



**North Ayrshire Council**

# **Supporting People Strategy**

**2003 - 2008**



# Supporting People Strategy

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# **Executive Management Summary**

## **Introduction**

The Supporting People programme is a national policy and funding framework for the commissioning, delivery and payment of housing related support services. It represents a major change in the way that these services will be funded and current and future provision planned for. For the first time local authorities will be given the responsibility for this in partnership with a range of agencies, for example, health services, support providers and service users.

The aim of the programme is to support vulnerable people in different types of accommodation and tenure in ways responsive to their needs. Housing support services are intended to form a continuum between housing management and Community Care services.

The strategy is prepared in partnership with Housing Services, Social Services, Financial Services, Legal and Protective Services, Information Technology Services, Chief Executive's, Ayrshire and Arran NHS Board and NHS Ayrshire and Arran Primary Care Trust.

## **Local Context**

The main issues prevalent in North Ayrshire are high levels of unemployment, deprivation and homelessness. Population projections show there will be a substantial increase in the older population. The needs of people with community care issues in terms of social marginalisation and exclusion are also relevant. These are significant factors in the planning and allocation of public resources.

## **Strategic and Legislative Context**

The Supporting People Strategy sets out the level of need and provision of housing support services in North Ayrshire and actions for addressing objectives in the implementation of the programme. This part of the plan summarises this information.

Supporting People is linked to wider strategic initiatives. Under Section 89 of the Housing (Scotland) Act 2001, the Local Housing Strategy is an undertaking of the assessment of housing needs and conditions in North Ayrshire and covers the provision of housing and related services. Section 91 of the Housing (Scotland) Act 2001 defines the prescribed services which are housing related support and enables the local authority to make payment of grant funds.

The national context which defines Supporting People is contained within the Social Justice agenda and the Programme for Government "A Partnership for a Better Scotland: Partnership Agreement" May 2003. This sets out an overarching vision and determination to improve the quality of life for all in Scotland. The

high level commitments within Social Justice most relevant to Supporting People are:

- To work with communities to improve their standard of living
- To support the voluntary sector

In tackling poverty and disadvantage and rebuilding safe, strong communities, stated objectives include:

- Tackling homelessness
- The provision of housing and good quality housing support services that reflect the requirements of persons in need of community care or with other particular needs to allow as many households as possible to live independently in the community
- Policies and programmes that help to promote equality of opportunity for disadvantaged groups in our society

These national objectives drive strategic development of services across a comprehensive range of local government provision and Supporting People has a key role to play in this. Supporting People must link with wider strategic areas to successfully deliver quality housing support services that meet identified needs.

As part of a range of strategies, Supporting People needs to be seen in relation to the aims and objectives of the Community Plan, the Community Care Plan, the Social Inclusion Partnership's Strategy and the Local Health Plan. In addition, preventative strategies such as the Joint Future Agenda, homelessness and domestic abuse have been integral to the process of establishing the role of Supporting People. The requirements of Scottish Commission for the Regulation of Care and the Single, Shared Assessment procedures will influence the development of the strategic approach.

The Supporting People Strategy is formed in relation to the development of the wider strategies noted above. The objectives and priorities of the Supporting People strategy will be driven by the aims of joint planning of services for vulnerable client groups. The implementation of the programme requires the best use of existing resources.

Funding for the Supporting People programme is generated through Transitional Housing Benefit which finishes on 31 March 2003. The Council receives resource transfer of funds based on the extent to which this benefit can be claimed. The Transitional Housing Benefit scheme allowed only those in rented accommodation to access support funding. As a result, the overall level of need within North Ayrshire is significantly geared towards this sector. This can be seen with analysis of need and supply.

## **Management Issues**

The Supporting People programme requires resources to effectively implement the strategic objectives. Support services are delivered by a range of in-house and external providers. It is essential to develop integrated standards within housing support services across all forms of provision through contractual procedures. Resources will be committed to ensure this. The main tasks of the team will be:

- To establish and develop SP strategic objectives in conjunction with the wider aims of the Local Housing Strategy, Community Care Plan and Joint Planning
- To ensure the successful creation of responsive housing support services consistent with the remit of the Care Commission and Joint Planning objectives
- To provide on-going support to providers of housing support services in terms of service development, service standards and monitoring and review
- To participate and lead the service review process to evaluate providers for full contract status in line with Scottish Executive guidelines
- To contribute to the strategic direction of services and service delivery where SP funding is a factor
- To support and advise the Contracts Officer within Social Services on contract management
- To develop and promote models of monitoring systems involving service users.
- To ensure that information collected is used effectively in service development
- To establish and develop effective administration and I.T. arrangements between partners involved in SP strategy

## **Supply Mapping and Needs Analysis**

An analysis of vulnerable people who need housing support services has been undertaken. The supply of services has also identified the level of current provision. This information is constantly changing as services develop and we build our knowledge of provision and clients.

Homeless services have been developed and now account for over 100 spaces. As the accommodation is short term ranging from less than one week to six months, the number of clients who can receive support is far in excess of the spaces available. Further development in homelessness will take place before March 2003.

Services for older people have mainly identified sheltered and very sheltered housing and warden provision delivered by registered social landlords. Although the Council is the main single provider of sheltered housing warden services,

current guidance on the funding arrangements within Supporting People has made this issue unclear in terms of supply mapping and identified need.

Floating support schemes for older people not living in designated supported accommodation will continue to be developed through Homecare services and Community Care Teams.

Services for people with mental health problems are provided through floating support schemes. Floating support schemes aim to provide flexible services to clients delivered in individual tenancies as opposed to group accommodation. This type of support is designed to encourage social integration and independence by engaging with the service user in a constructed intervention process when required. At present these schemes only provide for a small proportion of known clients. Service enhancements are being developed which includes new resources from Housing and Social Services to enable direct provision and coordinate the housing support element within the Community Mental Health Teams and external providers.

Services for adults with learning disabilities are provided in registered group care homes and through floating support in mainstream tenancies. Support services are in the main provided by external providers including Key Housing Association, Enable Scotland and Hansel Alliance. Consideration is being given to the appropriate forms of accommodation which are used by people with learning disabilities and the type of support that would be required.

## **Objectives and Priorities**

Proposals for responding to the gaps within supply and demand are being developed using a variety of methods. Enhancement to existing services and new provision is being established.

The objectives for service provision are:

- To improve the range and quality of services
- To respond to levels of unmet need
- To develop administrative arrangements

Service provision is being enhanced in the following example areas:

- Homelessness – providing support to vulnerable homeless people through additional accommodation and staff in Housing Services and working with a range of external providers.
- Community Care clients – identifying unmet need in conjunction with Social Services Community Care Teams and facilitating the provision of support to meet that shortfall.

- Services for Older People – identifying housing related support within Home care services, the community alarm programme and assessment on aids and adaptations in conjunction with Social Services.
- People with learning disabilities – providing enhanced packages of care in conjunction with Social Services and external providers to allow people with learning disabilities to remain in their own homes, resettle in new homes after coming out of hospital or move on to more independent forms of accommodation.
- Mental Health – identifying levels of unmet need and facilitating the provision of more responsive services in conjunction with Housing Services, Social Services and the Community Mental Health Teams. A Community Mental Health Housing Officer and Support Workers will be appointed to provide liaison for people with mental health problems access housing services.
- Sensory Impairment/Head Injuries – identifying gaps in service provision in conjunction with Social Services and developing methods of support provision to address that shortfall.
- Ex-offenders – enhancing Criminal Justice Services to address support shortfalls.

The Supporting People strategic objectives will continue to address service shortfalls across these and other areas.

The objectives for administrative arrangements in the following areas are being established:

- To commission and contract support services – a Supporting People contract is used to ensure that services are provided and paid for within the appropriate legal framework. Contract monitoring and performance objectives provide a framework for ensuring continuous improvement in the type and quality of services.
- To develop systems to manage client data, payment and performance measures – the CareSupport computer system will link with current client management and payment systems to ensure accurate financial record keeping and management.
- To develop Supporting People service delivery – existing and additional resources will be established to ensure efficient and effective management of housing support need assessment, liaise with service providers and carry out reviews, visits and inspections, undertake means testing and charging where appropriate and provide customer care services.

## **Consultation Mechanisms**

The Supporting People Core Coordination Group is representative of stakeholders including Housing Services, Social Services, Chief Executive's, Legal and Protective Services, Financial Services, Information Technology, Ayrshire and Arran NHS Board and NHS Ayrshire and Arran Primary Care Trust.

Consultation on the implementation of the Supporting People programme has taken place with voluntary sector providers, registered social landlords and service managers across Housing, Social Services and the NHS Primary Care Trust. In conjunction with neighbouring local authorities, seminars and open days have been organised with voluntary sector providers and registered social landlords to consult on a range of issues.

Supporting People consultation will link with wider consultation processes during the preparation of the Local Housing Strategy and Community Care planning.

## **Conclusion**

The Supporting People Strategy will ensure effective provision of good quality housing support services in response to the needs of vulnerable groups within the community. The strategy includes objectives with stated outcomes which are achievable and measurable. The ongoing development of these objectives will be formed through the wider strategic links.

# Supporting People Strategy

## Local Context

North Ayrshire Council covers an area of 340 square miles of the west coast of Scotland which includes Irvine New Town, a number of medium sized towns such as Largs on the North Coast, Kilbirnie, Beith and Dalry in the Garnock Valley, 'The Three Towns' of Ardrossan, Saltcoats and Stevenson, and the islands of Arran and Cumbrae. The area is also characterised by smaller, rural settlements such as Skelmorlie, West Kilbride and Glengarnock. The scattered nature of the area presents particular challenges in delivering policies and provision which meet housing needs and demand across such a varied rural, island and semi-urban communities.

## Population

North Ayrshire has a total population of 135,871 (2001 Census). Over the period from 1991 to 2001 the population decreased by just over 1,000 or just under 0.8% (see Table 1 below).

<b>Population by Housing Market Area (HMA)</b>		
Source: NAC Development & Promotion – Census 2001		
	<b>Census 1991</b>	<b>Census 2001</b>
<b>Irvine/Kilwinning</b>	<b>55828</b>	<b>56291</b>
<b>Three Towns</b>	<b>33000</b>	<b>31901</b>
<b>Garnock Valley</b>	<b>22306</b>	<b>21369</b>
<b>North Coast</b>	<b>21267</b>	<b>21198</b>
<b>Arran</b>	<b>4474</b>	<b>5058</b>
<b>North Ayrshire</b>	<b>136875</b>	<b>135817</b>

Table 1

## Age

An examination of the changing age profile of North Ayrshire's residents over the period 1991-2001 shows evidence of an aging population. The proportion of the children of pre-school age (0 to 4 years) and school age children (5 to 17 years) has dropped by about 1 percentage point in both cases, i.e. from 6% to 5% and from 18% to 17% respectively. The working age group (18 to 64 years), meanwhile, has remained fairly static at around 61% of the population, whilst the pensionable age group's share of the population (65 years and over) has increased at a slightly higher rate than those aged 65 to 74 years. The following tables highlight the change in the structure

## Change in Age Structure 1991 - 2001

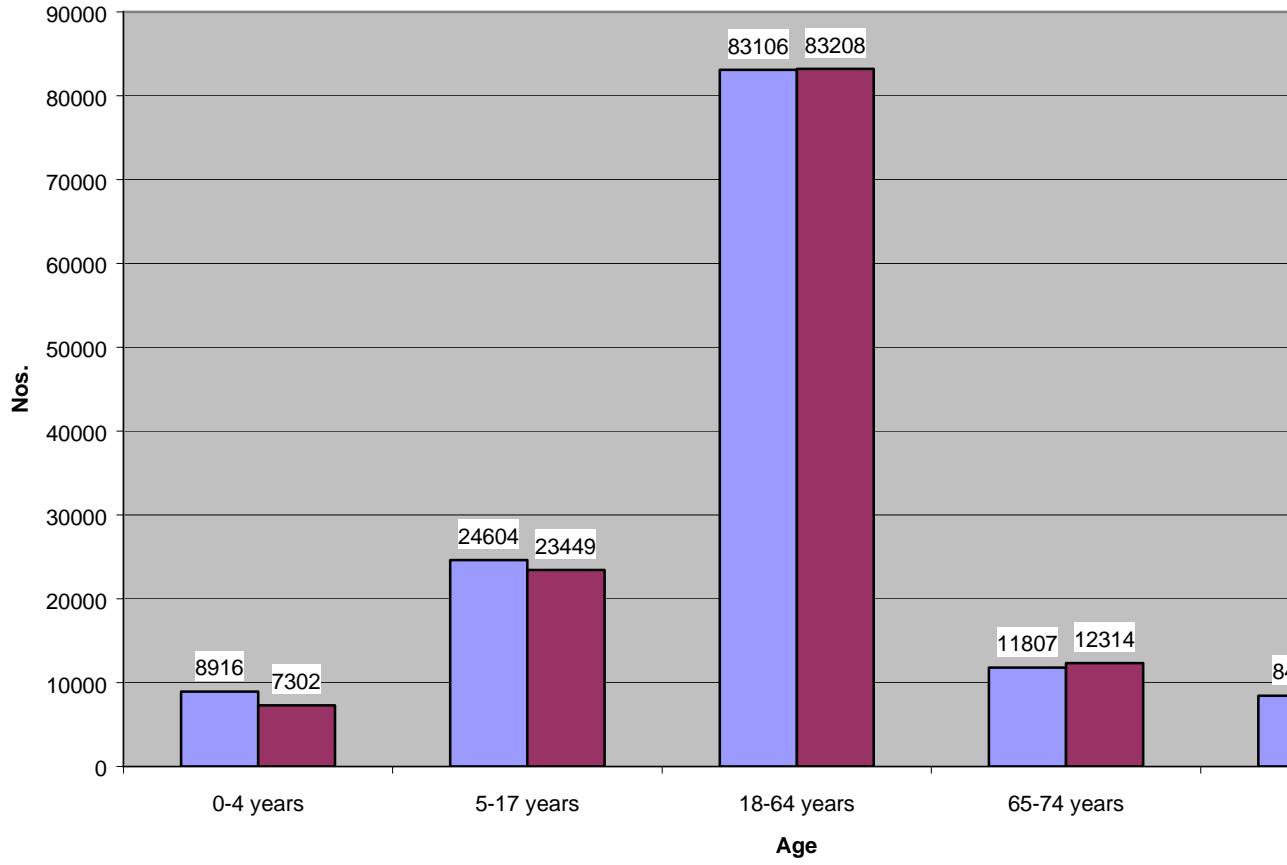


Table 2

Age	Census 1991*	Census 2001**	GRO(S) Estimated Population 30 June 2002***
0-4 years	8916	7302	7074
5-19 years}		26688	26492
20-29 years}	107710	14804	14419
30-64 years}		65166	65386
65-74 years	11807	12318	12524
75+ years	8442	9539	9755
Total	136875	135817	135650

Sources:

Notes\*: Census 2001 – NAC Development & Promotion and GRO(S)

Notes\*\*: Census 2001 – NAC Development & Promotion

Notes\*\*\*: Estimated population by sex, five year age group and administrative area 30 June 2002

**Table 3**

### Ethnic Groups

The ethnic range of people in North Ayrshire is shown below. North Ayrshire has far lower range of people from an ethnic background than the Scottish average.

Percentage Ethnic Group North Ayrshire										
White	Indian	Pakistan	Bangladeshi	Other South	Chinese	Caribbean	African	Black Scottish	Any Mixed	Other Ethnic
99.3	0.16	0.07	0	0.04	0.18	0.01	0.02	0.01	0.14	0.06

Source: Census 2001

**Table 4**

### Number of Dwellings

The total dwelling stock in North Ayrshire stood at 62,321 in 2001 representing a 9% increase on the 1991 figure. The number of dwellings with permanent residents increased at the same rate to 58,726 over the corresponding period. Table 4 refers to population in the North Ayrshire living in private households & communal establishments also students away from home.

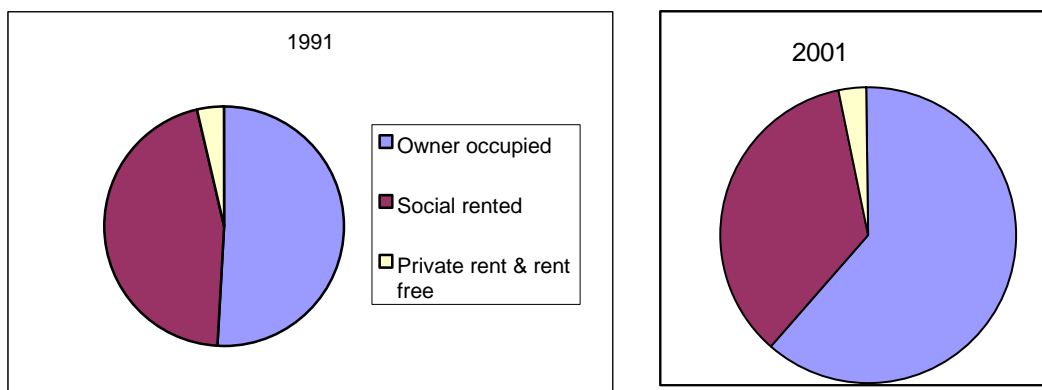
North Ayrshire Population Census 2001	Number living in Private Households	Number living in Communal Establishments	Number of Students away From Home
135817	134432 (98.98%)	1385 (1.02%)	663 (0.488%)
Based on Census 2001 – GRO(S)			

**Table 5**

### Dwelling tenure

Households	1991	2001	Change	% Change
Owner Occupied	27318	35924	8606	32
Social Rented	24543	21071	-3472	-14
Private rent & rent free	1914	1731	-183	-10
<b>Sub-total</b>	<b>53775</b>	<b>58726</b>	<b>4951</b>	<b>9</b>
<b>1. Owner occupied includes 194 shared ownership units (2001)</b>				
<b>2. Social rented includes 1626 New Town units (1991)</b>				
<b>3. Housing Assosiation includes Co-operatives, Charitable Trusts, former Scottish Homes etc.</b>				
<b>4. Private rent includes landlord or letting agency.</b>				

**Table 6**



**Table 7**

There has been a notable shift in tenure balance towards the private sector over the period from 1991 to 2001 (see figures 5 and 6 above). The owner occupied and private rented sectors have increased by 32% and 140% respectively. The corollary of this is that the social rented sector has decreased by 26% overall.

The small number of shared ownership units, 194, formed part of the owner occupied sector at 2001.

## Household Characteristics and Amenities

The general trend towards increased formation of smaller households has resulted in average household size dropping from 2.53 to 2.29 in North Ayrshire over the period from 1991 to 2001. The average number of rooms per household, on the other hand, has increased from 4.46 to 4.75.

### Dwelling Type

In terms of dwelling type, the most notable increased were in the numbers of detached and semi-detached properties – up by 37% and 18% respectively. Flatted and other accommodation increased by 12%. Terraced accommodation accounted for the largest share of all properties at almost 30%, albeit their number had fallen by 10% from 1991.

Change in dwelling type 1991-2001				
Dwellings	1991	2001	Change	% Change
Dwellings with residents	53775	58726	4951	9
Vacant	2106	2104	-2	0
Second Homes/Holiday Homes	1422	1491	69	5
Sub-total	57303	62321	5018	9
Dwelling – House Types				
Detached	8557	11681	3124	37
Semi-detached	11880	14041	2161	18
Terraced	19195	17183	-2012	-10
Flats & Others	14143	15821	1678	12
Sub-total	53775	58726	4951	9
Note:	1. Flats & others include a small number of caravans, mobile homes etc.			

Table 8

### Property condition

There was an increase in the number of properties with central heating together with sole use of bath/shower and toilet, up by 20%. Whilst properties without central heating, but with sole use of a bath/shower and toilet decreased significantly – 67% from 1991 – 2001.

The Housing (Scotland) Act defines Below Tolerable Standard Housing and there were 2524 BTS properties in North Ayrshire in 2001.

### Household Composition

In terms of household composition, the most significant increase was among smaller households. Single adult pensioner and non-pensioner households, for example, increased by 8% and 61% respectively over the 10 year period. Lone parent households with dependant children also saw a substantial increase in their numbers – up 71%. Larger households with dependant children decreased 15% on the other hand. There was little evidence of change among larger households with no dependant children. Table 9 below illustrates these changes:

<b>Household Composition Change 1991 – 2001</b>				
<b>Type</b>	<b>Census 1991</b>	<b>Census 2001</b>	<b>Change</b>	<b>% Change</b>
Single adult pensioner	8400	9068	668	8
Single adult non-pensioner	5843	9390	3547	61
Larger households no dependant children	21818	22750	932	4
Larger households with dependant children	14756	12473	-2283	-15

Table 9

### Unemployment and Deprivation

North Ayrshire has the highest **unemployment** rate of the 32 councils with 5.6% of the total population claiming unemployment benefit at February 2003, compared to a national rate of 3.5% and a UK rate of 2.8%.<sup>1</sup>

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<sup>1</sup> Office of National Statistics (ONS), February 2003, in *North Ayrshire Directory of Information & Research (NADIR)*: Note changes to the unemployment calculations have resulted in a reduced rate of unemployment, although the claimant count remains the same

- Six wards within North Ayrshire have an employment rate of over 6%: <sup>2</sup>
- Irvine Vineburgh and Woodlands South (11.2%)
- Saltcoats East (10.4%)
- Irvine West (7.9%)
- Kilwinning South (6.6%)
- South Beach (6.5%)
- Kilbirnie South (6.1%)
- Stevenston North (6%)

The Department of Work and Pensions (DWP) has analysed information on those claiming key at least one of the **key benefits**<sup>3</sup>, namely, Job Seekers Allowance, Incapacity Benefit, Severe Disablement Allowance, Disability Living Allowance, Income Support and National Insurance credits. The latest data available is for August 2002 and indicates that:

- North Ayrshire is ranked 5<sup>th</sup> in Scotland for those claiming the range of benefits, with 22.6% of the population. This is behind Glasgow, Inverclyde, North Lanarkshire and West Dunbartonshire.
- In relation to lone parents claiming benefits, North Ayrshire is ranked 2<sup>nd</sup>, behind Glasgow.

The 2002 **Labour Market** Statement<sup>4</sup> for North Ayrshire indicates:

- ❑ The number of employees in employment in North Ayrshire in 2000 fell by 3% (-1,400) from 1995
- ❑ Women comprised 51% of employees in 2000
- ❑ The biggest sector in the local economy is public services, at 28% of the total employment
- ❑ Comparing North Ayrshire's employment rate to other areas, there is a jobs gap of 7,000 (14% of current employment) in relation to the British average.
- ❑ It is forecast that employment will fall by 2% (900) between 2002-2010, in contrast to a 4% growth expected for the West of Scotland and the 3% growth in the UK
- ❑ In relation to earnings, the average weekly earnings in North Ayrshire was £385 in 2001, 89% of the UK average. Female earnings in 2000 were £294, 78% of the male earnings of £379

Information is gathered on children who receive **clothing grants**. These are available to children whose parents receive Income Support, Working Families Tax Credit, Housing Benefit, Council Tax Rebate or Income-based Job Seekers Allowance. In 2000/1 36% of North Ayrshire's school children received a clothing grant. Sixteen of the thirty (53%) postcode areas had

<sup>2</sup> Ibid.

<sup>3</sup> Dept Work & Pensions, February 2003, produced by Research and Intelligence Team, Development and Promotion Services, North Ayrshire Council, February 2003

<sup>4</sup> SLIMS, North Ayrshire 2002 Labour Market Statement

above average proportion of children receiving this grant and 4 postcode areas had **over 50% of children receiving a clothing grant**, namely:

- ❑ Saltcoats North (Three Towns)
  - ❑ Irvine Landward
  - ❑ Stevenston North (Three Towns)
  - ❑ Stevenston South (Three Towns)
- The NHS calculate **levels of deprivation** using the Carstairs and Morris Index of Deprivation. This measures four indicators which represent material disadvantage: overcrowding in households, male unemployment, social class and car ownership. The four indicators provide a composite score which is divided into 7 categories, ranging from very deprived (category 7) to very affluent, with no deprivation (category 1). Around 40% of people in North Ayrshire are in deprivation categories 5 or 6. No area in North Ayrshire falls within category 7, the most deprived category, compared to around 6% in Scotland. Across Scotland around one third (32%) of the population are in deprivation categories 5-7, compared to North Ayrshire which has around 40% in these categories.
  - Information on the health of local areas is summarised in the NHS local health profiles.<sup>5</sup> These indicate that, while Ayrshire's mortality rates are lower than Scotland as a whole, North Ayrshire has a **higher rate of premature mortality** than for Scotland and, in relation to specific causes of death, has a significantly higher premature mortality rate for cancer, coronary heart disease and stroke. Specific postcode areas within North Ayrshire represent significant levels of disease and premature death. These are summarised below:
    - ❑ The Three Towns Local Health Care Cooperative records a significantly higher rate of premature deaths than for the rest of North Ayrshire, particularly in relation to heart disease and cancer. Postcode areas within Saltcoats North and Ardrossan South have mortality rates of 133 and 116 respectively, compared to 99 for North Ayrshire as a whole and 100 for Scotland.
    - ❑ Parts of Irvine and Kilwinning also indicated significantly higher levels of mortality, namely, Springside (standard mortality rate (SMR) is 124, compared to Scotland at 100) West Irvine (SMR is 159, compared to Scotland 100) and East Kilwinning (SMR 120 compared to Scotland 100).

The new **Scottish Index of Multiple Deprivation (SIMD)** was published in February 2003<sup>6</sup>. This work was carried out by the Social Disadvantage Research Centre, University of Oxford, on behalf of the Scottish Executive. The overall SIMD describes each of the 1,222 wards in Scotland based on six indices: five Domain Indices and an overall SIMD.

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<sup>5</sup> NHS Ayrshire & Arran Locality Health Profile: Ayrshire and Arran, December 2002

<sup>6</sup> Scottish Index of Multiple Deprivation 2003, Scottish Executive, summarised by Research and Intelligence Team, Development and Promotion Services, North Ayrshire Council, March 2003

The overall SIMD describes the ward by combining information from all five domains, namely, Income, Employment, Health, Education and Access. The results show that:

- ❑ In the overall SIMD score, **4 North Ayrshire wards are in the 10% most deprived in Scotland:** Saltcoats East; Irvine Vineburgh and Woodlands South; Stevenston South; and Irvine West
- ❑ In relation to employment deprivation scores, the above 4 wards are also in the 10% most employment deprived areas in Scotland
- ❑ In relation to education deprived score, Saltcoats East is in the 10% most education deprived in Scotland
- ❑ In relation to health, Stevenston South and Saltcoats East are in the 10% most health deprived in Scotland
- ❑ Arran is the only North Ayrshire ward to be in the 10% most access deprived in Scotland,

The local health profiles mentioned earlier reflect the link between poverty and ill health, indicating higher levels of mortality rates for these areas than for North Ayrshire and Scotland.

It is evident from the information above that specific postcode areas and wards require significant input from public services to improve the lives, health, well being and mortality of these communities.

Postcode area/ ward	Identified deprivation indicators				
	Unemployment (Scotland =3.5%)	SIMD score in 10% most deprived in Scotland	Education deprivation score in 10% most deprived	Health deprivation score in 10% most deprived	Standard mortality rates (North Ayrshire= 99)
Irvine Vineburgh & Woodlands South	11.2%	Yes			115
Irvine West	7.9%	Yes			159
Springside					124
Saltcoats East	10.4%	Yes	Yes	Yes	103
Stevenston South		Yes		Yes	109
Saltcoats North					133
Ardrossan South					116

- SIMD = Scottish Index of Multiple Deprivation

- Standard Mortality Rates (SMR) for Scotland=100; Ayrshire and Arran=98

## Social Services activity

Social Services manage and deliver a range of diverse services. Given the levels of deprivation and disadvantage highlighted above, a range of people receive a variety of Social Services, including day and residential support. The table below gives a sample of services and is not an extensive list of the number of people involved with Social Services. A priority for the service over the coming year is to further develop Carefirst, the Social Services information system, to ensure that all service contacts and activities are fully recorded.

Care Group		No.
Community Care (as at March 03)	Older people supported in care homes	579
	Older people receiving day care	235
	Home care service users	1,491
	People with learning disabilities receiving day care services	131
	People with learning disabilities in short and long term residential care	101
	People with a head injury receiving day care	29
	Children and Families (as at March 03)	Children in residential care (units and schools)
	Children in foster care	59
	Children looked after by friends/relatives	70
	Children looked after at home	186
	Children on the child protection register	20
	Children referred for child protection (during 2002/3)	126
Criminal Justice (figures for yr 2002/3)	No. of social enquiry reports (annual figures)	674
	No. of probationers (annual figures)	149
	No. new community service orders (annual figures)	219

## Vision

Supporting People exists within established national policies and frameworks introduced by the Housing (Scotland) Act 2001, Modernising Community Care, the Joint Future Agenda, the Regulation of Care Act 2001 and the Aiming for Excellence Agenda. Although explicit links across this national agenda can be hard to find at times, the Supporting People vision and strategy attempts to create coherence and deliver on our priorities.

The North Ayrshire Community Plan describes a vision for North Ayrshire as a "socially inclusive community where individuals have the opportunity to achieve their full potential". In relation to Supporting People, our vision is to ensure that

a high quality range of housing related support services are provided which meet the needs of the individuals in our communities to allow them to achieve their potential.

The national aims and objectives of the Supporting People programme are concerned with:

- Focusing provision on local need
- Improving the range and quality of services
- Integration of support with wider local strategies
- Monitoring quality and effectiveness
- Introducing effective decision making and administration
- Tying in provision to best value

The objectives and priorities have been established in North Ayrshire using these broad national aims. The aims of our vision addresses the essential areas in which Supporting People has an integral role to play in community and inclusion planning. The objectives have been set to meet the challenges identified in the implementation of the programme. The priorities are based on known and expected gaps and challenges in services.

## **Aims**

This strategy will assist in the wider aims of the Local Housing Strategy and the Community Care Plan. The two core aims for Supporting People will be to:

- To enable everyone who can to live independently in the community supported by appropriate, reliable services which promote security and stability.
- To facilitate the provision of high quality, value for money services which meet the needs of all vulnerable people.

## **Objectives**

The key objectives of the Supporting People programme in North Ayrshire are:

- To link Supporting People initiatives to relevant local and national strategies
- To plan and develop services based on evidence of need wherever possible
- To develop opportunities to involve service users in support provision and decision making where appropriate
- To recognise the value of both qualitative and quantitative information where measuring outcomes

## **Priorities**

- *To respond to the housing support needs of older people in more depth.*

The older population in North Ayrshire is set to increase by 31% over the next 14 years and dependence on services which assist the most vulnerable to remain in their own homes will increase.

- *To respond to the housing support needs resultant from the increase in demand from vulnerable homeless people*

The changes introduced by the Housing (Scotland) Act 2001 will mean that prevention of homelessness and the provision of temporary accommodation will require far more resources. It is important that the support needs of this client group are addressed. The range of needs among vulnerable homeless people will require joint solutions which develop preventative services, improves services to offenders and accommodation for young people previously looked after.

- *To improve the availability of housing support services for people with physical disabilities and sensory impairments.*

We need to understand better the type of support which is needed and how that can be addressed.

- *To link housing support with other services to respond to the needs of people with learning disabilities who live alone in their own home, share with friends, live with their family but would like more independence, or are returning to the community after a long stay in hospital.*
- *To provide effective housing support to respond to the needs of people with mental health problems living in the community.*

Housing support needs to be understood in the context of cyclical support provision which does not create dependence. Floating support services which are services delivered to the client in their own home as opposed to designated supported accommodation should be configured in conjunction with health provision to ensure a holistic approach.

- *To provide effective housing support to respond to the needs of people with drug or alcohol problems who often have housing problems which involve neighbour disputes or debt issues.*

### **The Planning Approach**

The Supporting People strategy has been produced using information which has been gathered incrementally from a variety of sources.

The Supporting People Core Co-ordination Group of the Council included Corporate & Democratic Support Officer from Chief Executive's department, the

Supporting People Lead Officer from Housing Services, the Head of Service (Community Care) from Social Services, the Senior Solicitor from Legal and Protective Services, the Chief Financial Accountant from Financial Services, the Applications Manager from Information Technology Services, the Supporting People Team manager and representatives from Ayrshire and Arran NHS Board and the Primary Care NHS Trust.

The role of the Core Co-ordination Group has been to oversee North Ayrshire's Implementation Plan, establish protocols for partnership working, agree commissioning procedures and make reports and recommendations to elected members. The membership of the group has ensured that links are made to the main processes of Joint Planning/Joint Future and the Local Housing/Homelessness strategies and that the work of Supporting People is consistent with these aims.

The Supporting People Operational Group has been formed to move forward the management and ongoing operational issues of the programme. This group is made up of Principal Officers from Housing and Social Services as well as representation from health.

Commissioning and Purchasing has been considered by a sub group of the Core Co-ordination Group and recommendations made have been submitted to elected members seeking approval for the creation of a Contracting Team which includes the requirements of Supporting People.

The Supporting People Team has pulled together resources from Housing and Social Services to facilitate the implementation process. The activities of the team have served to inform the strategic process. This has included the supply mapping process which started with the Housing Benefit caseload where support was in payment. Known providers from a variety of sources including the Approved Providers List were contacted. A series of sessions were arranged to collect information about the extent of support provision and explore areas where Supporting People would be relevant. Discussion has also taken place with providers and Registered Social Landlords which provided information on service reconfiguration and expansion. The information has been co-ordinated in the overall supply mapping activities.

Direct service provision from Housing and Social Services has also been examined. The Supporting People team has engaged with service managers to collect information on unmet need and develop/enhance service delivery. Through responses to identified service gaps, the role of Supporting People has been integrated as a funding source in establishing new services. This has involved directly working with Homelessness Strategy Advice Manager in Housing Services, the Principal Officers and Team Leaders in Adult Services, Community Care, Older Peoples Services and Social Services Area Teams as well as Patient Services Managers, Development Manager and Team Leaders in the Primary Care NHS Trust.

As a small team, the planning approach has been directed at areas where the impetus to enhance services has been most pressing and resources to respond to unmet need can be implemented. This has resulted in relatively small proportions of overall client group numbers receiving support provision. The joint working with service managers has, however, been successful in establishing platforms on which to build further provision.

### **Wider Strategic Links**

The Supporting People strategy covers different types of support services delivered to client groups with different needs. As such, the Supporting People strategy needs to be flexible and fit in with a wide range of strategies.

1. The ***North Ayrshire Community Plan 2000 – 2010*** identifies 7 corporate themes that affect the social, economic and environmental well being of people living in this area. Supporting People contributes to 3 of these themes:

***Community Participation*** – this theme is concerned with enabling all residents in North Ayrshire to participate in decisions which effect their lives. A stated objective of Supporting People is to develop opportunities to involve service users in the way support services are provided.

***Social and Economic Development*** – this theme covers ways in which the local authority can promote social inclusion. Supporting People's objective is to encourage responsive services suited to a range of needs which enables vulnerable people to remain in the community.

***Health and Wellbeing*** – this theme is concerned with reducing health inequalities in the community. Supporting People by working with housing, health and social work in partnership aims to deliver joined up services.

2. The ***Community Care Plan*** sets out the joint strategy for addressing gaps in services for people with community care needs. The Plan identifies the contributory aspects of social work, health and housing which are required to achieve successful operation of the objectives. In addition, the Action Plan for People with Learning Disabilities and the Strategic Review of Services for Older People have informed operational and development links in Supporting People.

There are 4 priorities addressed by the Community Care Plan which are driving themes for Supporting People.

***“Priority will be given to the future development of comprehensive community based mental health services in North Ayrshire”.*** The Supporting People Team has worked closely with the relevant Ayrshire and Arran Primary Care Trust Patient Services Manager, Development Officer and Community Mental Health Team Leaders together with the Assistant Principal

Officer for Community Care services and Housing Services in achieving significant service enhancement.

***“Strategic priority will be given to seeking improvements in current services for older people and for those suffering from dementia, together with their carers. Priority will be given to channeling resources in ways which offer the greatest opportunity for people to retain their independence in the community.”*** The identification of housing related support across a range of services for older people enables Supporting People to contribute to sustaining and developing the Community Care objectives.

***“A third strategic priority will be the further development of comprehensive services for people with learning disabilities and their carers.”*** Supporting People is essential in the programme of providing housing support services which enable people coming out of hospital after long periods resettle in the community and help people move on to more independent living options.

***“All aspects of community care services currently provided by the Council will be examined in depth and this process will spearhead a strategy of achieving best value for the resources currently committed to care in the community.”*** The Supporting People strategy aims to achieve high quality, value for money services. This will be achieved through a framework of service reviews based on standards set through a transparent commissioning and purchasing process. Standards will be developed using guidance which establishes National Care Standards and involvement with providers and service users. Best Value principles will underpin the application of this process.

3. The ***Local Housing Strategy*** introduces a framework for housing authorities to consider the supply and demand issues for all forms of housing in their area. Housing Services will develop protocols with all stakeholders to examine these issues and jointly establish strategic objectives to address measured shortfalls. Measuring supply and demand requires looking at the types of available accommodation against the needs of all groups including those of vulnerable groups.

The Draft Consultation Local Housing Strategy produced November 2003 lists the following strategic objectives:

- To increase the supply of affordable housing
- To address housing needs and aspirations
- Maintain and improve the quality of all existing housing
- Prevent and ultimately eradicate homelessness
- Meet the need for housing and housing support services for people with particular needs

- Eradicate fuel poverty

Supporting People has a key role to play within these objectives and at an operational level it is recognised that housing support services are fundamental in aiding the delivery of the Local Housing Strategy.

4. The Housing (Scotland) Act 2001 has introduced significant changes in the way that local authorities respond to the needs of homeless people. The ***Homelessness Strategy*** will set out the Council's strategic objectives for the prevention and alleviation of homelessness in the area. An assessment of the health and social welfare issues relevant to homeless people will be essential in the development of the strategy and appropriate stakeholders will inform and agree the range of methods which will be used to achieve the objectives of the strategy. The links with strategies aimed at addressing the needs of rough sleepers, young people leaving care, ex-offenders and those at risk of offending and those with addiction problems need to be established in partnership with Housing Services and significant work has taken place already in these areas.

Supporting People will link in to this strategy significantly by identifying support needs and, through service review, developing standards more responsive and tailored to a range of needs represented under the "umbrella" of homelessness.

Ayrshire and Arran NHS Board and the Primary Care NHS Trust have been significant stakeholders in the development in the implementation of the Supporting People programme in North Ayrshire. The Health Improvement Plan and the Operational Plan sets out themes for early intervention and community care infrastructure in relation to people with mental health problems. The Supporting People programme aims to assist in the delivery of these strategic objectives by developing and enhancing preventative services providing positive health benefits for individuals and helping to reduce emergency admissions, hospital stays and demand on long term residential care.

As an aspect of Joint Planning, Supporting People has a significant role to play in the planned and cohesive delivery of preventative services. The strategic links are evidenced in the detail of action taken to respond to unmet needs and proposals to further develop services.

## **Supply Analysis**

Attempts have been made to quantify the volume of housing support services which are both accommodation based and based on floating support. As services are developed on an ongoing basis and unmet need is identified and responded to, the snapshot of information will only be as accurate as the point at which the information was taken.

The information has been derived from current Supply Mapping Database records for which Interim Supporting People Contracts and Service Level Agreements will apply. (Appendix 1: Strategic Planning 2003-04 and Appendix 2: Supply Mapping Database Data)

The map of services currently supplied is expected to change significantly between now and the end of the Transitional Housing Benefit Scheme. Providers continue to engage with the Supporting People Team to develop and reconfigure services, identify and assess people living in registered care homes who intend to move on to more independent forms of accommodation and attempt to joint fund services for people due to come out of hospital. These issues have significant impact on any data available for understanding levels of supply. In essence, floating support services for most, if not all, of the client groups noted above will expand considerably over the coming months. For example, registered care homes for people with learning disabilities are being examined for the possible cancellation of the registration or the rehousing of service users which will impact on the supply and demand for housing support services.

### **Needs Profiling**

In the absence of a standard national model which assesses levels of housing support need, investigation of need in North Ayrshire has been measured using prevalence data available. The sources of information used come from a variety of sources including Scottish Community Care Statistics, Locality Health Profiles from NHS Ayrshire and Arran, population statistics and homelessness data.

Our knowledge of housing support need has been attained through the practical aspects of Supporting People implementation. Managing the Transitional Housing Benefit process directly has afforded the Supporting People Team the opportunity in conjunction with service managers and providers to assess need and develop THB funded services. As the Supporting People Team has been influential in bringing on new services and reshaping others, the approach has provided us with considerable working knowledge of which type of services are needed, what type of services can be delivered and how effective they are at filling gaps. Direct involvement means that we are already responding to levels of assessed need on an ongoing basis.

As mentioned the measurement of supply is constantly changing, similarly the measurement of housing support need can be seen to follow on in the wake of the supply information. The attempt has been to integrate in an operational sense Supporting People in the wider areas of strategic implementation in the recognition that this funding rarely exists in isolation.

We have considered levels of need across each client group using the approach described above and have concluded with the issues around which we believe Supporting People has a role to play. This is reflected in the Shadow Strategy in general by the Priorities noted above and by the detail of the Options and Strategy for the next 12 months.

## Older People

### **National Priorities**

The national priorities for older people means that joint planning of services has never been so important. The Community Care and Health Act 2002 has a significant impact in this area. The introduction of Free Personal Care for non-residential services has had an impact on the provision of home care provision. The establishment of the Care Commission and National Care Standards will bring changes in service delivery methods and resources. The Joint Futures Unit of the Scottish Executive requires local authorities and health boards to establish joint management and resourcing of services by April 2003.

### **Local Priorities**

In North Ayrshire, the Strategic Review of Services for Older People has examined all areas of service provision and resources. An analysis by service area, key issues, visions for the future and options for service development have been identified for Residential and Nursing Care services, Home Care, Assessment and Care Management, Accommodation and Independence in the Community. Joint planning of resources and services have been agreed in the Initial Local Partnership Agreement for Older People's Services.

### **Needs Information**

The main factor for North Ayrshire Council is the substantial increase in the older population which is forecast: <Population Tables – Source 2000 Mid Year Estimates of Population, General Registrar's Office>.

#### Current Population by Age Band

Older Pop. @ 2000	65-74	75-84	85+	Total 65+
NAC	11,921	7,046	2,331	21,298
% of Older Pop.	56%	33%	11%	
Scotland	439,262	263,058	85,119	787,439

#### Projected Population by Year

Year	2000 (Base Year)	2007	Base % Increase	2012	Base % Increase	2016	Base % Increase
Total	21,298	23,567	9.3%	25,981	20.5%	28,140	30.5%

Scotland	787,439	816,664	3.7%	873,259	10.9%	933,259	18.5%
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It can be seen that currently the proportion of people aged 65-74 (56%), 75-84 (33%) and over 85 (11%) years old is consistent with the national averages, there is expected to be an overall increase (30.5%) in the number of older people by 2016.

The overall ratio of male to female in the over 65 age group is 1:1.5. This ranges from 1:1.3 in the 65-74 age group to 1:2.8 in the 85+ age group.

59% of older people live alone. This varies from 48% of the 65-74 age group to 84% of the 85+ age group. 76% of all single person households are female.

In North Ayrshire, there are local variations in these statistics where the North Coast area has a significantly higher proportion of older people and the Irvine/Kilwinning area a higher proportion of older people living alone.

The number of service users by service type is shown on the following table:

Service Type	Number of Service Users
Home Care	1,266
Day Care	263
Sheltered Housing	667
Very Sheltered Housing	25
Community Alarms	1,925
Occupational Therapy Equipment	1,179
Occupational Therapy Adaptations	712
Meals on Wheels	1,407
Residential/Nursing Homes	567

Within the older population who receive Home Care services, the following breakdown of sub client groups are relevant in terms of indicative levels of housing support needs:

Dementia	Mental Health Problems	Learning Disabilities	Physical Disabilities	Alcohol or drug problems	Carers in previous groups	Carers/children not in previous	Other vulnerable groups	Total
140	50	12	969	24	38	1	32	1,266

The housing support needs of frail older people are influenced by the other vulnerabilities which are prevalent. In North Ayrshire, 63% receive over 4 hours

per week of Home Care services of which approximately 2.5 hours is housing related support.

### **Conclusions – Issues for Supporting People**

The increase in the older population and the strategic priority to deliver community based services which reduce the need for residential care and hospital admissions has significant implications for continued growth in Supporting People funding.

Supporting People funded services must link effectively with comprehensive community care, health and housing services to ensure effective joint planning and delivery. Low level support dealing with security and safety of the dwelling combined with practical household tasks and activities reducing social isolation which is delivered as part of care in the home or through accommodation designed for older people is essential for maintaining independence for a large proportion of the population in North Ayrshire. As the major provider of sheltered housing, the position of Supporting People in respect of warden services is unclear at this time and the possible exclusion of this source of funding will have a significant bearing on being able to deliver on our strategic objectives.

### **People with Mental Health Problems**

According to the NHS Ayrshire and Arran report “Severe Mental Illness Needs Assessment for North Ayrshire and Arran” (updated January 2002) produced by the Mental Health Implementation Group, there are around 1,080 people with a severe mental illness. The approximate breakdown by diagnosis is shown on the following table:

Schizophrenia/Paranoid psychosis	Bipolar disorder	Anxiety/Depression	Other Diagnoses
380	140	470	100

There are between 70 and 75 new diagnoses each year.

The prevalence rates show that severe mental illness mostly effects people in the 20-29 and 30-39 age groups:

10-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89
16	128	271	247	222	120	64	13

Prevalence rates show that gender is a factor in the incidence of disorder; for example 155 men were diagnosed with schizophrenia against 113 women and

diagnosis of depression recorded 195 women against 114 men (Mental Health Implementation Group).

The same report shows that the rate per 1,000 population was concentrated in areas of medium and high social deprivation scores.

Figures for people with mental health problems will overlap with people receiving specialist services such as the elderly, addiction and dual diagnosis.

Services for people with mental health problems in North Ayrshire include local authority facilities, primary care teams and the voluntary sector. There are 2 Community Mental Health Teams which are multi-disciplinary and include psychiatrists, community psychiatric nurses, social workers and occupational therapists. The service which is provided covers diagnosis, treatment plans, review and support. The voluntary sector have an important role in the provision of support to people with mental health problems. Within the Primary Care services of Health Visitors and District Nursing, housing related support needs have been identified as activities delivered from this source to a significant number of people. Also the Early Intervention Service project in North Ayrshire will require supported accommodation. This project is at an early stage and the potential need requires to be assessed and this will be reflected in future planning in terms of the wider strategic links to Supporting People.

The housing support needs for people with mental health problems point to social integration as a high priority. This type of support will reduce the need for acute or crisis care and assist with sustaining people's ability to remain in their own homes. In May 2000, the Care Package Team of the Primary Care NHS Trust reported on information gathered from surveying the Community Mental Health Teams in North Ayrshire. The findings showed that perceived needs among 259 people with complex and continuing mental health problems highlighted social isolation and befriending (general counseling and support activities) as being unmet.

### **Conclusions – Issues for Supporting People**

The Mental Health Implementation Group report has noted that the "development of community support infrastructures (including Supporting People funded services) can increase integration into community life." This strategy recognises the significance of this statement and planned resource and service development funded by Supporting People will build on the successful integrated structures of the Community Mental Health Teams as well as providing choice through the voluntary sector.

### **People with Learning Disabilities**

The national "Same As You" policy aims to ensure that people with a learning disability are enabled to exercise genuine choice between housing, care and support. North Ayrshire are committed to ensuring this happens through the ongoing development of comprehensive community based services. Supporting People funded services will play a key role in the furthering of real choice for people with a learning disability.

It is estimated that 396 adults in North Ayrshire have a profound learning disability or a multiple disability and 1,131 have a mild or moderate learning disability (based on "Same As You" Service Review 2000). The 2001/2002 Social Services Performance Indicators show that 148 people were assessed or reviewed while 874 people received a service. At present a total of 43 people live in registered care homes, 28 adults under 65 years of age receive a home care service and 156 attended day centres (Scottish Community Care Statistics 2001). National statistics show that 78% of people stayed for more than 3 years in homes for learning disabled against only 1% with stays of less than 3 months. Only 28% were discharged to their own home or sheltered housing compared to 40% who transferred to another residential home (Scottish Community Care Statistics).

A significant number of people are believed to live with carers. The total number and the number of people who would exercise choice to move on to more independent forms of accommodation or those people who live with older parents whose health is failing are not known. This would be a priority for Supporting People needs analysis as there would be considerable implications for resources which may be required. Given that with appropriate levels of support, it is accepted it would be the exception that people with a learning disability would not be able to sustain their own mainstream or adapted accommodation, the current levels of funding are inadequate to allow the opportunity to realize choices and options.

The Supporting People programme will link with the relevant hospital discharge action plans and the Pan Ayrshire Learning Disability Strategy Group to make best use of support packages. Also, the role of the Scottish Commission for the Regulation Care will have an impact on those people who wish to move on to mainstream tenancies. It is important in order to allow this opportunity for the individual to exercise this choice that interim arrangements between existing and future registration requirements are dealt with in a practical way.

## **People with physical disabilities or sensory impairments**

Based on the Department of Health Survey 1995, 3.3% of adults reported problems with mobility and personal care; this equates to 3,022 adults in North Ayrshire.

The supply of housing for physically disabled people in the form of barrier free and wheelchair accessible accommodation is far below the national targets (Local Housing Systems Analysis).

In terms of housing support needs, ongoing needs analysis and service development is taking place jointly with the Supporting People Team and the Disability Resource Centre and the Sensory Impairment Team. This will include identification of gaps in provision, and, particularly where specialist services are required such as deaf/blind service users, consideration to Ayrshire wide services.

## **Parents with support needs which impact on their family life**

Vulnerable single parents and carers of children who are vulnerable is a group which requires detailed analysis of need.

The Supporting People Team are working with Social Services Child and Family Teams to assess this level of housing support need and develop appropriate responsive services. In addition, Housing Services are developing a Families Project which will reduce homelessness among vulnerable families.

## **Homelessness**

Reference has been made to the impact of the Housing (Scotland) Act 2001 in terms of the changes to the local authorities duties towards homelessness. The timing of strategic implementation of the Homelessness Strategy puts the Supporting People objectives at a distinct disadvantage.

Homelessness is measured as a rate of demand rather than an estimated total of needs levels. In 2001/02, 368 homeless households were found permanent accommodation in North Ayrshire; this represents 23.6% of all permanent lets in that year. A substantially greater number were provided with temporary accommodation while assessment was carried out. Estimates for 2001/02 show that over 60% of homeless people were single; a further 22% were single parents. Just under 50% all homeless applicants were less than 25 years old. As mentioned, as a client group, homelessness is a consequence suffered by a wide range of vulnerable people. Figures available for the period April to December 2001 show that 19 people were considered to be in priority need due to old age,

31 due to physical disability, 26 due to a mental health problem and 7 due to a learning disability.

The Supporting People Team carried out sample surveys in June 2002 of homeless people in temporary accommodation. The survey found that the majority of respondents (76.5%) were under 25 years of age and 47% of the total between 16 and 20. When asked what type of support they thought that they would need to sustain a tenancy, the survey found that budgeting, completion of forms and social integration were significant areas where assistance was required.

The aims of support services for homeless people is to ensure through linking with health and community care services that skills are developed which ensure lower tenancy failure rates. Preventative services will also be developed to reduce the incidence of homelessness for those at risk of losing accommodation.

### **People fleeing domestic abuse**

In 2001/2002, there were 8055 contacts for information and support from women experiencing domestic abuse in North Ayrshire. This is a substantial increase in demand on previous years. North Ayrshire Women's Aid were able to provide refuge space for 82 people in this period from a total of 128 requests and a further 31 were turned away due to lack of space. A small but significant number of women (14) were not able to take up refuge space as this type of accommodation was deemed inappropriate.

The housing support needs for women experiencing domestic abuse whether looking for counseling and support or seeking alternative accommodation is substantial. As the only provider, North Ayrshire Women's Aid is essential to the Supporting People strategy. Supporting People has been able to assist in the funding of support services in temporary furnished accommodation and this has resulted in essential service development.

### **Ex-offenders and people at risk of offending**

The Supporting People Team are working with Criminal Justice Services to identify unmet need and develop appropriate housing support services.

## **INTRODUCTION**

Criminal Justice Services within Social Services have strategic objectives set by the Scottish Executive: the ***National Objectives and Standards for Social Work Services in the Criminal Justice System*** (the Scottish Executive Justice Department). These objectives are set out below and are used as

headings. Underneath each objective the importance of Supporting People is highlighted in how it assists us in meeting these objectives.

### **STRATEGIC OBJECTIVES**

#### ***When appropriate to enable a reduction in custody including use of remand.***

This is a very general objective, but nevertheless it is central to Criminal Justice Social Work. There is research which indicates that many individuals who receive short-term custodial sentences are trapped in a cycle of offending:

- they offend;
- they lack stability and supports in the community;
- due to lack of stability and supports in the community they receive a custodial sentence;
- they are released still lacking stability supports;
- they re-offend and end up in custody once again.

Funding from the Supporting People Initiative will allow us to provide practical supports to individuals in an effort to strengthen their ability to maintain their tenancies and therefore assist in breaking this cycle of offending and help them to maintain their liberty.

Experience has shown that if an individual has a stable tenancy in the community Sheriffs are less likely to resort to remanding some individuals in custody. It follows therefore that by assisting these individuals to maintain their tenancies through Supporting People, we will reduce the risk of custodial remands.

#### **To promote and assist action to reduce and prevent crime.**

There is a body of significant research featuring "what works" in reducing and preventing offending. As part of the process to reduce and prevent crime the importance of targeting criminogenic need has been highlighted. Criminogenic need may be defined as 'a need, which if not addressed will increase risk of further offending'. Many of these needs could be addressed through Supporting People services, including accommodation, finances, training, employment and other activities, and through this process provide valuable assistance in meeting this strategic objective.

#### ***To promote and enhance the range of community disposals.***

Our remit to promote and enhance the range of community disposals is strengthened through Supporting People funding. Probation as a Court disposal

would be assisted as part of our "Action Plan" of work with offenders which is provided to the Courts, and could include additional support provided through Supporting People. This practical support element would contrast with and compliment the offence-focused work undertaken by Criminal Justice Social Workers. In addition, disposals such as Community Service, intended as a punishment and deprive individuals of their time and labour, would be enhanced as some individuals could receive invaluable support and may make such a disposal much more viable.

***To give priority to the development of community based disposals to young adult offenders.***

A significant percentage of young adult offenders dealt with by Criminal Justice Social Work Services have accommodation problems, often having been unable to cope with their tenancies and become homeless. Supporting People would assist the Service to target this priority group in developing viable community based disposals.

***To promote the development of schemes to enable Courts to grant bail.***

North Ayrshire Council, along with the neighbouring South and East Ayrshire Councils are partners in the Ayrshire Criminal Justice Social Work Partnership have received joint funding for a bail supervision scheme, Solemn Courts only, and contracted part to be delivered by SACRO. As a requirement of a Bail Order, individuals require to have a stable address. Supporting People could further assist individuals in North Ayrshire maintain their liberty by making bail supervision a more viable option.

***To provide and facilitate services for prisoners and their families and to assist them to resettle into the community.***

As the key to the above objective is 'resettle', it is significant to be aware that many of the individuals released from custody are institutionalised and require a range of practical supports to prepare for and maintain a tenancy in the community. Supporting People funding will allow us to provide advice, guidance and practical support to individuals released from custody and assist them have a stable home-life and resettle back into the community.

***To help offenders tackle their offending behaviour, assist them to live socially responsible lives within the law, and further their social integration through the involvement and support of their families, friends and other resources in the community.***

Supporting People funding offers a significant resource and will assist individuals to address their offending. Individuals commit offences for a variety of reasons. However, as noted earlier, issues such as finances and stable accommodation are significant criminogenic factors and should such factors not be addressed there is an increased likelihood of individuals re-offending. Further, the Supporting People initiative would be a resource to assist individuals live 'socially responsible lives within the law' and 'further their social integration. Therefore, the Supporting People initiative has a valuable contribution to make in achieving this objective by providing a range of pro-social practical supports.

**To assist families of offenders where family life suffers as a consequence of offending behaviour.**

It is a regular and known feature that the families of individuals who offend suffer because of this offending. These families are often very vulnerable and are adversely affected through their family member receiving a custodial sentence or from community reaction. Where a family member receives a custodial sentence there are often a range of problems to be dealt with including housing and benefits. Supporting People will therefore assist Criminal Justice Social Work Services to provide a service to these families.

**To promote and assist the development of services to victims of crime.**

Offenders are often themselves victims of crime. However, there are others in our local community who have been deeply affected by crime. For some of those individuals suffering through offences such as housebreaking, a service can be offered to assist them maintain their tenancy. Through the input of Supporting People our ability to reduce re-offending rates should be enhanced, thereby further reducing unnecessary suffering to potential victims of crime.

**CONCLUSION**

The Supporting People initiative has a very significant role in assisting Criminal Justice Social Work Services meet the strategic objectives.

**People with alcohol or drug problems**

From the Office of Population, Census and Statistics survey in 1994, it is estimated that in North Ayrshire there are 4,246 people with an alcohol dependence (3,292 male and 954 female) and 1,845 people with a drug dependence (1,152 male and 693 female).

With other client groups there is thought to be a significant overlap with other client groups in that the principle reason for vulnerability is defined in terms of age, housing status or other community care category. Housing support services for people with an alcohol or drug problem needs further analysis and this will inform types of service which can be provided. The Supporting People are involved with direct Social Services provision delivered from the Townhead and Vernon Centres in assessing levels of unmet need where housing support is a factor.

## **Young people at risk including those leaving care**

### **National Priorities**

Local authority intervention and in terms of vulnerable young people and families at risk or in need is prescribed by the parameters of the Children's (Scotland) Act 1995. The guidance which accompanies this Act emphasizes the role which the local authority should assume in terms of duties and powers to provide holistic support which enhance social inclusion of this group.

In terms of young people who have been accommodated after their school leaving age, their vulnerability to homelessness, early pregnancy, involvement with the adult criminal justice system and poor education/employment prospects is a national priority in terms of social policy intervention. The planned resource transfer, scheduled for October 2003, of their eligibility for state benefits is one aspect of a range of national interventions.

### **Local Priorities**

The Children's Services Plan 2002 – 2004 for North Ayrshire indicates that over 40% of the young people accommodated in an away from home setting are aged over 12 years. Research indicates that family rehabilitation decreases with age, with a significant number of this group potentially vulnerable to homelessness and poor integration with wider social networks, if support services are not delivered within a comprehensive framework.

Approximately 25 young people move on from away from home settings each year, in addition, the specialist Throughcare Project addresses approximately 90 referrals and operates with a client base of approximately 70 young people, presently and formerly looked after, per year.

### **Issues for Supporting People**

To date, Transitional Housing Benefit funded housing support services packages offering support to approximately 60 vulnerable families in North Ayrshire who

are involved with Social Services. In addition, 22 young people receiving Throughcare/aftercare support from the specialized Throughcare Project are receiving augmented support in terms of sustaining tenancies and enhancing their social integration.

Over the next 12 months, there will be an additional 30 vulnerable households approximately who will benefit from housing support services. The number of young people being supported on an aftercare basis will remain at approximately 22 to 25 young people.

It is also planned to include children in families affected by disability within the support schemes offered by Social Services and this may increase the number of vulnerable households benefiting from enhanced support by another 25 service users. The Supporting People Team will engage with support services to assess levels of unmet need and inform service development to respond.

## **Supporting People and Service Planning**

Supporting People does not solely “namecheck” against wider strategic objectives but has become integral to the identification of service priorities and Service Plan objectives. Attached are relevant sections from the Homelessness Strategy, Housing Services and Social Services Service Plans which demonstrate the role which Supporting People has at an operational level in meeting challenges facing improved service delivery:

Appendix 3: Homelessness Strategy Action Plan:

Appendix 4: Social Services Service Plan 2003 – 2006

Appendix 5: Housing Services Service Plan 2003 - 2006

## **Cross Authority Links and Issues**

North, South and East Ayrshire Councils have a working agreement on dealing with Cross Authority Issues in relation to Supporting People.

### **TRI-PARTITE AGREEMENT ON THE SUPPORTING PEOPLE PROGRAMME AND CROSS-AUTHORITY ISSUES**

#### **1. Parties to the agreement**

This agreement is made between East Ayrshire Council, North Ayrshire Council and South Ayrshire Council. Its purpose is to ensure that in their implementation of the Supporting People Programme, all three authorities co-operate in all practicable ways to ensure Best Value in their use of public funds and to optimize outcomes in the delivery of services to service users.

#### **2. Exchange of information**

It is agreed that all information available on the various different aspects of the Supporting People Programme will be freely circulated between the Ayrshire authorities. The only exception to this would be where information is supplied by a third party and deemed by them to be commercially sensitive, where the receiving authority accepts that the information has that status.

#### **3. Definitions of cross-authority arrangements**

It is agreed that the definitions covered by Section 4 of the Scottish Executive consultation paper on cross-authority issues dated 7 March 2002 shall be used in

determining the nature of any future cross-authority funding issues. In all cases, where a facility is located or a service is delivered to shall determine which authority is responsible for contracting for the service and monitoring outcomes.

#### **4. Planning and service development**

It is agreed that in considering changes to existing services, equal weight will be given to the needs of existing service users whose ordinary residence is in another authority's area compared with the needs of service users from within an authority's own area. It is further agreed that in the future development of services all efforts will be made to co-ordinate the strategic planning processes of the three authorities to match supply with need across all client groups and areas.

#### **5. Resolving disputes**

It is agreed that the procedures set out in the consultation paper on cross-authority issues referred to above and further detailed in Circular SWSG 1/96 attached to that paper as Annex 2 shall be used for the determination of any dispute arising from cross-authority issues under the Supporting People Programme. It is agreed that all efforts will be made to resolve any issues between the Ayrshire authorities in a spirit of co-operation and understanding without resorting to formal measures.

Signed on behalf of East Ayrshire Council:



**East Ayrshire**  
COUNCIL

Chris McAleavey, Supporting People Lead Officer

Signed on behalf of North Ayrshire Council:



**NORTH AYRSHIRE**  
COUNCIL

Steven Good, Supporting People Lead Officer

Signed on behalf of South Ayrshire Council:



David Sherlock, Supporting People Lead Officer

## **Service Quality and Reviews**

The emphasis in North Ayrshire Council has been to expand and develop services in order to maximize the coverage of Supporting People funding. The Council is committed to ensuring high quality, value for money services in line with Best Value principles.

Supporting People will link with Corporate contracting procedures and, as part of this, contract monitoring objectives will be set which are relevant to providers and services. We have started collecting information on service delivery with a variety of providers. These returns will be developed further incorporating ways of engaging with the service user to ensure that there is a basis for appropriate service reviews.

In establishing our framework for service reviews, we want to ensure that processes for achieving approved status avoids duplication with work carried out by the Scottish Commission for the Regulation of Care in order to reduce unnecessary burden to small providers. We want to ensure that Supporting People reviews are linked to and contribute to the Council's programme of strategic and Best Value reviews. We will use this process to inform and complement the achievement of strategic objectives. We want to ensure that the time period to complete reviews result in improved services more responsive to the needs and aspirations of all service users.

The success of a service review framework will require ongoing partnerships between the Supporting People Team and providers, service managers in Housing, Social Services and health as well as services users and their carers. The management issues involved in the Supporting People agenda have been outlined in the Executive Summary. The tasks identified look beyond the immediate requirements of contract compliance and funding and are concerned with developing working partnerships which produce both quantitative and qualitative management information. The process of discussing services and performance monitoring with providers has started. This work serves as preparation for Service Reviews.

### **Provider/Service Profiling**

The information gathering process was established 2 years ago in the form of SP1 and SP2 forms, which were, completed by Service Managers, to give an accurate description of the services that they provide. This proved a difficult task due to the complexity of information requested and sources of information on extent, coverage and diversity of providers involved.

The information requested by the supply mapping database restricted the description of service delivery. For example, when providers were asked to identify primary and secondary categories for support, the choice was limited and so did not give a clear picture of the type of support, which could be provided.

A series of providers open days / forums were held. This allowed the team to provide information about Transitional Housing Benefit, Mapping Supply and the overall policies of Supporting People. The providers were also given an opportunity to network with each other, to share ideas and good practice. A number of workshops were set up to allow everyone an opportunity to discuss how the Supporting People funding would effect their service.

This work improved the understanding of the supply of services in the area.

An Operational Group was established to encourage joint working and allow guidance from Social Services, Health and Housing to work together to direct and develop the Supporting People Programme.

Plans are in place to transfer our supply mapping information to OLM Care Support, which will manage contracts and client information in a more structured way. It will also allow payment structures to be introduced and be used for charging clients who may not be receiving Housing Benefit. The system can also be used to monitor services past and present, keeping an accurate record at all times.

The information in our database relied on information from providers. The Resource Workers have visited our providers in order to check that our information is correct. We now have an accurate, reliable database on all providers within North Ayrshire.

Our database, in the main, contains information about the existing support services that are be funded by Supporting People. Further work is required to determine where housing support services are delivered as an integrated package of care.

The information gathered from the SP 3 data allowed the Supporting People Team to identify the type of support that each provider delivered as well as updated contact details for all. From this information the team was able to prepare a visiting schedule of initial meetings involving all providers and a "Plan of Expectations" for their future.

To enable ongoing communication, which progresses liaison between the Supporting People Team and each provider, the following agenda for the gathering of information was developed.

- Confirmation of all clients receiving a service.
- Individual support needs.
- Primary and secondary client group for each provider.
- Awareness of the type of monitoring process that each provider would be expected to adopt.
- Processes of referral for each service user, i.e. self-referral or referral from local authority social work or housing, etc
- Detailed information from all providers of how support is being delivered to the service user and how the quality of that support is being measured.
- Further monitoring to be carried out by the Supporting People Team through the shadowing of support workers.

## **INITIAL MEETING WITH PROVIDERS**

An initial meeting was held between all providers and the Supporting People Resource Workers to enable the above information to be effectively gathered. Due to limited resources and the overall number of providers, contact between the Supporting People Team and Providers on a one to one basis required careful timetabling. The advantages of guidance, direction and problem solving which providers gained are of significant importance. Each provider was able to describe in detail the following information.

- The main type of support that was being delivered to the service users.
- The primary and secondary client group.
- The specific areas within the community that required a Housing Support service.
- The feedback from all service users.
- The benefits of the support that each individual was receiving.

From the initial meeting the Supporting People Resource Workers were then able to identify the effectiveness of each provider's monitoring process with regards to the relevance of the information provided and the overall picture of service quality.

## **STAGE 2**

The next stage in this process involved the summarisation of all information gathered from each initial meeting, for example all clients, receiving a service

under Transitional Housing Benefit, were they still receiving a Housing Support service? Other issues identified included the change of client's needs and the positive effects that support had on each individual's lifestyle. This information was closely evaluated by the Supporting People Resource Workers and used as a tool to create a "Plan of Expectations" for each provider's future.

## **MONITORING INFORMATION**

After meeting with all Providers on an initial basis the Supporting People Team have been able to identify strengths and weaknesses within the monitoring processes. A new monitoring form is currently being developed to meet all the needs of the volume and range of clients within North Ayrshire. The Supporting People Team are developing systems which collect information on service delivery from providers which ensures that the focus is on the product received by the service user and less on the paperwork and bureaucracy. The new monitoring form details the 21 Prescribed Housing Support Services as defined by regulation and allows the support workers to complete the forms quickly and accurately.

A monitoring database has been created by the Resource Workers to allow information required by the Scottish Executive to be retrieved accurately. In order to portray a positive image of the monitoring and supply mapping within supporting people.

The monitoring information is used to demonstrate that the Supporting People Grant is being used properly and effectively to allow people to maintain their own tenancies, improve the overall quality of their lifestyles, and live life in a more independent manner.

## **MOVING ON**

The aim of Supporting People in North Ayrshire is to secure the highest quality services through principles of Best Value. To encourage each provider to further develop and move on in relation to the Supporting People programme, further meetings are already taking place for each provider as an opportunity to resolve any issues that may have arisen. A proposal is also in place for a Provider's Forum, which will encourage input from all team leaders and create discussions involving good practice between providers and networking. In relation to ongoing liaison, the Supporting People Resource Workers as a means of gathering the appropriate information to effectively encourage each provider to move on will use the following agenda.

- Provider's Forum – Consult on outline proposal

- Shadowing of support workers - To allow Resource Workers an opportunity to experience the roles of the provider and also to fill the gaps in the service between SP 3 data and the client monitoring forms.
- Geographical methods of service – to identify exactly where the services are delivered.
- Housing Support – Discuss any issues which may be concerning the provider or the Supporting People Team.
- Discuss “ signposting” for other services – i.e. if a client has dependency issues what does the provider do in order to meet the needs of that individual.

## **SERVICE USER INVOLVEMENT**

Supporting People services are used by a diverse range of people and make a contribution to achieving the aims set by North Ayrshire Council. To establish an understanding of Housing Support the Resource Workers will shadow the Housing Support Workers. In order to achieve measurement of service quality the service user will be asked to participate in the completion of a questionnaire involving the different types of housing support that they receive. This information will allow an understanding of how the services are delivered, allow the Resource Workers to compare information and enable the service to be further developed. By gathering this information the Supporting People Resource Workers will be able to establish whether the supporting people grant is having a positive effect on the service user's lifestyle and most importantly meeting the individual needs of each service user.

## **INFORMATION SHARING**

The providers from health, social services and housing are increasingly working together in partnership. Barriers are dropping and service users should expect a seamless service, which is person centred and be given an opportunity to effectively decide which service should deliver their Housing Support.

Information on the extent of liaison meetings with providers is shown below:

Provider Meetings

