

# HOUSING AND SUPPORT NEEDS ANALYSIS

## PEOPLE WITH ALCOHOL RELATED PROBLEMS

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# PEOPLE WITH ALCOHOL RELATED PROBLEMS

## 1.0 National and Local Context

### 1.1 NATIONAL

The Alcohol Harm Reduction Strategy for England (2004) highlights the cost to both communities and services in responding to the various needs that are attributable to alcohol.

The principal components of the strategy include:

- education and communication;
- improving health and treatment;
- combating alcohol related crime and disorder;
- working with the alcohol industry.

In responding to the demands alcohol use places upon communities and services the strategy identifies co-ordination and the quality of partnership working as essential requisites.

### 1.2 LOCAL

The main aim of the Wigan Alcohol Strategy (2005-8) is to reduce harm caused by alcohol to individuals, their families and communities. The work will be delivered under five main areas:

- Providing health information to individuals and communities most at risk of having problems with alcohol
- Helping those having problems with their drinking
- Reducing alcohol related crime, disorder and anti social behaviour
- Working with alcohol retailers
- Monitoring and developing the strategy through a key group of people

The Strategy recognises that tackling the problems caused by alcohol will not just depend on delivering the Alcohol Strategy, but will also need to involve the successful delivery of a range of other plans, projects and initiatives which includes Supporting People (page 7)

Priorities for this Strategy are:

- Making sure that the right health messages about alcohol are getting through to people that would benefit the most
- Having workers who are skilled and confident about working with young people around alcohol issues
- Identifying young people and adults who are having problems as early as possible
- Providing treatment and support to young people and adults who need it
- Reducing alcohol related crime and disorder
- Develop better information about the impact alcohol is having on health and crime in the borough

## 2.0 CURRENT SUPPLY

### 2.1 CURRENT SUPPORTING PEOPLE FUNDED PROVISION

There is no current specialist provision of SP services for people with alcohol related problems

## 2.2 CURRENT LEVEL OF PROVISION: REGIONAL AND NATIONAL COMPARISON

Figures, supplied by the Office of the Deputy Prime Minister, showing the provision of Supporting People funded services, as at 31<sup>st</sup> March 2003, indicate that the number of units and the level of grant, within the Borough, are much lower than the regional and national average.

	Wigan		Regional		National	
	Accommodation Based	Floating	Accommodation Based	Floating	Accommodation Based	Floating
Units per 1,000 population	0	0	0.7	0.3	0.5	0.2
Grant per 1,000 population	0	0	7.55	0.80	6.12	1.44

## 3.0 WHAT IS THE LEVEL OF NEED?

### 3.1 PREVALENCE FIGURES

As many as 1 person in 13 is dependent on alcohol in Britain, twice as many as are dependent on all forms of drugs (ONS, 2001). This translates to over 16,000 people in Wigan (based on the 2001 Census) with the vast majority being men. However, the number entering specialist treatment is relatively small with slightly over 450 cases being managed by the specialist service in 2003/4.

### 3.2 RESEARCH

It is widely acknowledged on a national level that poor housing is one of the exacerbating factors in cases of problematic alcohol use; and that adequate and stable housing is one of the principle needs for successfully treating alcohol misuse. The nature of alcoholism as a chronic relapsing condition means that for treatment and rehabilitation to be effective accommodation must ideally be stable with support available through workers or carers in crisis situations.

Although the recently completed Alcohol Misuse Needs Assessment in Wigan and Leigh was primarily focused upon treatment, it did touch upon issues of housing. Consultation with service providers and users reinforced the importance of adequate housing when undergoing treatment or rehabilitation. Those few individuals who had in the past lived in supported accommodation spoke positively about the benefits of on-hand support post detoxification; the need for somewhere to go when at crisis point to avoid relapsing was cited as essential in preventing relapse and successful recovery.

Problematic alcohol users consulted through a street based outreach and drop in service who were essentially homeless stated that they were unable to be housed by the local authority owing to poor tenancy records and felt that hostels and supported housing schemes were unwilling to house people with alcohol misuse issues.

In relation to housing, the research showed the importance of understanding the wider needs of people with alcohol misuse issues and of interagency communication between substance misuse, primary care services with 'wrap around' services such as housing.

### 3.3 HEALTH HOMELESS AND VULNERABLE PERSONS TEAM

The Health Homeless and Vulnerable Persons Team is funded by the PCT and comprises a general practitioner; specialist health visitor; nursery nurse and secretary. The client group consists of rough sleepers and those people living in temporary accommodation such as dispersed tenancies, bed and breakfast, hostels and women's refuges, illegal travellers and asylum induction.

	2004/5	2005/6	2006/7
Number of households seen:	237	212	163
Number of single households:	95	76	62
Number of family households:	142	136	101

	2004/5	2005/6	April 2006 to 9 <sup>th</sup> January 2007
Alcohol:	25	1	8
Alcohol and amphetamines	2	1	
Alcohol and cannabis	5		
Alcohol and cocaine			1
Alcohol and crack	1		
Alcohol and heroin	7	1	
Alcohol, heroin and cannabis	1		
Amphetamines	2		
Amphetamines and cannabis	2		
Cannabis	7	1	
Cannabis and heroin	2		
Cocaine	1		
Glue, heroin and amphetamines	1		
Heroin	4		
Heroin and amphetamines	1		
Heroin, crack and alcohol	1		
Prescribed drugs	1		
Substance misuse	2		
Previous/recovering from substance misuse	4	4	
Alcohol solvents and Heroin	0	1	
Drugs and alcohol	0	1	
Substance misuse			2
Ecstasy and heroin			2

### 3.4 SUPPORTING PEOPLE CLIENT RECORD DATA

Every Supporting People funded service (except for sheltered housing) is required to complete a client record form for each new service user. The aggregated data for people with alcohol related problems is shown in the tables included in Appendix A.

The key points from the data are outlined below:

- During the last 3 years between 75 and 89 people on an annual basis have a primary or secondary need which is alcohol related (see Table 1)

- There are a range of secondary needs amongst those people with a primary need relating to alcohol problems, however those which are most often present are single homeless with support needs/rough sleeping; offending; mental health problems and drug related problems. (see Table 2)

***The following data relates only to those people who have alcohol related problems as a primary need (between 22 and 25 annually over the last 3 years). Therefore the conclusions have to be treated with caution owing to the significantly higher number of people who have alcohol related problems as a secondary need. Those people are not included in the analysis below.***

- 0% proportion of people are from BME communities which is significantly less than the BME population in the community (Table 3)
- The percentage of people with of people with alcohol related problems accessing accommodation fluctuates between 64% (2003/4) to 40% (2004/5) 48% (2005/6) with the remainder accessing floating support (Table 4)
- A consistent pattern has emerged which shows that people with alcohol related problems are accessing services for the following groups: mental health; single homeless, homeless families, offenders; young people; generic. (Table 5)
- A wide range of types of accommodation were occupied by people with alcohol problems prior to accessing SP services (Table 6)
- The main referral sources are self referral and Wigan & Leigh Housing with a very low level of referrals from Health, Social Services and Probation (Table 7)
- A minimal proportion of people require assistance under any of the following statutory framework with the exception of the homelessness legislation under which approximately 50% or more service users were entitled to assistance between April 2003 and March 2006
  - Care management (Table 8)
  - Care Programme Approach (Table 9)
  - Probation Service or Youth Offending Team (Table 10)
  - Drug Intervention Programme (Table 11)
  - Statutorily homeless and owed a main homeless duty (Table 12)
  - Care Programme Approach (enhanced) (Table 13)
  - Multi Agency Protection Panel (Table 14)
- Number of people with alcohol related problems accessing SP services subject to the requirement of an Anti Social Behaviour Orders (Table 15) *No data available*
- Geographical location of the accommodation occupied by people with alcohol related problems immediately prior to receiving support (Table 16)

## 4.0 CURRENT PROVISION: ARE CURRENT SERVICES MEETING LOCAL NEEDS AND PRIORITIES?

**Assessment as at March 2005:** There is no current specialist provision for people with alcohol related problems. A greater level of co-ordinated support from agencies involved in the care of people who have housing need and alcohol related problems is required. A case for dedicated accommodation based services is currently unsupportable, however a small specialist floating support service would meet an identified gap.

**Assessment as at Jan-March 2007:** no change since March 2005;

## 5.0 GAPS AND PRIORITIES

5.1 The key gaps identified in services include:

- Emergency accommodation supported by rapid access to treatment and support;
- Floating support with co-ordinating functions which include input from alcohol services
- Training and support for ‘?housing officers?’ in the identification and referral of individuals who have problems with alcohol;
- The development of information gathering across agencies to more accurately identify need.

### 5.2 PRIORITIES

***2005/6 People with alcohol related problems have been placed in Priority Band One***

- Emergency accommodation for single homeless people is in the process of being developed which people with alcohol problems will be able to access
- Develop specialist floating support if in line with recommendations of strategic review of floating support and if funding permits. We will seek to achieve the regional average, as a minimum, over the period of the strategy if funding permits.
- Assess need for other types of supported accommodation
- Co-ordinate development of any new housing related support services with new treatment services

### 5.3 REVIEW OF GAPS AND PRIORITIES: JAN – MARCH 207

- Provider Forum – Consultation (January xxx): confirmed areas for improvement as at March 2005
- Core Strategy Development Group Consultation
- Alcohol Strategy Group – confirmed there is a need for people to get help when they are still in crisis, medium term and then in the longer term. Floating support was identified as the most appropriate model as it would enable support to be maintained as individuals move through the system

## **6.0 KEY STRATEGIC PLANNING GROUP**

Alcohol Strategy Group

## **7.0 USEFUL DOCUMENTS**

Alcohol Strategy  
Alcohol Misuse Needs Assessment  
Alcohol Strategy Action Plan

## **8.0 RELEVANT LINKS**

## 9.0 ACTION PLAN

OBJECTIVE	TASK	BY WHOM	BY WHEN	PROGRESS
<b>Strategic planning</b>	Determine the models and size of supported housing services required	Alcohol Strategy Group	2005/7	Floating support required
<b>Needs Assessment</b>	Gather information across agencies to evidence the level and nature of need	Alcohol Strategy Group	2005/7	
<b>Joint working</b>	Client record data to be shared with the Alcohol Strategy Group	Supporting People Team	Ongoing from April 2005	Mechanism now in place
<b>Training</b>	Training to be provided in the identification and referral of individuals with alcohol problems	Alcohol Strategy Group	2005/7	Check with Rona Discuss relevance to Joint Partnership Audit with Michelle

# SUPPORTING PEOPLE WITH CLIENT RECORD DATA: PEOPLE WITH ALCOHOL RELATED PROBLEMS

Every supporting People funded service (except for sheltered housing) is required to complete a client record form for each new service user. The aggregated data for people with alcohol related problems is shown in the tables included below.

TABLE	DATA
	<b>Primary needs, secondary needs and ethnic origin</b>
Table 1	Number of people with primary or secondary need defined as alcohol related
Table 2	Secondary needs of people with alcohol related problems - up to 3 can be selected
Table 3	Ethnic origin of people with alcohol related problems
	<b>Types of SP services used</b>
Table 4	Type of SP service occupied by people with alcohol related problems e.g. supported housing, foyer, floating support etc
Table 5	The designation (by client group) of SP services occupied by people with alcohol related problems
	<b>Previous accommodation occupied</b>
Table 6	The type of accommodation occupied by people with alcohol related problems immediately prior to receiving SP support
	<b>Referrals</b>
Table 7	The types of Organization which referred people with alcohol related problems to SP services
	<b>Number of people with alcohol related problems accessing SP services requiring assistance under a range of statutory frameworks:</b>
Table 8	Care management
Table 9	Care Programme Approach
Table 10	Probation Service or Youth Offending Team
Table 11	Drug Intervention Programme
Table 12	Statutorily homeless and owed a main homeless duty
	<b>Number of people with alcohol problems accessing SP services who have been assessed as a high risk under:</b>
Table 13	Care Programme Approach (enhanced)
Table 14	Multi Agency Protection Panel
Table 15	Number of people with alcohol related problems accessing SP services subject to the requirement of an Anti Social Behaviour Orders
	<b>Local Connection</b>
(Table 16)	Geographical location of the accommodation occupied by people with alcohol related problems immediately prior to receiving support

# SUPPORTING PEOPLE WITH CLIENT RECORD DATA: PEOPLE WITH ALCOHOL RELATED PROBLEMS

**Table 1**      **How many people with alcohol related problems have accessed Supporting People funded services?**

	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Nos. of people with alcohol related problem as primary need	22	25	23	13	
Nos of people with alcohol related problem as secondary need	64	50	66	31	
<b>Total number of people with alcohol related problems</b>	<b>86</b>	<b>75</b>	<b>89</b>	<b>44</b>	

**Tables 2-16 provide additional information about the circumstances and needs of those people who have alcohol related problems as a primary need (e.g. 2005/6 – 23 people as indicated in the above table)**

**Table 2**      **What are the secondary needs of people with alcohol related problems?**

<i>Secondary need</i>	<i>Number of people with alcohol related problems</i>				
	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Older people with support needs	0	1	0	0	
Older people with mental health needs	0	0	0	0	
Frail elderly	0	0	0	0	
Mental health problems	3	0	4	2	
Learning disabilities	1	0	1	0	
Physical disabilities	1	0	1	0	
Single homeless with support needs	5	4	10	2	
Alcohol problems	0	0	0	0	
Drug problems	2	3	2	1	
Offenders or at risk of offending	4	2	5	0	
Mentally disordered offenders	0	0	0	0	

	<i>Number of people with alcohol related problems</i>				
<b>Secondary need</b>	<b>2003/4</b>	<b>2004/5</b>	<b>2005/6</b>	<b>2006/7 Q1 – Q3</b>	<b>2007/8</b>
Older people with support needs	0	1	0	0	
Young people at risk	0	0	2	1	
Young people leaving care	0	0	1	0	
Women at risk of domestic violence	0	0	0	0	
People with HIV/AIDS	0	0	0	0	
Homeless families with support need	0	1	1	0	
Teenage parents	0	0	0	0	
Rough sleepers	4	0	4	2	
Traveler	0	0	0	0	
Complex	1	1	0	0	

**Table 3 What is the ethnic origin of people with alcohol related problems accessing SP services?:**

	<i>Number of people with alcohol related problems</i>				
<b>Ethnic Origin</b>	<b>2003/4</b>	<b>2004/5</b>	<b>2005/6</b>	<b>2006/7 Q1 – Q3</b>	<b>2007/8</b>
<b>White:</b> British	21	23	23	13	
Irish	0	2	0	0	
Other	0	0	0	0	
<b>Mixed:</b> White & Black Caribbean	0	0	0	0	
White & Black African	0	0	0	0	
White & Asian	0	0	0	0	
Other	0	0	0	0	
<b>Asian or Asian British:</b> Indian	0	0	0	0	
Pakistani	0	0	0	0	
Bangladeshi	0	0	0	0	
Other	0	0	0	0	
<b>Black or Black British:</b> Caribbean	0	0	0	0	
African	0	0	0	0	

	<i>Number of people with alcohol related problems</i>				
<i>Ethnic Origin</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Other	0	0	0	0	
<b>Chinese or other ethnic group:</b>	0		0	0	
Chinese					
Other ethnic group	0	0	0	0	
<b>Refused</b>	0	0	0	0	
<b>Unknown</b>	1				
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 4**      **What types of Supporting People services are occupied by people with alcohol related problems?**

	<i>Number of people with alcohol related problems</i>				
<i>Type of Service</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Supported housing	10	7	10	3	
Residential care home	0	0	0	0	
Adult placement	0	0	0	0	
Supported lodgings	0	0	0	0	
Women's refuge	0	0	0	0	
Foyer	0	0	1	1	
Teenage parent accom	0	0	0	0	
Direct access	4	3	0	0	
Floating support	8	15	12	9	
Outreach service	0	0	0	0	
Resettlement service	0	0	0	0	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 5 What is the designation (by client group) of services occupied by people with alcohol related problems?**

<i>Designation of service</i>	<i>Number of people with alcohol related problems</i>				
	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	
Older people with support needs	0	0	0	0	
Older people with mental health needs	0	0	0	0	
Frail elderly	0	0	0	0	
Mental health problems	3	11	4	4	
Learning disabilities	0	0	0	1	
Physical disabilities	0	0	0	0	
Single homeless with support needs	8	13	5	1	
Alcohol problems	0	0	0	0	
Drug problems	0	0	0	0	
Offenders or at risk of offending	5	1	4	0	
Mentally disordered offenders	0	0	0	0	
Young people at risk	0	1	3	1	
Young people leaving care	0	0	0	0	
Women at risk of domestic violence	0	0	0	0	
People with HIV/AIDS	0	0	0	0	
Homeless families with support need	6	6	1	2	
Teenage parents	0	0	0	0	
Rough sleepers	0	0	0	0	
Traveler	0	0	0	0	
Generic	0	3	6	4	
<b>Total</b>	<b>22</b>	<b>35</b>	<b>23</b>	<b>13</b>	

**Table 6** What types of accommodation were occupied by people with alcohol related problems immediately prior to receiving the SP service?

<i>Type of accommodation</i>	<i>Number of people with alcohol related problems</i>				
	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Local Authority general needs tenancy	4	5	3	3	
RSL as above	0	0	1	0	
Private sector tenancy	0	0	1	2	
Tied housing or rented with job	0	0	0	0	
Owner occupation	1	0	1	0	
Supported Housing	2	3	2	0	
Direct access hostel	2	3	2	2	
Women's Refuge	0	0	0	0	
Foyer	0	0	0	0	
Housing for older people	0	0	0	0	
Residential care home	0	0	0	0	
Hospital	2	3	0	2	
Prison	0	0	1	0	
Approved probation hostel	0	0	0	0	
Children's home/foster care	0	0	0	0	
Bed and breakfast	1	1	3	1	
Short life housing	0	0	0	0	
Living with family	4	2	2	1	
Living with friends	2	5	2	1	
Mobile Home/Caravan	0	0	0	0	
Any other temp accom	0	1	0	0	
Rough sleeping	4	3	5	1	
Other	0	0	0	0	
<b>Total</b>	<b>22</b>	<b>26</b>	<b>23</b>	<b>13</b>	

**Table 7 Who referred people with alcohol related problems to SP services?**

<b>Referring agency</b>	<b>Number of people with alcohol related problems</b>				
	<b>2003/4</b>	<b>2004/5</b>	<b>2005/6</b>	<b>2006/7 Q1 – Q3</b>	<b>2007/8</b>
Nominated by local authority	4	8	2	3	
LA Housing Department referral	5	4	4	3	
Social services	0	1	1	0	
Probation service/prison	1	0	2	0	
Community Mental Health Team	0	0	0	0	
Voluntary agency	3	0	0	0	
Self referral/Direct application	2	5	6	6	
Nominated under MoveUK	0	0	0	0	
Client applied for internal transfer	1	1	3	0	
Moving from another RSL	2	1	0	0	
Health service/GP	3	0	1	0	
Youth Offending Team	0	0	0	0	
Police	0	2	0	0	
Other	1	3	4	1	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

Tables 8-12 show the number of people with alcohol related problems accessing sp services requiring assistance under a range of statutory frameworks:

- **Care Management (Table 8)**
- **Care Programme Approach (Table 9)**
- **Probation Service or Youth Offending Team (Table 10)**
- **Drug Intervention Programme (Table 11)**
- **Statutorily homeless and owed a main homeless duty (Table 12)**

**Table 8** How many people with alcohol related problems accessing SP services have been accepted under the Care management (Social Services) framework?

	<i>Number of people with alcohol related problems</i>				
<i>Care Management Framework</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	0	0	1	0	
No	19	14	12	12	
Don't know	3	11	10	1	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 9** How many people with alcohol related problems are subject to the Care Programme Approach (mental health)?

	<i>Number of people with alcohol related problems</i>				
<i>Care Programme Approach</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	1	0	1	0	
No	18	14	13	12	
Don't know	3	11	9	1	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 10** How many people with alcohol related problems accessing SP services are under the supervision of the Probation Service or in receipt of services provided by YOT?

	<i>Number of people with alcohol related problems</i>				
<i>Probation Service/YOT</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	3	1	3	0	
No	15	13	10	13	
Don't know	4	11	10	0	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 11** How many service users accessing SP services receive support provided by a Drugs Intervention Programme Worker

	<i>Number of people with alcohol related problems</i>				
<i>Drugs Intervention Programme</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	n/a	n/a	n/a	0	
No	n/a	n/a	n/a	13	
Don't know	n/a	n/a	n/a	0	
<b>Total</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>13</b>	

**Table 12** How many people with alcohol related problems are Statutorily Homeless and owed a Main Homelessness Duty?

	<i>Number of people with alcohol related problems</i>				
<i>Statutorily Homeless</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 – Q3</i>	<i>2007/8</i>
Yes	16	16	10	8	
No	5	3	5	4	
Don't know	1	6	8	1	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

**Table 13** How many people with alcohol related problems accessing SP funded services are subject to the Care Programme Approach(enhanced)?

	<i>Number of people with alcohol related problems</i>				
<i>Care Programme Approach(enhanced)?</i>	<i>2003/4</i>	<i>2004/5</i>	<i>2005/6</i>	<i>2006/7 Q1 andQ2</i>	<i>2007/8</i>
Yes	0	0	0	0	
No	19	15	14	13	
Don't know	3	10	9	0	
<b>Total</b>	<b>22</b>	<b>25</b>	<b>23</b>	<b>13</b>	

