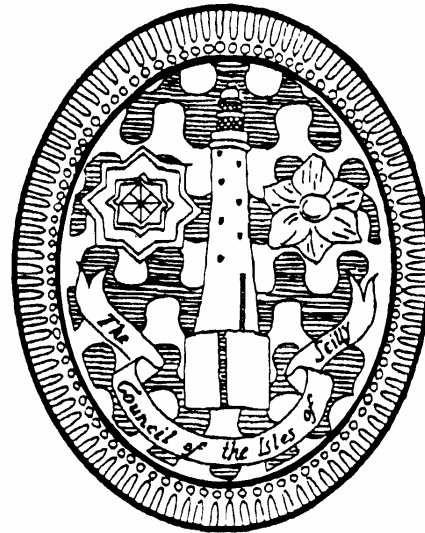


COUNCIL of the ISLES OF SCILLY



SUPPORTING PEOPLE SHADOW STRATEGY 2003 / 2004

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1. **INTRODUCTION**

The Supporting People Programme

Supporting People is a new programme for the planning, commissioning and funding of housing-related support services. The Council of the Isles of Scilly delivers the programme in partnership with health, probation, support providers and service users.

The 'Supporting People' strategy is about the commissioning of housing-related support to vulnerable adults. The aims of the Supporting People programme are: -

- To promote independence and choice
- To create a comprehensive range of and more flexible services
- To monitor and review services in order to ensure quality and Best Value
- To help deliver other strategies e.g. Housing Strategy, Neighbourhood Renewal, Health Improvement Programme
- To reduce the complexity of funding for supported housing
- To plan the commissioning of supported housing within an agreed partnership strategy

The Office of the Deputy Prime Minister (ODPM) oversees Supporting People. Local authorities are required to produce a Shadow Supporting People Strategy to cover the first year of Supporting People Grant in 2003/04. Full government policy information is available from <http://www.spkweb.org.uk>

Local Context

The Council of the Isles of Scilly is unequalled in terms of its geography, history, population and constitution. It is against this unique background that for over 100 years the Council of the Isles of Scilly has provided a comprehensive range of services equivalent to that of any mainland authority to the only truly Island Community in England.

The Council is non-political and made up of 21 independent members, 13 from St Mary's and 8 from the off islands. There are 8 Committees with delegated powers, Transport and General Purposes, Planning and Economic Development,

Education, Housing and Social Services, Policy and Resources, Sea Fisheries, Tourist Board and the Standards Committee.

Due to its unique make up, the Council is able to offer a “one-stop shop” and joined up services that means that the public can contact the Town Hall reception for information on any of the Council’s services. Most of the staff of the Council live within the community and are aware of the personal events such as sickness, birth and bereavements affecting islanders.

The Islands are owned, apart from some freehold land in the built up area of St Mary’s, by the Duchy of Cornwall. The uninhabited islands and the unenclosed land are let by the Duchy to the Isles of Scilly Wildlife Trust and the whole of the Island of Tresco to Tresco Estate. The remaining enclosed land is let to farm tenants and residential properties are either let privately or by the Duchy of Cornwall.

Population

The 1991 Census gives the usually resident population as 2048 compared to 1946 in 1981. The population is mainly centred on St.Mary’s with 1607 residents, however, there are strong off-island communities with 83 people on St Agnes, 78 on Bryher, 167 on Tresco and 113 on St Martin’s.

The total population figures appear relatively stable and have only changed a little during the last century. Over the last two decades the Islands have experienced demographic change with an increase in retired and elderly people and a decline in young people and families. Between 1981 and 1996 the Island’s School has experienced a fall in numbers. As most funding for Education is linked to pupil numbers, the loss of a few pupils can have a huge impact, despite enhanced allocations from Government.

There are no travellers, refugees or ethnic minority groups on the Islands.

2 **VISION AND OBJECTIVES**

The vision for the Council of the Isles is: -

“To commission support for people to live as independently as possible in the community.”

Services should respond flexibly to meet individual needs. Housing-related support should be available in people’s own homes wherever possible. There should be a range of support services available on the isles. People should not have to move to the mainland or into institutional care unless they require very specialist care and support.

The key objectives are:

1. To ensure existing are maintained, monitored and reviewed.
2. To integrate the Supporting People programme into the existing strategic and planning framework
3. To consult with service users, partner agencies and the community to identify unmet or potential needs.
4. To develop more responsive, flexible housing-related support services to meet identified needs

3 PLANNING APPROACH

The development of the Supporting People Shadow Strategy is an inclusive process with contributions from partner agencies, service users, providers and members. User involvement is key to commissioning services that meet needs.

The day-to-day implementation is the responsibility of the Supporting People Lead Officer reporting to the Director of Social Services.

The Housing and Social Services Committee approved a report on the implementation of Supporting People in the Isles of Scilly in October 2002 and will receive a further report in January 2003 on the implementation of the Supporting People Shadow Strategy.

User and other representative involvement in the strategy development process

The size of the populations means that much communication and consultation is on a direct face-to-face basis including with elected members. The Housing and Social Services Committee is the place for policy decisions to be made with representations from the community fully taken into account.

The ODPM places a particular emphasis on consultation with 'hard to reach' groups including: -

- Women Fleeing Violence

There is a refugee based in Penzance, but there are domestic violence issues on the Isles, which are being addressed by the Crime Reduction Partnership.

- Black and Minority Ethnic Communities

There are no individuals identified as from BME communities on the Isles.

- Rough Sleepers

There are no rough sleepers on the Isles.

Service provider involvement in the development of the strategy

The service provider for the existing sheltered housing scheme has been consulted with, including the Estate Manager, and the Council directly manages the other service.

Agreement to reach consensus widely on the vision and the strategy

Consultation with the community is required, as part of the process of researching and identifying unmet needs.

The structure of the commissioning body and its relationship to the administering authority

The Commissioning Body consists of the Chair of the Housing and Social Services Committee, the Director of Social Services, the Chief Executive of West Cornwall Primary Care Trust and the Devon and Cornwall Probation representative.

Local monitoring to ensure that the programme outputs are achieved

The implementation of Supporting People relies upon a partnership between service users, providers and the Commissioning Body. The accountability for the delivery of Supporting People will be the responsibility of the Supporting People Lead Officer who will monitor compliance with Interim and Full Contracts.

All services must be reviewed initially in the first three years of Supporting People and thereafter at least five yearly. The reviews will use the criteria to be advised by the ODPM.

4 SUPPLY ANALYSIS

The table below illustrates that for most client groups the profile of supply in the Isles is within the range anticipated by the ODPM in its supply profile, but this does not mean that there is not unmet need.

Client Group	Property Based Service	Floating Support Service	TOTAL
Homeless Families with Support Needs/Teenage Parents	0	0	
ODPM profile	0	1	0
Offenders or People at risk of Offending	0	0	
ODPM profile	0	0	0
Older people with support needs/frail elderly/mental health	15	0	
ODPM profile	16 to 19	0 to 6	15
People with a Physical or Sensory Impairment	0	0	
ODPM profile	0 to 2	0 to 1	0
People with Alcohol Problems	0	0	
ODPM profile	0	0	0
People with Drug Problems	0	0	
ODPM profile	0	0	0
People with HIV / AIDS	0	0	
ODPM profile	0	0	0
People with Learning Difficulties	0	0	
ODPM profile	0 to 2	0	0
People with Mental Health Problems	0	0	
ODPM profile	0 to 2	0	0
Refugees	0	0	
ODPM profile	0	0	0
Single Homeless with Support Needs/Rough Sleepers	0	0	
ODPM profile	0 to 3	0	0
Women at Risk of Domestic Violence	0	0	
ODPM profile	0	0	0
Young People at Risk/Leaving Care	0	0	
ODPM profile	0	0	0

5 WIDER STRATEGIC LINKS

The Supporting People Shadow Strategy aims to deliver targets that are set out in related strategies. The main linked plans in meeting support needs are: -

The Council's Principal Objectives

The Council of the Isles of Scilly has one clear and concise objective: to maintain and improve the quality of life of the Islands' community by the provision of services on a value for money basis. The key aims of the Authority are as follows:

1. To ensure that all services that are secured or supplied are of the highest quality that can be achieved with the resources available.
2. To work in partnership with all those who can contribute to securing a high quality of life for people in the Islands.
3. To ensure that each individual member of the community is treated with due care and respect by the Council.
4. To ensure that Council Members and staff observe the highest standards of integrity in all that they do.

The Housing Strategy update to 2006

Addressing the issues arising from the unique protected environment, ongoing local housing needs and demands for development from the tourism industry has always been a challenge for the Authority. In simple terms the issue for housing is one of how to meet the long term needs of the Isles of Scilly given the constraints presented, inter alia, by:

- An acutely finite supply of land (1600ha)
- Commuting from cheaper areas on the mainland not an option
- The need to safeguard the outstanding environment which forms the basis of the islands' economy
- The capacity of the islands' infrastructure
- The Right to Buy legislation
- The number of second homes within the Islands
- Shortage of private rented properties and other options available to those living on the mainland
- High rents on the private sector properties
- High property values – at least comparable with the most expensive areas of the South East
- Being Islands the inability to use cross boundary initiatives
- Low average earnings

- High costs of building
- Lack of sufficient and regular funding for social housing development. High building and land cost for new social housing means that projects fall outside of national and regional formulas used by the Housing Corporation for the allocation of Social Housing Grant.

Following a housing survey in 1999, extensive consultation was undertaken with the community in 2001 on options for local plan housing provision through a Housing Issues Paper. The Council is in the process of determining a new local plan policy following this process, but the likelihood is that Members will continue to accept a need to provide some housing for local people in order to maintain the viability and sustainability of the community.

Homelessness Strategy

With the introduction of the Homelessness Act 2002 the Council is no longer required to keep a Housing Register and is looking to introduce an allocation scheme that offers tenants and applicants a more active role in choosing accommodation. As a result, the Council is undertaking a review of its allocation policy.

The Council aims to produce a Homelessness Strategy by April 2003 in consultation with all the relevant and interested agencies which will have as key objectives: -

- To endeavour to reduce the use of Bed & Breakfast as temporary accommodation.
- To promote awareness within the community of the Council's responsibilities against its limited resources

The Corporate Development Plan for 2002-5 identifies as a priority to work with relevant agencies to improve provision of affordable local housing for local needs. Capital funding to be sought from GOSW and Housing Corporation. The Council will continue to fight for the provision of more affordable housing of the right size, in the appropriate locations taking into account the need to maintain the Islands unique environment and the links to policy on affordable, accessible transport.

Crime and Disorder

There is very little crime on the Isles of Scilly; it is a safe and secure place to live. The Authority works closely with Devon and Cornwall Constabulary to maintain the high level of community safety. Links are being made to the Crime and Disorder Strategy and to the Community Safety Partnership.

The Council is an active member of the Isles of Scilly Community Safety and Drugs and Alcohol Reference Groups whose membership includes representatives from the Health Authority, Drug Prevention Service SW, Devon and Cornwall Police, Social Services, Probation Service, GP's, the School, West Cornwall PCT, Youth Offending Team, Magistrates, Cornwall Alcohol and Drugs Agency and the Churches.

Health Improvement and Modernisation Plan 2002 to 05

The West of Cornwall PCT is the lead NHS organisation in assessing need, planning and securing all health services and improving health in the Islands. Reducing Health Inequalities is the over-arching requirement. The problems of social exclusion and the need to improve the lifestyles of all people require an intense degree of partnership working. Since its inception the West of Cornwall Primary Care Trust has had the opportunity to forge and develop firm partnerships with local agencies, voluntary sector groups and the public as a whole. The PCT have taken particular interest in tackling the root causes of poverty and ill-health, including involvement in partnerships to tackle the issues of housing and homelessness, drug misuse and the promotion of health life-styles.

Health improvement priorities for the next three years include housing and homelessness. Linked targets include:

- Work with the Drug and Alcohol Action Team to ensure that the capacity of drugs and alcohol services are increased, the quality and range of services is improved and that they are easier to access.
- Work with the Teenage Pregnancy Co-ordinator and local projects to reduce conceptions amongst under-18s
- Work with all partners in the health and social sectors and in the voluntary and community sectors to reduce the social exclusion of people with mental health problems and learning disabilities.
- Work towards integration with social mental health care.
- Support users and carers through Intermediate Care Schemes and extensive work with the Voluntary Sector in ensuring that older people remain independent.
- Establish a Care Direct Service for older people.
- Work with users and carers to ensure that they are fully involved in the planning of services.

Individual Joint Investment Plans set the context for the client group profiles within this strategy. However, for most client groups there are very few service users (see section 6 below).

6 SERVICE USER GROUP PROFILES

Older People

124 people are receiving assistance from social services, including 18 in residential care.

There is an RSL scheme of 7 sheltered bungalows designated for older adults aged 55 plus with support from an Estate manager on St Mary's.

There is a Council scheme of 8 sheltered flats on St Mary's receiving on-call support from the adjacent residential home for 11 residents.

There is a second private, residential home with 16 bedspaces.

There is no specialist care for the elderly mentally ill on Isles Of Scilly.

There is a need for very sheltered housing with disabled facilities. This has been explored and requires further consultation and research.

Mixed accommodation of around 7 or 8 units could include frail elderly and very sheltered with 24-hour cover. This could allow the other sheltered flats to accommodate adults aged 50 plus.

People with Mental Health Problems.

17 people are receiving assistance from social services.

There are no supported housing services.

There may be unmet needs for housing-related support and this will be investigated in partnership with social services.

People with Learning Difficulties

There is one adult with learning disabilities receiving assistance from social services.
No needs for supported housing have been identified.

People with a Physical or Sensory Impairment

There are 74 older people and 10 people under the age of 64 are receiving assistance from social services.

There is a high demand for specialist alterations and adaptations.

There are no supported housing services.

People with Drug and Alcohol Problems

There are 10 people known to the Council with significant substance misuse problems, one of whom is in urgent need of accommodation which is only available on the mainland.

There are no supported housing services.

It is likely that there are unmet needs for support to people with alcohol or drug problems on the Isles and this would include housing-related support. Further research is required into unmet needs in partnership with the primary Health Trust as part of the Health Improvement Programme and Crime Reduction Partnership.

Refugees.

There are none on the Isles.

Women at risk of Domestic Violence.

None known.

There are 11 places in Penzanze, which has two houses providing refuge to women and their children. There are no referrals known over the past three years from the Isles of Scilly.

There may be women who would like to access a support service, but for whom there is nowhere to go. Floating support services could be helpful to women at risk of domestic violence.

People with HIV/AIDS.

None known.

Single Homeless and Homeless families with Support Needs

None have been identified. Whilst there is a shortage of affordable housing to rent or to buy on the Isles there are no persons awaiting accommodation under the 1996 Housing Act or currently. Since December 2001 the Council has accepted responsibility for 4 priority cases with 4 other not being accepted.

Offenders or People at Risk of Offending

No offenders with supported housing needs have been identified known on the Isles.

Collaboration with the peninsula Cross-authority group may lead to the identification of unmet need.

Young People

There are currently no adult care leavers who require support from the Council.

There is an issue of vulnerable young people at risk of losing their contact to the Isles and their families as a result of educational placement, housing and employment opportunities on the mainland.

Black and Minority Ethnic Communities

No persons identified.

7 CROSS AUTHORITY PARTNERSHIPS

There are cross-authority links to Cornwall as a number of islanders have to access healthcare, support, education and employment opportunities on the mainland. Being islands it is difficult for various reasons, particularly travel and costs, to cultivate effective and meaningful cross-district working relationships and partnerships. However, the Council is considering a linking of the Islands' Social Services with the West Cornwall Primary Care Trust into a Care Trust and this would facilitate cross-authority working to meet wider strategic objectives. The Council is also a member of the West Cornwall Joint Commissioning Partnership together with Penwith District Council, Kerrier District Council and Carrick District Council. This partnership is for cross-District joint commissioning for general needs social housing.

There are no cross-authority schemes identified on the Isles of Scilly that provide placements for people living on the mainland, although some sheltered housing is let to the elderly relatives of islanders who wish to move closer to their families.

The Council is looking to work as part of a cross-authority group (CAG) that can develop joint commissioning partnership approach both for new services and in respect of transient client groups whose needs are not met within traditional local authority boundaries.

The Islands are linked to the Offender CAG, which funded a consultant to undertake a number of key tasks to assist in the development of a CAG strategy, these included:

- The creation of a clear vision and associated values to underpin the delivery of housing support services.

- The completion of an audit of housing and support needs of offenders under the supervision of the Probation service.
- A review of services current funded by Probation Accommodation Grant and the creation of a common service level agreement used to specify the service delivered.
- A study of the effectiveness of liaison arrangements between DCPA and providers of support services.

The Council, with recommendation from the ODPM Supporting People unit and the Project Manager for the Cornwall Supporting People Team, applied to become a member of the Cornwall Team. Unfortunately the application was refused. Despite the unfortunate refusal of the Councils application to join the Cornwall Supporting People Team the Council will endeavour to forge future good working relationships and partnership in the delivery of the IT and other technical requirements. If this partnership is not achieved then closer working with the central ODPM Supporting People Team will be required.

8 SERVICE QUALITY AND SCHEME REVIEWS

The one Supporting People Grant funded scheme for review is a sheltered housing scheme, which will be reviewed in 2003 by the SP Lead Officer in partnership with housing and social services. This scheme is managed by a registered Social Landlord and regulated by the Housing Corporation.

Social services will take the responsibility for ensuring quality if there are issues with any supported housing scheme funded by Supporting People Grant or any other revenue sources.

It is anticipated that the provision of supported housing for older adults (including the Council's own services) should be reviewed in 2003. This would be led by social services with input from housing, the Supporting People Lead Officer and the community to consider if there are unmet needs, any benefits to be had from re-configuration or any other service development requirements.

Best Value Reviews 2000-2

Each one of the nine completed reviews has undertaken consultation linked to the area of service delivery. These services are: Tourism, Planning, Emergency Planning, Social Services Management, Housing Management, Fire (Communications and Workshops), Airport and a review of Best Value. The entire adult population was surveyed in order to inform the ongoing Modernising Local Government Review.

9 **THE STRATEGY 2003/4**

Priorities For 2004

No existing Supporting People Revenue Funding will be saved from remodelling or service changes

The scheme review process currently involves only one sheltered housing service, which is under full occupancy and has a waiting list for six persons.

Other innovations.

To promote innovation within the supported housing services field the ODPM has asked Chief Authority Commissioning Bodies to address new demands on service provision arising from the changing expectations of users. Increasing needs and multiple-needs of the population as a whole, but particularly of older people, requires innovation in designing services, which could prevent reliance on residential care, hospital admission or moving to the mainland to access services. The key innovations identified in the strategy are to: -

1. Analyse the need for Very Sheltered Housing for frail older adults in 2003
2. Analyse the need to provide floating support to people with mental health problems, drug and alcohol problems and other vulnerable groups.

Contingencies, Risks and Issues

There are no supporting people funded services of immediate concern.

If a service collapses, is affected by a major incident like a fire, or other emergencies occur, the Council's Emergency Plan will come into operation.

In the circumstance of scheme collapse or the loss of a required service to an individual, the contingency plan will be to:

- Terminate contract on a temporary basis for 6 months
- Identify another service provider who can take on the contract for a temporary period (using existing staff if appropriate).
- Issue temporary contract.
- Investigate service failure and identify causes
- Go back to original provider at 3-month point of new contract with temporary provider to see if original contractor can recommence service
- Issue new contract to original provider, subject to confirmation of their ability to fulfil, or tender for new contract
- Terminate original contract
- Arrange for any handover between original and/or temporary provider to new provider

10 THE ANNUAL PLAN 2003/4

The ODPM asks local authorities to project what developments could be implemented if the funds were made available to increase the number of services commissioned, by 10%.

If 10% additional funding were available this would be insufficient for a scheme. However, future bids for new Supporting People grant may result from the review of supported housing to older adults and the analysis of unmet needs for floating support to other vulnerable client groups.

Summary Financial Table

Total New Capital Required	£0
Existing SP Revenue Funding Saved	£0

Supporting People Shadow Strategy 2002/03

New SP Funding Required	£0
Total non-SP revenue required	£0

11 SUPPLY TABLES

The supply mapping process is complete, although at present the SPINTLS system has not been utilised. A summary of the information required in the tables is set out below:

Table 1	<p>Service Type by Client Group</p> <ul style="list-style-type: none"> • 15 units of support identified • All supported housing for older adults
Table 2	<p>Analysis of Service Type by Ethnic Origin</p> <ul style="list-style-type: none"> • No minority ethnic community identified
Table 3	<p>Client Group by Service Provider Type</p> <ul style="list-style-type: none"> • 7 units provided by RSL, 8 by the Council
Table 4	<p>Analysis of Client Group Exclusions</p> <ul style="list-style-type: none"> • No services for frail elderly or elderly mentally ill
Table 5	<p>Support Provision Capacity Summary</p> <ul style="list-style-type: none"> • 7 service users have a 'warden' (estate manager) • 24 hour on-call cover is provided by alarm system at the other scheme
Table 6	<p>Analysis of Property Registration Status</p> <ul style="list-style-type: none"> • 27 places in residential homes for older adults (11 Council owned, 16 privately owned)
Table 7	<p>Analysis of Designated Cross Authority Group (CAG) Services</p> <ul style="list-style-type: none"> • None
Table 8	<p>Funding of Services</p> <ul style="list-style-type: none"> • One RSL scheme with <i>Supporting People</i> funding • Non-SP (social services) funding for on-call at the other scheme

Table 9	Service Provider Type by Accommodation Manager Organisation Type <ul style="list-style-type: none">• One RSL, one Council owned
Table 10	Service Provider Type by Landlord Organisation Type <ul style="list-style-type: none">• Both schemes have the same landlord/provider