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Sefton Council



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SEFTON SUPPORTING PEOPLE ELIGIBILITY CRITERIA



1. INTRODUCTION

With the introduction of Supporting People on 1st April 2003, the Grant Conditions set by the Communities and Local Government (CLG, formerly ODPM) clearly set out what was allowed to be funded from Supporting People Grant (SPG), thus officially classifying housing support and identifying what was not included. For the majority of services the division was straightforward between what was classed as housing management and what was support. However, for other services that also provided social and personal care the division was traditionally more complex. In addition, it was recognised that the elements previously allowed under transitional housing benefit would not necessarily be eligible under steady state contracts for Supporting People Grant.

Sefton have adopted the following Eligibility Criteria to enable providers, service users and referrers to assess the eligibility to Supporting People funding.

The Eligibility criteria for Supporting People sets parameters to determine whether the client and the available support package are compatible and appropriate.

Below are the most relevant outcomes related to both local and national strategies.

Crime & Community Safety

- Reduces drug/alcohol misuse
- Reduces racial harassment and hate crime
- Reduces prostitution
- Reduces youth crime
- Reduced domestic abuse
- Reduced ASB
- Reduces fear of crime
- Ensuring fair access to services
- Protects the Public and Reduces re-offending
- Promotes access to training, recreation, education and employment

Homelessness

- Reduces use of inappropriate temporary accommodation
- Reduces levels of homelessness against main causes
- Reduces levels of repeat homelessness
- Sustains living away from streets
- Prevents rough sleeping
- Prevents Homelessness
- Provides accommodation/support for those released from prison
- Provides accommodation/support for those released from hospital or institutional care
- Provides accommodation for those with multiple needs, young people and BME communities
- Increasing the options for social and private sector housing units
- Ensuring fair access to services

Teenage Pregnancy

- Reduces homelessness
- Reduces use of inappropriate temporary accommodation
- Increases life skills for subsequent move on
- Facilitates access to training, recreation, education and employment
- Ensures young mothers have access to accommodation
- Reduces teenage conception rates
- Ensuring fair access to services

Refugees

- Reduces use of inappropriate temporary accommodation
- Reduces levels of homelessness against main causes
- Meets Racial Equality Strategy
- Promotes access to training, recreation, education and employment
- Promotes social inclusion/integration
- Ensuring fair access to services

Care Leavers

- Reduces levels of homelessness against main causes
- Reduces teenage conception rates
- Facilitates access to training, recreation, education and employment
- Reduces Youth related crime
- Ensures opportunities for young people leaving care
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation

Young People

- Reduces levels of homelessness against main causes
- Reduces Youth related crime
- Reduces teenage conception rates
- Facilitates access to training, recreation, education and employment
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation

Drug & Alcohol

- Provides access to treatment
- Prevents relapse
- Reduces drug related crime
- Improves participation in anti-drug awareness activities
- Facilitates access to training, recreation, education and employment
- Facilitates harm reduction
- Reduces drug related deaths
- Supports those who are abstinent
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation
- Reduce street drinking

Older People

- Increases hospital discharge capacity
- Prevents hospitalisation
- Supports those whose independence is at risk in their own home
- Improves safety & security in the home
- Reduces fear of crime
- Promotes social inclusion through recreational and educational opportunities
- Decreases use of/need for residential care
- Improves access through the use of aids & adaptations
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation

Mental Health

- Reduces levels of homelessness against main causes
- Prevents homelessness, especially for those with complex needs
- Increases hospital discharge capacity
- Develops links with and access to voluntary and statutory services for social inclusion
- Involves service users in the planning & delivery of services
- Promotes independence
- Facilitates access to training, recreation, education and employment
- Prevents hospitalisation
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation

Domestic Abuse

- Provides gender specific services
- Provides staff training on DA
- Provides safe accommodation as a choice
- Enables access accommodation other than refuges
- Raises awareness about domestic abuse
- Prevents homelessness
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation
- Reduces crime and disorder and repeat victimisation

Learning Disabilities

- Enables better life chances for those with LD
- Promotes partnership working
- Provides more choice & control for those with LD, through increased housing & support options
- Provides accommodation &/or support for those leaving residential care
- Provides accommodation &/or support for those coming through transitions
- Facilitates access to training, recreation, education and employment
- Prevents hospitalisation
- Decreases use of/need for residential care
- Ensuring fair access to services

Physical & Sensory Impairment

- Reduces use of inappropriate temporary accommodation
- Develops links with and access to voluntary and statutory services for social inclusion
- Enables better life chances for those with P&SI
- Promotes partnership working
- Provides more choice & control for those with P&SI, through increased housing & support options
- Facilitates access to training, recreation, education and employment
- Improves access through the use of aids & adaptations
- Ensuring fair access to services
- Reduces use of inappropriate temporary accommodation

2. SERVICE OUTCOME DEFINITION

Defining Outcomes

An outcome is a result or change, which may happen over different times to different populations and can be positive or negative. Therefore it can be concluded that an outcome is 'a result or change for individuals or populations during or after participating in the SP programme of activities'.

The following shows how an outcome occurs, with an example of one of the most common outcomes that all Supporting People services should deliver.

<u>Inputs:</u>	>	<u>Activities:</u>	>	<u>Outputs:</u>	>	<u>OUTCOMES</u>
Resources staff		Service delivery Benefit advice		Service product No. of Service Users		Result or change Maximised Income

Outcome measures are:

The regular and systematic tracking of events to which service users experience the result or changes intended from the service. However, as Albert Einstein said 'not everything that can be counted counts, and not everything that counts can be counted'. Measures should help to improve process, efficiency, vfm, service delivery and motivate staff and service users.

There are seven elements of a basic outcome statement that each provider would be expected to provide:

- Intent > what is to be accomplished
- Target > who or what will change
- Focus > location or people where change will occur
- Participation > when someone takes up the service
- Success measure > what constitutes a success

- Time frame for success > how long?
- Performance benchmark > level of success

3. BASELINE OUTCOMES FOR SERVICE USERS

This set of service users outcome headings to be delivered by providers was formulated as a result of discussions with service providers, Audit Commission and Matrix consultants at a series of seminars with other local authorities and forms the basis for meeting Supporting People commissioning standards. They are meant to help focus on individuals needs for holistic services. Some outcomes are more detailed than others, but the list is the starting point for service specification design prior to Steady State contracting negotiations or tendering.

Personal independence

- Personal security and safety – on own terms (Reach standard – agreed by Valuing People as a standard to determine independent living)
- Health - on own terms (Reach standard)
- Social networking
- Accessing services and accessible information
- Relationships and friends - on own terms (Reach standard)
- Opportunity to develop new skills
- Personal improvements
 - Improved levels of motivation
 - Increased Stability
 - Positive changes and improved behaviour

Service Consultation

- Opportunity to discuss
 - Individual Support
 - Services provided
- Involvement in decisions
 - Services changes
 - Staff appointments
 - Policy changes
- Representation of views
 - Advocacy
 - With staff and managers
 - At Board level or Owner level

Maintaining Rights

- Own home – with tenancy or licence to occupy (Reach standard)
- Statement of rights
- Choices provided
- Complaints and outcomes
- Advocacy
- Same rights and responsibilities as other Citizens (Reach standard)

Responsiveness of services

- Speed of corrective actions:
 - Individual service
 - Wider service changes
- Staff flexibility

Choice

- How, what and when service is delivered, including Person Centred Planning Approach (Reach standard) and Support and Care Planning
- Worker who provides service (Reach standard)
- Who can visit and when
- Who can share home (Reach standard)
- Use of and activities in home (Reach standard)
- Support to access other services
- Changes to services requested

Respect

- Choice to be on own/with others
- Confidentiality of information
- Staff attitude
- Views recorded and accepted

4. SERVICE ELIGIBILITY – GROUP, CIRCUMSTANCES AND NEED

User group eligibility

The CLG have established general eligibility by Eligible user groups with support needs and are set out in the CLG guidance as follows and will continue to be used:

- Older people with support needs
- Older people with mental ill-health and dementia
- Frail Elderly
- People with mental health problems
- People with learning disability
- People with physical or sensory impairment
- Single homeless people and rough sleepers
- People with drug problems

- People with alcohol problems
- People with combined drug/alcohol problems
- Offenders and those at risk of offending, including mentally disordered offenders
- Young people at risk or leaving care
- Teenage parents
- Women or men escaping domestic abuse
- People with HIV/AIDS
- Refugees
- Homeless families, including travellers
- Other vulnerable groups which require housing-related support

However, eligibility by group is only an indicator and helps define the sector of need. Services in future will be determined by the type and level of support required. Being in an 'eligible' group does not mean that housing related support is required or needed and it is appropriate that initial eligibility of a potential service user or referral agency can be made.

Eligible Circumstances

The first assessment is to establish if a person will need practical help to stay living in their home or move to a new (or first) one. A person will become eligible if their life circumstances are such that they are unable to cope. In some cases their needs will be the responsibility of Health & Social Care following a care assessment, because they are so critical or substantial. Supporting People may there after be part of delivering the support they need, but in general Supporting People should concentrate on prevention and lower level support leading to as much independence as possible. Eligibility might be for a short period, be sporadic, cyclical or permanent. The sort of eligible circumstances which might lead to an assessment for Supporting People would be:

- Loss or potential loss of home
- Moving to a new home
- Being the recipient of or being the perpetrator of Anti Social Behaviour or racism
- Tenancy problems with landlord
- Family breakdown or no family help
- An illness, addiction or disability
- Limited numeric/literacy skills or ability to communicate

Eligible Needs

If the above apply then some basic housing related support services might meet the following needs:

- Learning how to budget and pay bills
- Learning how to be safe in and out of the home
- Learning how to look after yourself, eat well and take care of your home
- Learning how to fill in forms and deal with authorities
- Learning how to assess own support needs
- Understanding rights and responsibilities

- Support to link into care and health opportunities
- Finding services to meet other cultural needs
- Support to improve self worth, control feelings and improve relations with others and engaging in community activity
- Accessing emergency support in a crisis

The eligibility criteria used have to be precise enough to enable a contract to be devised to deliver the service to an agreed set of outcomes and standards. But, there is a need to allow for seamlessness for individuals in care or homeless services, where small areas of overlap are required to achieve joint service outcomes and of which the related commissioner will allow. The above are the general areas which can enable this but below there are clear cut definitions of what can be paid for and beyond which permission for variation would be required.

5. ELIGIBLE TASKS AND ACTIVITIES

What is definitely an eligible SP task?

Below are the tasks identified for determining what is eligible, however, it should be noted that housing related support may be constant, cyclical or sporadic but this must be agreed in the contracted service specification. The list is split into two, the first section shows tasks which all providers must undertake as a minimum, the second is more about specialist services.

Option for All providers

- Referral work on Supporting People potential service users – assessing support needs, liaison with other bodies, running waiting lists, completing forms etc.
- Helping service users in the letting or support agreement contract process
- Assistance with security of dwelling – where service users need assistance in allowing access/exclusion of visitors and un/locking doors due to incapacity or inability to understand this is necessary. This should go alongside a programme of training to improve the situation.
- Help to maintain health and safety of their home, communal areas and facilities
- Minor repairs – management and reporting of / teaching skills, but does exclude the cost of doing repairs and cost of materials.
- Arranging appliance servicing (as above)
- Assistance with arranging professionals associated with service users support or care to call.
- Prompting people to take medication.
- Advice on use of equipment, eg. Health and Safety – fire equipment, alarms and communal appliances and appliances in their own home
- Assistance /advice on budgeting
- Dealing with neighbour disputes where the service user has difficulty in understanding that an issue may exist
- Completing benefit forms and follow up

- Resettlement activity when moving in – including setting up the home: furniture fittings, utensils, and utilities.
- Assistance with shopping and running errands not related to personal care such as taking a prescription to the chemist or occasional short term visits to the shops with the service user for familiarisation purposes or due to user short term illness.
- Chatting & social activity – eg those applying to sheltered housing or similar – daily checks on well being.
- Arranging social events but not the cost of them, including initial trips out for familiarisation with local facilities and leisure activity.
- General counselling and support – this would occur in the course of providing support and would include discussion about how a service user was feeling, relationships with others and ability to maintain their home. Where this moves into more deep emotional or psychological issues this would be considered as care and be ineligible.
- Reminding and advice on personal hygiene and appearance
- Staff training for Supporting People service items as set out in an agreed training programme.
- Service user participation in support issue consultation, including translation and, if necessary, advocacy
- Carrying out risk assessments on service users and formulating management plans.
- Assessment of service users for Support Plans, their formulation, review and implementation.
- Help in organising the furnishing of service users home.
- There are some grey area between housing management and support and this may be used as a guide:

Housing Management	Support
All landlords to help complete HB forms as part of arrears control	If tenant finds it difficult to do it might be considered support - language difficulties alone do not constitute support as landlords need to ensure fair access.
Explaining how household items work for new tenants would be part of letting progress	If considered part of health and safety, because tenant has difficulty it might be support

- Salary and salary related costs of staff providing the support service either wholly or partly and training on support activity would have to be agreed at contract negotiation or tendering stage.
- Any disaggregated office running costs in relation to Supporting People activity, where the provider supplies other services as part of their business, but would have to be agreed at contract negotiation or tendering stage.
- Emergency call out on Supporting People eligible tasks only.
- Service overheads for Supporting People management, finance and administration or office related cost to no more than a set % of direct support staff cost and would have to be agreed at contract negotiation or tendering stage.
- Financial surplus on Supporting People activity to be carried forward, the % of which would have to be agreed at contract negotiation or tendering stage. However, providers will need to explain how any surplus came about if above any agreed level and would be subject to claw back.

Specialist Providers

- Arranging adaptations to property for those with physical or sensory support needs, but not the cost of work or material
- Life skills training in maintaining dwelling - food preparation, storage and preserving food, support in cooking meals.
- Cultural specific support services providing they are housing related and would include translation and, if necessary, advocacy.
- Move on activity where the service user has obtained alternative accommodation – this will not normally go on beyond the new tenancy date, although upon application Supporting People may agree a short dual service. This may be a major area of work for direct access hostel workers and will include sourcing accommodation and/or support, including visits, form filling and some resettlement work where this is not available from the host accommodation.
- Cleaning tenants rooms and windows – where tenants are unable to do so themselves and it is part of the tenancy condition, (not part of a general service to all service users in that service) and a risk to H&S which might lead to the person losing their tenancy.

What is definitely not an eligible task, activity or services?

Items for general rent or service charge

- Use of facilities
- Communal cleaning /lighting/ heating /laundry/ lift/ caretaking/ gardening/ refuse – in some supported housing this requires bills to be split on a formulae agreed with HB
- Entry phone – usually depreciated over a standard period
- Furniture – usually depreciated over a standard period
- Laundry equipment– usually depreciated over a standard period
- Carpets and curtains– usually depreciated over a standard period
- Bedding
- White goods– usually depreciated over a standard period
- Pots and pans
- Payphone – usually off set pay payphone income
- Capital charges on fixed assets
- Leasing of emergency communication equipment - some may be disaggregated to Supporting People based on depreciation rates, but only by agreement.

Personal and ineligible charges

- Meals and fuel
- Medical services/Administering medication
- Assistance at meal times
- Assistance with personal hygiene
- Professional counselling
- Group or individual therapy
- Baby sitting/child care

- Care leavers under 18 who do not have adequate financial means should have their rent and support paid for by Children's Services as it is a statutory duty, due to their status under the Children Leaving Care Act. But access to Supporting People services should not be denied and a recharge agreement must be in place between the provider and the responsible Local Authority. This should be agreed in advance of placement, but if placed in an emergency before status discovered the situation is to be rectified ASAP.
- Regular social trips out to the cinema or Outward Bound type activity etc
- Care Services or Homes registered with the Commission for Social Care Inspection (CSCI) – providers must ensure that they are not registerable and can take advice from CSCI directly if in doubt.
- Aftercare Services provided for an individual as a result of s117 of the Mental Health Act – providers need to check that s117 has been signed off on any care plan before acceptance into a Supporting People service.
- Transport costs for service users unless part of an agreed service.

Basic rent includes

- Repairs and maintenance
- External decorations
- Internal decorations
- Building & Landlords Content Insurance
- Loan interest in relation to building
- Rent to superior landlord
- Entry systems
- Concierge or CCTV Services
- Security services
- Servicing of central heating
- Sinking funds for building, equipment and furnishings
- Renewals of building, equipment, fixtures, fittings and furnishings
- Council tax
- Translation of basic letting and tenancy paperwork
- Void provision
- Housing management policy
- Allocation costs
- Rent collection arrear recovery
- Admin of tenancy including enforcement
- Liaison with other agencies
- Access control
- Providing information on tenancy related matters
- Staff training - housing management
- Housing management travel costs
- Tenant consultation
- Development of policy – voids, repairs, improvement and lettings.
- Provision of vehicles and their replacement.

Note

Housing Benefit for Registered Social Landlord's, Charities and Voluntary Organisations is allowed to reflect heavier use of furnishings, internal decorations and equipment for general rent or in service charges where Supporting People clients are likely to cause above normal costs. For Private Landlords rents have to go to the Rent Officer to be set within local reference rents. Additional cost can only be recognised by Housing Benefit through Discretionary Hardship Payments from a small specific budget.

6. DEFINITION OF SUPPORT HOURS

Each contract will have a specified number of hours capacity at a set hourly rate. Service users will be assessed/referred to providers who will match availability to need. In order to make this process clear, levels of support have been defined which will help define the type of service.

Where service users receive a 'care package' from Health & Social Care it is clear from the grant conditions that Supporting People should not pay for care. In order to ensure this does not happen, service users with a Health & Social Care 'care package' will be required to have an assessment of need detailing the full package of care/support required.

Supporting People Support Levels – **Definitions**

In order to be clear what levels of support might be defined in service specifications the following will be used. This is recognised as a difficult area to define, support levels change from week to week and service users are individuals and have individual needs. These definitions should be treated as a general guide in relation to the service as a whole.

Low

Staff support hours per service user are on average up to a maximum of 10 hours per 7 day week, per service user..

- You are likely to meet with each service user at least once a week and are available if required. Service user is confident to contact you in an emergency and may be relatively independent; just needing help with certain aspects eg benefits, or accessing employment.
- Service User may need this level of support for up to 2 years or may very quickly move to independence.
- The majority of your service users receive less than 3 hours support per week.
- Sheltered housing/floating support services fall into this category.
- Some support may be delivered on a 1to1 or group basis.

Moderate

Staff support hours per service user are on average between 10 up to a maximum of 15 hours per 7 day week, per service user.

- You are likely to meet with each service user at least four times a week to work through an aspect of the support plan.
- You are also available at other times if needed. Service user is able to contact you in an emergency and may contact you when they could do something themselves but lack confidence. Support plan is likely to address some behavioural issues as well as practical tasks, with a view to the service user

gaining more independence.

- Service user likely to no longer need this level of support within 18 months unless they are in sheltered housing. The majority of your service users receive less than 12 hours support per week.
- Some support may be delivered on a 1to1 or group basis.

Substantial

Staff support hours per service user are on average between 15 up to a maximum of 20 hours per 7 day week, per service user..

- You are likely to meet with each service user at least six times a week to work through an aspect of the support plan. You are also available at other times if needed, and may be called into a “crisis” situation requiring the upper level of support for this category.
- Support staff available most of the time and often there are 2 staff available at any one time.
- Support plans will address emotional and behavioural issues as well as practical tasks.
- The majority of your service users receive less than 18 hours support per week.
- Support and care may be part of an integrated package.

Critical

Staff support hours are on average between 20 and up to a maximum of 25 hours per 7 day week, per service user.

- Support is accessible 24/7
- Support is likely to involve repeated prompting on a daily or weekly basis (depending upon tasks) in respect of the same tasks or behaviour.
- Support is likely to be ongoing and the support plan is unlikely to change much over time
- Support may be delivered by two or more staff simultaneously from time to time, but hours are not to be divided by the number of staff.
- Individual support hours are fairly stable not varying from one week to another.
- Support and care will be part of an integrated package.

Any support above 25 hours per 7 day week, per service user. will be subject to negotiation with the Supporting People team and agreement from CSG & CB

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