation will allow for the eviction of perpetrators. This may enable some women and children to remain in their family homes rather than having to find alternative accommodation. In cases like these floating support services could help the family to adjust to their new situation.

Needs Analysis

The SP Domestic Violence Strategy highlights some areas of unmet need. For example, there are two categories of young males relating to domestic violence that may have accommodation and support needs. Most hostels for women fleeing domestic violence can not accommodate families with male children 15/16 years and above.

Some of these young men have additional needs in that they are also perpetrators of domestic violence. Services for this group that are aligned with other programmes to address or prevent future offending are a commissioning priority.

Given the current level of provision for women fleeing domestic violence in Northern Ireland it is unlikely that additional resources will be available, and service developments may have to be accommodated from within current resources. For families with 16 / 17 year old boys who cannot be accommodated in refuges there may be a solution in enabling access to ordinary homeless provision. Floating support could also be refocused to meet the needs of these families.

The issue of 16 / 17 year old children who are also perpetrators is more problematic, although this could be potentially be resolved if more open access to services for vulnerable young people can be achieved.

Another group affected by limited availability men fleeing domestic violence. However there is no robust information on incidence and needs currently available. It is unlikely that the needs of this group could be accommodated within current specialist services. There would be some potential to meet need through homelessness or generic services. Supporting People will therefore consult with organisations and individuals raising this issue with a view to evaluating the level of need for this sub group, and ascertaining if and how these needs can be accommodated within the Programme.

Conclusions: People Fleeing Domestic Violence

Given the current level of resource allocation to services for people fleeing domestic violence, it is unlikely that there will be significant new investment until such times as there is a more equitable position in comparison with other

vulnerable groups.

In the interim there will be discussion with Providers to ascertain the potential for realigning or remodelling some services to meet the needs of currently excluded sub groups.

7.6 Homelessness

Resource Share	Homeless services in Northern Ireland have 21% of current SP resources. This is above the 19% share for homeless services across the English Administrative Authorities.
Planned Service Development	There are 19 planned new homeless projects in the Capital Development Programme which will provide 286 special needs housing units over the next five years.
Geographical Spread	A skewing of services towards areas with high urbanisation is evident, with both Belfast Area and West Area containing services disproportionately higher than their population share.
Service Models	By far the most dominant model for providing housing support to homeless people is in shared supported housing. However there is a significant amount of peripatetic services, in self-contained supported units, and a recent growth in “floating” support services.
Strategic Drivers	<p>The strategic priorities for homelessness in Northern Ireland are outlined in <u>The Homelessness Strategy</u> (NIHE, 2002). One of the main themes of this Strategy is the prevention of homelessness by crisis and early preventative intervention with people who appear to be having difficulty in maintaining a general needs tenancy.</p> <p>In addressing the needs of people who become homeless the strategy identifies a number of groups where current services do not fully meet needs:</p> <ul style="list-style-type: none">- homeless families and single parents- vulnerable young people,- People who appear to have become “long term” residents in short term homeless accommodation. <p>Generally the strategy identifies the need to provide accommodation, with flexible housing support services allowing people to integrate back into main stream housing.</p>
Needs Analysis	The needs that arise from the strategy are identified in terms of specific service developments for particular sub groups within the homeless client population.

In the main, homeless accommodation is intended as a short term solution. However a number of vulnerable people have “drifted” into long term stays in homeless hostels. Therefore there is a need to develop services that can help these residents “move on” into more suitable long term accommodation. It is recognised that some of this group do have needs that might inhibit their ability to move to fully independent living. More appropriate models of support could significantly improve the quality of life for these individuals. Services provided in self contained or small scale shared accommodation, with inbuilt flexibility to provide low level maintenance support, but with the capacity to respond to changing needs and crises could appropriately support this group.

There is a particular need to develop housing support services for vulnerable families and single parents. Again, services with the flexibility to respond to changing needs are preferred. Equality of access is an important theme for this client group. A service that is equally available to families no matter where they live in Northern Ireland is desirable, particularly if it has the capacity to follow people out of temporary accommodation and support them in establishing permanent mainstream tenancies.

A significant number of young people 17/18 years are presenting as homeless who are not previously known to Social Services. Whilst accessing accommodation for these young people is not in itself problematic there is a general under provision of appropriate housing support. Services that help these young people access and sustain mainstream accommodation are required. In particular short term services that will help them meet the terms of their tenancy and prevent them causing difficulties for neighbours and the community generally.

Conclusions: Homelessness

The pattern of current service provision would suggest some inequity across NIHE Areas, with highest provision in large urban areas. This may be justified because of factors such as differential social support networks, or access to other services and resources. None the less a review of the current geographical distribution is recommended to ensure that the allocation of resources reflects needs specific to the location.

The gate keeping and throughput of current services should be reviewed to ensure that they are appropriate and fulfil their aims

The development of peripatetic tenancy support services, (including resettlement services) will be a priority, as these could potentially achieve many of the goals of

the Homeless Strategy. These services could fulfil the preventative agenda, and provide “resettlement” services that could reduce the risk of tenancy breakdown when new, vulnerable tenants are placed. However the efficacy of such services would be contingent on suitable mainstream accommodation being available.

7.7 Ethnic Minorities

Resource Share	<p>The resource share for ethnic minority specific schemes is below 0.5% both here and in England.</p> <p>There are two group housing schemes for Travellers funded through Supporting People. Building work has begun on another. A sheltered housing scheme for Chinese Elders has also opened.</p>
Planned Service Development	<p>There are 2 new build developments for Travellers, containing a total of 20 supported housing units, planned to start 2007 / 2008.</p>
Geographical Spread	<p>Currently housing support services are concentrated in WASPP and EASPP areas.</p>
Service Models	<p>Group housing schemes is the predominant model.</p>
Strategic Drivers	<p>There is an Accommodation Strategy for Travellers developed by NIHE in advance of assuming statutory responsibility in December 2003. This identifies a number of housing options including large group housing, serviced sites and transit sites. Associated housing support services may be required. For travellers that remain on sites, housing support services could assist families to access other mainstream services.</p> <p>There is a growing ethnic minority population in Northern Ireland. As these populations become established it is reasonable to assume that some may develop needs for housing support services. A principle tenet of the SP quality agenda is to ensure that all services can be accessed by, and cater for the needs of any individual or family from an ethnic minority background. However recent incidents of racist attacks causing some ethnic minority families to have to leave their homes indicate that there may be some need for specialist services to address the specific housing support needs of some ethnic minority groups.</p> <p><u>The Race Equality Strategy</u> (Office of the First Minister and Deputy First Minister 2003) identifies a need for sheltered and supported accommodation for the growing number of older people from ethnic minority backgrounds, but the level and location of need is not quantified.</p>

Needs Analysis Work with the Travelling Community to identify and address their accommodation needs is ongoing. Areas identified are for accommodation based services, and for “floating” support to help Traveller families who have chosen to settle, with the aim of helping them establish main stream tenancies and integrate with local communities.

Needs in respect of other ethnic minority groups have not been robustly identified and quantified.

Conclusions: Ethnic Minorities

Supporting People would like to expand the availability of housing support services for Travellers so that support is available in all areas in NI where they currently live. Services will be developed and prioritised in line with the Accommodation Strategy for Travellers. Service models will be influenced by the needs and aspirations of the client population in any given locality.

Supporting People will seek to proactively engage with representatives of the other significant ethnic minority groups living in Northern Ireland to ascertain any unmet need for specialist housing support services, and to ensure that other services are accessible and can accommodate their needs.

7.8 Criminal Justice

Resource Share Specialist criminal justices services in Northern Ireland represent 2% of the total SP spend. This is 1% less than is spent on specialist services across English Administering Authorities.

Planned Service Development There is one planned project for ex-offenders in the Capital Development Programme. However this is to modernise the accommodation of an existing service.

Geographical Spread Specialist services are only available in Belfast.

Service Models Most traditional criminal justice schemes are delivered in shared supported housing. However floating support funding has led to the development of a significant service representing a relatively low cost / high volume service.

Strategic Drivers The general strategy from a criminal justice perspective is increasingly to seek community based solutions, with housing and housing support services seen as an integral part of preventing offending and in reducing re-offending. To this end

the main priority in the PBNI's Accommodation Strategy for Offenders (2003) is improving offender access to mainstream accommodation. Other priorities include temporary accommodation for offenders under court direction, and preventing offenders from becoming homeless.

Priorities for Action 2004 / 2005 identifies the development of Forensic mental health services as a priority for HPSS Trusts. There is a view from the Commissioning Body that some of the needs identified could be met through the provision of special needs housing and housing support services.

Needs Analysis

PBNI Accommodation Strategy (2003) identifies under provision of services in the north west of Northern Ireland in particular. It also identifies specific need in relation to a number of specific sub groups. Firstly, for female offenders, there is a general under provision of accommodation based support services. More specifically PBNI have identified a number of Female Offenders who are also the victims of violence.

Services are required that can provide crisis support and follow up to help achieve mainstream tenancies for this group.

A number of individuals coming out of the criminal justice system have additional complex, high support needs that require specialist services. In order to meet these needs specialist services that can accommodate offenders with additional care, treatment or supervision needs are also a priority. In particular, schemes combining housing support with therapeutic inputs to address factors such as substance abuse, mental health problems or learning disability. Services that can accommodate offenders safely alongside non offenders would be of particular interest. Again models that encourage and support move on to mainstream accommodation and rehabilitation to independent living are preferred.

There is a particular shortage of housing support that can address the needs of young offenders. Services that are aligned with treatment programmes to address the offending behaviour of this client group with the aim of rehabilitating back into the mainstream are of particular interest.

Housing support services that can provide an emergency response and follow up to support people expelled by their community have also been identified as a priority for PBNI. Specifically, services that can achieve a balance of protection for the service user with a rehabilitative element that will reduce the risk of offending behaviour leading to future tenancy breakdown are sought.

Accommodating people convicted or suspected of sexual offences has proved particularly problematic. Housing support services for people in this group need to strike a balance between providing safety and support for the offender whilst protecting members of the wider community (in particular vulnerable families with children, or vulnerable young people) who may also be using the same accommodation or services. They also need to facilitate the reintegration of the offender into mainstream society.

Conclusions: Criminal Justice

Supporting People will therefore not commission any new specialist probation services in the greater Belfast area, but will focus on services developments in other areas.

In line with PBNI accommodation strategy SP will seek to ensure that where appropriate, any new specialist services commissioned can accommodate probation referrals. In particular services for people experiencing mental health or addiction problems, or with a learning disability. There will be particular attention given to any new services for vulnerable young people to ensure that these services will be accessible to all with similar needs, including those from a Criminal Justice route.

There will be discussion of the specific needs identified in PBNI Accommodation Strategy for West and South areas to ascertain if these require specialist service developments or are best met through more general housing support provision.

Similarly, the needs of specific sub groups identified in PBNI Accommodation Strategy will be considered with a view to how they can be accommodated within current or planned services for people from a non-offending background, and where this is not possible, to consider the development of small scale offender specific services.

The SP team will work with HPSS Trust and PBNI partners to identify if any of the needs for Forensic mental health services could potentially be delivered in supported housing.

7.9 Physical and Sensory Impairment

Resource Share At around 2%, the resource allocation to housing support services for people with a physical impairment is low in comparison to other service user groups, but is broadly in line with resource allocation for this client group across English Administrative Authorities.

The Supporting People supply map would show that, while there is a range of special design or adapted accommodation available for people with physical disability, accompanying housing support services are disproportionately low.

Planned Service Development

There are 10 new special needs housing projects for people with a physical or sensory impairment in the Capital Development Programme. These contain a total of 109 housing units. In addition there are four new build projects, containing a total of 15 housing units for people with “complex” needs. Generally these schemes are built as design solutions for identified individuals with additional physical needs.

Geographical Distribution

The geographical distribution of services for people with a physical disability show EASPP and WASPP areas have proportionately more services than their capitation share. SASPP area has slightly above, while NASSP has significantly less provision than its capitation share.

Service Models

The majority of SP resources invested in services for people with a physical impairment are delivered in self contained supported housing (59%) or in shared supported housing (41%).

Strategic Drivers

The main strategic objective in Priorities for Action 2004 / 2005 for people with physical and sensory impairment is to develop the range of services required to enable them to live as independently as possible. The housing input to achieve this will often be the provision of appropriately designed housing, or through the adaptations programme. Supporting People services may also have a role in facilitating young people with disabilities, and people with newly acquired disability, to make appropriate use of these design solutions and develop the skills required for more independent living.

Needs Analysis

HPSS Boards have, or are in the process of assessing the needs of people with physical and sensory impairment. Supporting People will request that housing support needs are considered as part of this assessment.

More recently there has been a higher profile given to the needs of people with acquired brain injury. Supporting People will liaise with the four Board Brain Injury teams to ensure that the housing support needs of this group are being given due consideration.

Conclusions: Physical and Sensory Impairment

Supporting People will welcome proposals to develop appropriate housing support services for people with a physical or sensory impairment living in the

NASPP area.

New service developments will be prioritised to at least achieve parity in the proportion of funding dedicated to physical impairment services.

Preference will be given to new service development proposing flexible services that facilitate independent living outside of shared housing models.

In particular services that enable young people to achieve an independent tenancy, and services that will help people with a newly acquired disability to return to or maintain independent living will be prioritised.

7.10 Addiction Services

Resource Share	Addictions services in Northern Ireland currently have around 5% of the total SP resources compared with 2% in England. All of the services in Northern Ireland provide support to people with alcohol addiction. There is no specialist provision for drug users. Despite the level of funding, housing support for people with addictions is concentrated in a small number of projects.
Planned Service Development	There are two planned capital developments for addictions services in the Capital Development Programme. The largest of these is to rebuild existing provision, and the other is for an 8 bed project for people with alcohol and mental health problems.
Geographical Distribution	Three ASPP areas have provision above their capitation share (EASPP, SASPP, and WASPP), while there is no provision in NASPP area.
Service Models	Most housing support services for people with addictions are currently delivered in shared accommodation, in homeless hostels or in specialist shared housing. There is a small number of services in self contained supported housing.
Strategic Drivers	The main strategic driver for addictions services is the <u>Northern Ireland Drugs and Alcohol Strategy (2002)</u> . The focus of this Strategy is on developing local community based treatment services. Whilst it does not directly address accommodation needs, it is accepted that housing support could potentially assist the achievement of many of the objectives identified in the Strategy.
Needs Analysis	The current concentration of services in special needs accommodation for this client group generally would appear to be at odds with locally based community treatment development for people with addictions. The need for such a high level of

“special needs” accommodation is questionable.

Anecdotal evidence from NIHE District Offices would suggest that problems with drugs and alcohol are significant factors in many breakdowns of tenancy. It, along with mental health problems, is also a significant feature amongst groups such as rough sleepers. Generally these individuals are “out” of treatment services, and therefore not able to access current provision. That this represents a significant unmet need that is currently not receiving priority because of the focus on treatment, and the marginalisation of this client group generally.

Conclusions: Addictions Services

The Commissioning Body will prioritise Addictions service developments in NASPP Area. Other ASPP groups will consider the pattern of service provision in their areas and critically evaluate the appropriateness of current housing support service distribution in the light of developments in local, community based treatments. Some reappportionment of current resources may be required.

Supporting People will not commission any additional accommodation based services for people with addictions. Rather it will focus on peripatetic support to enable people to access general needs accommodation or to prevent tenancy breakdown, or outreach services to address the needs of rough sleepers who are addicted to drugs or alcohol.

7.11 Refugees / Asylum Seekers

Resource Share	Whilst NIHE provide accommodation for people who are seeking asylum, and have responsibility to house them under general Homelessness legislation once they have achieved refugee status, the SP supply map shows that Northern Ireland has no specialist housing support services for refugees or asylum seekers.
Planned Service Development	There are no specific services in the Capital Development Programme.
Geographical Distribution	No specific services at present.
Service Models	No specific services at present.
Strategic Drivers	<u>The Race Equality Strategy</u> (Office of the First minister and Deputy First Minister, 2003) identified between 300 and 2000 refugees and asylum seekers in Northern Ireland. As for services for people from ethnic minority groups generally this Strategy

calls for co-operation and co-ordination between agencies providing services to address the particular problems experienced by refugees and asylum seekers. The major theme of the document is that agencies should ensure that people are enabled to access mainstream services.

Needs Analysis

Many of the housing support needs for Refugees and Asylum Seekers may be similar to those of people from minority ethnic backgrounds. There may be additional language and cultural barriers for people who have newly arrived in Northern Ireland than that experienced by people from an ethnic minority background, many of whom may have lived here for a longer time, or have been born here.

There is no robust quantitative information on the volume of services that might be required. However a peripatetic service that can meet the specific needs of refugees and / or asylum seekers, which can be selectively applied to complement other services (from emergency accommodation right through to mainstream housing), would support the aims of the Strategy.

Conclusions: Refugees / Asylum Seekers

The Supporting People Team will proactively work with representatives of Refugees and Asylum Seekers to assess and quantify their housing support needs.

Projects in partnership with other statutory agencies with responsibilities in this area are preferable. As are services that can attract resources to provide complementary services such as translation; access to legal advice; access to support for victims of domestic violence etc.

Flexible services that can facilitate people to access mainstream housing and other services are preferred.

Section 8: Charging Policy

- 8.1 Supporting People inherited a number of different funding streams, some of which were means tested, whilst others were not. Following consultation an “ability to pay” test was agreed in February 2003.
- 8.2 A decision was made not to means test short term services. Short term services are defined as those with the intention of moving people on to more independent living, within a two year time scale. The rationale for this decision was the desire to avoid creating a disincentive to taking up work and that it was not administratively efficient for Providers or Supporting People to means test for charges in short term schemes.
- 8.3 The current means test being used is eligibility for housing benefit. There is a fall back means test so that payments for people who would become ineligible when the payment was split would be protected, and that any new service user in this position would also be protected.

7. Annual Plan

To be developed on the completion of consultation

Comments should be sent by 31st July 2004 to:

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This document is available in other formats. If this is required please contact Eleanor May at:

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Supporting People Client Populations

The Supporting People Programme will continue to fund services for a broad range of vulnerable people. The table below identifies 11 main client populations. **Existing** services for specialist groups have been categorised under one of the main client populations.

These main “Client Populations” form the basis of the supply map analysis that underpins this strategy. However it should be noted that;

- Where possible the main client populations are based on HPSS Programmes of care, NIHE “full duty applicant” groups, or PBNI categorisation. There are some groups, people with Aspergers syndrome for example, who have been assigned to a “programme of care” by DHPSS&PS to ensure that they receive services. Where this is the case Supporting People will follow guidance.
- Client populations are not mutually exclusive. Some individuals may fall into one of more of the main client populations.
- Some schemes may cater for people with a range of “complex” needs. These have been designated to one of the main client populations based on the primary need of the individuals using the service.
- In the future we expect to see growth in “generic” services. These are service that will provide tenancy support to a range of people from a number of different “client populations”.

Client Population	Including Sub Groups	Sponsor Agency
Learning Disability	People with learning disability & challenging behaviour People with learning disabilities (social care) Resettlement of people with learning disabilities People with learning disability and severe physical disability Autism	HPSS
Mental Health	People with enduring mental health problems People with mild mental health problems Younger people (under 65) with dementia	HPSS
Older People	Older people with mental health problems Older people with dementia Older people with support needs Frail older people	HPSS
Young Vulnerable People	Young people at risk or leaving care Young single parents / pregnant teenagers Vulnerable women & children Young homeless (under 25)	HPSS / NIHE
Domestic Violence	People fleeing domestic violence	NIHE / HPSS
Homeless	Homeless families with support needs Rough sleepers Single homeless with support needs	NIHE

Ethnic Minorities	Travellers Chinese Community Ethnic Minorities	NIHE / HPSS
Criminal Justice	Mentally disordered offenders Offenders Ex prisoners Probation referrals	PBNI
Physical Impairment	People with degenerative / long term illness People with HIV / Aids People with physical disabilities People with sensory impairment People with acquired brain injury	HPSS
Addictions	People who use / misuse alcohol People who use / misuse drugs Street drinkers	HPSS
Refugees / Asylum Seekers	Refugees Asylum seekers	HPSS / NIHE

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