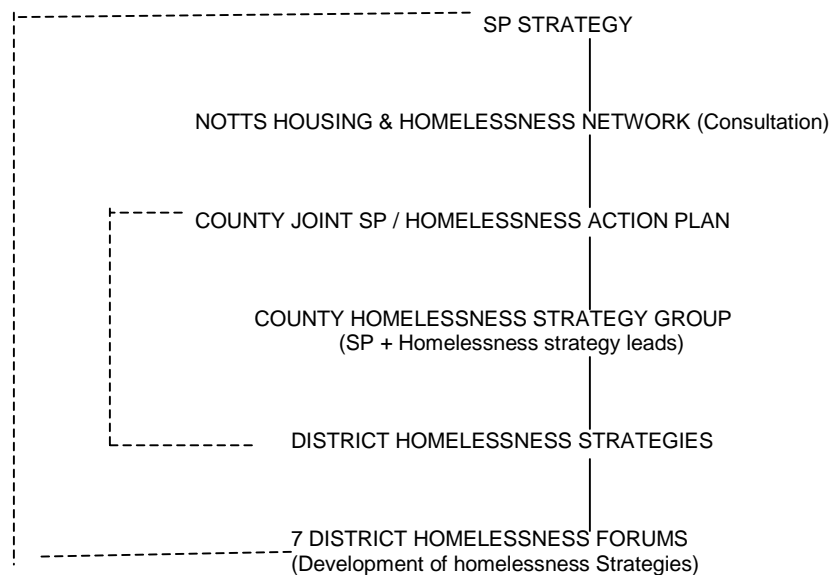


## **SUPPORTING PEOPLE SERVICES FOR HOMELESS PEOPLE WITH SUPPORT NEEDS**

### ***Partnership and consultation in the development of the 5 year Strategy***

The development of Homelessness Strategies (including homelessness reviews) has been key to the formation of this section of our Strategy and Supporting People has worked closely with the seven district and borough Councils in Nottinghamshire to identify need and plan effectively, both on a district and County level. The diagram below indicates the process that has been undertaken to identify the support needs of homeless people and consult on the direction of future Supporting People services in this area.

#### **DEVELOPING THE SP STRATEGY - HOMELESSNESS**



Nottinghamshire is fortunate in having an established network of Homelessness Fora covering all seven local authority areas. Each Forum comprises a wide range of local stakeholders, brought together to share information and identify ways of meeting the needs of homeless or potentially homeless people locally. In all areas, the District Homelessness Forums have been used as the basis for developing local Homelessness Strategies. Supporting People Team members are represented on and play an active role in these local Forums and have been able to use this as the basis for identifying issues and consulting around the Supporting People Programme on a local level. The district/borough Homelessness Reviews and Strategies produced through local Homelessness Forums have clearly highlighting current and potential support needs for homeless people in Nottinghamshire and have been used as the basis for shaping the Supporting People Programme for this service user group.

As well as having a direct input into local Homelessness Forums, the Supporting People Team have worked with Local Authority housing partners responsible for producing Homelessness Reviews and Strategies to produce this joint, countywide statement around the support needs of homeless people. Specific consultation *will be* carried out through the Nottinghamshire Housing and Homelessness Network (an established umbrella group for homeless organisations in the County) and wider consultation through processes outlined elsewhere in the Strategy.

In addition to this model, the Supporting People Team has linked in with work being carried out by Connexions Nottinghamshire to commission an analysis of homelessness amongst young people in the County. Results of this research have also been taken into account within the action plan.

### ***What we know about existing services***

Current SP funding for homeless people with support needs (pa):	£
As a % of total SP Grant:	%
Average weekly cost of services for this service user group:	£
Number of units of support within Nottinghamshire:	
As a primary client group:	442
Comprising:	
Support units for single homeless:	415
Support units for homeless families:	27
As a secondary client group:	140
Comprising:	
Support units for single homeless:	140
Support units for homeless families:	0
Total:	582
Number of unit of support by district:	Ashfield 142
(primary and secondary client groups)	Bassetlaw 137
	Broxtowe 16
	Gedling 18
	Mansfield 123
	Newark and Sherwood 126
	Rushcliffe 20

The vast majority of services providing support for homeless people are currently aimed at single homeless people with support needs. Services for homeless families are only available within Ashfield and Rushcliffe (one service in each area) and are delivered exclusively as accommodation based services within

Local Authority hostels. Both services are provided by the Local Authority, as support provider and provided a low level of support only. No specific provision for homeless families exists in other districts, although floating support services primarily targeted at other service user groups are likely to be providing support to some homeless families with support needs in all districts.

Current provision for single homeless people with support needs combines a combination of accommodation based supported housing and floating support services, although the majority are floating support services. Much floating support is also able to offer support to other client groups, eg people with drug and alcohol issues, young people at risk. A large proportion of floating support services focus on tenancy sustainment/preventing homelessness.

Support providers are predominantly Housing Associations, with a small amount of Local Authority service provision. In total 11 different providers are currently providing services in Nottinghamshire. Services are concentrated within the north of the County, with only a small amount of provision in Broxtowe, Rushcliffe and Gedling.

### ***Current Services and Supporting People Key Objectives***

#### ***1. Priorities of Partner Agencies***

##### ***Impact: Partner agencies PI's linked to Supporting People***

Use of B&B

Preventing Homelessness

Rough Sleepers

Length of stay in TA

In general, homeless applications to Local Authority Housing Departments are not reducing. Whilst not all homeless people require or want support, the number of homeless people approaching Local Authorities with additional support needs is significant. Particular priorities have been identified around homeless people with substance misuse or mental health needs and homeless women at risk of domestic violence. Services for homeless people will need to reflect this complexity and services may need to be reconfigured to accommodate these additional specialisms.

All Homelessness Strategies recognise the role that support services can play in preventing homelessness. A number of current Supporting People services are already focussed on tenancy sustainment but there is scope to extend this further to areas where there is currently less coverage. There is scope to broaden

existing services to ensure that they operate across tenure types and are able to support both families and single people. Better co-ordination of existing floating support services could also ensure that preventative/tenancy sustainment work is given a specific focus within services to a range of service user groups.

The silting up of accommodation based services, linked to the lack of move on/permanent housing (with or without support) has been identified as a priority in all areas of the County. As a result of this, existing Supporting People accommodation based services are often continuing to provide services to people who no longer need that level or type of support and people are spending longer than necessary in temporary accommodation.

Silting up problems are also preventing potential service users from accessing services quickly or at the point where their needs are greatest. The need for quick access accommodation based services that can respond to homelessness has been highlighted as a priority in a number of areas across the County.

In addition, an under provision of accommodation based services able to provide support to homeless people (particularly young homeless people) has been identified in some areas, primarily the south of the County.

The coverage of existing services does not extend to many of the rural areas within the County or is not focussed on the particular needs of rural communities. There is scope to extend service provision to rural areas.

## *2. Other issues and priorities identified from needs information*

Priorities and needs information have largely been incorporated into District Homelessness Strategies from which the priorities outlined above have been drawn.

Local Authority homelessness statistics and caseloads support the need for the development or refocusing of services to cater for homeless people with additional support needs. In the south of the County, a significant number of homeless applications are from women at risk of domestic violence (**stats to be added**) supporting the need to explore additional refuge or floating support services in this area. Caseloads also highlight increasing numbers of homeless applicants who also have drug and alcohol issues, mental health needs or offending behaviour.

Targeted, preventative work being undertaken by Local Authorities in some parts of the County is proving to have a positive effect on reducing homeless applications (**Broxtowe/Gedling figs**). Supporting People services need to link in with these initiatives.

The Supporting People Needs Snapshot Survey, undertaken in June 2004 has provided information to suggest a larger than traditionally recognised number of rough sleepers within the County. Whilst this survey only provides, crude and indicative information, further investigation is probably required to establish the true extent of rough sleeping and plan service responses accordingly.

#### Other needs survey findings

- Homeless watch findings
- YP research
- Rural homelessness figs

### 3. Access

The current uneven spread of services across the County means that accessing services in some areas is difficult. This is particularly apparent in the south of the County and in more rural areas where there are significantly fewer services, especially accommodation based support services. In the south of the County there is a commonly held perception that services users have traditionally accessed accommodation based homelessness services in the neighbouring Nottingham City area. Although initial JCSHR data does not necessarily support a net export of service users, a lack of accommodation based services available in the south of the County (compared to evidence of need) is generally acknowledged. The Cross Authority Group will continue to monitor movement between the south county conurbation and City areas for a number of service user groups.

A Snapshot Survey of the ethnicity of service users carried out by the Supporting People Team in January 2004, highlighted the low number of BME service users receiving services at that time. This would seem to raise questions as to the appropriateness and accessibility of existing services for BME service users and further work is required in this area.

Services must be accessible to service users who are homeless but have additional support needs. No services should operate blanket exclusion policies and access to services must be through an assessment of current risk at point of entry to the service.

Accommodation based services are currently experience silting up problems due to a lack of move on accommodation. This is preventing services from being able to respond quickly to service users who are homeless or faced with homelessness. Whilst an emphasis on preventative services should have a positive impact on the number of service users actually becoming homeless, there is still a need to improve both the throughput of accommodation based services and access to move on/permanent accommodation.

#### 4. Quality, effectiveness and value for money

Single homeless with support needs: floating support unit costs (pw)

<b>National average</b>	Upper quartile	Lower quartile	<b>Regional average</b>	Upper quartile	Lower quartile	<b>Nottinghamshire average</b>
£74.37	£87.44	£32.05				£147.47

Homeless families with support needs: no existing floating support services

Single homeless with support needs: accommodation based unit costs (pw)

<b>National average</b>	Upper quartile	Lower quartile	<b>Regional average</b>	Upper quartile	Lower quartile	<b>Nottinghamshire average</b>
£138.38	£175.18	£61.59	£161.77	£233.92	£67.71	£244.66

Homeless families with support needs: accommodation based unit costs (pw)

<b>National average</b>	Upper quartile	Lower quartile	<b>Regional average</b>	Upper quartile	Lower quartile	<b>Nottinghamshire average</b>
£98.10	£127.02	£19.78	£126.77	£226.49	£27.98	£84.48

*National and regional averages and upper and lower quartile information taken from ODPM national and regional vfm tables (figures are not provided for all service types)*

*Notts average currently taken from ODPM average unit cost table*

Services for homeless families (accommodation based services only) are below both regional and national averages. However, we know that a low level of support is currently provided within these services.

Services for single homeless people with support needs are above national averages for both floating support and accommodation based services. Whilst no regional data is available for floating support services, accommodation based services are above regional average unit costs. Nottinghamshire services for single homeless people with support needs are above the national upper quartiles for both floating support and accommodation based services.

Further work is required to identify the level and type of support being provided within services for single homeless people with support need in order to fully assess value for money issues. Reviews of these services are being carried out during 2004/5 and value for money issues will form an essential part of this process. However, overall it would appear that these services could potentially provide greater value for money, through either reduced costs or the provision of additional units within existing costs.

All services will be validated against the requirements of the Quality Assessment Framework during 2004/05 and this will feed into the overall review process, including consideration of quality within the value for money assessment.

PI information to be added

#### *5. Service user and carer participation*

District and borough Homelessness Forums provide an opportunity for service user involvement, although in practice service users do not actively attend Forum meetings. However, groups directly representing the interests of homeless people do attend and take an active part in decision making.

Support providers have their own established mechanisms for consulting with service users at service level and there is scope for Supporting People to link in with this consultation, both to seek the views on currently service provision and planning of future services.

Service users are consulted directly as part of the validation visit process for all services, via interview and informal questionnaire.

#### ***Shaping services over the next five years***

The above analysis has resulted in a number of key commissioning themes being identified. These themes will shape services for this service user group over the next five years.

#### *Ensuring appropriate level and quality of provision*

There is a need to ensure that services are available across the County, including rural areas. Existing services are primarily concentrated in or around main towns and there are a disproportionate amount of services in the north of the County. Identified need in the south of the County and in rural areas could be better met through a redistribution of existing floating support provision and the development of a number of additional units over the next five years.

The lack of accommodation based services in the south of the County also needs addressing, although this would also rely on a successful bid to the Housing Corporation for capital funding. To minimise silting up problems identified within current accommodation based services, any new service should consider mechanisms for maintaining an element of quick access and define clear routes to move on accommodation, with support where necessary.

Silting up issues within existing schemes must also be addressed through work with partners (including other social and private landlords) to identify and develop pathways to move on accommodation. Accommodation based services must be able to respond to homelessness by enabling quick access to services.

#### *Meeting specific and/or complex needs*

A range of services should be provided to support this service user group. Low level, preventative type floating support can enable people to avoid homelessness, whilst accommodation based services should provide more intensive support for those who have lost their accommodation. In addition, some accommodation based and floating support services should be able to support people with more complex needs in order to break the cycle of homelessness.

In particular, links between homelessness and mental health needs or substance misuse have been identified and services should be able to respond to this.

Services for women who are homeless as a result of domestic violence are not spread evenly across the County and there is a need to develop refuge provision serving areas where there are currently no services.

#### *Better co-ordination of services*

Supporting People services need to be linked in with services provided by other agencies such as drug treatment and advice services and mental health services. Support providers will need to demonstrate that they have established links at service level and that they work with partner agencies to offer holistic service provision where appropriate.

At a strategic level, Supporting People should maintain and build on links with the district and borough Homelessness Forums and other commissioning agencies such as the DAAT, CJIP and the Teenage Pregnancy Board.

#### *Enabling effective service user involvement*

To be added

#### *Preventing homelessness*

The focus of services for this service user group should primarily be on preventing homelessness or repeat homelessness. Services should be able to define how they are working with service users to do this. Short term floating support services primarily aimed at other service user groups (eg offenders or people with drug or alcohol issues) should be aware of their role in sustaining tenancies and preventing homelessness. Floating support schemes with an focus on tenancy sustainment should be available in all districts.

An action plan to address these themes is attached.



## SP Action Plan – HOMELESS PEOPLE WITH SUPPORT NEEDS

Key Commissioning Theme: Ensuring Appropriate Level and Quality of Provision						
Service Level Objective	Task	Timescale	Impact	Lead	Partners	
Ensure SP services are accessible to and inclusive of rural communities	<ul style="list-style-type: none"><li>Consider the development of supported lodging schemes for homeless people in rural areas</li></ul>	05/06	Contribution to social inclusion  Reduce the number of people sleeping rough	SP	Local homelessness Forums, Social Services, MASH	
	<ul style="list-style-type: none"><li>Develop provision of floating support to rural areas</li></ul>	08/09			SP providers,	
Improve access to housing and support to enable successful move on from SP homelessness services	<ul style="list-style-type: none"><li>Investigate barriers to accessing permanent housing and identify potential solutions</li></ul>	05/06	Increased throughput within SP services	?	All	
	<ul style="list-style-type: none"><li>Work with Local Authorities and other housing providers to explore options for establishing existing longer term/permanent housing that can link to existing floating</li></ul>	from 05/06	Reduction in length of stay in temporary accommodation  Reduction/elimination of use of B&B as temporary accommodation	SP	Housing Providers, District/Borough Councils	
	<ul style="list-style-type: none"><li>Establish direct access/emergency bedspaces within existing schemes where appropriate</li></ul>	05/06	Reduce the number of people sleeping rough	SP	SP providers	
	<ul style="list-style-type: none"><li>Support the development of a direct access accommodation based service for single homeless in Gedling/Rushcliffe/Broxtowe</li></ul>	05/06		Broxtowe BC, Gedling BC, Rushcliffe BC	SP, Hsg Corp	

	subject to capital commitment from the Housing Corporation)				
Develop a more even geographical spread of provision for young homeless people (including care leavers)	<ul style="list-style-type: none"> <li>Use the SP review process to explore opportunities to refocus existing services to meet identified need in south Broxtowe, Gedling and Rushcliffe</li> </ul>	08/09	Social Inclusion  Effective delivery of Homelessness Strategies  Reduction/elimination of use of B&B as temporary accommodation  Reduce the number of people sleeping rough	SP	Homelessness Forums, SP providers

Key Commissioning Theme: Meeting Specific and/or Complex Needs						
Service Objective	Level	Task	Timescale	Impact	Lead	Partners
Ensure SP homelessness services are able to meet the needs of people with substance misuse problems		<ul style="list-style-type: none"> <li>Develop provision for substance misusers in areas where a need has been identified (Mansfield, Gedling and Broxtowe)**</li> </ul>	08/09	Effective delivery of local Homelessness Strategies  Reduction in repeat homelessness	SP	Local Homelessness Forums, Notts DAAT, DRGs, CJIP
		<ul style="list-style-type: none"> <li>Use the SP review process to explore opportunities to refocus existing services to provide more specialist support</li> </ul>	08/09	Reduction in substance misuse  Reduce the number of people sleeping rough	SP	SP providers, other stakeholders
		<ul style="list-style-type: none"> <li>Increase the number of units available to young people with</li> </ul>	08/09		SP	DAAT, YOT, Young

	<p>drug problems across the County, through the development of new or refocusing of existing services*</p> <ul style="list-style-type: none"> <li>SP providers to ensure staff have appropriate substance misuse training*</li> </ul>	06/07		SP providers	<p>Persons Substance Misuse Worker</p> <p>DAAT</p>
Ensure that SP services are able to respond to homeless people with mental health support needs	<ul style="list-style-type: none"> <li>Ensure that housing and support needs of homeless people with mental health needs are addressed in each of the district homelessness strategies</li> </ul>	From 05/06	<p>Services able to respond to mental health needs and avoid crisis/hospital admissions</p> <p>Reduce the number of people sleeping rough</p> <p>Reduction in repeat homelessness</p>	Mental Health SLIG members	Existing SP providers
Develop a range of services that are responsive to the varied needs of women who are homeless as a result of domestic violence	<ul style="list-style-type: none"> <li>Support the development of refuge provision for the Rushcliffe, Gedling and Ashfield areas, subject to capital commitment from the Housing Corporation</li> <li>Use the SP review process to examine the scope for addressing wider needs within existing provision (eg women with pets, women with mental health problems, women with a physical disability etc)</li> </ul>	<p>05/06</p> <p>08/09</p>	<p>Effective Delivery of Homelessness Strategies</p> <p>Contribution to the delivery of DV Strategy</p>	<p>Rushcliffe BC, Gedling BC</p> <p>SP</p>	<p>SP, DV forums, Housing Corp</p> <p>SP providers, DV forums</p>

<b>Key Commissioning Theme: Better Co-ordination of Services</b>						
<b>Service Objective</b>	<b>Level</b>	<b>Task</b>	<b>Timescale</b>	<b>Impact</b>	<b>Lead</b>	<b>Partners</b>
Improve advice and information available around homelessness services and provision		<ul style="list-style-type: none"> <li>develop SP website to include a directory of homelessness service, including referrals and access information and links with other services</li> </ul>	07/08	<p>More effective use of services for homeless people with support needs</p> <p>Reduce the number of people sleeping rough</p> <p>Reduction in repeat homelessness</p>	SP	SP providers
Ensure SP services for homeless people with support needs link effectively with those of partner agencies		<ul style="list-style-type: none"> <li>Continue SP representation within partner commissioning arrangements eg DAAT JCGs, CJIP Board, TP Board</li> </ul>	Ongoing	Contribute to the development and delivery of other strategies and plans (eg Homelessness Strategies, DAAT Action Plan, Crime and Disorder Strategies)	SP	Other commissioners

Key Commissioning Theme: Service User Involvement						
Service Objective	Level	Task	Timescale	Impact	Lead	Partners
Ensure effective service user involvement at service level		<ul style="list-style-type: none"> <li>All SP service providers to have established and recorded mechanisms for involving service users</li> </ul>	08/09	Promoting social inclusion	SP providers	SP, service users
		<ul style="list-style-type: none"> <li>Service user involvement and impact at service level to be evaluated as part of the validation visit process</li> </ul>	08/09	Services able to respond to the needs of homeless people	SP	SP providers, other stakeholders
		<ul style="list-style-type: none"> <li>Services to ensure staff receive training around engaging hard to reach groups</li> </ul>	06/07	Reduction in repeat homelessness	SP providers	SP
		<ul style="list-style-type: none"> <li>Establish mechanisms for sharing or promoting good practice</li> </ul>	06/07		SP	All stakeholders
Improve mechanisms for service user involvement in planning and delivery of SP services		<ul style="list-style-type: none"> <li>Develop/implement the Service User Involvement Strategy</li> </ul>	From 06/07	Promoting social inclusion	SP	SP providers, service users, carer and advocacy groups, other stakeholders
				Effective delivery of homelessness strategies through provision of appropriate/responsive support services		

Key Commissioning Theme: Contributing to Preventative Agendas					
Service Objective	Level	Task	Timescale	Impact	Lead Partners
Ensure that floating support services are able to offer targeted early interventions to prevent homelessness		<ul style="list-style-type: none"> <li>Develop tenancy sustainment services in areas where an additional need has been identified (Broxtowe and Gedling)</li> </ul>	08/09	<p>Effective delivery of local Homelessness Strategies</p> <p>Prevention of loss of settled accommodation</p> <p>Reduction in homeless applications to Local Authorities</p>	<p>SP</p> <p>Broxtowe Inter Agency Homelessness Forum, Gelding Homelessness Forum</p>
		<ul style="list-style-type: none"> <li>Define the role of tenancy sustainment within existing floating support and ensure that services are focussed on supporting people to remain in their tenancies</li> </ul>	05/06	<p>Reduction/elimination of use of B&amp;B as temporary accommodation</p>	<p>SP</p> <p>SP providers</p>
		<ul style="list-style-type: none"> <li>Evaluate the success of Prevention Officer/Tenancy Support workers in Broxtowe and Gelding in relation to preventing homelessness with a view to linking this work into existing SP services</li> </ul>	06/07	<p>Reduction in repeat homelessness</p>	<p>Gedling BC, Broxtowe BC</p> <p>SP, SP providers</p>