

Housing related support in Oxfordshire: Needs and gaps analysis

This report presents results of the needs and gap analysis of housing related support services in Oxfordshire undertaken in 2011. It has been produced to inform the development of the Supporting People commissioning intentions and financial strategy for 2012-16.

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Section 1 – Key pressures and priorities for investment reported by commissioners

Introduction

- 1) From the South East Needs model (2009-10) data set it is clear that currently in Oxfordshire we do not have sufficient services to address un-met need. This is true even if the parameters of the modelling are adjusted; need far outstrips supply. This state of affairs should not come as a surprise, since this has been true from the commencement of the Supporting People Programme.
- 2) What has been more unclear is the distribution of services and/or funding across the county. Most of these issues are due to historical development and partial restructuring of pathways carried out since 2003, and impact on all the districts.
- 3) By undertaking this needs and gaps analysis, we aimed to obtain greater shared understanding of these issues by reviewing existing provision, identifying and contextualising emerging pressures, and developing priorities for future investment.

Key pressures by type of need and district area

- 4) **Generic services, substance misuse services, learning disability services, mental health services and domestic violence services** have not been highlighted as particular issues of distribution by the districts. Each area may of course still have un-met need.
- 5) **Travellers:** Services for this client group are not currently funded by Supporting People and could therefore be considered as a gap in provision. The current data on un-met need has been aggregated into homelessness.
- 6) **Older people with support needs:** There are certainly demographic pressures on all districts with an aging population.

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- 7) **People with a Physical or Sensory Disability:** The supply of services is very limited and unevenly distributed. This represents a gap in provision.
- 8) **Single Homeless with Support Needs, Teenage Parents, Young People at Risk:** These services were highlighted by all districts as being a cause for concern; mainly due to changes in government regulations and the impact of changing economic and supply issues.
- 9) From the district profile submissions, significant additional amounts are being spent by Oxford City (£1.7m) and to a lesser extent Cherwell (£0.4m) in supplementing those services funding by Supporting People, especially with regard to single homeless and young people's services.

Priorities for investment by type of need and district area

10) Priorities for investment identified by the commissioners are set out below:

Increase investment –	Homelessness in Oxford and Cherwell Generic services in South, Vale and Cherwell Young people in West Domestic violence outreach – countywide
Maintain investment –	Mental health in Oxford, West and Cherwell Older people – countywide Physical disabilities - countywide Substance misuse in Oxford Young people and teenage parents – countywide Domestic violence refugees – countywide Offenders – countywide (but most in Oxford)
Reduce investment –	Learning disabilities & Shared Lives – countywide Equalising spend by district via redistribution Looking for replacement/alternative funding from other sources

Section 2 – Needs and gaps analysis based on key data sources

- 11) Current supply of housing related support and future demand for this type of provision have been analysed following a two-fold approach:
 - By Primary Client Group by district area
 - By Super Group by district area
- 12) From the **Primary Client Group Supply and Demand** data (attached at Annex 1, Tab 1), the following observations can be made:

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- a) **People with learning disabilities:** Supply seems to be distributed broadly with current demand.
- b) **Older people with support needs:** Supply seems to be distributed broadly with current demand. Although demographic pressures identified in Oxford.
- c) **People with mental health issues:** Supply seems to be distributed broadly in line with current demand. There has been a recent strategic investment in this pathway which starts with a concentration of supply in Oxford prior to subsequent re-distribution to other district areas over the next 3 years. There is no evidence to suggest that this strategic intention need to be revised at this point in time.
- d) **People with physical or sensory disability:** There is a clear gap in provision for this group in Oxford, South and Vale. Supply is biased by location of countywide rehabilitation service in Cherwell.
- e) **Generic floating support:** Supply is generally in line with demand in all areas, apart from Oxford where demand is higher than supply. In practice, there are no waiting lists as such for these services suggesting that there is no evidence of a gap in supply. Supply in Oxford for this type of service needs to be considered alongside greater supply for services for single homeless people. It is arguable that the issue is not about the supply per se, but about types of service available to address homelessness in this area.
- f) **People with drug problems:** There is a clear gap in supply in South, West and Vale. There is also pressure in Cherwell according to population health profile for the district. This type of comparison is limited as it does not factor in services catering for this client group through generic floating support and homelessness services. Supply also biased by location of countywide rehabilitation service in Oxford.
- g) **Single homeless with support needs:** There is a clear gap in provision for this group in Cherwell. There are pressures in South, Vale and West according to homelessness data. This type of comparison is limited as it does not take into account provision of generic floating support. It also masks existence of hybrid services i.e. young people and older homeless people service in West. It is arguable that supply should be viewed in regard to "Super Group 2" which captures homelessness in all its complex forms.
- h) **Teenage parents:** There is a clear gap in provision in South and Vale. The development of new service in South in 2010 was unsuccessful due to lack of suitable accommodation. There is pressure in Oxford depending on data source used. It is arguable that supply should be viewed in regard to "Super Group 2" which captures homelessness in all its complex forms. Services were strategically re-aligned two years ago, when a new pathway of services

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was commissioned. There will be a review of this pathway and its achievements to date in early 2012.

- i) **People at risk of domestic violence:** There seems to be some mis-alignment of supply and demand across the county, notably in Vale and South. This has to be considered in the context of services offering direct access across the county and nationally. The opening of a new refuge in the South in 2009 played key part in achieving more equitable distribution and is seen as a resource for both South and Vale. This provision needs to be seen in the context of other services available for this client group, many of which are commissioned and funded through other sources, such as housing authorities and community safety initiatives.
 - j) **Young people at risk:** There is a clear gap in provision for this group in Oxford. In other areas supply seems to be distributed broadly with current demand, with an exception of reported growing pressure in Cherwell for those 18 years old and over.
 - k) **Offenders:** Supply is generally in line with service provision, apart from growing pressures in Oxford evident in one data source.
 - l) **Travellers and gypsies:** No specific services ever commissioned due to relatively small numbers. It is proposed that the needs of this group are covered in "Super Group 2" services for homelessness prevention.
- 13) The analysis of needs and supply by primary client group presented above closely matches issues identified by commissioners. This adds confidence to the prioritisation of gaps and pressures facing the programme across the board. Secondly, this analysis provides strong evidence in support of the argument that strategic investment solely by primary client group has run its course and needs to be replaced by alternative methods. This proposition is being put to the test by considering the same type of need in a Super Group context.
- 14) From the **Super Group Supply and Demand** data (attached at Annex 1, Tab 2), the following observations can be made:

Super Group 1

- a) This group contains services for people who are more likely to be in contact with statutory health and social care services and have a range of services available to them depending on their level of need. For this group the programme provides support located on the preventative end of the care and support pathway. In doing so, housing related support acts as relatively low intensity and low cost preventative service that enables people to delay or avoid altogether the need for more intensive and expensive health and social

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care services. It retains its strong focus on sustaining secure housing in the community, and is often of short, medium and long term nature.

- b) In this analysis supply and demand for services for people with learning disabilities, older people with support needs, people with mental health issues and those with physical or sensory disability has been aggregated at district level.
- c) Data suggests that supply of these types of service is broadly in line with demand in Cherwell, South and Vale. There is a clear gap in provision in Oxford, where combined supply of services for people with learning disability, older people and people with mental health issues is lower than demand. Supply in the West is higher than demand, primarily for people with learning disability and mental health issues.
- d) Uneven distribution of services for people with physical or sensory disability is masked in this type of analysis, due to its very low proportion in the aggregated super group.

Super Group 2

- e) This super group contains services for people who are usually referred to as 'socially excluded and disadvantaged groups' and who are less likely to be in contact with statutory health and social care services. For this group the programme is often the key, if not sole, provider of support. The role of housing related support here is to enable people to achieve and sustain independent living in the community and prevent re-occurrence of homelessness. While retaining its strong focus on sustaining secure housing, it also aims to address complex needs associated with homelessness, such as history of substance misuse, offending behaviour or domestic violence. Support is often of short term nature.
- f) In this type of analysis supply and demand for services for all primary client groups not included in Super Group 1 above has been aggregated at district level. In other words it looks at homelessness in all its complex forms. Data suggests that supply of these types of service is broadly in line with demand in Cherwell and West. There is a clear gap in provision in South and Vale, where supply of services for teenage parents, people with drugs problems and those at risk of domestic violence (the latter mainly in the Vale) is lower than demand. Overall supply in Oxford is higher than demand, primarily due to higher supply of services for single homeless people; which masks lower than demand supply of services for young people.
- g) This picture suggests that at district level overall supply of services aimed at preventing homelessness is more aligned to demand comparing to the picture presented in the segmented analysis of primary client groups. It does not

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mask specific gaps and pressures identified in the earlier analysis, which may continue to require specific intervention. Instead it supports the proposition that we should be seeking solutions to these pressures by addressing homelessness in all its complex forms, by adopting a whole system approach and optimising the use of limited resources.

Section 3 – Recommendations

15) Based on the needs and gaps analysis presented in this report, priorities for investment in housing related support in 2012-16 have been translated into commissioning intentions for the programme set out in the table below. These commissioning intentions and timescales have been used to produce draft financial strategy for 2012-16 presented in a separate report. Delivery plan for 2012-16 will also be produced as a separate document. It will expand on delivery mechanisms by adding specific objectives, targets and measures of success.

Commissioning intentions	Delivery mechanism	Time frame	Outcome
<u>Super Group 1</u>			
1	Maintain investment in services for people with mental health issues across the county	Implement strategic alignment and geographical distribution of services built into the 'Supported to Independent Living' pathway of services commissioned in March 2011.	2012-14 Services are closer aligned to strategic aims of the pathway More equitable geographical distribution of services Investment is maintained in line with current contractual commitments
2	Maintain investment in services for older people with support needs across the county	Continue to implement strategic alignments and geographical distribution built into the Alert service commissioned in April 2010.	2012-13 More equitable geographical distribution of services Investment is maintained in line with

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		Review strategic alignment of services, including those provided by Home Improvement Agencies and via Direct Payments to individuals, in the light of the Older People Commissioning Strategy being produced by Oxfordshire County Council.	2012-13	current contractual commitments Services are closer aligned to strategic aims set out in the new strategy
3	Maintain investment in services for people with physical or sensory disabilities across the county	Implement recommendations of the 2011-12 strategic review of these services	2012-13	Services are closer aligned to strategic aims set out in the review
		Remodel existing services to ensure support is available in all areas of the county	2012-13	More equitable geographical distribution of services
		Achieve better value for money by rationalising service provision and costs	2012-13	More efficient use of limited resources
		Review strategic alignment of services, including those provided by Home Improvement Agencies, in the light of the Physical Disability Commissioning Strategy being produced by PCT and	2012-13	Services are closer aligned to strategic aims set out in the new strategy

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		Oxfordshire County Council.		
4	Reduce investment in services for people with learning disability across the county	Continue to implement planned reduction in the programme's contribution to the Learning Disability Pool	2012-16	Investment is more proportionate to the number of service users supported
Super Group 2				
5	Maintain investment in generic floating support services for people with a history of or at risk of homelessness	Maintain service configuration implemented in April 2011	2012-13	Services remain aligned to strategic aims
6	Maintain investment in services for people at risk of domestic violence	Maintain current service configuration	2012-13	Services remain aligned to strategic aims
		Implement recommendations of the 2011-12 review of the Oxfordshire Domestic Abuse Strategy	2014-16	Future services are closer aligned to strategic aims set out in the new strategy
7	Maintain investment in services for young people and teenage parents	Review all services in the Young People pathway commissioned in April 2010 to evaluate achievements of the pathway to date	2011-13	Services remain aligned to strategic aims
		Remodel and/or re-commission all services for young people and teenage parents to address gaps and pressures highlighted in the 2011 needs and gaps analysis	2012-13	Services are closer aligned to strategic aims set out in the review More equitable geographical distribution of services

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				More efficient use of limited resources
8	Maintain investment in services for people with a history of or at risk of homelessness	Remodel and/or re-commission all services for homeless people of working age to address gaps and pressures highlighted in the 2011 needs and gaps analysis	2012-13	<p>Future services are closer aligned to strategic aims and need profiles</p> <p>More equitable geographical distribution of services</p> <p>More efficient use of limited resources</p>
9	Overarching intentions - Strive to equalise investment by district and to seek additional or alternative funding from other sources	<p>Address gaps and pressures identified in 2011 needs and gaps analysis by redistributing services geographically</p> <p>Adopt a whole systems approach to remodelling and commissioning new services</p>	<p>2012-14</p> <p>2012-16</p>	<p>Future services are closer aligned to strategic aims and need profiles</p> <p>More equitable geographical distribution of services</p> <p>More efficient use of limited resources</p>