

ELIGIBILITY CRITERIA FOR SUPPORTING PEOPLE GRANT

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AMENDMENTS TO VERSION 1 – INCLUDED IN VERSION 2

Reference to Grant conditions has been amended from 2004/5 to 2006/7. Link inserted to the Grant Conditions	Page 4
Types of services that SP can not fund – minor amendments to better reflect terminology in grant conditions	Page 4
Additional grant condition inserted - services must provide value for money, be strategically relevant and good quality	Page 7
Section on Jointly funded services inserted	Page 8
Fair Access to care – definition inserted	Page 9
Minor amendments to the “Task” table to reflect the terminology used in the guidance notes for assessing jointly funded services	
<ul style="list-style-type: none"> • ‘Demonstration and Instruction’ replaces ‘advice and support’ and ‘support/encouragement’ 	Points 12,13 and 15
<ul style="list-style-type: none"> • Guidance added 	Points 7,11 and 13
<ul style="list-style-type: none"> • Demonstration and instruction added 	Point 15
<ul style="list-style-type: none"> • Staff act fully on behalf of service user in relation to all financial transactions 	Point 11
Model used for jointly funded services has been attached to the document	Page 21
Assumptions used by Wigan when applying the model for jointly funded services has been attached to the document	Page 29

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1. INTRODUCTION

This Policy seeks to define Wigan's interpretation of the legislation and guidance issued by the DCLG in relation to eligibility for SP funding, including the circumstances in which services will be eligible and also the eligibility of individual tasks. We wish to acknowledge that some elements of the Policy are based on Hounslow's documents, especially Appendixes A and B.

Supporting People Grant is paid for the provision of "housing-related support". This is defined in the Schedule attached to the Supporting People Grant Conditions 2006/7 (non-excellent LAs) http://www.spkweb.org.uk/Subjects/Legal_Framework/Grant_conditions_directions_and_statutory_guidance/Grant+Conditions++2006+-+07.htm as follows:

Housing related support services are:

"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 capacity to do so"

"Service recipients must have vulnerabilities which render them in need of support"

Supporting People Grant can not fund:

- residential care
- nursing or personal care
- services which are provided by a person required to be registered under the Care Standards Act in his capacity as a registered provider of care
- psychological therapy or programmes of therapeutic counselling
- services used to discharge statutory duties under community care legislation
- services used to discharge statutory duties in relation to after-care services as a result of hospital discharge
- general housing management services
- services to enforce specific requirements imposed by a court of law
- building works other than those classed as handy person and advice and

Defining eligibility for Supporting People funding is widely accepted as a complex issue given the absence of clear boundaries between the various types of care, housing management and housing related support. There will often be a combination of services delivered:

- Housing-related support and housing management services
- Housing-related support and other forms of support
- Housing-related support and some form of "care"
- Any other combination of the above

Consequently, in addition to detailing the tasks which appear to be eligible for housing related support, we have also provided background information regarding related statutory frameworks and definitions of different classes of service (eg housing management, personal care)

2. ELIGIBILITY FOR SUPPORTING PEOPLE GRANT

2.1 The following conditions must be satisfied for grant to be paid:

- A support package must be in place
- Service users must be assessed as vulnerable
- Services users must be 16 years old or over
- Tasks undertaken by support providers must be classed as housing related support services (*see Appendix C*)
- Support must develop (or sustain) a person's capacity to live independently in accommodation
- The service must be considered by Wigan Council to provide value for money, be strategically relevant and good quality

2.2 A support package must be in place

The support offered to service users has to be a part of a package of support agreed with the service user. A written support plan must be developed which identifies objectives, actions, responsibility and arrangements for review.

This requirement distinguishes SPG-funded services from advice services, help-line services, and drop-in services, where relevant support may be provided but where there is no ongoing agreement to work to a particular set of support plan objectives with that service user.

2.3 Service users must be assessed as vulnerable

The SP Grant Conditions say that the service user has to have "vulnerabilities which render them in need of support services". SPG-funded services are not supposed to be open to the "general public" but to be targeted at groups who for some specific reason are in need of the support on offer. Therefore there will need to be written referral and admission criteria and a process of assessing potential service users against this criteria.

Open-access services without any form of selection criteria are therefore not eligible for SPG funding.

2.4 Services users must be 16 years old or over

Housing-related support has to be provided to adults, as only adults have the capacity to hold an Interest in a property and thereby satisfy the criteria for increasing or maintaining ability to live independently in accommodation. SPG will not fund services for children within households, except in the circumstances set out in the Government's Supporting People Briefing Note 4 on Women's Refuges. This defined the circumstances in which "childcare" might be eligible for SPG as follows :

where it:

- enables the client to access confidential individual support sessions in the refuge

- assists her with “move on activities”
- assists with contact with professionals or other bodies with an interest in ensuring her welfare
- helps the household to understand and maintain the safety and security of the refuge and/or alternative accommodation
- addresses any issues relating to children’s behaviour that constitute a breach of the occupancy agreement and put the household at risk of losing their accommodation

2.5 Tasks undertaken by the Provider must be classed as housing related support

Supporting People Grant can only fund housing related support. An analysis of tasks which are eligible have been attached (**Appendix C**)

2.6 Support must develop(or sustain) a person’s capacity to live independently in accommodation

Housing-related support is focused on enabling people to sustain the maximum degree of independence in their accommodation. *Supporting People Guidance* states in Para 50 that the key question is as follows :

“would this person be unable to move to more independent housing, or be at risk of losing their home and moving to less independent care, if this housing-related support was not available”.

This aspect of the definition requires some consensus to be in place as to what counts as “greater independence” in relation to housing, and what people need to be able to do in order to maintain that independence.

Independence in housing could be defined as accommodation where the user has an “interest” in the property (through a tenancy or ownership) with all the rights and responsibilities that flow from that, and the maximum degree of control over their living environment and who they share it with.

In order to be able to maintain independence they need to be able to:

- Pay for their accommodation
- Fulfil other responsibilities inherent in a tenancy or owner-occupation
- Know how to ensure that they get all the necessary services into their accommodation (utilities etc)
- Know how and be able to deal with repairs and/or improvements to the property
- Be able to keep their accommodation warm, safe, and comfortable
- Be able to look after themselves with the addition of appropriate care or support services when necessary
- Get on with their neighbours
- Access community services when needed
- Not feel trapped or isolated in the accommodation to the point where they no longer wish to live there

“Short-term” SPG-funded services are aimed at enabling people to acquire the opportunity and ability to live independently in this way (either while living in less-independent residential settings or while living in independent accommodation).

“Long-term” SPG-funded services are designed to help service-users move towards this independence, without any necessary expectation that they will ever be able to achieve it fully, or to minimise the reduction in independence due to increasing age or infirmity.

2.7 The service must be considered by Wigan Council to provide value for money, be strategically relevant and good quality

This will be assessed under the Quality and Monitoring policy.

3.0 SERVICES WHICH CAN NOT BE FUNDED BY THE SUPPORTING PEOPLE GRANT

3.1 The following services can not be funded by Supporting People:

- Personal Care
- Social Care
- Specialist Counselling
- Housing Management

See **Appendix A** for an explanation of the distinction between housing related support and the other types of services

3.2 Statutory duties

Supporting People Grant Conditions state that the following services are ineligible:

- any services that involve the provision of services by the administering authority in satisfaction of a statutory duty placed on that authority
- services to enforce specific requirements imposed by a court of law :

This means that services for adults which are a being provided in order to discharge a statutory duty under the community care legislation or services being provided for young people under the terms of the Leaving Care Act can not be funded by Supporting People

See **Appendix B** regarding statutory duties.

4.0. THE PROVISION OF OCCASIONAL WELFARE SERVICES

The *Grant Conditions* allow for Supporting People Grant to be used to fund “*other welfare services*” (i.e. those that fall outside of the definition of housing-related support) if they are “occasional” and if they are “ancillary to housing-related support services”. The Supporting People Guidance makes it clear that these services have to be “ad-hoc” in their nature and integral to the delivery of the

housing-related support. Such services can not be funded if they have been assessed as part of the Local Authority's statutory duties

5.0 JOINTLY FUNDED SERVICES

Jointly funded services have been assessed using the model developed by Mark Goldup of HGO Consultancy which is outlined under **Appendix D**. The model includes a number of variable assumptions: the assumptions proposed by Wigan Commissioning Body are listed in **Appendix E** and are still subject to discussions with Providers.

STATUTORY DUTY

NHS and Community Care Act 1990

Social Services have a duty under the terms of the NHS and Community Care Act 1990 Section 47 (1), and a number of other pieces of specific legislation, to carry out assessments of all those who they feel may be in need of community care services.

Chronically Sick and Disabled Persons Act 1970 (Section 2 Para 1)

Where the service user is classified as disabled, then under Chronically Sick and Disabled Persons Act 1970 (Section 2 Para 1) certain services ought to be provided for someone assessed as being in need of such services.

In particular, this would include the following, which may sometimes be provided in a supported housing setting

- ❖ Providing practical assistance in the home (this is assumed to mean domestic assistance)
- ❖ Providing assistance to take advantage of educational or leisure facilities
- ❖ Organising, facilitating and accompanying service users on outings or holidays
- ❖ Transporting service users or providing other assistance (e.g accompanying them) to enable them to make use of services outside the home.
- ❖ Providing meals
- ❖ Assisting service users to make adaptations or improvements to their home

The first of these is further underlined by the requirement under the NHS Act 1977 to provide a home help service to people who are disabled.

The definition of disability must at least include those who are “blind, deaf, dumb, and those with a mental disorder of any kind or those who are permanently and substantially handicapped by illness, injury or congenital deformity” (as in National Assistance Act 1948). This definition can be further extended at a local level.

Fair Access to Care

Fair Access to Care Services is guidance for councils from the Department of Health, which provides a framework for setting eligibility for adult social care services. The aim is to make sure decisions about whether or not someone receives services, and the amount they receive, are fair and consistent. A social worker will assess the individual’s needs. They will fall into one of four categories:

- critical
- substantial
- moderate
- low

This is so we can give priority to those people in greatest need. If an individual is assessed as moderate or low, it is unlikely that they will receive help from Wigan Council. However, the Council will put the individual in touch with organisations that may be able to help, for example, Starting Point (see link below).

Personal Cleaning

In circumstances where THB was claimed to provide cleaning assistance to service users assessed as being unable to do this for themselves, then this would preclude this service continuing to receive SPG for these users if they had been assessed under the terms of the Chronically, Sick and

Disabled Persons Act. Similarly it would also prevent Home Improvement Agencies from receiving funding for such service users as well.

Mental Health Act 1983

Under the Mental Health Act 1983 Section 117(2) there is a joint duty to be exercised by health and social services authorities to provide “after-care” services to various categories of people who have previously been detained in hospital under a Section. This includes the establishment of a care co-ordinator, social work support and domiciliary services.

The scope of “after-care” is not defined in the legislation. According to a joint Health / Local Authority Circular (HSC 2000/03 : LAC(2000)3) health and local authorities were supposed to draw up jointly agreed policies on providing section 117 after-care. This should establish “the criteria for deciding which services fall under section 117 and which authorities should finance them”.

Services specified in this policy should not therefore be eligible for SPG. Many of the specified activities are not eligible for SPG anyway, but some may have been eligible under the ancillary welfare services provision, if they had not been caught by this exclusion.

Criminal Justice

SPG can not fund the supervision of any orders issued by a court such as a curfew, condition to reside, electronic tagging, drug treatment and testing orders, or specific programmes .

DEFINITIONS OF TYPES OF SERVICE

Housing Management

In accommodation-based services housing-related support is frequently provided in conjunction with housing management and other accommodation-related services.

Housing Management in this context includes the following tasks:

- Setting, collecting and accounting for the rent and service charges
- Establishing, issuing and enforcing the licence or tenancy agreement
- Organising the inspection, repair, improvement or replacement of the property or the contents supplied by the landlord
- Organising the provision of any accommodation-related services
- Ensuring that residents are aware of and receive their rights according to housing law, Housing Corporation guidelines, and contractual commitments through the licence/tenancy

These are all clear landlord functions, and as such are ineligible for SPG-funding, although sometimes they will be carried out in conjunction with other activities that are eligible.

Landlords do provide other services as well, and these could be determined as housing management or housing-related support depending on the context. This includes such issues as assisting residents to reduce their rent arrears, ensuring that they know how to safely use equipment, providing advice on and facilitating a move to alternative accommodation.

If the service is open to all tenants of a particular landlord or on a particular estate then this activity would be regarded as housing management, whereas if it was part of a package of assistance directed at specific groups of “vulnerable” people, then this could be classified as housing-related support.

Effectively therefore such assistance is always classified as housing-related support in supported housing projects, on the assumption that such projects operate selection criteria that specifies the vulnerable group that the project caters for.

Personal, Health & Social Care

Housing-related support is distinct from care. There are different forms and types of care, taking the form of personal, social, health or domestic care.

Personal Care

In the DoH paper *Supported Housing and Care Homes - Guidance on Regulation* (August 2002) the following definitions were provided of four levels of “care”

- Level 1 -assistance with bodily functions such as feeding, bathing, and toileting
- Level 2 -care which falls just short of assistance with bodily functions, but still involving physical and intimate touching, including activities such as helping a person get out of a

bath and helping them to get dressed

- Level 3 - non-physical care, such as advice, encouragement and supervision relating to the foregoing, such as prompting a person to take a bath and supervising them during this
- Level 4 - emotional and psychological support, including the promotion of social functioning, behaviour management, and assistance with cognitive functions

Level 1 and 2 are described as personal care. Level 1 has to be available if required, for a service to acquire Registered Home status. Level 1 or 2 has to be provided for a service to be classified as Domiciliary Care. In all circumstances Level 1 and 2 Care are ineligible for SPG i.e any assistance that involves intimate bodily contact on a regular basis is outside the definition of housing-related support.

Social Care

Level 3 & 4 Care in these terms could be said to encompass what is referred to elsewhere in the DoH paper as “Social Care”, although this term is never explicitly defined.

The extent to which activity under Level 3 can be eligible for SPG is not clear-cut. Supervision in relation to basic bodily functions e.g. being present while someone takes a bath is never likely to be within the definition of housing-related support. Advice and encouragement to for example take a bath on a regular basis **could** be eligible within the terms of the occasional welfare activities provision.

Level 4 care is clearly interchangeable with housing-related support where the focus is developing or enabling maintenance of independence in their accommodation.

Health Care

The administration of medication, including storing and issuing prescribed medication to service users on a regular basis, should be treated as being outside the definition of housing-related support. It may only therefore be eligible if it is regarded as an ancillary function, if it meets the definition set out in Para 2.5.

Specialist Counselling and therapy services are also explicitly excluded from eligibility by the *Supporting People Guidance*. The definition of “specialist” in this sense would seem to be partly about what the objective behind the programme of activity is, and partly as to whether it has to be delivered by someone with specialist expertise or training.

Domestic “Care”

The provision of domestic services is defined as being outside the scope of housing-related support. The provision of cleaning services and the provision of meals if provided by a landlord or body acting as the agent of the landlord is clearly service chargeable. Such service charges are not HB-eligible (although an element of the costs may find their way into HB eligible service charges) and are also outside the eligibility criteria for Community Care funding as well.

In one specific case domestic assistance i.e cleaning of personal space where the tenant was considered unable to do this for themselves, was made eligible for Transitional Housing Benefit and therefore is included in the legacy funding handed over to Supporting People. Consequently, given

that such tasks do not appear to be in line with the definition of housing related support, managing this change will create a significant challenge

General Issue

Housing-related support providers can provide housing management and social care etc, but these element of the overall service can not be paid for by Supporting People

ELIGIBILITY FOR SUPPORTING PEOPLE FUNDING - TASKS

ASSESSMENT, SUPPORT PLANNING AND RECORDING

	ACTIVITY	ELIGIBLE TASKS	TASKS WHICH WOULD GENERALLY BE CONSIDERED TO BE INELIGIBLE UNLESS PROVIDED ON A SHORT TERM OR OCCASIONAL BASIS AND NOT PART OF A STATUTORY DUTY
1.	Assessment	Assessment of applicant's needs with a view to deciding whether to offer a housing related support service	Assessment of duty under the NHS & Community Care Legislation
2.	Risk Assessment	Risk assessment with regard to housing/community issues	Risk assessment with regard to personal care issues
3.	Support Planning	Meeting with service user to agree housing related support needs, identify actions, review progress/outcomes etc	Time spent with service users agreeing care plan/actions which are not housing related support (eg personal care, social care)
4.	Recording	Recording of action taken by staff in relation to provision of housing related support	Recording of action relating to person care, social care etc
5.	Handover/Team Meetings	Communication with other staff/manager as required about the housing related support needs of individual service users and development of service	Communication regarding personal care, social care etc
6.	Training	Attendance at training required to develop skills required to provide a housing related support service	Training in relation to person care, social care

HELP IN SETTING UP AND MAINTAINING TENANCY/HOME

	ACTIVITY	ELIGIBLE TASKS	TASKS WHICH WOULD GENERALLY BE CONSIDERED TO BE INELIGIBLE UNLESS PROVIDED ON A SHORT TERM OR OCCASIONAL BASIS AND NOT PART OF A STATUTORY DUTY
7.	Connection of utilities	Advice/guidance and assistance to enable service users to arrange the connection of utilities: eg electric, gas, water	Staff directly arranging for connection of utilities on behalf of service user
8.	Obtaining furniture and equipment	Advice and assistance to enable service users to obtain furniture and household equipment: <ul style="list-style-type: none"> • advise how to order/buy items from shops/catalogues • advise how to contact Charities/Voluntary Organisation • advise how to arrange for delivery of items 	Purchasing of furniture/equipment on behalf of the service user
9.	Repairs/ improvements	Advice and assistance to enable service users to organise repairs or improvements to their home (property or contents)	Staff arranging for repairs to be completed on service users behalf
10	Claiming benefits and maximising income	Advice and assistance to enable service users to claim benefits and maximise income <ul style="list-style-type: none"> • advise how to complete forms • advice how to provide evidence/proof • advice and assistance to enable service user to access specialist advice service 	Completing forms for the service users.
11	Budgeting	Advice/guidance regarding household budgeting <ul style="list-style-type: none"> • Prioritising rent, utility bills etc 	Control of service users income (power of attorney over benefits) Staff act fully on behalf of service users in relation to all financial transactions. Paying rent and bills for service users on a regular basis
12.	Food preparation/ meals	<u>Menu Planning</u> <ul style="list-style-type: none"> • Promote choice of menu (including use of reference material.) • Support & encouragement to follow and to comply with recommended dietary needs 	Staff planning and making meals for service users

		<ul style="list-style-type: none"> • Support and educational guidance towards maintenance of a balanced diet 	
		<p><u>Support Service User to Shop for and to Purchase Food</u></p> <ul style="list-style-type: none"> • Promote choice and independence <p>For example:</p> <ul style="list-style-type: none"> • Choice & location of shop • Choice and location of food in accordance with proposed shopping plan • Support service user to recognise cost and the use of money • Support the service user to keep within an agreed budget 	<p>Staff buying food for the service user. Service users accompany staff to shops, but have no involvement in process</p>
		<p><u>Food preparation</u></p> <ul style="list-style-type: none"> • Demonstration and instruction to enable the service user to use a cooker • Demonstration and instruction to enable the service user to use a microwave and other cooking aids • Protection from common dangers <ul style="list-style-type: none"> ➤ Falling ➤ Burning from food that is too hot or cold ➤ Support where service user is unaware of specific dangers ie use of sharp knives ➤ Danger to others ➤ Support with basic food preparation/hygiene 	<p>Direct preparation of food by members of staff</p> <p>Hand over hand preparation of food Service users have to be significantly involved (ie. individual elements such as only setting table or only pouring drinks is not eligible)</p>
13.	Laundry	<p>Demonstration and instruction to enable the service user to</p> <ul style="list-style-type: none"> • use the washing machine correctly • programming the machine • use appropriate cleaning agents • protect from common dangers/ensure safety of the service user • recognise all potential hazards • to access and use local launderette if appropriate 	<p>Staff washing clothes</p>

		<p>Education/guidance & support to enable the service user to dry washing:</p> <ul style="list-style-type: none"> • put them to dry either outside /inside on a washing line • Correct use of tumble dryer • Educate in relation to potential hazards • Promote safe environment 	Staff drying clothes
		<p>Education/guidance & support to enable the service user to</p> <ul style="list-style-type: none"> • iron clothes • store them appropriately • identify potential hazards • promote safe environment 	Staff ironing clothes
14.	Development of interpersonal skills required to maintain tenancy/ accommodation	Support and advice in relation to the prevention of and/or resolution of conflict between residents and between residents and neighbours	
		Support, advice, education towards required behaviour ie adhering to tenancy conditions	<p>Specialist / support counselling</p> <p>Therapeutic intensive behaviour management</p> <p>Issues not directly relating to housing support eg compliance with supervision/court order</p>
		Support, advice, education towards the maintenance and development of interpersonal and social skills required to comply with tenancy conditions	Rehabilitation, therapeutic specialist counselling
		<p>Monitoring and advice in relation to mental health & other health needs which could potentially impact upon personal relationships with a view to preventing crisis and relationship breakdown.</p> <hr/> <p>Signpost to specialist service</p>	Rehabilitation, therapeutic/specialist counselling

	Advocate on behalf of individual service users in relation tenancy issues eg potential move to more appropriate accommodation in accordance with choice and perceived need	Specialist / support counselling Not seeking alternative accommodation
	Support the development of peer advocacy /resident support groups.	
	Liaise with care co ordinator and signpost to specialist support services as required	
	General advice and support with reference to drug and alcohol misuse. Signpost to specialist services	Rehabilitation, therapeutic/ specialist counselling

SAFETY AND SECURITY OF SERVICE USER/ACCOMMODATION

	ACTIVITY	ELIGIBLE TASKS	TASKS WHICH WOULD GENERALLY BE CONSIDERED TO BE INELIGIBLE UNLESS PROVIDED ON A SHORT TERM OR OCCASIONAL BASIS AND NOT PART OF A STATUTORY DUTY
15.	Safe use of Equipment in the home	Demonstration, instruction & advice on using cooker, iron (etc) safely	Staff cooking or ironing for service user
16.	Safety Procedures	Assisting service users to become familiarised with safety procedures (eg fire exists, emergency contacts, gas safety etc)	
17.	Establishing Security Routines	Assist service users to establish security routines that minimise risk: <ul style="list-style-type: none"> • Locking doors • Checking identification of visitors • Checking smoke alarms 	Undertaking safety routines on behalf of service users
18.	Identification of hazards	Assisting service users to recognise and deal with issues that represent potential hazards to themselves eg faulty appliances/worn or torn carpets	Sorting out any replacement or repair of equipment on behalf of the service user
19.	Additional security	More than normal concierge type duties eg where extra security is required to monitor or restrict access to certain individuals	
20.	Community or social alarm	Provision of community alarm to promote safety of the individual	

HELP IN ACCESSING OTHER SERVICES

	ACTIVITY	ELIGIBLE TASKS	TASKS WHICH WOULD GENERALLY BE CONSIDERED TO BE INELIGIBLE UNLESS PROVIDED ON A SHORT TERM OR OCCASIONAL BASIS AND NOT PART OF A STATUTORY DUTY
21.	Accessing Health and Social Care Services	<p>Monitoring general welfare/medication for the purposes of signposting to other services</p> <p>Assisting services user to access health and social care:</p> <ul style="list-style-type: none"> • GP • Occupational Therapist • Physiotherapists • Accompanying on initial visits 	<p>Accompany service users to appointments on an ongoing basis</p> <p>Dispensing medication</p>
22.	Accessing Counselling/ emotional support groups	<p>Assisting service users to access counselling/emotional support groups</p> <hr/> <p>Accompanying on initial visits</p>	<p>Accompany service users to appointments on an ongoing basis</p>
23.	Accessing Advice Services	<p>Assisting service users to access specialist advice services eg CAB, shelter etc</p>	<p>Accompany service users to appointments on an ongoing basis</p>
24.	Accessing Community Facilities/Place of Worship	<p>Assist service users to access, culturally appropriate, community facilities through</p> <ul style="list-style-type: none"> • providing information about the availability and location of facilities • accompanying service users on initial visit(s) if necessary 	<p>Accompanying service users on an ongoing basis to recreational activities (eg swimming,)</p>
25.	Access Advocacy services	<p>Assistance to access, culturally appropriate, advocacy services</p>	<p>Accompany service users to appointments on an ongoing basis</p>
26	Accessing Housing	<p>Assistance to move on to more appropriate housing:</p> <ul style="list-style-type: none"> • Short term to long term services 	

		<ul style="list-style-type: none"> • Shared housing to an independent tenancy 	
27	Accessing employment, education and training	Assistance to access employment, education and training <ul style="list-style-type: none"> • Advice about where to find out relevant information • Accompanying on initial visits/session/to initial appointments 	Accompanying service users on an ongoing basis

ACTIVITIES WHICH ARE NEVER ELIGIBLE FOR SUPPORTING PEOPLE GRANT

Personal Care	HOUSING MANAGEMENT
Dispensing medication	Collection of and accounting for rent
Physical assistance with washing or bathing	Issuing and enforcing occupancy agreements
Physical assistance with shaving	Organising and repair of properties or their contents where there is a landlord responsibility for carrying out the repairs
Physical assistance with feeding	
Compliance with a Court Order	SOCIAL CARE/OTHERS
Supervision of court orders eg monitoring of curfews	Assistance with personal care activities that fall short of DoH definition but still could be seen as personally intrusive (eg supervising bathing)
Assisting in Probation programmes	Specialist counselling
Participation in drug treatment and testing orders	Therapeutic /intensive behaviour management
	Rehabilitation after illness/acquired disability



HgO Consultancy Ltd

**Supporting People Eligibility Assessment
Model**

Further Information

Overview

The Supporting People eligibility model is designed to assist Supporting People Administering Authorities in reviewing Services, where the provision of housing-related support is combined with other forms of support or care, and where a decision has to be made as to how much of the Service is eligible for Supporting People funding (*NB it is not designed to assess SP eligibility in services where the provision housing-related support is combined with housing management responsibilities only*).

The eligibility model does not work on the assumption that it is possible to come to an independently-objective measurement of the number of housing-related support hours in any particular service under these circumstances. Separating out housing-related support from other forms of support and care in holistic services is all-but impossible based on an attempt to actually measure its delivery (e.g time-sheeting exercises). Making such a separation is however recognised as an essential part of the process of agreeing appropriate SP contract sums to ensure that the cash-limited SP-budget bears an appropriate proportion of the total costs of such Services. The eligibility model provides a pragmatic and proven way of achieving this.

The model provides a realistic, highly flexible, transparent and internally consistent method of deciding how many hours of eligible housing-related support are being provided at a single Service or group of Services. It starts from an assessment of the individual service users' need for assistance and the extent to which those needs come within the ambit of housing-related support. The model is therefore rooted in reality. Those assessments are turned into numbers of eligible hours by the applications of a number of assumed values. All these values are capable of being changed, and therefore the result is capable of being changed within certain boundaries. This gives the model flexibility. On the other hand any such changes are clearly tracked and therefore transparent and accountable. It is also a key aspect of the model that any changes in assumed values apply to all Services going through the process in exactly the same way. Decisions based on it can therefore be seen to be fair as it ensures that the Authority treats services in an internally consistent way.

It works on the assumption that there is another Authority or funding source that either does or could pick up the balance of the Services funding, and that the final decision on eligibility will result from discussions / negotiations with these third parties. The model

provides the framework within which these negotiations can take place.

Applying the Model

The Model works through three phases. These are :

- Stage 1 – Carrying out the user assessments
- Stage 2 – Entering the data
- Stage 3 – Reviewing the results

The model comes with pre- set tools for completing the task. These include :

- A form for carrying out the assessment
- A set of definitions for the levels of assistance that service users may require, including an assumed definition of assistance that counts as housing-related support
- Spreadsheets on which to enter the data and calculate the results
- A set of default values for use in the calculation of the results

The Authority can easily adapt the model to their own circumstances and policies in two main ways.

a) The assessment assesses service users on 17 variables and determines their level of need against 7 levels. The terminology used to define each of those levels can be re-drawn to reflect an individual Authority's own definition of eligible and non-eligible tasks, without this having any impact on the way that the model works.

b) The default values can be changed on the basis of Authority policies e.g so that the maximum number of hours does not exceed a pre-determined ceiling. It is also assumed that these default values will be amended at the end of the process to produce a result that is acceptable to all parties.

The model produces a figure for the following four aspects of the service.

- Day time staff hours
- Waking Night cover hours
- Sleep-In periods
- On Call periods

It is based on an assumption that it is eligible front-line staff costs that are being established. First-tier management staff are assumed to be an on-cost of the front-line staff and therefore included as a part of the front-line staff hourly rate. If an Authority does not wish to make this distinction then they will have to add on legitimate management hours at the end of the process before deciding on the bottom-line eligible cost of the Service.

The Model should only be used where it is not possible to come to a decision as to how much of the service should be funded by SP in any other way.

Underlying Assumptions

1. That the type of service provided determines at one level the number of staff hours required to deliver that service. This is most obvious where the model implies that cover is provided for a fixed number of hours e.g 24 hours per day or 9 to 5 Monday to Friday. The eligibility model therefore works with a number of service types which automatically imply that a certain number of "core hours" are required to deliver that service.

2. It is difficult to determine how many of those core hours are eligible for SP because by definition some of that time does necessarily involve providing assistance of any particular type to service users – it could just involve being there. The model therefore assumes that the proportion of core hours that should be eligible is determined by the reason or balance of reasons as to why the services users require that level of service.

3. Staff are not however ever **just** employed to be there. They are also working with individual service users on a number of issues, which involves providing direct assistance some of which might be housing-related support. The problem is that these individually-focussed hours may be on top of core hours or may be the same hours as the core hours. The model copes with this by carrying out two parallel calculations – one based on core hours and one on individually-focussed hours, and then taking the higher of the two as the eligible number.

4. People who have profound disabilities and incapacity would under most eligibility approaches be prevented from receiving housing-related support as well. This eligibility model however looks at 17 different aspects of service users' lives where they may require assistance. Just because they may be highly dependent in relation to many areas does not mean that they are not independent in others e.g someone may be physically dependent on assistance with bathing, dressing etc and yet be fully intellectually competent and simply need some advice on how to manage their finances. Principles of equity of access are therefore built into the eligibility model.

Methodology

1. Individual service users are assessed in terms of their need for assistance at three levels :

a) The type of service that they require

NB These terms are defined in the associated guidance notes on the Assessment Form

This determines the appropriate number of core hours

b) The reason(s) as to why they require that type of service.

The balance of reasons determines the initial proportion of the core hours that are eligible for SP.

c) The specific needs for assistance in 17 separate aspects of their lives as follows :

Provision of Food
Finance Issues
Household Skills
Use of Household Appliances
Assistance with daily living
Personal Hygiene
Assistance outside the home
Medication

Occupation
Communication
Maintaining Relationships
Maintaining Social Contact
Alternative Housing
Maintaining a Tenancy
Mental Health
Offending Behaviour
Substance Misuse

Against each of these domains the service users needs for assistance are assessed against a scale from Level 0 to Level 6. Each of these levels in each of the domains has a separate definition. They are however designed to consistently represent the following categories of assistance.

Level 0	No Assistance required
Level 1	Basic housing-related support
Level 2	Intensive housing-related support
Level 3	Occasional ancillary welfare support / social care
Level 4	Regular ancillary welfare support / social care
Level 5	Personal care / & other comparables types of intervention
Level 6	Dependency

Levels 1 and 2 are eligible for SP. Level 3 may sometimes be. Levels 4 to 6 are never eligible.

When an eligible option is chosen then additional eligible hours are added to the individual hours calculation. When no eligible options are chosen an amount is deducted from the eligible core hours.

2. Entering the Data

The results of the assessment are then entered on the Eligibility Model Service Spreadsheets (one per Service).

This produces a result per Service. It may be based on all the individual Service users or a sample of them. The result is a value for the following :

- Average number of eligible day hours per user
- Average number of night hours per user
- Average number of sleep-in periods per user
- Average number of on-call periods per user

The Individual Service spreadsheets are linked to a master spreadsheet called "*Formulae*" which contains all the value assumptions which generate the number of eligible hours.

"*Formulae*" also then receives back the results from each of the individual service spreadsheets and provides an overview of the results of the exercise in terms of the bottom-line costs to the SP budget.

3. Reviewing the Results

The following types of values are built into the data model :

- a) Numbers of core hours per service type (and sleep-ins and on-calls)
- b) Minimum size of service (e.g if the minimum is set at 3 and there are only 2 service users then the number of core hours is still divided by 3 rather than 2)
- c) Threshold of service i.e the number of service users where the core hours is assumed to have to rise just because for the numbers involved
- d) Apportionment of core hours to SP-eligible hours – based on the balance of reasons.

e) Reductions in the number of eligible core hours if non-eligible levels are chosen on the individual assessment.

f) Additions to the number of eligible individual hours if eligible levels are chosen on the individual assessment.

g) Whether to include Level 3 choices or not

h) An admin multiplier to be added to direct front-line hours.

There are a total of 105 values that can be varied. This is where the immense flexibility of the model comes into play. The idea is that the variations will be made on "Formulae", which through its links with the individual service spreadsheets will enable the operator to see the immediate monetary impact of the change to any individual value or set of values.

ASSUMPTIONS USED IN WIGAN (September 2006 – still subject to discussion with Providers)

APPENDIX E

As the work on eligibility commenced in 2004 and Wigan was a pilot for the methodology, some amendments have been made to the model during the last two years which has resulted in some slight variations between the way in which the learning disability services have been assessed and mental health and physical disabilities

	Learning Disabilities	Learning Disabilities F/Support	Mental Health	Physical Disabilities
VARIABLE	RATE	RATE	RATE	RATE
Core Hours for 24 Hour Waking Night Cover - Days	299	299	272.5	272.5 or Actual
Core Hours for 24 Hour Waking Night Cover - Nights	144	144	144	144 or actual
Core Hours for 24 Hour Sleep-In Cover	149.5	149.5	145.5	145.5
Core Hours for On Site Extended	66.5	66.5	66.5	66.5
Core Hours for On Site	30.5	30.5	30.5	30.5
Core Hours for Peripatetic	1	1	1	1
Core Hours For Extra Care	269	269	269	269
Core Hours for Extra Care - Nights	98	98	98	98
Core Hours for Mainstream Sheltered	17.5	17.5	17.5	17.5
Core Hours for Alarm Only Sheltered	1	1	1	1
Core Hours for Community Support	1	1	1	1
	1	1	1	1
Minimum Size of Service - 24 Hour Waking Nights	4	4	4	4
Minimum Size of Service - 24 Hour Sleep Ins	2	2	2	2
Minimum Size of Service - On Site Extended	6	6	6	6
Minimum Size of Service - On Site	6	6	6	6
Minimum Size of Service - Peripatetic	1	1	1	1
Minimum Size of Service - Extra Care	10	10	10	10
Minimum Size of Service - Mainstream Sheltered	8	8	8	8
Minimum Size of Service - Alarm Only Sheltered	1	1	1	1
Minimum Size of Service - Community Support	1	1	1	1

Minimum Size of Service - Tenancy Support	1	1	1	1
Threshold of Service - 24 Hour Waking Nights	6	6	10 or actual	6 or actual
Threshold of Service - 24 Hour Sleep Ins	8	8	8	8
Threshold of Service - On Site Extended	14	14	14	14
Threshold of Service - On Site	18	18	18	18
Threshold of Service - Peripatetic	6	6	6	6
Threshold of Service - Extra Care	20	20	20	20
Threshold of Service - Mainstream Sheltered	30	30	30	30
Threshold of Service - Alarm Only Sheltered	10	10	10	10
Threshold of Service - Community Support	10	10	10	10
Threshold of Service - Tenancy Support	15	15	15	15
Reductions in apportionment of core hours if 1 reason (except Reason 2) other than Reason 1 is chosen	0.5	0.5	0.5	0.5
Reductions in apportionment of core hours if 2 reasons (except Reason 2) other than Reason 1 is chosen	0.75	0.75	0.75	0.75
Reductions in apportionment of core hours if 3 reasons(except Reason 2) other than Reason 1 is chosen	0.875	0.875	0.875	0.875
Reduction in apportionment if only Reason 2 is chosen	0.75	0.75	0.75	0.75
Reductions in apportionment of core hours if 1 reasons other than Reason 2 is chosen	0.875	0.875	0.875	0.875
Reductions in apportionment of core hours if 2 reasons other than Reason 2 is chosen	0.935	0.935	0.935	0.935
Reductions in apportionment of core hours if 3 reasons other than Reason 2 is chosen	1	1	1	1
No of Hours for Level 1	0.2	0.2	0.2	0.2
No of Hours for Level 2	3	3	3	3
No of Hours for Level 3	2	2	2	2
No of Hrs for Level 2 - Food Provision	4	4	2	3
No of Hrs for Level 2 - Finance Issues	2	2	2	2
No of Hrs for Level 2 - Household Skills	2	2	1	2
No of Hrs for Level 2 - Use of Household Appliances	2	2	1	2
No of Hrs for Level 2 - Assistance with Daily Living Skills	0	0	1	2
No of Hrs for Level 2 - Personal Hygiene	0	0	0	0

No of Hrs for Level 2 - Assistance Outside the Home	3	3	2	3
No of Hrs for Level 2 - Medication	1.5	1.5	2	1
No of Hrs for Level 2 - Occupation	1.5	1.5	1	1
No of Hrs for Level 2 - Communication	2	2	1	1.5
No of Hrs for Level 2 - Maintaining Relationships	2	2	1	2
No of Hrs for Level 2 - Maintaining Social Contact	0	0	1	1.5
No of Hrs for Level 2 - Alternative Housing	2	2	1	2
No of Hrs for Level 2 - Maintaining a Tenancy	2	2	1	2
No of Hrs for Level 2 - Mental Health	0	0	2	2
No of Hrs for Level 2 - Substance Misuse	0	0	1	1
No of Hrs for Level 2 - Offending Behaviour	0	0	1	1
Include Level 3 scores or not	Yes	Yes	Yes	Yes
Maximum percentage for Level 3	0.1	0.1	0.1	0.1
Admin multiplier	1.125	1.125	1.125	1.125
Reduction in core hours if Level 4 or 5 are chosen and 1 or 2 is not (%)	0.06	0.06	0.06	0.06
Reduction in core hours if Level 6 is chosen (%)	0.083	0.083	0.083	0.083
Including Night Hours	YES	YES	YES	YES
Including Sleep Ins	YES	YES	YES	YES
Including On Calls	YES	YES	YES	YES
Max % of hrs for personal cleaning	0.15	0.15		
No phases in which to reduce SP P Cleaning	1	1		
No of Manager Hrs for FTE	0	0		

Learning disabilities: hourly rate of £11 used