

Strategic Theme 3: Promoting Independent Living

Promoting independent living and enabling people to exercise choice and control over their lives are consistent themes within strategy development for vulnerable people. The Housing Strategy sets out the contribution housing and housing services can play in improving the health and wellbeing of the people of Leeds. The 'Health and Wellbeing' theme of the Leeds Strategic Plan includes a strategic outcome 'Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect'. The strategic priorities and actions set out within the Housing Strategy will also reflect the drive towards developing personalised services, which better reflect the requirements and choices of individual service users.

People are assisted to achieve and/or maintain an independent living outcome through a range of housing services: such as housing options and advice, housing-related support, adaptations and assistive technology. Prevention is a key component of the independent living strategic theme, especially in relation to preventing accommodation loss that requires an individual or family to move to some form of institutional living such as hostel or residential care. The 'Promoting Independent Living' strategic theme will set out how the Council and its partners intend to tackle some of the most chronic manifestations of the housing challenge in Leeds, such as reducing the number of homeless households in temporary accommodation and rough sleeping. The Housing Strategy will have regard for the impact that living in temporary accommodation and rough sleeping has on family life, individual health and wellbeing, and the capacity of children to thrive and to realise their potential. The Housing Strategy will consider how housing options and housing-related support services will contribute to the safeguarding agenda for vulnerable adults and children. Plans and actions relating to modernising housing provision for groups such as older people and people with learning disabilities also reflect the aim of promoting independent living. The Housing Strategy will consider how this modernisation agenda can contribute to wider priorities such as reducing the need for vulnerable people to live in residential care settings.

The strategic priorities for the 'Promoting Independent Living' strategic theme are as follows:

L. Deliver high quality and enhanced housing options services so that people are able to find a solution to their housing need

M. Maximise opportunities to prevent homelessness

N. Reduce the incidence of temporary accommodation

O. Enable people to live independently through housing-related

support, adaptations, lettings and assistive technology

P. Modernise housing provision for vulnerable people

Q. Contribute to promoting community cohesion, reducing worklessness and tackling crime and anti-social behaviour

The 'Promoting Independent Living' Theme will contribute to a range of strategic outcomes and improvement priorities, set out within the Leeds Strategic Plan. These include:

Theme	Strategic Outcome	Improvement Priority
<ul style="list-style-type: none"> ■ Health and Wellbeing 	<ul style="list-style-type: none"> ■ Reduced health inequalities through the promotion of healthy life choices and improved access to services ■ Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect ■ Enhanced safety and support for vulnerable people through preventative and protective action to minimise risks and maximise wellbeing 	<ul style="list-style-type: none"> ■ Reduce premature mortality in the most deprived areas ■ Improve assessment and care management for children, families and vulnerable adults ■ Improve psychological, mental health and learning disabilities services for all those who need it ■ Increase the number of vulnerable people helped to live at home ■ Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives ■ Improve safeguarding arrangements for vulnerable

		children and adults through better information, recognition and response to risk
<ul style="list-style-type: none"> ■ Thriving Places 	<ul style="list-style-type: none"> ■ Improved quality of life through mixed neighbourhoods offering housing options and better access to services and activities ■ Reduced crime through prevention, detection, offender management, victim support and changing behaviours 	<ul style="list-style-type: none"> ■ Reduction in the number of homeless people ■ Create safer environments by tackling crime ■ Improve life by reducing the harm caused by substance misuse ■ Reduce offending by managing offending behaviour better. ■ Reduce worklessness across the city with a focus on deprived areas
<ul style="list-style-type: none"> ■ Harmonious Communities 	<ul style="list-style-type: none"> ■ Improved community cohesion and integration through meaningful involvement and valuing equality and diversity 	<ul style="list-style-type: none"> ■ Increase the sense of belonging and pride in local neighbourhoods that help to build cohesive communities

The 'Promoting Independent Living' theme also contributes to the following performance indicators, which are included within the National Indicator Set (highlighted in bold if also included in the Leeds Local Area Agreement):

- **NI141: Number of vulnerable people achieving independent living**
- **NI187: Tackling fuel poverty**
- **Reduce number of homeless people (Local Performance Indicator)**
- **NI139: Older people helped to live at home**
- **NI30: Re-offending rate of priority and prolific offenders**

- NI142: Number of vulnerable people maintaining independent living
- NI156: Number of households living in temporary accommodation
- NI1: Percentage of people who believe people from different backgrounds get on well together in their local area
- NI2: Percentage of people who feel they belong to their neighbourhood
- Overall satisfaction with local area
- NI32: Repeat incidents of domestic violence
- NI119: Self reported measure of people's overall health and wellbeing
- NI131: Delayed transfers of care from hospitals
- NI143: Proportion of offenders under probation supervision in settled and suitable accommodation at the end of their order or licence
- NI145: Proportion of adults with learning disabilities in settled accommodation
- NI147: Proportion of former care leavers aged 19 who are in settled accommodation
- NI149: Proportion of adults in contact with secondary mental health services in settled accommodation

Strategic Priority L: Deliver high quality and enhanced housing options services so that people are able to find a solution to their housing need

Strategic Priority M: Maximise opportunities to prevent homelessness

Strategic Priority N: Minimise temporary accommodation placements and rough sleeping

Addressing the housing needs of people who are homeless or threatened with homelessness is one of the key strategic housing priorities for the city. The traditional route out of homelessness, via a temporary accommodation placement and social housing letting, is becoming increasingly less feasible, given the contraction in the social housing stock. At the same time, the government has directed local authorities to reorganise homeless and advice services around a housing options model, so that homeless prevention opportunities are maximised. The government has set all local authorities a target to halve the number of households placed in temporary accommodation by the end of March 2010. The Council has therefore embarked upon a transformation programme, centred around services provided at the current Homelessness Advice and Prevention Service (HAPS), to deliver a high quality and enhanced housing options service. The transformed service will focus on opportunities to prevent and end homelessness and this, in turn, will contribute to reducing temporary accommodation placements and the incidence of rough sleeping in the city.

The service change programme is framed around a number of key principles:

Personalisation: housing options services need to respond to an individual's specific housing needs. Standardised advice services, offering a homeless assessment as a passport to temporary accommodation and a social housing let, may miss the opportunity to prevent homelessness.

Organisation: housing options services must be organised with an emphasis on customer facing staff whose role is to prevent homelessness, in the first instance.

Legal Focus: People who are homeless or threatened with homelessness enjoy a range of legal rights. It is important that these rights be observed.

Well-Trained Staff: an effective housing options service requires well-trained staff across a range of housing-related disciplines.

Customer Choice: customers often prefer to remain living in their existing homes and housing options services should do everything possible to facilitate such outcomes. The option of a temporary accommodation placement and rehousing through a social landlord will remain the preferred one for many people.

Realistic Advice: it is essential that customers be given realistic advice on the housing options available to them.

Empowerment: The Council and partners can only offer customer's different housing options; it is for the customer to decide on the housing solution that best meets their needs.

Safeguarding: Housing options services should play a critical role in protecting vulnerable adults and children from abuse. All staff working in the housing options service will receive training on safeguarding issues.

Changing Markets: The contraction in social housing stock and reduced access to home-ownership may mean that some customers have to consider other housing options, such as the private-rented sector. Housing options services need to be alive to emerging opportunities, such as preventing homelessness through mortgage rescue initiatives.

Partnership: Effective housing options services work in close collaboration with a range of partners and are an access point for a range of services such as affordable housing and mortgage rescue initiatives, housing-related support and private rented accommodation.

Customer Focus: Staff offering housing options services should put customer service at the centre of everything they do. Other housing practitioners, such as private landlords, social landlords and supported housing providers, are also customers of a housing options service.

Branding: The Homelessness Advice and Prevention Service is being renamed the Housing Options Service.

Case Study: Sanctuary Scheme

Historically, the main cause of homelessness in Leeds is domestic violence and hate crime. Leeds has developed a Sanctuary Scheme to help people who have experienced domestic violence or hate crime to remain in their own home, if that is their choice. The scheme involves the installation of a range of security measures, including an emergency alarm, to create a 'safer' living environment. The scheme is a partnership between the Council, West Yorkshire Police and a local contractor, CASAC. Domestic Violence Co-ordinators, employed by the police, carry out an assessment of a customer's suitability for the scheme and decide on the range of security measures required. CASAC deliver the installation service, with the emergency alarm service provided by the Council's Care Ring Service.

Since the scheme started in July 2006, 814 households have been enabled to remain in their existing homes through the provision of a Sanctuary installation. Monitoring has also indicated that around 5% of applicants subsequently make a homeless application because they continued to feel unsafe. This suggests a prevention success rate of approximately 95%. The scheme has cost the Council approximately £550,000 since July 2006, but has generated significant savings in relation to reduced temporary accommodation placements, and for social landlords in terms of not having to void and re-let properties. The scheme enables people who have experienced domestic violence to remain living independently in their own home, to exercise choice and control over their housing arrangements and has

contributed to improved health and wellbeing, with families being able to maintain existing social networks, access to healthcare and school placements.

The Sanctuary installation service has been re-tendered with CASAC being awarded a further two-year contract from April 2009.

The reconfigured housing options service will focus on maximising homeless prevention opportunities. Homeless prevention activity is targeted at tackling the main causes of homelessness in the city, which are detailed in the quarterly P1E return to Central Government. The Sanctuary Scheme (see Sanctuary Scheme case study) will continue to be a key component in the homeless prevention strategy. The second most common reason for homelessness in Leeds is young people having a relationship breakdown with parents. The Council has commissioned a local youth agency, Archway, to provide a mediation service for young people. The mediation service aims to help young people reconcile relations with their parents so they can return home indefinitely, on a temporary basis so that they can make a planned move to their own accommodation or simply to improve relations to a point where the parent can provide assistance to the young person in their own independent accommodation. It is projected that in 2008/09 204 young people will be prevented from becoming homeless through mediation. The Council is currently in the process of tendering the contract to provide the mediation service.

Termination of Assured Shorthold Tenancy is the third most common reason for homelessness in Leeds. The reconfigured housing options service will focus on opportunities to prevent homelessness relating to loss of private rented accommodation. This will require housing options workers to be proactively engaging with private landlords and tenants to resolve disputes that could lead to accommodation loss. It will also require effective partnership working between housing options services and the Council's Environmental Services, which leads on taking enforcement action against landlords who are failing to fulfil tenancy obligations, such as repairs, or are trying to unlawfully evict a tenant. The Council will also continue to work with Mediation Leeds, which offers a mediation service for landlords and tenants.

The Council will also need to be alive to emerging opportunities to prevent homelessness. The downturn in the economy/housing markets will mean that an increasing number of people will require a housing options service relating to mortgage default and home repossession. Housing options officers will need to negotiate with lenders to make arrangements to defer possession action if the mortgagee has fallen into arrears or, if appropriate, to arrange 'payment holidays', giving the home-owner opportunity to address their financial circumstances/secure alternative employment. The development of a mortgage rescue service through the housing options service will be another key component in preventing homelessness amongst homeowners – see case study Golden Triangle Partnership.

Securing additional units of longer-term accommodation is another key element of the enhanced housing options service/drive to prevent homelessness. The Council has established a Private Lettings Service, which offers people who are homeless or threatened with homelessness, the opportunity to accept an Assured Shorthold

Tenancy from an accredited private landlord, as an alternative to making a homeless application. The scheme has a target of achieving a minimum of 60 lettings per month. Available properties must meet requisite condition standards and housing options staff negotiate with landlords to agree appropriate rental charges. Landlords have indicated that the provision of ongoing support for tenants would increase the number of lettings made. The Council would be seeking to mainstream the provision of housing-related support services for private tenants through existing Supporting People contracts.

The government has set all local authorities a target to halve the number of households in temporary accommodation, from a base position at December 2004, by the end of March 2010. There were 521 homeless households placed in temporary accommodation at the end of December 2004, and therefore the Leeds target is to reduce temporary accommodation levels to no more than 261 households by the end of March 2010. At the end of December 2008, 364 households were placed in temporary accommodation, 251 of these were accommodated in stock leased from private landlords, with the remainder placed in units provided by Supporting People commissioned services. The target of no more than 261 households placed by March 2010 is demanding but attainable, if the remodelled housing options service maximises prevention opportunities and private sector lettings.

There are no plans to reduce the number of Supporting People commissioned units for homeless households as it is assumed that the reduction in temporary accommodation placements will result in less use of private sector leased properties. Nevertheless, Supporting People commissioned services will play an important role in improving service throughput and releasing accommodation for new placements. Supporting People commissioned services will be encouraged to use the Private Sector Lettings Scheme at the Housing Options Services as a rehousing option. The Leeds Supporting People Partnership transferred two Supporting People commissioned services, TEAS and Resettlement Service, from the Council to Foundation Housing in January 2009. TEAS is an important service as it offers housing support to households placed with private providers. The Leeds Supporting People Partnership will be seeking improvements in service utilisation levels, which should improve rehousing levels/throughput from the private sector leased temporary accommodation. The Resettlement Service has historically worked with formerly homeless households rehoused in ALMO managed stock; however, the Leeds Supporting People Partnership will be looking for the transferred service to work with customers who have signed up for tenancies secured through the Private Sector Lettings Scheme.

Leeds has made significant progress in recent years in reducing the number of rough sleepers in the city: in October 2002, a headcount identified 43 rough sleepers; a comparable headcount in June 2008 identified six individuals. Rough sleeping levels, identified through formal headcounts, have been stable at no more than 10 individuals for the last couple of years. The Council has a dedicated Rough Sleepers Co-ordinator, funded through CLG Homelessness Grant, and commissions an independent organisation, CRI, to provide a Street Outreach Service. The team is responsible for identifying rough sleepers in the city and putting in place appropriate support packages to help them secure and maintain appropriate housing

options. St George's Crypt also provides an emergency accommodation service for rough sleepers (see case study St. George's Overnight Centre).

Case Study: St. George's Crypt Overnight Centre

St. George's Crypt has provided services for homeless and vulnerable people since 1930. The Overnight Centre is funded through the Supporting People programme and offers accommodation for up to 12 rough sleepers. The accommodation is currently very basic, with 9 people sleeping on mattresses in a communal dormitory.

St. George's Crypt, in partnership with Leeds City Council, has been successful in securing £988,000, through the government's Places of Change programme. This money will be used to create 15 self-contained bed spaces for rough sleepers. Dedicated space for training and skills development such as art, music, gardening, construction and food preparation will also be created. It is envisaged that some service users will secure employment through CREATE, a Community Interest Company developed by the Crypt. Service users can also access primary health care through surgeries held at the centre.

The Crypt has dramatically improved performance in relation to helping service users achieve more independent living: from 25% to 62% in the last year. It is believed that the redevelopment of the Overnight Centre will act as further catalyst to help rough sleepers secure more settled housing.

In November 2008, the government launched a new rough sleeper's strategy 'No One Left Out – Communities Ending Rough Sleeping'. The rough sleeper's strategy sets out the target to eradicate rough sleeping by 2012 and is framed around 15 key actions. These key actions include ensuring that rough sleepers have access to housing options services, have their legal rights as homeless applicants observed and that private rented lettings schemes are used as a rehousing option. The Council will ensure that rough sleepers have improved access to services at the remodelled housing options service. The rough sleeper's strategy also identifies rough sleeping amongst migrant communities as a key priority and this is a significant issue in Leeds as well. Feedback from the Street User Team has identified an increase in rough sleeping amongst asylum seekers with no recourse to public funds and refugees, especially from Eritrea, who have been dispersed to other areas and therefore have no local connection to the Leeds area. Whilst Leeds City Council may not have a duty to secure accommodation for such households it is important that they are offered comprehensive and effective housing options services so they can secure suitable accommodation, whether that be in Leeds or elsewhere.

Key Actions
1. Update the existing Leeds Homelessness Strategy
2. Reconfigure current homeless and housing advice service (HAPS) around a housing options model
3. Develop Leeds Homes website to give customers unique bidding accounts through ArcHouse Plus development
4. Provide training to all staff at reconfigured Housing Options Service on Safeguarding for vulnerable adults and children
5. Use statutory review process and Council complaints procedure to monitor standard of housing options and homeless assessment services
6. Introduce case management and decision making procedures at reconfigured Housing Options service
7. Complete tendering of youth mediation service by the end of June 2009
8. Complete tendering of private sector leased temporary accommodation by end of October 2009
9. Establish mortgage rescue service (through Golden Triangle Partnership) at the reconfigured Housing Options Service
10. Refurbish St. George's Overnight Centre by April 2010
11. Develop a commissioning strategy for housing-related support services
12. Use Supporting People contract management process to improve throughput and independent living outcomes through commissioned temporary accommodation
13. Identify capacity within current Supporting People commissioned services to provide floating support to private rented tenants
14. Review service delivery from housing options service for rough sleepers to ensure services are accessible and effective.
15. Establish the reasons for the disproportionate level of homelessness amongst BME groups and identify options to address this position.

Key Targets			
Measure	2009/10	2010/11	2011/12
Homeless Preventions (Minimum)	1500	1600	1700
Private Sector Lettings (Minimum)	720	760	800
Sanctuary Installations (Minimum)	360	380	400
Mediation Preventions (Minimum)	220	240	260
Homeless Acceptances (Maximum)	1100	1050	1000
Statutory reviews completed within 8 weeks	100%	100%	100%
Reduce temporary accommodation placements (Maximum) NI156	261	240	220
Reduce temporary accommodation placements with private providers (Maximum)	100	90	80
Proportion of people achieving independent living (Minimum) NI141	71%	76%	80%
Rough sleeping levels (Maximum)	10	5	0

Strategic Priority O: Enable people to live independently through housing-related support, adaptations, lettings and assistive technology

Housing-related support services, commissioned through the Supporting People programme, are designed to help vulnerable people achieve or maintain an independent living outcome. The services commissioned through the programme range from sheltered warden services for older people, homeless hostels and supported housing for people with learning disabilities. The Supporting People programme is managed by a Commissioning Body, comprising representatives from the Council, NHS Leeds and West Yorkshire Probation Service, and is administered by the Environment and Neighbourhoods Directorate of the Council. The Leeds Supporting People programme commissions 371 services, through 68 organisations, for approximately 12,000 people.

The Council has used a combination of contract management and procurement to deliver continuous improvement in the quality and value for money of commissioned services. Supporting People commissioned services are assessed against the Quality Assessment Framework (QAF) that gives an A-D rating against six criteria. There has been a 50% improvement in QAF performance in the last two years with all organisations receiving a minimum C rating. Performance against NI141 (Proportion of people achieving an independent living outcome) has improved from 54% in June 2007 to 79% in December 2008. The strategy will set out targets relating to continuing to deliver improvements in the quality and performance of contracted services.

The Leeds Supporting People programme received a grant settlement of £32.9 million in 2008/09, a reduction of £3 million from the position in 2003/04. Efficiency savings of approximately £7.5 million have been generated since 2003 through competitive tendering and contract management, which have been needed to balance the budget, given the real increases in costs, and to commission new strategically relevant services.

Supported housing services in Leeds have probably never been as efficient as they are currently in terms of quality of service provided and the value for money offered. However, the three-year term of the Housing Strategy will present a new set of challenges for the Council, as strategic commissioners, and for supported housing providers. The Supporting People grant settlement will be maintained at £32.9 million in 2009/10 and will be reduced by £1 million in 2010/11. This represents a pressure of approximately £3 million in real terms over the two-year period. The pressure in 2009/10 will be offset by the release of funding through the implementation of the second year of the Retraction Plan (removal of ineligible funding from services for non-housing related support activity); however savings of approximately £1.7 million will still need to be made in 2010/11.

From 2010/11, Supporting People funding will be absorbed into the Area Based Grant and can be used for any purpose the Council believes is appropriate. It will therefore be important for supported housing providers to

continue to demonstrate strategic relevance and continuous improvement in service quality and value for money. The Supporting People Commissioning Body will commission research to quantify the wider cost benefits, in relation to health and wellbeing, community safety, education and economic prosperity that are generated through supported housing services. In 2009/10, approximately £1.8 million will be released through the conclusion of the retraction arrangements and this funding will potentially be available for new commissioning and to pay an inflationary uplift to providers. The Family Intervention Project (see case study) is a commissioning priority for the Supporting People programme. A focus in 2009/10 will be to identify the efficiency savings (of between £1 and £1.7 million) that will be needed to balance the budget from 2010/11. The grant settlement for 2011/12 has not yet been determined.

The Personalisation agenda commits to giving social care service users the opportunity to better design, choose and control the services they use. This includes giving service users an Individual Budget: given an indicative service budget, which can be used to purchase a service from a provider of their choice. The Council has set a target that by April 2009 all social care recipients will know the cost of the service they receive and be given the opportunity to spend the money differently. A further target has been set that by April 2011, 50% of social care service users will be in receipt of Individualised Budgets. Housing-related support, commissioned through the Supporting People programme, will be included within Individual Budgets, if the client is also in receipt of a social care service. The Supporting People Commissioning Body will need to consider how a genuine 'open market' can be fostered so that service users can make a choice in relation to the housing-related support they purchase. A challenge may result where a customer decides not to purchase a service from the organisation that is also their landlord; such as sheltered housing services with on-site warden, and this may involve informing service users of comparative organisational performance. A customer may decide to purchase a service from an organisation that is not accredited through the Supporting People programme and there may well be conflict between promoting choice and safeguarding vulnerable people. The Supporting People Commissioning Body will also need to ensure that new providers sign up to meeting key housing-related outcomes such as helping service users to maintain an independent living arrangement.

Case Study: The Hollies and Pennington Place

The Hollies and Pennington Place are emergency direct-access hostel provision for single women and men respectively, providing 52 units of accommodation. Historically, the services were managed by Leeds City Council. Performance was poor with only 37.6% of service users achieving a positive move to more independent accommodation (NI141) in Q3 2006. In 2007, the Supporting People Commissioning Body decided to subject the service to competitive tender and this process ended with the services being outsourced to Leeds Housing Concern in October 2007. The procurement process will generate a saving of approximately £1.4 million over the term of

the five-year contract with Leeds Housing Concern. In addition, performance against NI141 has improved to 77% in Q4 2008.

Adaptation services for homeowners, private tenants and housing association tenants are principally funded through Disabled Facilities Grant (DFG), which is administered through the Council's Adaptations Agency. The Leeds ALMOs carry out adaptations work for council tenants, who are ineligible for DFG funding. The ALMOs must use non-decency funding to finance the cost of adaptation work.

The 2007 Leeds Private Sector Stock Condition Survey estimated that 31,000 people, living in private sector accommodation, had some form of disability. This does not mean that all these people required adaptations to be made to their property, but in comparison the Adaptations Agency are projected to carry out 883 adaptations in 2008/09. Leeds City Council is to receive a DFG settlement of £2,570,000 in 2009/10, which represents a 3% increase in funding from the settlement for 2008/09. However, the grant awarded equates to only 43% of the bid submission made by Leeds City Council to meet service need.

The challenges associated with delivering adaptation services coincide with those set out within the 'Improving Housing Quality' strategic theme. The Council and the Leeds ALMOs experience significant pressures in relation to the availability of funding to meet need. There are clear links between the provision of adaptations services and wider health and social care priorities such as preventing or deferring entry into residential care, reducing dependency on home care services and preventing falls that lead to hip fracture/hospital admission. Research conducted by the University Of Bristol: 'Better Outcomes Lower Costs' calculated that adaptations costing on average £6,000 could save £26,000 (less the cost of the adaptation) for each year a person's entry into residential care is delayed. The local Home Improvement Agency, Care and Repair Leeds, has calculated the cost benefits of low level adaptations (fitting hand and grab rails) in relation to preventing falls – see case study: Care and Repair Leeds. The Adult Social Care Directorate of Leeds City Council is developing a Residential Care Strategy, which aims to reduce residential care placements by 50% by enabling older and disabled people to live independently. The links between reducing residential care placements and accessible housing are clear.

There are opportunities to consider how NHS Leeds and the local authority can work together to use adaptation services to generate improved health and wellbeing outcomes. Government guidance has recommended that the cost of carrying out adaptations on housing association properties should be covered by both the Council and the landlord. A Leeds protocol has been developed but this has not been agreed by all housing associations. A resolution to this position is a priority. The funding of adaptations on council-owned stock post-decency programme is a key issue that will need to be factored into the options appraisal for the future management of council housing. The local Home Improvement Agency, Care and Repair Leeds, also play a significant role in delivering adaptation services for older people.

Case Study: Care and Repair Leeds

In 2007, Care and Repair Leeds was voted the best Home Improvement Agency in the country. The service is part funded through the Supporting People programme. Care and Repair Leeds delivers a range of services for older people that are designed to help them live independently and reduce dependency on health and social care services. These include disabled adaptations, home maintenance, falls prevention, garden maintenance and shopping. Adaptation services reduce the likelihood of an older person falling and requiring hospital treatment. The average cost of adaptation work carried out by Care and Repair in Leeds was £98 in 2007/08; in comparison, the cost of treating a person in hospital was £350 per day. The cost of a hip replacement is approximately £47,000. The Leeds Supporting People Partnership agreed to increase the funding to Care and Repair so that they could carry out a further 250 adaptation installations per annum and deliver a Housing Options service for older people.

Some people will need to move from their existing homes to adapted social housing, let through the Leeds Homes Register (LHR). The Council is committed to developing an Accessible Housing Register that will contain housing applications for people requiring adapted housing and adapted housing that is available to let. This will ensure that LHR landlords are better able to match applicants with adapted properties that meet their needs.

Assistive technology, such as emergency alarm services, will also play an increasingly important role in promoting the capacity of vulnerable people to live independently. Traditional alarm services are reliant upon the service user activating the alarm to request some form of assistance. Leeds City Council has been developing the provision of Telecare services since 2006. Telecare services make use of a new generation of alarms and sensors that are triggered by incidents, such as fire or flooding, and therefore are not dependent on any action on the part of the service user. Examples of Telecare services include alarms that detect falls or epileptic fits, medication reminders, bogus caller alerts and smoke/flood/gas leak detectors. It is believed that the development of Telecare services will reduce the demand and cost of residential and home care services, as people are enabled to continue to live independently. Telecare services are therefore a key element of the Council's Residential Care Strategy, which aims to reduce residential care placements by 50%. The Audit Commission has carried out a series of reviews of Telecare services in different authorities and calculated that West Lothian Council were projected to make annual savings of over £3.8 million in reduced residential and day care services.

Telecare services are being developed in Leeds using the existing Care Ring systems and call centre. Care Ring service users ordinarily need to nominate two key holders who can be contacted in the event of an emergency. It has been identified that a significant number of potential Telecare service users do not have access to such a resource and therefore the Supporting People

Commissioning Body has agreed to commission a citywide mobile response service, provided through the Council's security service, from April 2009, for an initial two-year term. It is assumed that the service will be working with 600 service users by the end of 2010/11. The Housing Strategy will set out actions designed to identify the contribution Telecare services, and more specifically the mobile response service, is making to promoting independent living. The Supporting People programme will need to consider whether the mobile response service should be commissioned on a longer-term basis and whether the service could be commissioned using a different model/subject to competitive tender.

Actions
1. Use the contract management process to continue to deliver improvements in quality scores for Supporting People commissioned services against the Quality Assessment Framework
2. Develop and implement an annual procurement plan for the Supporting People programme
3. Conclude retraction arrangements in 2009/10 and use released funding (approximately £1.7 million) for new commissioning and inflationary uplifts to providers.
4. Develop and implement a plan to generate savings of at least £1 million (and up to £1.7 million) that can be realised in 2010/11
5. Carry out a programme of value for money assessments on retraction services and use released funding to offset budget pressures in 2010/11 onwards for new commissioning.
6. Commission research to quantify the wider cost benefits generated through the provision of housing-related support services
7. Commission research to quantify the wider cost benefits generated through the provision of adaptations services as part of wider research into the benefits of improving housing stock.
8. Develop and implement an action plan for delivering Individualised Budgets including housing-related support.
9. Agree, through the Leeds Housing Partnership, a Leeds protocol for the joint funding of adaptations on RSL properties between the Council and landlord.
10. Develop a joint strategic plan between NHS Leeds, housing authority and social services authority for adaptations service investment in the city.
11. Identify funding options for delivering adaptations on council-owned stock as part of the options appraisal into the future management of council housing.
12. Work with partners from the social services authority and NHS Leeds to establish the contribution Telecare Services make to the independent living agenda and consider investment options.
13. Use the Supporting People contract management process to monitor the effectiveness and long-term requirement of the mobile response service. Carry out an options appraisal to determine whether the service should be remodelled and/or subject to competitive tender.
14. Develop an Accessible Housing Register as part of the wider Leeds

Homes Register.

Key Targets			
Measure	2009/10	2010/11	2011/12
Proportion of people achieving independent living (Minimum) NI141	71%	76%	80%
Proportion of people maintaining independent living (Minimum) NI142	99%	99%	99%
Proportion of SP commissioned services achieving a QAF Level B rating	80%	90%	100%
Proportion of joint supported housing/social care service users in receipt of an Individualised Budget.	40%	50%	60%
Carry out non-Council stock adaptations work (Maximum)			
High Priority	114	114	114
Medium Priority	186	186	186
Low Priority	305	305	305
Carry out Council stock adaptations work (Maximum)			
High Priority	80	80	80
Medium Priority	160	160	160
Low Priority	269	269	269
Number of Telecare installations (Minimum)	960	960	960
Number of Telecare Mobile Response Service Users by year end (Minimum)	500	600	600
Proportion of Telecare Mobile Response Service Users Assisted to maintain independent living	99%	99%	99%

Strategic Priority P: Modernising housing provision for vulnerable people

The Council is committed to modernising housing provision for groups such as older people and people with learning disabilities in order to:

- promote independent living and choice and control
- to use affordable and extra-care housing as an alternative to residential care placements
- to promote health and wellbeing
- to increase community based services
- to give people a wider range of housing options
- to replace outmoded forms of housing.

The 2007 Leeds Housing Market Assessment highlighted that the housing expectations of older people were changing and that some of the traditional housing options available to this group were no longer fulfilling rising

expectations. A prominent example of this challenge is the sheltered housing stock managed by the Leeds ALMOs. The majority of the Council's sheltered housing stock was built prior to 1979 and predominantly comprises one bedroomed bungalow or low-rise flatted accommodation. The Housing Market Assessment identified a strong preference amongst older people for two bedroomed accommodation, so that family or live-in carers could stay over. There are also approximately 480 units of bed-sit accommodation, many that have communal washing facilities, which the ALMOs are often having difficulty letting due to low level of demand.

The Council has submitted a bid to Central Government for £271 million of Private Finance Initiative (PFI) credits to build 479 new units for social renting and demolish/replace 639 units of outmoded stock – 1,110 units in total. The bid proposes the development of 600 units of extra-care housing and 510 units of 'Lifetimes Homes' housing. The proportion reflects demographic projections for 2031 on the proportion of 'old-old' (over 75) and 'young-old'. 870 of the proposed units will be two bed + apartments, houses or bungalows. 291 of the units to be demolished is bed-sit provision. The proposal is also framed around the concept of 'Lifetime Neighbourhoods': the extra-care schemes will encompass a range of community services and be accessible to care and health services. The location of the 'Lifetime Homes' will be in close proximity to transport links, shops, green spaces and leisure facilities. It is proposed that development will take place across 14 sites, with extra-care housing schemes averaging 60 units and 30-35 units developed in the 'Lifetime Homes' schemes. Two of the schemes situated in Inner Leeds will be developed with a focus on BME elders. Housing will be built to a high standard of environmental sustainability (Code for Sustainable Homes Level 5) and will therefore contribute to reducing carbon emissions and tackling fuel poverty.

The Council will be informed of the CLG decision relating to the sheltered modernisation bid in mid-2009. Different proposals have been drawn up to reflect the possibility that the Council will not secure 100% of the funding requested. The funding bid does not include revenue funding such as housing-related support commissioned through the Supporting People programme. In addition to the new provision, extra care housing tends to be more expensive than traditional warden services, so this additional cost will need to be identified as part of Supporting People budget management.

The modernisation of housing provision for older people includes a development on the former Hemmingway House Old People's Home in Hunslet.

Case Study: Hemmingway House Extra-Care Scheme

The Council, in partnership with NHS Leeds and Methodist Housing Association, has recently been successful in securing £1.845 million from the Department of Health, to redevelop the former Hemmingway House residential home into extra care housing, primarily for older BME households. The scheme will be comprised of 45 units of social housing. It was originally

intended that there would be an equal split between units for social renting, shared ownership and market sale, but the downturn in housing market has meant that this model is no longer viable. The scheme will comprise 39 two-bedroom units and 6 one-bedroom units. Communal facilities, some of which will be available for use by the wider local community, will include communal lounge, café/restaurant, hair and beauty salon, activity rooms, visitor's suite, health and fitness suite, laundry, catering kitchen and assisted bathrooms. All of these facilities will reflect the proposed multi ethnic/multi faith aims and objectives of the development.

If the PFI bid is not or only partly successful then the Council and the Leeds ALMOs will need to consider future investment options for sheltered housing as part of the options appraisal into the future investment/management of council housing.

The Council has received a number of speculative proposals from developers relating to the development of extra-care housing. The Council believes there is an identified need for more extra-care housing than can be secured through the PFI bid, especially in relation to other tenure forms. However, the Housing Strategy will set out the action to develop an extra-care housing plan that will quantify demand and required supply across tenures and locations. The plan will also consider best practice in relation to size of extra-care scheme. The Brunswick Gardens Village development has been cited as an example of good practice and has 217 units of one and 2-bed extra-care accommodation. This is significantly higher than the number of units per scheme envisaged through the PFI bid. It is also important that such proposals be routed through the Council's Affordable Housing Delivery Section, which can co-ordinate the assessment of strategic relevance.

The government's strategy for people with learning disabilities, 'Valuing People Now' seeks to increase the number of people who own their home or live in rented accommodation on an assured tenancy arrangement. The strategy also set out a commitment to enable people with learning disabilities to exercise greater choice and control over the housing they occupy and the housing services they utilise. There are approximately 2300 adults with learning disabilities living in Leeds, 700 of who live in a registered care home or hostel.

The Council has recognised that the large number of people with learning disabilities who live in hostels or other institutional environments conflicts with the drive to promote independent living and to enable people to exercise greater choice and control over their lives.

Case Study: Independent Living Project (ILP)

The Council has secured £60 million PFI credits to modernise supported housing provision for people with learning disabilities and mental health problems. The funding will be used to close down 13 out-moded hostel services and replace them with 73 newly built houses, which can accommodate up to 343 people. 250 of these bedspaces are for people with

learning disabilities and the remainder for people with mental health problems. The properties will be managed by local housing associations, Progress Care Housing, and service users will be let tenancies on an assured tenancy arrangement. The development work has commenced and is due to be completed by 2011.

The ILP represents a fundamental shift in service provision for people with learning disabilities. The new services will continue to be part funded (for the housing-related support activity) through the Supporting People programme. Service funding will need to be reassessed to take into account the higher level of housing-related support activity that will be carried out as part of the more independent living arrangements, whilst at the same time moving from accommodation based to floating support. Some people currently accommodated in traditional hostel provision will be seeking to move to mainstream independent accommodation through a Leeds ALMO or other social landlord. Such customers will need to be assisted to make housing applications, be made appropriate priority awards to facilitate rehousing and be provided with floating housing support (as required) when they are rehoused. Arrangements need to be formalised to respond to the housing needs of people with learning disabilities who are no longer able to remain living in specific projects due to behaviour or safeguarding issues. A joint working protocol between the housing and social services authority will need to be drawn up to ensure that effective and appropriate responses are put in place for people with learning disabilities who require mainstream rehousing. Leeds developed a Leeds Learning Disability Strategy in 2008, which recommended that a specific Leeds Learning Disability Housing Strategy should be developed.

Key Actions
1. Develop an Extra-Care Housing plan for Leeds
2. Consider sheltered housing modernisation investment options as part of the Options Appraisal into Council Housing if the 'Lifetime Neighbourhoods' PFI bid is not or only partly successful in securing funding to modernise/replace stock
3. Deliver ILP modernisation programme by 2011 moving service users from hostels to more independent housing options
4. Implement modified funding arrangements through Supporting People programme to reflect new ILP provision
5. Develop joint working protocol between housing and social services authority to provide housing services for people with learning disabilities requiring mainstream housing
6. Develop a Leeds Learning Disability Housing Strategy

Key Targets			
Measure	2009/10	2010/11	2011/12
People assisted to achieve independent living (Minimum) NI141	71%	76%	81%
People assisted to maintain independent living (Minimum) NI142	99%	99%	99%

Strategic Priority Q: Promoting Community Cohesion, Reducing Worklessness and Tackling Anti-Social Behaviour

The 2004 Housing Act places a duty on all local authorities to carry out an assessment of the accommodation needs of gypsies, travellers, travelling show people and new age travellers. August 2007, the West Yorkshire Housing Partnership commissioned Sheffield Hallam University to carry out an accommodation needs assessment to cover the five West Yorkshire authority areas. The West Yorkshire Gypsy Traveller Accommodation Assessment has not been published to date but the Leeds Housing Strategy, and the Leeds Local Development Framework, will need to respond to the findings of the assessment in terms of pitches required.

The link between housing quality and health and wellbeing outcomes is an important theme across the whole of the Leeds Housing Strategy. NHS Leeds carried out a 'Health Impact Assessment' of Gypsies and Travellers in 2008. This identified that people accommodated at the Cottingley Springs site had the worst health and wellbeing outcomes in the city, in relation to life affecting illness, reported good health and being in full-time employment. The Cottingley Springs site is approximately 1.5 miles from the nearest GP surgery or pharmacy. Many Cottingley Springs residents are excluded from accessing primary health care because of previous behaviour. Consequently, many use A&E services to access primary health care. The communities experience high rates of mental ill health and substance misuse, but often do not access treatment services. There is also a low take up of cancer screening services. Service access is often inhibited by low levels of literacy.

The Council will need to work in partnership with NHS Leeds to address the health and wellbeing inequalities experienced by Gypsies and Travellers. Establishing a housing related support service for Gypsies and Travellers is a commissioning priority for Leeds Supporting People programme. Such a service would work with community members to address unmet housing needs and to help them access appropriate health care, education, training and employment services.

The Leeds Housing Strategy is also concerned with ensuring that the housing needs of refugees are met. Asylum seekers are accommodated in Leeds as part of the UK Borders Agency dispersal programme, with specific groups, such as people from Eritrea, concentrated in the Leeds area. Refugees, who have been dispersed to a specific authority catchment area, establish a local connection to that area, in the event that they need to make a homeless application. Monitoring by the Street Outreach Team has highlighted that a significant number of refugees, dispersed to other local authority areas, are arriving in Leeds and because they do not have a local connection to the area, are not being offered temporary accommodation. This has led to an increase in the incidence of refugees sleeping rough and using the St. George's Crypt Overnight Centre. The Council has a duty to offer such customers a homeless assessment and a housing options service; including helping them access housing-related support. It will be important that all

refugees, dispersed to the Leeds area, be routed through the Council's housing options service. The Case Resolution programme, which involves the swift positive processing of long-term outstanding asylum applications, has increased the number of refugees in the city who are entitled to access housing services. This process will be continued during the term of the Leeds Housing Strategy and consideration will need to be given to the impact on housing options, support and social landlord services. Promoting the health and wellbeing of refugees will be another important action within the Leeds Housing Strategy. Data monitoring by NHS Leeds has highlighted that 5% of all births in the city relate to asylum seekers or refugees and that infant mortality disproportionately affects these groups. The Council will need to work with NHS Leeds to develop a joint strategic approach to tackle this issue, especially where this relates to poor housing conditions.

Case Study: Canopy

Canopy Housing Project is acquiring and renovating properties for refugee families in Beeston, a neighbourhood in Leeds with many vacant properties and a growing refugee population. Young volunteers from disadvantaged backgrounds are working alongside refugees to refurbish derelict properties. Refugee volunteers who take-up the tenancies are linked with a trading arm that Canopy is developing, so the skills they have gained can be used to secure permanent employment in the housing construction industry. The partnership also promotes refugee community development activities through supporting Refugee Community Organisations in the area. The partners are developing a toolkit and making a film to share their experiences and promote positive images on how new and long term resident communities can work together in reviving deprived neighbourhoods.

The Council's Jobs and Skills Service is working with housing providers to address levels of worklessness amongst vulnerably housed and social housing tenants. Unemployment rates are higher and invariably longer-term for vulnerably housed and social housing tenants than for people occupying other housing tenures. A scheme has been developed between the Council and Unity Housing Association: 'Tenants into Work' that signposts Unity Housing Association tenants to the Council's Job Clubs. A joint working protocol is being established between the Jobs and Skills Service and the housing options service. Customers of the housing options service will be signposted to the Job Club service. The housing options service has recognised that historical practice has potentially created disincentives for vulnerably housed people securing employment: private rented tenancy rents set at the Leeds Housing Allowance cap and where housing benefit is paid directly to the landlord. Work to negotiate rental charges to market levels and to pay housing benefit directly to tenants creates incentives for them to seek work. The Jobs and Skills Service has also started to work in partnership with Great Places Housing Association, who manage the hostel provision at St. Ann's Lodge in Burley, so that hostel residents are assisted to use Job Club services. There are further opportunities to expand this work to other supported housing services in the city.

Housing Services play an important role in tackling offending behaviour and anti-social behaviour. The National Offender Management Programme aims to reduce the offending behaviour of priority and prolific offenders. Interventions are centred on the themes of preventing and deterring offending behaviour, catching and convicting offenders and helping offenders to be resettled and rehabilitated. The latter theme has relevance to housing services, given the significant number of offenders who are homeless or vulnerably housed. In 2008, the Supporting People Commissioning Body agreed to commission 200 units of floating housing support to help offenders, subject to the Offender Management Programme, to achieve or maintain an independent living outcome. The Jobs and Skills Service are also working with the Leeds Offender Management Service, given the link between offending behaviour and worklessness. The Supporting People Commissioning Body also agreed to commission 55 units of housing related support for offenders with drug dependencies who are receiving support and treatment through the Housing Drug Intervention Project (DIP). The Offender Management and Housing DIP services will be subject to competitive tender during the term of the Leeds Housing Strategy.

The Leeds Housing Strategy is also concerned with tackling the anti-social behaviour perpetrated by a minority of families that blights the neighbourhoods in which they live and causes misery for other people who live in the community. Taking possession action against such families, if they are council or housing association tenants, is an important option and may certainly enhance the lives of the people who live in close proximity to them. However, possession action does not necessarily work to modify the behaviour of the family, and evicted families may find alternative accommodation in close proximity to their former home, often in the private rented sector.

Case Study: Family Intervention Project

The Family Intervention Project (FIP) works to address the anti-social behaviour and support needs of families whose behaviour is blighting the communities in which they live. FIP works with families who have been served Anti-Social Behaviour Orders, who have been served notice-seeking possession of their home or have been evicted from their home due to anti-social behaviour. Supported families are permitted to remain in their current home or are moved to an alternative council tenancy on the condition that they engage with FIP. Accommodation is provided on an Introductory Tenancy arrangement, meaning that a family can be swiftly evicted if they fail to engage or the anti-social behaviour continues. Intensive support, of up to 25 hours per week is provided, to cover all issues that may contribute to family behaviour: poor parenting skills, non-attendance at school, worklessness, drug or other substance dependency, low self-esteem, debt problems etc. It has been calculated that family intervention services can generate savings of up to £213,000 for one family from reduced need for interventions by education, health, police and wider housing services. The Leeds FIP is expanding from working with 56 to 100 families in 2009/10. It is anticipated that from 2009/10 onwards the Leeds FIP will be part funded

through the Supporting People programme.

Households who have perpetrated anti-social behaviour and have been evicted from their home are often found unsuitable to be tenant of the local authority. This means that they are unable to access council accommodation until a tangible improvement in their behaviour has been made. The Council often retains a duty to secure such households temporary accommodation, an arrangement that would have to be made on an indefinite basis if the suitability decision is maintained. Such households may also access private rented accommodation in close proximity to their former home. Suitability exclusions, in isolation, do not address the reasons for the anti-social behaviour. It is important that affected households be offered housing-related support, which can work to address the causes of anti-social behaviour. Excluded households also need to be aware of their right to challenge the suitability decision, through the Statutory Review Process.

Key Actions
1. Respond to the findings of the West Yorkshire Gypsy Traveller Accommodation Assessment
2. The Council to work with NHS Leeds to develop a joint strategy to address the health and wellbeing inequalities experienced by Gypsies and Travellers.
3. Commission a housing-related support service through the Supporting People programme, for Gypsies and Travellers.
4. Establish joint working protocol between Jobs and Skills Services and reconfigured housing options service.
5. Continue to drive down private rented sector rent levels to create incentives for vulnerably housed people to seek employment.
6. Ensure that all refugees, including those with no local connection to the Leeds area, are routed through the reconfigured housing options service.
7. The Council and NHS Leeds to develop a joint strategic approach to reducing the incidence of infant mortality experienced by refugees, with specific regard to the impact of poor housing.
8. Develop joint working arrangements between Jobs and Skills Service and supported housing sector.
9. Subject the Offender Management and Housing DIP services, commissioned through the Supporting People programme, to competitive tender.
10. Commission the Leeds Family Intervention Project through the Supporting People Programme and monitor its effectiveness at tackling anti-social behaviour.
11. Leeds Housing Partnership to monitor trends and issues relating to suitability/tenant exclusions.
12. Ensure that all households who are excluded from the Leeds Homes Register on suitability grounds are offered housing-related support.