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

– Final report

arc4
Peter Fletcher Associates Ltd.
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Needs Assessments for Housing and Housing Support for Vulnerable People in Barnsley

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Accompanying reports and Appendices (as separate documents)

Executive Summary

Appendices to this main report:

1. List of People and Services contact during the work
2. National and Local Policy Context
3. Demographic and special analysis, with key data from the SHMA
4. Information, Advice and Assessment
5. General Needs Housing and Adaptations
6. Barnsley Supply tables
7. Barnsley Supply maps of accommodation based services
8. Housing based models for people with dementia
9. Survey of housing-related support needs of socially excluded groups in Barnsley
10. Other Preventative Services to support wellbeing and independent living and their links with housing and support
11. Barnsley’s community approach and the interface with housing and housing support
12. Commissioning and Funding

Annexes for specific service user groupings

The annexes provide a more detailed analysis for the service user groups covered in this report:

- Annex A covers older people
- Annex B covers vulnerable adults with mental health problems, learning disabilities and physical disabilities or sensory impairment
- Annex C covers socially excluded groups

Each Annex has accompanying Appendices with additional data tables and charts.
1. Introduction

1.1 Our brief

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 work followed on from the earlier SHMA (Strategic Housing Needs Assessment) carried out for the Council by arc4. A key aim is to link the findings from the SHMA work to this more specialist needs assessment for vulnerable groups.

The 2014 SHMA Update was undertaken by arc4 on behalf of the Council to provide an up-to-date evidence base to inform the development of the Local Plan and other strategies. It provides an up-to-date analysis of the social, economic, housing and demographic situation across the area, in particular, the 2014 SHMA Update considers the housing market area of Barnsley MB, Objectively Assessed Housing Need and Duty to Co-operate Matters. The 2014 SHMA Update built upon the findings of the 2013 SHMA.

This Older and Vulnerable People’s Housing Report summarises the relevant findings of the 2014 SHMA Update and also provides additional and supplementary analysis of the Household Survey in relation to older people and more vulnerable groups.

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 aim is to provide the council with:

- A comprehensive qualitative and quantitative analysis of the housing and housing support needs of these groups
- A supply gap analysis of future accommodation, housing and housing support services against current supply
- An analysis of need that includes social care, health including public health, and preventative services
- Options for the types of housing to develop for older people, including people with dementia, in the future
- An analysis that includes customer insights, including the views of people from vulnerable and seldom heard groups
1.2 What we have done

Work we have undertaken has included:

- Reviewing existing demographic, policy and service data
- Mapping and analysing current provision and services
- Focus groups and other consultation with vulnerable groups; interviews with a range of staff and provider organisations
- Primary research and surveys, including a snapshot survey focusing on socially excluded people
- Two stakeholder workshops on 12 May and 1 July
- Regular meetings with a Steering Group and a presentation of our findings and proposals for action to the Steering Group and senior leaders from the Council and Berneslai Homes on 13 July

The process has been very transparent. We have worked in an open way, have talked with a wide range of stakeholders, people who use services and carers, and visited a range of services.

In relation to consultation with people who use services and carers we undertook the work at a time of significant change for the Council and their existing consultation mechanisms for some groups, for example, older people and people with a mental health problem, had been temporarily put on hold whilst consideration was being given as to the best way to put new mechanisms in place for the future. Feedback on the consultations we were able to hold has been provided in the relevant Annex of the report for each of the service user groups concerned and for carers.

A list of Steering Group Members, people who attended the workshops, people we have interviewed and services we have visited is provided in Appendix 1.

We received excellent co-operation from both Council staff and other stakeholders and would like to thank everyone we met and talked to for making the time to talk to us and providing us with data and other information to contribute to the findings of this report.

1.3 Accountability

We have worked to a Steering Group, and direct accountability has been to Ian Prescott, Head of Housing and Energy (till end of June 2015) and Sarah Cartwright, Service Manager, Housing Growth (from July 2015), from the Place Directorate, and Michelle Kaye, Service Manager, Housing and Welfare, and Jennie Milner, Service Manager, Commissioning and Market Development (from 1 April) from the Communities Directorate. We would like to thank the Steering Group for their support throughout this commission.
1.4 Report structure

In addition to the Executive summary, the report is in two parts:

- The main report and Appendices, with
- More detailed evidence reports for each client group provided in a set of three Annexes A-C, each with further supporting Appendices

Sections of the main report and Appendices

- Section 2 reviews the national and local policy context
- Section 3 sets out the overall demographic context
- Section 4 covers Information, Advice, Assessment and Access
- Section 5 looks at general needs housing and adaptations
- Section 6 covers specialist accommodation services and housing related support
- Section 7 looks at wider preventative services to support well-being and independent living
- Section 8 looks at the interface between housing and housing support for vulnerable people and Barnsley’s communities approach
- Section 9 covers commissioning and funding

There are 12 Appendices supporting the main report, set out in the table of contents:

- Appendices 1-5 support the sections of the report with the same numbers:
- Appendices 6 (supply tables), 7 (supply maps), 8 (Dementia examples), and 9 (survey of housing related support needs of socially excluded groups) all support section 6 of the report
- Appendix 10 supports section 7, Appendix 11 supports section 8, and Appendix 12 supports section 19

Annexes for specific service user groupings

The annexes provide a more detailed analysis for the service user groups covered in this report:

- Annex A covers older people
- Annex B covers vulnerable adults with mental health problems, learning disabilities and physical disabilities or sensory impairment
- Annex C covers socially excluded groups

Each Annex has accompanying Appendices with additional data tables and charts.
2. National and Local Policy Context

2.1 Introduction
The national and local policy context is summarised below. Further detail is provided in Appendix 2. It does not include specific policies or drivers relating to individual service user groups. These are covered in the introduction to each of the three Annexes A-C.

2.2 National Policy Context
2.2.1 New Conservative Government Policy
This report comes only a short time after the election of the new Conservative Government in May 2015. The national policy context includes further financial constraint 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 will also impact on the way services are delivered in the future. Key new policies that will impact on this work include:

Welfare Reform
- In addition to the existing welfare reform programme the decision not to meet housing costs for all out-of-work young people under 21; and
- How the balance will play out between the proposed new National Living Wage for people over 25 as against a number of welfare reforms that will impact on people with low incomes, including: freezing a number of working age benefits; reducing the household benefit cap; and limiting Child Tax credits to 2 children for children born from April 2017

Childcare
- The doubling of free childcare for 3 and 4 year olds from September 2017 from 15 to 30 hours a week

Housing policy
- The requirement in the July 2015 budget for a 1% rent annual reduction from April 2016 for four years for social landlords (as opposed to the previous agreement with the Coalition Government of rent increases at CPI + 1%) is likely to reduce the amount of new social housing they will be able to develop. The Government has announced a one year exemption in 2016/17 to the rent cut for supported housing whilst a review is carried out. However, it is not yet known if this exemption will extend beyond one year.
• Restrictions on tax relief for private landlords, which might result in higher rents and/or a slowdown of the growth of the private rented sector

• A further policy risk is the Local Housing Allowance (LHA) cap, which limits housing benefit at LHA levels. There is concern that this will put supported housing schemes at risk, particularly if both rent and service charges are wrapped up in the LHA cap. The government has said that it will make a final decision on the use of the LHA cap for supported housing after a review of funding of supported housing that is due to be published in March 2016

2.3 Local Context and Strategic Priorities

The local policy context is driven by the Corporate Vision for Barnsley, with the focus on building strong and sustainable communities. The Council’s vision is “Enabling the improved well-being of individuals, families, communities and businesses in a healthy, safe and prosperous borough”.

At a community level, the Council is engaging with the community through the six Local Area Council areas, where councillors respond to strategic priorities on an area basis. This local approach aims to respond to the very different demographic, health and economic circumstances of different parts of the borough. Local priorities in some areas include older people and children and young people, as well as people affected by health inequalities. PFA has mapped current supply by the 6 Local Area Council areas – see section 6 below.

The local context focuses 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 through universal information and advice and a focus on early intervention and prevention to reduce the need for long-term health, care and support services. This is illustrated by the strategic objectives for the 2012-17 Barnsley Housing Independence and prevention Strategy 2012-17:

1) A clear focus on prevention and early intervention and resettlement.
2) Creating an environment which promotes and enables independence, choice and control.
3) A focus on partnership working and the development of integrated service delivery models.
4) Promotion of service user and carer involvement in all aspects of the planning and development of housing support and homeless services.
5) Promotion of opportunities for work, learning and volunteering.
6) Achieve efficiency and value for money

Additional local drivers for change in the strategy include: reduction in funding; demographic change; and a mismatch between supply and demand for housing.

The Health and Wellbeing Strategy (H&WBS) and Market Position Statement, and Better Care Fund also support the same vision and drivers, and the latter acknowledges the link between poor health and poor housing. It also highlights aims
of reducing emergency admissions to hospital and delayed transfers of care, and reducing inappropriate admissions to long-term care. Alongside this, in response to the Care Act 2014, the Council has been: re-engineering its assessment and care management process with a new front end access system and website; and developing a devolved community offer;

The SHMA 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.
3. Demographic and spatial analysis, with key data from the SHMA

This section summarises the demographic analysis in Appendix 3 covering: deprivation; population projections; health; and tenure. It also includes a range of additional data from the 2012 SHMA household survey. Spatial analysis information is based on the six Area Council sub-areas within Barnsley. Please note that this is different from the eight sub-areas that were used in the 2014 SHMA Update. The six sub-areas within Barnsley – see Figure 3.1 below, are:

- Central; Dearne; North; North East; Penistone; and South

Figure 3.1: Barnsley sub areas

Deprivation

- Deprivation in Barnsley is higher than the national average and around 23.8% (10,300) of children live in poverty.
- Barnsley has a smaller percentage of households that do not fall into any dimensions of deprivation than the comparator areas, and has a higher proportion of households who are deprived in 2 and 3 dimensions.

Population projections to 2030

The chart in Figure 3.2 below shows:

- A growth in all age groups up to 39, apart from a decline in the 20-29 age group.
• A decline in the population aged 40-54; including a 22.5% drop in the 50-54 age group
• An increase in all age cohorts 55+, with the highest level of growth in the 75-84 (45.5%) and 85+ (82.7%) age groups
• 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: c.8,000 additional older households by 2030

Figure 3.2: % Population Change in Barnsley by Age Group, 2015-2030

Household projections
The 2014 SHMA Update also reviewed the household projections, using the 2011-based interim CLG data. These projections indicate that the number of households in Barnsley MB is expected to increase by 7.8% overall during the period 2011-21. Figure 3.3 shows over half (4142) of this increase to 2921 will be from older households.

Table 3.4 2011-based household projections by age of HRP

<table>
<thead>
<tr>
<th>Age of HRP</th>
<th>Households 2011</th>
<th>Households 2021</th>
<th>Change 2011-2021</th>
<th>% change by HRP</th>
<th>% total change</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;44</td>
<td>35183</td>
<td>36751</td>
<td>1568</td>
<td>20.0</td>
<td>4.4</td>
</tr>
<tr>
<td>45-64</td>
<td>37518</td>
<td>39644</td>
<td>2126</td>
<td>27.1</td>
<td>5.7</td>
</tr>
<tr>
<td>65+</td>
<td>28279</td>
<td>32421</td>
<td>4142</td>
<td>52.9</td>
<td>14.6</td>
</tr>
<tr>
<td>Total</td>
<td>100985</td>
<td>108816</td>
<td>7831</td>
<td>100.0</td>
<td>7.8</td>
</tr>
</tbody>
</table>

Source: CLG 2011-based interim projections  Figure 4 in Appendix 3
Current population

The chart in Figure 3.4 sets out the age profiles by Local Council Area. It shows that the Penistone Area has the oldest population, whereas the population of Dearne Area has the youngest age profile.

Figure 3.4: Local Council Area Age Profile, 2011

Household types

The Household Survey carried out for the SHMA also classified respondents by household type. This data is set out by Borough and sub-area in Figure 3.5. This demonstrates a Borough-wide average of 17.5% of households comprising a single adult aged 60+; this varies between a low of 14.7% in Dearne and 18.8% in the North East. There are an average 19.4% of households across the Borough comprising a couple aged 60+; this varies between 16.7% in Dearne and 25.9% in Penistone.
Figure 3.5: Household types by sub area

<table>
<thead>
<tr>
<th>Household Type</th>
<th>% of population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Borough Total</td>
</tr>
<tr>
<td>Single Adult (under 60)</td>
<td>12.3%</td>
</tr>
<tr>
<td>Single Adult (60 or over)</td>
<td>17.5%</td>
</tr>
<tr>
<td>Couple only (both under 60)</td>
<td>13.3%</td>
</tr>
<tr>
<td>Couple only (one or both over 60)</td>
<td>19.4%</td>
</tr>
<tr>
<td>Couple with 1 or 2 child(ren) under 18</td>
<td>15.0%</td>
</tr>
<tr>
<td>Couple with 3 or more child(ren) under 18</td>
<td>2.6%</td>
</tr>
<tr>
<td>Couple with child(ren) aged 18+</td>
<td>6.6%</td>
</tr>
<tr>
<td>Lone parent with 1 or 2 child(ren) under 18</td>
<td>6.2%</td>
</tr>
<tr>
<td>Lone parent with 3 or more child(ren) under 18</td>
<td>0.8%</td>
</tr>
<tr>
<td>Lone parent with child(ren) aged 18+</td>
<td>2.9%</td>
</tr>
<tr>
<td>Other type of household</td>
<td>3.4%</td>
</tr>
</tbody>
</table>

Source: 2012 Household Survey (Q 14) (Figure 9 in Appendix 3)

**Black, Asian and Minority Ethnic Households**

- The 2012 Household Survey indicates that 97.4% of Household Reference People describe themselves as ‘White British’ and 2.6% describe themselves as having other ethnicities.
The Central Area was the most ethnically diverse area, with 3.8% of Household Reference People describing themselves as having a BAME ethnicity.

**Health**

- 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.

Figure 3.6 below provides data by Local Council Area level and shows that Dearne has the highest level and Penistone the lowest level of population whose daily activities are limited by long-term illness or disability.

**Figure 3.6: % Total local council area population whose daily activities are limited by long-term illness/disability, 2011**

Housing

- Barnsley has a lower level of home ownership and private renting and a higher level of social renting than the England average.

- Figure 3.7 below provides tenure data across the 6 Local Council Areas, Penistone has the highest and Dearne and Central have the lowest levels of home ownership. Dearne has the highest level of private renting and Central Barnsley the highest level of social renting.

Source: ONS Neighbourhood Statistics, based on 2011 Census data. (Figure 10 in Appendix 2)
Property prices have decreased considerably for all property types in Barnsley between 2008 and 2014, with the largest decrease in the price of detached homes.

The chart in Figure 3.8 below provides data on property prices for each ward and Local Council Area. Property prices are highest overall in the Penistone area and lowest in the Dearne area.

<table>
<thead>
<tr>
<th>Local Council Areas</th>
<th>Wards</th>
<th>Property Type</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Detached</td>
</tr>
<tr>
<td>Central Barnsley Area</td>
<td>Central</td>
<td>167,999</td>
</tr>
<tr>
<td></td>
<td>Dodworth</td>
<td>189,250</td>
</tr>
<tr>
<td></td>
<td>Kingstone</td>
<td>181,746</td>
</tr>
<tr>
<td>Area</td>
<td>Location</td>
<td>1 Jan 14</td>
</tr>
<tr>
<td>-----------------------</td>
<td>------------------</td>
<td>----------</td>
</tr>
<tr>
<td><strong>Stairfoot</strong></td>
<td></td>
<td>167,500</td>
</tr>
<tr>
<td><strong>Worsborough</strong></td>
<td></td>
<td>159,950</td>
</tr>
<tr>
<td><strong>AVERAGE CENTRAL BARNLEY</strong></td>
<td></td>
<td>173,289</td>
</tr>
<tr>
<td><strong>Dearne Area</strong></td>
<td><strong>Dearne North</strong></td>
<td>147,475</td>
</tr>
<tr>
<td><strong>Dearne South</strong></td>
<td></td>
<td>146,530</td>
</tr>
<tr>
<td><strong>AVERAGE DEARNE AREA</strong></td>
<td></td>
<td>147,003</td>
</tr>
<tr>
<td><strong>North Barnsley Area</strong></td>
<td><strong>Darton East</strong></td>
<td>180,000</td>
</tr>
<tr>
<td><strong>Darton West</strong></td>
<td></td>
<td>173,250</td>
</tr>
<tr>
<td><strong>Old Town</strong></td>
<td></td>
<td>184,500</td>
</tr>
<tr>
<td><strong>St Helens</strong></td>
<td></td>
<td>118,995</td>
</tr>
<tr>
<td><strong>AVERAGE NORTH BARNLEY</strong></td>
<td></td>
<td>164,186</td>
</tr>
<tr>
<td><strong>North East Barnsley Area</strong></td>
<td><strong>Cudworth</strong></td>
<td>172,353</td>
</tr>
<tr>
<td><strong>Monk Bretton</strong></td>
<td></td>
<td>147,475</td>
</tr>
<tr>
<td><strong>North East</strong></td>
<td></td>
<td>154,500</td>
</tr>
<tr>
<td><strong>Royston</strong></td>
<td></td>
<td>161,250</td>
</tr>
<tr>
<td><strong>AVERAGE NE BARNLEY</strong></td>
<td></td>
<td>158,895</td>
</tr>
<tr>
<td><strong>Penistone Area</strong></td>
<td><strong>Penistone East</strong></td>
<td>256,225</td>
</tr>
<tr>
<td><strong>Penistone West</strong></td>
<td></td>
<td>229,998</td>
</tr>
<tr>
<td><strong>AVERAGE PENISTONE AREA</strong></td>
<td></td>
<td>243,112</td>
</tr>
<tr>
<td><strong>South Barnsley Area</strong></td>
<td><strong>Darfield</strong></td>
<td>155,000</td>
</tr>
<tr>
<td><strong>Hoyland Milton</strong></td>
<td></td>
<td>170,000</td>
</tr>
<tr>
<td><strong>Rockingham</strong></td>
<td></td>
<td>180,000</td>
</tr>
<tr>
<td><strong>Wombwell</strong></td>
<td></td>
<td>174,998</td>
</tr>
<tr>
<td><strong>AVERAGE SOUTH BARNLEY</strong></td>
<td></td>
<td>170,000</td>
</tr>
</tbody>
</table>

Source: Land Registry average price January-December 2014 (figure 15 in Appendix 3)
4. Information, Advice and Assessment

4.1 Introduction

Both universal and more specialist Information and advice were identified as a key local priority for Barnsley. This section of the report summarises the findings

- Universal information and advice (section 4.2)
- The role of the Housing Options, Advice and Prevention Service (section 4.3)
- Other housing advice services (section 4.4)
- Promoting prevention and early intervention (section 4.5)
- Conclusions and recommendations (section 4.6)

Further detail is provided in Appendix 4, including case study examples.

4.2 Universal Information and Advice – the housing, care and support dimension

Information and advice is a key element under the Care Act 2014, which requires information and advice to:

- Be available to everyone, whether they are eligible for a local authority funded service or not
- Be available not only to traditional groups funded by adult social care - older people and vulnerable adult groups – but everyone, including socially excluded groups covered in this commission (for example offenders, or people with a substance misuse)
- Cover housing and not just health and social care

The Council has from April 2015 set up a new Customer Access Team (CAT) to handle enquiries into adult social care. Overall, Barnsley has made good progress in developing internet-based information on adult social care for older people through Connect to Barnsley. However: the housing dimension of these information and advice services is undeveloped; there is very little information available for social workers and mental health teams on housing options and choices; and better use needs to be made of existing external information and advice services (e.g. First Stop, the free government funded housing and support advice service for older people; and the Housing and Support Alliance for people with disabilities) to provide information and advice directly to individuals, carers and families.
4.3 The HOAPS service

The Council’s Housing Options Advice and Prevention Service (HOAPS) is delivered from the Civic Hall. HOAPS’ data shows that they take homeless applications from all potentially homeless people, whether or not they are likely to be in priority need. This is good practice.

The HOAPS team is currently working under considerable constraints. The Civic Hall reception area is very crowded with telephones and computers for the use of visitors, and the reception desk therefore offers no privacy for enquirers. There can be long waits to get through on the telephone to the team for housing advice or a homelessness enquiry. Interviewing facilities are isolated from the team’s offices, and lack of administrative support and capacity limit the team’s ability to offer assistance with budgeting or other more general advice to build a customer’s capability to sustain their tenancy.

Almost half of the 2,064 housing advice enquiries in 2014/15 (a similar number to 2013/14) were driven by:

- Parents no longer willing to accommodate (12%)
- Non-violent relationship break-up with partner (11%)
- Other relative/friends no longer willing to accommodate (11%)
- Notice from Landlord - no reason given, and with no breach of tenancy (6%)
- Notice from Landlord due to rent arrears (6%)

30% of enquirers were under 25 years old, and a further 30% were aged 25 to 34 years.

HOAPS’ housing advice activities are preventing housing crises – there were 363 homelessness applications in 2014/15, a significant reduction from the 493 made in 2012/13. However, further welfare reforms will increase the pressure, especially with the planned removal of entitlement to meet housing costs for most out-of-work under-21 year olds.

Agencies working with single homeless people reported that some HOAPS staff “go the extra mile”. However, homeless people and the agencies working with them reported that there can be a reluctance to go to HOAPS where it is felt that it may be a less than positive experience. This is at least in part the result of the scarcity of immediately available accommodation in Barnsley, so that customers see little point, but it was also a comment on the facilities and the length of time needed to wait for an interview, and also on attitudes which occasionally appear to be judging people’s histories or what has led them to become homeless. Some advisors working with client groups such as offenders also stated that HOAPs should use the advisor’s detailed knowledge to help arrive at decisions.

A number of practice improvement areas have been identified, together with a good practice example are set out in Appendix 4.
4.4 Other housing advice services

Barnsley Council supports an effective network of voluntary sector advice agencies in the Borough. We talked with the three advice agencies that form the advice network in Barnsley – DIAL, CAB and Age UK – about the housing and related issues for vulnerable people they have been addressing. Demand for housing and homelessness related advice is growing for all vulnerable groups apart from older people, where few present as at risk of losing their homes. For example CAB data shows that for 2014-15:

- 1,020 housing cases – up 100%
- 476 homelessness cases – up 36%
- 12,160 debt cases – up 51%
- 3,422 benefits cases – up 100%
- 29% of cases had disability or health issues

DIAL dealt with 802 housing related cases in the 2013-15 period of whom:

- 45% were people with a physical disability (this includes older people and adults); 30% were people with a mental health problem; 8% were from people with a learning disability; 5% were carers; and 2.4% were people with a sensory impairment
- 78% of people had a housing related inquiry; 17% an issue around fuel poverty; and 5% a problem with debt

The main housing related issues for older people to Age UK Barnsley are about handyperson services, adaptations and moving home options.

In addition Action Housing provides advice on accommodation, and there are several specialist housing advice posts based outside the Council covering offenders, substance misusers and people with mental health needs.

All these services are very important in supporting vulnerable people sustain existing accommodation, prevent homelessness, or find new suitable accommodation and need to be sustained.

4.5 Promoting prevention and early intervention

Early intervention and prevention are critical parts of the action needed to prevent homelessness, improve health and support independence. There are well defined pathways in existence or being developed for people with substance misuse problems, offenders and young people provided they can access supported accommodation. However, there are currently no pathways for adult single homeless people, for people with mental health needs (although a pathway was developed in 2010 but appears to be no longer in use), and people experiencing domestic abuse, and there is no
pathway developed to prevent people going into hospital or being stuck in hospital or being homeless on discharge because of a lack of appropriate accommodation and support. There are no mediation services to prevent homelessness for young people. However, the new Adolescent Support team will play such a role in the future.

There is evidence of both long and short term rough sleeping in Barnsley but currently very few (and, at the time of writing, reducing) resources are going in to address the problem. Connections should be made with hospitals, prisons, care services, and rehabilitation services to ensure that anyone due to leave an institution is advised as early as possible about how apply for social and private rented housing and to plan for temporary accommodation to be available if needed on the day of discharge or release.

4.6 Conclusions and recommendations

The feedback from advice agencies has highlighted the high and growing level of housing and housing related enquiries by vulnerable people in Barnsley. Social work and other staff from both the Council and SWYFT (South West Yorkshire Foundation NHS Trust) have also identified that housing for vulnerable people is a significant issue in their work.

Barnsley has some good building blocks – Connect to Barnsley, Connect to Support, and HOAPS - through which to build effective information and advice on housing options and housing support. However, information in relation to housing options and housing support is undeveloped in terms of meeting the requirements of the Care Act, and the pathways into housing for some groups is unclear.

Recommendations

<table>
<thead>
<tr>
<th>Universal Information and Advice – the housing, care and support dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Council should ensure that the wellbeing/NHS Universal Information and Advice scoping and Strategy initiative scoping work:</td>
</tr>
<tr>
<td>- Builds in housing and housing support as a key dimension</td>
</tr>
<tr>
<td>- Includes all the customer groups covered by this report, including socially excluded people as well as older people and vulnerable adults</td>
</tr>
<tr>
<td>- Builds a self-help approach to enable people who use services and carers where possible to problem solve for themselves by linking to self help tools, local information on housing and support options and external websites that can provide further advice and help</td>
</tr>
<tr>
<td>- Reviews all the elements around advice and assessment we have identified, including: assessment tools; online screening tool; web and paper based information</td>
</tr>
<tr>
<td>- Builds in clear links to other external information and advice organisations and self help tools</td>
</tr>
</tbody>
</table>
The Council should:

- Ensure clear gateways to housing advice and options and publicise these
- Help people to help themselves by providing up-to-date preventative and service information on:
  - Services (both written and web-based) – for both users and staff
  - Signposting leaflets/posters in useful places in communities (as identified by customers)

**HOAPS -** there is a need for:

- A different office set up: easily accessible to customers; with a skilled housing options front desk
- Self-help for the public through a Housing Options wizard on Connect to Barnsley website (see good practice example in Appendix 4)
- Training to address some cultural issues, and to develop a greater focus on problem solving
- Developing open, trusted relationships with specialists:
  - Accepting information from others as evidence of need or current housing status

**Other housing advice services and housing advisors**

- Continue to support the network of voluntary advice agencies and specialist advice workers, who play a key role in helping vulnerable sustain and find accommodation, provide financial and debt advice, and prevent risk of homelessness

**Promoting prevention and early intervention**

The Council needs to improve housing pathways by:

- Building housing and support into pathways for different groups - e.g. people with mental health needs, homeless people, and people at risk of domestic abuse – and ensuring that all agencies are signed up
- Better communication between agencies through the pathway – e.g. support workers being able to attend case panels, MARAC
- Improved information sharing
- An emphasis on helping people to get appropriate accommodation solutions, including through developing access to a range of accommodation provision
- Quicker and more consistent move-on from supported housing
- Ensuring that the work of the new Adolescent Support Team is firmly linked into HOAPS so that homelessness is prevented wherever possible for young people, and planned moves can be developed
- Making connections with hospitals, prisons, and care establishments to reduce homelessness for people leaving those services
- Developing a case management system aimed at preventing rough sleeping and reducing the length of time that anyone is sleeping rough
- Developing a navigator service to work with and engage long term rough sleepers and those at risk of rough sleeping, and people with multiple needs – see example in Appendix 4.
- Developing a culture of employing people with lived experience of homelessness and other forms of social exclusion
- Work with other funders to ensure that the specialist housing advice posts for offenders, substance misuse and mental health are retained
5. General needs housing and adaptations

5.1 Introduction

This section of the report sets out:

- A summary of the SHMA findings on housing need and demand (section 5.2)
- Choice Based Lettings (CBL) information on housing needs and lettings (section 5.3)
- The need for ordinary and adapted housing, and adaptations for vulnerable groups in Barnsley (section 5.4)
- Access to housing (section 5.5)
- The private rented sector (section 5.6)
- Housing Benefit (section 5.7)

Additional data is provided in Appendix 5.

5.2 Summary of SHMA findings on Housing Need and demand

The Housing picture in Barnsley

Barnsley has a similar tenure mix to the South Yorkshire and England averages – 64.3% owned; 21.3% affordable; 14.3% private rented.

The SHMA shows:

- Median house prices are £110k in 2014 – up 150% since 2000. There are big house price variations between the Area Council Areas
- 74% of dwelling are houses; 17.9% bungalows; and 7.7% flats
- Bedrooms sizes: 7% one; 31% two; 48% three and 13.5% four or more

SHMA: Need and demand

- Objectively assessed housing need is 1100 per annum, also to meet economic growth aspirations
- Of the 295 per annum affordable shortfall evidenced in the SHMA, the majority of need was for smaller general needs dwellings and for 1-2 bedroom older persons dwellings
• Market demand exceeds supply across all sub areas – shortfalls of detached, semis and bungalows; need to diversify older people’s accommodation options

5.3 Barnsley Choice Based Lettings (CBL) information on housing need and lettings

Barneslai Homes has provided data for this report on the profile of people on the Barnsley Housing Waiting List. Of the 9,330 people on the waiting list (including joint applicants):

• 57.4% are male and 42.6% female
• 41.5% are aged 18-40; 32.1% aged 60+; 26% aged between 41 and 59; and 0.4% aged under 18
• 17.9% (1,670 distinct cases) have some form of disability. Some people have multiple disabilities and the total number of disabilities recorded across these 1,670 cases is 2,372
• The most frequent type of disability is a mental health condition, followed by assisted walking, a hearing impairment, a visual impairment, and a learning disability – see Figure 5.1 below

Figure 5.1: Disability category of CBL applicants

<table>
<thead>
<tr>
<th>Disability</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assisted walking</td>
<td>593</td>
<td>25.0</td>
</tr>
<tr>
<td>Hearing Impairment</td>
<td>433</td>
<td>18.3</td>
</tr>
<tr>
<td>Learning Disability</td>
<td>205</td>
<td>8.6</td>
</tr>
<tr>
<td>Mental Health problem</td>
<td>625</td>
<td>26.4</td>
</tr>
<tr>
<td>Speech Impairment</td>
<td>49</td>
<td>2.1</td>
</tr>
<tr>
<td>Virtually No Mobility</td>
<td>131</td>
<td>5.5</td>
</tr>
<tr>
<td>Visual Impairment</td>
<td>212</td>
<td>8.9</td>
</tr>
<tr>
<td>Wheelchair User</td>
<td>124</td>
<td>5.2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>2,372</td>
<td>100.0</td>
</tr>
<tr>
<td>Distinct Cases</td>
<td>1,670</td>
<td>70.4</td>
</tr>
</tbody>
</table>

Feedback from the Barneslai Homes CBL team on need and demand is that:

• Most property types have good demand in most areas. As a snapshot, for the period April to mid June 2015 in terms of dwelling type, the highest
demand depending on location was generally for two bed bungalows and two and three bedroom houses, and the lowest demand was for bedsits

- In relation to general needs housing, older applicants are more likely to apply for bungalows followed by flats. In terms of disability, what an applicant applies for does depend on the particular disability. Physical disability is likely to result in bids for bungalows/ flats whereas applicants with mental health issues would apply for any type of accommodation depending on their age, family make up etc

- There are only a small number of difficult to let homes (mainly former sheltered housing schemes, under one roof). The other difficult to lets tend to be individual dwellings which are dotted about the borough. Generally, though this depends on the individual unit of accommodation, flats are in lower demand than houses. This is especially the case in the East of the borough in areas like Thurnscoe, Goldthorpe, Bolton on Dearne and Darfield

- All the bungalow schemes have healthy demand

- Supported housing is not generally relet through the CBL system. Berneslai provides the accommodation and individual support providers manage the throughput of applicants. Berneslai understands that there is a strong demand for such schemes although providers are limited on the number of people they can help due to the support contracts they have with the council. Berneslai believes that providers would be in a position to accept higher numbers of support cases if the finance was provided

- Berneslai has said that there are very few 4 bedroom wheelchair accessible bungalows in council ownership and only a few 3 bed wheelchair accessible bungalows. Demand can be variable depending on location. There can be a mismatch between applicant's needs and suitable accommodation being available in the right location.

The other issues that Berneslai has identified are:

- Generally a shortage of suitable accommodation for more chaotic customers who could not manage in a normal council property. The Berneslai CBL team quite often has to deal with cases who are very chaotic, have previously held failed tenancies and have great difficulty finding a landlord (supported or not) who is willing to accept this type of applicant.

- Similarly they sometimes have difficulty identifying accommodation for some applicants with severe mental health issues who are unable to manage a traditional tenancy.
5.4 **Need for ordinary housing for vulnerable groups in Barnsley**

A key message from this work is that most vulnerable people want to live in ordinary housing in the community rather than specialist housing schemes. Key needs identified are:

5.4.1 **One and two bedroom properties**

The findings from this study have reinforced the findings from the SHMA about the need for additional one and two bedroom properties for the vulnerable groups covered in this work.

We are aware that Berneslai Homes does have a reasonable supply of one and two bedroom social housing but we have found that:

- Some of it is in sheltered housing or flatted blocks (the latter often without lifts) that are not suitable for some of the vulnerable people this study covers
- Some of the one and two bedroom bungalows are in unsuitable locations (for example up hills) for people with disabilities
- Some of the one and two bedroom accommodation is in areas of the borough where most vulnerable people do not want to live. This applies in particular to some of the more outlying areas where the costs of transport to services in the town centre that many of them use make access to those services difficult

In particular the work has identified the need for:

- A broader choice of affordable one and two bedroom housing, in particular ground floor (or first floor with lifts) accessible housing
- More one and two bedroom housing near the town centre where people are close to shops and the services they need to support independent living

In 2014/15, around 155 households moved on from supported housing schemes, most of whom moved into general needs housing. Around 40 of these were families with children. The changes we have recommended (see Annex 3 in particular) would result in shorter dwell times for several of these schemes, provided moves on can be achieved promptly.

The estimate of need for move on for adult and socially excluded groups indicates a total of around **320 households per year** (excluding care leavers living with foster carers or in White Rose accommodation), of which around 50 would be families with children requiring two or three bedroom properties, with the remainder requiring one, and some two bedroom properties bedroom properties for adults from supported living who wish to continue to share with one other person.
We have also identified the need for:

- More interim core and cluster accommodation in general needs housing with housing support for particular groups, as a pathway to ordinary housing. The T4 (Phoenix Futures Scheme) scheme for people with a substance misuse living in second stage flats in Yorkshire Homes accommodation with support from T4, is a good example of an existing scheme that is working well.

- More permanent core and cluster accommodation in general needs housing with housing support (and where appropriate personal care or social work/NHS care management support) for particular groups, for example people with a learning disability with complex needs for whom grouping the housing makes the delivery of care and support more cost effective.

Further detail on meeting these needs is set out in section 6.

### 5.4.2 Adapted Housing, adaptations and equipment

#### Adapted housing

The 2012 Household Survey asked respondents whether their current home had been adapted or purpose-built for a person with a long-term illness, health problem or disability. As shown by Figure 5.2, it was found that 8.2% of homes across Barnsley MB have been adapted or purpose-built. Lowest levels were seen in Penistone (5.6%), while the South sub-area had a reported 9.1% of adapted or purpose-built properties.

**Figure 5.2: Adapted or purpose built properties**

<table>
<thead>
<tr>
<th>Current home adapted or purpose-built?</th>
<th>% of population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Borough Total</td>
</tr>
<tr>
<td>Yes</td>
<td>8.2%</td>
</tr>
<tr>
<td>No</td>
<td>91.8%</td>
</tr>
</tbody>
</table>

Source: 2012 Household Survey (Q 22)

We have had very positive feedback about the work between the disability teams in adult social care, the equipment and adaptations service and Berneslai Homes about identifying and adapting properties to meet the needs of disabled people.

However, in addition to the shortfall in appropriate one and two bedroom affordable dwellings, this work has also identified the need for:

- A small number (around 5 a year) of larger 3-4 bedroom accessible bungalows or parlour type houses for people with disabilities referred through the equipment and adaptations service or disability teams. We understand that because of the small number of units it is difficult to pre-
plan such properties in the right location where individual households want to live

All properties advertised through CBL include relevant details of adaptations and limitations such as steps. However, both the equipment and adaptations services and Berneslai Homes have also identified the benefits for Barnsley of having a Register of Adapted Properties (across all social housing providers) which can be used to make it easier in the future to match people with disabilities with adapted properties that are vacant.

Adaptations and equipment

The 2012 Household Survey asked questions about the need for adaptations now or in the next 5 years. The most frequently mentioned by older respondents (65 years or older) were the need for security alarms (14.0%), better heating (8.7%), increase in the size of property (8.0%) and adaptations to the kitchen (7.6%) (Figure 5.3 in Appendix 5). Across all respondents (older and younger), the adaptations mentioned most frequently were better heating, more insulation and double glazing.

Figure 5.4 in Appendix 5 shows that requirements for adaptations varies by tenure, with the highest need shown in the private rented sector followed by the affordable housing sector. The lowest level of need for most adaptations was in the owner occupied sector apart from internal handrails/grabrails and lever door handles.

The need for adaptations also varied considerably between the 6 sub areas for different types of adaptations (see Figure 5.5 in Appendix 5).

Adaptations in Council stock are funded directly by Berneslai Homes. We understand from discussions with both Berneslai Homes and the Disability teams that these are carried out in a timely way.

However, in contrast, discussions with the equipment and adaptations service have identified that there is currently up to a two year wait to get Disabled Facilities Grants work assessed by the technical team, and then tendered and carried out.

We have talked to the Staying Put service, who for 2014-15 carried out 950 Minor Works (linked to hospital discharge) and 50 Private Works. The latter included people who chose to pay for adaptations rather than wait for possible DFG funded work to be carried out because of the up to two year time delay.

The Staying Put service now offers these larger scale property adaptations services through its handytech service, which runs alongside its handyperson service. However, we found that a lot of the people we talked to were not well informed about the range of services that Staying Put could offer and that there was a need to publicise their services more widely, including to self funders.

Discussions with local stakeholders have also highlighted the need for a retail model of community equipment services in the borough for self payers.
5.4.3 Older people in the mainstream housing market

This section of the report looks at the housing needs of older households in the mainstream housing market. Specialist housing and support for older people is covered in section 6 of the report and in Annex A.

The older people’s housing market in England and how local authorities and developers are responding

In line with the rapid ageing of the population, older households are the fastest growing population group in housing market both in Barnsley and in England as a whole. A number of local authorities are now responding to this at a strategic level – see case study example for Herefordshire in Appendix 5.

A number of developers are now looking at developing housing types specifically aimed at the older people’s market. Case study examples of new general needs housing types for older people are provided in Appendix 5.

Older households as a proportion of household growth

The demographic context (section 3 and Appendix 3) identifies that over 50% of the projected total household growth in Barnsley from 2011-2021 will be from older households aged 65+. Projecting this forward to 2030 will mean an additional 8,000 older households in this period.

Tenure mix of pensioner household in Barnsley

Figure 5.3 shows that nearly two-thirds of pensioner households own their own homes, although Barnsley has a lower level of pensioner household home ownership than the regional and England averages.
Figure 5.3: Local Authority Pensioner Household Tenure, 2011

Figure 5.4 shows that for pensioner households there is a much lower level of private renting across all areas than for all ages of households. It also shows that there is a more even spread of home ownership for pensioner households across the 6 Area Council areas than for all ages of households, from 61.4% in Dearne to 70.8% for Penistone.
Where older and disabled people live

The Household Survey asked respondents whether their current accommodation could be classified as some form of supported accommodation. The findings are set out in Figure 5.8 in Appendix 5. Most older people in Barnsley live in general needs housing. 3.6% of households live in sheltered housing, 0.9% live in Extra Care housing and 3.1% live in housing that has been adapted for older or disabled people. Highest levels of all three supported housing types are found in the Central Area.

Where older people want to live

Figure 5.9 in Appendix 5 shows older households’ property type preference for the borough as a whole and for the sub areas. The Household Survey identified that the majority of older people (70.3% across the Borough) want to stay in their own homes with help and support when needed.
However, this means that nearly 30% of the older population might want to move home if the right housing and tenure option was available to them.

It also identified that there is a degree of interest in a variety of older persons’ accommodation, with:

- 12.2% interested in buying on the open market, ranging from 7.8% in Dearne to 18.9% in Penistone
- 17.9% in renting from a social housing provider, ranging from 5.1% in Penistone to 26.8% in the Central area
- 20.4% interested in renting sheltered accommodation, with a further 11.7% interested in buying or shared ownership
- 14.5% in renting extra care accommodation, with a further 7.9% interested in buying or shared ownership

Looking forward

Discussions with stakeholders have identified the importance of developing a wider range of ordinary housing choices in Barnsley between home and residential care.

The main gap in Barnsley is the lack of accessible good space standard housing choice across all tenures, but mainly home owner households.

To ensure flexibility in relation to development of a mix of downsizer dwelling types and retirement housing types we are proposing:

- **Additional 500 units for rent by 2030** across the borough, a mix of downsizer housing and flatted retirement housing blocks
- **Additional 800 units for sale and shared ownership by 2030** in higher house price areas of the borough, also a mix of downsizer housing and flatted retirement housing blocks

These figures are also included in Section 6.3 under older people, alongside more specialist housing such as extra care and housing based models for people with dementia. Further evidence of need is set out in Annex A.

5.4.4 Space for Carers to stay overnight

A further issue identified in the household survey was the importance of space in the home for carers to stay overnight. Overall, as shown in Figure 5.10 in Appendix 5, 60.2% of households have space for a carer to stay overnight. Again, there is significant variation between sub-areas: only 27% of households in Penistone did not have enough space for a carer to stay, compared with 47% of households in Dearne.

The current lettings policy allows applicants the opportunity to apply for one bedroom greater than needed which can be used for carers. Applicants are also informed of the potential risk to a tenant of being liable for the under-occupancy charge as a result of being allocated a dwelling with an additional bedroom.
5.5 Access to housing

Consultation with providers working with both adult groups and the socially excluded groups showed that, for the most part, a move into settled housing for homeless and other groups of people is fairly smooth. The Berneslai CBL assessment process operates in a timely and effective manner, with only a short timescale within which the assessments are carried out. We were also told that assessment staff were generally well-informed and skilled in their work in relation to people and households from vulnerable groups.

Applicants who are accepted as being owed a full housing duty under the homelessness legislation are placed in Band 1 and have a three-month window to use their priority status. If the household has not been applying for homes during this three months, or has refused suitable offers, the Council’s Housing Options, Advice and Prevention Service (HOAPS) may reduce priority to Band 2.

For those in supported housing, once their support worker confirms that the person is ready to move into mainstream housing, an assessment is carried out by Berneslai Homes to check that an offer would be based on the right information about location, size of property, and any need for ongoing support. Once the assessment is complete, customers are placed in Band 3 and are able to bid for available homes. However, the process is not applied consistently across all schemes. One provider in particular identified that people accommodated in the women’s refuge have difficulty moving on as they are considered to be housed in settled accommodation so may not be placed in Band 3. This has had a major impact on turnover and so availability to others in need. When raised with Berneslai Homes, they explained the process by which Domestic Violence applicants are awarding quality, and the fact that many applicants do qualify for Band 1.

Ex-Forces personnel are able to access housing through the normal waiting list procedures, and are given a Band 2 priority within three months of their discharge date. Those leaving supported housing with support from Help 4 Homeless Veterans (in properties provided by Berneslai Homes) will be given Band 3 priority in the same way as other supported housing residents.

Agencies working with offenders with housing needs on release from prison or from within the community identified two factors which can act as barriers to accessing settled housing. The first relates to exclusions from the Housing Register for people who are considered not to be eligible to be tenants because of outstanding rent arrears or a history of past behaviours including examples such as wilful damage to council or other property, anti-social behaviour, drug-related behaviour or criminal activity / convictions in the neighbourhood. Guidance for applicants explains how an exclusion from the Housing Register can be overcome, but does not currently give examples of the time that would need to have elapsed since the exclusion for a reapplication to have a good chance of being accepted. Timescales are determined an individual basis, and are set out in a letter to applicants. However, we recommend that examples
be given in the Allocations Policy guidance for applicants and for staff. This has been discussed with Berneslai Homes and is in hand.

The second issue relates to requests for information about convictions in order to decide whether an applicant should be considered eligible or ineligible to go onto the Housing Register. Berneslai Homes’ policy is not to ask for information about all convictions but only those which are unspent and which are relevant to an application for social housing (for example, convictions for assault, damage, anti-social behaviour or drug-dealing would be relevant but those for motor offences or shoplifting are unlikely to be). However, the view of applicants and people advising them is that people are sometimes asked for information about all convictions, including spent convictions, leading us to recommend that the guidance for all staff advising applicants about allocations be clarified. It is also important that staff in the HOAPS service ensure that no-one is asked for a list of all convictions as part of the process of making a homeless application. This has been discussed with both Berneslai Homes and HOAPS and action is in hand.

Access to settled housing can be difficult for people who have chaotic lifestyles and are not thought to be capable of managing a tenancy. They may have previously held tenancies but failed to sustain these, and it can be very difficult to find a landlord who is willing to accept this type of applicant. A small number of people in this group are currently sleeping rough around Barnsley, having failed to engage with advice and housing services for some time.

Solutions being adopted around the country for working with people who have lost accommodation (settled or supported) on a number of occasions include the Housing First model as shown in the Good Practice example in Appendix 5.

Other recommendations for improving access to general needs housing take into account the difficulties experienced by working age single people reliant on Housing Benefit in being able to afford to pay for housing. The DWP Shared Accommodation Rate restricts people aged under 35 to the Housing Benefit rate for a room in a shared house, so many cannot afford to rent one bedroom properties in the private sector. Bedroom Tax means that single people of any age cannot easily afford a property which has more than 1 bedroom. 71% of the Council’s stock has either 2 or 3 bedrooms, compared with 28% with one bedroom. Housing Association stock has a smaller range of one bed stock: 25% compared to 52% of family homes. We recommend, therefore, that where possible any new developments of general needs housing include single person (one bed) properties.

5.6 Private rented sector

Although Barnsley has a lower level of private rented accommodation than the England average (12.8% compared with 16.8% according to the 2011 Census), there are concentrations of private rented stock in some areas of Barnsley, notably in the Dearne (16.6%), Central (13.2%), and South (12.8%) areas.
Accessing privately rented properties can be very difficult for people with limited resources: lettings agencies often charge administration fees, plus deposits and rent in advance, which can amount to well over two months’ rent to be found right at the start of the tenancy. Where the tenancy only lasts six months, the same sum has to be found again for the next property, at a time when the tenant will not yet have received back their deposit. The supply of private rented family homes is higher than demand, so landlords are sometimes prepared to waive a deposit to secure a good tenant. The picture is different for single or couple households, where there is a very limited supply of one-bedroom properties, and rooms in shared houses tend to be poor standard. Some private landlords are prepared to allow two friends to share a two-bedroom property, which works well for some people.

The Council has placed Homeless Prevention funds with the South Yorkshire Credit Union (SYCU), which has a branch in Barnsley, to administer a scheme that includes loans for deposits where HOAPS has assessed and authorised this to prevent homelessness. The deposit is paid direct to the landlord. Customers have to join the Credit Union and make arrangements for at least one benefit to be paid via their Credit Union account, and a small standing debit is used to repay the loan plus a small amount for administration, and then to build up the customer’s current account. Where the loan is not being repaid, the Credit Union also handles debt recovery, but in practice few people default on their loan. The scheme started in 2010 and, at the start of June 2015, there were 52 outstanding loans. The number of HOAPS-funded loans has decreased from a high of 30 in 2013, mainly because there are now more landlords who are prepared to forego a deposit.

The Credit Union can also use Council funds to pay grants to HOAPS referrals to prevent homelessness because of mortgage debt, or to secure private rented properties, or prevent home loss.

SYCU will also consider a bond as a purpose for a normal loan application. They would insist on the loan being paid directly to the landlord, and require evidence of the tenancy prior to approval. These applications are not treated any differently to any other loan application and will be approved based on eligibility and affordability. The SYCU’s ability to loan money for a deposit is not well advertised, and was not known to interviewees working with single people or to some social workers, or care-coordinators from SWYFT. There are conditions attached to granting of loans and an expectation that customers have on average at least six weeks of payments into their account, so it is important that customers in supported housing or seeking advice from HOAPS are encouraged to set up an account as soon as possible before actually needing a deposit.

The Dearne area has a large number of private sector dwellings. The Council’s action plan for Dearne aims to develop a network for landlords in the area, bring back into use empty private sector stock, encourage the improvement of the stock, and improve management of private rented homes through services provided by Berneslai Homes.

The Central area contains a number of Houses in Multiple Occupation, often accommodating single people who require support but are not always able to access it. These properties are managed by a relatively small number of lettings agents but
are often not a good standard and the Council has had to take action related to poor property management practices including illegal evictions.

The Council has received funding for tackling “rogue” landlords - including those who knowingly allow the overcrowding of their let properties, often to migrant workers. The work under the banner of ‘Our Street’ has focused on seven areas identified as having higher than average:

- Void levels
- Records of crime or anti-social behaviour
- Environmental issues, and
- Complaints about housing conditions.

Two dedicated Housing and Enforcement Officers spent twelve months carrying out targeted housing and environmental inspections across these areas, alongside other interventions taken by a number of departments and partner agencies.

The project identified:

- Difficulties in engaging with some of the most fragmented/transient communities (particularly in the Barnsley town centre and the Dearne)
- A number of tenants who needed support to better manage their tenancies and access other services including financial management assistance, the Credit Union, Welfare Rights services, and Food Banks
- Measborough Dike, in particular, is home to a significant number of unemployed young private tenants, and was an area where housing advice was needed by a number of tenants
- Goldthorpe was home to a high number of young parents.

These are circumstances where housing support services might be helpful in supporting people to better manage their tenancies and adopt actions which might help them to achieve better housing conditions for themselves. Bearing in mind these and other issues currently under investigation by the private sector housing management team, we would recommend that information designed to increase the public’s awareness of how to resolve their housing problems (including tackling private landlords about disrepair and other issues) needs to be produced and translated into some of the common (particularly Eastern European) languages used in Barnsley, along with information about how to access drug and alcohol treatment programmes, health care, financial advice and other types of support. Ideally, written information would include examples of common ‘scams’ that particularly target migrants.

The Council’s empty homes team has developed a project to bring back into use long-term empty properties. These are leased from property owners for five years, brought up to standard and then let via Berneslai Homes’ property management service. These are advertised on the CBL scheme but are particularly targeted towards people
who are potentially or actually homeless or whose former tenancy history excludes them from the housing register. Tenants are offered a licence rather than an assured shorthold tenancy. It is understood that this scheme may be extended to tackle long term empty properties in other areas.

HOAPS has developed a social lettings agency, taking 34 properties (currently) from private landlords to let to people that are potentially or actually homeless but to whom the Council does not owe a full homelessness duty. Some are also excluded from the housing register, usually because of former tenancy arrears. Properties are a mix of family and one bedroom, and are let on licence (the Council has a licence from the owner rather than a lease). Owners (most of whom are private landlords) are more prepared to engage as they receive additional support from the scheme for their tenants. Properties are let on a weekly basis, although some homes have now been in the Council’s management for two years. Properties tend to be in the town centre – a popular location and a good option for many customers. Most have two bedrooms, but households entitled to only one bedroom can be placed in a two-bedroom property under the current temporary accommodation regulations. If a property has to be returned to the owner, tenants can make a homelessness application and, if they have sustained their tenancy, may well have improved their position for re-housing options.

The scheme pays for itself using the temporary housing management subsidy, so landlords can be paid a full rent without any deduction for management, and HOAPS guarantee the rent: both of these factors obviously make the scheme attractive to owners. The small surplus made by the scheme is ploughed back into the homelessness prevention fund. The scheme is considerably more successful because support is available to tenants from a post paid for by sub-regional funding to tackle non-priority need homelessness. However, the funding for this worker only lasts until February 2016. The same support worker also works with people whose homelessness is prevented or resolved through a private rented home – more information is provided in section 6.

Whilst the social lettings agency runs well at present, the Council needs to consider its longer-term future (given that temporary accommodation management subsidy is anticipated to reduce in future years), and whether or not it can be developed to provide access to housing for other people who find it difficult to access private rented housing, rather than just those who have presented as homeless. A larger scheme would need to be funded by management fees as well as temporary accommodation management subsidy (only available where the property is used to prevent or resolve homelessness). Landlords’ willingness to participate in a scheme that pays a less generous rent is uncertain, but should be explored given that excellent relationships have already been built up with several good landlords. The retention of support input would, however, be vitally important, not just for the tenants but also to maintain the involvement of landlords in the scheme.
5.7 Housing Benefit

The channel shift to online Housing Benefit applications, introduced in April 2015, was a challenge for customers and for those supporting them, particularly because of software issues (now resolved). In addition, the Council has had to ensure that its (now) generic staff is trained in the full range of work tasks required. The Council has monitored the impact of changes and has responded to difficulties by adjusting software, enhancing telephony and putting in place arrangements for people who cannot use the online forms: these arrangements will need to be maintained. Telephone numbers for people who need help to complete forms are included on the front page of electronic forms, and welfare benefits and Berneslai Homes have been provided with a direct dial number to back office staff.

The ongoing channel shift to online applications and updates will continue to be a challenge for some vulnerable people. Further improvements in how vulnerable people are signposted to assistance are being progressed, and the forthcoming introduction of an offline form will enable agencies working with people without internet access to complete an electronic form to upload later. Officers have gone out to agencies’ offices to help them connect to self-service and to give support when completing e-forms, and further support is available.

At mid July 2015, the backlog of claims processing had reduced substantially, with average time to process new claims being 32 days and changes in circumstances being 12 days. Further reductions in backlogs and processing times are anticipated.

Feedback from HOAPS is that housing benefits are very helpful in arranging direct payments to private sector landlords where that will help to secure the property.

Barnsley uses all of its Government allocation for Discretionary Housing Payments (DHP), and in fact had to hold applications made towards the end of 2014/15 over until 2015/16. DHP regulations state that it can be used for single payments towards rent deposits but Barnsley has not introduced this into its policy. Whilst these would be of great help to those trying to access private sector housing, in reality any resources used for these would have to be carved from other awards.

5.8 Recommendations

Recommendations

Access to smaller general needs dwellings

The estimate of need for move on for adult and socially excluded groups indicates a total of around 320 households per year, of which around 50 would be families with children requiring two or three bedroom properties, with the remainder requiring one, and a small number two bedroom properties.

Additional ordinary housing will be needed for care leavers living with foster carers or in White Rose accommodation who want to move on to independent living.
More interim and permanent core and cluster accommodation in general needs housing with housing support as a pathway to permanent housing, and permanent core and cluster housing will also be needed – see section 6 for numbers.

**Adapted housing, adaptations and equipment**

Barnsley Council should:

- Work with Berneslai Homes, other social housing providers and the equipment and adaptations service to assess the costs and benefits of setting up and maintaining a Register of Adapted Properties in Barnsley. It is acknowledged, however, that the Choice Based Lettings adverts include all relevant property attributes
- Work with Berneslai Homes and other housing providers to ensure the availability of one and two bedroom and larger type dwellings for disabled people
- Look to find ways of reducing the waiting times for adaptations funded via DFGs
- Sustain the Staying Put service and identify ways in which the range of services provided by Staying Put could be promoted to older and disabled households in the borough, including self funders
- Develop a retail model for community equipment services aimed at self payers

**Older people in the mainstream housing market**

Barnsley Council should hold discussions with social and private developers operating in the borough about the potential to develop good space standard 2/3 bedroom ‘lifestyle’ dwelling types across all tenures, specifically to encourage older households in family homes to move and downsize. Dwelling types could include:

- Houses
- Cottages with one bedroom and bathroom downstairs
- Bungalows

This range of dwellings should be considered as part of the 1,100 annual objectively assessed need for housing

**Access to housing**

Barnsley Council should work with all social landlords and good quality private landlords towards ensuring that there are arrangements for enabling smooth move-on from all supported housing in the borough.

Berneslai Homes should include examples of timescales for overcoming exclusion from the Housing Register in the Allocations Policy booklet.
Berneslai Homes and HOAPs should ensure guidance for staff is explicit about only asking for information about unspent convictions or convictions that are relevant to housing applications.

Barnsley Council and partners should further explore whether a Housing First model would assist in addressing the needs of homeless people with multiple and complex needs.

Consideration needs to be given to the availability of single persons accommodation in the development of future housing provision. However, both the Council and Berneslai Homes have advised that they do still have a regular turnover of smaller one-bed stock suitable for single applicants and were able to respond to the bedroom tax positively by assisting those who wish to downsize to do so.

Private rented sector

With SYCU, develop publicity about the availability of loans for rent deposits, to make it easier for, particularly, single and couple households to secure a privately rented home.

Barnsley Council needs to ensure that information for the public about how to resolve their housing problems is available, particularly in high stress areas, and that it is translated into languages used by migrant workers in the area. With its partners, it should develop information about how to access treatment, care and support services in other languages.

The Council should explore the potential for expanding the empty homes and social lettings agency schemes to prevent or relieve more cases of homelessness where households are not owed a full housing duty.

Housing Benefit

To ensure that vulnerable people are enabled to secure and sustain a home, the Council should continue to outreach to support agencies that are working to resettle or sustain the tenancies of vulnerable people, to ensure they can use online applications.

The Council should also consider whether it can offer direct dial back office numbers to other support agencies, so that best use is made of their time and swift action can be taken where tenancies are at risk because of benefit issues.
6. Specialist accommodation and housing related support

6.1 Current supply

The tables and maps below set out the current supply of accommodation and support services for vulnerable groups in Barnsley covered by this report. More detailed supply information is provided in additional tables in Appendix 6, and additional maps in Appendix 7 which detail individual schemes and services by client group for each Area Council Area.

Accommodation based services

Older People

Figure 6.1: Total of Care and Nursing Home Beds for Older People in Barnsley

<table>
<thead>
<tr>
<th>Area</th>
<th>Residential beds</th>
<th>Nursing beds</th>
<th>Total beds</th>
<th>No of homes with Dementia beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central</td>
<td>271</td>
<td>245</td>
<td>516</td>
<td>6</td>
</tr>
<tr>
<td>Dearne</td>
<td>143</td>
<td>33</td>
<td>176</td>
<td>4</td>
</tr>
<tr>
<td>North</td>
<td>218</td>
<td>117</td>
<td>335</td>
<td>3</td>
</tr>
<tr>
<td>North East</td>
<td>125</td>
<td>157</td>
<td>282</td>
<td>5</td>
</tr>
<tr>
<td>Penistone</td>
<td>0</td>
<td>72</td>
<td>72</td>
<td>1</td>
</tr>
<tr>
<td>South</td>
<td>189</td>
<td>200</td>
<td>389</td>
<td>6</td>
</tr>
<tr>
<td>TOTAL</td>
<td><strong>946</strong></td>
<td><strong>824</strong></td>
<td><strong>1770</strong></td>
<td><strong>25</strong></td>
</tr>
</tbody>
</table>

Spatially, there is a good supply and spread of care homes for older people across Barnsley, apart from Penistone – see map below.
Figure 6.2: Extra care/sheltered housing +, Sheltered schemes and other older people’s schemes

<table>
<thead>
<tr>
<th>Area</th>
<th>Total number of extra care/sheltered housing + units for rent</th>
<th>Total number of extra care/sheltered housing + units for shared ownership</th>
<th>Total No. of sheltered and older persons units for rent</th>
<th>Total No. of sheltered and older persons units for sale and shared ownership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central</td>
<td>52</td>
<td>0</td>
<td>359</td>
<td>27</td>
</tr>
<tr>
<td>Dearne</td>
<td>60</td>
<td>0</td>
<td>198</td>
<td>0</td>
</tr>
<tr>
<td>North</td>
<td>0</td>
<td>0</td>
<td>69</td>
<td>35</td>
</tr>
<tr>
<td>North East</td>
<td>49</td>
<td>8</td>
<td>88</td>
<td>0</td>
</tr>
<tr>
<td>Penistone</td>
<td>0</td>
<td>0</td>
<td>99</td>
<td>0</td>
</tr>
<tr>
<td>South</td>
<td>46</td>
<td>2</td>
<td>197</td>
<td>63</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>207</strong></td>
<td><strong>10</strong></td>
<td><strong>1010</strong></td>
<td><strong>125</strong></td>
</tr>
</tbody>
</table>

Borough wide maps, broken down into the 6 areas are provided below for:

- Sheltered housing for rent and sale
- Extra Care/sheltered housing +

Spatially, there is a good supply and spread of sheltered/older persons housing schemes for rent across the borough, but only a limited supply and spread of sheltered/older persons housing for sale and shared ownership in all areas, with no supply in Dearne, North-East and in particular Penistone, the area with the highest equity values in Barnsley.

Spatially, there is only a very limited supply and spread of extra care/sheltered housing + for rent and shared ownership across the borough. There is only one scheme for rent in four areas – Central, Dearne, North East and South. Two schemes in the North East and South have a small number of shared ownership units, with no provision in the other 4 areas.

There are no extra care/sheltered housing + schemes of any tenure in the North or Penistone areas and no leasehold extra care/sheltered housing + supply in any area of Barnsley.
Vulnerable adults

Residential care and nursing home places for Adults

There are 372 care and nursing home places for adults. Most of the homes accept a mix of adult groups and details for each home and who they take are provided in Appendix 6. There are some homes that only take one adult group and they are:

- 58 places for people with a learning disability only
- 18 places for people with mental health problem
- There are no homes that provide for PDSI only

Spatially, the supply is reasonably well spread across the more central areas of the borough, with limited supply in the outer wards and no supply in the Dearne area.
**Shared Lives**

There are 151 shared lives places, mainly for people with a learning disability. We do not have locations for these though we understand that they are spread across the borough.

**Learning disability supported living**

There are 178 units of supported living for people with a learning disability in Barnsley as shown in the table and map below. Spatially, these are reasonably well spread across the borough, apart from Dearne and the North East which have a low level of supply, and the Penistone area, where there is no supported living provision.

**Figure 6.3: Learning disability supported living**

<table>
<thead>
<tr>
<th>Area</th>
<th>Total No. of Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central</td>
<td>70</td>
</tr>
<tr>
<td>Dearne</td>
<td>13</td>
</tr>
<tr>
<td>North</td>
<td>39</td>
</tr>
<tr>
<td>North East</td>
<td>19</td>
</tr>
<tr>
<td>Penistone</td>
<td>0</td>
</tr>
<tr>
<td>South</td>
<td>37</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>178</strong></td>
</tr>
</tbody>
</table>
Socially excluded

Accommodation based schemes

Figure 6.4: Accommodation based schemes for socially excluded groups

<table>
<thead>
<tr>
<th>Area</th>
<th>Client Group</th>
<th>No. of Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central - Central</td>
<td>People with Drug Problems</td>
<td>10</td>
</tr>
<tr>
<td>Central - Dodworth</td>
<td>Mental Health problems</td>
<td>9</td>
</tr>
<tr>
<td>Central - Kingstone</td>
<td>Mental Health problems</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>Single Homeless with Support Needs</td>
<td>44</td>
</tr>
<tr>
<td></td>
<td>Young Homeless people including Care Leavers</td>
<td>5</td>
</tr>
<tr>
<td>Central – Worsbrough</td>
<td>Homeless Families with Support Needs</td>
<td>8</td>
</tr>
<tr>
<td>North - Old Town</td>
<td>Young Homeless people including Care Leavers</td>
<td>17</td>
</tr>
<tr>
<td>Address confidential</td>
<td>Homeless Families with Support Needs</td>
<td>8</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>117</td>
</tr>
</tbody>
</table>
There is also designated dispersed accommodation (where the person moves from the property when they no longer need that level of support):

- Offenders – 16 units
- Mental health – 6 units

Spatially, much of the supply is concentrated in the Central area of Barnsley, which is appropriate as this makes for easier access to facilities and services.

**Floating Support**

Details of all floating support services funded through housing related support and other sources are provided in Appendix 6 and summarised below. These numbers are as at July 2015, and they will change depending on the number of people funded at any one time through sources such as individual budgets.

Spatially, we understand from the Council and providers that these are spread reasonably well across the borough. However, individual addresses are not recorded so we were unable to verify this.

**Figure 6.5: Floating support services**

<table>
<thead>
<tr>
<th>Client Group</th>
<th>HRS funded floating support</th>
<th>Floating support funded by other sources</th>
<th>Total No. of Places</th>
</tr>
</thead>
</table>


### Needs summary by client group

Overall the population of Barnsley is growing and in simple terms that will mean that the support needs of most of the larger client groups will grow as well. Below is a summary of the needs analysis provided in Annexes A-C and the demographic profiling exercise for each client group:

#### Older People

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Headline Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Older people:</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Cross-cutting issues:</strong></td>
<td></td>
</tr>
<tr>
<td>• Access to information and advice specifically on housing and support options to enable older people to plan to meet their future need for care and support services. Services include the Customer Access Team (CAT) which provides screening and signposting; Connect to Barnsley website for information about social care, wellbeing and community; Connect to Support Barnsley Market Place for people to find and arrange support. Information about housing and related services could be improved for CAT; Connect to Barnsley should have more explicit information about housing options and Connect to Support could be improved to make it easier for people to navigate. The council should publicise the free government funded advice service for older people FirstStop.</td>
<td></td>
</tr>
<tr>
<td>• Prevention and early intervention: the Independent Living at Home Service (ILAH) provides community alarm, telecare and reablement services across the borough. The service is well established and could develop a wider Independent Living Service to include information and advice, signposting, visits and regular telephone contact</td>
<td></td>
</tr>
<tr>
<td>• Promote the Staying Put service to self funding older people</td>
<td></td>
</tr>
<tr>
<td>• Develop a retail model aimed at self funders for community equipment</td>
<td></td>
</tr>
</tbody>
</table>
### Client Group

<table>
<thead>
<tr>
<th>Headline Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Specialist housing</strong></td>
</tr>
<tr>
<td>- The number of older people is set to increase – 45.5% for those aged 75 – 84 and almost 83% for those aged 85+ up to 2030 including an increase of almost 64% of older people with dementia. There will be 8,000 more older households by 2030</td>
</tr>
<tr>
<td>- The population increase will put pressure on housing care and support services in the borough</td>
</tr>
<tr>
<td>- There is currently a good supply of sheltered housing for rent, well spread across the borough</td>
</tr>
<tr>
<td>- There are four extra care housing schemes none of which have care commissioned for the scheme and are not able to support people with complex or high level needs</td>
</tr>
<tr>
<td>- The supply of extra care should be increased once an affordable commissioning model is in place in the existing schemes</td>
</tr>
<tr>
<td>- All four schemes are in the East of the borough and predominantly for rent (only 12 units across two schemes are for shared ownership)</td>
</tr>
<tr>
<td>- There are high levels of home ownership in the west and a mixed tenure scheme here would help to meet the needs of the older people who wish to plan to meet their future need for care and support</td>
</tr>
<tr>
<td>- There is very little specialist housing for sale or shared ownership – only 125 units developed and managed by Chevin and Guinness Northern Counties</td>
</tr>
<tr>
<td>- There is no supported housing for older people with dementia and the borough would benefit from working with partners to design a dementia friendly building and an affordable service model. Evaluation of one scheme should be used to inform a future development programme. Examples of housing based schemes for people with dementia are provided in Appendix 8</td>
</tr>
<tr>
<td>- There are some operational issues to be addressed between sheltered housing providers and the ILAH service following the withdrawal of funding for support and shifting the eligibility for community alarm service to FACS criteria via adult social care</td>
</tr>
</tbody>
</table>

### Adult groups

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Headline Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Adult Groups: Learning disability, PDSI, and mental health</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Common context</strong></td>
<td></td>
</tr>
<tr>
<td>- A more integrated commissioning approach across all adult groups, and linking them to commissioning for older people</td>
<td></td>
</tr>
<tr>
<td>- A continued push away from institutional care and towards greater choice and control and independent living solutions, where possible in self contained housing</td>
<td></td>
</tr>
</tbody>
</table>
Continued pressure on Council and NHS budgets that sometimes make it hard to reconcile individual choice and the cost of providing care and support in independent settings for people at the higher end of the needs spectrum.

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Headline Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Learning disability</td>
<td>Social care client group data shows that there are 115 people with a learning disability supported in a care or nursing home setting. Of these, 75% are under 65, and more than 90% are living in a care rather than a nursing home. Social care client group data shows that there are 518 people with a learning disability supported in a community setting. People for whom the data is recorded are living in a range of housing settings and tenures, including nearly 18% owner occupiers. Less than 8% are living alone. Just over a third are receiving day care and the same number home care. Housing related support (HRS) data shows that only a small number of clients in HRS funded services have a primary or secondary vulnerability categorised as learning disability. Current supply of care and nursing home, supported living and Shared Lives provision is provided in section 6.1 above. Over half the Supported Living housing stock is still shared housing for more than two people rather than groupings of self contained dwellings. This can make it more difficult to match and place new people, which is costly for the Council in terms of voids. The Snapshot survey (see Appendix 9) carried out for this needs analysis identified 17 (around 13% of returns) people for whom the agency returning the survey identified learning disability as either the primary vulnerability (4 people) or secondary vulnerability (13 people). The need for literacy, numeracy and life skills were identified as particular issues for people with a learning disability. Data from PANSI predicts that by 2030 the number of people in Barnsley with: a learning disability will increase by 1%; with a moderate or severe learning disability will increase by 1.8%; with Downs Syndrome will not increase at all; and to have an Autism Spectrum Disorder, will increase by 1.8%. However, there are differences across different age bands with growth in the 35-44 and 55-64 age bands and fewer people in the 25-34 and 45-54 age bands. Other factors impacting on future demand include:</td>
</tr>
<tr>
<td>· A growing number of people with severe learning disability surviving at childbirth and into adulthood</td>
<td></td>
</tr>
<tr>
<td>· A growing number of people with challenging behaviour including autism</td>
<td></td>
</tr>
<tr>
<td>· A growing number of people with a learning disability living into older age, some with ageing family carers who will no</td>
<td></td>
</tr>
<tr>
<td>Client Group</td>
<td>Headline Findings</td>
</tr>
<tr>
<td>--------------</td>
<td>-------------------</td>
</tr>
<tr>
<td></td>
<td>longer be able to support them - the adult social care database for clients supported in the community shows 104 clients aged 45-54, 77 aged 55-64 and 49 aged 65+.</td>
</tr>
<tr>
<td></td>
<td>• The growing push towards choice and control and independent living may also mean that fewer families will want to continue to care for their children with a learning disability in the family home; and conversely more will have aspirations for their children to live more independently in the community</td>
</tr>
<tr>
<td></td>
<td>• 50 people still living outside Barnsley who the Council will wish to bring back into Barnsley where possible. Of these: 5 are in hospital; 3 in a secure unit and 42 in residential care</td>
</tr>
<tr>
<td>PDSI</td>
<td>Social care client group data shows that there are 26 people aged under 65 with a physical disability or sensory impairment (PDSI) supported in a care or nursing home setting, of which only 9 are long-term placements. In recent years around 30 people with PDSI have been moved on to more independent settings.</td>
</tr>
<tr>
<td></td>
<td>Social care client group data shows that there are 227 people aged under 65 with PDSI supported in a community setting. People for whom the data is recorded are living in a range of housing settings and tenures, including nearly 34% owner occupiers. 34% are living alone. Only 3 people are receiving day care but just over 50% are receiving home care.</td>
</tr>
<tr>
<td></td>
<td>Current supply of care and nursing home provision is provided in section 6.1 above. There is no community based accommodation or floating support service specifically for people in Barnsley with PDSI. There are a small number of bedspaces in other specialist accommodation which are suitable for people with a physical disability who also have a mental health problem or learning disability. There is one sheltered housing scheme for people with a physical disability or sensory impairment.</td>
</tr>
<tr>
<td></td>
<td>The Snapshot survey carried out for this needs analysis identified only 3 (2% of returns) people for whom the agency returning the survey identified learning disability as either the primary vulnerability (1 person) or secondary vulnerability (2 people). The need for ongoing housing support was identified as the key factor in terms of being able to resolve their housing and support needs.</td>
</tr>
<tr>
<td></td>
<td>Data from PANSI predicts that by 2030 the number of people in Barnsley with: a moderate physical disability will increase by 1.9%; with a serious physical disability will increase by 4.3%; with a serious visual impairment by 1.1%; and a moderate to severe hearing impairment by 3.3%; and a profound hearing impairment by 3%</td>
</tr>
<tr>
<td></td>
<td>As with learning disability there are differences across different age bands with reductions in the 45-54 age band.</td>
</tr>
<tr>
<td>Client Group</td>
<td>Headline Findings</td>
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</tr>
<tr>
<td></td>
<td>Other factors impacting on future demand include:</td>
</tr>
<tr>
<td></td>
<td>• The growing number of people with serious physical disabilities living into adulthood, and even older age</td>
</tr>
<tr>
<td></td>
<td>• A likely growth in the number of people surviving with serious head injuries because of advances in health treatments</td>
</tr>
<tr>
<td>Mental Health</td>
<td>Mental health services in Barnsley are provided through SWYFT. Data from RIO (the SWYFT client data base) shows 15306 people in Barnsley with a mental health problem.</td>
</tr>
<tr>
<td></td>
<td>The NHS outcome measure for people with mental health problems in settled accommodation shows that for 2011-12 only 36.9% in Barnsley are in settled accommodation compared with an England average of 66.8% and the England best performer figure of 92.8%. However, analysis of anonymised SWYFT client data provided to us calls this figure into question, as for 70.8% of clients (10,834 people) the accommodation status is not recorded. It is therefore impossible for us to say whether or not Barnsley is a good or a poor performer against this indicator.</td>
</tr>
<tr>
<td></td>
<td>SWYFT and other data shows that: Barnsley is a higher than average user of care and nursing homes for people with mental health problems; and that, excluding people in care or nursing homes, of the 29.2% of people for whom their accommodation status is recorded, a small but significant number of people with mental problems are in temporary or unsettled accommodation, or are in some cases sofa surfing, homeless or sleeping rough, for example:</td>
</tr>
<tr>
<td></td>
<td>• Staying with family or friends short-term (47 people - 0.3%)</td>
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<tr>
<td></td>
<td>• Sofa surfing (20 people - 0.1%)</td>
</tr>
<tr>
<td></td>
<td>• Other homeless who do not have any accommodation to go to and who were not in any of the other categories(9 people)</td>
</tr>
<tr>
<td></td>
<td>• Rough sleeper (4 people)</td>
</tr>
<tr>
<td></td>
<td>• Temporary accommodation such as B &amp; B (4 people)</td>
</tr>
<tr>
<td></td>
<td>• Refuge (3 people)</td>
</tr>
<tr>
<td></td>
<td>Most of these people are in either the 18-25 or 25-65 age groupings. This is a total of 87 people. Given the high level of non-recording of this data we can safely say that this data is an underestimate.</td>
</tr>
</tbody>
</table>
### Headline Findings

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Current supply of care and nursing home, community based accommodation and floating support services is provided in section 6.1 above</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>The Snapshot survey carried out for this needs analysis identified 35 (26.5% of returns) people for whom the agency returning the survey identified mental health as either the primary vulnerability (10 people) or secondary vulnerability (25 people). Financial problems, substance misuse, lack of life skills and needing help with re-housing were identified as the key factors in terms of being able to resolve their housing and support needs. In addition, of the 132 people in the SNAPSHOT survey over a third (49 people) had been diagnosed with a mental illness.</td>
</tr>
<tr>
<td></td>
<td>In addition, ward data from Kendray Hospital identified a significant increase in the number of patients with housing or homelessness problems from 2014-2015. For the first 20 weeks of 2015: one admission every two weeks is homeless; and one admission per week has an accommodation issue. For the period April 2014 to March 2015 17 delayed transfers of care were due to suitable accommodation waiting to be arranged. This excludes detained patients who are not recorded as delayed discharges.</td>
</tr>
<tr>
<td></td>
<td>Data from PANSI predicts that by 2030 the number of people in Barnsley with: a common mental health disorder will increase by 0.4%; with a borderline personality disorder by 0.3%; with an antisocial personality disorder by 1.6%; psychotic behaviour by 0.3%; and with two or more psychiatric disorders by 0.6%</td>
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<tr>
<td></td>
<td>The number of people predicted to have early onset dementia is predicted to increase by 7.9% for males aged 30-64 and 3.8% by females aged 30-64.</td>
</tr>
<tr>
<td></td>
<td>Other factors impacting on future demand include:</td>
</tr>
<tr>
<td></td>
<td>• The number of people not formally linked to mental health services but who were picked up in the snapshot survey as having mental health problems as their primary or secondary vulnerability. This includes people with chaotic lifestyles and dual diagnosis</td>
</tr>
</tbody>
</table>

### Socially excluded groups

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Socially Excluded Groups:</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>For these groups it is important to remember that people do not usually have lifelong conditions, and most do not have lifelong vulnerabilities.</td>
</tr>
</tbody>
</table>
### Cross-cutting issues:

- The Council’s Housing Options, Advice and Prevention Service (HOAPS) is well known to most service users, and is in the centre of town. HOAPS officers can spend considerable amounts of time trying to find the right accommodation for homeless applicants, to prevent them becoming or remaining homeless. As a result, Barnsley has a very high rate of ‘not homeless’ decisions compared to other councils (90% in 2014/15, compared, for example, to 23% in Doncaster, and 25% across England).
- Pathways are in place for some but not all customer groups
- There are few services working specifically with people with multiple needs in the area
- Welfare reform, including more recent announcements, will affect these clients in particular, making it more difficult to access and sustain settled homes.

### Homeless single people and rough sleepers

- The number of single person and childless couple homeless applications has remained steady for the last 3 years, but has increased as a proportion of the total, from 66% in 2008/9 to 77% in 2014/15.
- Applications for single people and childless couples aged under 35 accounted for just over two thirds of applicants by 2014-15 (but note that, since 2014-15, homeless 16-17 year olds have been dealt with and recorded by Future Directions rather than the homeless service).
- The most common reasons for homelessness for single people and childless couples in Barnsley are: parents and friends not being willing to accommodate them any longer; former asylum seekers leaving NASS accommodation; and losing accommodation with a partner.
- Sleeping rough was recorded as the reason for homelessness for a growing number: 10 in 2014/15 compared to 4 in 2012/13.
- Most single homeless households in Barnsley either have their homelessness prevented or were deemed not homeless. The most common prevention actions are a move into the private rented sector or a move into supported housing.
- There is one accommodation scheme providing 42 beds for single homeless people, and currently 4 short term beds for rough sleepers.
- The study provided an estimate of the number sleeping rough on any one night in the town centre of around 10-15, with additional numbers thought to be staying in Wombwell Woods. There are no permanent services dedicated to working with rough sleepers at present, either accommodation or engagement to help people access accommodation and other services.
- Between January and May 2015, 17 individuals were admitted to Kendray Hospital with housing issues, of whom 10 were homeless, a significant increase from previous years.
- There is a group of at least 14 people seen each year who have a combination of multiple needs including a history of rough sleeping, drug and/or alcohol problems, mental health needs, and some level of offending history.
**Client Group** | **Headline Findings**
--- | ---
**Offenders** | • The number of people making homeless applications on leaving custody or remand has remained stable for the last 3 years.  
• It appears unlikely that offenders leaving custody will be accepted as homeless or have prevention action recorded which has resolved their needs.  
• Many offenders with housing needs access either Action Housing’s accommodation, and go on to use their floating support service, or access Foundation’s floating support service for high risk offenders. These services are highly regarded by their service users and have good outcomes.  
• Other offenders access privately rented hostel, shared housing or flats, or supported housing for single homeless people or those with mental health needs.  
• 46% of the Probation services’ combined caseloads (CYCRC and NPS) were considered by their offender manager not to have settled housing which met their needs. At the time of the study, of those without settled accommodation, around a quarter were still in prison without a good housing solution to come out to, 8 people were sleeping rough for all or most of the week, 24 were sofa surfing, 15 were in supported housing (5 staying in supported housing outside Barnsley), 17 were in private rented property considered unsuitable for their needs, 7 were at risk of losing their tenancies, and a total of 56 did not have sufficient housing support to meet their needs.  
• OASys records show 56 people as having no fixed abode during 2014-15, so an average of around 1 per week. This was a considerable increase on the previous year.

**Substance misusers** | • Yorkshire & Humber as a region has a higher rate of drug use than the national average, and Barnsley is in line with regional averages.  
• The combined total of people accessing treatment for drug and alcohol use in Barnsley has slightly reduced over the last few years.  
• The prevalence of acute housing difficulties for people with problematic drug and alcohol use is reducing gradually: in 2014-15, the total number with an urgent housing need was 23, rather less than the total of 34 for the previous year, and 47 in the year before that. For those with a lesser degree of housing problem, the figure for 2014/15 was 82, compared to 59 in the previous year and 86 in the year 2012/13.  
• There is a good pathway from prison, homelessness, detox and rehabilitation into housing, support, and treatment services.  
• Services are provided at Phoenix Future’s T4 abstinence-based supported accommodation service at Beevor Court, which leads to second stage accommodation and floating support, and has good outcomes.  
• Substance misusers account for almost 40% of the total of people accessing housing support services.
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<th>Client Group</th>
<th>Headline Findings</th>
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|              | • The PFA snapshot survey showed that long term use of drugs or alcohol was seen as affecting the chances of resolving housing need for 17 people, and a secondary need for 26 people, a total of 43 people with unmet housing or support needs.  
  • 37 (almost half) of the people with housing needs and substance misuse needs who were recorded in the snapshot survey showed were not yet or were no longer in structured treatment. This particularly affects under-25s and people not in specialist housing support services for substance misusers.  
  • An increasing number – 17 in 2014/15 – had drug and/or alcohol, mental health, offending and other needs as well as an unmet housing or support need. |
| Young people, including at risk of homelessness, care leavers, young offenders and teenage parents | • Barnsley has a strong commitment to corporate parenting, and is developing its internal and external joint working.  
  • The Council’s lettings policy awards Band 1 status to care leavers.  
  • There have been significant improvements to the Council’s approach to homeless 16/17 year olds with Future Directions taking the lead from 2014/15. However, this has removed them from HOAPS’ data, making numbers difficult to determine. Future Directions reports that numbers of 16/17 year olds entering the care of the Council doubled between 2013/14 and 2014/15, at a cost of around £1,430,000 per year.  
  • In addition, more teenagers are now coming into care, so the combined impact on Children’s Services is very significant.  
  • To tackle this, a new and widely welcomed Intensive Adolescent Support Team has recently been established, focusing on interventions to prevent family breakdown and entry to care, including taking the lead with 16/17 year olds presenting as homeless.  
  • A joint accommodation panel determines placements in specialist housing schemes and reviews progress of current clients.  
  • A joint assessment and protocol is being progressed which will clarify roles and responsibilities for Future Directions and HOAPS, although agreement on details has been slow.  
  • Numbers of homeless applicants aged 18 to 20 have increased by 20% since 2012/13 (a 25% increase in the proportion of all homeless applicants), although none were accepted homeless. Homelessness prevention was achieved for around half, mainly through referrals into supported accommodation or a hostel.  
  • Two specialist supported housing schemes provide 22 units in total, and there are two specialist floating support schemes, plus a floating support scheme for teenage parents. All these schemes have waiting lists.  
  • The Council uses the White Rose contract for accommodation for looked after children, but these providers have no accommodation in Barnsley, meaning that young people have to live away from friends and family ties. |
### Client Group | Headline Findings
--- | ---
**Homeless or vulnerable families** | • HOAPS has made great strides in preventing and resolving family homelessness, reducing homeless applications by almost two thirds, with few families having to be temporarily accommodated as homeless.  
• Half of all family homeless applicants in 2014/15 were refugees newly granted leave to remain (see below for this client group).  
• Increasing homelessness prevention has enabled the Council to reduce its temporary accommodation to 8 units, with bed and breakfast used only rarely and for very short time periods.  
• HOAPS currently employs a support worker to work mainly with clients placed into the Social Lettings Scheme but who also picks up families placed in temporary accommodation, which is now not supported housing.  
• For families with a wider range of issues, Barnsley’s Troubled Families programme has been very successful with commissioned services including the Family Intervention Service. This programme is now in Phase 2, which has a broader range of criteria and around double the number of target families.

**People experiencing or at risk of domestic abuse** | • Like most authorities, numbers of recorded domestic abuse incidents are increasing, including people in need of specialist support. Housing advice enquiries related to domestic abuse increased by almost 50% since 2012/13 and homeless applications also increased, mostly amongst single females. MARAC referrals more than doubled in 4 years.  
• Despite national data showing higher rates of domestic abuse amongst same sex and transgender relationships, only 1% of all MARAC cases involved a victim that was LGBT.  
• Male and female victims are supported through IDVAs and specialist domestic abuse services, which include a refuge (females only) with 8 units and floating support with 16 units. Pathways and Victim Support offer counselling, specialist programmes and other support (largely unfunded). The Council very recently appointed two additional IDVAs, to add to the existing two.  
• With 8 refuge places, Barnsley has a 65% shortfall against the Council of Europe recommended rate: twice the national average shortfall of 32%.  
• There is currently no perpetrator programme in Barnsley, although Pathways has applied for funding to restart its earlier, very successful programme.  
• Attending a domestic abuse programme is difficult for women with young children as child care is not funded, even when the programme is part of a CAF plan. There are also long waits for mental health and therapeutic services for adult victims and children.  
• Barnsley has started a systematic review of its approach to domestic abuse.
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<th>Client Group</th>
<th>Headline Findings</th>
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| Refugees and migrant workers      | • In May 2015, the Council’s figures showed that there were 457 asylum seekers in Barnsley, a quadrupling in the number recorded in 2010, and with a significant increase in the number of single person households being placed in the borough. In 2014-15, 36 of the 52 households making homeless applications after leaving NASS accommodation were single people.  
• The Council does not have any information on how many asylum seekers are given leave to remain, or how many stay within the borough after being granted leave to remain.  
• The most recent information about migrant workers coming to the area is for 2013, when 830 people were known to be in Barnsley.  
• Many refugees leave Barnsley once given leave to remain, and others move into the private rented sector. There was little evidence of unmet housing need other than amongst single people, some of whom use temporary supported accommodation.  
• The most significant reported needs were for resettlement support, for both families and for single people, and for information about tackling housing needs and access to other services (such as treatment for substance misuse problems) to be available in different languages, for all groups. |

### 6.3 Projecting need for the next 15 years by client group

To produce estimates of future needs we have carried out a range of activities detailed in each of the client group sections in Annexes A-C. We have undertaken a process of triangulation within each client group to arrive at projected need. In the case of the Socially Excluded sector we have produced estimates of need for the sector as a whole reflecting the interlocking needs and patterns of service delivery and then added additional specialist needs where identified.

**Spatial dimension to projecting need**

The supply analysis in section 6.1 summarised the balance of supply across the borough for different client groups, and the supply maps in that section and Appendix 7 provide a visual analysis of the balance of supply. In considering the desired locations to address the supply proposals below:

- **Older people:** Extra care housing needs to be across the borough and to address the current imbalance identified in the West; dementia housing should be piloted where there is a suitable site and then rolled out in different parts of the borough; and future supply of downsizer/retirement housing should again be spread across the borough, with for sale schemes focused on higher value areas.
- **Adults:** cross cutting provision for people with complex needs should be developed in the centre of the borough to ease access to support services; other services should be spread to meet local need identified, and in the case of supported living to achieve a better balance across the borough

- **Socially excluded groups:** most provision should be in the centre of the borough to make it easier for people to access support services

### Older people

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
</tr>
</thead>
<tbody>
<tr>
<td>Older People</td>
<td>Ageing population</td>
<td>Need for specialist housing (extra care and supported housing for people with dementia) and retirement housing for sale and rent</td>
</tr>
</tbody>
</table>

**Older people:**

**Sector needs:**

- Reduce level of placements in long-term care
- Predicted increases in Bamsley’s older population likely to increase demand for downsizer and retirement housing for sale and rent; and for extra care
- Predicted increase in numbers of people with dementia and a need for supported housing and an affordable revenue funding model for care and support services
- To review care commissioning in the ‘extra care’ schemes to develop and affordable service model that can support residents with high level needs

**Older people:**

- There is a need to revisit care commissioning in the four extra care schemes if they are to provide an alternative to residential care and meet the needs of older people with complex/high level needs
- Identify site(s) and partners to develop a mixed tenure extra care scheme in the west of the borough. Care commissioning could be based on a Wellbeing model with residents making contributions to the cost of background care and support during the day and overnight

**Once commissioning model clarified:**

- 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
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<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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<tbody>
<tr>
<td></td>
<td>• Develop a design for supported housing for people with dementia and an affordable funding model for care and support services. Develop a scheme and monitor and evaluate costs for the LA and outcomes for residents. Examples of dementia housing models are provided in Appendix 8</td>
<td>• Develop 5 x five person flats or bungalows = 25 unit housing scheme for people with dementia (including younger people); then put further development programme in place, depending on the learning from the pilot – up to 182 units</td>
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<td></td>
<td>• Increase the supply of downsizer housing and retirement housing for rent. Spatially, there is a good supply and spread of sheltered/older persons housing schemes for rent</td>
<td>• 500 additional units by 2030 across the borough, mix of downsizer housing and flatted retirement housing blocks</td>
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<td></td>
<td>• A limited supply and spread of retirement/downsizer older persons housing for sale and shared ownership in all areas, with no supply in Dearne, North-East and in particular Penistone, the area with the highest equity values in Barnsley</td>
<td>• Additional 800 units by 2030 in higher house price areas of the borough, mix of downsizer housing and flatted retirement housing blocks</td>
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</table>
## Adult groups

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<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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<tbody>
<tr>
<td><strong>Adult Groups</strong></td>
<td><strong>Sector needs:</strong></td>
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<tr>
<td></td>
<td>• There is no shortage of registered long-term care but the range of current supply options need broadening</td>
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<td></td>
<td>• There is a need for more flexible use of accommodation across and between adult groups and for housing based models for people with complex needs to bring people back from outside the borough</td>
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<tr>
<td></td>
<td>• There is a need for greater use of extra care housing for vulnerable adults as well as older people</td>
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<tr>
<td><strong>All adult groups</strong></td>
<td>• There is a lack of flexible housing based provision for people with complex needs – LD, autism, MH, ABI</td>
<td>Pilot 8-12 unit (non registered) housing based scheme for adults with complex needs</td>
</tr>
<tr>
<td></td>
<td>• 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)</td>
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</tr>
<tr>
<td><strong>People with a learning disability</strong></td>
<td>• There are 50 people still living outside Barnsley who the Council wishes to bring back into the borough where possible. 42 are in residential care and the remainder in hospital or a secure unit</td>
<td>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</td>
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<tr>
<td></td>
<td>• The snapshot survey identified 17 people with a primary or secondary learning disability who were not in learning disability services with a need for literacy, numeracy and life skills to be able to live in a settled tenancy long-term</td>
<td>8 person assessment and training unit using core and cluster model</td>
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<tr>
<td></td>
<td>• Around 45% of people currently living in supported living currently have low-medium needs a range of other accommodation options were identified as needed, including ordinary housing, core and cluster,</td>
<td>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)</td>
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<td></td>
<td>Promote ordinary housing options more strongly with culture of greater shared risk taking. Need is reflected in the SHMA targets, incorporating the housing</td>
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<tr>
<td>Client Group</td>
<td>Comment</td>
<td>Increase/Decrease in supply</td>
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</table>
| Keyring, and extra care housing                                             | • There are a growing number of people with LD living into older age  
• LD services only identified very few young people in transition with accommodation needs, mainly people with autism                                                                                              | • Evolve use of flexible floating support funded by individual budgets for people moving on to ordinary housing  
• No additional supply needed for young people in transitions – 2% reduction in numbers of 18-34 year olds                                                                                                     |
| People with a physical disability or sensory impairment                     | • PANSI predicts only a small increase in numbers of people with a moderate disability or sensory impairment by 2030 but a 3-4% increase in numbers with more serious disabilities  
• There are already good links between the disability services and Berneslai homes in relation to adaptations and re-housing                                                                                                       | • Look at ensuring a small number of adapted units are developed as part any new specialist accommodation that is commissioned in the borough  
• To broaden choice, ensure that the plans for 1 and 2 bedroom, and larger 4 bedroom new housing include a proportion with lifetime homes standards a small number of adapted properties for people with physical disabilities – including units that would be suitable for people with a neurological condition seeking an alternative to residential care (included in general needs housing proposals in section 5)  
• **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)  
• Consider floating support services funded through individual budgets for people living in general needs housing who may need support to sustain their tenancies                                           |
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<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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| People with mental health problems               | • Data from PANSI predicts only very small increases in the numbers of people with mental health problems in Barnsley  
• There is currently an over use of long-term care and data indicates that Barnsley performs below the average in terms of the proportion of people with a mental health problem who are in settled accommodation  
• RIO data shows a small but significant number of 87 people in temporary or unsettled accommodation. This is an underestimate because of lack of recorded data  
• the snapshot survey identified 35 people with financial and/or re-housing needs  
• There is a particular issue in terms of people with dual diagnosis, complex needs and chaotic lifestyles – see also homelessness section for socially excluded groups  
• Figures from Kendray Hospital have identified bed blocking due to re-housing issues and the number of patients with housing or homelessness problems increasing  
• There is a major gap in immediately available accommodation  
• Few or no housing needs have been identified from the mental services in terms of young people in transitions | • Reduce the use of long-term care beds  
• **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)  
• There are some excellent floating support services funded by HRS and individual budgets/commissioning. Numbers can flex up and down according to need. Providers have stated that they can achieve better VFM from their funding if they are given more authority to increase or reduce hours on cases as needed  
• The key priority identified is for immediately available accommodation, in particular for people with dual diagnosis and to avoid hospital admission – **1-5 cases a month.**  
• 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)  
• There is a gap between EMI nursing and specialist MH provision. However, the numbers do not appear to justify a dedicated scheme |
### Socially excluded groups

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<thead>
<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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</thead>
<tbody>
<tr>
<td><strong>Socially Excluded Groups:</strong></td>
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<tr>
<td><strong>Sector needs:</strong></td>
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<td></td>
</tr>
<tr>
<td>• Predicted increase of almost 5% amongst Barnsley’s population aged 20 to 39 years is likely to increase demand across all homeless and vulnerable client groups.</td>
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<tr>
<td>• Removal of entitlement to benefits to cover housing costs for some under-21 year olds may result in fewer young adults leaving the family home. However, any that do want/need to leave their family home will have to seek the Council’s agreement that they cannot return to live with their parents, which is likely to increase pressures on both HOAPS and Children's Services.</td>
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<tr>
<td>• Other welfare reforms including reductions in tax credits, and frozen LHA and working age benefits will increase housing stress, particularly amongst families with children and private rented tenants, and these and landlord taxation changes may reduce availability and accessibility of private rented homes</td>
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</tr>
<tr>
<td>• Need for a case management group to bring agencies together to improve outcomes for rough sleepers, and people with multiple needs</td>
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</tr>
<tr>
<td><strong>Homeless single people and rough sleepers</strong></td>
<td>• Immediately available accommodation for single homeless people and rough sleepers is in short supply in Barnsley. As a result, people are often referred to accommodation in Rotherham, Sheffield, Bradford or Leeds, but many fail to take up the accommodation.</td>
<td>• Long term funding for immediately available beds for rough sleepers – <strong>5 bedspaces</strong>, with at least 1 for women</td>
</tr>
<tr>
<td></td>
<td>• There is a need for action to prevent homelessness for single people on discharge from hospital, and to stop people being stuck in hospital because of lack of housing options.</td>
<td>Additional <strong>10 bedspaces</strong> for single homeless people, including 1 that can accommodate couples</td>
</tr>
<tr>
<td></td>
<td>• Single homelessness may increase as further welfare benefit changes and public sector cuts are implemented, and NSNO funding comes to an end. In addition, additional single people may be entitled to the full homelessness duty as a result of the Supreme Court ruling on determining priority need.</td>
<td>A navigation and engagement service for working with rough sleepers and people with multiple needs.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Facilities for rough sleepers to get showers and clean clothes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Increase access to settled housing (social and private rented).</td>
</tr>
<tr>
<td><strong>Offenders</strong></td>
<td>• Action Housing has a waiting list for their supported housing, and Foundation has a waiting list for their floating support service.</td>
<td>Additional <strong>8 bedspaces</strong> in supported accommodation for offenders.</td>
</tr>
<tr>
<td>Client Group</td>
<td>Comment</td>
<td>Increase/Decrease in supply</td>
</tr>
<tr>
<td>--------------</td>
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<tr>
<td></td>
<td>Some offenders have to be accommodated in unsuitable private sector shared housing because of the shortage of spaces in the Action Housing scheme, or because their behaviour makes them unsuitable to be accommodated there. Some offenders sleep rough or sofa surf whilst waiting for other accommodation to become available. Welfare benefit changes and increasing prevalence of the use of New Psychoactive Substances (&quot;legal highs&quot;) are likely to increase the number of offenders with housing needs, but this may be balanced by better planning for release from custody as a result of the Transforming Rehabilitation changes in prisons.</td>
<td>Additional 8 units of floating support for high risk offenders.</td>
</tr>
<tr>
<td>Substance misusers</td>
<td>Numbers of people with problematic drug use are slightly increasing but the numbers of people with problematic drug and alcohol use who have acute housing difficulties is gradually reducing in Barnsley. The difficult behaviour associated with New Psychoactive Substances (&quot;legal highs&quot;) is likely to increase, and to have an increasing effect for young people affected by homelessness, including losing their accommodation. There is a need for more joint working between treatment agencies and supported housing staff in non-specialist housing support agencies. There is an increase in the number of people recorded as having drug and/or alcohol, mental health, offending, and other complex needs.</td>
<td>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.</td>
</tr>
<tr>
<td>Young people, including at risk of homelessness, care leavers, young offenders and teenage parents</td>
<td>The current provision of placements via White Rose is all outside Barnsley, which means that teenagers lose touch with friends and family and can’t build up networks in preparation for leaving care. Supported lodgings would provide a family environment for 18 year old care leavers in particular.</td>
<td>For adolescents in care, need to re-commission supported accommodation placements within Barnsley, so that 16/17 year olds do not have to be placed distant to friends, family and EET opportunities.</td>
</tr>
<tr>
<td>Client Group</td>
<td>Comment</td>
<td>Increase/Decrease in supply</td>
</tr>
<tr>
<td>--------------</td>
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</table>
|              | • Demand significantly outstrips supply of the two specialist schemes at The Forge and Highfield Terrace. Moves through these schemes can be too slow, although should improve now the Accommodation Panel is reviewing cases.  
• The Forge has proved difficult to manage and 16/17 year olds are now rarely placed there. Barnsley should consider replacing this scheme with smaller schemes similar to Highfield Terrace, which works well, especially for more chaotic young people.  
• For 18+ year olds, access to private rented is already difficult and likely to become more so. This will slow moves through specialist schemes  
• IAST should have a positive impact on numbers leaving parental homes, but additional units are needed for current unmet need.  
• The crash pad at Highfield Terrace provides much needed emergency accommodation, but also introduces the young person to the potential for living independently from their family. A Nightstop-style scheme would give out the right messages and provide time for IAST to work with the young person and their family to get them back home. | 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.  
10 additional units of floating support would meet existing need and help improve throughput in specialist schemes.  
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.  
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. |
<table>
<thead>
<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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</table>
| People experiencing or at risk of domestic abuse | • Reports of domestic abuse have been increasing and are likely to increase further.  
• The Partnership’s focus needs to be on minimising impacts. Prompt police intervention and victim support may stabilise and even reduce the numbers of victims who have to leave their home.  
• The current 8 refuge places may be sufficient, provided quicker moves on (within three months) are achieved to avoid silting up.  
• To help victims to be resilient to abuse from new partners, the counselling and specialist therapeutic programmes are needed, and women with young children need childcare to enable them to participate, especially where this is part of a CAF plan.  
• A perpetrator programme would help to reduce the numbers of perpetrators that go on to abuse other women. | No additional refuge units are recommended, but examine ways to achieve a maximum stay of three months.  
Provide or fund childcare so that women can attend recovery and empowerment programmes.  
Ensuring the continuance of therapeutic and empowerment programmes would reduce levels of repeat victimisation.  
A perpetrator programme is important to reduce the numbers of women abused by this cohort. |
| Homeless or vulnerable families                   | • Currently the only support available to families in Barley Close is from HOAPS’ support worker, whose funding is due to end in February 2016. Besides refugees (see below), some other households need at least short-term support to deal with this major life event, and particularly minimise impacts on children.  
• The same support worker works with families and other households housed through HOAPS’ social lettings agency. This is an important contribution to homelessness prevention, and the support offered improves sustainment and encourages landlords to participate in the scheme.  
• With welfare reductions, more families will find it increasingly difficult to maintain their homes, particularly private tenants. Short-term support including budget management could be directed towards those at most risk of homelessness. | 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                      | • There may be an increase in the number of refugees, following the | A small scheme of 10 units of floating support would support |
### Client Group

<table>
<thead>
<tr>
<th>Client Group</th>
<th>Comment</th>
<th>Increase/Decrease in supply</th>
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</thead>
</table>
|              | Government decision to accept more people fleeing Syria.  
  - Migrant workers and asylum seekers are likely to continue to be housed or find their own accommodation in the private rented sector in Barnsley.  
  - Some households given leave to remain need support that is not currently on offer. | refugee households moving from temporary accommodation to settled accommodation in Barnsley. |

### Conclusions and priorities from the needs analysis

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 Berneslai and RP’s 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

Alongside this the highest priority is to address the needs of homeless people and people with chaotic lifestyles through:

- 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
6.4 Service development

A key part of the work has been to examine the potential for system and service development alongside of, or to avoid the need for additional accommodation services.

**Recommendations for older people are:**

- Keep the allocations process and payments for void losses in extra care housing under review
- Develop cost effective service and commissioning models for extra care and housing based models for people with dementia to achieve diversion from long-term care (a BCF target)
- Sort out operational issues between landlords and the ILAH service following the withdrawal of funding for community alarms in sheltered housing.
- Shift intermediate care services from institutions (hospital and residential care) into community based services

**Recommendations for adult groups are:**

- Better recording is needed of housing needs of adult groups
- Develop and promote improved information and advice for people with disabilities about ordinary housing options across all tenures, as starting point to building greater choice and empowering people with disabilities and their families to make decisions
- Clarify the future role of all Supported Living schemes in the light of these proposals to re-balance provision away from shared housing models and agree a clearer compact with providers based on a partnership approach and greater risk taking
- Update and re-instate the housing pathway for people with mental health problems as the existing pathway has lapsed
- Retain mental housing resettlement advisor capacity, currently in the EIT

**Recommendations for socially excluded groups are:**

- Ensure that information about how to resolve housing problems and where to go for help takes account of the needs and languages of people who come from other countries, especially for refugees coming through HOAPS. In addition, as a group of agencies, agree how capacity for interpretation and translation can be pooled, rather than each agency trying to meet these needs themselves.
- Establish a case management group to bring agencies together to improve outcomes for rough sleepers, both those that are new to rough sleeping, and those that are more entrenched.
• Develop ‘Making Every Adult Matter’ in Barnsley. This should include promotion of the PIE approach to support including provision of opportunities for supported housing agencies to learn about and adopt this approach and other ways of supporting people with multiple needs.

• Develop a Homeless Hospital Discharge Protocol as a first step to addressing the needs of people being admitted to hospital with housing problems, or leaving hospital with no accommodation.

• Develop closer links between the Council and the Criminal Justice System – at strategic and operational level, at casework level between NACRO and Action Housing advisers and HOAPS, and through regular involvement with the IMPACT team for Barnsley, and to seek to include prevention data from these agencies in homelessness prevention reports sent to DCLG.

• For victims of domestic abuse, re-draw the referral pathway and ensure that all agencies are aware of this, and the information that must be included in referrals to specialist services. To improve coordination, ensure that IDVAs share a recording and monitoring system so there is shared knowledge about referrals and to avoid people falling through the net.

• With the treatment system, develop wider circulation of information about drug and alcohol treatment, housing support services for substance misusers, and the T4 housing drop-in. In addition, together with providers, develop approaches to ensure that people resident in single person hostels have the best chance of remaining abstinent. This should include a menu of meaningful activities to engage people and improve employability skills, and staff training on legal highs.

• Given the Government’s July announcements on further welfare reforms, work across DWP, HOAPS and the Council’s Benefits team to identify and communicate with families that will have increased risk of homelessness so they are fully informed and offered opportunities to mitigate the risk through assistance into work.

• Ensure that the Council, either through DHP or HOAPS resources, covers the under-occupation charge for families in the homeless families unit since they have no option about their temporary accommodation placement. DHP, as a finite resource, has not always been available to cover this top-up.

• Work with social landlords to consider the potential for taking on leases of private sector properties to provide two and three bedroom shared accommodation for young people that would prefer to share.
7. Other preventative services to support well-being and independent living and their links with housing and support

Barnsley has been creative in evolving a range of Independent Living at Home (ILAH) services that focus on prevention and diversion from more intensive services. The establishment of ILAH as an arms length trading company provides the Council with further potential to develop its well-being and independent living offer.

Two additional areas of development potential have been identified. The first relates to the interface between ILAH and housing support services, and the role of Careline for socially excluded groups.

The second relates to the development of a broader ILAH offer, building a one-stop shop approach that uses Careline as a hub and incorporates a network of other ‘pay as you go’ services, including: handyperson and other property services; social and practical support; and personal care. There are a number of examples from other areas of the successful development of a broader ILAH offer, for example Eden Independent Living (http://www.edenindependentliving.org.uk/) run by Eden Housing Association (EHA), and Coast & Country’s HomeCall Independent Living Service (http://www.homecall.me/independent-living/). Further detail and case studies of both these initiatives is provided in Appendix 10.

Recommendations

- ILAH and Barnsley Council should look at the potential to develop the ILAH offer further for socially excluded groups, either as: an alternative to housing related support; or alongside other services such as housing related support; or as a value for money ongoing service after housing related support has been withdrawn.

- ILAH and Barnsley Council should look at the potential to develop a broader and more joined up Independent Living offer in the market place to complement the individual service offers available via Shop for Support Barnsley. This
8. Barnsley’s community approach and the interface with housing and housing support

A key part of the Council’s Corporate Vision for Barnsley is to build strong, self-sufficient and sustainable communities. The Area Council Area plans and discussions with locality staff in the Council has confirmed that there are clear areas of overlap between the actions in the Area Plans, and the housing and support issues being addressed in this report. These relate in particular to the private rented sector, particular population groups such as families and refugees, information and advice, and addressing social isolation and improving well-being and support for local people. Area Council Area budgets are in some areas being used to commission services that interface with housing and support for vulnerable people.

The key issue is how best to link up more strategically Barnsley’s bottom up sustainable community approach with other housing and support services for vulnerable people.

Further detail on initiatives that each of the Area Council areas is undertaking that links with the themes for this report is set out in Appendix 11.

Recommendations

- Barnsley Council Communities Directorate looks at the potential to build synergies in commissioning and delivery between the spatial sustainable communities approach and commissioning housing and support services for vulnerable groups
- The Locality teams examine the potential for community involvement in welcoming new movers from vulnerable groups: providing local links and contacts; helping people settle in and become part of the community
- Where there are concentrated reports of poor quality and/or managed private rented homes, consider the advantages of selective licensing to address and reduce problems
9. Commissioning and Funding

9.1 Introduction

This section of the report looks at:

- Commissioning accommodation and support services (section 9.2)
- Current funding (section 9.3)
- Future funding direction and option appraisal (section 9.4)
- Conclusions and recommendations (section 9.5)

Option appraisals for reshaping service and funding models, and other case study examples are provided in Appendix 12.

9.2 Commissioning

Barnsley Council is already moving away from commissioning by individual client group to a more integrated commissioning approach covering older people and adults.

A number of reviews of existing funding and services are also planned which is also likely to lead to a more integrated approach to commissioning and funding services for homeless people and people with complex needs.

Further developments we have identified are the need for a more integrated approach between:

- Commissioning taking place for vulnerable groups across different teams in the same directorate and sometimes through different Directorates (e.g. the People directorate and the Communities directorate) for the same client group
- Commissioning taking place for vulnerable individuals and bottom up locality commissioning through the Area Council Areas (see section 8)

Commissioners have already identified the benefit of having an up to date Directory of all specialist accommodation for vulnerable people so that if one scheme is no longer appropriate for one service user group it could be offered to commissioners for another group.

Commissioners are also working on market development with providers:

- To promote a more dynamic approach to supporting individuals achieve as much choice, control and independence in their lives
• To move to more flexible models of funding that do not require traditional block contracts

Most providers we have talked to have welcomed this shift in approach from the Council and are committed to maximising independence for the people they are supporting. However, they also want a stronger stake in shaping the strategic thinking around different services - both bricks and mortar and/or service development - in order to be able to use their experience and ideas to support the Council to achieve its goals – i.e. become true partners rather than just service deliverers. This will include discussion about how they can sustain existing and develop new services or cost effective models under an individual purchasing model.

In addition we have seen growing evidence of funding sources being used in tandem in order to fund key services and this highlights the importance of the Council continuing to build a joint commissioning and funding approach both within the Council and with key partners.

The reviews set out in section 9.4 will also have an impact on the ways services are commissioned in the future, both singly and in combination.

### 9.3 Current Funding

Key changes that have taken place in recent years:

- A gradual reduction in the number of different client groups funded through housing related support
- The Housing Related Support (HRS) budget has more than halved since 2011 from £4,839,636 to £2,379,395
- There has been a continuing shift from accommodation based services to floating support
- There has been a diversification of funding sources linked to HRS, in particular relating to floating support as shown in the supply data provided in Appendix 5

Figure 9.1 shows the current level of housing related support (HRS) funding for different service user groups in Barnsley.

**Figure 9.1: Total HRS budget for 2015/16**

<table>
<thead>
<tr>
<th>Service user group</th>
<th>£</th>
</tr>
</thead>
<tbody>
<tr>
<td>Substance misuse</td>
<td>259,558</td>
</tr>
<tr>
<td>Older people</td>
<td>312,126</td>
</tr>
<tr>
<td>YO and single homelessness</td>
<td>700,395</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>Domestic Violence</td>
<td>148,570</td>
</tr>
<tr>
<td>Offenders</td>
<td>381,566</td>
</tr>
<tr>
<td>Teenage Parents</td>
<td>55,818</td>
</tr>
<tr>
<td>Generic</td>
<td>150,917</td>
</tr>
<tr>
<td>Learning disability</td>
<td>193,566</td>
</tr>
<tr>
<td>Mental health</td>
<td>97,698</td>
</tr>
<tr>
<td>Learning disability/mental health</td>
<td>79,179</td>
</tr>
<tr>
<td><strong>Total HRS budget</strong></td>
<td><strong>2,379,395</strong></td>
</tr>
</tbody>
</table>

In terms of funding diversification, we have not been able to obtain exact figures. However, the other funding sources that now interface with HRS funding include:

- Substance misuse funding (former DAAT)
- Offenders – National Offender Management Service
- Community Safety
- The Police and Crime Commissioner
- Area Councils
- Adult and Children’s social care funding and Individual Budgets
- Better Care Fund
- Reablement and Intermediate Care
- Local advice and other services to support local people funded through Area Council Area budgets

Examples of these sometimes complex interfaces are:

- Future Directions’ funding for housing and support for care leavers and homeless 16/17 year olds, and funding for crash pad placements that is dependent on who is placed and by whom
- Domestic abuse – substantial funding from community safety and the police and crime commissioner, Ministry of Justice funding, plus extensive volunteer support from both Pathways and Victim Support that is funded (core service and volunteer support) by these organisations, plus charitable funds to support victims to establish a home and towards specific programmes
- Intensive housing management at 28A (single people), Barley Close (homeless families) and other schemes can be funded through Housing Benefit without funding from the Council or other commissioners
• Help 4 Homeless Veterans support (in Berneslai Homes accommodation) is provided by volunteers who are supported by the charity
• The floating support service provided by Together is funded through a mixture of a HRS block grant and individual purchasing through the mental health RAP panel
• Barnsley Churches Drop-in Project paid for by charitable sources and largely provided by volunteers

This diversification of funding does NOT mean that HRS funding from the Council is no longer required in Barnsley. Instead, the services commissioned using HRS funding have had the effect of drawing in other resources. For example, funding from external sources often require match funding. Existing funding demonstrates that the Council has assessed that there is a need, and this attracts external funding. Charitable funders are attracted to add value to something that already exists but rarely want to entirely fund new services. Were the Council to rely on these other resources, many would fall away and certainly services would close.

9.4 Funding profile to support medium term financial planning

9.4.1 Introduction

This is a time of considerable change for Barnsley Council. In addition to our commission, a number of other initiatives are also taking place within the Council that will impact on the future delivery model and the funding profile linked to that. These include:

• Review of alternatives to residential care provision.
• Re-tender of drug and alcohol services.
• Review of learning disability supported living.
• Re-specification and procurement of young persons’ accommodation pathway.

In addition, a number of budgets are under pressure for further reductions, for example the substance misuse review is facing a £1 million reduction in funding.

The Locality Commissioning and Healthier Communities Team are also planning to commission further reviews in relation to housing related support funding for:

• Older people
• Young people at risk and single homeless people at risk
• Women at risk of domestic violence
• Offenders
• Learning disabilities, mental health and a combined learning disability/mental health service
• Teenage parents and generic support

These reviews will be phased over a 21-month period from June 2015 to March 2017, with the aim of aligning investment in HRS with wider Council priorities.

Following discussion with the Head of Locality Commissioning & Healthier Communities and her team it was agreed that, given the scale and breadth of review it is not possible for us to provide a detailed medium term 5 year funding profile.

We have been asked, therefore to provide a high level financial overview focussed on:

• The needs and priorities we have identified and the funding implications of options and models for addressing these
• Making the best use of resources in a strategic and targeted way, including:
  - Any services the Council should not be funding
  - Other ways of working and delivery
  - Ways of bringing in other sources of capital funding for developments

We look at each of these themes in turn.

9.4.2 Needs and priorities and funding implications of options and models

Reshaping services and funding models

Appendix 12 sets out option appraisals for the following key areas of funding and service re-design:

• Extra care housing
• Housing for people with a learning disability
• Provision for 16-17 year olds
• Services for single homeless people

9.4.3 Making the best use of resources in a strategic and targeted way

1. Use of HRS funding

The Council will need to consider all sources of funding in the future. The focus of HRS funding in the future should be targeted at groups for which other sources of funding may be harder to access, for example:

• Homeless people and people with mental health problems and multiple needs who are hard to reach
- Young homeless and young people in transitions
- Extra care housing for older people
- People affected by domestic violence
- Refugees

Pooled funding should be used where there are multiple interests including health, social care and young people. Examples of blended funding are set out in section 9.3 and further suggestions for blended funding are provided under Model 1 below.

2. **Services the Council should not be funding via HRS**

We have identified one service currently funded through HRS that the Council should not be funding. This relates to the £133,798 HRS funding for tenants of Berneslai Homes (20 schemes), Guinness Northern Counties (4 schemes) and Yorkshire Housing Association (2 schemes), Equity Housing Association (1 scheme) receiving funding support for community alarm services.

We understand that for Berneslai Homes tenants the contract is between the Council (not Berneslai Homes) and ILAH. For the three registered providers the contract is between HRS and the registered providers.

An option appraisal for this proposal is provided in Appendix 12.

3. **Diverting resources away from use of residential care**

We have identified the continued over use of residential care, in particular in relation to older people and mental health. There is also potential for less use of institutional placements for people with learning disability and complex needs.

A key to freeing up funding for the future is to continue the process of diverting people from long-term care. A number of our proposals in section 6 on future supply developments – including extra care, housing based models for people with dementia, housing based models for people with complex needs, and core and cluster models for people with disabilities – will broaden choice and assist the drive to reduce the use of long-term care.

4. **Other ways of working and delivery**

Below we set out four emerging funding models that we see potential for building on further in the future.
Model 1: Moving to a blended funding model

There is clear evidence that over the past five years Barnsley has moved from a funding model that sees HRS as the only funding source, to a much more flexible blended funding model where a range of funding sources are used, sometimes singly and sometimes in tandem. Examples are:

- A range of support services for domestic violence now funded through HRS, the Police and Crime Commissioner, Community Safety and the Home Office
- Individual services funded through more than one support funding source, for example Together (an HRS service for people with mental health needs), which receives funding from the mental health RAP panel via Individual Budgets for around 65 people, and HRS funding from the Council for around 20 people

We would recommend that this approach should be adopted for two other client groups.

Young people – 16 and 17 year olds that are care leavers and/or homeless

At present, HRS funds support services at The Forge and Highfield Terrace, and the floating support services for teenage parents and young people. The beneficiaries of these services include a good proportion of care leavers who would otherwise have to be placed in considerably more expensive accommodation through the White Rose contract framework. We have recommended that accommodation for this group is procured within Barnsley, which also provides an opportunity to consider how The Forge building can be replaced with smaller schemes more akin to Highfield Terrace. Bearing in mind the substantial costs of accommodation for care leavers in the non-Barnsley accommodation, joint commissioning would address the current overspends in Future Directions and provide a range of more appropriate solutions for this client group.

People with multiple and complex needs

There is a small group of people whose needs are not, and cannot be met through current services, particularly since these services work separately. We have already recommended that a panel is set up to look at these needs and consider how this cycle of homelessness can be broken. From our review, we understand that needs include substance misuse, which for some people include both physical and mental impacts, and mental health issues including people with enduring mental illnesses whose behaviour is too chaotic to be able to accept treatment or support from mental health services but who are ‘frequent flyers’ at Kendray Hospital. There may also be hidden physical health needs that are prompting frequent use of Accident and Emergency and, potentially, frequent admissions and re-admissions to hospital.
There needs to be a commitment from all relevant agencies – health, substance misuse and the People directorate - to formulate a combined service that is jointly funded and can focus on meeting the needs of this group.

Some social housing providers – for example Thirteen Group on Teesside and London & Quadrant in London - are directly funding some housing support services from their own resources. The focus of such services is people who are at risk of losing their tenancy for support rather than purely arrears or tenancy enforcement type issues. Such services are often also targeted at tenants who may not have a clear diagnosis and so are not eligible for housing support funded through other sources. These providers have found that such a service is self funding because the cost is less than tenancy turnover costs, as well as achieving wider benefits of reducing neighbour issues and general community cohesion.

This model has been considered by the Council and Berneslai Homes. It is not something that they are looking to progress at this time due to low levels of people losing their tenancies due to non arrears reasons, and the number of specialist support services that Berneslai Homes are already appropriately targeting to meet the needs of both the business and customers.

**Model 2: Encouraging other voluntary sector-led models, which can attract charitable funding**

There are now examples of voluntary sector funding models providing HRS. An example is the Help 4 Homeless Veterans support service for around 20 ex-Forces personnel living in housing provided by Berneslai Homes, with support provided by volunteers.

A number of Big Lottery strands are also aimed at addressing particular needs or helping people who face particular types of hardship. Bids must usually be submitted by voluntary sector organisations, often working in partnership with other bodies. The Fulfilling Lives strand, for example, is meeting needs of people with complex and multiple needs in a number of places, including West Yorkshire. A new programme, Help through Crisis, which is open until 26th August 2015, is intended to meet the needs of people facing hardship because of a lack of basic needs such as food, shelter, fuel and basic health and/or social care. Bids are welcomed from organisations offering person-centred and holistic services, drawing on the knowledge of experts with lived experience, collaborating well with others to address immediate needs. Barnsley Council needs to work with, support and encourage voluntary sector agencies to be able to bid for funds of this sort, in order to address the needs of people who currently are not at the forefront of Council funding streams.

In both young persons’ and single homeless sections we have recommended the use of the ‘Nightstop’ model. This relies on volunteer hosts and drivers to accommodate and transport homeless people to stay in family homes overnight or for a few nights, whilst another solution is found. This model is used widely elsewhere. Some funding is required for the coordination and training, and a small recompense for each night’s accommodation.
In the single homeless section, the example of ‘The Lodge’ in Darlington shows how a group of people can use housing benefit funding to pay for intensive housing management delivered by voluntary sector staff, with no recourse to HRS funding.

**Model 3: Moving from block to spot contracting**

There has been a shift in Barnsley from block to spot contracting. This provides more flexibility for the Council but greater risk for providers to have to manage uncertainty in terms of both guaranteed income flow and staffing levels that need to be flexed according to service demand at any one time.

We do support this shift but there is a quid pro quo for the Council in terms of giving more certainty to providers on spot contracts in other ways – see commissioning section in 9.2 above.

**Model 4: Separating accommodation from support funding**

We have been told particularly by adult social care commissioners that their preferred approach is to separate in contract terms accommodation from support providers.

In our experience there is no guarantee that this will produce a better outcome for the service users. For example there are a lot of examples of the same organisation (for example Housing and Care 21) providing housing and personal care in extra care housing in a way that offers an integrated and cost effective service model and good individualised outcomes for the individual.

5. **Ways of bringing in other sources of capital funding for developments**

In terms of offering a greater housing choice for older people, in particular the 60% of older households in the borough who own their own homes, we have already identified in section 5.4 that some examples of both general needs and specialist house builders who are beginning to develop new housing types specifically targeted at the older people’s market. They have access to capital and we have recommended that the Council approaches potential developers to see if they are interested in developing housing for sale specifically aimed at the older people’s market.

One of the effects of a long period of low interest rates has been that financial institutions (for example Pension Funds), and private individuals have been looking at other ways of investing capital from which they can get a regular annual return of their investment. Local authorities can therefore work with both private and social housing developers to build new specialist housing schemes without a reliance on HCA (Homes and Communities Agency) capital grant. Case Study and good practice examples are provided in Appendix 12 for:

- Retirement housing and assisted living
- Dementia
- People with disabilities
- Low cost home ownership options through social landlords for people with disabilities

### 9.5 Conclusions and Recommendations

#### Recommendations

| Establish a strategy for HRS across the Council, establishing the Council’s position regarding commissioning and delivering provision, taking account of current services and expectations. As part of this build a more integrated approach across the People and Communities directorates to commissioning housing and support services for vulnerable people |
| Use the supply databases put together for the Council for this commission to create one shared directory of all specialist support accommodation that commissioners from different directorates that can use for: |
| - Sharing information |
| - Looking at the potential for a scheme/dwelling no longer appropriate for one service group to be used for another group in the future |
| Consider the option appraisals for shifting services and funding for a number of key development areas |
| Build on current experience to pool and share budget costs for key services across different funders and consider the other models of funding and service delivery outlined. |
| Consider other potential sources of capital funding for new developments and build partnerships with developers |