

Rossendale Supported Housing Strategy 2008

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Introduction

Supported housing can be defined as:

- Services that help vulnerable people to remain in their own homes
- Services that help vulnerable people to move out of temporary accommodation and into their own homes
- Services that help vulnerable people to become independent from supported housing

This is Rossendale's first supported housing strategy. It will act as a template for the development and delivery of services that help vulnerable people to live independently or move on from supported accommodation.

Rossendale's vision on supported housing will contribute to the wider aims of the Rossendale Housing Strategy and a number of other related plans; Ultimately, It will help inform the Rossendale Sustainable Community Strategy.

This will, hopefully, help Rossendale to maximise the amount of funding it receives from local, regional and national sources, including that which will soon become available via the Lancashire Area Agreement.

The strategy has also been developed to ensure that Rossendale continues to fulfil its obligations under recent legislation changes and Government targets.

It has been developed against a background of recent national and regional developments and has been informed by a review of existing services and need; from this a high quality action plan has been developed.

The Aim of the Strategy

The overall aim of strategy is to address the specific housing needs of those people in Rossendale who are vulnerable or suffer exclusion by providing quality housing and services to promote choice and independence.

The strategy has three specific objectives:

- Developing a better understanding of unmet need
- Facilitating a multi agency response to that need
- Enabling an integrated and strategic approach to future need

Structure and Methodology

The strategy will be presented in three sections: Section 1 will provide a background and record the achievements of the first strategy; it will then show how the Supported Housing Strategy fits with other plans and provide a summary of services and needs in Rossendale.

Section 2 will provide a more detailed service map and needs analysis covering the following vulnerable groups:

- Older people with general support needs
- Older people with mental health problems/dementia
- Frail elderly
- People with a physical disability and/or sensory impairment
- Single homeless people with support needs
- Homeless families with support needs
- Domestic violence victims
- Travellers
- Refugees and asylum seekers
- Rough sleepers
- Homeless young people
- Care leavers
- Teenage parents
- People with HIV/AIDS
- People with a learning disability
- Offenders
- People with drug problems
- People with alcohol problems
- People with mental health problems

Recommendations for action will be made where appropriate and section 2 will conclude with a summary of the recommendations.

Section 3 will prioritise and categorise the recommendations; it will also contain a 'SMART'* Action Plan to guide developments in supported housing in Rossendale for the next three years.

For many of the vulnerable groups there is a considerable overlap between the supported housing strategy and the homelessness strategy; where this is the case and a significant relevant action is required it will be included in this strategy document, for less significant actions the information will be not be reproduced but a reference homelessness strategy will be provided.

Information has been gathered from a review of published documents and by agency consultation via email, telephone or face to face contact.

* SMART actions are: Specific, Measurable, Achievable, Relevant and Timed

Section 1 Background

The strategy has been produced to take account of recent national of four recent significant national developments.

National Developments

The **Homelessness Act 2002** made significant changes to the way local authorities must respond to homelessness: new priority groups were introduced, an emphasis was laid on multi agency working and the prevention of homelessness was made a priority. More recently, the Government has set targets to reduce the use of temporary accommodation and increase the number of people moving on to permanent housing.

The **Supporting People Programme**, created in 2003, provides the means through which Government ensures that some of society's most vulnerable people receive help and support to live independently.

The Government has published a new strategy for Supporting People in 2007.

This strategy is based on four key themes:

1. Keeping people that need services at the heart of the programme
2. Enhancing partnership with the Third Sector
3. Delivering in the new Local Government landscape
4. Increasing efficiency and reducing bureaucracy.

The Government's **Green Paper on the Future of Social Care 2007** promotes a multi agency approach and makes proposals such as:

- services should maintain the independence of the individual by giving them greater choice and control over the way in which their needs are met
- the local authority should have a key strategic role and work with a range of partners, including primary care trusts and the independent and voluntary sectors, to provide services which are well planned and integrated, make the most effective use of available resources, and meet the needs of a diverse community
- services should be of high quality and be delivered by a well-trained workforce or by informal and family carers who are themselves supported
- better use should be made of technology to support people
- a wide range of supported housing options should be provided

At the time of writing (January 2008), the Government is consulting with stakeholders on the Green Paper; it is possible that the current emphasis being placed on multi agency working may, in the future, be strengthened by legislative changes such as those that have led to the introduction of Local Area Agreements.

Local Area Agreements are three-year agreements with priorities agreed between all the main public sector agencies working in the area and with Central Government.

Most importantly perhaps, Local Area Agreements will make significant changes to the way that many supported housing services are funded

The Lancashire Area Agreement is currently being comprehensively revised and a new document is expected by

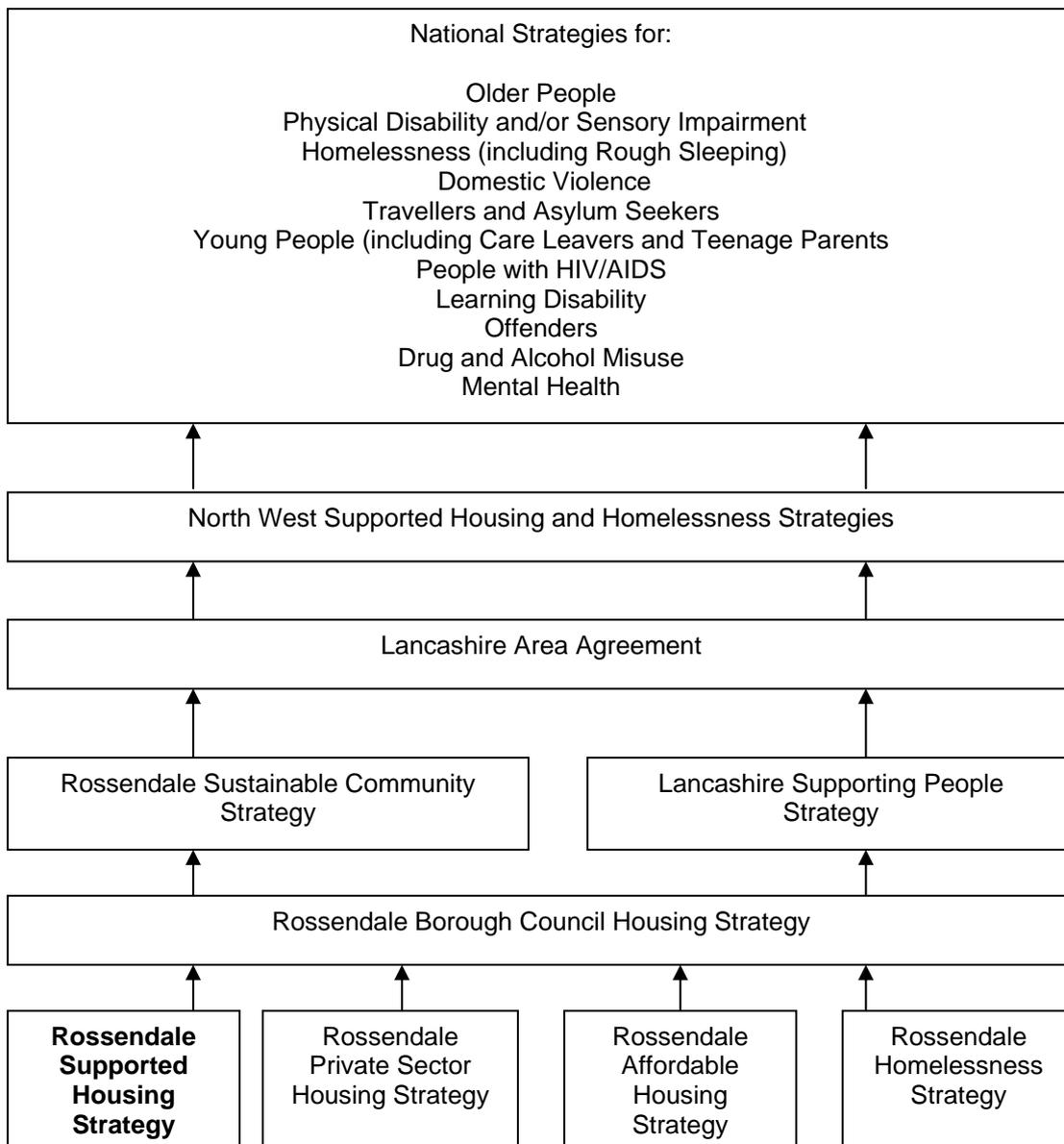
The new agreement will be based on the objectives contained in the Lancashire Sustainable Community Strategy which will in turn be made up of agreed targets from both County and Borough wide organisations and agencies.

The Strategy in Context

The Rossendale Supported Housing Strategy forms part of a suite of strategic plans that comprise the overall housing strategy for the Borough. The Housing Strategy, in turn, feeds into and informs the housing element of the Rossendale Community Plan which is linked to wider regional and national strategies.

Figure 1 below shows how the Rossendale Supported Housing Strategy fits with the Council's other housing related plans and with the wider regional and national strategies that address housing issues for vulnerable people.

Figure 1 the Rossendale Supported Housing Strategy – Corporate and Strategic Context



Service Summary

Supported housing can be defined as:

Services that help vulnerable people to move out of temporary accommodation and into their own homes

Services that help vulnerable people to remain in their own homes

Services that help vulnerable people to become independent from supported housing

Accommodation based support services

This is where support is provided at a specific address such as a sheltered housing scheme for older people, a children's home, a women's refuge or a hostel for homeless people.

Most services are funded by Supporting People but some supported accommodation is provided by Lancashire County Council Adults and Children's Social Care Services and by the East Lancashire Primary Care Trust.

Table 1 below shows the distribution of accommodation based support services in Rossendale funded by Supporting people and other sources.

Table 1 Accommodation based support services available in Rossendale

Client Group	Number of accommodation based places
Older people	1336
Homeless families and single people aged 25+	0
Offenders and those at risk of offending	0
People with mental health problems	15
People with learning disabilities	30
Domestic violence victims	0
Teenage parents	0
Young (homeless) people at risk	26
People with drug and alcohol problems	0
People with a physical or sensory disability	0
People with HIV or AIDS	0
Asylum seekers and refugees	0

Source: Lancashire Supporting People Partnership

Floating support services

Services that aim to help vulnerable people maintain tenancies across all sectors and that are not restricted to a particular address are referred to as floating support services; these are generally funded by the Supporting People Partnership.

From October 1st 2007, the delivery of all floating support services in Pennine Lancashire funded by Supporting People will be coordinated by a single provider – Calico Housing. This is intended to ensure the following outcomes:

- a single point of access / referral
- a more equitable division of provision across the sub region
- an increase in the number of people able to access the service
- easier monitoring of services provided

The number of expected service users for each group is shown in Table 2 below.

Table 2 Floating Support places available in Rossendale

Client Group	Number of floating support places
Homeless people (families and single people aged 25+)	15
Offenders and those at risk of offending	4
People with mental health problems	3
Domestic violence victims	10
Teenage parents	5
Young (homeless) people at risk	25
People with drug and alcohol problems	10
People with a physical or sensory disability	1
People with HIV or AIDS	1
Asylum seekers and refugees	1
Gypsies and travellers	1

Source: Lancashire Supporting People Partnership

There has been an increase in the overall number of floating support places available from fifty to seventy six; there will also be a more equitable spread of services to the various groups. Not all of the service users will be homeless but all require support to maintain tenancies so the provision of appropriate support can be seen as a method of preventing homelessness. Some recipients will fall into more than one category – young people who are homeless and have drug problems for example.

Needs summary

There are no comprehensive data covering all the needs of vulnerable households in Rossendale and this has hampered the development of this strategy which had a limited scope. This has resulted in many of the actions in the action plan being for more research to be carried out.

One recent review provides data for some of the groups covered by this strategy: the Rossendale Homelessness Review 2007 which informs the Rossendale Homelessness Strategy 2008.

The North West Regional Assembly and Regional Development Board have funded a needs mapping exercise to cover the whole North West Region beginning in April 2008. The mapping will take one to two years to complete but will then be updated annually. This is a major development that will hopefully lead to more effective commissioning of services according to evidenced need.

Section 2 Service mapping and needs analysis

Older people with general support needs

Services

Sheltered housing for older people is divided into two categories: category one accommodation provides an emergency alarm and category two provides a resident scheme manager

There are almost fifteen hundred units of supported accommodation for older people in Rossendale, the vast majority are managed by Green Vale Homes; the remainder are owned and/or managed by other housing associations.

Table 3 below gives details on sheltered housing in Rossendale.

Table 3 Sheltered housing schemes in Rossendale

Provider	Total units	Category 1	Category 2
Anchor Trust Housing Association*	101		101
English Churches Housing Association	10	0	10
Green Vale Homes	664	0	664
Housing 21 Housing Association	86	0	86
Northern Counties Housing Association	24	24	0
Places for People Housing Association	100	64	38
Regenda Housing Association	59	20	39
Total	1004	108	898

Sources: Housing Corporation and Housing Association data

*All Anchor Trust properties are adapted for wheelchair use

Residential Care

The Rossendale Extra Care Housing Strategy noted that in 2003 there were three hundred and thirty eight beds available in residential care homes that were registered to provide Residential Care within the Rossendale District, of which three hundred were funded by Lancashire County Council Social Services Directorate.

Intermediate Care Services

The Rossendale Extra Care Strategy noted that Intermediate Care Services in Rossendale District are currently provided through the block contracting of five Residential Intermediate Care beds and one hundred and forty four hours of Domiciliary Intermediate Care Service per week. There is also a Residential Rehabilitation Service providing seven additional beds in Burnley and six beds in Rossendale making a total of eighteen beds across the Locality. Although service users are usually provided with a service within their own district; the allocation of beds is based upon need and demand and it is possible for Rossendale residents to access beds in other districts when necessary.

An NHS Intermediate Care Unit is currently under development to provide a transitional service between Acute Hospital Care and Community Based Services.

Adaptations

Many older people wish to remain in their own homes as long as possible but find that they are unable to manage without adaptations.

Homes adapted by the Home Improvement Agency

The purpose of a Home Improvement Agency is to ensure that vulnerable people receive a high quality repair and improvement service. Adaptations are available to all who need them but older people make up a very significant proportion of customers.

St Vincent's Housing Association provides the Home Improvement Agency service in Rossendale.

Minor adaptations such as grab rails and small ramps, costing less than £500.00 are provided through the Home Improvement Agency either by an outside contractor or the direct labour force. (Most Home Improvement Agencies now employ handy person(s) directly so as to respond quickly to requests for small jobs. This is the core service.

Following a request made by the Customer, an Occupational Therapist makes an assessment of need and passes the request to St Vincent's.

Non structural minor adaptations should be complete within eight working days from the Occupational Therapist's assessment. St Vincent's are achieving this in ninety five percent of cases; these are the majority of adaptations carried out.

Homes adapted with Disability Facilities Grant

For adaptations costing over £500, such as the provision of stair lifts, the request is sent to Rossendale Borough Council for a Disability Facilities Grant assessment which is means tested.

Adaptations paid for by a Disability Facilities Grant are not carried out by St Vincent's but by County Council approved contractors.

Telecare

Telecare can be used to describe a wide variety of systems and services available to a person in their own home. The most familiar form of Telecare is the simple community alarm service which maybe as basic as a pull cord alarm which when triggered will raise an alarm in a call centre. However, Telecare systems can be very sophisticated including multiple sensors capable of monitoring a multitude of risks, and daily activities.

The most significant difference between the basic alarm service and Telecare is that the basic alarm service is a passive service, requiring the service user to activate the alarm, whereas the Telecare service is an active service which is constantly monitoring the home and can make an automatic alarm call without any action needed from the service user.

The service is delivered in partnership with local housing providers, and there are four lead providers covering the County, each with a specific sub-region. The lead provider for East Lancashire is Housing Pendle.

The service is not restricted to Older People. Other client groups are also eligible for a Telecare service, providing they meet the Fair Access to Care Services (see Appendix 1) banding requirement but only service users whose needs are considered 'moderate' or above are currently eligible for a funded Telecare service.

Potential service users who do not meet the eligibility criteria, or do not wish to approach the Council, can purchase the service privately.

There are at the time of writing (February 2008), Four hundred and five community alarms in Rossendale that are paid for by Supporting People.

There are ten registered Telecare users in the Borough: the target for 2008 is ninety.

Floating support

There is no floating support service for older people in Rossendale

Need

The population of people aged 65 and over in Rossendale is expected to increase by 36% by 2016. The table below shows how this population is likely to be made up.

Table 4 Expected numbers of older people living in Rossendale 2006 - 2016 by age group

Year	65-69	70-74	75-79	80+	Total
2006	3,061	2,523	2,017	2,494	10,095
2011	3,728	2,742	2,097	2,517	11,084
2016	4,700	3,343	2,292	2,573	12,908

Source: Joint Lancashire Structure Plan 2001-2016

The number of older non white people living in Rossendale in 2004 was 114 or 1.2%. The age profile of the non white population is significantly younger than the white population: 41% of non white residents were aged 18 or under in 2004* against 25% of the white population (*Lancashire Social Services

District Profile), this means that there is likely to be an increased demand for services in the long term as the non white population ages.

As the ethnic minority population ages there will be an increased need for services sensitive to its needs, but the debate about whether it is best to develop specialist or mainstream services needs to continue.

The Lancashire Partnership Strategy for an Ageing Population (2006 Draft) drew the following conclusions regarding housing for older people:

- By 2030 we will have 75% home ownership for people aged over forty five
- Many people will be asset rich but cash poor
- There will be an increased need for housing for frailer older people built to lifetime homes standards
- There will be more mixed tenure communities having a flexible range of “all age” accessible housing options in an area
- Some older people will choose to live in communities of older people e.g. retirement villages, co-operatives
- The tenure balance of specialist housing will have shifted from mainly rent to mainly leasehold and shared ownership/flexible tenure

The Lancashire Supporting People Strategy notes that there is an over provision of sheltered housing with both under usage and people receiving support who do not need it whilst there is a gross under provision of support for owner occupiers with support needs. The Strategy recommends that a review of sheltered housing should be undertaken including an assessment of supply of sheltered housing, suitability of stock for future use, level of use by people not requiring the service and common eligibility criteria.

Homelessness amongst older people is a small but worrying problem in Rossendale as the table below shows.

Table 5 Priority need due to old age April 21003 – March 2007

Year	Applicant vulnerable due to old age
2003/4	5
2004/5	8
2005/6	6
2006/7	3

Source: Rossendale Homelessness Review 2008

A recent (January 2008) article in *Inside Housing* noted that:

There is also an area of unmet need around major adaptations carried out utilising Disability Facility Grant, in that many applicants are faced with a, sometimes lengthy, waiting period between the application being made and the adaptations being carried out. The North West Regional Assembly produced a report (January 2008), on the need for more resources to be channelled into Disability Facilities Grants and suggested that the North West

region would need £130 million to meet the demand: last year £40 million was committed in the region and it is hoped that this will double by 2012/13. The report concluded that ‘the ever increasing financial requirement is unavoidable’.

Recommendations

- 1) Carry out a local review of sheltered housing (Green Vale Homes)
- 2) Re convene a multi agency group to oversee service developments
- 3) Support proposals to extend the Home Improvement Agency Handy Person Service
- 4) Instigate an uptake campaign for the Telecare service

Older people with mental health problems/dementia

Services

Supported accommodation

There is no specialist accommodation for older people with dementia but some residential care homes are able to offer a service to this group.

Rossendale had a multi agency group that looked at older people’s housing needs but this group is no longer meeting.

Floating support

There are no floating support services for older people with dementia.

Need

The table below shows the estimated number of older people with dementia in Rossendale in 2004.

Table 6 Older people with dementia in Rossendale by age group

	65-74	75-84	85+	Total	%of total population over 65
Number of older people with dementia	117	237	232	586	6.2%

Source: 2001 census and national prevalence rates older people with cognitive impairment

The Lancashire Supporting People Strategy notes that there is an under provision of support for older people with mental health problems or dementia.

The Rossendale Extra Care Housing Strategy concluded that each year, approximately thirty nine extra places for older people with mental health problems / dementia would be needed in residential care homes.

There is no quantifiable evidence of unmet need for floating support.

Recommendations

- 1) Research and quantify unmet need for housing related support for older people with dementia

Frail elderly

The Rossendale Extra Care Housing Strategy (2004) recorded that a total of just under four thousand Rossendale residents aged sixty five and over were deemed to have a long term disability in 2004 – this equated to just over half of the total older population.

Services

Supported accommodation

Rossendale has one Extra Care Housing Scheme providing twenty four one bed flats with a resident care staff and manager. A second, forty bed, scheme will be developed subject to capital funding being received from the Housing Corporation and revenue funding from Supporting People.

Floating support

There is no floating support service for this group

Need

Almost five thousand Rossendale residents aged sixty five and over were deemed to have a long term disability in 2004 – this equates to just over half of the total older population.

The Rossendale Extra Care Housing Strategy 2004-2009 concluded that Extra Care Housing will be needed for fifty eight new service users in any twelve month period

The Lancashire Supporting People Strategy noted an under provision of support for frail older people

Table 5 above shows that the vast majority of existing sheltered housing schemes are not accessible to wheelchair users.

Recommendations

- 1) Update the Rossendale Extra Care Housing Strategy
- 2) Reconvene the multi agency group to oversee service developments
- 3) Continue to develop extra care housing schemes across the Borough

People with a physical disability/sensory impairment

Services

Supported accommodation

There are no accurate data on the number of adapted properties in the private sector but Rossendale borough Council knows of at least seventeen private sector rented and One hundred and seventy five owner occupied properties that have been adapted using Disability Facilities Grant (see below), most housing associations can provide information.

The table below gives details of adapted housing association properties in Rossendale

Table 7 Housing association properties in Rossendale that have been adapted for use by people with a physical disability

Provider	Total units
Eaves Brook Housing Association	1
Irwell Valley Housing Association	1
Green Vale Homes	436
Northern Counties Housing Association	1
Places for People Housing Association	15
Regenda	2
Total	454

Sources: Rossendale Borough Council

Floating support

There is one place of floating support provided by Calico Housing

Need

Not all people with a physical disability or sensory impairment will require support but a suitably adapted property is essential if someone is to remain in his or her own home rather than go into residential accommodation.

The East Lancashire Physical Disability Partnership Board notes that there are delays in getting properties adapted for people with a physical disability or sensory impairment but recognises that there are insufficient robust data on the extent of unmet need.

There were no cases of homelessness caused by a physical disability in 2006/7 but in previous years there has been a small but significant number as the table below shows.

Table 8 Homelessness caused by physical disability or sensory impairment April 2003 – March 2007

Year	Number of acceptances
2003/4	3
2004/5	7
2005/6	4
2006/7	0

Source: Rossendale Homelessness Review 2008

Recommendations

- 1) Engage with East Lancashire Physical Disability Partnership to quantify unmet need and map supply across Rossendale and Pennine Lancashire
- 2) Support the development of hospital discharge protocols

Single homeless people (aged 25+) with support needs

Services

Supported accommodation

There is no provision of this type in Rossendale

Floating support

Calico Housing can provide support to up to 15 previously homeless people (families and single people) in all forms of tenure

Need

The Rossendale Homelessness Review has not identified any unmet need amongst this group

Recommendations

- 1) Monitor current floating support service

Homeless families with support needs

Services

Supported accommodation

There is no provision of this type in Rossendale

Floating support

Calico Housing can provide support to up to 15 previously homeless people (families and single people) in all forms of tenure

Need

The table below shows the number of families and pregnant women accepted as statutorily homeless since April 2003. NB due to the reporting mechanism, this total may include young pregnant women aged sixteen and seventeen.

Table 9 Priority need due to dependant children or pregnancy April 2003 – March 2007

Year	Number	% of total acceptances
2003/4	107	61%
2004/5	100	66%
2005/6	73	68%
2006/7	33	73%

Source: Rossendale Homelessness Review 2008

Although the numbers are decreasing year on year, the percentages are increasing and it appears from the data that families and pregnant women will continue to make up the bulk of cases for the near future.

The Rossendale Homelessness Review has identified a need to provide two units of supported accommodation for families

Recommendations

- 1) Develop two units of temporary accommodation for families
- 2) Monitor current floating support service

Domestic violence victims

Services

Supported accommodation

There is no women's refuge in Rossendale

A sanctuary type scheme is operated whereby locks, panic alarms and personal attack alarms are issued to women who are experiencing or at risk from domestic violence. This is primarily funded by Green Vale Homes Housing Options Team and Rossendale Borough Council Crime and Disorder Reduction Partnership.

Floating support

Calico Housing can provide support to up to 10 former domestic violence victims in all forms of tenure

Rossendale Star Centre also provide support to an unspecified number of former domestic violence victims

Need

Domestic violence has increased to the point where it is the highest single cause of homelessness in Rossendale.

The table below shows that the number of homelessness acceptances due to domestic violence

Table 10 Priority need due to domestic violence April 2003 – March 2007

Year	Homelessness caused by violence from partner	% of acceptances	Priority need given due to domestic violence	% of acceptances	Total %
2003/4	33	19%	5	3%	22%
2004/5	36	24%	10	7%	31%
2005/6	27	26%	3	3%	29%
2006/7	12	27%	3	7%	34%

Source: Rossendale Homelessness Review 2008

Rossendale needs a women's refuge or similar safe accommodation in order to comply with Best Value Performance requirements

Recommendations

- 1) Develop emergency accommodation for domestic violence victims in Rossendale
- 2) Monitor current floating support service

Travellers

The Lancashire Gypsy and Traveller Accommodation Strategy recorded no gypsy or traveller caravans in Rossendale and stated that there had been only one incident of an unauthorised encampment in the last year. The strategy does not recommend that any pitches are provided in Rossendale for the use of gypsies and travellers.

There is no local authority or privately owned travellers' site in Rossendale. All unauthorised camping is addressed by the Council's legal section

Services

Supported accommodation

There is no dedicated supported accommodation for travellers in Rossendale

Floating support

Calico Housing can provide support to one traveller (single or family)

Need

The Lancashire Gypsy and Traveller Strategy identified no unmet need

Recommendations

- 1) Monitor current floating support service

Refugees and asylum seekers

Services

Supported accommodation

There is no provision of this type in Rossendale

Floating support

Calico Housing can provide support to 1 asylum seeker (single or family)

Need

There is no quantifiable evidence of unmet need

Recommendations

- 1) Monitor current floating support service

Rough sleepers

Services

Supported accommodation

There is no specialised supported accommodation for people who have been sleeping rough within Rossendale

Floating support

There is no specialised tenancy support service for people who have been sleeping rough within Rossendale

Need

Rossendale Borough Council undertook a survey of rough sleeping on the 26th October 2006. Relevant agencies were contacted prior to the count and asked whether they were aware of any person(s) sleeping rough, and the likely places within the Borough where rough sleepers could be found.

No rough sleepers were found in the places suggested. Anecdotal evidence from all agencies suggests that from time to time people do sleep rough albeit for possibly a day or so, but after this they either contact the Housing Options Team for assistance or find alternative accommodation for themselves.

Recommendations

- 1) Carry out a Rough Sleepers Count in 2010

Homeless young people aged 16 – 25 (including care leavers aged 18 – 20)

Services

Supported accommodation

Rossendale has the highest number of accommodation based services for young people per 10,000 population and the highest Supporting People spend for this group per head of population.

The Rossendale M3 project will provide four supported lodgings placements and the Stonham Hostel provides temporary accommodation for up to fourteen young people.

A Service Development Group has begun meeting to try and develop a direct access emergency accommodation service for young people.

Floating support

Calico Housing can provide support to twenty five young people who have been homeless and have support needs

Need

Being asked to leave the parental home or to leave accommodation provided by relatives or friends continues to be a route into homelessness but the

numbers accepted by the Housing Options Team has declined sharply over the last four years.

The reduction in acceptances is due in part to the use of prevention measures by the Housing Options Team but anecdotal evidence from agencies (Connexions, Youth and Community Service and voluntary sector providers) suggests that some young people may not be presenting to the Housing Options Team; table 7 compares the number of sixteen and seventeen year olds accommodated by the Rossendale Project and the M3 supported lodgings service with the number accepted as homeless.

Table 11 Acceptances by voluntary sector providers on behalf of homeless sixteen and seventeen year olds

Year	Sixteen and seventeen year olds accepted by Rosendale Project	Sixteen and seventeen year olds accepted by Rosendale M3 Project	Sixteen and seventeen year olds accepted as homeless
2003/4	No data	27	25
2004/5	27	24	11
2005/6	19	23	5
2006/7	25	31	3

Source: Rossendale Homelessness Review 2008

Staff at M3 report difficulties in arranging suitable move on accommodation for young people: sixteen and seventeen year olds find particular difficulties in accessing social housing and everyone under twenty five is subject to the Single Room Rent restriction which makes private sector accommodation unaffordable to some young people. Due to these issues, many young people are forced to continue to live in supported accommodation: the Stepping Stone Project in Burnley receives many referrals from young people who have Ben accommodated by M3 and some also move on to the Rossendale Project hostel. M3 recorded no successful applications on behalf of its service users to Green Vale Homes between January 2006 and January 2007.

The M3 project carried out a service user consultation exercise in 2006; not all the young people were aged sixteen or seventeen but the sentiments expressed are arguably directly relevant to this age group.

The main issues perceived were:

- lack of appropriate emergency accommodation – the young people did not want to be placed in Bed and Breakfast or out of the Borough
- lack of move on accommodation – the young people felt it was almost impossible to access suitable and affordable property
- availability of advice and assistance – the young people were clear about where to get advice but mentioned inconsistencies and delays in making decisions
- need for support – the young people recognised that they would need support to establish and maintain a tenancy especially with regard to practical issues

The Rossendale Homelessness Review identified an unmet need to provide emergency accommodation for two young people who have become homeless

Recommendations

- 1) Develop two units of emergency accommodation for homeless young people

Care leavers (aged 16 & 17)

Services

Supported accommodation

This is provided by Children's homes and foster placements

Rossendale Project and M3 will also accept care leavers

Floating support

This should be provided or commissioned by Children's Integrated Social Care Services

Need

Care leavers aged 16 and 17 are the responsibility of the Lancashire County Council Children's Social Care Services which aims to deliver a range of services, including housing, for young people leaving care and maintains full financial responsibility for clients until they reach eighteen (or twenty one if in full time education). There are now only thirty six residential placements available in Pennine Lancashire so the vast majority of 'looked after' young people are in long term foster placements; not all will live in the borough they originated from.

There is no quantifiable evidence of unmet need

Recommendations

- 1) Monitor use of M3 and Rossendale Project by care leavers

Teenage parents (aged sixteen and seventeen)

New (draft) guidance on supported housing for teenage mothers has been issued by the Government. It outlines the gaps and difficulties in the provision of support and accommodation for this client group, and focuses on particular issues which have been identified by research, including:

- lone parents with very high support needs

- assessing unmet housing need amongst lone young mothers
- training for housing support workers
- the need to plan move on accommodation and avoid 'bottlenecks' in supported housing accommodation
- the important role of floating support and proposed standards for such support
- the importance of considering the needs of young fathers in providing accommodation with support

Services

Supported accommodation

There is no specialist supported accommodation

Floating support

Calico Housing can provide support to five young parents who have been homeless and have support needs

Need

The Lancashire Sexual Health Coordinator and the Supporting People Partnership has identified a need to provide one supported lodgings place for a young parent

Recommendations

- 1) Develop one Supported Lodgings placement for teenage parents

People with HIV/AIDS

Services

Supported accommodation

There is no specialist of supported accommodation for people with HIV/Aids

Floating support

Calico Housing can provide support to one household affected by HIV / AIDS

Need

There is no quantifiable evidence of unmet need

Recommendations

- 1) Monitor floating support service

People with a learning disability

Services

Supported accommodation

There are forty six supported accommodation places for people with a learning disability in Rossendale: these are provided by a variety of housing providers.

Floating support

There is no floating support service for people with a learning disability in Rossendale

Need

The East Lancashire Learning Disability Housing Strategy 2003 made a number of recommendations concerning supported housing:

- Complete the mapping exercise of current provision, including accurate information on people living with older carers and young people coming through transition
- Through this exercise identify current vacancies and plans to fill those
- Identify the number of new housing and support packages needed for 2003/04 and the next 4 years
- Plan with people proactively, particularly those living with older carers, to provide housing and support packages of their choice
- Involve local housing providers and share the needs analysis with them. Identify local capacity to meet projected needs. Maximise local resources
- Identify potential funding streams for new housing, to meet the identified gaps. Look at which resources are locked in traditional residential care, with a view to re-provide those services
- Maximise use of Independent Living Fund. Share the strategy with the Pennine Lancashire Pathfinder
- Contact Supporting People teams to share mapping information, which can then be included in local strategic supporting people plan
- Share this strategy with the Market Restructuring Pathfinder for Pennine Lancashire
- Identify out of area placements, the need to place people out of area should fall as local housing and support options are developed
- Involve Housing benefit department to discuss core rent issues and identify any potential issues in relation to housing benefit claims.

Recommendations

- 1) Convene a Pennine Lancashire multi agency group to implement the recommendations in the Learning Disability Housing Strategy

Offenders

Services

Supported accommodation

Child Action Northwest provides one supported lodgings place for a young offender with high support needs

Rossendale M3 Project can also accept young offenders with lower support needs

The Rossendale Project can also accept young offenders with lower support needs

There is no specialist supported accommodation for adult offenders in Rossendale but the probation service funds and manages two, Home Office approved, hostels in Lancashire – one in Accrington and one in Blackburn. The hostels offer a structured programme of activities designed to help enable clients to develop employment related skills.

Floating support

A new enhanced floating support programme for a small number of high risk offenders is now being delivered across Lancashire; the project is known as the DISC Accommodation Placement Service.

The DISC Accommodation Placement Service is a partnership between DISC and Lancashire Probation Board which aims to contribute to the effective supervision of offenders through the provision of an accommodation placement service, with additional support for child sex offenders moving on from Lancashire Probation Board Approved Premises. The objectives of the partnership are to obtain accommodation for difficult to place offenders.

Lancashire Constabulary is working with Green Vale Homes to provide supported housing for prolific offenders whose offending behaviour is caused by drug addiction. The project is known as Tower and provides an intensive level of support which is delivered by the police. Green Vale Homes has made one property available to the project and has recently agreed that successful tenants may be offered introductory tenancies that will eventually lead to secure accommodation providing the tenant abides by the conditions imposed by Tower.

A proposal has been made to the Supporting People Team for an enhanced supported lodgings scheme to be developed. This would enable suitable

young people to receive a higher level of support than is currently available but would be dependant on funding from the Youth Justice Board or other agency being secured.

Calico Housing can also provide support to four ex offenders with lower support needs

Need

Housing is recognised as essential to the rehabilitation of offenders. A statement from the (then) Home Secretary in 2006 sums up the Government's view on this issue.

'No ex-offender can really hope to be fully rehabilitated without a home, a physical base which gives them security and stability. At present, about 1 in 4 of prisoners serving short-term custodial services who had previously had stable accommodation lose their homes while they are in prison. The goal we must move towards is that every individual who leaves the prison gates should have planned and guaranteed accommodation, which in the vast majority of places is proper housing rather than a hostel or temporary bed.'

Source: Government Office North West Draft Regional Homelessness Strategy 2006

The Prison Service has set itself a target of releasing at least 77% of prisoners into known accommodation.

Data from the Probation Service show three hundred and thirty two clients from Burnley and Rossendale were recorded as being in unsuitable accommodation in 2006/7. Unfortunately the available data do not distinguish between the two boroughs so the figure for Rossendale must be guessed as approximately one hundred and fifty. This further indicates that a substantial number of ex prisoners may not be presenting to the Housing Options Service.

It is known that many ex prisoners face extreme difficulty in accessing social sector accommodation – social landlords can be unwilling to accept people with offending backgrounds due to the nature of their offences and this is compounded by the lack of vacant stock; thus most people in this group end up in private sector housing.

Data from the Youth Offending Team indicate nine young offenders aged sixteen or seventeen from Rossendale were without accommodation in 2006/7 but this is considered an underestimate due to inconsistencies in the reporting procedure.

Recommendations

- 1) Monitor floating support services

People with drug and/or alcohol problems

Services

Supported accommodation

Inward House have a supported accommodation unit in Accrington which can provide short term housing to ex-drug users pending an application for a permanent tenancy

There is no specialist supported accommodation for people with an alcohol dependency in Rossendale

Langley House Trust provides supported accommodation for up to fourteen people, who are recovering from drug addiction, at its residential centre.

A proposal has been made to Supporting People for an enhanced supported lodgings scheme that would provide family placements for young homeless people suffering from drug or alcohol problems and therefore with higher support needs; only the basic tenancy related service would be eligible for Supporting People funding so the extra support required would need 'top up' funding from The Drug Action Team.

Green Vale Homes is in the process of agreeing a re housing protocol with the trust whereby residents who have been assessed as ready to move on and who have a Rossendale connection will be offered introductory tenancies provided that an appropriate support package is in place.

Floating support

Calico Housing can provide support to ten people with drug / alcohol problems

Need

Data from Inward House Projects show that drug and alcohol problems are linked to homelessness and housing need. The agency received thirty referrals for its floating support service in 2004/5, fifty three referrals in 2005/6 and forty eight in 2006/7. The supported hostel in Accrington receives more referrals than can be accommodated. There is therefore a waiting list for both services.

There is a need to provide enhanced supported lodgings placements for young people with drug problems

Recommendations

- 1) Research need for a specialist accommodation service and enhanced floating support for people with drug and/or alcohol problems (examine possibility of developing an Pennine Lancashire service)

- 2) Develop one supported lodgings place for young people with drug problems
- 3) Monitor floating support service

People with mental health problems

Services

Supported accommodation

Supported accommodation for people with mental health problems is provided by a partnership between Lancashire County Council and Lancashire Care (NHS) Trust, a housing association – Regenda and a support provider – Making Space.

Regenda Housing Association provides sixteen bed spaces, in self contained flats, for people with a mental health problem; the support is provided by Making Space.

In addition, there are an unknown number of private sector places in residential homes. This figure refers to people living in housing accommodation property, it is estimated that there are over two hundred people with mental health problems living in private sector accommodation in Pennine Lancashire, paid for from a variety of sources but neither the East Lancashire Primary Care Trust nor Lancashire Adult and Community Social Care Services can provide an exact figure.

Floating support

Calico Housing can provide support to 3 people with drug / alcohol problems

Need

The East Lancashire Mental Health Accommodation Strategy 2007 noted that there is a potential oversupply of (private sector) residential accommodation and a shortage of appropriate community based support services. The precise level of need is however presently unknown.

The strategy summarised its findings thus:

- There is an over reliance on residential and nursing home provision in Pennine Lancashire
- Opportunities for move on are severely limited
- There is insufficient community based support
- Links between accommodation providers and other services are not always adequate or robust
- There is a need to develop a system which offers a 'step up step down' approach to accommodation for people with mental health problems

Recommendations

- 1) Support proposals to carry out an Pennine Lancashire wide mental health needs analysis and service mapping
- 2) Develop joint working at strategic and operational level between housing and mental health agencies – this should also include drug and alcohol agencies due to the high numbers of people with both mental health and substance problems
- 3) Monitor floating support service

Summary of recommendations

The recommendations so far made in this document will form the basis of the action plan that follows. Not every recommendation will result in a discrete action however: some recommendations, such as monitoring the floating support service, will be combined. Only recommendations that can be converted into SMART actions are included.

The recommended actions required to achieve the aims of the Rossendale Supported Housing Strategy 2008 are to:

- Re convene a multi agency group to oversee service developments for older people
- Undertake a strategic review of sheltered housing
- Undertake more research into unmet need for extra care supported housing
- Undertake more research on unmet need for older people with dementia/mental health problems
- Update the Rossendale Extra Care Housing Strategy
- Instigate an uptake campaign for the Telecare service if uptake remains low
- Support proposals to extend the Home Improvement Agency Handy Person Service
- Undertake, in partnership with the Lancashire Drug and Alcohol Team and other stakeholders, detailed research into the need for supported accommodation and enhanced floating support for people with drug and/or alcohol problems
- Undertake, in partnership with the East Lancashire Physical Disability Partnership, detailed research into potential unmet need for support for people with a physical disability or sensory impairment

- Convene a Pennine Lancashire multi agency group to implement the recommendations in the Learning Disability Housing Strategy
- Undertake, in partnership with the East Lancashire Primary Care Trust and other stakeholders, detailed research into potential unmet need for support for people with mental health problems
- Monitor the current floating support service
- Carry out a Rough Sleepers Count in 2010
- Develop four units of emergency accommodation for homeless young people
- Develop one supported lodgings placement for teenage parent
- Develop one supported lodgings place for a young offender
- Develop one supported lodgings place for young people with drug problems
- Update the strategy and action plan on a regular basis

It is also strongly recommended that future service mapping and needs analyses be undertaken on an Pennine Lancashire or pan Lancashire basis. This would better inform not only the district supported housing strategies but the Lancashire Supporting People Strategy and other regional commissioning plans.

Not all the above recommendations will translate into discrete actions in the Strategy Action Plan – some will be grouped together and the recommendations to support the handy person service and develop emergency accommodation, carry out a rough sleepers count and monitor the floating support service will not be included as they are already covered by other strategies and/or multi agency groups.

Section 3 Delivering the strategy

The strategy has three specific objectives:

- Developing a better understanding of unmet need
- Facilitating a multi agency response to that need
- Enabling an integrated and strategic approach to future need

Successful delivery of the strategy depends on the availability of funding and staff time. It is noted that there are already groups looking at some of the proposed actions in the strategy and it is important to avoid duplication.

Actions concerned with older people may already be being considered by groups such as the Rossendale Extra Care Forum, likewise actions concerned with homeless people may be being considered by the Rossendale Homelessness Strategy Service Development Groups.

The potential funding source is in most cases, the primary indicator of how each action will be delivered: where funding is likely to come from Supporting People the obvious mechanism for advancing the strategy would be the relevant Strategy Development Group, where funding is likely to come from another source, e.g. Government Homelessness Grant then consideration must be given to existing homelessness service development groups.

As mentioned in Section 1, the Supported Housing Strategy must be linked to wider strategies and help the Council and its partners to support the delivery of regional and national actions.

The key points from the national strategies mentioned in Section 1 can be summarised thus:

1. Services should maintain the independence of the individual by giving them greater choice and control over the way in which their needs are met
2. The local authority should have a key strategic role and work with a range of partners, including primary care trusts and the independent and voluntary sectors, to provide services which are well planned and integrated, make the most effective use of available resources, and meet the needs of a diverse community
3. Partnership working with the Third Sector should be developed
4. There should be an emphasis on increasing efficiency and reducing bureaucracy.
5. Better use should be made of technology to support people
6. A wide range of supported housing options should be provided

Resources

The delivery of the strategy is largely but not entirely dependent on sufficient funding being received to carry out the actions.

Most of the funding for housing related support services in Rossendale is provided by Supporting People, in 2006/7 a total of £914,575 was committed, but where additional services, such as personal healthcare, are provided, there will be other sources of funding. For example, children's homes and foster placements are funded by Lancashire Children's Social Care Services; care homes for the elderly are either funded by Lancashire Adult and Community Services, private subscription or a mixture of the two, services for people with physical or mental health problems are likewise funded from a variety of sources as are services for people with learning disabilities.

Some actions in the action plan will not require extra funding but will be dependant on capacity – usually in the form of officer time – in partner agencies and organisations.

The main funding sources that may be available to help implement the Rossendale Supported Housing Strategy are:

- Lancashire Supporting People Partnership
- Rossendale Borough Council (Homelessness Grant)
- East Lancashire Primary Care Trust
- Lancashire County Council Adult, Community and Children's Social Care Services
- Lancashire Area Agreement
- National Lottery and charitable foundations

The importance of the Lancashire Area Agreement in securing funding for supported housing will greatly increase in the near future. From April 2009 all Supporting People funding will be channelled through the Agreement and from 2011 the Government Homelessness Grant will also be paid in this way.

As there is currently no housing 'block' in the Agreement, there are significant challenges facing housing and support agencies in securing adequate funding for service development and delivery.

More detail on the Lancashire Area Agreement is attached at Appendix 2.

Action Plan

The action plan that follows has been derived from the needs and supply mapping and provides the mechanism for identifying needs, the people who will be responsible for addressing those needs and the resources required to finance developments.

Each action will be grouped according to its category and priority.

Categories

- Developing a better understanding of unmet need
- Facilitating a multi agency response to that need
- Enabling an integrated and strategic approach to future need

Prioritisation

Whilst it is arguable that all the unmet need must be addressed, the practical issues surrounding funding forces some compromise.

It is therefore suggested that short, medium and long term status be awarded to the service developments identified by this strategy that have the most chance of success given current funding issues.

Each action in the action plan will be given an appropriate priority status based on how quickly it can realistically be achieved.

Short term actions should be completed within one year from the publication of the strategy and medium term actions within three years from publication; there are at present no long term (up to five years) actions in the strategy.

Rossendale Supported Housing Strategy 2008

Developing a better understanding of unmet need

Facilitating a multi agency response to need

Enabling an integrated and strategic approach

Short term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008							
There is no multi agency group to research need and develop supported housing for older people	Re-convene multi agency group	September 2008	Rossendale Borough Council Housing Research and Strategy Officer	Group convened reviews completed for: <ul style="list-style-type: none"> • Sheltered Housing • Extra Care Housing • Supported housing for older people with dementia Extra care Housing Strategy updated	Rossendale Borough Council	Rossendale Extra Care Housing Strategy Lancashire Strategy for an Ageing Population Lancashire Supporting People Strategy North West Supported Housing Strategy	

Rossendale Supported Housing Strategy 2008

Developing a better understanding of unmet need

Short term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008							
A review of current sheltered housing provided by Green Vale Homes is needed to inform future developments	Carry out review	July 2009	Green Vale Homes Sheltered Housing Improvement Officer	Review complete and report published	Green Vale Homes	Rossendale Extra Care Housing Strategy Lancashire Strategy for an Ageing Population Lancashire Supporting People Strategy North West Regional Supported Housing Strategy	

Rossendale Supported Housing Strategy 2008

Developing a better understanding of unmet need

Medium term priority

Baseline position	What will we do	When will we do it by	Who will deliver	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008			Lead in bold				
There are insufficient data on the supported housing needs of people with mental health problems	Undertake, in partnership with the East Lancashire Primary Care Trust, detailed research into potential unmet need for support for people with mental health problems	July 2010	East Lancashire Primary Care Trust Mental Health Commissioning Manager Rossendale Borough Council Housing Research and Strategy Officer	Review complete and report produced	Rossendale Borough Council	Rossendale Homelessness Strategy East Lancashire Mental Health Accommodation Strategy Lancashire Supporting People Strategy North West Regional Homelessness and Supported Housing Strategies	

Rossendale Supported Housing Strategy 2008

Developing a better understanding of unmet need

Medium term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008							
There are insufficient data on the supported housing needs of people with drug and/or alcohol problems	Undertake, in partnership with the Lancashire Drug and Alcohol Action Team, detailed research into potential unmet need for support for people with drug and/or alcohol problems	July 2010	Lancashire Drug and Alcohol Action Team East Lancashire Commissioning Manager Rossendale Borough Council Housing Research and Strategy Officer	Review complete and report produced	Rossendale Borough Council Lancashire Drug and Alcohol Action Team	Rossendale Homelessness Strategy Lancashire Supporting People Strategy Lancashire Drug and Alcohol Action Team Treatment Plan North West Regional Homelessness and Supported Housing Strategies	

Rossendale Supported Housing Strategy 2008

Developing a better understanding of unmet need

Medium term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008							
There are insufficient data on the supported housing needs of people with a physical disability and/or sensory impairment	Undertake, in partnership with the East Lancashire Physical Disability Partnership, detailed research into potential unmet need for support for people with a physical disability and/or sensory impairment	July 2010	Lancashire County Council Physical Disability and Sensory Impairment Commissioning Manager Rossendale Borough Council Housing Research and Strategy Officer	Review complete and report produced	Rossendale Borough Council	Rossendale Homelessness Strategy East Lancashire Physical Disability Partnership Board Action Plan Lancashire Supporting People Strategy North West Regional Homelessness and Supported Housing Strategies	

Rossendale Supported Housing Strategy 2008

Facilitating a multi agency response and enabling an integrated and strategic approach to future need

Medium term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008 The East Lancashire Learning Disability Accommodation Strategy has not been implemented	Convene a Pennine Lancashire multi agency group to implement the recommendations in the Learning Disability Housing Strategy	July 2010	East Lancashire Learning Disability Commissioning Manager Rossendale Borough Council Housing Research and Strategy Officer	Group convened and progress being made towards targets	Lancashire County Council Rossendale Borough Council	Rossendale Homelessness Strategy East Lancashire Learning Disability Accommodation Strategy Lancashire Supporting People Strategy North West Regional Homelessness and Supported Housing Strategies	

Rossendale Supported Housing Strategy 2008

Facilitating a multi agency response and enabling an integrated and strategic approach to future need

Long term priority

Baseline position 2008	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
<p>There are insufficient supported lodgings places for:</p> <ul style="list-style-type: none"> • Teenage mothers • Young offenders • Young people with drug and/or alcohol problems 	Develop provision	July 2012	Rossendale Borough Council Housing Research and Strategy Officer	Places developed and funded	Supporting People	<p>Rossendale Homelessness Strategy</p> <p>Lancashire Teenage Pregnancy Strategy</p> <p>Lancashire Youth Offending Team Accommodation Strategy</p> <p>Lancashire Drug and Alcohol Action Team Treatment Plan</p> <p>Lancashire Supporting People Strategy</p> <p>North West Regional Homelessness and Supported Housing Strategies</p>	

Rossendale Supported Housing Strategy 2008

Facilitating a multi agency response and enabling an integrated and strategic approach to future need

Short, medium and long term priority

Baseline position	What will we do	When will we do it by	Who will deliver Lead in bold	How will we measure success	Where will the resources come from	Which other strategies will this support	What progress have we made
2008							
The Strategy and Action Plan will need to be updated on a regular basis	Update Strategy and Action Plan	First update by September 2009 then six monthly	Rossendale Borough Council Housing Research and Strategy Officer	Strategy and Action Plan updated	Rossendale Borough Council	Rossendale Homelessness Strategy Rossendale Housing Strategy Rossendale Sustainable Community Strategy Lancashire Supporting People Strategy North West Regional Homelessness and Supported Housing Strategies	

Appendix 1 Fair Access to Care Services

In May 2002 the national Fair Access to Care Services (FACS) policy guidance was issued to local authorities by the Department of Health. It forms statutory guidance which social services authorities are obliged to take account of and implement at the local level.

The guidance provides a common framework for all local authorities to use when setting their eligibility criteria for adult social care services. Eligibility criteria determine who is eligible to receive social care services provided and funded by the local authority, regardless of the care-group category in which they may be placed. It is for the council to decide how to meet those needs.

The eligibility framework is graded into four bands, which describe the seriousness of the threat to independence or other consequences if needs are not addressed. The four bands are as follows:

Critical – when life is, or will be, threatened; and/or significant health problems have developed or will develop; and/or there is, or will be, little or no choice and control over vital aspects of the immediate environment; and/or serious abuse or neglect has occurred or will occur; and/or there is, or will be, an inability to carry out vital personal care or domestic routines; and/or vital involvement in work, education or learning cannot or will not be sustained; and/or vital social support systems and relationships cannot or will not be sustained; and/or vital family and other social roles and responsibilities cannot or will not be undertaken.

Substantial – when there is, or will be, only partial choice and control over the immediate environment; and/or abuse or neglect has occurred or will occur; and/or there is, or will be, an inability to carry out the majority of personal care or domestic routines; and/or involvement in many aspects of work, education or learning cannot or will not be sustained; and/or the majority of social support systems and relationships cannot or will not be sustained; and/or the majority of family and other social roles and responsibilities cannot or will not be undertaken.

Moderate – when there is, or will be, an inability to carry out several personal care or domestic routines; and/or involvement in several aspects of work, education or learning cannot or will not be sustained; and/or several social support systems and relationships cannot or will not be sustained; and/or several family and other social roles and responsibilities cannot or will not be undertaken.

Low – when there is, or will be, an inability to carry out one or two personal care or domestic routines; and/or involvement in one or two aspects of work, education or learning cannot or will not be sustained; and/or one or two social support systems and relationships cannot or will not be sustained; and/or one or two family and other social roles and responsibilities cannot or will not be undertaken.

Appendix 2 The Lancashire Area Agreement

The Department for Communities and Local Government has issued guidance on setting targets in two-tier authorities such as Lancashire.

The duty to prepare the LAA rests with the County Council in two-tier areas. However the involvement of District level partners in two-tier areas should remain central throughout the negotiating process and the Government Office will seek assurance on this point, working with the relevant county and district authorities as appropriate.

In establishing the evidence base for the LAA data sets at District, postcode and neighbourhood level should be drawn upon e.g. neighbourhood profiling. These data sets will evidence the geographic variation across two-tier areas, which can be used to assess and balance the diverse needs of a wide range of communities of place and interest. This will include the mix of urban and rural settlement types covered by the vast majority of principal local authorities. These should be reflected in the agreement of priorities which may require targets applying to the county as a whole, or for a specific district or at sub-county level involving more than one district.

The sum of designated targets for a county area cannot however exceed thirty five. The District and County authorities will still need to report data at spatial level defined in the national indicator set.

A recent (November 2007) briefing on the Funding Framework for New Local Area Agreements from 2008/09 was given to the Lancashire Partnership Local Area Agreement Performance Group 26th. Relevant sections of the briefing are reproduced below

The funding framework for new style Local Area Agreements introduced from June 2008 will differ significantly from the funding regime that underpins the current Lancashire Area Agreement.

Government policy has changed and on 31st March 2008 Local Area Agreement Grant will cease and there will no longer be a dedicated source of pooled funding to support the Lancashire Area Agreement. The anticipated introduction of a single pot will not now happen.

From 1st April 2008 Local Area Agreement Grant will be replaced by a new Area Based Grant but from the point of view of both the Lancashire Partnership and the Lancashire Area Agreement the two grants differ considerably from each other.

Area Based Grant will really only resemble Local Area Agreement Grant in one respect – it will be made up from a range of pre-existing grant streams brought together to form a single fund.

Area Based Grant will not

- be specifically ring fenced to the delivery of the LAA
- be paid to the County Council by default as the accountable body
- be sub-divided between separate funding blocks

The Government Departments who have decided to allocate funding will decide both the basis for distribution to local authorities, and the individual local authorities who will receive an allocation in each case.

From 1st April 2008 local authorities in Lancashire will each receive their own allocation of Area Based Grant as a single figure which comprises the total of the grants awarded them by individual departments. This means that both the County Council and the District Councils may receive Area Based Grant. However, at this stage it is not yet known which grants or how much will be paid to either County or District Councils.

Area Based Grant will have the same status as Revenue Support Grant. It will be a general grant that is not ring-fenced to the achievement of any specific outcome. It will be at the discretion of each local authority to determine how their allocation of grant will be used.

The new framework recognises the reality that Local Area Agreement Grant has only ever represented a small part of the total resources invested in achieving Local Area Agreement outcomes. These outcomes are actually achieved through the services, interventions and activities of all the statutory and other organisations working within Lancashire which are funded from the whole range of resources available to these different organisations. This shift in the funding framework supports the new mainstream status of the Local Area Agreements to be negotiated from 2008/09 onwards. The targets selected to go into the new Lancashire Area Agreement will be key delivery outcomes for all the local authorities within Lancashire who, instead of sharing a single pot of pooled funding, will now share a common set of performance targets and are likely to have their collective performance measured against these as part of the new Comprehensive Area Assessment process.

In redesigning the funding framework, the Government has focused on providing the broadest possible financial freedoms and flexibilities by removing the bureaucracy associated with pooled funding. This is intended to facilitate the partnership working needed to ensure each area maximises the use of its resources by planning jointly, reshaping service provision and delivery methods where appropriate and focusing resources effectively to achieve the locally recognised priorities included in their LAA.

The emphasis is on local authorities and other partners to do this through maximising the use of all the resources at their disposal and not by focussing on pooled funding.

When Local Area Agreement Grant ceases at the end of March 2008 there will no longer be a specific grant stream directly allocated to the Lancashire Partnership to support the delivery of the Lancashire Area Agreement.

Many of the funding streams that make up the Grant in 2007/08 will continue to come to Lancashire in 2008/09 but they will now form part of either:

- the Revenue Support Grant of an individual local authority
- Area Based Grant
- new specific grants paid directly to individual local authorities

Due to the way these different funding streams are distributed, it is neither clear nor possible to calculate, how much funding will be coming to Lancashire local authorities.

As a consequence of the new funding framework the local authorities of Lancashire will be placed on a level playing field with the other statutory partners who have a duty to co-operate with the Lancashire Area Agreement. They will no longer be the only sector to have resources compulsorily diverted into a ring-fenced grant allocated to the wider Lancashire Partnership.

All funding will be aligned funding unless members of the partnership support a degree of voluntary pooling in order to form a shared pot for commissioning or pump priming purposes. There may be a number of issues regarding the potential for developing work within the Lancashire Area Agreement where the availability of pooled funding has helped smooth delivery. These include:

- the opportunity to develop cross cutting initiatives
- the ability to pump prime developments
- the involvement of the third sector

Each of these areas have benefited from either pooled or pump priming funding. However, these developments should not be an add on, but result in changes to the way that partners work, either individually or collectively, in order to improve the outcomes for people of Lancashire. It will be vital that the Partnership considers how these areas are maintained, in order to safeguard improved outcomes from the Lancashire Area Agreement.