

# **Supporting People**

## **Five-Year Strategy**

**Darlington Borough Council**

## Darlington Five Year Supporting People Strategy

If English is not your first language and you would like more information about this document please contact 01325 388602.

إذا رغبتكم الحصول على هذه النشرة بلغة أخرى غير اللغة الإنجليزية نرجو الاتصال بنا على رقم الهاتف التالي : 01325 388602 • مع ذكر رقم الإشارة.

如果你需要其它語言的版本，請與以下電話聯繫並報出參考號碼：01325 388602

যদি আপনার ইংরেজী ছাড়া অন্য কোন ভাষায় এই প্রকাশনাটির দরকার থাকে, তাহলে 01325 388602  
নম্বরে ফোন করুন এবং সূত্র নম্বর উল্লেখ করুন।

यदि आप यह प्रकाशन अंग्रेज़ी के अलावा अन्य भाषा में चाहते हैं तो कृपया संदर्भ नम्बर (रेफरन्स नम्बर) बताकर निम्नलिखित 01325 388602 पर संपर्क करें।

ਜੇ ਇਹ ਪਰਚਾ ਤੁਹਾਨੂੰ ਅੰਗਰੇਜ਼ੀ ਤੋਂ ਬਿਨਾਂ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦਾ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਸਾਨੂੰ ਨੰਬਰ 01325 388602 'ਤੇ ਫੋਨ ਕਰੋ ਅਤੇ ਰੈਫਰੈਂਸ (ਹਵਾਲਾ) ਨੰਬਰ ਦੱਸੋ।

اگر آپ کو یہ کتابچہ انگریزی کے علاوہ کسی دوسری زبان میں درکار ہو تو براہ مہربانی ٹیلیفون نمبر 01325 388602 پر فون کر کے حوالہ نمبر بتائیں۔

**Copies of a summary of this document are also available in the following formats:**

**Large print**  
**Large print with easy words and pictures**

On tape  
Braille  
E mail

Please contact:

**The Supporting People Team on 01325 388108**

**Or by e mail: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)**

# Darlington Five Year Supporting People Strategy

## Contents

<b>FOREWORD</b> .....	4
<b>1. EXECUTIVE SUMMARY</b> .....	6
<b>2. INTRODUCTION</b> .....	12
OUR VISION .....	12
AIMS AND PRIORITIES OF THIS STRATEGY .....	13
DEVELOPING OUR STRATEGY .....	15
<b>3. IMPLEMENTATION</b> .....	21
SUPPORTING PEOPLE TEAM .....	21
GOVERNANCE AND MANAGEMENT .....	21
SERVICE REVIEW PROCESS .....	22
ELIGIBILITY CRITERIA .....	24
REGIONAL WORKING AND BENCHMARKING .....	24
BEST PRACTICE AND INNOVATION .....	25
STRATEGIC RELEVANCE .....	27
<b>4. LOCAL PROFILE</b> .....	38
DARLINGTON CLIENT GROUP SUPPLY ANALYSIS .....	39
<i>Older people with support needs, including services for frail elderly people and older people with mental health problems</i> .....	40
<i>Homeless families, teenage parents, single homeless people with support needs and rough sleepers</i> .....	43
<i>Offenders or people at risk of offending</i> .....	48
<i>Mentally Disordered Offenders</i> .....	51
<i>People With HIV/Late Stage HIV</i> .....	53
<i>Gypsies and Travellers</i> .....	55
<i>Refugees and Asylum Seekers</i> .....	58
<i>Women at Risk of Domestic Violence</i> .....	60
<i>People with a Physical or Sensory Disability</i> .....	63
<i>People with Mental Health Problems</i> .....	67
<i>Young People at Risk/Young People Leaving Care</i> .....	71
<i>People with Learning Disabilities</i> .....	74
<i>People with alcohol misuse problems and people with drug misuse problems</i> .....	79
<b>5. OPTIONS AND CHALLENGES</b> .....	83
FINANCIAL MANAGEMENT .....	83
CLIENT GROUP .....	85
RISKS AND CONTINGENCY PLANNING .....	89
<b>6. ANNUAL PLAN 2005-06</b> .....	94
<b>7. GLOSSARY</b> .....	103

# Darlington Five Year Supporting People Strategy

## Foreword

Supporting People was successfully implemented on 1 April 2003 to enable vulnerable people to live independently in Darlington.

The Council and its partners are responsible for ensuring that the programme delivers accessible, high quality and cost effective services to people so that they can sustain and develop their independence within the local community.

We have faced many challenges in implementing the programme; this strategy reflects how together we have overcome these and our plans to develop services in the future to meet needs.

In the future Supporting People will need to address the housing related support needs of challenging and hard to reach groups. The Council and its strategic partners in Health and Probation will continue to work together to meet these needs.

We are delighted to recommend the Supporting People Strategy 2004-2009 to you.



A simple, stylized line drawing of a signature, consisting of a horizontal line with a small loop at the end.

Councillor W G Dixon - Cabinet Member for Community & Public Protection Portfolio



A handwritten signature in black ink on a light-colored background, reading "Eleanor Lister".

Councillor E Lister - Cabinet Member for Adult Services Portfolio

## Darlington Five Year Supporting People Strategy

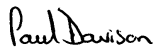
The final version of this document has been approved by members of the Supporting People Commissioning Body.



Margaret Asquith  
Director of Social Services  
Darlington Borough Council  
Chair of Commissioning Body



Pauline Mitchell  
Assistant Director - Housing  
Darlington Borough Council



Paul Davison  
Planning and Commissioning Manager  
Darlington Primary Care Trust



Sue Hine  
Assistant Chief Officer  
Durham Probation

The Strategy has been endorsed and ratified by the Darlington Borough Council's Social Affairs and Health Scrutiny Committee and Cabinet.

# Darlington Five Year Supporting People Strategy

## 1. Executive Summary

### Background

Darlington Borough Council, as the authority responsible for administering Supporting People funding, is required to prepare a five year strategy for how this funding will be used to effectively meet the housing related support needs of vulnerable people.

The Supporting People programme was introduced on 1<sup>st</sup> April 2003. Funding from the programme provides housing related support and aims to:

- offer vulnerable people the opportunity to improve their quality of life by providing stable environments which enable greater independence, and
- Deliver high quality and strategically planned housing related services, which are cost effective and reliable, and complement existing care services.

Supporting People aims to be needs led and the development and delivery of the programme is 'a working partnership of local government, service users and support agencies'.

The Supporting People programme in Darlington currently provides funding to 148 different services, within 43 separate contracts, being delivered by 41 different service providers.

The Supporting People budget for 2003/04 was £3,991,255; for 2005/06 it is £3,868,563, with similar reductions anticipated for 2006/07 and 2007/08.

### Our Vision for Supporting People

'To offer vulnerable people in Darlington the opportunity to improve their quality of life by providing a choice of well planned, high quality, reliable housing related support services, which will allow them to live more independently in the Borough.'

We will achieve this vision through: -

- Providing high quality housing support services that meet the needs of vulnerable people;
- Making sure that the views of service users and carers are integral to the planning of services;
- Promoting services that are responsive to changing needs, enhancing diversity and are accessible to all;

## Darlington Five Year Supporting People Strategy

- Working with the providers of support services to make sure that they continue to offer value for money,
- Developing innovative support services which enable people to achieve their potential for independent living.

The key **Supporting People objectives for Darlington** are: -

- **Prevention** – Helping to sustain a diverse range of people in the community and alleviate problems before a crisis.
- **Promoting Independence** – Support to enable people to take their own decisions and live their own lives.
- **Alleviating Crisis** – Promoting support to help people during crises.
- **Resettlement** – Supporting people to establish themselves in a new home and community.
- **Inclusion** – Supporting people who may not be seeking support, who have difficult or challenging behaviour or unconventional lifestyles, or who have multiple needs or fall outside traditional client groups.
- **Needs led** – By working with service users to gain a greater understanding about the support needs of vulnerable people. Existing quality services can be developed and improved and some provision remodelled or refocused on addressing locally identified unmet need.
- **People Focus** – These objectives can only be met through a variety of flexible, responsive high quality services that are moulded around people and the way they choose to live their lives.

### Developing the Strategy

Providers, partners and commissioned research have provided evidence of housing related support need for client groups. These have been combined with feedback from consultation with service users, through partners, the Inclusive Forum and other existing forums, to inform our understanding of need and supply.

Through the Commissioning Body and Core Strategy Development Group we have analysed gaps in supply of housing related support services and jointly agreed how these can be met against a backdrop of a reducing budget.

The Commissioning Body and Core Strategy Development Group have also played an important role in identifying how Supporting People can contribute to national, regional and local strategies and plans, for example developing services to prevent homelessness, reduce drug and alcohol use or prevent offending and re-offending.

The strategy is based on a 'snap-shot' of data and analysis; this will change over time. The strategy and annual plan will be monitored regularly and reviewed annually by the Commissioning Body and Core Strategy Development Group.

## Darlington Five Year Supporting People Strategy

Developing and delivering the strategy is challenged by a 5.04% budget cut for 2005/06 and future reductions are anticipated.

### Housing Related Support -Need in Darlington

Darlington has a population of approximately 97,000 living in 44,500 households; it has a population density of 5.1 per hectare compared to 3.5 nationally. Most households live in the urban centre of Darlington.

Darlington's population decreased between 1991 and 2001; the proportion with a health problem increased from 14.7% to 20.4% and the older population increased from 7 to 8%. It has a higher proportion of people who are permanently sick than the national average (7% compared to 5%). Darlington's ethnic population increased from 1.5% to 2.1% between 1991 and 2001. (Census 2001)

Based on evidence the strategic priorities for action are: -

<b>Priorities (ranking for new services as Annual Plan)</b>	<b>Evidence</b> – taken from consultation, surveys and influence at a National and Regional level:-
Supported accommodation for young, homeless people, both single and couples without children Supported accommodation for care leavers	<ul style="list-style-type: none"> <li>➤ Analysis of Supporting People supply mapping has indicated priority support and accommodation needs for young single homeless – this contributes to the Homelessness Strategy</li> <li>➤ There is an anticipated reduction in population of 0.5% between 2003 and 2013 (500 people). However, the trend is towards more single person households across all age groups</li> </ul>
Support services for those recovering from substance dependency	<ul style="list-style-type: none"> <li>➤ There are currently no specific support services for people recovering from substance dependency.</li> </ul>
Meet the needs of older persons, in particular	<ul style="list-style-type: none"> <li>➤ There is an ageing population within the Borough – between 2003 and 2013 the Office of National Statistics has projected an increase of 13.69% in the number of people 65 and over (2,300 people)</li> <li>➤ There is a demand for extra care services for older persons. Link to National Service Framework for older people and the local Older Persons Strategy</li> </ul>
Increased support service opportunities for BME and other marginalised groups	<ul style="list-style-type: none"> <li>➤ Latest census information shows an increase in the percentage of the population of Darlington from a BME group. There are no services specifically catering for these groups. It is currently unknown if all Supporting People services are accessible to those from the BME community</li> </ul>



## Darlington Five Year Supporting People Strategy

Increased tenancy support for vulnerable people	<ul style="list-style-type: none"> <li>➤ Some 47% of council tenants report having some form of disability. (Identified from the Housing Needs Survey).</li> <li>➤ An increasing number of residents require appropriate support to sustain a Council tenancy</li> </ul>
Self-contained accommodation for people with a Learning Disability	<ul style="list-style-type: none"> <li>➤ 'Valuing People' supports the rights of people with a learning disability to have a range of housing options</li> <li>➤ Locally, the Learning Disability housing strategy identifies that there is little self-contained accommodation for service users</li> </ul>
Supported housing for older people suffering from dementia	<ul style="list-style-type: none"> <li>➤ There are no services for older persons with dementia.</li> <li>➤ Link to National Service Framework for people with mental health problems and also Darlington Borough Council's Best Value Review of Mental Health Services</li> </ul>
Accommodation based support for homeless people, particularly young homeless and young ex-offenders	<ul style="list-style-type: none"> <li>➤ Community safety is an issue for residents in many parts of the Borough. Burglary, robbery, and vehicle crime have all been decreased in the borough over the last three years, but violent crime is up significantly (125%) partly due to a change in the way the statistics are recorded. Of greatest concern are the 86% increase in reports of Anti-Social Behaviour and a 16% increase in disorder. These figures reflect the fear of crime, which the housing need survey suggests has increased significantly</li> </ul>
Floating support service for women fleeing domestic violence	<ul style="list-style-type: none"> <li>➤ The Domestic Violence forum has identified a need for a floating support service for women fleeing domestic violence. This would be as an additional service to the Women's' refuge. Not all women would wish to enter a refuge, despite having a need for support</li> <li>➤ There is a Government target that there should be a place for women fleeing domestic violence in the ratio of 0.8 for every 10,000 population. Darlington reaches this target with 8 units in the Women's Refuge (against a population of 97,888)</li> </ul>

In particular in 2005/06 the Supporting People Team will: -

Develop: -

- Accommodation for young single homeless;
- Floating support service and accommodation based support for people with a drug and/or alcohol problem;
- Extra care accommodation for older people with dementia, and remodel existing extra-care provision.

## **Darlington Five Year Supporting People Strategy**

### Improve access to services for:-

- Offenders and people at risk of offending
- Schedule 1 offenders
- People with a mental health problem
- Young people leaving care
- People from a black and minority ethnic background.

### Improve access to accommodation for:-

- Service users through working with providers and housing associations.

### Research the housing related support needs of:-

- People with a physical or sensory impairment
- People from BME groups.

## **Delivering the Programme**

Although the Council is accountable for the Supporting People Programme, development, delivery and monitoring of the programme and strategy are the joint responsibility of a partnership between the Council, Probation and the Darlington Primary Care Trust – the Commissioning Body.

The Commissioning Body makes decisions by combining its knowledge of national, regional and local agendas with information and recommendations from the Core Strategy Development Group.

The Core Strategy Development Group is attended by representatives from the partner agencies and staff from other stakeholders. Staff from the Supporting People Team also attend existing groups and forums to ensure the programme is developing to meet identified need. The Group oversees research and consultation work to inform decisions.

Locally, the Durham and Tees Valley Cross Authority Group (CAG) provides a forum to develop strategy and to address common implementation issues, for example the CAG has agreed a protocol for accrediting service providers and is working to agree a uniform approach to value for money.

The process of reviewing services – service reviews – engages service users and providers. This consultation is complemented by surveys and focus groups with service users, held by partners and providers, to inform service development and the programme.

Service reviews assess whether a service is delivering to meet requirements of the Supporting People strategy and other national and local strategies and plans. They also assess demand for the service, quality, performance and value for money.

## **Darlington Five Year Supporting People Strategy**

All services are required to be reviewed by 1<sup>st</sup> April 2006. The Supporting People Team have completed 15 reviews to date, 39 are underway and 90 are to start. Through the service review process the team have decommissioned four services, remodelled three services, varied six contracts and re-commissioned two services.

The Supporting People programme encourages best practice and innovation from providers and partners. For example, the team have participated in the development of a common waiting list to enable people to access services more effectively, and have held workshops on the review process.

The Supporting People Team have developed their approach to planning for and managing risk since the implementation of the programme. They have ensured that their risk planning and management process is integrated within the Council's emergency planning and risk management process, policies and procedures for the housing of high risk groups, and to minimise the risks which may cause vulnerable people to be threatened in their supported housing by forms of anti-social behaviour.

# Darlington Five Year Supporting People Strategy

## 2. Introduction

### Our Vision

*'To offer vulnerable people in Darlington the opportunity to improve their quality of life by providing a choice of well planned, high quality, reliable housing related support services, which will allow them to live more independently in the Borough.'*

A strategic partnership has been established between the Council, Probation Service, Health Service, service users, carers, support agencies and other relevant stakeholders to: -

- Provide high quality housing support services that meet the needs of vulnerable people;
- Make sure that the views of service users and carers are integral to the planning of services;
- Promote services that are responsive to changing needs, enhance diversity and are accessible to all;
- Work with the providers of support services to make sure that they continue to offer value for money, and
- Develop innovative support services, which enable people to achieve their potential for independent living.

The key Supporting People objectives for Darlington are: -

- **Prevention** – Helping to sustain a diverse range of people in the community and alleviate problems before a crisis.
- **Promoting Independence** – Support to enable people to take their own decisions and live their own lives.
- **Alleviating Crisis** – Promote support to help people during crises.
- **Resettlement** – Support to help people establish themselves in a new home and community.
- **Inclusion** – Supporting those who may not be seeking support, who have difficult or challenging behaviour or unconventional lifestyles, or who have multiple needs or fall outside traditional client groups.
- **Needs led** – By working with service users we will gain a greater understanding about the support needs of vulnerable people. Existing quality services can be developed and improved and some provision remodelled or refocused on addressing locally identified unmet need.
- **People Focus** – These objectives can only be met through a variety of flexible, responsive high quality services that are moulded around people and the way they choose to live their lives.

## Darlington Five Year Supporting People Strategy

The Supporting People Team provide evidence of how their vision and objectives have developed to achieve priorities and objectives of partner strategies and plans in Chapter 3.

### Aims and Priorities of this Strategy

The aims of this five-year strategy are to:

- Clearly set out what services currently exist for vulnerable people in Darlington;
- Identify the need for new or additional services;
- Identify any gaps in provision;
- Demonstrate how Supporting People is an effective delivery mechanism for key areas of other strategies;
- Set out our programme for reviewing support services;
- Consider the financial implications of the programme in Darlington, and
- Set out Darlington’s priorities for the next year and the next five years.

The strategic priorities for action are: -

<b>Priorities (ranking for new services as Annual Plan)</b>	<b>Evidence</b> – taken from consultation, surveys and influence at a National and Regional level: -
Supported accommodation for young, homeless people, both single and couples without children Supported accommodation for care leavers	<ul style="list-style-type: none"> <li>➤ Analysis of Supporting People supply mapping has indicated priority support and accommodation needs for young single homeless – this contributes to the Homelessness Strategy.</li> <li>➤ There is an anticipated reduction in population of 0.5% between 2003 and 2013 (500 people). However, the trend is towards more single person households across all age groups</li> <li>➤ An increasing number of residents require appropriate support to sustain a Council tenancy</li> </ul>
Support services for recovery from substance dependency	<ul style="list-style-type: none"> <li>➤ There are currently no specific support services for people recovering from substance dependency.</li> </ul>
Meet the needs of older persons, in particular	<ul style="list-style-type: none"> <li>➤ There is an ageing population within the Borough – between 2003 and 2013 the Office of National Statistics has projected an increase of 13.69% in the number of people 65 and over (2,300 people).</li> <li>➤ There is a demand for extra care services for older persons. Link to National Service Framework for older people and the local Older Persons Strategy</li> </ul>

## Darlington Five Year Supporting People Strategy

<b>Priorities</b>	<b>Evidence</b> – taken from consultation, surveys and influence at a National and Regional level: -
Increased support service opportunities for BME and other marginalised groups	➤ Latest census information shows an increase in the percentage of the population of Darlington from a BME group. There are no services specifically catering for these groups. It is currently unknown if all Supporting People services are accessible to those from the BME community.
Increased tenancy support for vulnerable people	➤ Some 47% of council tenants report having some form of disability. Identified from the Housing Needs Survey
Self-contained accommodation for people with a Learning Disability	➤ 'Valuing People' supports the rights of people with a learning disability to have a range of housing options. Locally, the Learning Disability Housing Strategy identifies that there is little self-contained accommodation for service users.
Supported housing for older people suffering from dementia	➤ There are no services for older persons with dementia. Link to National Service Framework for people with mental health problems and also Darlington Borough Council's Best Value Review of Mental Health Services.
Accommodation based support for homeless people, particularly young homeless and young ex-offenders	➤ Community Safety is an issue for residents in many parts of the Borough. Burglary, robbery, and vehicle crime have all been decreased in the borough over the last three years, but violent crime is up significantly (125%) partly due to a change in the way the statistics are recorded. Of greatest concern is the 86% increase in reports of Anti-Social Behaviour and a 16% increase in disorder. These figures reflect the fear of crime, which the housing needs survey suggests has increased significantly.
Floating support service for women fleeing domestic violence	<p>➤ The Domestic Violence forum has identified a need for a floating support service for women fleeing domestic violence. This would be as an additional service to the women's refuge. Not all women would wish to enter a refuge despite having a need for support.</p> <p>➤ There is a Government target that there should be a place for women fleeing domestic violence in the ratio of 0.8 for every 10,000 population. Darlington reaches this target with 8 units in the Women's Refuge (against a population of 97,888).</p>

These priorities are translated into action in the Annual Plan 2005/06. Appendix A also provides more detail on how priorities were developed for commissioning new services.

# Darlington Five Year Supporting People Strategy

## Developing our Strategy

### Introduction to the programme

The Supporting People programme began on the 1 April 2003. The council and partners began to manage a budget to deliver high quality and needs focused services to the vulnerable people within Darlington.

The nature of Supporting People meant that a range of services were inherited providing support to people, previously funded by a number of other sources. In looking to the future the team have examined these services as far as possible to focus on local need.

The 5-year strategy will address the following questions: -

- What is the pattern and nature of the service currently being delivered?
- What is the quality and value of each individual service?
- What services are needed to meet local strategic priorities and local needs?
- How will the team move this forward?

### Regional Strategic Framework

At a regional level the Supporting People Team represents Darlington on the Durham and Tees Valley Cross Authority Group (CAG). The CAG works together to address common issues related to service users who move across authority boundaries; it considers planning and funding of future service provision within the geographical area of Durham and the Tees Valley and responds to issues arising in the North East Region and nationally. ODPM has "designated" certain support services as cross authority services as they are deemed to be "of national importance or extremely specialist"<sup>1</sup>.

---

<sup>1</sup> ODPM criteria: -

- All accommodation based services that provide for women at risk of domestic violence as their primary client group<sup>1</sup>
- Services which provide for high risk offenders
- Services that cater for a very specialist combination of needs - e.g., a service for sight and hearing impaired people.
- Services that offer national coverage – e.g. specialist brain injuries services, of which there are only one or two in England.

## Darlington Five Year Supporting People Strategy

Of particular importance to the development of this strategy has been joint working to: -

- Analyse need and supply at a cross-authority level;
- Identify existing cross authority schemes / services;
- Identify gaps in current services and the need for new services;
- Consider reports and advice on regional and national issues;
- Consider the data from Client Records reports, and
- Feed into the strategic planning of services.

Evidence of how this strategy links to regional strategy and plan priorities is provided within Chapter 3 – Implementation.

### Local Strategic Framework

The development of the Supporting People strategy has been through a local framework of groups, representative of partners, providers and service users. This framework has effectively enabled the team to identify need, assess quality and supply, analyse gaps, and make decisions about what needs to change. A diagram of this framework is on the following page.

A comprehensive list of all stakeholders who contributed to the strategy development is attached as Appendix B - Strategic Partners.

Evidence of how this strategy links to local strategy and plan priorities is provided within Chapter 3 – Implementation.

The **Commissioning Body**, representative of the local authority housing and social services departments, Probation and the Primary Care Trust, has met on a quarterly basis to oversee the development of this strategy, and in particular to determine priorities and objectives.

This work has built on the role of the Commissioning Body in implementing the programme, for example receiving and commenting on regular management reports, which are submitted to the Commissioning Body for their consideration, including performance and financial information. These reports demonstrate to the Commissioning Body how the objectives of the Supporting People programme are being met locally, and any areas for concern are highlighted.

The Commissioning Body has considered Darlington's position in relation to the self-assessment toolkit<sup>2</sup>, and enabled the group to focus on questions critical to the successful preparation and implementation of this strategy.

---

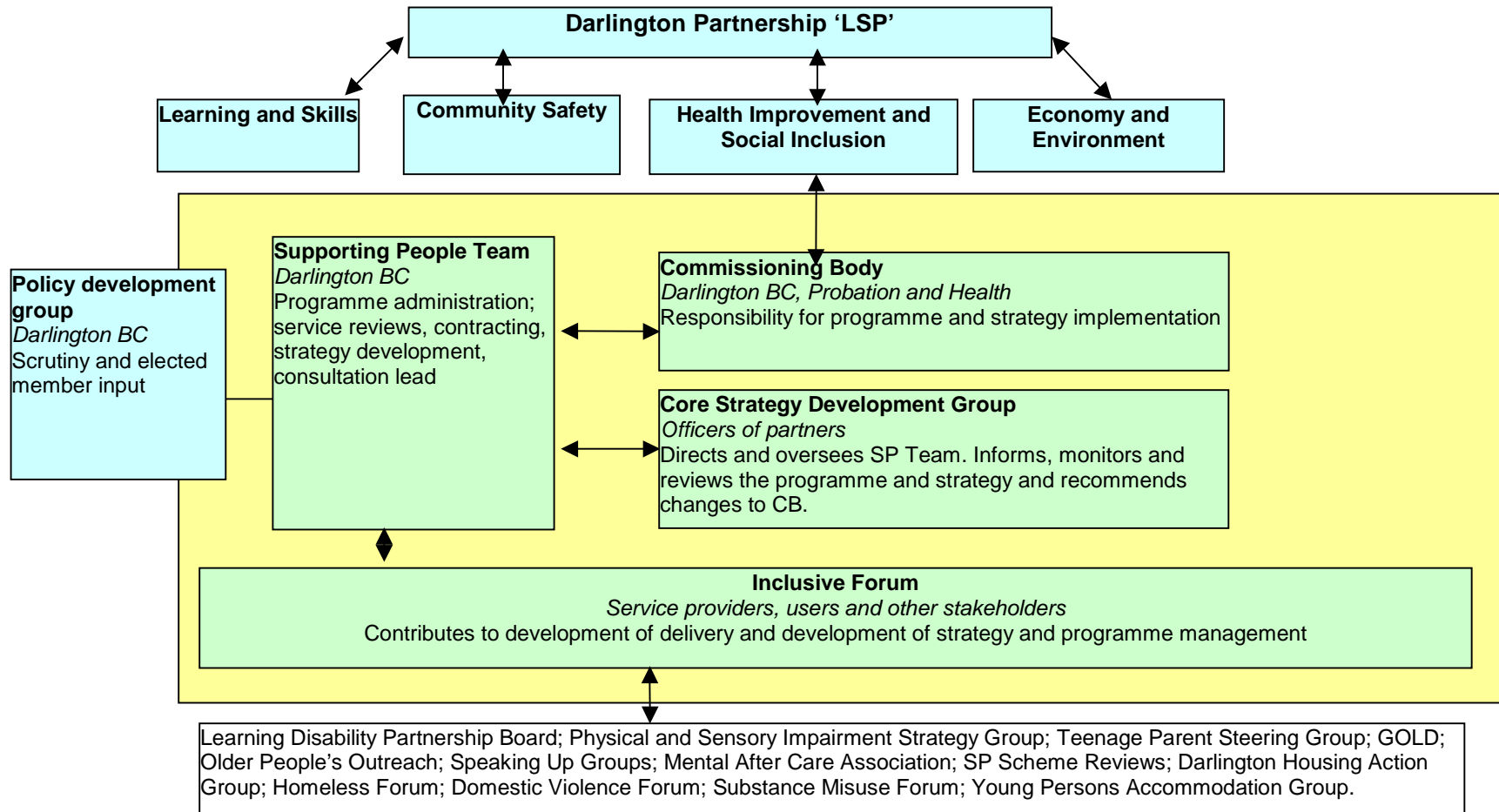
<sup>2</sup> Self-assessment toolkit

<http://www.SupportingPeoplestrategytoolkit.org.uk/download/Strategy-SelfAssess-v1.0-021203.doc>



# Darlington Five Year Supporting People Strategy

## Supporting People in Darlington



## Darlington Five Year Supporting People Strategy

The strategy priorities and objectives in the Annual Plan reflect the work of the Commissioning Body. For example the Commissioning Body has received regular updates on the development of proposals for the commissioning of new schemes such as St. Georges Hall for young homeless people, a substance misuse floating support scheme and an extra care scheme for older people with dementia. Decisions relating to the commissioning of these schemes for 2005/2006 have been based on strategic relevance, identified unmet needs, risks, the costs of these schemes and the available grant allocation funding, taking into account efficiency savings achieved to date and other financial commitments (see Appendix A).

The multi-agency **Core Strategy Development Group** has developed from contributing to the implementation of the programme in Darlington to developing the priorities for the Supporting People strategy. For example, the Group heard a proposal by Darlington DAAT (Drug and Alcohol Action Team) for a substance misuse project. The Group discussed good practice, links to the treatment process, mixing adults and young people, dispersed houses versus core and cluster. Issues were raised around tenancies and licences from landlords, as well as shared accommodation. The target group was agreed as anyone who misuses substances and an assessment of need was undertaken. As a result of the Group's input, a proposal was put forward to the Commissioning Body who have agreed to allocate funding for a floating support scheme, to be implemented in 2005/2006.

**Providers** were involved (through a questionnaire<sup>3</sup>) in providing information about current supply, identifying areas of unmet need and future priorities. It also provided an opportunity to comment on service developments in line with the Supporting People Shadow Strategy.

An outcome from this exercise was that the Salvation Army identified that 'move on' was a particular problem and supplied evidence of this. As a result the hostel identified a house, which will accommodate three long stay service users with multiple needs of homelessness and mental health problems that are currently inappropriately placed in short term accommodation at the hostel. This development recognises differing need of individuals and will avoid "bed blocking". Supporting People will provide funding. The hostel is increasing its focus on move on into the community for all its service users with the support of Supporting People.

---

<sup>3</sup> A full analysis of the findings of the questionnaire can be obtained from the Supporting People Team on 01325 388108 or by e mail: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## Darlington Five Year Supporting People Strategy

The **Inclusive Forum** has been the main way for service users to be involved in the programme to date. The Supporting People Team have also sought to use **existing meetings and consultation opportunities** to consult with service users in particular. Regular attendance by the Supporting People Team at meetings where service users attend has built up trust, which has in turn led to some very positive dialogue. This has improved services and helped to inform the strategy. Examples of this are illustrated below, and within client group sections later in this strategy: -

The Supporting People Team has consulted with the **Learning Disability Partnership Board**, which has service users as members and produced information in an accessible format. The team will attend a series of four **'Speaking Up' groups**, where service users with learning disabilities are supported to develop self-advocacy skills giving them a chance to speak up for themselves.

The DAAT (**Drug and Alcohol Action Team**) facilitated a focus group at 'First Stop' and consulted on DAAT's proposals for accommodation based and floating support for people with substance misuse problems. The outcome from this work was that we understood that both client groups see themselves as separate from each other, and do not want to be housed or supported together. There is also a need for housing related support to be part of a holistic approach to help them to address their addictions.

As part of the development of the **Teenage Pregnancy** Strategy, young parents were consulted as to what type of supported housing they would prefer. The young parents continued to be engaged with the development of the supported housing and regularly attended the Steering Group throughout the build process. There are regular management meetings still held by the partners to monitor progress of the service, and the young parents continue to attend these meetings.

Consultation with homeless people and those who had experienced homelessness was carried out as part of the development of the **Homelessness** Strategy. As a result of this process, it became clear that young homeless felt particularly vulnerable and often did not access services, where a larger proportion of older homeless people were accommodated. Consequently the need for a service specifically for the younger 'first time' homeless is being developed.

## **Darlington Five Year Supporting People Strategy**

### Engaging 'Hard to Reach' People

In all of the above consultation processes, significant effort has been made to engage both minority and marginalised groups. Consultation has recently commenced with the Asian Women's sub-group via SureStart and feedback will inform future reviews of this strategy.

The Supporting People Team also produces a regular Supporting People Newsletter (WISH – Working in Partnership for Supported Housing), which has received very positive feedback and has been identified by the Supporting People Action Network as an example of best practice.

### **Your Views Count**

This strategy presents a "snapshot" of housing related support needs, supply and gaps. The programme will continue to develop, and the support services in Darlington need to change to meet the changing needs of vulnerable people.

Service users, providers and other stakeholders have been central in telling us about what the needs and aspirations are for housing related support, now and in the future. These views will inform ongoing development, monitoring and review of this strategy and the housing related support services that deliver it. If you would like to contribute to the future development of Supporting People in Darlington please contact the Supporting People Team (details at the front of this strategy).

## Darlington Five Year Supporting People Strategy

### 3. Implementation

This chapter describes how the Supporting People Programme in Darlington is managed, to ensure it delivers high quality and effective services that achieve positive outcomes for people, and meet wider priorities and objectives.

#### Supporting People Team

The Supporting People programme went 'live' on the 1<sup>st</sup> April 2003. Prior to this the following were established: -

- A team to develop and monitor the programme - the Supporting People Team, procedures and administration systems;
- A partnership between probation, health and the local authority, with a new joint decision making structure, and
- A framework for improved service planning

Nationally a monitoring process and review framework was introduced to assist providers assess the quality of their service, and this will drive forward the continuous improvement of all support services.

#### Governance and Management

The Commissioning Body is the main group that oversees the development, management and monitoring of the Supporting People programme. Their role in developing this strategy is described in the introduction.

In overseeing the implementation of the programme the Commissioning Body has met quarterly, representing Social Services, the Primary Care Trust, Housing and Probation, and have approved: -

- The template to be used for the interim contract
- The service review programme
- The staffing structure of the Supporting People Team
- The monthly expenditure of Supporting People Grant
- Provider quarterly monitoring returns

The terms of reference for the Commissioning Body have been reviewed in light of the guidance issued in both "The Financial Package" and "Focus on the Future".<sup>4</sup>

---

<sup>4</sup> For a full copy of the terms of reference please contact the Supporting People Team on 01325 388108 or email: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## Darlington Five Year Supporting People Strategy

The Commissioning Body is linked directly to Darlington Borough Council's Corporate Management Team (CMT) through the Chair. CMT can make decisions about any matters which need to be referred to Cabinet or Council. From May 2004, the Commissioning Body have sent a six-monthly update on Supporting People via the Chair to the CMT. CMT reports are all copied as a matter of routine to the Leader of the Council; the agenda is copied to all Cabinet Members who can then request any papers. This process, combined with regular six-monthly reports to Scrutiny ensures that elected members are informed about Supporting People.

The Durham and Tees Valley Cross Authority Group (CAG)<sup>5</sup> described in the strategy development (page 15) also works to address common implementation issues. In particular it: -

- Has agreed a protocol for accreditation that allows for the passporting of service providers who have achieved accreditation with a member of the Durham and Tees Valley group, to be granted automatic accreditation with any of the other group member
- Is working to achieve a uniform approach to value for money (described below in more detail)

### Service Review Process

All Supporting People funded services are required to be reviewed in the first three years of the Supporting People programme. The Commissioning Body and providers have agreed Darlington's timetable for review, which was developed following ODPM guidance. Reviews have been approached on a client group basis, with those services that appeared to be high cost, or were developed towards the 'cut off' date to receive Transitional Housing Benefit, being reviewed first. Strategic relevance was also a consideration. There is provision within the interim contract to bring reviews forward where appropriate, and this has been necessary on several occasions.

A toolkit has been developed by the Supporting People Team for use in the review process. The toolkit, which is specific to each client group, is issued to providers prior to the review, and gives them the opportunity to prepare for the process. It also means that the review processes in Darlington are transparent and equitable.

The review process pulls together all the above monitoring and then goes through 4 stages before issuing a steady state contract<sup>6</sup>. A diagram of the process is shown in Appendix C.

---

<sup>5</sup> For terms of reference of the Cross Authority Group please contact the Supporting People Team on 01325 388108 or by e mail: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

<sup>6</sup> For a copy of the service review process stages please contact the Supporting People Team on 01325 388108 or by e mail: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## Darlington Five Year Supporting People Strategy

### Outcomes of Service Reviews to Date

There are a number of possible outcomes of a review: -

- Contract renewal, including negotiations over the contract term and contract conditions;
- Action plan to improve performance, linked to service changes;
- Agreement to remodel the service, and working with the provider to carry out the remodelling;
- Changing the provider and retaining the existing service (for instance where the provider has not been re-accredited); or
- Closure of the service and the activities involved with closure (including consulting with service users, addressing the future use of a building where the service is accommodation based etc)

Prior to the final outcome, all providers receive an interim feedback report following review, and are given the opportunity in a 'round table' meeting to challenge any of the findings. Should a provider remain dissatisfied after this stage, they are able to use the appeals process<sup>7</sup>. When there is agreement as to the review findings, variations to the interim contract are agreed. The delay in the announcement of future funding has meant that no steady state contracts have yet been agreed by the Commissioning Body. However, the Commissioning Body will approve 'steady state contracts' to be issued to relevant providers. Whilst the length of the 'steady state contract' will vary depending on a number of different factors, it is envisaged that most contracts will be between 1 and 3 years.

The outcomes of service reviews are shown in the following tables: -

---

<sup>7</sup> For a copy of the appeals process please contact the Supporting People Team on 01325 388108 or email: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## Darlington Five Year Supporting People Strategy

Client Group	No of providers	No of Services	No of Reviews Started	Outcome of reviews
Learning Disability	10	38	38	2 Decommissioned 3 Service re-modelled 6 Contract variation 2 Re-commissioned 25 Ongoing
Care Leavers	4	5	2	2 Decommissioned Year two - 3 to start
Offenders	1	4	4	4 Ongoing
Single homeless	5	8	6	6 Ongoing Year two - 2 to start
Generic	2	3	0	Year two - 3 to start
Mental Health	4	6	0	Year two - 6 to start
HIA	1	1	0	Year two - 1 to start
Young Parents	1	2	0	Year two - 2 to start
Physical/Sensory disability	1	1	0	Year two - 1 to start
Domestic Violence	1	1	0	Year two - 1 to start
Older people with support needs	12	76	3	3 ongoing Year three - 73 to start
Frail Elderly	2	2	0	Year three - 2 to start

### Eligibility Criteria

The absence of clear guidance from ODPM regarding the eligibility of services caused some difficulties for the Supporting People Team when carrying out reviews. To address this, the Supporting People Team developed their own eligibility criteria, which will be used as part of the review process, until further clarification was received from ODPM. Providers were consulted regarding the eligibility criteria, and responded positively to receiving some clarification. Producing the eligibility criteria has the added benefit that providers can assess their services against the criteria, ahead of the service review, and can start to identify alternative sources of funding if applicable.

### Regional Working and Benchmarking

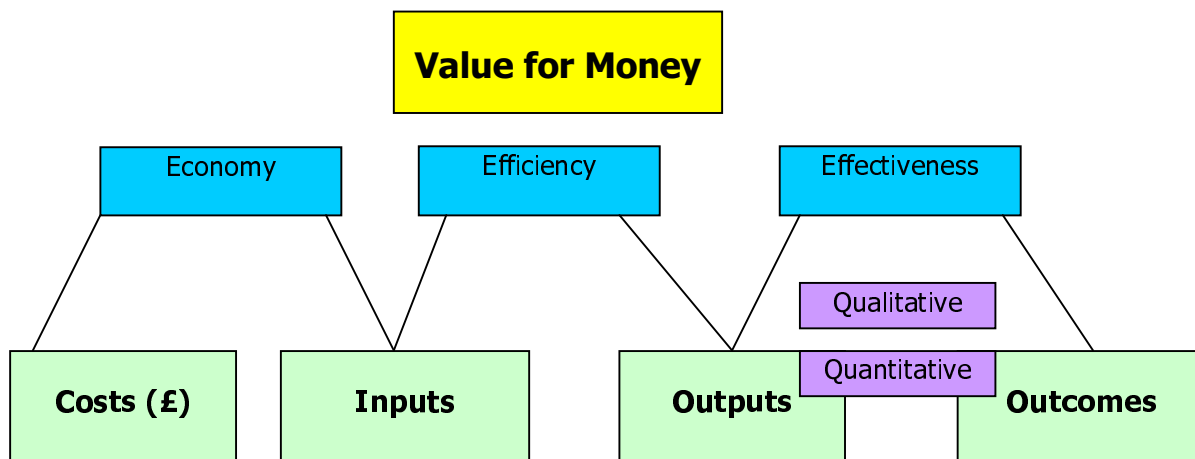
Darlington is working with the members of the North East Regional Implementation Group (RIG) to develop a **regional** approach to value for money assessments, to benchmark like-for like services and to make sure that cost matches service delivery.



## Darlington Five Year Supporting People Strategy

In addition, Darlington is a member of a benchmarking club of local authorities within its **'family group'**, established to discuss Value for Money issues in relation to Supporting People. Of particular relevance to the benchmarking group are Redcar and Cleveland and Stockton Borough Council's, two other Tees Valley authorities, who the team have worked closely with, since the start of the programme; they are used as a **local** benchmark.

The model below has been used as a basis for developing Darlington's approach to value for money.



Value for money assessment is not a cost-cutting exercise but it does critically examine what service users "get for their money", and asks the question "do we get what we pay for?" It considers low cost as well as high cost services. The process exists as a framework only and on occasions there may be valid reasons why it is not rigidly applied.<sup>8</sup>

Wherever possible Darlington's approach ensures:

- Service sustainability regardless of ODPM challenges
- The funding of new services to meet the needs of people in Darlington
- Benchmarking of services within client groups
- Cost effective services
- Savings on contracts where appropriate

### Best Practice and Innovation

The Commissioning Body, through the Supporting People Team, continuously seeks to improve how the programme is implemented and the quality, effectiveness and value for money offered by services. Examples of best practice that the team have adopted include: -

---

<sup>8</sup> The process the Supporting People Team use in assessing value for money can be obtained from Supporting People Team on 01325 388108 or email: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## Darlington Five Year Supporting People Strategy

A **Joint Information Sharing Protocol** in relation to subsidy payments has been agreed between the Supporting People, Financial Assessments and Housing Benefits Teams. All partners have agreed to share relevant information that they hold for service users (with the service users written consent) to enable the prompt determination of entitlement to Supporting People grant. This has ensured that payments to providers on behalf of tenants is as timely as possible and prevents duplication in providing information to the authority.

A **Common Waiting List for Floating Support Schemes** was developed, following meetings with providers, to enable better access to support. Potential service users are placed on the list if there are no current vacancies (a provider will do this once they have been 'accepted' for support). The Tenancy Support Team (Darlington Borough Council) refers to the waiting list when providers notify them of a vacancy. Referrals can also be received from other agencies such as probation & social services. Although slow to start with the number of referrals received from other provider, the number of requests for service users is increasing especially from New Leaf, Stonham, Emma Project and Carr Gomm.

Provider feedback to the Supporting People Team also led to **workshops on the review and monitoring programme**. Providers felt there was a great deal of uncertainty around the monitoring and review procedures for compliance with the interim contract. The Supporting People Team and SITRA facilitated the workshop jointly and took the form of 'hands-on' computer training. This event provided an opportunity for providers to share their experiences and their own best practice; providers from many different client groups attended and feedback from delegates was very positive.

The Darlington Supporting People Team has developed a **review and validation toolkit**. It was developed to: -

- Inform providers about the processes involved in review and validation
- Make the process transparent and equitable
- Assist the Supporting People Team in the completion of the review

The toolkit has been well received and has been shared with other Supporting People Teams in the region.

## Darlington Five Year Supporting People Strategy

Supporting People services are being referred to by staff who undertake the **Single Assessment** process<sup>9</sup>. In particular where service users identify difficulties with their current accommodation, care of the home, food preparation, laundry or finances, then assessment staff will seek from the Supporting People Team information on relevant services, so that a referral can be made if appropriate. Awareness training on Supporting People is provided to staff carrying out the assessment and data collected during the assessments will be used to identify future needs and demand for new support services.

**Service user** involvement has been important to the delivery of the Supporting People Programme in Darlington, particularly as part of the service review process.

It is clearly explained to service users why and what they are being consulted on, the role their views have in the review process and who has access to the information they provide. Consent is also sought from all the service users to enable the Supporting People Team to view confidential documents such as support plans.

In addition, the Supporting People Team have undertaken other consultation exercises to get the views of service users. For example, as part of the work carried out by the Young Persons Accommodation Group a large-scale survey was carried out amongst young people aged between 16-25 living in Darlington.

The purpose of the survey was to identify the current and future accommodation needs of young people in Darlington and to estimate the level of provision needed in Darlington.

Two services which Supporting People have commissioned will address some of the needs identified in the consultation exercise; an accommodation based service for young homeless people will give priority to care leavers and a supported housing scheme for people with drug and alcohol dependences will begin to address this unmet need.

### Strategic Relevance

This strategy and implementation of the programme has been developed with consideration to strategies and plans of partners and agencies. In particular the team ensured that the strategy priorities will deliver other national, regional and local objectives and that the services, through the service review process, are also relevant to achieving these.

---

<sup>9</sup> Single assessment process

<http://www.darlington.gov.uk/living/gold/services/single+assessment+process.htm>

## Darlington Five Year Supporting People Strategy

### National Priorities

The Supporting People Programme underpins the delivery of the wider strategic aims of central and local government and in particular the preventative agenda and the promotion of independence.

**'The Preventative Agenda'**: This phrase sums up the role that housing related support should play in preventing a wide range of events that may be experienced as a crisis by vulnerable people. Typical events, which often have a major social and financial cost, include: -

- Prevention of homelessness and repeat homelessness<sup>10</sup>;
- Preventing unnecessary or premature admittance to residential care<sup>11</sup>;
- Acute hospital admission;
- Prevention of recidivism for drug and alcohol misusers<sup>12</sup>;
- Prevention of criminal and anti-social behaviour<sup>13</sup> and
- Reduction in the number of teenage pregnancies<sup>14</sup>.

**'The Promotion of Independence'**: Housing related support services aim to help vulnerable people make their own decisions, learn new life skills and to live as independent a life as possible in the community. This aim is central to the NHS Plan<sup>15</sup>, the National Service Frameworks for Mental Health and Older People<sup>16</sup>, Valuing People objectives for people with a learning disability<sup>17</sup>, the Connexions programme<sup>18</sup> for young people and the recent ministerial steer on Extra Care services<sup>19</sup>.

---

<sup>10</sup> More than a roof: a report into tackling homelessness

[http://www.odpm.gov.uk/stellent/groups/odpm\\_homelessness/documents/page/odpm\\_home\\_601520.hcSupporting People](http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/page/odpm_home_601520.hcSupporting%20People)

<sup>11</sup> Quality and choice for older people's housing: a strategic framework

[http://www.odpm.gov.uk/stellent/groups/odpm\\_housing/documents/page/odpm\\_house\\_601723.hcSupporting People](http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_601723.hcSupporting%20People)

<sup>12</sup> Drug Strategy progress report

[http://www.homeoffice.gov.uk/docs3/tacklingdrugs\\_changinglives.pdf](http://www.homeoffice.gov.uk/docs3/tacklingdrugs_changinglives.pdf)

<sup>13</sup> Reducing re-offending National Action Plan

<http://www.homeoffice.gov.uk/docs3/5505reoffending.pdf>

The prolific and other priority offenders strategy

<http://www.crimereduction.gov.uk/ppo.htm?fp>

<sup>14</sup> National Teenage Pregnancy Strategy

[http://www.dfes.gov.uk/teenagepregnancy/dsp\\_content.cfm?pageID=84](http://www.dfes.gov.uk/teenagepregnancy/dsp_content.cfm?pageID=84)

<sup>15</sup> NHS Plan

[www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationSupporting PolicyAndGuidance/PublicationspolicyAndGuidanceArticle/fs/en?CONTENT\\_ID=4002960&chk=07GL5R](http://www.dh.gov.uk/PublicationsAndStatistics/Publications/PublicationSupporting%20PolicyAndGuidance/PublicationspolicyAndGuidanceArticle/fs/en?CONTENT_ID=4002960&chk=07GL5R)

<sup>16</sup> National Service Framework for Mental Health and Older People

<http://www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/fs/en#4804536>

<sup>17</sup> Valuing People

<http://www.archive.official-documents.co.uk/document/cm50/5086/5086.htm>

<sup>18</sup> Connexions

<http://www.connexions.gov.uk/>

<sup>19</sup> Extra care

# Darlington Five Year Supporting People Strategy

## Regional Priorities

### **North East Regional Housing Strategy**

As many areas in the North East are experiencing low or no demand for some types of housing, particularly for older terraced housing in the private and some areas of the public sector, the North East Regional Housing Strategy<sup>20</sup> strongly prioritises Housing Market Renewal. Market renewal aims to stimulate the housing market through large scale clearance of obsolete housing and redevelopment; providing better quality and larger family housing with gardens, predominantly for owner occupation.

The strategy also identifies commitment to: -

- Initiatives that help to maintain people's independence by helping them to remain in their own home.
- Addressing specific community needs and the needs of an ageing population.
- Community involvement, which reflects the ODPM's emphasis on the desirability of involving service users and other stakeholders in all aspects of the Supporting People process.

The North East Regional Housing Board<sup>21</sup> is responsible for allocating capital funding to housing (since April 2004); to receive funding, schemes need to reflect both regional and sub regional strategies.

With the emphasis on market renewal it is uncertain how successful capital bids for supported housing will be in the future, unless they support regeneration and renewal.

### **Tees Valley Living**

Tees Valley Living (TVL) is made up of the five Tees Valley local authorities, four Registered Social Landlords, the Tees Valley Joint Strategy Unit, Tees Valley Regeneration, Darlington Building Society and the House Builders Federation. It is supported by the Tees Valley Partnership (through One NorthEast), English Partnerships, the Housing Corporation and Government Office for the North East.

---

[http://www.dh.gov.uk/PolicyAndGuidance/OrganisationPolicy/IntegratedCare/ChangeAgentTeam/ChangeAgentTeamArticle/fs/en?CONTENT\\_ID=4074355&chk=fLxKK0](http://www.dh.gov.uk/PolicyAndGuidance/OrganisationPolicy/IntegratedCare/ChangeAgentTeam/ChangeAgentTeamArticle/fs/en?CONTENT_ID=4074355&chk=fLxKK0)

<sup>20</sup> North East Regional Housing Strategy

[http://www.go-ne.gov.uk/nehb/key\\_documents/regional\\_housing\\_strategy\\_final\\_version.pdf](http://www.go-ne.gov.uk/nehb/key_documents/regional_housing_strategy_final_version.pdf)

<sup>21</sup> North East Regional Housing Board <http://www.nehb.org.uk/>

## Darlington Five Year Supporting People Strategy

TVL, in conjunction with the five Tees Valley local authorities have agreed to commission consultants to carry out a detailed housing market assessment; this will incorporate any recent research. The Supporting People Cross Authority Working Group is playing an active role in this; the research will achieve the following outcomes: -

- An understanding of the needs of specific vulnerable or disadvantaged communities and individuals for housing accommodation whether through the provision of affordable housing, appropriate care facilities, house adaptations or relevant support measures.
- The study is to pay particular attention to concealed households, Gypsies and Travellers, young people, older people, hard to reach groups and those who need support to sustain a tenancy or for whom mainstream housing fails to meet their needs.

TVL is also commissioning a study that will provide a better understanding of the housing issues facing Black and Minority Ethnic communities in Tees Valley.

The Accountable Officer for Supporting People in Darlington is a member of both the TVL Board and Executive, so is able to ensure that the Supporting People needs are fully taken into account.

### Local Priorities

Since the introduction of Supporting People, Darlington has moved from delivering the programme in relative isolation from partners, to ensuring that joint objectives are developed with partners and stakeholders. This is enabled locally through a structure of information sharing and decision making (see page 15 'developing our strategy').

The diagram below highlights the role of Supporting People in pulling together a number of other strategies to deliver the Community Plan.



## Darlington Five Year Supporting People Strategy

Darlington's **Community Strategy** is the overarching plan for the borough, and identifies the opportunities and key issues to address over the next ten years (to 2013). It sets out the priorities and objectives for all sectors and stakeholders in the town and the Darlington Partnership (the local strategic partnership<sup>22</sup>) is responsible for its implementation.

The vision of the strategy incorporates: -

"Together our community will expect and strive to achieve a place for living safely and well, reducing crime, making people feel safer and improving health."

The Partnership targets its efforts specifically on three important groups of residents:

- Children and young people,
- Older people, and;
- Those living in the most deprived wards

The Supporting People strategy has been developed in line with the priority areas. In particular, Supporting People

- **Promotes inclusive communities** through increasing the opportunities of vulnerable people to access services;
- **Builds community confidence** through increasing service user involvement, so that people are able to influence decisions affecting their local area and ensuring that vulnerable people are satisfied with the area in which they live;
- **Promotes community safety** through: -
  - Supporting people within their home and helps them with safety and security, providing support to offenders and those at risk of offending, which contributes to reducing crime levels;
  - Providing support to victims of domestic violence, and
  - Supporting people whose anti-social behaviour has or may put their homes at risk.
- **Improves health and well-being** through; -
  - Supporting people to access health care services;
  - Supporting older people in their homes and contributing to the reduction of accidents;
  - Supporting people to access services which can help with smoking cessation, exercise and healthy eating, and
  - Supporting teenage parents and young people to reduce the rate of conception amongst girls aged less than 18.

---

<sup>22</sup> The local strategic partnership consists of public, private and voluntary sector representatives and is responsible for the implementation of the Community Strategy.

## Darlington Five Year Supporting People Strategy

In addition, 3 members of the Commissioning Body are also members of the Health Improvement and Social Inclusion Group of the Darlington Partnership, with one of the members being the lead officer for the Health Improvement element. Although the Health improvement and Social Inclusion Group (HISIG) primarily is concerned with reducing health inequalities and promoting social inclusion, it receives reports on the progress of Supporting People on a six monthly basis. Along with all four themed groups of the Local Strategic Partnership, the HISIG reports on a bi-monthly basis to the Darlington Partnership.

Darlington's **Social Inclusion Strategy**, 'All Together Now', to be delivered by the Darlington Partnership, aims

'To improve the life chances of those who are experiencing, and those who are at risk of experiencing, discrimination and disadvantage'.

Supporting People enables access to services by vulnerable people and supports them to play their part as full citizens. The programme is included in a rolling programme of equalities impact assessments to ensure equal access. The Supporting People Team is also involved in a corporate social inclusion project to produce a visual resource for those whose first language is not spoken English.

The Social Inclusion Strategy focuses on particular groups on the basis that they are more likely to suffer from multiple forms of deprivation, discrimination and disadvantage. A number of people from within these groups will require housing related support to enable them to live independent lives, for example people with a physical disability or offenders. Examples of how the Supporting People programme in Darlington is contributing to this strategy are: -

- The development of supported lodging schemes for young people as a bridge to independent living;
- The implementation of a protocol to ensure fair access for care leavers to housing provided by registered social housing landlords, and
- Examining the feasibility of negotiating a cross border specialised Supporting People service for the Tees Valley to address the particular support needs of new refugees.

The **Housing Strategy**<sup>23</sup> sets out Darlington's vision for ensuring that housing is available to meet housing need and demand in the borough. For many people, there is also a need for the right support to enable them to live independently and to enjoy the full benefit of their accommodation - Supporting People funding plays an important part in ensuring quality housing both now and in the future.

---

<sup>23</sup> Housing Strategy - please contact [stephen.edmonds@darlington.gov.uk](mailto:stephen.edmonds@darlington.gov.uk)



## Darlington Five Year Supporting People Strategy

The Housing Strategy identifies a number of supported housing priorities: -

- Appropriate accommodation and support to meet the needs of an **ageing population** within the Borough. There is also an identified priority to provide accommodation for **older persons with dementia**;
- Although there is a projected reduction in population of 0.5% between 2003 and 2013 (500 people), there is a trend towards more single person households across all age groups. A number of these may be **homeless people** and many may have other problems such as **substance dependency**. A joint working group is currently developing appropriate accommodation and support solutions for people with substance dependency while another group is looking at the specific needs of 16-25 year olds;
- An Action Plan has been developed with partners to address **homelessness** within the Borough and meet Government homeless priorities;
- Appropriate support is required for an increasing number of residents to sustain their existing Council tenancy;
- Planning is being undertaken with partners to meet the accommodation and support needs of people with mental health problems, learning disabilities and teenage mothers.
- There is a consistent demand for grants to adapt accommodation for physically disabled persons within the private sector.

The role of Supporting People in developing and delivering the **Homelessness Strategy**<sup>24</sup> is reflected in the level of involvement by the Supporting People Team in the review of homelessness and subsequent strategy development. The team was involved in a range of review exercises including assessing level of need for accommodation and support to prevent and reduce homelessness. The strategy in particular, identifies action to develop support services for homeless people.

The Homelessness Strategy action plan is being monitored by a multi-agency strategy group, attended by Supporting People Team members, and will be reviewed annually by a Homelessness Forum that brings together all key stakeholders.

---

<sup>24</sup>Homelessness Strategy  
[http://www.darlington.gov.uk/dar\\_public/documents/community%20services/housing/homelessness.pdf](http://www.darlington.gov.uk/dar_public/documents/community%20services/housing/homelessness.pdf)

## Darlington Five Year Supporting People Strategy

Through the **Older Persons Strategy** 'Growing Older Living in Darlington (GOLD) Integrated Strategy', Darlington Borough Council, in partnership with the Darlington Primary Care Trust (PCT), County Durham and Darlington NHS Acute Hospitals Trust and County Durham and Darlington Priority Services NHS Trust are ensuring services to older people in the borough are at the forefront of service planning and delivery nationally.

The Darlington Partnership (LSP) is responsible for monitoring the delivery of the strategy; older people are highlighted in the Strategy as a key group within the remit of the Improving Health Sub-Group.

The provision of Extra Care is a priority for the 'Darlington Partnership'; a Supporting People priority for 2005/06 is the development of accommodation for older people with dementia. Further actions are identified within the client group section.

The Darlington **Learning Disability Housing Strategy** builds on the key aims of the national strategy, Valuing People<sup>25</sup>; this stated that all adults with a Learning Disability should be able to make choices about where and how they live and that people with a learning disability should have the same choices as other people so that they can become more independent and have more control over their lives.

Linked objectives for the Supporting People strategy include

- Identifying needs, particularly of people living with older carers, those with autism, those from BME groups and young people in 'transition'
- Develop more self-contained accommodation rather than shared housing
- Explore the opportunities to expand floating support for people with a learning disability
- Make better use of sheltered and extra care housing for people with learning disabilities
- Develop a quality framework, which will include supported housing

The Supporting People Team is actively involved with the Learning Disability Partnership Board and has jointly led on the development of the Learning Disability Housing Strategy.

The **Darlington Teenage Pregnancy Strategy** responds to the national teenage pregnancy strategy targets to: -

- To half the rate of conceptions among under 18 year olds in England by 2010, and set firmly established downward trend in the conception rates for under 16s by 2010.

---

<sup>25</sup> Valuing People <http://www.valuingpeople.gov.uk/documents/ValuingPeople.pdf>  
Valuing People - easier to understand version  
<http://www.publications.doh.gov.uk/learningdisabilities/access/>

## Darlington Five Year Supporting People Strategy

- To achieve a reduction in the risk of long term social exclusion for teenage parents and their children.

Supporting People is contributing to local objectives, in particular aiming to achieve a reduction in the risk of long-term social exclusion for teenage parents and their children, and social exclusion of young people. Examples of how Supporting People has contributed to these objectives are the development of a 24 hour supported scheme (Grace Court) for teenage parents opened in March 2004, in addition to a recently developed 8 unit floating support scheme for teenage parents. A key priority for 2005/2006 is the provision of an 11 unit, 24-hour accommodation based service for young vulnerable people (St. George's Hall). This will give priority to care leavers and first time homeless young people.

Supporting People contributes to promoting community safety as described within the Community Strategy section. This action also contributes to the aims and objectives of the **Crime and Disorder Reduction Strategy**<sup>26</sup>. The Community Safety Partnership, incorporating the Crime and Disorder Partnership, Drug Action Team and Youth Offending Team steering group is represented on Darlington Partnership. Probation is also a member of the Commissioning Body.

An aim of Durham and Darlington Probation Service is 'to increase public protection and reduce recidivism through effective management of adult offenders in the community'.

Darlington Borough Council is actively involved in Multi-Agency Public Protection Arrangements (MAPPAs) at a strategic level through representation on the County Durham and Darlington Strategic Management Board for Public Protection. The Accountable Officer for Supporting People is a long-standing member of the board in addition to Assistant Directors of Social Services and Education. Further linkages are made through the active involvement of an Assistant Chief Probation Officer on the Supporting People Commissioning Body. At an operational level there are three levels of response starting from Level 1, which relates to sharing information and good practice through to Level 3, which is aimed at managing the critical, few who pose an imminent risk of serious harm.

The **Local Delivery Plan**<sup>27</sup> of Darlington's Primary Care Trust has three main priorities, which include access to services and meeting targets set by the National Service Frameworks for older people and mental health and the NHS Plan.

---

<sup>26</sup> Crime and disorder reduction strategy

<http://www.darlingtoncommunitysafety.org.uk/crime&disorder.pdf>

<sup>27</sup> Local Delivery Plan

<http://www.darlingtonpct.nhs.uk/documents/uploaded/LocalDeliveryPlan-ExecutiveSummary.pdf>

## **Darlington Five Year Supporting People Strategy**

The Plan focuses on the priority for services for older people in Darlington. Supporting People links with this plan in the provision of extra care for older people, to enable people to live independently in their own home (see Older Persons Strategy above). In addition, the Plan focuses on reducing teenage pregnancy in Darlington and supporting vulnerable teenage parents – Supporting People enables this through accommodation-based support at Grace Court.

The **Social Services-Adult Service Plan** aims to “to deliver quality health and social care assessment and care services to Adults in Darlington”. Particularly, the strategic objective that links to the Supporting People strategy is to “ensure that a greater proportion of adult service users is supported to live as safe and normal life as possible, within their own homes”. This plan also contains targets that aim to “improve the numbers of people who are helped to live independently in the local community”.

The Darlington **Youth Justice Plan** has been updated for 2004/05. The main objectives include: -

- To prioritise pre-sentence preventative work and continue to develop early intervention programmes to prevent crime and reduce the risk of offending,
- Consolidate partnership working in strategic areas such as mental health, education, training and employment, substance misuse and accommodation.

Supporting People will contribute to the objectives of this plan, for example:-

- By providing accommodation based support through 700 club, YMCA and Norcare for homeless people, most of whom are young homeless and young ex-offenders, and
- By supporting young, vulnerable homeless people, particularly those leaving care or who are first time homeless as part of the objective to prevent offending.

The **Darlington Domestic Violence Policy** sets out the Council’s philosophy on domestic violence and the objectives proposed in undertaking work to combat this. The Council is committed to developing a strategy for reducing and preventing incidents of domestic violence, improving the safety and welfare of all victims, and increasing the awareness and understanding of domestic violence across the wider community. Supporting People supports these aims through accommodation-based support through Family Help at a women’s refuge in Darlington.

## **Darlington Five Year Supporting People Strategy**

The Darlington DAAT (Drug and Alcohol Action Team) **Substance Misuse and Supported Accommodation Plan** for 2004 proposes a model for supported accommodation for those who misuse drugs and/or alcohol, based on good practice and in response to Government directive and the identified need of Darlington residents. Supporting People will directly support the objectives of this plan as part of the key priorities for 2005/2006. This includes the provision of a 10 unit floating support scheme for people with drug or alcohol problems, with the possibility of funding an 8 unit accommodation based scheme, pending the decision on additional funding.

# Darlington Five Year Supporting People Strategy

## 4. Local Profile

The purpose of this chapter is to provide background information to evidence our strategic priorities and priorities for action presented in the introduction and Annual Plan 2005/06. It includes an overall profile of the borough and detailed information about each client group.

### Darlington

Darlington lies to the north of the River Tees and west of Teesside. It has a population of approximately 97,900 living in 44,500 households and a population density of 5.1 per hectare compared to a national average of 3.5. Around 85,000 residents live in Darlington itself, with the remainder living in small and medium size villages in the surrounding countryside. However, the district is compact and no resident lives more than ten miles from the centre of Darlington. Darlington's black and minority ethnic (BME) population is lower than the national average but still higher than the average for County Durham.

The majority of households in Darlington are owner-occupied (71.7%), 14.3% of households rent from the Council, 3.8% from Registered Social Landlords (Housing Associations), 8.3% renting from the private sector and 1.9% other.

### Key Characteristics

As part of the Tees Valley, Darlington shares an economic climate with neighbouring authorities. There are however, a number of characteristics that define specific problems; these reinforce the potential demand for support services: -

- Despite having the highest Gross Domestic Product per head in the Tees Valley, Darlington has the lowest average wages
- Wage levels are falling, despite an increase across the rest of the Tees Valley
- The unemployment rate is falling but at a slower rate than the rest of the Tees Valley
- Higher than average levels of educational attainment are not being translated into higher education as university entry rates are below those of the rest of the Tees Valley
- There are 13 electoral wards in Darlington, which nationally are in the worst 25%.

## **Darlington Five Year Supporting People Strategy**

### **Facts and Statistics from 2001 Census**

- Darlington's population decreased between censuses.
- The proportion of people with a health problem increased from 14.7 to 20.4% of the total population
- Darlington older population increased in line with national trends, increasing from 7 to 8%
- Darlington has a higher proportion of people who are permanently sick or disabled (7%) than the national average of 5.5%
- Darlington's ethnic population increased from 1.5 to 2.1% of the total population
- Darlington has above the national average proportion of lone parent households; this has increased from 4.2 to 7.5%
- After an analysis of nine variables linked to deprivation, Darlington had four that had worsened in terms of ranking between 1991 and 2001

### **Darlington Client Group Supply Analysis**

#### Introduction

This section provides details of the current provision of housing related support services within Darlington – describing how they meet identified need, and summarising gaps in provision.

The general format provides: -

- A description of the services available for each client group (including patterns of spend and the relative costs of services within Darlington).
- Details of the strategic documents and research papers or projects which have provided supplementary information on issues that impact upon the nature of current supply and potential demand.
- The Supporting People Team's targets for action during the lifetime of this Strategy.

Finally, the section concludes with an outline of Cross Authority provision. Service review progress and its impact on supply is documented in Chapter 3 Implementation.

Given the need to produce a readable and practical description, supplementary information is provided within Appendix D, including tables to illustrate some of the statistical information. Sources of research, strategic plans and strategies consulted to provide the framework of information for the analysis are summarised and a bibliography is included in Appendix E.

## **Darlington Five Year Supporting People Strategy**

### **Older People with Support Needs, including Services for Frail Elderly People and Older People with Mental Health Problems**

#### Current Supply

Older people are the largest client group receiving Supporting People funding in Darlington. Provision consists of: -

- A large number of sheltered housing schemes and community alarms provided by the Council and Registered Social Landlords (RSL)
- A 'Home Support' scheme developed in conjunction with the Social Services Department to provide extra support to elderly people living in council accommodation
- A Home Improvement Agency that provides help in accessing grants along with other services for a variety of client groups including older people
- A small number of leasehold schemes
- Accommodation specifically linked to early hospital discharge or prevention of admission to acute services (intermediate care)

The numbers of accommodation based services for Darlington is above the top of the range given by Office of the Deputy Prime Minister (ODPM) within the Supply Table Profile (see Appendix D), reflecting the higher than national average population density of the borough and size of the older population.

Floating Support for older people is solely delivered through the Lifeline & community alarm service. (A demonstrably valued service with 237 people taking up the Council's Lifeline service in 2002/2003).

Current supply includes:

- A 42 bed extra care scheme developed in partnership with an RSL which opened in March 2004;
- Dalkeith House, a council sheltered scheme upgraded in 2004 to extra care facilities include 39 flats, communal lounge, hair & beauty salon, laundry, lunchtime catering facility and assisted bathroom for the residents use and the wider older community.
- Oban Court, a council sheltered scheme being upgraded to extra care. Phase 1, 12 flats and communal areas completed December 2004. Communal Areas include lounge with coffee bar, kitchen, hairdressing salon, and health and beauty room. Phase 2 to be completed May 2005, when lunchtime meal provision will commence.
- A bid for capital funding has been made to remodel a sheltered scheme to deliver extra care for older people with mental health problems.
- In 2006/2007 the council is to upgrade 56 units of accommodation at 2 of its rural sheltered schemes by totally redesigning the flat layouts and refurbishing throughout to reflect today's expectations of quality of finish, bedroom size, ease of mobility and flat floor shower facilities.



## **Darlington Five Year Supporting People Strategy**

- A programme to upgrade the communal facilities of council sheltered schemes. In 2004 Havelock Street and Pilmoor Green benefited by a total redesign and refit of the communal kitchens and installation of accessible toilets, Tennyson Garden a redesigned and fitted kitchen. Dinsdale Court an enlarged and redesigned kitchen through lounge, accessible toilets, laundry and creation of a warden's office and assisted bathing area. Works are soon to commence at Hargreave Terrace to include a redesigned kitchen, renewal of lighting and heating and creation of patio doors to seating area outside.
- A programme to create or upgrade the communal bathing facilities at the council's sheltered schemes to provide accessible and comfortable bathing facilities, and reduce the need to adapt individual properties.
- A programme to upgrade all council sheltered housing schemes with telecare technology has commenced, with 173 properties now able to operate smart technology to provide additional support with the remaining schemes to be upgraded by 2009
- The council's warden service has been enhanced at 261 good neighbour properties with enhanced security to tenants by the installation of mains smoke detectors linked into the warden call system. A programme is in place to install in all of these sites by 2010.

### Costs

Darlington's expenditure on services for older people is slightly lower than national levels (16% compared to 17.15% of the budget nationally), although the Council's Supporting People expenditure on frail elderly people slightly exceeds that of national figures (2% compared to 1.3% of the national budget).

## Darlington Five Year Supporting People Strategy

### Research, Strategic Analysis and Connections

Strategy / Plan	Key findings
<ol style="list-style-type: none"> <li>1. Darlington Housing Strategy. <a href="mailto:stephen.edmonds@darlington.gov.uk">stephen.edmonds@darlington.gov.uk</a></li> <li>2. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20j_b.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20j_b.pdf</a></li> <li>3. Darlington Supported Accommodation Strategy. <a href="mailto:dale.thompson@darlington.gov.uk">dale.thompson@darlington.gov.uk</a></li> <li>4. Falls Pilot (January 2004).</li> <li>5. Growing Older Living in Darlington Strategy (GOLD). <a href="mailto:lesley.compson@darlington.gov.uk">lesley.compson@darlington.gov.uk</a></li> <li>6. National Service Framework for Older People. <a href="http://www.dh.gov.uk/assetRoot/04/07/12/83/04071283.pdf">http://www.dh.gov.uk/assetRoot/04/07/12/83/04071283.pdf</a></li> <li>7. National Service Framework for Mental Health and Older People. <a href="http://www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/fs/en#4804536">http://www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/fs/en#4804536</a></li> <li>8. North East Regional Housing Strategy. <a href="http://www.go-ne.gov.uk/nehb/strategy.htm">http://www.go-ne.gov.uk/nehb/strategy.htm</a></li> <li>9. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></li> </ol>	<ul style="list-style-type: none"> <li>➤ The older population in Darlington is set to increase by 10% by 2011</li> <li>➤ There are 1% more older people in Darlington than the national average.</li> <li>➤ The numbers of older people aged 75+ and 85+ are growing.</li> <li>➤ More older men are living longer.</li> <li>➤ There are more likely to be older couples.</li> <li>➤ There will be fewer family carers in the future, resulting in greater pressure on neighbours and on formal health and social care support systems.</li> <li>➤ There is some unmet need in relation to the older Chinese population in the Borough and there will be an increase in the number of elderly people from other BME groups - culturally specific provision needs to be considered.</li> <li>➤ There is a need for increasing practical support for older owner-occupiers.</li> <li>➤ There is a need for greater support for frail elderly people living at home through the provision of adaptations and extra care facilities.</li> <li>➤ There is a need for new and diverse community based services.</li> <li>➤ It is estimated that the number of older people in Darlington with depression is just over 2,300 and will rise to almost 2,400 by 2006. The number with dementia is currently estimated to be 967, rising to 1,019 by 2006.</li> <li>➤ The provision of extra care as a key priority for Darlington.</li> <li>➤ A strategic response is taking shape to address needs related to hospital stay - both prevention (avoiding slip and trips, and so on) and providing appropriate advice, support and accommodation on discharge.</li> <li>➤ Overall, provision for older people needs to continue to increase as the elderly population grows.</li> </ul>

### Gaps in Provision

There is a need for greater diversification in the types of services provided for this client group. There is a significant amount of under provision, particularly in relation to:

- faith and black and minority ethnic (BME) community groups;
- frail elderly people;
- older people with mental health problems.

## **Darlington Five Year Supporting People Strategy**

### Targets

- Further investigation into the needs of BME groups - in particular for the older Chinese population.
- Further investigation into the level of provision needed for frail elderly people and elderly people with mental health problems.
- Gradual low-level growth in older persons housing support services in line with demographic change.
- Investigating the possibility for new services that utilize new technology and services that are not tenancy based.
- Working closely, and utilizing existing information gathering systems used by, relevant partners in order to develop a better understanding of the supported housing needs of elderly people in the Borough.

### **Homeless Families, Teenage Parents, Single Homeless People with Support Needs and Rough Sleepers**

#### Research, strategic analysis and connections

Although the majority of the data used to form the needs analysis for these client groups was taken from the council operated homeless register, there are limitations to this data in that there will be a number of homeless families and single people who go unrecorded for a variety of reasons. Similarly it must be recognised that not all homeless families or individuals have a need for housing related support. Finally, homeless families and individuals are not a homogenous group with the same vulnerabilities.

In 2002/03 of the 6,910 homeless households accommodated in the North East, the majority of households (6,600 or 95.5 per cent) included children. (See Table 1)

In Darlington of the 913 homeless households in 2003/04, 402 had children or an expectant mother (44 per cent) (See Table 2)

#### Homelessness and Equality and Diversity Concerns

2.1 per cent of the population in Darlington were recorded as 'non-white' in the 2001 census, while 3.5 per cent of homeless applicants were recorded as being from a BME group in 2003/04.

Shelter has identified that BME households are over-represented in Administering Authority homelessness acceptance figures. (20 per cent in 2003/04, while comprising only 7 per cent of the general population - Shelter: The Black and Minority Ethnic Housing Crisis, September 2004) and research conducted by Teesside University highlights general agreement with this trend.

## Darlington Five Year Supporting People Strategy

In addition, BME communities are more likely to:

- Live in deprived areas;
- Be poor;
- Be unemployed, (compared with white people with similar qualifications);
- Suffer ill health;
- Live in overcrowded and unpopular housing;
- Be over-represented throughout the criminal justice system, from stop and search to prison.

As well as experiencing wide spread racial harassment and racist crime. (However, it is important to note that there is much variation within and between different ethnic groups in all of these areas.)

Strategy / Plan	Key findings
1. Darlington Homelessness Strategy. <a href="http://www.darlington.gov.uk/dar_public/Documents/Community%20Services/Housing/Homelessness.pdf">http://www.darlington.gov.uk/dar_public/Documents/Community%20Services/Housing/Homelessness.pdf</a>	➤ Identification of a need for supported housing for young mothers. (Including the identification of an increase in the numbers of homeless women who are pregnant, from 5.7 per cent of the homeless waiting list in 1999/2000 to 7.6 per cent in 2003/2004.)
2. Darlington Housing Strategy 2002. <a href="mailto:stephen.edmonds@darlington.gov.uk">stephen.edmonds@darlington.gov.uk</a>	
3. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20jb.pdf</a>	➤ Homeless households with children account for 44 per cent of all homeless households in 2003/2004 and 84 per cent of these are one-parent households.
4. Darlington Teenage Pregnancy Strategy. <a href="http://www.health-promotion.org.uk/media/pdf/Darlingtonfullstrategy.pdf">http://www.health-promotion.org.uk/media/pdf/Darlingtonfullstrategy.pdf</a>	➤ The majority of homeless households have only one adult.
5. Guide to Accommodation and Support Options for Homeless Households. <a href="http://www.spkweb.org.uk/files/Homelessrep.pdf">http://www.spkweb.org.uk/files/Homelessrep.pdf</a>	➤ The number of sixteen to twenty five year olds who are homeless in Darlington (47 per cent) is considerably greater in number than any other age group.
6. North East Regional Housing Strategy. <a href="http://www.go-ne.gov.uk/nehb/strategy.htm">http://www.go-ne.gov.uk/nehb/strategy.htm</a>	➤ There is a need for accommodation and support services for 16-18 year olds, some of whom have high support needs.
7. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside.) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a>	➤ There is a need for more accessible temporary accommodation for single homeless people.
8. The Health Improvement and Modernisation Plan for County Durham Darlington 2002-05. <a href="http://www.durham.nhs.uk/Pubs/documents/HIMP2002_05.pdf">http://www.durham.nhs.uk/Pubs/documents/HIMP2002_05.pdf</a>	➤ The lack of opportunities for permanent housing may mean that supported housing units are 'blocked' by people who have nowhere to move onto, which may in turn result in others being denied access to the accommodation.
9. Homeless Statistics September 2003 and Repeat Homelessness Policy Brief, Office of the Deputy Prime Minister January 2004 <a href="http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/downloadable/odpm_home_026801.pdf">http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/downloadable/odpm_home_026801.pdf</a>	➤ The importance of the availability of different types of support services in response to the wide spectrum of support needed by many homeless people.
	➤ A recognition of the need to address the issues surrounding temporary accommodation for priority need groups, developing further preventative floating support services and also the need to develop specialist services for homeless people with problems such as drug and alcohol dependencies.

## **Darlington Five Year Supporting People Strategy**

### **Homeless Families**

#### Current Supply

There are currently two family houses and one flat in council stock that are available for temporary housing of homeless families and expectant mothers who are awaiting a permanent housing offer. Only in dire emergencies would a family need to stay a short time in Bed and Breakfast accommodation. The homeless section provides a welfare service initially and many of these families will be taken onto a floating support service for their move into permanent accommodation.

#### Gaps in Provision

Although the Council's Tenancy Support Scheme picks up a number of homeless families, there are insufficient places available to address the complex needs of homeless families, particularly those passing through the temporary accommodation route and those who may be found intentionally homeless but nevertheless require more stable housing.

### **Teenage Parents**

#### Current Supply

England's teenage birth rates are the highest in Western Europe – treble those in France and six times those in the Netherlands. In 1998 there were around 41,000 conceptions to under 18's in England resulting in 23,600 live births. Teenage conception rates (under 18's) have been higher in Darlington than the England and Wales average but are currently reducing, as illustrated in Tables 3 and 4. (Table 5 gives regional figures for comparison.)

Darlington currently provides a 6 unit accommodation-based supported scheme for teenage parents and an 8-unit floating support scheme.

The work undertaken by both these schemes complements the work already ongoing as part of the Sure Start Programme and the multi agency working group. The group is comprised of Housing, Social Services, Education and Health, and assists in streamlining the range of services and considering the accommodation needs of teenage mothers in Darlington.

#### Gaps in provision

A crude assessment of current provision matched against figures identifying the number of teenage parents within the Borough highlights a deficit of housing related support services for this client group.

## **Darlington Five Year Supporting People Strategy**

However, the Teenage Pregnancy Co-ordinator has engaged a consultant to evaluate the newly provided service provision in relation to a range of outcomes relevant to the Borough's Teenage Pregnancy Strategy targets. This research will also explore a number of key issues, related to promotion, referral, equality, access, support, joined up working and aspiration. The findings, which will be available early in 2005, will further inform the work of the Supporting People Team on the clarification of the level of need for services.

### **Single Homeless with Support Needs (including rough sleepers)**

#### Current Supply

The provision in the borough is above the higher range of the Supply Table Profile (see Appendix D). However, statistical information from the Homeless Strategy indicates that there remains an under-provision for this client group and research by Teesside University supports this, identifying a large proportion of single homeless amongst applicants to the Housing Department.

The numbers of homeless people who are re-housed and subsequently leave the accommodation within 12 months further underlines the need for supported accommodation. Research has shown strong links between drug and alcohol misuse, anti social behaviour, poor housing and repeat homelessness, all of which are key features within the region.

A new hostel providing 11 short stay beds for homeless young single people and couples, is currently being developed, and will be opened in September 2005.

#### Gaps in Provision

As stated above, there is evidence of demand for additional services for this client group.

### **Rough Sleepers**

#### Current Supply

Historically, the numbers rough sleeping in Darlington have not been easily obtained. However, during the first week of October 2002 a local survey in partnership with First Stop identified an average of 7 or 8 rough sleepers per night with 19 individuals identified as spending at least one night outside during that week. As part of the Homelessness Strategy the Council in partnership with First Stop started a Rough Sleepers initiative in September 2004. The Council funds the early stages of this, including the purchase of personal hygiene products, clothing and meeting the costs of temporary accommodation. This aims to enable up to four rough sleepers per year to take up floating support and move into permanent accommodation.

## **Darlington Five Year Supporting People Strategy**

### Gaps in Provision

The scheme requires greater resources for a second support worker to provide the intensive and specialised work required to resettle people who have been marginalised for a long time and often have addiction and health problems that have been long neglected.

In addition, the Supported Accommodation Strategy discusses the ongoing work into the numbers of people that are classified as hidden homeless.

### Costs

Rough sleepers and homeless families with support needs are one of the most under resourced/provided for client groups in the Borough as can be seen in the Supply Table Profile (see Appendix D).

In Darlington the proportion of Supporting People budget received by services for homeless families with support needs and teenage parents is slightly lower than the national – 3% compared to 3.81%. However, 20% of the budget in Darlington is targeted at single homeless with support needs, compared to 15.92% nationally.

There are currently no generic services for homeless families in the borough, although there are services for teenage parents. Generic services for homeless families are needed in the area and is evidenced in the Housing Strategy 2002.

### Targets (Homeless families, teenage parents single homeless people with support needs and rough sleepers.)

- The development of a variety of new supported housing services for homeless families including preventative floating support
- Tackle the barriers that are put in place by service provider exclusion policies and the 'silting up' of accommodation based services through shortages of move on accommodation
- The development of new supported housing services for younger people
- The encouragement of increased availability of permanent housing options for single homeless people in short term supported housing schemes
- Research into the support needs of BME groups that are homeless and how they can be met
- Research into the specific needs of rough sleepers and hidden homeless and how they can be met
- The development of specialist services for homeless people around substance misuse and mental health

## **Darlington Five Year Supporting People Strategy**

- Consider the findings of the analysis, carried out by the external consultant, of the existing services for teenage parents to assess the benefits of the service and whether it is meeting the needs of the young parents
- Monitor the use of other supported housing services by teenage parents and ascertain if these services can adequately meet this client groups needs
- Information gathered by the common waiting list for floating support service users and The Housing Needs Survey will be used to form a more comprehensive picture of the needs of these client groups

### **Offenders or people at risk of offending**

#### Current Supply

There is a significant prison population in County Durham and Darlington because of the existence of a number of large prisons and young people's institutions.

The Supply Table Profile (see Appendix D) shows Darlington's provision is above the higher range of accommodation-based services for ex-offenders, but the level of demand for this type of service is also high. Cross authority arrangements exist, largely as a result of County Durham Probation covering the Durham and Darlington areas, resulting in provision across the region being shared.

The level of provision of floating support services is towards the lower end of the range and there is evidence to suggest that more services of this type are needed. There is a 10-unit floating support service for ex-offenders in place within the Borough. Probation sources have indicated that there is a need to effectively re-settle offenders into communities especially following imprisonment and floating support is identified as a much more cost effective and sustainable means of resettlement than reliance upon 'supported' housing.

#### Costs

Just over 2% of Supporting People funding nationally is spent on ex-offenders while 4% of the total grant allocation for Darlington is spent on ex-offenders.



## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

Strategy / Plan	Key findings
<ol style="list-style-type: none"> <li>1. Darlington Anti Social Behaviour Strategy</li> <li>2. Darlington Community Safety Strategy <a href="http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf">http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf</a></li> <li>3. Darlington Crime and Disorder Strategy <a href="http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf">http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf</a></li> <li>4. Darlington Domestic Violence Strategy <a href="http://www.ddvf.org.cdsv.pdf">http://www.ddvf.org.cdsv.pdf</a></li> <li>5. Darlington Multi Agency Public Protection Policy</li> <li>6. Darlington Social Inclusion Strategy <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf</a></li> <li>7. Darlington Youth Offending Team and Youth Justice Team Plans and Strategies <a href="http://www.darlingtoncommunitysafety.org.ok/publicactions.htm#yip">www.darlingtoncommunitysafety.org.ok/publicactions.htm#yip</a></li> <li>8. Drug Action Team Plans and Strategies <a href="mailto:Julie.daneshyar@darlington.gov.uk">Julie.daneshyar@darlington.gov.uk</a></li> <li>9. Home Office Pathfinder Research publications <a href="http://www.homeoffice.gov.uk/rds/rfpubsl.html">http://www.homeoffice.gov.uk/rds/rfpubsl.html</a></li> <li>10. Homelessness Act 2002 <a href="http://www.legislation.hmso.gov.uk/acts/acts2002/20020007.htm">http://www.legislation.hmso.gov.uk/acts/acts2002/20020007.htm</a></li> <li>11. National Accommodation Strategy <a href="http://www.homeoffice.gov.uk/doc53/5505reoffending.pdf">http://www.homeoffice.gov.uk/doc53/5505reoffending.pdf</a></li> <li>12. Reducing re-offending by ex-prisoners – Social Exclusion Unit 2002 <a href="http://www.homeoffice.gov.uk/doc53/5505reoffending.pdf">http://www.homeoffice.gov.uk/doc53/5505reoffending.pdf</a></li> <li>13. Through the Prison Gate – HM Inspectorate of Prisons 2001. <a href="http://www.homeoffice.gov.uk/docs/through_the_prison_gates_sept01.pdf">http://www.homeoffice.gov.uk/docs/through_the_prison_gates_sept01.pdf</a></li> <li>14. Updated Drugs Strategy 2002 - Home Office Drug Strategy Directorate.</li> </ol>	<ul style="list-style-type: none"> <li>➤ Homelessness legislation will require the provision of additional accommodation and support services for this client group.</li> <li>➤ Of the estimated 100,000 persistent offenders, 75 per cent have misused drugs, whilst arrestees who use heroin and cocaine commit almost ten times as many offences as arrestees who do not misuse drugs.</li> <li>➤ The misuse of alcohol is a factor in many areas of offending and re-offending behaviour</li> <li>➤ Those client groups most likely to face social exclusion and therefore, most at risk of offending include:             <ul style="list-style-type: none"> <li>➤ Homeless people or those sleeping rough.</li> <li>➤ Those who have served a prison sentence or are at risk of re-offending.</li> <li>➤ People mental health and/ or learning difficulties.</li> <li>➤ Anyone at risk of violence.</li> <li>➤ The vulnerable, perhaps through age, or older and young people at risk.</li> <li>➤ People with substance misuse problems</li> </ul> </li> <li>➤ Further investigation is needed to determine the exact need of this particular group of ex-offenders.</li> <li>➤ It has to be noted that ex-offenders are not accessing accommodation based provision and a certain amount of the existing floating support provision will be used by ex-offenders moving on from the accommodation based provision.             <ul style="list-style-type: none"> <li>➤ Also, some research has reported that very few ex-prisoners agree to live in hostels for a variety of reasons including the concern that they will be drawn back into re-offending.</li> </ul> </li> </ul>

### Gaps in Provision

The housing support needs of ex-offenders have been well documented nationally in various reports and research findings.

Information available from the National Offender Management Service emphasises the link between Supporting People, housing and offenders:

- A homeless returning prisoner is twice as likely to re-offend as one with a stable home.

## Darlington Five Year Supporting People Strategy

- 32 per cent of prisoners are homeless at the time of being taken into custody.
- 40 per cent of prisoners have no stable home to return to.
- Offenders in the community who are subject to community-based programmes are significantly more likely to complete their programme of supervision if they live in stable accommodation.
- Offenders with an established address enable the Police and Probation services to more easily monitor their behaviour.

Effective housing related support services can directly contribute to the reduction of re-offending and indirectly contribute towards reducing the number of victims of crime and fear of crime.

*'The resettlement needs of many offenders were severely neglected. This is particularly true of short-term prisoners, who are most numerous, have the greatest needs and are most likely to re-offend. Prisoners often left custody ill-equipped to function productively in the community, without having addressed their offending behaviour and without much prospect of addressing it after release.'*

'Through the Prison Gate', HM Inspectorate of Prisons, 2001

Accommodation based services for offenders within the Borough historically only accepted referrals from the Probation Service and in the main continue to house ex-offenders that are released under supervision orders referred by Probation, although the referrals are now open to other organisations.

Demand may increase once the new Criminal Justice Act is implemented, possibly resulting in at least a 30 per cent rise in cases supervised by the Probation Service.

In addition, the current level of floating support services appear to constitute an inadequate amount of provision given that nationally there is a trend towards increasing numbers of short-term, non supervised prisoners being released that require housing and support.

Little is currently known about the housing support needs of ex-offenders who are from BME groups and if there is any targeted provision for them. There is also no special provision for Mentally Disordered Offenders (MDO's) who are discussed in more detail below.

### Targets

- Investigation into the level of demand for supported housing services by prisoners leaving custody after serving short-term sentences within Darlington.
- Increased floating support provision for ex-offenders.

## **Darlington Five Year Supporting People Strategy**

- Investigation into the level of access that ex-offenders are able to gain to other supported housing services that address some of their multiple needs e.g. Substance misuse, mental health and homelessness.
- Agree to the Housing and Returning Prisoners (HARP) Protocol.
- Developing stronger links between the Supporting People Team, Drug and Alcohol Action (DAAT) and Community Safety Teams.
- Provide new provision for substance misusers who are ex-offenders.
- Research into the needs of BME ex-offenders; is there a need for specific provision targeted towards them?

### **Mentally Disordered Offenders**

#### Current Supply

There is no universally accepted definition of a mentally disordered offender - however the Home Office definition is:

*'Persons who can commit, or are suspected of committing criminal offences and who are suffering from a mental disorder'*

Home Office circular 66/90

Up to 40 per cent of prison inmates have some level of mental health problems and there are considerable challenges in meeting their mental health care needs. Providing the right services at the right time in the right place is particularly important for mentally disordered offenders as suitable psychiatric care or intervention can prevent or reduce offending behaviour.

A census of Durham and Darlington revealed that there are 279 mentally disordered offenders in the area and of this number 146 are living within the community.

## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

<b>Strategy / Plan</b>	<b>Key findings</b>
<ol style="list-style-type: none"> <li>1. Darlington Supporting People Team commissioned research project – mentally disordered offenders. <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></li> <li>2. Joint Community Care Investment Plan: For Mental Health Services for Adults in County Durham 2000-2003. <a href="http://www.durham.gov.uk/durhamcc/usp.nsf/lookup/td/\$file/Ad.M.H.pdf">http://www.durham.gov.uk/durhamcc/usp.nsf/lookup/td/\$file/Ad.M.H.pdf</a></li> <li>3. Office of National Statistics. <a href="http://www.statistics.gov.uk/">http://www.statistics.gov.uk/</a></li> <li>4. Services for Mentally Disordered Offenders Working In Partnership (2002). <a href="http://www.homeoffice.gov.uk/docs/mdointeragency.pdf">http://www.homeoffice.gov.uk/docs/mdointeragency.pdf</a></li> </ol>	<ul style="list-style-type: none"> <li>➤ The number of restricted patients released into the community was 372 in 2002, 38 more (11 per cent) than the previous year (334)</li> <li>➤ There were 2,989 restricted patients detained in hospitals on 31 December 2002. This represents a 0.7 increase on the 2001 figure.</li> <li>➤ Definitions can limit capacity to incorporate diversity and meet an individual's needs - tight definitions can exclude people with similar needs that would benefit from the services offered.</li> <li>➤ There is a lack of specialist provision targeted exclusively at mentally disordered offenders.</li> <li>➤ The restrictions of eligibility and exclusions policies, and informal exclusions practices effectively leaves mentally disordered offenders with few if any housing options.</li> <li>➤ A high percentage of mentally disordered offenders have experience of unemployment, coping difficulties, sleeping rough, homelessness, temporary accommodation, violent sexual abuse, drug or alcohol abuse, loneliness and isolation.</li> <li>➤ Many mentally disordered offenders have led institutional lives which impacts on their ability to sustain independent tenancies – their housing needs are not uniform and require individual consideration of their support needs.</li> <li>➤ There is limited confidence among service providers about working with this client group; risk assessment, information sharing and formalized co-ordination between providers and housing services is problematic.</li> <li>➤ Access to non-specialist housing and supported housing for mentally disordered offenders should be improved and the development of specialist supported housing provision is required</li> <li>➤ There is a need for improved co-ordination of housing and support packages.</li> </ul>

### Gaps in Provision

There is currently no housing related support services specifically designed to meet the needs of mentally disordered offenders within Darlington. There are also no dedicated resources for offenders with a dual diagnosis of mental health problems and drug problems. The numbers of units for mentally disordered offenders were not specifically identified within the Supply Table Profile supplied by the ODPM, however, there is a major national focus on mentally disordered offenders within the health arena and locally there is a commitment to improving services for this group.

## Darlington Five Year Supporting People Strategy

### Targets

- Research into the housing support needs of mentally disordered offenders in Darlington was based on the Leeds model<sup>28</sup>.
- The development of a range of supported housing options specifically designed to cater for mentally disordered offenders; dependant on the findings from comprehensive needs research.
- Improving access to existing supported housing provision for mentally disordered offenders.

### **People With HIV/Late Stage HIV**

#### Current Supply

HIV attacks the body's immune system, making it hard to fight off infections. When a person's immune system has been damaged he or she is open to other illnesses, especially infections (e.g. tuberculosis and pneumonia) and cancers, many of which would not normally be a threat. Before effective treatments, if someone with HIV got one of these illnesses s/he was said to have 'AIDS' (Acquired Immune Deficiency Syndrome). However, it is no longer a widely-used term, doctors may instead call this 'late stage' or 'advanced HIV infection.'

The Supply Table Profile (see Appendix D) indicates that there are no housing support services in Darlington that specifically cater for people with Human Immunodeficiency Virus (HIV) or Late Stage HIV.

HIV infection can be exacerbated by homelessness and is of concern because:

- *High morbidity and mortality:* People who have HIV and are homeless are believed to be sicker than those who have secure accommodation. For example, they tend to have higher rates and more advanced forms of TB, and a higher incidence of other illnesses.
- *Barriers to care:* Homeless people with HIV may face many barriers to optimal care - injection drug use and non registration with a Doctor, common among homeless people, have been shown to negatively affect health care, level of medical care and health status.
- *Challenges to adherence:* Adherence to complex medical regimens may be more difficult without stable housing or access to basic subsistence needs such as food.
- *Discrimination* – individuals who are known to be HIV positive can experience discrimination in securing employment, accommodation and public and private support services in general.

---

<sup>28</sup> 'Closed Doors – The Housing Options and Needs of Mentally Disordered Offenders' (a research report commissioned by Leeds City Council, looking at access to accommodation and the accommodation needs of mentally disordered offenders).

## Darlington Five Year Supporting People Strategy

Although the proportion of Supporting People Grant that currently funds services specifically for people with HIV/Late stage HIV is small and not all people within this client group will require housing related support services, this support could be valuable post diagnosis, for example:

- Providing benefits advice.
- Assisting with housing related tasks when the person is experiencing poor health and the provision of an emergency call alarm.
- General sign posting and referral to health, social care and housing services.
- Advice, advocacy, liaison around security issues.

### Research, strategic analysis and connections

Strategy / Plan	Key findings
1. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf</a>	<ul style="list-style-type: none"> <li>➤ There is insufficient information to assess the need for supported housing, although there seems to be no evidence that current provision is inadequate.</li> <li>➤ Poor sexual health disproportionately affects those who are often already vulnerable or socially excluded including gay men, young people, women and black and ethnic minorities.</li> <li>➤ Services are required that help patients adhere to drug regimes; access education, employment and leisure facilities; are assessed for welfare, benefits, housing and advocacy.</li> </ul>
2. Government's Response to the Health Select Committee's Third Report of Session 2002-03 on Sexual Health. <a href="http://www.bashh.org/agum_archive_public/service_specs/gov_response_hsc100903.pdf">http://www.bashh.org/agum_archive_public/service_specs/gov_response_hsc100903.pdf</a>	
3. National Strategy for Sexual Health and HIV. <a href="http://www.dh.gov.uk/assetRoot/04/07/44/86/04074486.pdf">http://www.dh.gov.uk/assetRoot/04/07/44/86/04074486.pdf</a>	
4. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a>	

### Gaps in Provision

*'It is estimated that approximately 50,000 people in the UK have the HIV virus. This figure is thought to be increasing by 25% per annum and 30% of people with the virus are undiagnosed.'*

Terence Higgins Trust, 2002

There is an assumption that people with HIV/ Late stage HIV are able to access other services funded by Supporting People such as hostels and floating support services, although there are no information sources that currently monitor this.

The first year's client record returns for providers in Darlington do not indicate individuals falling into the primary client group of 'HIV/ AIDS'.

## **Darlington Five Year Supporting People Strategy**

There may be the scope to develop either existing services or new services that are more generalised, but are staffed by people with specific skills to assist in episodes of ill health or crisis relating to the virus. There is also some anecdotal evidence that this client group gravitates to Newcastle where the specialist treatment centre is located.

### Targets

- Research into the utilisation levels of existing Supporting People funded services by people with HIV/Late stage HIV. Is there adequate provision, and have these services got the specialist skills to provide support to an individual if s/he discloses that they have the virus?
- Establish links with the Primary Care Trust (PCT) sexual health and HIV lead/Task group.
- Research the need and appropriateness for specific housing related support services for this client group and/or the development of non-specific services that have skilled staff working within them to cater for people with HIV/Late stage HIV.

### **Gypsies and Travellers**

#### Current Supply

Gypsies and Travellers are made up of diverse groups including long standing English, Welsh, Scottish and Irish travelling communities with their own languages and dialects, New Age Travellers, current Refugees and Asylum seekers including European Roma. Nationally it is estimated that there are between 90,000 and 150,000 Gypsies and Travellers in Britain.

Darlington has a long-standing large travelling community and two official council owned sites in the borough (see below). The Traveller Education Service has provided data to confirm the number of families in Darlington in relation to County Durham. The total number of Gypsy and Traveller children known to the education service in County Durham as a whole is 839 with 481 coming from Darlington. Tables 6 and 7 provide information taken from the bi-annual survey of Local Authority Gypsy/Traveller sites produced by the ODPM (in January 2003) and give the number of Gypsy families as at July 2003 as 56, an increase of almost 20 in 2 years.

These statistics do not include the ad hoc unofficial campsites and Traveller/Gypsy families living in council, private or RSL tenancies. The 2001 census did not contain within it a specific ethnic group for Gypsies and Travellers, and local authority ethnic monitoring does not record Gypsies/Travellers as a specific group. The Race Relations (amendment) Act imposes an obligation on Local Authorities to recognise Gypsies and Travellers as ethnic minorities.

## **Darlington Five Year Supporting People Strategy**

The ODPM did not supply a specific supply profile for this client group and there are no Supporting People funded services for this group within Darlington.

### *Neasham Road Caravan Site:*

This site was originally developed in 1975 with 20 pitches. In 1986 the hard standings were enlarged to allow 2 caravans on each pitch. Each pitch is provided with its own amenity unit with a WC, shower, sink and bin store. The tenant is responsible for site maintenance.

This has always been a popular, well-managed site with few problems. It is effectively a site for permanent residents, with an estimated 50% of retirement age.

### *Honeypot Lane Caravan Site:*

This site began in the mid 1970's and has been occupied by up to 100 caravans on occasions. The ODPM have provided a grant of £580,000 for refurbishment of the site and £294,510 for development of 10 transit sites.

Refurbishment started in 2004, with the assistance of grants from the ODPM, that will upon completion, early in 2005, result in 30 hard standing pitches with new street lighting, drainage, water and electrical services. 7 pitches are for self-contained static "chalet" caravans and the 23 for mobile caravans are provided with new amenity units. Each amenity unit contains a WC, kitchen and shower. The total number of pitches has been reduced and the majority have been enlarged to allow families with more than one caravan (and vehicles) to remain together.

The new transit site, completed in October 2004 with the assistance of grants from the ODPM, adjoins the main site and has 10 hard standing pitches each capable of accommodating more than one caravan. Each pitch has electric and mains water supply. Shared toilet and washing facilities for males, comprises 3 WC's, 3 wash hand basins and a shower; with the same provision for females.

A new SureStart building serves the whole site and incorporates a communal room and an office for the specialist health visitor. Car parking and a fenced grass play area for children are adjacent to the building.



## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

Strategy / Plan	Key findings
<ol style="list-style-type: none"> <li>1. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%20%20%2007.04.04%20jb.pdf</a></li> <li>2. ODPM Research Report in conjunction with the Centre for Urban and Regional Studies at the University of Birmingham, July 2003. <a href="http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_027535-02.hcsp">http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_027535-02.hcsp</a></li> <li>3. Miscellaneous legislations concerning regulation of sites, Local Authority duties to provide accommodation, powers to tackle unauthorised camping, Grants, enhanced police powers and changes to land use planning in respect of Gypsy sites.</li> <li>4. Homeless Act 2002 <a href="http://www.hmso.gov.uk/acts/acts2002/20020007.htm">http://www.hmso.gov.uk/acts/acts2002/20020007.htm</a></li> <li>5. The Housing Bill (introduced to Parliament December 2003) <a href="http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_026042.hcsp">http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_026042.hcsp</a></li> </ol>	<ul style="list-style-type: none"> <li>➤ The scope for using Supporting People Funds to cover services for Gypsies/Travellers should be explored further.</li> <li>➤ Site management is often more intensive than social housing management.</li> <li>➤ There is a possibility that some of the intensive housing management functions performed by site managers would be eligible for Supporting People Grant but this needs to be explored further.</li> <li>➤ The provision of short term housing related support services e.g. help to overcome neighbour disputes, support to pay rent etc may well help prevent failed tenancies for Gypsy families.</li> <li>➤ Gypsies/Travellers experience increasing amounts of poor health, education, unemployment, other aspects of social exclusion and discrimination than the majority of the population at large.</li> </ul>

### Gaps in Provision

Only a small amount is known locally about the needs of this group in terms of housing support needs and the research undertaken by Teesside University around needs does not make any specific reference to Travellers.

There is anecdotal evidence that suggests a proportion of people within the travelling community have sufficient resources to purchase property within the borough, use it as a base and continue to travel.

In addition, there is also a possibility that within Darlington there are Travellers and Gypsies using existing Supporting People services, or living in council and social housing tenancies receiving generic Supporting People funded support services.

The Education Welfare Officer and Supporting People Team have developed links with the Travelling/Gypsy community in Darlington in order to research this further. Also, a representative from the Supporting People Team attends a multi agency group including, the Policy Unit, the Development and Environment, Social Services and the Education Welfare Service, which is working towards developing and encouraging better access to services for the travelling community.

## **Darlington Five Year Supporting People Strategy**

Consultation with the Travelling/Gypsy community in Darlington will be undertaken via SureStart at the Honeypot Lane Community Building.

### Targets

- Further investigation into the housing support needs of the Travelling/Gypsy community in Darlington in both local authority run sites and in the wider community.
- Further investigation into the funding opportunities for a site worker based at the Honeypot Lane Community Building.
- Further investigation into the numbers of people from this client group accessing existing Supporting People funded services.

### **Refugees and Asylum Seekers**

#### Current Supply

Asylum seekers are individuals who have entered the country and have submitted an application for asylum to the Home Office. The National Asylum Support Service (NASS) provides accommodation and financial support to destitute asylum seekers whilst they are awaiting a decision on their asylum application. Although the Supporting People grant would not contribute towards the cost of supporting these individuals, it is known that there are a small number of asylum seekers that receive Supporting People services in Darlington but who are funded by Social Services as a consequence of their duty under the National Assistance Act 1948 section 21.

Darlington Borough Council is a member of the North East Consortium for Asylum Support Services (NECASS) and the Council also holds a contract with the National Asylum Support Service (NASS) to provide 20 units of furnished accommodation for approximately 35 asylum seekers. The total number of asylum seekers dispersed in Darlington accounts for less than 0.0005 per cent of its population. The main nationalities of people seeking asylum in Darlington are Iraqis, Iranians, Palestinians and Congolese.

Refugees are individuals who have been granted asylum and refugee status. They have indefinite leave to stay in this country, can be employed, access state benefits, access health services, social services and other local authority services. The Home Office is also able to grant other slightly different asylum statuses to individuals:

- Discretionary leave to enter/remain;
- Humanitarian protection or
- Leave to remain on an exceptional basis.

## Darlington Five Year Supporting People Strategy

Some asylum seekers, refugees and individuals with other asylum statuses have had traumatic experiences in the past that result in enduring mental health problems as well as an inability to cope with daily living, or long-standing vulnerabilities that are not related to their seeking asylum, for example, a learning disability.

There are no Supporting People funded services for asylum seekers or refugees in Darlington. A small percentage of the national Supporting People Grant funds services for refugees.

### Research, Strategic Analysis and Connections

<b>Strategy / Plan</b>	<b>Key findings</b>
1. Darlington Community Strategy. <a href="http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf">http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf</a> 2. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf</a> 3. ODPM Research Report in conjunction with the Centre for Urban and Regional Studies at the University of Birmingham, July 2003	<ul style="list-style-type: none"> <li>➤ There is some evidence that the majority of asylum seekers who were receiving support under the NASS scheme tend to remain in the Darlington area.</li> <li>➤ There are a small number of people who have been granted various types of leave to remain in the country who were previously accommodated under the NASS scheme and are currently accessing the Council's generic floating support service.</li> </ul>

### Gaps in Provision

The provision of short term housing related support to enable asylum seekers and refugees to sustain tenancies, access benefits and so on is vital. There may also be a need for specialist supported accommodation for mental health problems, physical disabilities, learning disabilities and so on. There is currently very little known locally about the level of need for provision of refugees and people who have been granted asylum status of another kind in Darlington.

Recently there has been a move by the Government to ensure that decisions are given to Asylum seekers regarding their immigration status within 6 months of their arrival in the country. It is not yet known whether this will have an impact on the demand for floating support services by asylum seekers who have been given a decision on their immigration status. It is hoped that monitoring information from the generic floating support service provided by the Council and information collated on the Common Waiting List for floating support service users will be able to provide indications of this in the future.

## Darlington Five Year Supporting People Strategy

### Targets

- Research into the access levels into existing specialist supported housing services for example, mental health or generic support services for refugees and people with other asylum statuses.
- Research into the level of need for floating support provision specifically for refugees and people with other asylum statuses.

### **Women at Risk of Domestic Violence**

#### Current Supply

The supply of supported accommodation for women fleeing domestic violence in the Borough falls within the range supplied by the ODPM. However records provided by the women's refuge would indicate that demand in Darlington is higher than the supply profile suggests and this is explored below.

Domestic violence is defined by the Home Office as:

*'Any violence between current and former partners in an intimate relationship, wherever and whenever the violence occurs. The violence may include physical, sexual, emotional and financial abuse.'*

Domestic violence has a real and terrible impact on the children of women it affects - they often witness and overhear domestic violence, or they can be directly targeted by the perpetrator.

Also, the majority of refuges across the country are unable to accommodate male children over a certain age for very valid reasons. This is a real dilemma facing women fleeing domestic violence, in circumstances when a young male child is unable to stay in a refuge with his mother it leads to the temporary break up of the remaining family unit.

Supporting People Grant does not fund children's services, which are provided in refuges across the country, but recognises that these types of services are extremely valuable.

There is a new purpose built 8-unit refuge managed by Family Help in Darlington, consisting of six units each with two separate sleeping areas, a bathroom and a refreshment area. One unit is adapted for wheelchair use. In addition, there are two units, which are self contained bed sits. Between May 2003 and January 2004, 76 women and 121 children have been accommodated, within the newly opened refuge, with a total of 2684 nights stayed. During this time 81 women and 132 children were also found safe alternative accommodation because the refuge was full at the time of the call. The 2003/04 Annual Report from Family Help stated:

## Darlington Five Year Supporting People Strategy

*'Family Help have a good on-going working relationship with Darlington Supporting People Team. Without this funding Family Help would not be able to offer such an extensive service to the many women and children who are in need of help and support.'*

The existing Family Help service in Darlington has been designated a cross authority scheme. The first two quarter returns for 2003 from the Client Records Office indicate that approximately half of all the new service users accommodated by Family Help were from outside the Darlington area and more than half of these service users from outside Darlington were from neighbouring authorities. (A large proportion of these service users were from the Richmondshire area.)

The use of the refuge by women outside of Darlington may be explained by the fact that there is a large army base at Catterick, which is within the Richmondshire area. The recently published 'Guide to Accommodation and Support Options for Households Experiencing Domestic Violence' makes reference to the challenge of meeting accommodation and support needs of women fleeing domestic violence who live in rural areas. The guide suggests that outreach provision may be more appropriate in rural areas rather than local refuges. There are a number of small villages served by Darlington Borough Council and its two main neighbouring authorities; County Durham and North Yorkshire are large rural councils.

The outreach/floating support service that operates in the Darlington area is managed by Family Help. The service does not receive any funding from Supporting People, but currently receives time limited funding from other sources. In Darlington the outreach worker has supported 78 families over the past year and the independent living worker has visited 176 ex-residents in their new homes. Floating support services are an important part of service provision for this client group not only for women who are moving on from the refuge, but also for:

- Women who are considering moving into the refuge.
- Women who wish to remain in their home and have the perpetrator removed.
- Women who have moved away from the perpetrator but are still experiencing difficulties.

### Costs

As stated above, the floating support/outreach service for women fleeing domestic violence is not funded by Supporting People Grant. The proportion of Darlington's Supporting People Grant that funds services for women fleeing domestic violence is slightly higher than national levels (2.29% compared to 2.2% nationally).

## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

Strategy / Plan	Key findings
<p>1. British Crime Survey 2000 <a href="http://www.homeoffice.gov.uk/rds/pdfs/hosb1800.pdf">http://www.homeoffice.gov.uk/rds/pdfs/hosb1800.pdf</a></p> <p>2. British Medical Association <a href="http://www.bma.org.uk/ap.nsf/content/splashpage">http://www.bma.org.uk/ap.nsf/content/splashpage</a></p> <p>3. Crime and Disorder Act 1998 <a href="http://www.legislation.hmso.gov.uk/acts/acts1998/19980037.htm">http://www.legislation.hmso.gov.uk/acts/acts1998/19980037.htm</a></p> <p>4. Darlington Community Plan <a href="http://www.darlington.org.uk">www.darlington.org.uk</a></p> <p>5. Darlington Community Safety Strategy <a href="http://www.darlingtoncommunitysafety.org.uk">http://www.darlingtoncommunitysafety.org.uk</a></p> <p>6. Darlington Crime and Disorder Reduction Strategy <a href="http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf">http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf</a></p> <p>7. Darlington Domestic Violence Forum <a href="http://www.ddvf.org/">http://www.ddvf.org/</a></p> <p>8. Darlington Domestic Violence Strategy <a href="mailto:joy.easterby@darlington.gov.uk">joy.easterby@darlington.gov.uk</a></p> <p>9. Darlington Supported Accommodation Strategy <a href="mailto:dale.thompon@darlington.gov.uk">dale.thompon@darlington.gov.uk</a></p> <p>10. Darlington's Homeless Strategy <a href="mailto:chris.burke@darlington.gov.uk">chris.burke@darlington.gov.uk</a></p> <p>11. Housing Act 1996 <a href="http://www.hmso.gov.uk/acts/acts1996/1996052.htm">http://www.hmso.gov.uk/acts/acts1996/1996052.htm</a></p> <p>12. Living without fear - National strategy on Domestic Violence. <a href="http://www.womenandequalityunit.gov.uk/archive/living_without_fear/index.htm">http://www.womenandequalityunit.gov.uk/archive/living_without_fear/index.htm</a></p> <p>13. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></p>	<ul style="list-style-type: none"> <li>➤ 1 in 4 women will experience domestic violence at some point in their lives, and it accounts for 23 per cent of violent crime.</li> <li>➤ 23 per cent of women are at risk of domestic violence during pregnancy, 37 per cent of women physically assaulted are assaulted for the first time during pregnancy, with the abdomen being the main focus of the assault.</li> <li>➤ Many women fleeing domestic violence or in violent relationships may have additional support needs, or require specialised support services these can include:             <ul style="list-style-type: none"> <li>➤ Women from BME communities.</li> <li>➤ Women with a disability: physical, learning, mental health, sensory impairment or chronic ill health.</li> <li>➤ Older women.</li> <li>➤ Very young women.</li> <li>➤ Women who have worked in the sex industry.</li> <li>➤ Women with support needs associated with alcohol and drug misuse.</li> <li>➤ Women whose partners are in the armed forces.</li> <li>➤ Women who belong to the travelling community.</li> <li>➤ Women who are lesbian/trans-gender.</li> </ul> </li> <li>➤ In some instances general refuge provision may not always be able to appropriately support women with extremely complex needs and may not be the best option.</li> <li>➤ Women fleeing domestic violence are not a homogenous group, and that many women suffer mental illness and/or develop addictions to alcohol/drugs as a result of the violence they endure. (See Table 8.)</li> <li>➤ The needs of male victims of domestic violence need to be considered.</li> <li>➤ Studies have shown that men who are violent towards their partners are often violent towards and sexually abuse their children.</li> <li>➤ The needs of young people experiencing domestic violence (16/17 year olds) after leaving family home and moving in with partners need to be considered.</li> <li>➤ Recent research has uncovered that homeless families account for a substantial proportion of repeat homeless cases and this needs to be matched against knowledge around the numbers of times abused women leave their husbands before seeking permanent safety.</li> <li>➤ Little is currently known as to whether the support needs of women in rural areas are being adequately met and this needs further investigation.</li> </ul>

## **Darlington Five Year Supporting People Strategy**

### Gaps in Provision

One of the Best Value Performance Indicators for 2005/06 requires each authority to have services for women escaping domestic violence equal to 0.8 of a place for every 10,000 head of population.

Darlington does not currently reach this target as the refuge has only 8 places.

### Targets

- The Domestic Violence forum has identified a need for a floating support service for women fleeing domestic violence, which would serve as an additional service to the refuge and acknowledges that not all women wish to enter a refuge despite having a need for support.
- Research into whether the needs of women in rural communities are adequately being met.
- Research into the number of women with multiple needs that access domestic violence services in the Darlington area: What happens to the women with complex needs that cannot access refuge provision because it is unsuitable? Is there a need for specialist refuge services for women with complex or specific needs in the Borough?
- Research into whether the current supported accommodation provision for this client group is sufficient in terms of units.

## **People with a Physical or Sensory Disability**

### Current Supply

There are 18 accommodation-based units for people with a physical or sensory disability in Darlington, which is at the lower end of the range of provision. However, the Council's commitment in recent years to include wheelchair standard accommodation in all new general needs housing developments has resulted in reducing demand for adapted accommodation, as evidenced in the Housing Needs Survey 2003.

There are no floating support services for people with a physical disability; however people with disabilities do access the emergency alarm system and the home support scheme.

Approximately 600 of the people receiving services from the council's warden service department have declared a disability. (This includes people living in council owned accommodation, RSL properties or their own homes.)

Of these 600 people, approximately:

- 170 are between 20 and 60 years of age.
- 24 live in council owned properties (a small number of whom have either one or a range of the following illnesses/complaints:

## **Darlington Five Year Supporting People Strategy**

- Multiple Sclerosis
- Epilepsy
- Learning Disabilities
- Paraplegic
- Spina Bifida
- Cerebral Palsy
- Blindness

There is anecdotal evidence to suggest that some of these people require higher levels of support than the warden services are able to provide.)

The Physical and Sensory Disability Action Network has been reviewed, and funding has now been made available to fund a part time post. Currently a working group of service users are meeting to specify the tasks required.

### Costs

Although there is no specific floating support provision for people with a physical or sensory disability, the existing supported accommodation scheme mainly caters for people with physical as well as learning disabilities. Consequently the scheme has a relatively high unit cost, and makes comparison with national funding levels difficult (4% of the Supporting People budget is targeted on this group, compared to 1.84% nationally).



## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

Strategy / Plan	Key findings
<ol style="list-style-type: none"> <li>1. Community Care Plan 2001 <a href="http://www.thepage.org.uk/LD/JIP.pdf#search=Darlington%20Community%20Care/%20Plan">http://www.thepage.org.uk/LD/JIP.pdf#search=Darlington%20Community%20Care/%20Plan</a></li> <li>2. County Durham and Tees Valley Strategic Health Authority <a href="http://www.teesreview.nhs.uk/">http://www.teesreview.nhs.uk/</a></li> <li>3. Darlington Best Value Review of Disabilities. <a href="http://www.darlington.gov.uk/services/social+services.htm">http://www.darlington.gov.uk/services/social+services.htm</a></li> <li>4. Darlington Housing Need Surveys 1998 and 2003 <a href="mailto:stephen.edmonds@darlington.gov.uk">stephen.edmonds@darlington.gov.uk</a></li> <li>5. Darlington Social Inclusion Strategy <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf</a></li> <li>6. From Exclusion to Inclusion - Disability Rights Task Force. <a href="http://www.disability.gov.uk/drtf/full_report">http://www.disability.gov.uk/drtf/full_report</a></li> <li>7. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></li> </ol>	<ul style="list-style-type: none"> <li>➤ The growth in use of Disabled Facilities Grant and adaptations to Local Authority stock has increased the numbers of adapted property in the area.</li> <li>➤ RSLs have been supported to provide 2-bedroom properties suitable for disabled people in a range of locations.</li> <li>➤ There are approximately 380 current users of services for physical disability issues aged between 16 and 64 years.</li> <li>➤ Ninety per cent of service users were aged between 26 and 64 years ( n = 341 )</li> <li>➤ 10 per cent of service users were aged 16-25 years.</li> <li>➤ Most service users aged 16-25 were from Haughton East.</li> <li>➤ Nine per cent of the service users ( n = 35 ) who access social services for physical issues were from BME groups.</li> <li>➤ Disabled people face high levels of discrimination - the impact of the built environment on people including housing and housing services is particularly highlighted.</li> <li>➤ There is a need for accessible housing for a growing population with restricted mobility and physical disability.</li> <li>➤ There is a need to develop services which empower people with a disability to achieve maximum independence.</li> <li>➤ There is a need to build on current partnerships to develop flexible and speedy protocols in relation to housing and grant applications.</li> <li>➤ There is a need to work towards cultural change within the department through disability awareness programmes.</li> <li>➤ The links between Occupational Therapy services and the Housing Division section need to be strengthened to ensure a quicker adaptation process.</li> <li>➤ There is a need to strengthen work with existing service user groups to ensure greater involvement in service review and development.</li> </ul>

### Gaps in Provision

Some individuals with physical and sensory disabilities need housing support relating to their disability to enable them to live independently, this can range from relatively low level support, probably on a long term basis, for example the provision of a community alarm through to non-Supporting People funded Home Care services.

## Darlington Five Year Supporting People Strategy

Further investigation is needed to find out more about the specific housing related support needs of people within this client group, which are wider than the need for physical adaptations to property.

There are some housing related support services in Darlington that can accommodate people with physical disabilities as well as meeting their housing support needs. For example, the vast majority of sheltered housing schemes and very sheltered housing schemes have wheelchair accessible units within them and also provide housing related support for elderly people in the form of a warden, alarm system and other support. The women's refuge has a wheelchair accessible unit for women fleeing domestic violence and the scheme for homeless people being developed at St.George's Hall will also include wheelchair access. It is unknown as to whether there are enough adapted units within other housing support services.

Not every person with a physical or sensory disability requires housing related support, many people are able to sustain tenancies and own their homes, and not everyone with a disability of this sort can be described as vulnerable.

The County Durham and Tees Valley Strategic Health Authority (SHA) have carried out a review of services for people with some form of acquired brain injury and has made recommendations as to how gaps can be addressed. Whilst specific data for Darlington is not available, it is known that there are 9,391 people in the County Durham and Darlington area, who suffer from injury to the brain to various degrees. 70 per cent of all social services departments within this SHA area state that there are gaps in provision for adults with acquired brain injury.

It is acknowledged that supported living can be cost effective in maintaining people in their community, but as there are few such services available and few long-term placements locally, individuals are placed outside of their home area. To address this, PCTs are expected to explore supported living options for people with brain injury.

### Targets

- Further detailed investigation into whether there is a need for additional specific supported accommodation/floating support aimed at this client group and the level of provision that is required, around people with:
  - Newly acquired disabilities
  - Short term disabilities
  - Young people with disabilities living at home, that would like to live independently
  - Children with disabilities for indications of future provision
  - People inappropriately accommodated in care homes with disabilities

## **Darlington Five Year Supporting People Strategy**

- Further detailed investigation is also needed to determine the adequacy of other services that receive Supporting People funding and their ability to cater for this client group. (For example individuals with a physical or sensory disability who may be fleeing domestic violence, elderly and vulnerable people and those with mental health problems.) An audit of all supported housing schemes to determine their capacity to accommodate people with physical disabilities/sensory disabilities, how many people with physical or sensory disabilities actually access these other services, and can they always gain access?
- Exploration of the type(s) and level of provision needed for people that have sensory disabilities, how do other supported housing schemes cater for their needs?

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

#### Current Supply

Darlington's actual supply of accommodation-based services is below the lower range of Supply Table Profile (see Appendix D) for people with mental health problems, which is also true for floating support provision.

#### Costs

Nationally about 15 % of Supporting People Grant is spent on services for people with mental health problems in comparison about 4% of Darlington's Supporting People Grant is spent on services for people with mental health problems.

## Darlington Five Year Supporting People Strategy

### Research, strategic analysis and connections

Strategy / Plan	Key findings
<p>1. County Durham and Darlington Local Plan for Suicide Prevention. <a href="http://www.darlingtonpct.nhs.uk">http://www.darlingtonpct.nhs.uk</a></p> <p>2. Darlington Housing Strategy 2002. <a href="mailto:stephen.edmonds@darlington.gov.uk">stephen.edmonds@darlington.gov.uk</a></p> <p>3. Darlington Joint Investment Plan for 2000-2003</p> <p>4. Darlington Rehabilitation Unit Needs Mapping Exercise</p> <p>5. Darlington Social Inclusion Strategy. <a href="http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf">http://www.darlington.gov.uk/dar_public/documents/education/dept%20plans/social%20inclusion%20strategy%202%20%2007.04.04%20jb.pdf</a></p> <p>6. Mental Health Foundations Website <a href="http://www.mentalhealth.org">http://www.mentalhealth.org</a></p> <p>7. Mental Health Service User and Carer Written Charter</p> <p>8. National Service Framework for Mental Health. <a href="http://www.dh.gov.uk/assetRoot/04/07/72/09/04077209.pdf">http://www.dh.gov.uk/assetRoot/04/07/72/09/04077209.pdf</a></p> <p>9. National Suicide Prevention Strategy for England. <a href="http://www.dh.gov.uk/assetRoot/04/01/95/48/04019548.pdf">http://www.dh.gov.uk/assetRoot/04/01/95/48/04019548.pdf</a></p> <p>10. North East Regional Housing Strategy. <a href="http://www.go-ne.gov.uk/nehb/strategy.htm">http://www.go-ne.gov.uk/nehb/strategy.htm</a></p> <p>11. North East, Yorkshire and Humber NIMH Regional Development Centre Draft Strategic Direction and Work Programme 2004/05.</p> <p>12. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside.) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></p> <p>13. Supporting People: Real Change? Planning Housing and Support for Marginal Groups Joseph Rowntree Foundation, 2003 <a href="http://www.jrf.org.uk/bookshop/eBooks/1859350895.pdf">http://www.jrf.org.uk/bookshop/eBooks/1859350895.pdf</a></p>	<ul style="list-style-type: none"> <li>➤ 1 in 4 people will experience some kind of mental health problem in the course of a year.</li> <li>➤ 1 in 6 people will have depression at some point in their life.</li> <li>➤ Depression is most common in people aged 25-44 years.</li> <li>➤ 1 in 10 people are likely to have a 'disabling anxiety disorder' at some stage in their life. For manic depression and schizophrenia this figure is 1 in 100.</li> <li>➤ 20 per cent of women and 14 per cent of men in England have some form of mental illness.</li> <li>➤ There is a need to design and promote new partnerships between private landlords and specialist support agencies (including landlords agreeing to provide and maintain accommodation in return for rent guarantees and management of support).</li> <li>➤ BME groups are disproportionately represented among Social Services mental health referrals in Darlington during 2002.</li> <li>➤ There is a high rate of suicides in Darlington, compared to both the national average and rates by locality in the North East of England. (The Local Plan for Suicide Prevention seeks to reduce suicides by 20 per cent by 2010.)</li> <li>➤ A range of housing options is required that allows for varying degrees of independent living – where possible people should live in their own homes.</li> <li>➤ The mental health issues for older people and children/young adults are an area for focus.</li> <li>➤ The results of the snapshot survey supports the following priorities: -             <ul style="list-style-type: none"> <li>➤ Accommodation for young people aged 16-25 years with mental health problems. Current provision tends to cater for the more mature service users and younger people find this unattractive. Similarly mainstream accommodation providers for young people find it hard to both accommodate and provide appropriate support to young people with mental health problems.</li> <li>➤ Accommodation for those with the dual problems of mental illness and substance misuse. These are often, but not exclusively young people.</li> </ul> </li> </ul>

## Darlington Five Year Supporting People Strategy

	<ul style="list-style-type: none"><li>➤ Accommodation with intensive support for those leaving long-term rehabilitation. The lack of bed spaces within the rehabilitation unit delays discharge from acute hospital beds. Independent living with intensive support would alleviate this bed blocking.</li><li>➤ Darlington scores relatively high on the government's index of multiple deprivation. This level of deprivation will be associated with relatively high levels of psychiatric morbidity.</li><li>➤ The numbers of people with neurotic illnesses in Darlington is estimated to be about 10,500 people.</li><li>➤ There is a strong relationship between neurotic disorders and difficulties with daily living activities. About 3,500 of the estimated 10,500 people with neurotic illnesses in Darlington are likely to have difficulties with daily living.</li><li>➤ Of the estimated 268 people with functional psychoses in Darlington, 88 are likely to have difficulties with activities of daily living.</li></ul>
--	--

### Gaps in Provision

Mental health problems can be devastating, destroying an individual's effective functioning in life, as well as affecting their families and the people surrounding them. People with mental health problems can be of any age and any social background: although a high prevalence of mental health problems is also associated with the following groups:

- People who misuse alcohol or drugs.
- Asylum seekers and refugees.
- Carers.
- Offenders/ex-offenders.
- Military Personnel.
- War veterans.
- People who are or have been homeless.

Some of the major disorders common today include dementia, bipolar disorder, schizophrenia and eating disorders.

Darlington's Joint Investment Plan for 2000-2003 sets out in accordance with the National Service Framework for Mental Health, the key service requirements and strategic goals for improving mental health services in Darlington over the next three years. The Joint Planning system identifies the following key areas:

- **Right Accommodation with the Right Support** – flexibility is important in order to cater for service users' individual support requirements, within the community.

## Darlington Five Year Supporting People Strategy

- **Involving Users and Carers in Consultation** – many people felt let down when they became ill either ending up in poor accommodation, becoming homeless on discharge from hospital or were so before admission. Many flagged up the need for some sort of in between resource between hospital and returning to the community where they could be 'safe' and where they could prepare for moving on into their own home.
- **Hospital Discharge** – work has begun under 'Care Co-ordination' to include accommodation in the range of needs being assessed on hospital discharge. Discharge planning will therefore start at the point of admission, with a care plan to include educational, employment and accommodation needs. Appropriate training and joint working will be undertaken between housing and mental health services.
- **Educating Communities** – to raise awareness and increase tolerance. In order to increase public understanding links will be made with the established roles of Community Education, Community Safety and Community Protection to improve the social inclusion of this client group.

The Supporting People Team is working with Social Services, the PCT, the Strategic Health Authority and users and carers, as a sub group of the Mental Health Local Implementation Team to identify housing solutions for people with mental illness.

In looking at options, the group will consider the needs mapping exercise carried out by the Rehabilitation Unit of the Priority Services Trust, which will help determine demand, support levels and potential locations. The analysis covered both acute and rehabilitation wards, assertive outreach and community mental health teams.

A snapshot survey amongst carers, with a 27 per cent response rate identified the following:

- 11 young men aged 19-32 would like supported accommodation.
- 14 would like 24-hour support.
- Single accommodation is required.
- Help with medication is needed.

### Targets

- Exploration of the possibilities for developing new services to cater for young people aged 16-25 years with mental health problems that are also able to support young people with dual diagnoses.
- Exploration of the possibilities for developing new intensive support services to cater for people leaving long term rehabilitation units.
- Investigation into the need for culturally sensitive provision for people from BME communities.

## Darlington Five Year Supporting People Strategy

### Young People at Risk/Young People Leaving Care

#### Current Supply

Young people who have left care or are at risk often have a range of needs that can include drug problems, mental ill health, offending and so on. They have often had traumatic childhoods, chaotic family backgrounds and may have experienced abuse or homelessness. Housing related support services for this client group are vitally important because they enable young people to succeed in tenancies; settled housing often has a positive impact on the other aspects of a young person's life.

In response to the requirements of the Children (Leaving Care) Act 2000 Darlington Social Services Department ensures that all young people leaving care have their needs identified and assessed and are given advice and support up to the age of 21. Financial support is provided to those classed as 'relevant children'. (These people are not eligible for Supporting People Funding until they are 18 years of age and from then are able to access supported accommodation.) The Supporting People Team is forging partnerships to identify need and access to suitable housing.)

*'Research tells us that the average age for a child to leave the family home for good is 25, and possibly as late as 29 for young males. And yet we still expect our most vulnerable and least prepared young people to make this huge transition to adult life at the age of 16, 17 or 18, in many cases without the safety net of a family to fall back on'*

Bryn Melyn Group Foundation

Table 10 outlines a model of the spectrum of support a young person may travel through towards independent living and highlights the level and range of supported housing options.

The actual levels of provision for this client group fall below the lower end of the Supply Table Profile (see Appendix D). Although there is very little specific accommodation with support funded by Supporting People that caters for young people at risk or leaving care, it is known that this group are accessing other Supporting People funded services:

- There is currently a floating support scheme for teenage parents and an accommodation-based scheme for 6 teenage parents was opened in May 2004.
- The 700 Club provide accommodation based and floating support services to homeless people - a significant proportion of who are young people.
- The YMCA provides accommodation and support to people under the age of 25.

## Darlington Five Year Supporting People Strategy

- Stonham Housing also provides floating support to young people including people who have left care. (In addition, the council's generic floating support service can provide low-level support to this group.)
- The planned development of a supported housing scheme for people with substance misuse will cater for adults of all ages. Further work is being undertaken, by the DAAT task group to identify whether a similar service is needed for young people.
- Darlington Bond Scheme, Nightstop and First Stop also provide additional valuable services that are accessed by young people but receive their funding from other sources.

### Costs

The proportion of Darlington's Supporting People Grant funding services specifically for this client group is lower than the proportion of grant that funds services for this group nationally (4% compared to 6.2% nationally).

### Research, strategic analysis and connections

Strategy / Plan	Key findings
1. Children and Young Persons Strategic Partnership (a multi agency partnership which implements and monitors an integrated & coherent strategic approach to services for children & young people) <a href="mailto:helen.armstrong@darlington.gov.uk">helen.armstrong@darlington.gov.uk</a>	<ul style="list-style-type: none"> <li>➤ The absence of support around issues related to substance abuse, relationship breakdown, moving home and so on can mean young people are unable to remain in employment, training or education.</li> <li>➤ Security is of paramount importance over location, with young people identifying sheltered housing as a potential model for future service development.</li> <li>➤ The ability to exercise choice in where young people live (in order to be accommodated in familiar areas, near family and friends) was seen as essential.</li> <li>➤ Waiting times were seen as prohibitive to securing accommodation, as alternative accommodation was often not available - Direct Access was felt by some to be necessary.</li> <li>➤ Young people should be given the same priority as other client groups.</li> <li>➤ More information to be made available as young people prepare for independence.</li> <li>➤ Support to develop life skills such as budgeting, managing a home a priority from consultation.</li> <li>➤ Some of the key challenges faced by Darlington's Social Services Department in 2003/04 are:</li> <li>➤ Strategic planning for substance misusing young people.</li> <li>➤ Developing joint commissioning arrangements for children and young people's services</li> </ul>
2. Darlington Community Safety Strategy <a href="http://www.darlingtoncommunitysafety.org.uk">http://www.darlingtoncommunitysafety.org.uk</a>	
3. Darlington Community Strategy <a href="http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf">http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf</a>	
4. Darlington Drug and Alcohol Action Team. <a href="mailto:julie.daneshyar@darlington.gov.uk">julie.daneshyar@darlington.gov.uk</a>	
5. Darlington Youth Offending Team. <a href="http://www.darlingtoncommunitysafety.org.uk/youth_offending.htm">http://www.darlingtoncommunitysafety.org.uk/youth_offending.htm</a>	
6. Investors in Children, Housing Group.	
7. The Children (leaving care) Act 2000. <a href="http://www.hmsa.gov.uk/acts/acts2000/20000035.htm">http://www.hmsa.gov.uk/acts/acts2000/20000035.htm</a>	
8. The Joseph Rowntree Foundation. <a href="http://www.jrf.org.uk/The_Social_Affairs_and_Health_Scrutiny_Committee_Report_2003">http://www.jrf.org.uk/The_Social_Affairs_and_Health_Scrutiny_Committee_Report_2003</a>	
9. Young Persons Accommodation Group – consultation with 16-25 year olds. <a href="mailto:dale.thompson@darlington.gov.uk">dale.thompson@darlington.gov.uk</a>	



## **Darlington Five Year Supporting People Strategy**

### Gaps in Provision

There is a lack of emergency accommodation for young people at risk or leaving care, which will be addressed via a specific new development for young homeless, with priority being given to those who have left care.

The Supporting People Team are looking at the future needs of this client group, as part of the work of the Young Persons Accommodation Group, and particularly in relation to care leavers by monitoring the age group, concentrations and numbers of children currently in the care system. In addition to this it is hoped that the development of and information held within a common waiting list for floating support service users will give an indication of need.

On 31 March 2004 Darlington Borough Council had 145 young people in its care, with 80% of these children living in the borough. Of all Looked After children, 57 were identified as care leavers: 34 males and 23 females.

Information from the Leaving Care Team is that on average 10 young people will leave care each year, with 4 accessing supported living, 4 living independently without support and 2 leaving Darlington to live elsewhere. The Leaving Care Team has also identified 32 children over the age of 15 for whom the authority will need to assist to secure suitable accommodation and support when they reach 18.

### Targets

- Improve access into generic services for young people leaving care.
- Development of St Georges Hall, a service for young homeless, which will give will priority to care leavers.
- Pathways planning information of children in care that are nearing age of independence, to be shared with the Housing Division to identify suitable supported accommodation. Each agency to support the young person by identifying a 'named officer'.
- Develop a Joint Assessment Protocol for young homeless people 16-17 years between Social Services and the Housing Division
- Development of a supported lodgings service for care leavers.
- Sign up of all parties to the multi agency joint protocol for young homeless people

## **Darlington Five Year Supporting People Strategy**

### **People with Learning Disabilities**

#### Current Supply

The World Health Organisation defines learning disabilities as:

- 'A state of arrested or incomplete development of mind' and
- 'Significant impairment of intellectual functioning' and
- 'Significant impairment of adaptive/social functioning'

In short the person has difficulties understanding, learning and remembering new things, and in generalising any learning to new situations. Impairments, which cause or contribute to learning disability, can happen before, during or after birth. Due to these difficulties with learning, the person may have difficulties with a number of social tasks, for example communication, self-care, awareness of health and safety.

The provision of housing related support services to this client group can enable people with a learning disability to live independently or with a degree of independence, exercise choice in their living arrangements and overall have a better quality of life.

Current provision within Darlington includes:

- Networks/Floating Support – a 9 unit service run by Keyring, in receipt of Supporting People funding
- Group/shared homes, with individual tenancies – there are a number of shared living services in the area (the predominant form of provision).
- Very few units of individual self-contained accommodation that receive Supporting People funding. (The Learning Disability Housing Strategy identified this as a priority)
- A small number of services based on the adult placement model, but they do not receive Supporting People funding.
- One service based upon the supported lodgings model, in receipt of Supporting People funding

#### People with Autistic Spectrum Disorders

Autism was first identified in 1943 and is still a relatively unknown disability. It occurs in differing degrees of severity and in a variety of forms, the term 'autistic spectrum disorders' is used to reflect the variances.

Asperger's syndrome describes people at the higher functioning end of the autistic spectrum. Autistic spectrum disorders are estimated to affect the lives of over 500,000 families in the UK. People with autism are not physically disabled and look just like anyone without the disability. Due to its invisible nature it can be much harder to create awareness and understanding of the condition.

## **Darlington Five Year Supporting People Strategy**

People with autism can often have accompanying learning disabilities but everyone with the condition shares a difficulty in making sense of the world. Autism impairs a person's ability to interact socially and communicate, and affects their imagination.

Structured support can make a huge difference to people with this disability. It can enable people to lead an independent life within the community.

### Costs

A significant amount of Darlington's Supporting People annual budget is used to fund services for people with learning disabilities. The proportion of Darlington's budget spent on services for people with learning disabilities is greater than the national proportion of Supporting People Grant that is spent on services for this client group (39% compared to 23.5% nationally).

Services for this client group that are funded by Supporting People in Darlington cater for a wide range of different support needs and consequently vary in cost.

There are currently no supported housing services that specifically cater for people with Autism that are funded by Supporting People in Darlington. At present the needs of this group are relatively unknown. The numbers of people with autism accessing other existing Supporting People funded services is also unknown.

## Darlington Five Year Supporting People Strategy

### Research, Strategic Analysis and Connections

Strategy / Plan	Key findings
<ol style="list-style-type: none"> <li>1. Darlington Housing Strategy for People with Learning Disabilities 2003 – 06 <a href="mailto:steve.gibson@darlington.gov.uk">steve.gibson@darlington.gov.uk</a></li> <li>2. Darlington Learning Disability Accommodation Sub Group <a href="mailto:steve.gibson@darlington.gov.uk">steve.gibson@darlington.gov.uk</a></li> <li>3. Darlington Learning Disability Partnership Board <a href="mailto:steve.gibson@darlington.gov.uk">steve.gibson@darlington.gov.uk</a></li> <li>4. Darlington's Community Strategy <a href="http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf">http://www.darlington.gov.uk/dar_public/Documents/Partnership/Community%20Strategy.pdf</a></li> <li>5. Darlington's Housing Strategy <a href="mailto:dale.thompson@darlington.gov.uk">dale.thompson@darlington.gov.uk</a></li> <li>6. Joint Investment Plan for People with Learning Disabilities <a href="http://www.dh.gov.uk/assetRoot/04/03/54/74/04035474.pdf">http://www.dh.gov.uk/assetRoot/04/03/54/74/04035474.pdf</a></li> <li>7. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside.) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></li> <li>8. Valuing People: A New Strategy for Learning Disabilities for the 21<sup>st</sup> Century. <a href="http://www.archive.official-documents.co.uk/document/cm50/5086/5086.htm">http://www.archive.official-documents.co.uk/document/cm50/5086/5086.htm</a></li> </ol>	<ul style="list-style-type: none"> <li>➤ In line with national estimates, the number of people with learning disabilities in Darlington is likely to grow</li> <li>➤ There is the potential for an increase in the number of people with learning disabilities who have elderly carers that are no longer able to support them</li> <li>➤ Greater life expectancy has also meant that there are increasing numbers of older people with a learning disability that have quite high levels of need</li> <li>➤ Funding options include the 'Learning Disability Development Fund', that can provide capital and revenue funding for services, it is currently utilized for those who challenge services, including those with autism, and to identify the support needs of the BME community</li> <li>➤ Only 1.5 per cent of service users are from BME Communities</li> </ul>

### Gaps in Provision

Producing exact information on the number of people with learning disabilities within the population can be problematic. Estimates of the population of people with learning disabilities are compiled by:

- Using internationally accepted rates of prevalence and applying these to population or census results.
- Undertaking detailed analysis of distinct populations of individual towns/cities and extrapolating the results demographically.

Although recognising that precise figures were not available, The Valuing People White Paper estimated:

- 210,000 people with severe and profound learning disabilities. (65,000 children and young people, 120,000 adults of working age and 25,000 older people.)
- 1.2 million people with mild/moderate learning disabilities. (25 per 1000 population.)

## **Darlington Five Year Supporting People Strategy**

Based on the prevalence rate there could be around 2,450 people living in Darlington with a mild to moderate learning disability, assuming that Darlington has a population of 98,000. (The prevalence of mild to moderate learning disability has links to poverty and tends to be higher in deprived urban areas.)

Information from Social Services indicates that there are 404 adults with learning disabilities known to services (this is in line with the national average). There are no figures available for those who have been assessed as having a learning disability but who do not currently require assistance.

Within this figure are a number of people that Social Services are involved with that originally come from the Darlington area, but are currently placed out of the borough.

The closure of Aycliffe Hospital, Earls House and Northgate and Prudhoe Hospital in Northumberland and the subsequent resettlement of most long stay residents into Darlington resulted in a slightly larger than average population of people with a learning disability.

In addition to the two groups of people with learning disabilities discussed above, attention has to be given to:

- Young People with Learning Disabilities – for example, could be leaving residential education, living at home with parents etc.
- People with learning disabilities in care homes/leaving long stay hospitals/sheltered housing for older people that want to live independently
- People who are the responsibility of Darlington Social Services Department, who live outside of Darlington, require supported accommodation and wish to return to be near to family

Supporting People funded services in Darlington are at present provided to people with learning disabilities living in Local Authority or RSL rented accommodation. Other tenure options include:

- Private renting
- Owner occupation – in light of high rents and management costs for traditional shared housing this type of tenure may be useful when addressing the needs of people within this client group with elderly, single carers or careers in poor health

(Owner occupation can encompass shared ownership, co-ownership, Trust ownership, using parental property or equity, out right ownership, joint ownership between parents and children, do-it-yourself shared ownership for disabled people.)

## **Darlington Five Year Supporting People Strategy**

Darlington Social Services have recently conducted a survey of this client group to produce an age profile and to identify need. This will maximize the use of the existing services and a trend analysis will enable future developments to be based on a more robust needs analysis, incorporating information from 14+ transition plans and person centred plans.

In addition to this, when developed, the 'Needs Register'/Waiting List' identified in the Learning Disability Housing Strategy 2003-2006 will also provide valuable information for future planning of services. The Strategy identifies priorities as 'providing more self contained accommodation' and 'setting up another scheme for people who don't need much support' as being priorities.

Continual user input via forums like the 'Speaking Up Group' and 'Learning Disability Partnership Board' provides valuable indications of the future needs of this group.

### Targets

- Develop wider choice of housing with support options available to people with learning disabilities including different tenure options. This could include developing new schemes or remodelling as part of the service review process, to provide more self-contained accommodation. Exploring other tenure options to help address the issues that will arise in the future around people with elderly/single/in poor health carers and enabling more choice.
- New services: to cope with increasing numbers of people with learning disabilities who need supported housing (due to general population increases and long term elderly, single and ill carers being unable to continue to support individuals), young people with learning disabilities wanting to live independently, people with learning disabilities leaving residential education, people in care homes/ leaving long stay hospitals that want to live independently, people with learning disabilities living out of area that are the responsibility of Darlington Social Services Department that may move back to the area and people within this client group that live at home who want to live independently.
- Research and ongoing monitoring into levels of need – via waiting list/register, survey, 14 + transition plans, person centred plans, commissioned research and continual user involvement
- Investigation into the needs of people with Autistic Spectrum Disorders.
- Work with the BME Leadership Group to positively influence the take up of services by ethnic communities, through the provision of information about Supporting People funded services/raising the profile of Supporting People and influencing best practice in relation to this among providers of services through the scheme review and Quality Assessment Framework (QAF) processes.

## **Darlington Five Year Supporting People Strategy**

### **People with alcohol misuse problems and people with drug misuse problems**

#### Current Supply

There are currently no supported housing schemes in Darlington funded by Supporting People that specifically cater specifically for people with drug or alcohol problems.

#### Costs

Despite a lack of specific provision, a small percentage of the national Supporting People budget is spent on services for this client group (1.09% and 1% of the nation budget is spent on people with alcohol or drug problems respectively).

## Darlington Five Year Supporting People Strategy

### Research, Strategic Analysis and Connections

Strategy / Plan	Key findings
<p>1. Darlington Drugs and Action Team commissioned research into Housing Strategies and provision for people with substance misuse problems. <a href="mailto:julie.daneshyar@darlington.gov.uk">julie.daneshyar@darlington.gov.uk</a></p> <p>2. Darlington Crime Reduction Strategy <a href="http://www.darlingtoncommunitysafety.org.uk">http://www.darlingtoncommunitysafety.org.uk</a></p> <p>3. Darlington Crime and Disorder Reduction <a href="http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf">http://www.darlingtoncommunitysafety.org.uk/crime&amp;disorder.pdf</a></p> <p>4. Darlington Housing Strategy <a href="mailto:dale.thompson@darlington.gov.uk">dale.thompson@darlington.gov.uk</a></p> <p>5. Darlington Supported Accommodation Strategy <a href="mailto:dale.thompson@darlington.gov.uk">dale.thompson@darlington.gov.uk</a></p> <p>6. Darlington Homeless Strategy <a href="mailto:chris.burke@darlington.gov.uk">chris.burke@darlington.gov.uk</a></p> <p>7. National Alcohol Harm Reduction Strategy <a href="http://www.starategy.gov.uk/su/alcohol/pdf/CabOffice%20AlcoholHar.pdf">http://www.starategy.gov.uk/su/alcohol/pdf/CabOffice%20AlcoholHar.pdf</a></p> <p>8. National Drugs Strategy <a href="http://www.drugs.gov.uk/ReoprtsandPubl;ication/NationalStrategy/1038840683/Updated_Drug_Strategy_2002.pdf">http://www.drugs.gov.uk/ReoprtsandPubl;ication/NationalStrategy/1038840683/Updated_Drug_Strategy_2002.pdf</a></p> <p>9. North East Regional Housing Strategy <a href="http://www.go-ne.gov.uk/nehb/key_documents/regional_housing_strategy_final_version.pdf">http://www.go-ne.gov.uk/nehb/key_documents/regional_housing_strategy_final_version.pdf</a></p> <p>10. North East Substance misuse statement priorities 2004-2008 <a href="http://www.go-ne.gov.uk/crime_reduction/drugs/drugs_report/substance_misuse_statement.doc">http://www.go-ne.gov.uk/crime_reduction/drugs/drugs_report/substance_misuse_statement.doc</a></p> <p>11. Snapshot Survey July 2004 (to assess scale and need for housing with support for substance misusers) <a href="mailto:contact@darlingtonfirststop.org.uk">contact@darlingtonfirststop.org.uk</a></p> <p>12. Supporting People: Needs Analysis – A Report from the Centre for Social and Policy Research. (Darlington Supporting People Team commissioned research by the University of Teesside.) <a href="mailto:Supportingpeopleteam@darlington.gov.uk">Supportingpeopleteam@darlington.gov.uk</a></p>	<ul style="list-style-type: none"> <li>➤ Drug use among homeless people in Darlington is as high as 76 per cent to 88 per cent.</li> <li>➤ It estimated that between 10 and 39 drug and alcohol service users require supported accommodation, and between 2 and 4 require floating support.</li> <li>➤ The Elmfield Centre reports that about 50 per cent of their service users each month are experiencing accommodation difficulties. (The centre receives approximately 30 to 50 referrals a month.)</li> <li>➤ A snapshot of the substance Misuse Care Managers caseload identified 8 service users in inappropriate housing, 3 service users who were 'dossing' and one who is street homeless.</li> <li>➤ The 700 Club report that of 826 referrals they received during 2001/02, they were able to accommodate 171. Of these, 70 per cent had an addictions issue that led to their homelessness, 2 per cent had an addiction problem, which did not directly cause their homelessness and 29 per cent had no history of substance dependency.</li> <li>➤ Consultation with service users identifies disagreement with the suggestion that individuals with Drug or Alcohol problems be accommodated within the same schemes.</li> <li>➤ There is a need for accommodation with support for older people with alcohol problems, who were not minded to change their habits, but who have lived in the hostel for so long that they have become 'institutionalised'.</li> <li>➤ Older people with alcohol problems do not want to live with younger people and felt that they would not be able to cope in traditional sheltered housing.</li> <li>➤ North East alcohol consumption in both men and women was higher than the national average, and male consumption exceed the national average by over 15 per cent - by more than five units of alcohol per week.</li> <li>➤ 670 young offenders were referred for treatment in the North East.</li> <li>➤ Over 400 Drug Treatment and Testing Orders (DTTOs) were issued in the North East, of which 300 were ongoing in 2002/03</li> <li>➤ For every £ spent on treatment approximately £3 is saved on criminal justice costs and £7 on social costs.</li> </ul>



## Darlington Five Year Supporting People Strategy

### Gaps in provision

Problematic substance misuse is often symptomatic of other social and economic problems including high levels of unemployment, deprivation and crime and as such can be seen as a cause and a symptom of community decline.

Housing providers play a crucial role in combating problems associated with drug use through efforts to regenerate neighbourhoods, dealing with anti social behaviour and supporting the provision of effective treatment outcomes for individual drug users.

The Supporting People Commissioning Body have agreed revenue funding for housing related support in the shared housing and floating support stage of a proposal based upon The National Treatment Agency (NTA) "**Models of Care**" guidance on how to design, commission and implement a drug treatment "**system**". The model includes screening and initial assessment, direct access emergency accommodation, a number of shared houses and a floating support service. Funding for these services following has been secured through efficiency savings following completed service reviews.

### Targets

- To work with existing providers of supported housing services to improve access for those who misuse substances.
- To work with providers and the DAAT to raise the levels of awareness of substance misuse, so that they can provide more effective services.
- To establish a floating support service specifically for service users who misuse substances.
- To work in partnership with the DAAT to establish 4 shared houses for service users who misuse drugs or alcohol, and commission the required housing related support.
- To ensure that when these services are established, other agencies are also engaged, ensuring that those service users who have multiple needs, e.g. substance misusers who are ex offenders can be supported.
- To identify the needs of the BME community in relation to substance misuse.

### **Cross Authority Services**

A number of paragraphs within this section make reference to provision that meets the needs of people in neighbouring authorities. This is in recognition of the existence of services where:

## Darlington Five Year Supporting People Strategy

- Local access will compromise the effectiveness of the housing related support provided. (For example in schemes addressing the needs of those misusing drugs it may be particularly important for service users to move away from previous contacts.)
- The nature of provision is so specialist that there are insufficient numbers of people within the locality to sustain the viability of the service.
- The scheme is of national importance. For example, those accommodating high-risk offenders.

The Durham and Tees Valley Cross Authority Group consists of the County of Durham and the five unitary local authorities, Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees who have formed a natural alliance to develop services within the Durham and Tees Valley area. Other members of the group include SITRA, Denise Gillie (Strategic HA) and representatives from Teesside and County Durham Probation Services. The aim of the group is to address strategic objectives that could not be achieved without working in collaboration.

### Designated Services

Designated services are those that have been acknowledged by ODPM as being of national or regional importance. Once designated, the administering authority cannot terminate a service without the written consent of the Secretary of State.

Services are designated on the basis of the following criteria:

- All accommodation based services which provide for women at risk of domestic violence as their primary client group
- Services which provide for high risk offenders
- Services which cater for a very specialist combination of needs - e.g. a service for Chinese elders with mental health problems
- Services that offer national coverage – e.g. specialist brain injuries services, of which there are only one or two in England.

Based upon the above criteria, the designated services for Durham and the Tees Valley are given at Table 11 and the Cross Authority Services at Table 12.

The group has also identified levels of unmet need amongst ex offenders, young people with complex needs and people with complex needs/mental health problems, and it is felt that the needs of these groups may be best met by the development of cross authority services.

## Darlington Five Year Supporting People Strategy

### 5. Options and Challenges

This chapter describes the challenges we have faced in implementing the programme; this includes managing the programme to meet our priorities and objectives with a reducing budget and planning and managing risk.

#### Financial Management

##### National Perspective

A Government commissioned Independent Review in October 2003 informed the Comprehensive Spending Review. This review was commissioned in light of the significant increase in funding required between the Golden Cut (as estimate of service costs at 31<sup>st</sup> March 2003) and the Platinum Cut (actual costs 2003/04 to gauge the true picture of how the current funding was being spent).

The review specifically considered:

- The considerable variations between authorities' costs and patterns of service provision;
- Services which were previously paid for out of other budgets where it is unclear how the resulting savings have been re-deployed, and
- Whether the programme is meeting its original objectives, including services that raise questions about compliance with grant conditions.

In December 2004 budget allocations for 2005/06 were announced. Darlington's budget is £3,868,563, compared to a contract liability of £3,902,158.

#### Darlington Funding

##### 2003/04

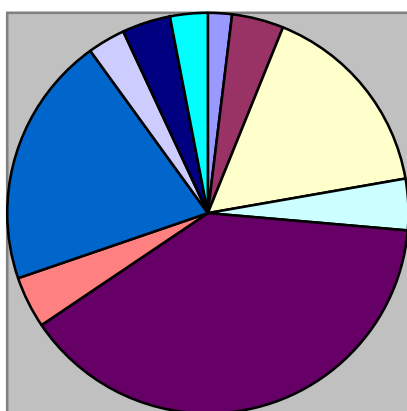
Darlington Borough Council had a confirmed final Supporting People grant allocation of £4,054,379 for 2003/04, derived from the following legacy funding streams:

➤ Transitional Housing Benefit Scheme (THBS)	£3,365,365
➤ Supported Housing Management Grant (SHMG)	£430,946
➤ Probation Accommodation Grants (PAGS)	£53,702
➤ Housing Improvement Agency (HIA)	£30,000
➤ Unpooled Housing Revenue Account (HRA)	£140,182
➤ Income Support/Job Seekers Allowance	£170
➤ Office of the Deputy Prime Minister (ODPM) Pipeline	£113,046
➤ Supported Housing Management Grant (SHMG) Pipeline	£2,819
➤ <b>LESS</b> savings adjustment (already applied in February)	£81,851
Total	£4,054,379

## Darlington Five Year Supporting People Strategy

The distribution of funding between client groups in Darlington is shown below.

### Percentage Of Total Annual Funding Comparison By Primary Client Group



- Frail Elderly
- Offenders or People at risk of Offending
- Older people with support needs
- People with a Physical or Sensory Disability
- People with Learning Disabilities
- People with Mental Health Problems
- Single Homeless with Support Needs
- Women at Risk of Domestic Violence
- Young People Leaving Care and young people at risk
- People With Alcohol Problems
- People With Drug Problems
- Homless Families with Support Needs inc teenage parents

As can be seen the largest proportion of the expenditure goes to service users with a learning disability, followed by single homeless people with support needs.

Although older people with support needs account for 6% of expenditure this is the largest client group within Darlington representing 18% of all supported service users.

#### Supporting People Fact File

The Supporting People Team has identified that within Darlington, there are 148 different services, within 43 separate contracts, being delivered by 41 different service providers.

Contracts within Darlington have been established following ODPM guidance and are as follows:

## Darlington Five Year Supporting People Strategy

**Block Gross:** These services are provided free of charge and the support provider is paid for an agreed number of bed spaces regardless of actual occupancy. (These are for services where service users are expected to stay less than 2 years).

**Block Subsidy:** These services are chargeable to the service user with support providers being paid a subsidy for each service user in occupation who is entitled to a subsidy following either a successful claim for Housing Benefit or Fairer Charging Financial Assessment. (These are long term or "Homes for life" services).

**Individual Subsidy:** An annual payment made direct to an individual who has a leasehold agreement, which includes a service charge for housing related support. (These are also chargeable, long term or "Homes for life" services).

### Spend Breakdown

For 2004-05 the Supporting People grant was allocated as follows:

Payment Type	Amount
Block Gross	£1,923,630
Block subsidy	£2,142,897
Total Spend	£4,066,527

Client Group	Supporting People Spend 2004/05
Homelessness	£889,264
Generic	£123,640
Offenders	£179,585
Care Leavers	£84,589
Learning Disability	£1,513,752
Mental Health	£173,637
Physical/ Sensory Impairments	£158,060
Domestic Violence	£93,621
Young Parents	£147,444
Older People	£702,036
<b>Total Spend</b>	<b>£4,066,527</b>

### Future Funding

Following the Independent Review of the funding of Supporting People, the Government has announced a 3-year funding allocation of £1.72 billion for 2005/06. Funding for Darlington for 2005/2006 has been cut by 5.04% from the previous year, representing a total reduction of £205,176. However, due

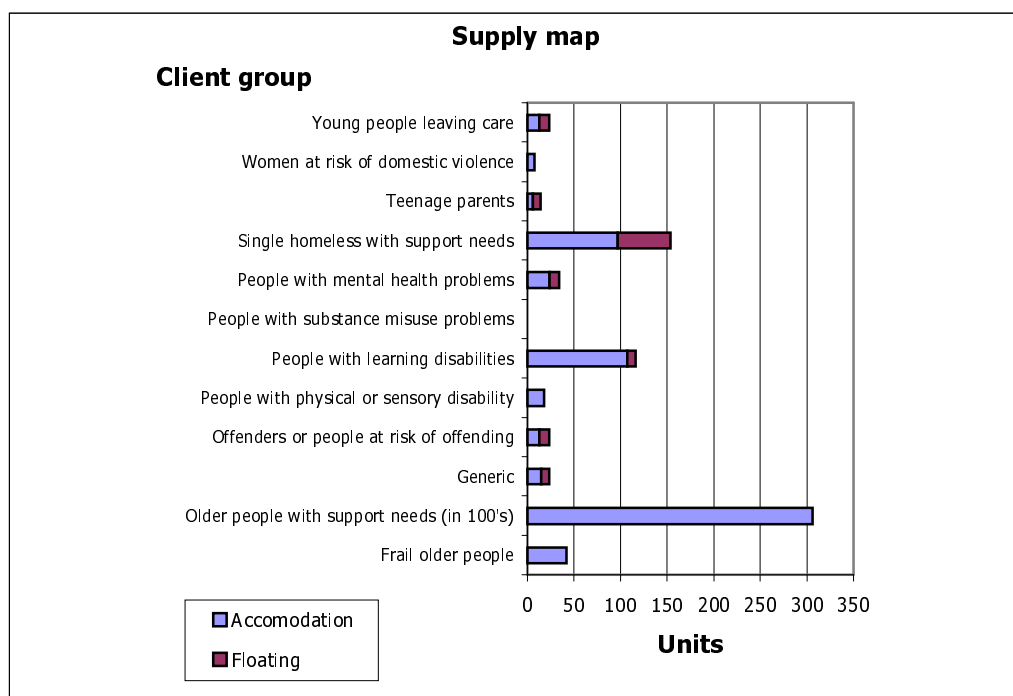
## Darlington Five Year Supporting People Strategy

to the considerable amount of work undertaken by the Supporting People Team in the service reviews during 2004/05, efficiency savings have been found from existing expenditure to cover the funding reduction and meet our new funding commitments for 2005/06, as set out in the strategy.

The Commissioning Body will also decide if any funding is available to meet any uplift in costs from providers for 2005/06.

2005/06 Grant allocation	£3,868,563
Plus estimated efficiency savings carried forward	£194,964
Current estimated contract liability for 2005/06	£3,902,158

### Supply Map



The above graph shows a breakdown of the current picture of supply (by the number of units) into accommodation based and floating support. In relation to the identified priorities in the strategy, this illustrates that;

- there is a need for additional support for young homeless people, particularly those leaving care,
- there is currently no provision for specialist support for people with substance misuse problems,
- there is a need for additional support for older people with dementia,
- there is a need for floating support for women at risk of domestic violence.

## **Darlington Five Year Supporting People Strategy**

### Local Charging Policy

The Supporting People Team has worked in partnership with colleagues in both Housing Benefits and Social Services to develop a charging policy and procedure, which follows both the guidance from ODPM and the Department of Health – Fairer Charging for Home Care and other non-residential Social Services.

The Charging Policy<sup>29</sup> was approved by the Supporting People Commissioning Body and was developed to achieve the following: -

- Be fair and understandable for service users.
- Be as administratively simple as possible for all parties
- Balance risk between providers and commissioners.
- Be consistent with other local charging and income assessment policies.
- Allow as much local flexibility as is consistent with the above, particularly in relation to moving to the new charging arrangements

The key principles of the policy are that:

- Short- term Supporting People services are provided free of charge to prevent any disincentives to finding work.
- In the immediate period of transfer to the new arrangements, charging will reflect the current contributions being made by services users.
- The majority of long- term services provided are in respect of sheltered housing and the charging arrangements reflect the previous arrangements for collecting charges through rent payments.
- Service users who receive Housing Benefit will be 'passported' and receive Supporting People services free of charge.
- Those not entitled to Housing Benefit are encouraged to apply for a common means test for Supporting People Grant and Non Residential Social Services.
- Services users who lost entitlement to Housing Benefit because their Housing Benefit was less than their support costs are no worse off than they were on 31 March 2003.

### Implementing the Policy

In recognition and anticipation of the confusion that was likely due to the changeover to Supporting People funding in April 2003, the Supporting People Team developed a Communication Strategy whereby easy to understand literature and leaflets were devised and a programme of visits were scheduled to be carried out to chargeable services for older people during February and March 2003.

---

<sup>29</sup> For details please contact the Supporting People Team on 01325 388108 or email: [Supportingpeopleteam@darlington.gov.uk](mailto:Supportingpeopleteam@darlington.gov.uk)

## **Darlington Five Year Supporting People Strategy**

To supplement this, all elected members were invited to attend a briefing session, and separate training was given to wardens and front line staff of the largest provider of services to the elderly, Darlington Borough Council. Staff from the Housing Benefits Team also attended the visits to chargeable schemes in an attempt to maximize take up of benefit (and hence subsidy) and also to address any queries service users may have had in relation to their Housing Benefit.

Although very resource intensive, this was much appreciated by service users, and had the added value that wherever possible Housing Benefit was used as the route to receive Supporting People Grant

Similarly the Supporting People Team provided training for the Visiting Financial Officers who are responsible for carrying out financial assessments for those service users not entitled to Housing Benefit.

The effective working of the charging policy is underpinned by the three- way Information Sharing Protocol between the Supporting People, Housing Benefits and Social Services Financial Assessment Teams. This ensures that service users only need to provide information to one of those teams, for that information to be shared with the other partners.

In addition, Housing Benefits are able to produce regular reports for the Supporting People Team to identify those supported tenants who have had a change to their award of benefit that affects their Supporting People subsidy.

### Administration and Payment of Subsidy

The Supporting People Team, using the Care Support module of Care First (OLM) administers Supporting People payments. The software contains all data on providers, services and service users. Payments are made to providers four weekly in advance and an interface to the corporate finance system has been developed to make the payments via BACS transfer.

There is a procedure for validation of payments that is followed by the Supporting People Team and providers are sent a schedule of payments in line with ODPM guidance.

For subsidy contracts, providers submit a monthly return advising the Supporting People Team of any changes to service users, which would affect the subsidy payable.



## Darlington Five Year Supporting People Strategy

### Effectiveness

In practice, the Supporting People Team have found that relatively small numbers of service users actually go on to have a Fairer Charging financial assessment, as they usually have an entitlement to Housing Benefit. The Supporting People Team has regularly promoted Housing Benefit as a passport to Supporting People Grant through the Supporting People Newsletter 'WISH' and by producing information leaflets, which have been distributed to all landlords to pass onto new and existing tenants. Information regarding subsidies is also taken to the Information Outreach sessions that staff regularly attend, to maximise the take up of grant wherever possible.

Monthly monitoring of the number of subsidy payments per service enables the Supporting People Team to identify possible low take up of grant and more targeted work is undertaken where necessary.

### **Risks and Contingency Planning**

The Supporting People Team have developed an approach to planning for and managing risk since the implementation of the programme, and in particular in response to ODPM comments on the Supporting People Shadow Strategy.

The team have

- Ensured that our risk planning and management process is integrated within the Council's emergency planning and risk management process;
- Policies and procedures for the housing of high risk groups, and
- Policies and procedures are in place to minimise the risks, which may cause vulnerable people to be threatened in their supported housing by forms of anti-social behaviour.

### Corporate Emergency Planning

In common with other Local Authorities, Darlington has formally adopted the CIPFA/SOLACE Framework on Corporate Governance<sup>30</sup>. The Framework requires Darlington Council to produce an annual statement on the process it will adopt to minimise risk overall and its strategy for risk management.

Darlington's current annual statement contains the following commitment in relation to risk management: "*(It)* will strengthen the ability of the Council to achieve its objectives and enhance the value of services provided, *(in order to)* to make Darlington a place where people want to live, work and are able to enjoy a high quality of life."

---

<sup>30</sup> CIPFA corporate governance framework  
[http://www.cipfa.org.uk/panels/corporate\\_governance/news.cfm](http://www.cipfa.org.uk/panels/corporate_governance/news.cfm)

## Darlington Five Year Supporting People Strategy

This overarching aim has relevance for all corporate services but for Supporting People, it is particularly important in the context of the commitment to improving the quality of support provided to vulnerable people.

Strategic risk management is also an integral requirement of the Comprehensive Performance Assessment, to which all Local Authorities are subject, and is therefore an important element in demonstrating continuous improvement. Again, this has specific relevance to Supporting People, where the Quality Assessment Framework is based on the concept of continuous improvement.

### The Council's Risk Management Process

Darlington has prepared a corporate Risk Management Implementation Plan. The Plan allocates responsibility for risk assessment and management across the tiers of the organisation. There are five specific role levels for the purposes of the Risk Management Implementation Plan: -

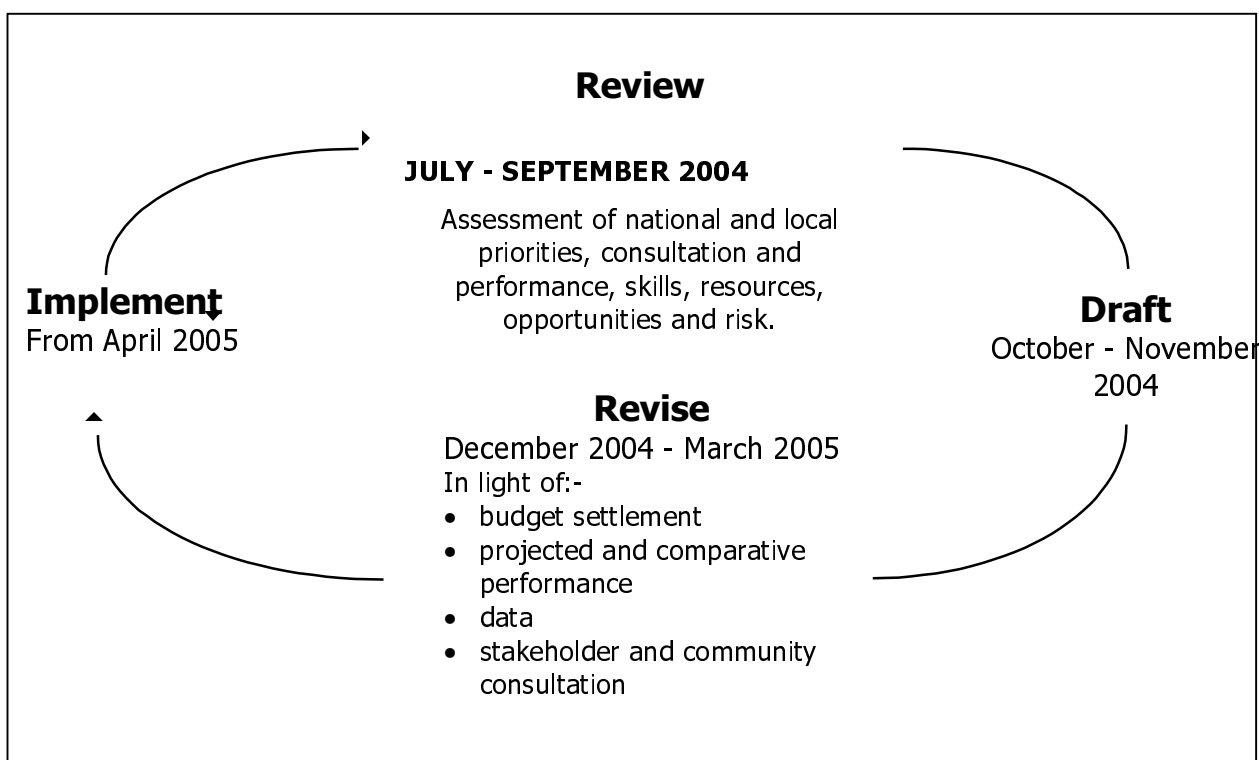
- Elected Members are responsible for approving the Risk Management Strategy and Implementation Plan, monitoring using key performance indicators, commissioning and reviewing an annual assessment of the corporate framework;
- The Chief Executive and Corporate Management Team actively identify and assess strategic risks on a regular basis.
- Departmental Directors are actively involved in the identification and assessment of strategic risks, incorporate the risk management process into service planning processes, ensure that the risk management process is part of all major projects and change management initiatives and regularly monitor and review relevant Performance Indicators to reduce or control significant risks;
- Departmental Planning Network Officers promote best practice and drive risk management forward within departments – this includes ensuring staff are trained to identify and assess risk, and
- The Risk Management Co-ordinator (currently the Chief Internal Auditor) annually reviews the risk management strategy, provides guidance and advice to the departmental planning network officers, facilitates the adoption of the new reporting framework and planning processes and acts as a link with the risk management group.

### Risk Action Planning

Darlington's Risk Management Plan provides for the controlling of risks through management action plans. Action plans identify the resources required to deliver improvements, key dates and deadlines, critical success factors and Key Performance Indicators.

## Darlington Five Year Supporting People Strategy

The timetable for producing Supporting People action plans has been aligned with the preparation of the strategy. The annual process follows the timetable illustrated in the chart overleaf: -



The Supporting People Team enlisted the assistance of the Risk Management Co-ordinator to begin the process of identifying risks for Supporting People using the Framework, and to prepare an action plan in accordance with the timetable.

### Supporting People Management Report

A 6 monthly report on the Supporting People programme for Darlington is submitted both to the Supporting People Commissioning Body and also to the Corporate Management Team. The report covers team progress against targets, updates on the review programme, and a full analysis of the current and projected spend of the Supporting People Grant. This ensures that any risks to the authority or the programme are identified and action can be taken to address them.

## Darlington Five Year Supporting People Strategy

### Training

The Supporting People Team has been included in the corporate risk management awareness training that has been carried out throughout the authority. This has helped to focus in on the specific risks to the programme and has assisted in the compilation of the Risk Register

### Business Continuity

Darlington is currently working in partnership with County Durham regarding emergency planning. Part of the Emergency Planning Unit remit is to develop Business Continuity Plans. The authority is identifying its key functions and the likely threats that they face so that a plan can be prepared to ensure that these essential services continue, whatever the circumstances.

In relation to Supporting People commissioned services, the team, as part of the review process, work with providers to confirm that they have business continuity plans for their service users.

The IT system, and the community alarm service are covered by the Corporate Business Continuity Plan for Information Technology, and the accommodation issues are covered by the Housing Division, who carry the statutory duty to people who find themselves homeless.

### Policies and Procedures for Housing 'High Risk' Groups

An information sharing protocol has been developed as part of the Young Persons Accommodation Group. The protocol ensures that high risk or particularly vulnerable young people are identified, and information regarding their support needs are shared appropriately. There are plans to extend the protocol to other areas.

Within Darlington, there is a well-established multi-agency protection panel agreement (MAPPA<sup>31</sup>) for partner agencies to meet and assess the risks of a number of individuals who pose a risk to public safety. These are attended by Housing Officers who advise the Supporting People Team of any issues which they need to be aware of.

---

<sup>31</sup> MAPPA is the overall arrangement that includes 3 groups: -

1. Any offender for whom there needs to be a sharing of information Level 1 is normally within single agency existing arrangements, Level 2 an initial multi agency meeting to share information and assess risk level and produce shared action plans and review High Risk offenders, and Level 3 for those who pose an imminent risk of serious harm or for whom there is a need to disclose or address likely media attention.
2. Any violent offender who receives a custodial sentence of 12 months or more
3. Any registered sex offender

## Darlington Five Year Supporting People Strategy

The agreement has increased awareness and understanding of processes along with the multi-agency strategic information sharing group, which is driving policies for sharing information between partners.

Although not formally within MAPPA, Probation also run a parallel system to address the need to share information and plan jointly for people who are considered to pose a serious risk of harm but who are not convicted. This has enabled them to actually ensure a conviction in some cases where an agency is experiencing difficulties or concerns, and also offers scope to consider some individuals who have a history of mental illness for example.

The Housing and Returning Prisoners (HARP) Protocol<sup>32</sup> has been developed by housing providers, probation & prison staff and GONE as a framework to plan for the housing needs of people returning from prison back to their communities.

The protocol seeks to meet the responsibilities of:

- Local Authorities - to prevent homelessness and meet the needs of vulnerable returning prisoners under the provisions of the Homelessness Act 2002.
- Probation and Prison services (now the National Offender Management Service) - to effectively resettle returning prisoners and prevent further offending, under the provisions of the National Reducing Offending Action Plan and the GONE Regional Resettlement Plan.

The protocol also meets the aims of Crime & Disorder Partnership strategies, Drug Action Team plans and 'Supporting People' strategies.

The 'HARP' protocol does not seek to give any preferential treatment for returning prisoners; rather it promotes forward planning, preventive work, a commitment to joint working and an understanding of the legal rights of vulnerable ex-offenders.

The protocol supports MAPPA and other local arrangements to manage risk.

---

<sup>32</sup> For more details of the HARP protocol please contact:  
[richard.taylor@northumbria.probaton.gsx.gov.uk](mailto:richard.taylor@northumbria.probaton.gsx.gov.uk)

## Darlington Five Year Supporting People Strategy

### 6. Annual Plan 2005-06

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Develop new services or remodel existing services</b>					
Accommodation for young homeless	Housing Services Manager	<ul style="list-style-type: none"> <li>• Look at best practice in other authorities / providers</li> <li>• Make links with existing services</li> <li>• Draw up contract for Supporting People provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the provision of housing support services for young homeless by 11 accommodation based units (including 1 disabled access unit)</li> </ul>	September 2006	£95,000 pa Supporting People funding required
Floating support for people with drug or alcohol problems	Joint Commissioning Manager - DAAT	<ul style="list-style-type: none"> <li>• Check for 'hidden provision' in existing services</li> <li>• Undertake further research of target group</li> <li>• Complete the tendering exercise and issue contract for Supporting People provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the provision of housing support services for people with drug or alcohol misuse problems by up to 10 units of floating support</li> </ul>	July 2005	Up to £40,000 pa Supporting People funding

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Develop new services or remodel existing services (continued)</b>					
Extra care for older people with dementia	Assistant Director (Head of Commissioning)	<ul style="list-style-type: none"> <li>• Identify agencies currently providing care and support</li> <li>• Look at existing models of support in other authorities</li> <li>• Ensure the views of older people are sought</li> <li>• Ensure appropriate training is delivered to carers</li> <li>• Benchmark and identify best practice</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the provision of extra care units for older people with dementia</li> <li>• Maintain older people's independence and provide a better quality of life for service users and their families</li> </ul>	March 2006	£16,000 pa Supporting People funding required. Grant from DoH of £3,348,600 in 2005/06. Contribution from Hanover Housing would be around £550K in 2005/06 and the Housing Authority contribution £302K in 2006/07
Extra care remodelling	Assistant Director - Housing	<ul style="list-style-type: none"> <li>• Research clients' needs and whether options are available for clients to remain in their current accommodation</li> <li>• Identify financial requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Further develop the remodelling of extra care schemes</li> <li>• Improve health and sustain the independence of older people</li> <li>• Reduce the number of clients 'bed blocking'</li> </ul>	March 2006	No extra Supporting People funding required. Remodelling to be funded from the Housing Business Plan

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Develop new services or remodel existing services (continued)</b>					
Accommodation based service for people with drug or alcohol problems	Joint Commissioning Manager - DAAT	<ul style="list-style-type: none"> <li>• Ensure the service will be complementary to other linked problems (e.g. such as mental health)</li> <li>• Ensure the client mix is appropriate - consider how clients on different levels of detoxification will be handled within one service.</li> <li>• Undertake a tendering exercise for Supporting People provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the provision of housing support services for people with drug or alcohol misuse problems by 8 units of accommodation based support</li> <li>• Identify a contractor to provide this service</li> </ul>	March 2006	£78,000 pa Supporting People funding – additional funding of around £159K required from DAAT



## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Improve access to supported housing - exclusions</b>					
Offenders and those at risk of offending	Probation Service Officer	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Promote the HARP initiative amongst providers</li> <li>• Explore the possibility of a multi-agency approach for information sharing to establish what is required to support a person leaving prison</li> <li>• Research the possibility of intensive floating support provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for offenders and those people at risk of offending</li> <li>• Reduce the number of persistent reoffenders</li> </ul>	March 06	Within existing resources
Schedule 1 offenders	Probation Service Officer	<ul style="list-style-type: none"> <li>• As above</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for Schedule 1 offenders</li> <li>• Reduce the number of persistent reoffenders</li> </ul>	March 06	Within existing resources

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Improve access to supported housing - exclusions (continued)</b>					
People with mental health problems	Social Services - Team Manager	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Encourage providers to engage with external agencies to provide the appropriate level of support, or allow the support to be more flexible to accommodate the differing levels of mental health problems</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for people with mental health problems</li> </ul>	March 06	Within existing resources
Young people leaving care	Social Services - Team Manager	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Improve liaison between Social Services and RSLs</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for young people leaving care</li> </ul>	March 06	Within existing resources

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Improve access to supported housing - move-on</b>					
Work with providers to improve move-on	Supporting People and Housing Benefits Manager	<ul style="list-style-type: none"> <li>• Review existing provision and current access to floating support services</li> <li>• Evaluate and identify any gaps</li> <li>• Improve liaison with providers</li> <li>• Link with Housing Strategy to identify more designated properties for single people</li> </ul>	<ul style="list-style-type: none"> <li>• Improve move-on from short term schemes to suitable accommodation</li> </ul>	March 2006	Within existing resources
Work with RSLs to improve allocations to vulnerable tenants	Housing Estates Manager	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Establish working protocols between RSLs and providers regarding the sharing of information</li> </ul>	<ul style="list-style-type: none"> <li>• Improve allocations to vulnerable tenants</li> </ul>	March 2006	Within existing resources

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Improve accessibility of Supporting People services to BME groups</b>					
Research if current services are accessible to BME groups (including Gypsies and Travellers)	Policy Advisor (Social Inclusion)	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Carry out support needs comparison and look at BME trends in other areas</li> <li>• Research into other agencies that may know of people needing support services (e.g. PCT)</li> <li>• Raise awareness within current provision and promote increase service accessibility</li> <li>• Research the possibility of specialised floating support provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for BME groups</li> <li>• Produce evaluation of the possibility of floating support provision</li> </ul>	March 2006	Within existing resources

## Darlington Five Year Supporting People Strategy

TASK	LEAD	ACTION	OUTCOMES	TARGET DATE	RESOURCE
<b>Research housing related support needs</b>					
Research if current services are accessible to people with a physical or sensory impairment	Supporting People and Housing Benefits Manager	<ul style="list-style-type: none"> <li>• Review existing provision and current access to housing support services</li> <li>• Evaluate and identify any gaps</li> <li>• Identify long-term and short-term needs</li> <li>• Look at adaptations to existing accommodation</li> <li>• Compare the support needs of young people and older people with physical or sensory impairments</li> <li>• Research the possibility of specialised floating support provision</li> </ul>	<ul style="list-style-type: none"> <li>• Increase the accessibility to supported housing services for people with a physical or sensory impairment</li> <li>• Produce evaluation of the possibility of floating support provision</li> <li>• Increase the number of people with a physical or sensory impairment to live at home</li> </ul>	March 2006	Within existing resources

## Darlington Five Year Supporting People Strategy

### Priorities for Action in Following Years

Action	Comments
1. Increase support service opportunities for BME and other marginalised groups-	Links to the Community Strategy goal of promoting inclusive communities. Links to the Social Inclusion Strategy target to analyse take-up of social housing in Darlington and implement a plan to improve the numbers of underrepresented groups, including BME groups.
2. Floating support service for women fleeing domestic violence-	Links to the Domestic Violence Policy aim to improve the safety and welfare of all domestic violence victims. The Domestic Violence forum has identified a need for a floating support service for women fleeing domestic violence. This would be as an additional service to the Women's' refuge. Not all women would wish to enter a refuge despite having a need for support.
3. Self-contained accommodation for people with a Learning Disability-	Links to the Learning Disabilities Housing Strategy aim to ensure that people with learning disabilities have the same rights and choice as any other member of the community, including people who want to move out of residential services into their own accommodation.
4. Develop links with Community Safety Partnership	Supports the Community Strategy aim to reduce crime and disorder and enhance feelings of safety amongst local people. Explore options for future service developments. Vulnerable people often become the victims of crime; we want to explore the support needs of these people and to ensure that they are housed appropriately. In addition, there has been an 86% increase in reports of Anti-Social Behaviour and a 16% increase in disorder. These figures reflect the fear of crime, which the housing needs survey suggests has increased significantly.

## 7. Glossary

### **Accommodation Based Support**

Support 'tied' to a specific address, for example support provided to sheltered housing, hostels, women's refuge or foyers for young people.

### **Accreditation**

The process for assessing the viability and competency of an organisation and a method for formally recognising their ability to provide the support service

### **Client Group**

The Office of the Deputy Prime Minister has identified 21 client groups. This is on the basis that people from these groups have been identified as 'vulnerable' and may require support to enable them to live independently. In theory 'classifying' people into a group enables data to be collated and compared. However, individuals who can be 'classified' in a group may not have a housing related support need and can also 'fit' more than one client 'group'. This strategy aims to recognise the individual's needs.

### **Commissioning Body**

The Commissioning Body is a partnership between the Darlington Borough Council, Darlington Primary Care Trust and the National Probation Service, and is responsible for the Supporting People programme

### **Core Strategy Development Group**

Representatives from partners and stakeholders who oversee the work of the Supporting People Team, commission research and analyse information. It reports to the Commissioning Body.

### **Service Reviews**

The process that the Supporting People Team carries out in partnership with service providers, service users and other stakeholders to ensure the service is meeting a need, is contributing to wider strategic aims and objectives, is high quality and offers value for money.

## **Darlington Five Year Supporting People Strategy**

### **Eligibility**

To receive funding from Supporting People, the type of support provided to the individual needs to be eligible. If a service is not provided housing related support it is not eligible. Non-housing related support – and therefore ineligible - services can include social 'care' services, housing management services or advice. As a provider often provides a range of support, the service review process aims to determine how much of this is housing related and therefore eligible for funding.

### **Floating Support**

Support that is made available to the individual in their own accommodation; it is not tied to specific accommodation.

### **Housing Related Support Services**

These are support services, which are provided to any person for the purpose of developing that person's capacity to live independently in accommodation or sustaining his capacity to do so.

Examples of housing related support are: ·

- Help older people remain in their own home as long as they wish to by funding visiting support services
- Continue to provide services (e.g. wardens) in sheltered schemes
- Help young people leaving care prepare for greater independence through training in basic skills such as cooking and hygiene
- Help people leaving institutions (e.g. prison) or who have been homeless set up home
- Provide on-going support for people adjusting to more independent living, if moving into their own home after living in a special housing and support scheme

### **Joint Commissioning**

The process of commissioning services with partners to seek greater efficiency and effective use of resources.

### **Performance Indicator**

Information used by providers to measure and assess their performance.



## **Darlington Five Year Supporting People Strategy**

### **Provider**

The organisation who provides support to an individual; these can be the local authority, a housing association, a voluntary organisation, the NHS or a private company.

### **Service Users**

Individuals who receive housing related support.