

DEVON SUPPORTING PEOPLE

Supporting People Eligibility Criteria

1. Introduction

The Supporting People programme commenced in April 2003 and is a government initiative within the overall responsibility of the Office of the Deputy Prime Minister aimed at providing support to vulnerable people to enable them to maintain a home in the community.

This policy has been produced in consultation with stakeholders and will be used to assess whether it is appropriate to pay Supporting People Grant. It should be of assistance to providers of existing services and will also provide useful information to organisations wishing to secure Supporting People Grant for new services.

2. What is Supporting People?

Supporting People is a government initiative aimed at enabling vulnerable people with housing related support needs to live independently in the community. Without this support a person might be unable to manage their accommodation on their own.

Supporting People is targeted at *vulnerable* people, including the homeless, people with mental health needs and/or substance misuse problems, people with learning disabilities, older people, young people, rough sleepers, women fleeing domestic violence, ex offenders and a number of other needs groups. The money used to fund Supporting People is made up of a number of different funding streams, operated by a number of organisations. The largest of these was Transitional Housing Benefit. Each of the former funding streams assessed the eligibility of services using their own criteria. Assessment of eligibility thus differed between funds, organisations, client groups, service types and landlord type. This policy on eligibility criteria seeks to establish a single set of eligibility criteria for housing related support.

A range of support services may be provided as long as they fall within the definition of housing related support. Housing related support services may be classified as short or long term according to their aims and objectives. Short-term schemes have a maximum intended duration of up to two years with the intention of moving people onto independent living and/or increasing the ability to live independently.

3. Who might be eligible for housing related support services funded by Supporting People?

Services may be provided to someone who is vulnerable as part of a package of support services. The Office of the Deputy Prime Minister has provided guidance on the circumstances that may render a person vulnerable and in need of support and has designated a series of *Primary Client Groups* of people who can access housing related support as below:

- Frail elderly
- Generic
- Homeless families with support needs
- Mentally disordered offenders
- Offenders or people at risk of offending
- Older people with mental health problems/dementia
- Older people with support needs

- People with a physical or sensory disability
- People with alcohol problems
- People with drug problems
- People with HIV/AIDS
- People with Learning disabilities
- People with mental health problems
- Refugees
- Rough sleepers
- Single homeless with support needs
- Teenage parents
- Travellers
- Women at risk of domestic violence
- Young People at risk
- Young people leaving care

4. What is housing related support?

Housing Related Support

Housing Related Support Services are defined as *"support services which are provided to any person for the purpose of developing that person's capacity to live independently in accommodation or sustaining his/her capacity to do so."*

The key words in the definition of housing related support are developing and sustaining. A short-term service (such as a hostel for the homeless) will develop capacity to live independently whilst a longer-term service (such as a sheltered scheme for older people) will sustain independent living.

It is important to note that housing related support is primarily intended to develop or sustain independence (in relation to accommodation) or to assist an individual to gain access to appropriate accommodation. Generally, it is 'helping with' rather than 'doing for'. In short term services, the support may be intensive at the start and reduce. The Support Plan and activity sheets giving information on the works and tasks carried out will be vital in evidencing this and establishing eligibility.

Key questions to determine whether support is housing related

Would the person be at risk of losing their home and moving to less independent care if this housing related support were not provided?

Would the person be able to move to more independent housing without this support?

It must be clear that the support is intended to assist an individual to gain access to appropriate accommodation, or to maintain or increase independent living. Housing related support is about promoting independence by sustaining people in the community. This can be by helping people to avoid homelessness or an undesirable move into residential care or similar institution. It can also be about providing immediate refuge to homeless people or those at risk of violence. It entails enabling, reminding or assisting service users to live independently and to keep their accommodation.

In some cases, the distinction between a housing related support service and a general social care service is not clear-cut. In these cases, service providers are advised that they should establish that the support provided is intended to

develop or sustain an individual's capacity to live independently or to help gain access to appropriate accommodation.

5. Occasional welfare services

Occasional Welfare Services may be eligible for Supporting People Grant and are defined by the Office of the Deputy Prime Minister as *"other services which are provided by those delivering housing related support services to a service recipient and which are ancillary to housing related support services."*

An ancillary service is one that is provided occasionally for a limited time to maintain independent living (such as following discharge from hospital). The support should also be reducing over the timescale.

When defining 'occasional', Supporting People will take account of individual needs, looking at the overall circumstances, and recognising that in some cases, there may be a need for more intensive support. However, generally, occasional welfare services should not need to amount to more than 10% of the total average time spent on other welfare services.

6. Non-Eligible Services services that Supporting People Grant cannot fund

Regulations and guidance issued by the Office of the Deputy Prime Minister define specific services that are not eligible for Supporting People funding. These are outlined below.

- Services provided by residential care establishments registered under the Care Standards Act 2000
- Services provided by a person required to be registered under the Care Standards Act 2000 in his/her capacity as a registered provider of care
- Nursing or personal care (assistance that involves bodily contact such as bathing or dressing)
- Services provided by an Administering Authority in satisfaction of a statutory duty placed on that authority
- Building works (including adaptation, improvement or repair in relation to a building) other than advice and assistance in obtaining grants for such works or personal support services during the works
- Provision of equipment unless the equipment is used to deliver the particular service in question
- Specialist counselling such as psychological therapy or programmes of therapeutic counselling
- Services to enforce specific requirements imposed by a Court of law
- General housing management services (such as rent collection or dealing with anti social behaviour)
- General social care

Personal care is defined in statute under National Care Standards as assisting people with bodily functions. These types of services are usually provided in registered care homes or by domiciliary care services. Where these services are provided they must be funded from a source other than Supporting People.

Social care is defined in the same regulations as activities that are intended to help people with their day-to-day lives. Social care services are not primarily intended to allow people to gain access to or maintain accommodation. Where a service user requires a high level of supervision, needs support all or a majority of the time, in day to day tasks and the help does not reduce, it is an indication that the person needs support in respect of their entire life and not just in respect of accommodation. This would, therefore, be classed as social care rather than housing related support and the services could not be eligible to receive Supporting People Grant. However, it is important to note that a service user may receive social care services and Supporting People funded services, but the latter may only pay for the housing related support services that are provided.

7. Guidance for service providers: evidence required to establish eligibility

As outlined in this policy document, Supporting People funding can be used only to pay for housing related support. In assessing whether a support service meets the definition of housing related support, the following is a guide as to what will be required.

- Job descriptions to show that housing related support is being provided, and any plans that specify the activities that must be carried out
- Support Plans or any other plans that show support duties. Service providers will need to assess the housing related support needs of service users and to either formulate a Support Plan, which is regularly reviewed, or to build support tasks into another plan
- Task/activity monitoring sheets to analyse the support provided
- Service specifications that identify relevant activity
- Aims and objects that show a commitment to independent living the intention of the service should clearly state that it aims to help people live more independently than they otherwise would, and that the service is intended to help the recipient keep their accommodation
- Information on why the service was originally commissioned
- Service budget including staffing costs to show the apportionment between personal care, social care, policy and other work, and housing related support
- Outcomes and performance monitoring to show that the support service delivered meets the aims and objectives of Supporting People

Eligibility criteria for Supporting People

The table below is not exhaustive but does give details of the main tasks that may be subject to Supporting People funding.

For further information, please contact the Supporting People team.

Task No	Description of Task	Eligible for Funding	Not Eligible	Comments
1	Occasional prompts to take medication – but not supervision or administering	✓		
2	Risk assessment in relation to housing related support tasks	✓		
3	Occasional help with shopping, errand running and good neighbour tasks	See comments		Eligible in accommodation where the dwelling is one of a group which the landlord lets to people in need of general care and support, and that support is provided by a resident warden or a non resident warden provides services wholly or mainly for those tenants, or in other supported Living accommodation. Occasional is no more than 1 or 2 times per month on average
4	Advice to help set up home, maintaining the tenancy, managing finances and benefit claims, (but not control over finances)	✓		Help with completing housing benefit Forms are eligible.
5	Help in gaining access to other services such as providing advice on: needs assessment, accommodation offers, changes in support levels and move on accommodation. Includes enabling service users to contact and gain access to services relevant to setting up and maintaining home and tenancy	✓		This will usually be short term help for individuals (up to 2 years)
6	Emotional support, counselling and advice, (including culture specific) such as talking to, discussing and advising the service user on issues related to their housing situation or tenancy; signposting to other services	✓		
7	Developing social skills/developing skills necessary to live independently	✓		Eligible - the housing related support should be seen as enabling the service user to develop the necessary social skills to be able to interact in a variety of housing related situations such as dealing with problems or Disputes with neighbours. Also included is general advice on behaviour required to adhere to Tenancy conditions.

Task No	Description of Task	Eligible for Funding	Not Eligible	Comments
				Ineligible - any other form of behaviour management should be seen as a specialist activity, and, Therefore, not eligible for funding. Also excluded from funding is the accompaniment of individuals on a regular basis for social and leisure activities
8	Assisting service users to manage their health and well being e.g. supporting access to advice and information as part of a package of support, and signposting to other services	✓		Includes assisting service users to manage their health and well being e.g. supporting access to advice and information as part of a package of support and signposting to other Services. Includes advice about general health and alerting concerns to GP, relatives etc. for example as part of the warden role in a sheltered Housing scheme.
9	Crèche or child care facilities but only where enables parents to address housing related support	✓		Eligible only in cases where a crèche facility is available to enable a service user to access a key working session in a domestic violence or young parents service (i.e. teenage pregnancy)
10	Liaison with probation	✓		
11	Culture specific housing related support	✓		
12	Access to local community organisations Liaison or advocacy from same ethnic group	✓		
13	Help in maintaining safety and security to the dwelling	✓		Eligible - occasional locking up on Average once or twice a month. Ineligible - locking doors and windows <i>on a regular basis</i> for a service user who is unable to undertake the Activity themselves.
14	Provision of community alarms	✓		
15	Signposting to culture specific legal, health and treatment services	✓		
16	Advice in establishing personal safety and security	✓		
17	Security support related to racial harassment	✓		
18	Peer support and befriending	✓		Should only include encouragement to develop these skills
19	Help in establishing social contacts and Activities.	✓		Eligible - encouraging service users to develop a social network and further Develop their social skills. Ineligible - should not include attending activities with the service User on a regular or long term basis.

Task No	Description of Task	Eligible for Funding	Not Eligible	Comments
20	Reminding service user to clean accommodation	✓		Eligible - occasional prompting to clean. Ineligible - actual cleaning
21	Advice and support on Repairs Home improvements Disabled Facilities Grants (e.g. Care and Repair or Home Improvement Agency type services)	✓		Eligible - advice on how/where to report repairs. Ineligible - actual carrying out of repairs.
22	Residential or Nursing Home care		✓	Prohibited by ODPM Grant Conditions
23	Health, personal, domiciliary or home care Nursing Assistance with personal hygiene Feeding, bathing, toileting, helping in/out of bath, help with dressing, needing to be present whilst someone takes a bath.		✓	Not within definition of housing related support These task usually involve bodily contact
24	Dispensing of medication		✓	Not within definition of housing related support
25	Risk assessment in relation to personal care		✓	Not within definition of housing related support
26	Actually preparing meals or providing regular assistance to service users to cook their meals		✓	Not within definition of housing related Support. May be funded only if service user is actively taking part in the process as part of developing domestic life skills related to living Independently.
27	Washing and ironing		✓	Not within definition of housing related support
28	Cleaning own accommodation		✓	A cleaning task is a domestic task and therefore not classed as housing related support
29	Regular assistance with shopping or accompanying service user on shopping trips		✓	Not within definition of housing related support
30	Accompanying service user on holiday		✓	Not within definition of housing related support
31	Control of service user's income such as power of attorney or acting as appointee		✓	Not within definition of housing related support
32	Actually carrying out a) Day to day responsive repairs b) Adaptations to property c) Building works d) Disabled Facilities Grant work e) Decorating f) Gardening		✓	Not within definition of housing related support
33	Management of handyman service		✓	This is a housing management task And therefore ineligible for funding.

Task No	Description of Task	Eligible for Funding	Not Eligible	Comments
34	Collection or rent/arrears recovery		✓	This is a housing management task And therefore ineligible for funding.
35	Regularly paying rent, utility or other bills		✓	
36	Finding alternative accommodation		✓	Not housing related support
37	Rehabilitation after illness, accident or acquired disability		✓	Not housing related support
38	Specialist therapeutic counselling or treatment; bereavement counselling Behaviour management		✓	Not housing related support. In assessing eligibility the objectives of the support would be taken into account and whether it is to be delivered by someone with specialist Expertise or training.
39	Specialist counselling on drug and alcohol misuse, abusive relationships, behaviour modification		✓	Not housing related support
40	Regularly accompanying service users to work, day centres, educational or leisure establishments or to hospital appointments		✓	Not within definition of housing related support
41	Transport to work, leisure, day centres, educational or leisure establishments		✓	Not within definition of housing related support
42	Monitoring 'just in case' where someone's behaviour may impact on their tenure		✓	Not within definition of housing related support
43	Supervision or monitoring of compliance with health improvement, care plans or similar monitoring, including mental health services		✓	Monitoring of compliance with housing related support plans would be included
44	Services to enforce specific requirements imposed by court of law/monitoring service users' compliance with court orders which are unrelated to housing		✓	Not within definition of housing related support
45	Help with mobility such as using stairs, steps, help with transport		✓	Not within definition of housing related support
46	Training courses		✓	Not within definition of housing related support
47	Wider policy work not directly related to a service user that has vulnerabilities which render them in need of a support service e.g. work concerned with the commissioning function		✓	Not within definition of housing related support
48	Provision of equipment		✓	Prohibited by ODPM grant conditions.

Task No	Description of Task	Eligible for Funding	Not Eligible	Comments
				For example, hard wired assistive technology to observe safety of residents is becoming popular in extra care schemes but cannot be funded as ODPM grant conditions prohibit This.
49	Security in hostels		✓	Not housing related support
50	Scheme development. For example, consultancy work to set up a service, tendering and other setting up costs		✓	