

Needs Assessment for Housing and Housing Support for Vulnerable People in Barnsley

- Executive Summary

arc4

Peter Fletcher Associates Ltd.

February 2016



Peter Fletcher Associates Ltd
Research and Consultancy

1. Introduction

arc4 and PFA (Peter Fletcher Associates) were commissioned by Barnsley Council in January 2015 to undertake a Needs Assessment for Housing and Housing Support for Older and Vulnerable People in Barnsley.

The needs analysis has covered a wide range of groups including: older people; people with dementia; people with mental health issues; people with substance misuse issues; people with sensory or physical disabilities; people with a learning disability; those with an offending history; homeless people; those in need of residential and nursing home provision; refugees/asylum seekers; people affected by domestic violence; ex armed forces personnel; and young people in transition.

The national policy context includes further financial constraint following the general election for local authorities and the NHS as well as other departments such as criminal justice, and welfare and housing reform, all of which will impact locally in Barnsley. Other health and social care reforms such as the Care Act 2014 and the Better Care Fund will also impact on the way services are delivered in the future.

The local policy context is driven by the Corporate Vision for Barnsley, with the aim of building strong and sustainable communities, and on creating an environment in relation to health, housing, care and support that enables people to have greater independence, choice and control over their lives. The focus is on universal information and advice and early intervention and prevention to reduce the need for emergency hospital admissions and long-term health, care and support services. The SHMA (Strategic Housing Market Assessment) sets out a net shortfall of affordable housing of 295 dwellings per year, and an objectively assessed need for housing of 1,100 units per year. One of the five key housing objectives is to support younger, older and vulnerable people to live independently.

The demographic projections up to 2030 show:

- A decline in the 20-29 age group and in the population aged 40-54; including a 22.5% drop in the 50-54 age group
- An increase in younger age groups up to 19 and 30-39 year olds, with the main growth in older age cohorts 55+, and the highest levels of growth in the 75-84 (45.5%) and 85+ (82.7%) age groups
- There will only be a small growth in the number of vulnerable adults with mental health problems, learning and physical disabilities and sensory impairment
- Overall the population of Barnsley will grow by 8.4% from 2015-2030
- The number of households in Barnsley MB is expected to increase by 7.8% overall during the period 2011-21. Over half of this increase is expected to be from older households (4142 additional older households by 2021; and c.8,000 by 2030)

- Deprivation in Barnsley is higher than the national average and Barnsley has a higher percentage of the population whose daily activities are limited by long-term illness/disability than its neighbouring authorities or the Yorkshire and Humber and England averages
- Barnsley has a lower level of home ownership (64.3%) and private renting (12.8%) and a higher level of social renting (20.9%) than the England average. The median property price is £110k. There are wide variations in tenure and property prices between the 6 Area Council areas in the borough

2. What is going well and areas for development

Figure 1 summarises services in relation to housing, care and support that are going well and areas for further development, for which there are recommendations in the report:

Figure 1: what is going well and areas for further development

What is going well	Priority areas for development
Information, advice and access	
<ul style="list-style-type: none"> • Voluntary sector advice services • The Berneslai specialist housing assessment and lettings system • The Social Lettings Agency • HOAPS taking applications from all potentially homeless people • Local Welfare Assistance prioritising people moving from supported housing 	<ul style="list-style-type: none"> • Linking into well-being/NHS universal information and advice scoping & strategy work relating to the Care Act; explicitly build in a housing and support advice and housing options dimension for socially excluded, adults and older people • Publicising external (often free) housing advice and information services such as First Stop • Further development of HOAPS and a Housing Options wizard on Connect to Barnsley • Clearer housing pathways to support early intervention and prevention • Improved joint working between HOAPS and housing advisers in other services
General Needs housing and adaptations	
<ul style="list-style-type: none"> • Growing access to and use of general needs housing for vulnerable people • Growing use of move-on accommodation from specialist housing to general needs housing • Berneslai adapting properties for disabled people 	<ul style="list-style-type: none"> • Need for a broader choice of affordable 1 and 2 bedroom accessible housing for vulnerable people • Reducing waiting times for DFGs • Scoping development of a Disabled Housing Register • Broadening choice of smaller and larger adapted homes (c.5-10 properties per year)

What is going well	Priority areas for development
	<ul style="list-style-type: none"> • Developing a retail model for community equipment for self payers • Working with social and private developers to support them to develop a wider choice of downsizer housing for older households across all tenures in response to the rapid growth of older households - see Figure 2, under older people, for numbers • Working with social and private landlords to promote smoother and faster move on arrangements from supported housing in the borough Promoting a Housing First model for homeless people with complex needs (see Figure 2 for numbers) • Improving access to the private rented sector through promoting loans for rent deposits and expanding the social lettings agency
Specialist accommodation & support services	
<ul style="list-style-type: none"> • Some good quality accommodation and support services • Development of stage 2 core and cluster schemes, most in ordinary housing • Growing availability of move-on into permanent housing • Berneslai has reviewed its sheltered housing for older people, decommissioned some schemes and invested in othersq • Overall a good shift from traditional accommodation based services to more flexible housing and support models in ordinary housing 	<ul style="list-style-type: none"> • Need further extra care provision for older people • Need for more interim and permanent core and cluster accommodation in general needs and adapted housing • Clearer pathways from specialist supported housing into general needs housing for single homeless people, people experiencing domestic violence, and people with mental health needs Additional, and different units of supported housing and floating support required to meet needs of vulnerable people and especially prevent homelessness • A navigation and engagement service and a case management group would help to tackle and prevent entrenched rough sleeping • Provision for adolescents in the local authority's care should be based in Barnsley • Better coordination amongst agencies working with specific needs groups, including hospital discharge, treatment and offending services, including development of

What is going well	Priority areas for development
	MEAM (Making Every Adult Matter) approaches
Prevention and reablement	
<ul style="list-style-type: none"> • Prevention and re-ablement/skilling services, including: <ul style="list-style-type: none"> - Independent Living at Home (ILAH) pathways and services - Staying Put 	<ul style="list-style-type: none"> • Developing Staying Put services for self funders • Broadening the Independent Living at Home service offer to socially excluded groups • Scoping further development of ILAH as the hub for a market led one stop shop Independent Living offer covering alarm/telecare, property, practical and social support, and care offer, to complement Connect to Support Barnsley
Communities	
<ul style="list-style-type: none"> • Recognition of housing and support for vulnerable groups as a key issue for local communities • Emerging Area Council community sustainability initiatives for vulnerable groups 	<ul style="list-style-type: none"> • Build co-production approach to: <ul style="list-style-type: none"> - Link bottom up community initiatives with client based housing and support services for vulnerable groups - Engage community groups as enablers and partners to help vulnerable people settle in and become part of the community
Commissioning	
<ul style="list-style-type: none"> • Developing more integrated approaches to commissioning across adults and socially excluded groups 	<ul style="list-style-type: none"> • Use supply databases from this work to develop shared directory of specialist accommodation across all client groups • Build flexible commissioning models that cross client groups and empower providers to bring value for money solutions
Funding	
<ul style="list-style-type: none"> • Sustaining funding for housing support services • Diversifying the funding base and range of funding sources for housing related advice and support 	<ul style="list-style-type: none"> • Disinvest from HRS funding for community alarm for sheltered housing • Re-jig service and funding model for extra care to divert older people and adults from residential care • Build on examples of blended funding models of housing support services • Look at opportunities to engage developers as partners who can bring in other sources of capital for development

3. Projecting need for housing and support up to 2030

Figure 2 provides estimates of need for each client group up to 2030:

Figure 2: Needs of client groups up to 2030

Client group	Type of housing/support	Increase/decrease in supply
Older people and dementia	Registered long-term care	<ul style="list-style-type: none"> Over supply of registered care homes
	Extra care	Once commissioning model clarified: <ul style="list-style-type: none"> Pilot new 40+ unit mixed tenure scheme in W of borough Followed by step by step approach to achieve cross tenure development programme across the borough . up to 884 rented and 263 leaseholder/shared ownership additional units for older people and adult groups
	Housing based dementia provision for older people and people with early onset dementia	<ul style="list-style-type: none"> Develop 5 x five person flats or bungalows = 25 unit housing scheme for people with dementia (including younger people) Put further development programme in place, depending on the learning from the pilot . up to 182 units
	Downsizer housing/sheltered housing for rent	<ul style="list-style-type: none"> 500 additional units by 2030 across the borough, mix of downsizer housing and flatted retirement housing blocks
	Downsizer housing/ Retirement housing for sale/shared ownership	<ul style="list-style-type: none"> Additional 800 units by 2030 in higher house price areas of the borough, mix of downsizer housing and flatted retirement housing blocks
All vulnerable adults including socially excluded groups - move on from supported housing		Provided recommendations for system changes are delivered, there will be a need for circa 320 units of general housing per year to reduce dwell times in short term supported housing, and encourage prompt, proactive and positive moves into more independent housing. This figure does not include: <ul style="list-style-type: none"> Adolescents leaving White Rose residential accommodation Adults with learning disability leaving their family home This figure is calculated by applying optimal average dwell times to the current short term supported housing supply, and potential of people moving on from supported living and Shared Lives

Adult groups		
All adult groups	Registered long-term care	<ul style="list-style-type: none"> Over supply of registered care homes
	Housing based provision for people with complex needs . LD, autism, MH, ABI	<ul style="list-style-type: none"> Pilot 8-12 unit (non registered) housing based scheme for adults with complex needs Based on the learning develop further schemes for people with high care needs, to bring people back into the borough and reduce level of care home placements (up to 40 units)
	Extra care housing	<ul style="list-style-type: none"> Ensuring access to extra care housing for adult groups . see below for numbers
Learning disabilities	Core and cluster schemes	<ul style="list-style-type: none"> 5-10 person core and cluster self contained supported living units every 2-4 years to replace existing shared housing models of supported living and to bring people back from outside the borough
	Assessment and training units	<ul style="list-style-type: none"> 8 person assessment and training unit using core and cluster model
	Extra care	<ul style="list-style-type: none"> Up to 50 places in extra care housing by 2030 for people aged 55+ with a learning disability including downs syndrome (Nos. are included in supply figures under older people not additional to these)
	Housing support	<ul style="list-style-type: none"> Develop floating support options via Individual budgets for people moving on from specialist accommodation
	Services for people in transition/young people	<ul style="list-style-type: none"> No additional supply needed for young people in transitions . 2% reduction in numbers of 18-34 year olds
	Services for people with Downs Syndrome	<ul style="list-style-type: none"> No increase in overall supply needed for people with Downs Syndrome up to 2030
	Services for people with an autistic disorder	<ul style="list-style-type: none"> 1.8% increase needed in supply for people with an autism disorder up to 2030; main growth is older people, to be addressed through extra care and supported living, and proposed complex needs scheme
PDSI		<ul style="list-style-type: none"> No specific accommodation needs identified that merit a specialist PDSI scheme; gap in ABI needs to be met via scheme for people with complex needs . see adults; and crisis housing . see homeless single people
	Extra Care	<ul style="list-style-type: none"> Extra 150 places in extra care housing for people aged 55+ with PDSI who will move into older age

		(Nos. are included in supply figures under older people)
	Adapted housing	<ul style="list-style-type: none"> This is addressed under mainstream housing numbers for adapted housing
	Housing support	<ul style="list-style-type: none"> Develop floating support options via Individual budgets for people moving into adapted properties
Mental health	Care homes	<ul style="list-style-type: none"> Over supply of care home provision; aim to release funding through reducing placements
	Extra care	<ul style="list-style-type: none"> Extra 100 places in extra care housing for people aged 55+ with mental health problems who will move into older age (Nos. are included in supply figures under older people)
	Emergency/respice - immediately available housing	<ul style="list-style-type: none"> Immediately available accommodation needed for 1-5 people a month to avoid hospital admission in particular for people with dual diagnosis Need for short-term accommodation to avoid homelessness from family breakdown . mainly using existing provision (e.g. Jubilee Gardens) . 2-3 people a month (Both these are included in the single homelessness figures below)
Socially excluded groups		
Homeless single people and rough sleepers	Immediately available housing to avoid homelessness, rough sleeping, and hospital admission and avoid homelessness on discharge from hospital and prison	<ul style="list-style-type: none"> Long term funding for immediately available beds for rough sleepers . 5 bedspaces, with at least 1 for women Additional 10 bedspaces for single people, including 1 that can accommodate couples, and 2 that can accommodate wheelchair users
Offenders	Supported housing	<ul style="list-style-type: none"> Additional 8 bedspaces in supported accommodation for offenders
	Floating support	<ul style="list-style-type: none"> Additional 8 units of floating support for high risk offenders
Substance misusers and people with multiple needs	Supported housing and floating support	<ul style="list-style-type: none"> Need for accommodation and floating support for people with multiple needs, as well as engagement and case management. A small scheme - 5 bedspaces and 5 units of floating support . would allow service solutions to be tested.
Young people, including at risk of homelessness, care leavers,	Residential accommodation for adolescents in care	<ul style="list-style-type: none"> Need to re-commission supported accommodation placements within Barnsley, so that 16/17 year olds do not have to be placed distant to friends and family.

young offenders and teenage parents	Specialist schemes	<ul style="list-style-type: none"> Consider replacing The Forge with smaller schemes similar to Highfield Terrace if management problems cannot be overcome. Provide 5 additional units to address current unmet need or work with social housing providers to set up shared houses (which could be leased from the private sector) for young people to share and move on more quickly from specialist schemes.
	Floating support	<ul style="list-style-type: none"> 10 additional units of floating support would meet existing need and help improve throughput in specialist schemes
	Emergency / immediately available accommodation	<ul style="list-style-type: none"> A third sector run Nightstop-style scheme would provide immediately available accommodation pending involvement of IAST and while negotiating young people back to their parental home.
	Supported lodgings and training flats	<ul style="list-style-type: none"> A Supported Lodgings scheme would enable care leavers in particular to live in a family environment while they learn independence skills. Future Directions, as part of their strategic review, should assess the ideal number of placements. 3 - 4 training flats rented by Future Directions and licensed for short periods to care leavers to practice independent living would improve sustainability of tenancies once people move on.
People experiencing or at risk of domestic abuse	Refuges	<ul style="list-style-type: none"> No additional refuge units are recommended, but examine ways to achieve a maximum stay of three months.
Homeless or vulnerable families	Floating support	<ul style="list-style-type: none"> 40 units of very short term floating support targeted towards households in social lettings agency properties and families at risk of homelessness in the private sector. This reflects the current floating support provided by the HOAPS support worker so not all is additional supply.
Refugees and migrant workers	Floating support	<ul style="list-style-type: none"> A small scheme of 10 units of floating support would support refugee households moving from temporary accommodation to settled accommodation in Barnsley.

4. Key priorities for the future

A key priority is to put together a new Market Position Statement (or similar) setting out the Council's ambitions and to attract providers and developers to work with Barnsley to deliver the Vision:

Continue to move away from institutional (often shared) forms of provision and do this by developing new more self contained (sometimes grouped) housing and flexible support based models to include:

- Developments that the Council will support e.g. partnerships with Barnsley and RPs to bid for HCA capital or other public funding
- Developments that the Council will enable e.g. Private financed specialist schemes; and private sector leasehold and shared ownership

Other key priorities include:

- Really good information and advice about housing choices and options across all tenures to increase numbers having ordinary housing solutions
- A clear way forward for extra care and housing based models for people with dementia in order to provide greater choice and to drive culture change away from use of long-term care
- More specialist housing across all groups that moves away from shared housing models and towards core and cluster models in self contained housing . this will also help to move people back who are currently living out of the borough
- Immediate access accommodation to ensure that homeless people can stay in Barnsley, and for people with mental health problems leaving hospital or prison
- Navigator service for people with multiple and complex needs, including dual diagnosis, with the service following the person
- Developing multi-agency case management systems to reduce the length of time that people are homeless or are in unsuitable housing, and to reduce the length of time that people need to stay in specialist supported accommodation
- Greater emphasis on supporting people in specialist accommodation to get into education, training and employment
- Developing a culture of employing people with lived experience of homelessness and other forms of social exclusion
- Proactive action in the general needs housing market to promote development of downsizer accommodation for older people, and greater choice in relation to permanent housing options (both dwelling type and

location) for vulnerable groups. These should include accessible (lifetime) living options for people with disabilities or more general mobility-limitations

- Greater flexibility in relation to commissioning and funding housing and services that cross different client groups and build partnership models with providers to get best VFM