

# NORFOLK SUPPORTING PEOPLE STRATEGY 2008-2013

## PART 2

### Client group section - key points and action plans

This section describes the research and service development work which has been carried out for each client group to identify the key needs which need to be met within the plan period. They are based on more detailed proformas for each client group which are available as a technical appendix to the Strategy when finalised.

**A note on data** In both sections of the strategy data is quoted on the supply of existing services. Information on accommodation based services is taken from the data system which we use to manage contracts, and is up to date. Information on floating support comes from the new HomeStay service commissioned from Stonham Home Group which started in April 2007, from Great Yarmouth Home Support, Julian Housing Support and from three pilot projects. As well as providing services for people transferring from other services, HomeStay has received a high volume of new referrals. HomeStay has provided information on the transferred service users and new referrals but considered that there were some inconsistencies in the data and intends to carry out a full review of service users. This was not available at the time of drafting and the data which has been used is the transfer data and new referrals to June 2007. Up to date data will be included in the Annual Plan 2008-9.

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## Highest Priority Group

### Gypsies and Travellers

- Gypsies and Travellers ( G & Ts )have higher levels of deprivation than the most deprived areas of Norfolk
- Existing services are provided on authorised local authority long term and short term sites. These are in all districts except Broadland and North Norfolk
- The floating support service provided by Ormiston now has a 3 year contract and a review started in late 2007 . This service meets one of the objectives of the Gypsy and Traveller Strategy. A range of stakeholders were involved in providing input to the specification for this service
- Ormiston concentrate on people who are very marginalised from mainstream services and more likely to be in unauthorised stopping places, HomeStay on Gypsies and Travellers in settled accommodation but HomeStay have had few referrals. Reasons for this need to be investigated
- East of England single issue review, and Norfolk needs surveys, show needs for 92-94 more pitches in Norfolk and this is likely to require additional services. There are unresolved issues on where these sites should be - areas where local authority/ community is more tolerant may not be where Gypsies and Travellers want to live
- Need for audit of unauthorised and tolerated sites to determine number that can be authorised
- Gypsy and Traveller Strategy needs to be revised. SP will work with partners to see how this can be funded
- KEY SERVICE GAPS Support for people in settled accommodation

Action	Lead and partners	Start	Finish	Result
To consider the need for an expanded FS service for G & Ts in line with the East of England Regional Assembly's estimation of the number of new pitches needed in Norfolk.	G & T Liaison Group Traveller Education District Councils	November 2007	June 2008	Current and future needs for an expanded FS service will be established
To consider the feasibility of providing a model of service provision in line with the Self Directed Support/Personalisation Agenda through self management of a Gypsy and Traveller site	As above	April 08	April 09	A new model of service provision with Gypsies and Travellers self managing their site in line with self-directed support

## Offenders

- Ensuring that offenders leaving prison have ready access to appropriate accommodation and support has been shown to be a very effective way of reducing re-offending and contributing to community safety
- Lack of services in Great Yarmouth will be partly remedied by a newly commissioned service although this is only funded for three years and does not cover all offenders. Lack of services in Kings Lynn still not met.
- SP will continue to work with the Norfolk Offenders Accommodation Forum to ensure appropriate housing advice is delivered to people in prison and on remand to minimise risk of loss of accommodation and maximise access to appropriate settled accommodation on release
- In early 2007 SP agreed to fund three new services for offenders, two of which have three year funding only
- There may be a case for reviewing inter agency structures for offender services as part of the new LAA arrangements
- Ensure appropriate use of existing services e.g. Dereham
- KEY SERVICE GAPS Services for short sentenced prisoners. More offender bed spaces in Kings Lynn (could be part of homelessness provision). Gender specific accommodation. Services for people with serious offending, challenging behaviour and history of hostel exclusion

Action	Lead and partners	Start	Finish	Result
Continue with the implementation of the NOAF Action Plan	NOAF, SOI and SMB	On-going		
Consider the impact and plausibility of offender providers reserving bed spaces for soon to be released prisoners	CCB with NOAF referring to LA partners and CSG/CB	Nov 07	March 08	Protocol for reserving bed spaces agreed which will not adversely affect PIs for relevant providers. Loss of revenue is an issue
Develop a mechanism for identifying current and future unmet need for housing and support for all types of offender to establish a link with capital bidding rounds	LA/NOAF/NPA	Jan 08	Dec 08	
Development of an appropriate information sharing protocol to improve referrals and acceptances of offenders into homeless services	NOAF/PEP	To be advised		Reduction in refusal rates, improved risk assessments for service providers

Action	Lead and partners	Start	Finish	Result
Development of rent deposit scheme accessible to offenders	SP Team/NPA/Las	To be advised		Introduction of rent deposit scheme to increase the number of offenders accessing housing within the private rented sector
Ensure offenders are represented within the planned move-on strategy in an appropriate manner	SP Team/GNHP	Sept 07	Mar 08	Offenders placed into appropriate supported accommodation
Evaluate temporary funded schemes to determine suitability for permanent revenue funding	SP Team	Nov 09	Mar 10	Decision to fund permanently based on quality and outcomes achieved
Ensure offenders are appropriately represented within the LD Strategic review	SP Team/NOAF/NLDS	2008		Inclusion of offenders within the outcome for the LD Strategic Review

## Substance Misuse

- Substance misuse appears to be more prevalent in Norwich, Great Yarmouth and Kings Lynn but this may be because some data comes from hospital admissions
- Substance misuse is frequently associated with and can mask other issues such as mental illness and is also linked with offending behaviour and homelessness
- There are only two specific supported housing schemes, in Norwich and Kings Lynn, but many other supported housing services support service users with substance misuse issues
- No services for older people with substance misuse problems
- Norfolk Drug and Alcohol Partnership (N-DAP) Housing Sub-Group provides an effective planning structure in respect of substance misuse and housing. It is launching a guide to the range of models needed to support people who are at different stages in respect of alcohol and drug use

- KEY SERVICE GAPS Services for older people and people continuing to use substances. Supported housing in Great Yarmouth, Kings Lynn and Norwich  
Further support for providers on developing and implementing substance use policies

Action	Lead and partners	Start	Finish	Result
Consider the case for needs research based on the accommodation and support options outlined in the N-DAP housing and support model. If case is justified plan and commission research	SP, N-DAP Housing Group	October 2007	March 2008	Clearer understanding of demand and gaps across the county
Explore gaps in services for older people with substance misuse problems	SP, N-DAP, Homelessness providers, sheltered housing providers, NASSD	Jan 2008	Ongoing	Appropriately meeting the needs of older people with alcohol and drug problems
Work up models of supported accommodation for consideration in future capital bid rounds in Greater Norwich	Relevant District Councils, SP, N-DAP	2008	2010	Increased specific supported accommodation for people with drug and alcohol problems
Evaluate dual diagnosis pilot floating support	SP, St Martin's Housing Trust	Jan 2008	Jan 2008	Better understanding of how support can be delivered to people
Support accommodation providers to adopt and operate clear but flexibly applied policies in respect of alcohol and drug use	SP, N-DAP, homelessness hostel review steering groups	Oct 2007	Ongoing	Reduce numbers of people with alcohol and drug problems who leave their accommodation in an unplanned way

## Teenage Pregnancy

- Teenage mothers are less likely to finish their education, find a good job and more likely to be single parents and bring their child up in poverty. Their children are more likely to have poor health and have reduced life chances
- Incidence is below the national average except in Great Yarmouth and Norwich

- SP and Connexions research suggests key gaps are in North Norfolk, Norwich, South Norfolk and KLWN
- DoH best practice guidance to local housing authorities and voluntary sector housing providers expected late 2007
- KEY SERVICE GAPS No supported housing outside Great Yarmouth and Norwich

<b>Action</b>	<b>Lead and partners</b>	<b>Start</b>	<b>Finish</b>	<b>Result</b>
Explore the options for providing dedicated accommodation in rural areas for teenage parents North Norfolk, South Norfolk and especially King's Lynn (which has high individual ward counts)	SP and strategic housing partners	2007	Tbc	Access to dedicated accommodation and support for teenage parents
Take forward the actions identified in the research completed in 2007	SP and TPU in partnership with all other partners (to include Children's Services, strategic housing partners and others)	Sept 2007	Tbc	A more comprehensive and holistic service to be provided to teenage parents across the county
Models of good practice that exist especially in rural areas should be investigated and fed into the Young Persons Housing and Support strategy currently being formulated	SP, TPU and strategic housing partners	Ongoing	Tbc	As above
Information on support and accommodation needs to be systematically collated and disseminated to young parents and agencies that support them	SP, TPU and strategic housing partners	Ongoing	Tbc	As above
Young Persons Housing and Support strategy currently being formulated should address the timing of housing and support offers made to young parents		Tbc	Tbc	As above

## Young People

- Effective early interventions can reduce risk of substance misuse, youth offending, teenage pregnancy and homelessness
- Supported housing is concentrated in North Norfolk, Norwich and Great Yarmouth. With the exception of North Norfolk, there are few services in rural areas. In the absence of services, young people are inappropriately housed in B and Bs or other services
- Floating support vital in sustaining tenancies, can provide flexibility in rural areas and reduce urban drift. Needs to fit in with roles of Childrens Services, Connexions and YOT
- Supported lodgings could be expanded to rural areas
- Housing Strategy Group convened by North Norfolk DC will be leading on county-wide needs research into the housing and support needs of young people
- KEY SERVICE GAPS Supported housing in Breckland, Broadland, South Norfolk and Kings Lynn and West Norfolk

Action	Lead and partners	Start	Finish	Result
<ul style="list-style-type: none"> <li>• Development of county-wide housing and support strategy for young people (to include care leavers and teenage parents)</li> </ul>	NNDC lead partners SP, Children's Services, Connexions	April 2007	Tbc	Implementation of CWHSS for young people
<ul style="list-style-type: none"> <li>• Development of clear move on routes for young people from temporary accommodation</li> </ul>	SP with strategic housing authorities	Ongoing	Tbc	More effective and sustainable move on from temporary accommodation
<ul style="list-style-type: none"> <li>• Development of a range of appropriate accommodation in rural and urban areas – this will include floating support in addition to supported lodgings and accommodation based schemes</li> </ul>	SP with strategic housing authorities	Ongoing	Tbc	Young people achieve and sustain accommodation across the county
<ul style="list-style-type: none"> <li>• Completion, agreement and sign up to the protocol between Children's</li> </ul>	Norwich City Council lead with partners strategic	Ongoing	Tbc	Effective and easy to access referral routes for young

Services and Strategic Housing Authorities for homeless young people	housing authorities and Children's Services			people and the agencies that support them
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## Second Priority Group

### Domestic Abuse /Violence

- All domestic violence refuges in Norfolk are under pressure and few of them have an adequate range of resources to deal with large families, those including a disabled person, older male children and BME needs
- National standards require an additional 49 places in refuges and a programme to deliver these is under way.
- Fewest existing services in Breckland, Broadland and North Norfolk - new services proposed in these areas but funding not yet agreed
- Joint working between refuges is good. Greater clarity about overall planning structures is needed
- Strategic review of domestic abuse services is planned
- KEY SERVICE GAPS Supported housing quality upgrades, and complete programme of new refuges

Action	Lead and partners	Start	Finish	Result
Improve disabled access and availability of refuge accommodation in the county	SP with strategic housing partners	2003	Tbc	Equal access to refuge accommodation for disabled women or children fleeing domestic violence
Increase ability of support providers to accommodate women with complex needs, older male children and other significant needs as detailed in above sections	SP with strategic housing partners	2003	Tbc	A network of Norfolk refuges that can accommodate women with a range of complex or significant needs
Ensure that out of hours access to refuges is available across the county	SP	July 2007 (as part of strategic review)	Tbc	Emergency access to refuges is consistent and well advertised to appropriate referring agencies
Ensure full compliance with requirements of BVPI 225 Accommodation element	SP and strategic housing partners	Ongoing	Tbc	Compliance for all districts with BVPI

Action	Lead and partners	Start	Finish	Result
All other elements	Local authorities/voluntary agencies/SP/DV providers	Ongoing		

## Homelessness

- There is much more supported housing provision for single homeless people than for homeless families. This provision is concentrated in Norwich Great Yarmouth and Kings Lynn.
- Homelessness reviews nearing completed in Greater Norwich and nearing completion in Rural East Anglia have come to similar conclusions showing lack of provision for younger people and people with complex needs often including mental health, substance misuse and offending behaviour  
**KEY SERVICE GAPS** Services for younger and older people and those with complex needs in Breckland, King's Lynn and Norwich. Great Yarmouth needs not fully investigated

Action	Lead and partners	Start	Finish	Result
Continue to work on and develop the action plan linked to The Greater Norwich Homelessness Hostels Strategy	DC's/ Supporting People – providers, Space East, N-DAP Housing Group	In progress	2010	More effective access to hostels/ more appropriate use of hostels/ more effective move on
Work up proposals to meet gaps identified for homeless people in Greater Norwich, mindful of time scales for capital bidding and the availability of revenue	DC's - Supporting People/ Norfolk Probation/ N-DAP	Summer 2007	2010	Increase access to provision for people who continue to drink/use substances and for offenders who are hard to place

<b>Action</b>	<b>Lead and partners</b>	<b>Start</b>	<b>Finish</b>	<b>Result</b>
Write up, disseminate and consult on findings of Rural East Anglia homelessness hostels review	Supporting People/ DC's – Probation, Adult Social Services, Norfolk PCT, Children's Services, N-DAP, Space East, West Norfolk VCA, providers	Summer 2007	Jan 2008	Reach agreement on any changes to services and other actions to fill gaps
Develop and implement Action Plan from homelessness hostels review	As above	Jan 2008	2010	To ensure that the system of support is as effective as it can be within available resources
Work up proposals to meet gaps identified for homeless people in Rural East Anglia, mindful of time scales for capital bidding and the availability of revenue	As above	Autumn 2007	2010	Fill gaps in service provision
Come to a decision about the value and feasibility in carrying out a sub regional review of single homelessness support services in Great Yarmouth and Waveney	Norfolk Supporting People/ Great Yarmouth Borough Council/ Waveney District Council/ Suffolk Supporting People - providers and other partners	To be agreed	To be agreed	To understand what works well and where gaps exist in the provision of support for single homeless people in Yarmouth and Waveney
Carry out a review of single homelessness support services in Great Yarmouth (if the decision is made not to undertake a sub regional review)	Norfolk Supporting People/ Great Yarmouth BC - providers and other partners	To be agreed	To be agreed	To understand what works well and where gaps exist in the provision of support for single homeless people in Yarmouth
Develop and implement any Action Plan resulting from the review of homelessness services in Yarmouth (and/or Waveney)	Norfolk Supporting People/ Great Yarmouth BC - providers and other partners	To be agreed	To be agreed	To ensure that the system of support is as effective as it can be within available resources

## Physical Impairment

- Very few supported housing schemes outside the Norwich area
- Very low turnover in existing schemes
- Known demand for 12 units a year from people leaving rehab, and unspecified number from residential care
- Very low provision compared to region and country
- A consultation appointed by Breckland Council is drafting a housing and support strategy, drawing on previous work  
KEY SERVICE GAPS More supported housing outside Norwich, improved means of access to existing adapted housing

Action	Lead and partners	Start	Finish	Result
Develop housing and support strategy	Breckland, ASSD, SP, PCT, NCODP	October 2007	March 1 2008	Consultation draft of Housing and Support Strategy to be prepared by consultants
Consult on draft strategy	Ditto	April 2008	June 2008	Agree Strategy
Form implementation group from key agencies to oversee implementation	Ditto	July 2008	Ongoing	Implement Strategy
Develop supported housing scheme in Kings Lynn and West Norfolk	KLWN, ASSD, SP	Feb 2008	2010	Increase supply in an are of known deficit

## BME needs - Black and Minority Ethnic Communities

- Aside from services for Gypsies and Travellers there are no specific SP services for people from BME communities
- Countywide research published in 2007 confirms that proportion of people in Norfolk from BME backgrounds is likely to be small and that the majority of that population is likely to be drawn from people from a white European heritage

- The research suggests that a small proportion of the BME population will have housing support needs around obtaining housing and benefits and that these needs are best met by a housing support provider  
KEY SERVICE GAPS Floating support

Action	Lead and partners	Start	Finish	Result
Participate with partners, commissioners and providers in any discussions around meeting the housing and support needs of BME communities in Norfolk as identified in recent research	SP, District Councils, Norfolk County Council, RSLs, community based organisations	Oct 2007	Ongoing	Meet the challenge of providing information and support to the small but diverse BME communities in Norfolk
Ensure that housing support services are actively promoted through BME networks and other BME community based organisations	SP, support providers, community based organisations	Ongoing	Ongoing	To ensure that information about housing support is accessible, appropriate and available to all communities in Norfolk

## BME needs - Migrant workers

- The patterns of migration have changed in recent years with numbers of Portuguese workers in Breckland being supplemented since accession to the European Union of the E8 states by workers from Poland, Lithuania, Latvia and Estonia (also working in King's Lynn and West Norfolk, Great Yarmouth and Norwich)
- There is only one specific small SP funded pilot floating support service for migrant workers in Great Yarmouth
- Pilots undertaken by Norfolk SP have demonstrated the need to ensure that floating support is accessible to migrant workers
- Great Yarmouth Refugees Outreach Support and King's Lynn Area Resettlement Support are key community based organisations engaged with migrant workers
- The housing support needs of migrant workers are principally around access to accommodation and information/signposting about their rights in respect to housing standards and employment rights and practices
- There are particular challenges for all service providers in offering any support to individuals who have entered illegally or who have no recourse to public funds whilst in the country  
KEY SERVICE GAPS Floating support accessible to migrant workers

<b>Action</b>	<b>Lead and partners</b>	<b>Start</b>	<b>Finish</b>	<b>Result</b>
Continue to draw lessons about the support needs of migrant workers through the pilot service managed by GYROS	SP, Great Yarmouth Borough Council	Ongoing	Ongoing	To build on the body of knowledge about the use of housing support in respect of migrant workers
Maintain good links with district councils and community based organisations to ensure that housing support services respond effectively to the needs of changing populations	SP, District Councils, community organisations	Ongoing	Ongoing	To participate in making a comprehensive response in respect of the support needs of migrant workers
Ensure that SP floating support services are promoted amongst and accessible to migrant workers and their community organisations	SP, Stonham HomeStay, District Councils, community organisations	Ongoing	Ongoing	To ensure that information about housing support is accessible and available to migrant workers

## **BME needs - Refugees**

- There are no specific services for refugees
- Norwich is a dispersal area for asylum seekers (through NASS - the National Asylum Support Services) who are accommodated temporarily through Clearsprings although only small numbers of those who get a positive decision about their status opt to stay in or around the City
- NASREF is an effective multi agency forum in respect of planning and provision to meet the needs of asylum seekers and refugees
- Social Services supports children who have arrived unaccompanied and some need accommodation and support on reaching 18
- The primary need is for floating support for individuals who receive a positive decision and have at most 28 days to leave Clearsprings accommodation, to secure alternative accommodation and support them in the process of moving
- Through the Home Office Gateway programme a group of Congolese refugees families were supported to settle in Norwich in 2006/07
- Some of the Gateway families have ongoing support needs which will require intervention through floating support once their support package through the Gateway programme ends

- A further intake of Congolese families is planned through Gateway in 2008/09 and some families are likely to have ongoing floating support needs  
KEY SERVICE GAPS Floating support for people leaving NASS funded accommodation

Action	Lead and partners	Start	Finish	Result
Maintain knowledge and links with Refugee community and support organisations through active participation in the Norwich Asylum Seekers and Refugees Forum and Asylum Voice - self advocacy meetings	SP through NASREF	Ongoing	Ongoing	Maintain awareness of any changing needs amongst refugees for housing support
Ensure that refugees and their support organisations are aware of housing support services and able to access them at point of need	SP, Stonham HomeStay, other SP providers where relevant	Ongoing	Ongoing	Refugees access support at point of need and satisfied with support received
Ensure that Gateway refugees have access to housing support where needed after their support through Gateway has ended	SP, Stonham HomeStay, British Refugee Council	From Jan 2008	Ongoing	Support is received and contributes to the ability of individuals and families to settle securely

## Sensory Impairment

- Very few services funded by SP
- Main requirement is to assist people to live in their own homes, supported by ASSD and voluntary organisations
- Indications that additional supported housing needed for people who are deaf-blind - existing services are provided by Sense East in Dereham. This should be considered regionally  
KEY SERVICE GAPS Lack of good quality supported housing

Action	Lead and partners	Start	Finish	Result
Housing needs to be investigated as part of Physical and Sensory Impairment housing and support strategy (see Physical impairment section)	Breckland, ASSD, SP, health	Sept 2007	April 2008	Increased information from stakeholders and users on housing and support needs and programme of actions to meet these
Include high need low prevalence in Regional Supporting People Strategy	SPERG	In progress	Dec 2007	Regional approach to provision

### Third Priority Group

### Learning Difficulties

- 301 units in supported housing with SP funding, plus an additional 119 with SP funding, spread around all districts but lowest relative to population in Norwich and Kings Lynn
- Services tend to be for people who are eligible for services from Social Services rather than for people with lower levels of need (with particular gap around people with autistic spectrum disorders and low support needs )
- There is a need for more self-contained accommodation where people can receive support- either small numbers of properties on one site or 'ordinary' homes in the community
- New housing and support options to be developed within strategic framework of 'This is my home' Housing Plan for people with learning difficulties which will be updated in 2008
- New (SP funded) services have supported people to move through a Private Sector Leasing Scheme and (currently) to buy their own homes
- Unmet needs include support over transition from living at home for young people, long term floating support, resettlement service to assist people moving into independent accommodation  
KEY SERVICE GAPS Self contained supported housing; long term floating support for people with lower support needs; short term floating support to enable people to access housing options and greater independence

Action	Lead and partners	Start	Finish	Result
Initiate a reference group to undertake the strategic review to include all relevant officers from NLDS, ASSD & SP	SP/ASSD/NLDS/Project Group	Nov 2007		Project board established to advise and monitor the progress of the review
Update the Housing Plan	Housing Group/ASSD/SP	mid 2008	End 2008	Refreshed programme
Consider provision of long term floating support services for people with learning difficulties	Housing Group/ASSD/SP	mid 2008	End 2008	Subject to priorities and finance, a new service
Project group set up to undertake the review, to include people with learning difficulties and their supporters, providers and LD services and commissioners	Project Board	Jan 2008		Project group to manage the review and to ensure inclusion of service users and providers
Outline of methodology to be developed by the project group for initial consultation <ul style="list-style-type: none"> <li>• Need to link in with SP reviews of LD services scheduled to be completed by the end of 2008</li> <li>• Need to reference the outcome of the regional VIP project looking at contract alignment.</li> <li>• Must ensure the methodology remains accessible</li> </ul>	PB	March 2008		Clear objectives and methodology to allow a measurable process that is inclusive to all partners

## Mental illness

- Norfolk overall has a good level of SP services for people with a mental illness, partly due to the large floating support service provided by Julian Housing Support. The level of service is lowest in Broadland and Breckland
- Known gaps are for more intensive support on the Bakery Court model in Great Yarmouth and Kings Lynn
- Hospital link workers assist pathways back to normal accommodation and funding is not yet secure
- Joint planning affected by PCT change. Commissioners Forum has recently been formed

KEY SERVICE GAPS Funding for hospital link workers, Bakery Court model in Great Yarmouth and Kings Lynn

Action	Lead and partners	Start	Finish	Result
Consider the provision of a long term service for people with severe and enduring mental health problems in the East and West of Norfolk based on the Bakery Court model of service provision	Agreed RSL ASSD Health GY and Waveney Sub Region REAP sub region	December 07	Jan 09	A formal proposal for the provision of this service
Work with partner agencies to effect the replacement of Deneside Hostel in GY	GYBC ASSD Agreed RSL Support Provider	December 07	Jan 09	A building more suitable for people with mental health problems and with improved accommodation
Fund a new service providing care and support for people moving out of Norwich Mind's residential care home into interim accommodation before taking on their own tenancy	NASSD Norwich Mind	Ongoing	Jan 08	Provision of good quality housing related support service enabling people to gain confidence and skills to move to their own tenancy
Consider expanding the JHS FS contract if through monitoring it is evidenced that more people are moving out of MH residential care homes in Norfolk than can be accommodated through the existing contract	NASSD, District Councils, JHS	December 07	January 09	Evidenced needs of client group can be met
Consider the continuation of the Hospital Link worker post to cover acute wards at Hellesdon Hospital and to provide reach out support to Homelessness projects and Council officers	NASSD Health JHS	Ongoing	January 08	Temporary funding from SP in the short term with continuation of this resource with joint funding from partner agencies in the long term

## Older People

- In 2006 there were 170,560 people aged 65 and over in Norfolk, 19% of the total population. By 2011 this number is expected to rise by 21,450 to form 22% of the population
- Services for older people funded by SP include sheltered housing (6,714 service users), housing with care (689 service users), community alarms (4,920 service users - who may or may not live in sheltered housing) and Home Improvement Agencies (with an estimated 1,050 projects completed annually)
- About 7,400 people live in sheltered housing or housing with care. This is 4.4% of the population aged 65 or older.
- The cost of Supporting People Services to these 7,400 people is £3,923,000 which is 25% of the value of SP contracts.

## Sheltered housing

- Within sheltered housing, everyone pays the support charge regardless of whether they need or wish to receive the services of the scheme manager
- It needs to be decided whether the 25% of the SP programme grant spent on sheltered housing is rightly focused when only 4.4% of older people are able to receive it. However change must be negotiated since service users are long term tenants.
- The sheltered housing review has been undertaken. As part of the draft strategy for sheltered housing, the development of a housing and support strategy has been proposed. There are also proposals for ensuring that sheltered housing stock is fit for purpose. Outcomes could be - upgrades to accommodate more vulnerable people, decommissioning of out of date schemes which cannot be upgraded, greater use of schemes as resource centres, use by other client groups
- The Brooke model shows how sheltered housing scheme managers can successfully provide useful short term support to older people in the neighbourhood without it having an impact on the tenants living at the scheme that is used to provide the outreach support.  
KEY SERVICE GAPS Implementation of strategic review, and further use of the Brooke model

Action	Lead and partners	Timing
Present draft strategic action plan to CB	SP & DC lead	February 08
Consult with stakeholders and providers over the action plan and revise	SP & DC lead	April / May 2008
Formal consultation on summary review report and draft strategic action plan	SP, partners & providers	June – Sept 08

<b>Action</b>	<b>Lead and partners</b>	<b>Timing</b>
Establish an effective strategic countywide mechanism for future planning to meet the housing and housing support needs of older people in Norfolk.	SP, district councils, NASSD & providers	Oct – Nov 08
Revise draft strategic action plan	Strategic countywide group	Dec 08

### **Housing with care/very sheltered housing**

- Norfolk has 527 units, a third of them in South Norfolk. Breckland, Broadland and Kings Lynn and West Norfolk have fewest as a proportion of their population aged 65 and over
  - Current research into the needs of older people by Adult Social Services will clarify the need for additional schemes
  - Some increased capacity could come from remodelling of sheltered housing
  - More units are needed for people who are elderly and mentally ill. This will be led by the research being done by ASSD.
  - Additional housing with care schemes may be required from the above analysis
- KEY SERVICE GAPS Under review

<b>Action</b>	<b>Lead and partners</b>	<b>Start</b>	<b>Finish</b>	<b>Result</b>
Adult Social Services Senior Management Team (SMT) to make a decision on whether to adapt the balance of need within a housing with care scheme as per the SP review . At the moment some schemes are running with a very high level of need for all tenants, making it difficult for staff to provide adequate care and support to all. This would mean reviewing their eligibility criteria countywide.	SMT, ASSD & SP	Report going to next available SMT		Will provide a balanced service giving the service users a better standard of support and care
SMT to make a decision regarding allocation of tenancies, as this procedure is not consistent across the county, using models of best practise.	SMT, ASSD & SP	Report going to next available SMT		Reduce the voids times within some schemes

Action	Lead and partners	Start	Finish	Result
The sheltered housing review could also involve some work if schemes are to be adapted to extra care schemes . Need to take into account schemes that are already in place across the county so that the geographical split is correct.	SP, DC leads			Better coverage across the county, allowing more choice for service users
Investigate the need for additional housing with care schemes	SMT, ASSD & SP	In progress		Meeting gaps in provision compared with the population of very elderly people

### Home Improvement Agencies

- Very important service for older and disabled people, helping them to live safely and comfortably in their own homes, also unlike many SP services this covers all tenures
- Countywide coverage but the range of service provided, particularly handyman services, is uneven. This is partly affected by overlap with voluntary agencies and uneven pattern of funding from other agencies e.g. ASSD and health
- Pattern of administration affected by previous restriction on creation of new HIAs
- KEY SERVICE GAPS Model for all services, and greater rationalisation of services and funding at a district level

Action	Lead and partners	Start	Finish	Result
<b>Short Term</b>				
Mapping of all existing HIA services	SP & HIA Mangers	Ongoing		A clear understanding of the services available in the parts of the county. This is being collated from the full service reviews for all the HIAs. The review findings will then feed into a strategic review of the HIA service across the county.

<b>Action</b>	<b>Lead and partners</b>	<b>Start</b>	<b>Finish</b>	<b>Result</b>
HIA report on developing a handyperson service across the county to go to CSG using the agreed additional funding, to plug the current gaps across the county	SP, HIA Managers & DC leads	CSG 18.9.07		Will ensure that the additional funding is spent in the best way across the county, to provide a core handyperson service across the county. Plugging the gaps where there is no service at the moment. Delivery plans requested from HIAs to demonstrate what additional outcomes would be achieved by the funding.
<b>Long Term</b>				
Consider the merits of establishing a standard county wide service working to a core specification	SP, HIA managers and DC leads	Oct 08		Consistent service to all areas of the county.

### **Community alarms**

- Important preventative and reassurance service for older and vulnerable people
  - Tenants payments for alarms are subsidised by HB, owner occupiers on similar incomes pay in full
  - Value of services could be increased by more flexible services with links to assistive technology e.g. POPPs prompt service via NCAS
  - Multiplicity of providers
  - Strategic review to start in mid 2008
- KEY SERVICE GAPS Model for service delivery with increased capacity for links with assistive technology

Action	Lead and partners	Start	Finish	Result
Strategic review will take place to look at all alarm providers.	SP, providers and DC leads	July 08	Tbc	To establish that we are getting value for money from the current alarm providers, and that the service provided is of a consistent quality

## Cross Authority Access to Services and Local Connections

Cross Authority services provide services for people coming from both the area they are in, and from other areas outside (in Norfolk's case) the county. The term does not apply to service users moving between district council areas or housing sub regions. All domestic violence services are designated as "cross authority" and the Government must be consulted if any of them are to be closed. No other services in Norfolk have been designated as "cross authority".

Information from Client Record Forms, which are completed when a service user first receives a service, show that more people move from Norfolk to receive services elsewhere than people from elsewhere move to receive services in Norfolk. Women do move across district boundaries to access domestic violence refuges. From time to time there are difficulties with the capacity of these services to meet demand. Proposals for new or improved refuges in Norwich Breckland Broadland and North Norfolk should reduce these capacity issues.

The Government's grant conditions do not allow Supporting People services which apply local connections policies so in practice where people need to move to receive services they are able to do so. However in 2006 Communities and Local Government also issued 'Getting Connected' which gave guidance on the circumstances in which single homeless people, without a firm connection to the authority in which they were residing, could be supported to move back to an authority with which they have a connection.

The Supporting People Eastern Regional Group (SPERG), which is a regular meeting of representatives of every Supporting Team in the East of England, has agreed to prepare a Regional Supporting People Strategy by the end of 2007 and this will include cross authority issues.

## **HOW THE SUPPORTING PEOPLE PROGRAMME IN NORFOLK IS MANAGED**

### **The role of the Commissioning Body**

The Commissioning Body is the inter agency group of senior officers which has over arching responsibility for strategic oversight of the Supporting People programme, including the Supporting People Programme and Administration Grants, the review process, commissioning and decommissioning services, strategic planning and the administration of the programme.

The Norfolk Supporting People Commissioning Body comprises senior officer representatives from the Administering Authority, the seven District Councils, the Primary Care Trust, the Probation Service, the Youth Offender Team and the Drugs and Alcohol Programme.

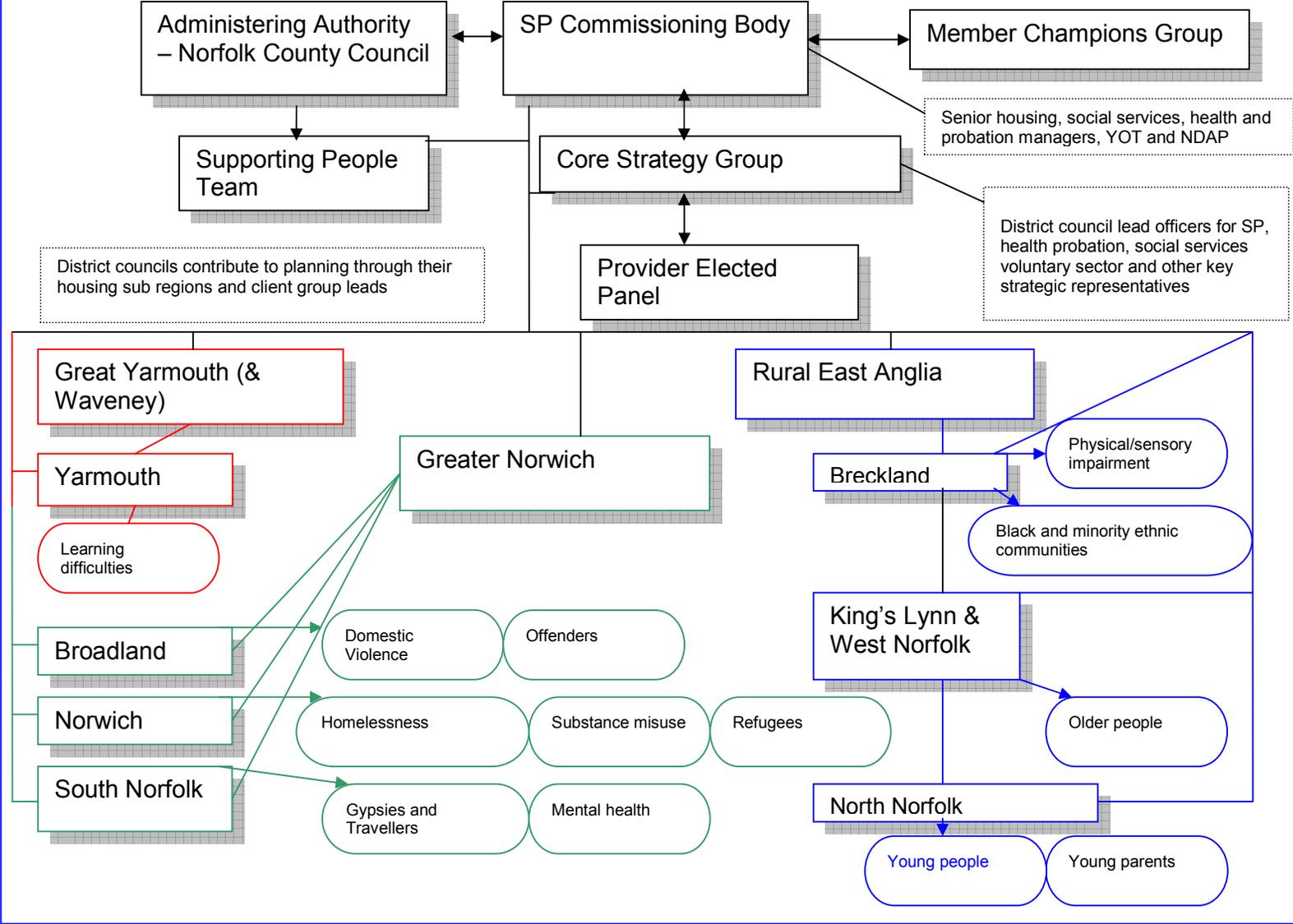
### **The role of the Member Champions Group**

This group comprises elected members from each local authority, Probation Board members and PCT board representatives. The group champions the Supporting People programme within their organisation, and advises on the political dimensions of the programme.

### **The role of the Core Strategy Group**

The Core Strategy Group is made up of planning and strategic officers from the Administering Authority, the seven housing authorities, probation, health, key agencies such as the Drugs Intervention Programme and Teenage Pregnancy Strategic Unit and the chair and two representatives of the Provider Elected Panel (see below). It is responsible for undertaking detailed policy and analytical work identified as needed to develop and implement the Supporting People programme. Each district council also takes a lead in joint planning for one or more client groups, as shown in the diagram below.

### Norfolk Supporting People – Planning and Governance



### **The role of the Provider Elected Panel**

The Provider Elected Panel includes representatives of voluntary sector and Registered Social Landlords providing services to every client group covered by the Supporting People Programme, and is currently chaired by the Chief Executive of Space East. The PEP provides a two way means of communication by which providers can raise issues of concern with the Supporting People Team, and the Team can consult on emerging proposals before they are fully formulated.

### **The Administering Authority**

The Administering Authority is Norfolk County Council which provides the legal and administrative base for the Supporting People programme, including employing the Supporting People Team and entering into contracts with providers on behalf of the Commissioning Body.

### **The Supporting People Team**

The Supporting People Team is based at the County Council and carries out the day to day work of the programme, including developing and monitoring the Supporting People Strategy, monitoring contracts, paying providers, reviewing services and providing information to Communities and Local Government.

### **Statement of Local Charging Policy**

Under the Supporting People programme, service users are expected to pay for the services they receive BOTH if they have the means to do so, AND if they are in long term services - these are services where users are expected to receive services for more than two years. The ability to pay is linked to entitlement to Housing Benefit (HB). Long term services are those where users are expected to receive services for more than two years.

The charges are paid to the provider of the services. The amount of charge is specified in the block subsidy contract between the Supporting People programme and the provider.

In more detail, the system is as follows. The Norfolk policy on charging for Supporting People services follows Government advice and is linked with the Fairer Charging system operated for Social Services clients. The two main points are that:

- People on Housing Benefit, or who are assessed as not needing to pay under the Fairer Charging rules, are exempted from paying charges
- People using services which are intended to be short term (that is less than 2 years in duration) are exempt from paying charges

In practice this means that the main groups who may pay charges are tenants of sheltered housing schemes and some tenants of housing schemes for people with a physical or learning disability or mental illness.

**Those tenants not in receipt of HB may choose to complete a Fairer Charging form, assisted where necessary by support workers. This is analysed by the Supporting People team and the outcome is notified to the service user and provider.**

Providers inform us when there are changes of tenancy. In order to establish the liability of the new tenant to pay charges, we need to check whether they are entitled to Housing Benefit, and their permission is needed to do this and the information must be checked with Housing Benefit.

All tenants who wish to claim subsidy must complete a consent form which enables SP to check their HB entitlement with the appropriate HB office.

It should be noted that if an individual is in a service defined as short term for more than two years, charges are not automatically imposed at the end of two years. It is the service which is designated short term, and it is accepted that there may be cases where services are required for a long period.

The Supporting People Team works closely with District Council Housing Benefit teams to verify service users' Housing Benefit status, with the permission of service users, and without compromising their rights under the Data Protection Act.

If a service user disputes any decision under the charging rules, and the complaint cannot be resolved by negotiation, it is referred to the Norfolk Social Services statutory complaints procedure.

## Glossary of Terms Used

ASSD	Adult Social Services Department
BME	Black or Minority Ethnic Group
CAT	Community and Assessment Team (North Norfolk)
CLG	Communities and Local Government, the Government Department responsible for the Supporting People Programme, formerly the Office of the Deputy Prime Minister
CB	Commissioning Body; meeting of senior housing social services health and probation officers which has overall responsibility for the direction of the Supporting People programme in Norfolk
CDRP	Crime and Disorder Reduction Partnership
CSG	Core Strategy Group; meeting of Supporting People lead officers in the district councils, members of Supporting People Team, and representatives of health and probation, to manage the Supporting People programme
CSR	Comprehensive Spending Review, an overarching review of Government spending for three years, usually rolled forward every two years
DAAT	Drug and Alcohol Action Team
DCLG	Department of Communities and Local Government, the Government department which has responsibility for Supporting People and other housing and local government functions
DIP	Drug Intervention Programme
DfES	Department for Education & Skills
DoH	Department of Health
DTTO	Drug Treatment and Testing Order
DV	Domestic Violence
EERA	East of England Regional Assembly
Fairer Charging	Department of Health advice on the criteria for who should be charged for Social Service and Supporting People services
Floating Support	Support provided to people in their own homes by mobile support workers – including outreach and resettlement. The use of the word “floating” indicates that the service can move to other users when it is no longer needed by the initial user, or move to other locations with the user

General social care	Accompanying people on holiday Accompanying people on social activities Accompanying people on routine appointments e.g. hospital visits Carrying out domestic tasks Help with carrying out day to day tasks e.g. laundry Supervision of people
GYROS	Great Yarmouth Refugee Outreach Service
GNHP	Great Norwich Housing Partnership, comprising Broadland Council , Norwich City Council and South Norfolk Council
GO EAST	Government Office for the East of England
HEART	Housing, Employment and Rural Training
HIA	Home Improvement Agency
HMP	Her Majesty's Prison
IB	Individual Budgets - funding to enable vulnerable people with care needs to choose and purchase the services which they feel will assist them best
JIP	Joint Investment Plans – multi-agency plans required by the Department of Health for some client groups
JSNA	Joint Strategic Needs Assessment, a health and social services assessment of needs
KLWN	Borough of Kings Lynn and West Norfolk
LAA	Local Area Agreement, a multi agency strategy for public services in Norfolk
LIST	Local Implementation and Support Team (West Norfolk)
LPH	Little Plumstead Hospital
LSP	Local Strategic Partnership, local partnerships of statutory and voluntary organisations to promote well being of the area
LSVT	Large Scale Voluntary Transfer – term used for housing associations whose housing stock was transferred from a local authority
NAHP	National Affordable Housing Programme - the investment programme of the Housing Corporation
NASS	National Asylum Support Service
NCODP	Norfolk Coalition of Disabled People
NDAP	Norfolk Drug and Alcohol Programme
NHF	National Housing Federation
NHS	National Health Service

NOAF	Norfolk Offenders Accommodation Forum
NOMS	National Offender Management Service, the merger of the Prison Service and Probation
NORCAS	Norfolk Community Alcohol Services
NSF	National Service Framework, advice from the Department of Health on policies for particular groups of health service users
NYOT	Norfolk Youth Offending Team
MIND	National Association for Mental Health (voluntary organisation)
PAG	Probation Accommodation Grant
PCT	Primary Care Trust
QAF	Quality Assessment Framework
REAP	Rural East Anglia Sub-regional housing strategy area, comprising Breckland, Kings Lynn and West Norfolk and North Norfolk
RSL	Registered Social Landlord, a technical term for housing associations
SIO	
SMB	Senior Management Board for Offender services
SP	Supporting People
SPERG	Supporting People Eastern Regional Group - meetings of lead SP officers in the Eastern Region
SP Team	Full time team based at Vantage House in Norwich which is responsible for the day to day operation of the Supporting People programme
SPLS	Supporting People Local System, computer information system which in Norfolk has been purchased from computer software firm Swift/Anite
SPINTLS	Supporting People Interim Local System, ODPM computer system for managing Supporting People data and finance
THB	Transitional Housing Benefit, a payment linked to Housing Benefit to pay for Support Services to the recipient. Ceased at the end of March 2003
TPU	Teenage Pregnancy Unit
Very Sheltered Housing	Sheltered housing specially designed for frail older people, with 24 hour care available. Also known as housing with care and extra care sheltered housing
YMCA	Young Men's Christian Association
YOT	Youth Offending Team, an interagency team to reduce young offending