

Cork County Council

Strategic Plan for Housing Persons with Disabilities

23rd April 2018

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1. Goal and Vision

Social Housing – the provision of housing supports for those unable to provide for accommodation from within their own resources is a key social policy and area of work for Cork County Council. Within this policy, meeting the housing needs of people with disabilities requires a variety of approaches and responses and the input and support of a number of other stakeholders. The Cork city and county Housing and Disability Steering group is the key grouping in this regard.

The goal of this document is to set out the strategic plan of the Disability Steering for housing people with disabilities for Cork County Council administrative area. It will guide implementation at a local level and provide information and data in respect of the housing needs of people with a disability. It is intended that this strategy will form an integral part of the Housing Services Plans. It will promote and support the delivery of accommodation for people with disabilities using all appropriate housing supply mechanisms to support longer term strategic planning.

The development of this strategic plan will also strengthen the local capacity of the Disability Steering Group Members to advance collectively, appropriate housing solutions for people residing in the community with a social housing need and people with disabilities living in a congregated setting. Interagency cooperation is a key cornerstone for good practice in the delivery of housing and other supports to people with disabilities.

The vision of this local strategy echoes the national Strategy¹ *to facilitate access, for people with disabilities, to the appropriate range of housing and related support services, delivered in an integrated and sustainable manner, which promotes equality of opportunity, individual choice and independent living.*

The National Strategy (while acknowledging the challenges) expects that this vision should be achieved within the mainstream housing environment. The core goal of the national Strategy is to meet the identified housing needs of people with disabilities locally; whether they are currently living in the community and or in a congregated setting. It aims to promote and support the delivery of accommodation for people with disabilities using all appropriate housing supply mechanisms.

2. Policy Context

¹ National Housing Strategy for People with a Disability 2011-2016

There are a number of important publications which collectively set out the national framework for the delivery of housing for people with disabilities through mainstream housing policy.

The Cork County Development Plan 2014 was adopted by the Members of Cork County Council on the 8th December 2014 and came into effect on 15th January 2015. It is expected to remain in force (subject to any interim variations that the Council may make) until late 2020.

The *National Housing Strategy for People with a Disability 2011 - 2016*, published in 2011, and the associated *National Implementation Framework*, which are joint publications by the Department of Environment, Community and Local Government and the Department of Health were developed in conjunction with *A Vision for Change* (the Government's mental health policy) and a *Time to Move on from Congregated Settings* (the Report of the Working Group on Congregated Settings) to support people with disabilities in community based living with maximum independence and choice.

The most recent publication *The National Guidelines for the Assessment and Allocation Process for Housing Provision for People with a Disability 2014* is designed to provide guidance to Local Authorities on the process for housing provision for all people with a disability whether living in an institution or as part of the community.

The full policy context is set out in Appendix 1.

The four categories of disability referred to in the National Strategy are:

- (a) sensory disability;
- (b) mental health disability;
- (c) physical disability; and,
- (d) intellectual disability.

While not explicitly mentioned in the Housing Strategy (for the purpose of this plan), Category (d) will be intellectual and/or Autism.

The National Implementation Framework² developed eighteen priority actions from the National Disability Strategy supported by a range of key measures with responsibilities assigned to key stakeholders. One of which is:

Priority Action 1.1: Access to Social Housing: Ensure equitable access for people with disabilities to relevant social housing supports.

National Housing Strategy for People with a Disability (2011-2016) - **National Implementation Framework 2012**

A key measure in the delivery of this action is the development by each individual Housing Authorities of specific strategies to meet the identified housing needs of people with physical, intellectual, mental health and sensory disabilities locally.

These strategies are to be informed by the assessments of housing need and broader formalised consultation and input from the relevant statutory agencies, service users groups and disability organisations through the locally established Disability Steering Group.

This draft strategy has been prepared by the Cork City and County Housing and Disability Steering Group to reflect this priority action. Cork City Council was one of a small number of local authorities that was involved in the national pilot programme. It was recognised that many of the stakeholders in both authorities are the same and it therefore was more expedient to have one steering group covering both areas to avoid duplication while developing a separate strategy for each of the administrative areas.

This is the first Local Strategy developed as part of the work of the steering group and it is intended to be reviewed periodically. It will be an evolving document and will be developed and amended to reflect the key issues that arise for all stakeholders. The National Implementation Framework states that these local strategies will form an integral part of local authority Housing Services Plans and will promote and support the delivery of accommodation for people with disabilities using all appropriate housing supply mechanisms. It further states that in line with the development of specific disability housing strategies, housing authorities will consider reserving certain proportions of units to meet specific identified need within each disability strategy.

3. Housing Need

Housing need has been defined as the extent to which the quantity and quality of existing accommodation falls short of that required to provide each household or person in the population, irrespective of ability to pay or of particular personal preferences, with accommodation of a specified minimum standard and above. This definition applies equally to all people with a disability. Social Housing support is broadly defined as accommodation provided, or arranged by housing authorities or approved housing bodies for households that are unable to provide for their accommodation needs from their own resources.

The assessment of an individual need for Social Housing Support is based on the individual's lack of ability to provide housing from their own means. The housing need is the type of house, size, adaptations, etc., that is required to allow them to live appropriately.

In relation to people with a disability living in congregated settings, deinstitutionalisation refers to the move away from housing people with disabilities in residential institutions, where all services were generally provided on site, to community based settings. Large residential institutions, while maximising the pooling of support services, segregate residents from the community and from normal social life. Research has demonstrated that such institutions are not able to deliver the same quality of life for their residents as community based alternatives.

4. Roles and Responsibilities of the Disability Steering Group

Many of the challenges facing people with a disability in need of social housing services are multi-dimensional and therefore require inputs and solutions from various organs of the state and other institutions working together in unison. Effective interagency co-operation is an essential mechanism in meeting the housing needs and other supports needed for people with disabilities. Developing a partnership such as the City and County Housing and Disability Steering group is the first necessary step. A formalised structure of collaboration will facilitate the channelling of existing resources for a more strategic approach to meeting need.

The following section outlines a brief description of the principal stakeholders and their role and responsibility within the area. The group involves local representatives from key statutory agencies and relevant disability stakeholders. The terms of Reference for the Housing and Disability Steering Group are set at national level and it is stated that all representatives should be at a senior level and should be competent at representing the needs of the various disability groups.

It is important to note that a robust interagency framework at national level is a pre-requisite for local action. The Department of Health and Department of Environment, Community and Local Government are the two core National stakeholders.

4.1 People with Disabilities

People with disabilities should have the opportunity to choose their place of residence and where and with whom they live on an equal basis with others³.

The key considerations include:

- Location in the person's preferred community
- Connection to families and friends
- Close to local amenities
- Access to public transport

Safe and secure

³ [Article 19 of the UN Convention of the Rights of Persons with Disabilities](#)

- Accessible housing with suitable adaptations

An individualised approach to housing and suitable supports promotes the inclusion and participation of a person with a disability in everyday life and communities. Access to housing adds value and status to the lives of all citizens. People with disabilities have the same rights as other citizens to access housing to create homes that enhance their lives and support their inclusion in, and contribution to, society.

4.2 Housing Authorities

In the main, all social housing services provided by the state are under the stewardship of Local Authorities acting as Housing Authorities who therefore have a key role in the provision of social housing supports for all eligible persons with a disability, including people currently living independently, or with families or in other arrangements. Local Authorities provide a range of housing services to support people in accessing and maintaining appropriate housing. These include (a) housing supports, i.e. the provision of social housing and funding adaptation grants; (b) tenancy supports, i.e. to assist tenants to remain in accommodation; and (c) the management, maintenance and refurbishment of social housing, including the undertaking of remedial works. In most cases the solution for the individual with a disability will also require the support of the Health Service Executive (HSE) where there is both an accommodation and care element such as the transition of people from congregated settings.

4.3 Health Service Executive (HSE)

In some cases the HSE is the direct service provider to an individual. In addition, the HSE is the current funding agency of support services by third parties. With regard to individuals currently residing in a congregated-type setting⁴, the HSE is one of the main drivers of the deinstitutionalisation of residents from congregated settings and supports their transition to more socially inclusive community integrated services.

The HSE identifies individual support costs and continues to provide funding for residents in their new housing environments for on-going health service related support costs. It has the overall statutory responsibility for the management and delivery of healthcare and personal social services. In respect of disability services, the HSE's responsibility is fulfilled by the provision of services directly by the organisation and also, to a very significant extent by the funding of non-statutory organisations to provide such services on its behalf.

⁴. Congregated settings are defined as living arrangements (whose primary purpose is the provision of services to people with intellectual, physical or sensory disabilities) where 10 or more people share a single living unit or where the living arrangements are campus based.

4.4 Service Providers - including HSE direct service provision and non-statutory service providers

Responsibilities include the development of an overall project plan to include person centred plans, provision of information with regard to housing options, supporting the individual with regard to application for assessment of housing needs, access to external advocate, support around tenancy arrangements, care support needs identified, assistance with the development of circle of supports etc. Service providers must also participate in the local implementation teams, identify any obstacles / challenges to transition etc.

4.5 Approved Housing Bodies

The Approved Housing Bodies will be the main housing providers under the initiatives set out in the Housing Strategy for People with a Disability whether it is through the leasing or purchase models. As a result the AHB will become the landlord, in many instances, to the individual(s) transitioning and will have the normal responsibilities that are attributed to this role. Other roles include:

Providing representation on national and local groups to assist in the delivery of the Housing Strategy,

- Accepting nominations from relevant Local Authorities,
- Liaising with the Service Providers in relation to Service Level Agreements,
- Sharing information as appropriate with other stakeholders,
- Ensuring necessary adaptations are carried out to ensure suitability of properties,
- Providing pre-tenancy training to individuals in cooperation with the relevant service provider,
- Acting in their capacity as landlord on a day to day basis with their tenants.

5. Demand and Supply

The lead-in time to any housing procurement can be significant and it is critical that all procurement plans can take account of both current and projected housing demand. The approach taken to providing suitable and appropriate housing to people with disabilities will ensure that agreed disability specific general requirements and known individual requirements are met in all design and procurement briefs to meet both current and projected need of present and anticipated applicants. A proportion of any projected housing procurement may be forward planned and reserved to meet the demand from people with disabilities on local Housing Lists.

6. Current demand

The current demand within Cork County Council's area is broken down into various sources of demand as listed below. The data as presented was collated on 31.12.17.

6.1 Housing Waiting Lists

	North	South	West	Total
Physical	124	166	100	390
Sensory	13	31	13	57
Mental Health	44	80	42	166
Intellectual	10	27	13	50

Full list including transfers.

6.2 Approved Housing Bodies (AHBs)

Approved Housing Bodies operating in Cork County have an existing housing stock of circa 1,800 units within the administrative area. The normal allocation path for housing with AHBs is through the Local Authority Housing Waiting list, however different schemes are focused on people with disabilities. Appendix 2 sets out full list.

6.3 Housing Transfers

Cork County Council has an existing housing stock of 7511 units, broken down as follows; North 2402, South 3339, West 1770 (figures collated on 31.12.17). Annually a number of tenants, through new disability or injury, require alternative accommodation due to the inadequate nature of their existing living accommodation. This can be addressed through a transfer arrangement if appropriate accommodation is available. The decision to transfer may be made as a less costly alternative to adaption works or were necessary adaption works are not feasible due to the nature of the property.

	North	South	West	Total
Physical	55	64	35	154
Sensory	3	8	3	14
Mental Health	11	22	14	47
Intellectual	4	6	3	13

6.4 Homeless Persons

A number of individuals that are engaged with Homeless Services have a disability. This is particularly the case with Mental Health. Clients with a disability currently engaged with Homeless Services are tabled below.

	North	South	West	Total
Physical	0	0	1	1
Sensory	0	0	0	0
Mental Health	1	4	3	8
Intellectual	0	0	0	0

6.5 Emerging Disability Need Cork City and County

The Local Authorities can only deal with Housing Applicants and households already identified to them through the Social Housing Support Application Process. However, it is accepted that there will always be an emerging need in this area. The needs of these individuals will vary and as a result the housing needs will vary. While figures are not presented, as evidence-based validated data was not available at this stage, it can be assumed that the emerging need will continue to occur from areas such as:

Emerging Need

Source	Forecast of Presenting Numbers
People in Care (Foster or other under 18)	41 <i>(Provided by HSE Disability Specialist)</i>
Emergency presentations Physical	5
Early intervention services	<i>HSE figures not available</i>
People in services with a future need	Intellectual – 149 Physical & Sensory – 30 Mental Health - 90 Total - 269 <i>Figures based on 10% of overall numbers of people in services</i>

Residential Care waiting lists	Intellectual – 334 Physical & Sensory – 13 St. Vincents, St. Laurence & St. St. Raphaels – 60 Total - 407
Unsuitable existing homes due to nature of Disability	49
Individuals placed in Nursing Homes inappropriately	102** <i>(Provided by HSE Disability Specialist)</i>
Individuals living in Mental Health Hostels	22
Mental Health Acute Wards or Residential Units	27
Mental Health residential waiting lists	N/A
Total	922

***This is a total figure and more detailed analysis of the individual's profile and care needs is required*

6.6 Owner Occupied Stock

Requirements for adaption or alternative accommodation due to disability arise in Owner Occupier properties. From a housing authority perspective, this can be gauged by the number of applications made annually for either Housing Adaption Grants or Mobility Aids Grants.

The table below outlines the number of applications made annually under these schemes for the last three years from which the assumptions for the number of predicted applications over the coming years can be assumed. It is clear the need greatly outstrips the funding received from the Department from the number of grants received. Increased funding and a rolling funding scheme would greatly enhance this scheme.

Average Housing Grants for 4 years 2014-2017	Average Grants Received 2014-2017	Average Grants Paid 2014-2017
Housing Adaptation Grant	245	130
Average Mobility Aid Grant	206	136
Housing Adaptation and Mobility Aid Grant Totals	451	266

Housing Grants 2017	No. Of Grants received at 31.12.17				No. Of Grants Paid to 31.12.17			
	North Cork	South Cork	West Cork	County	North Cork	South Cork	West Cork	County
Housing Adaptation Grant	80	144	63	287	56	82	33	171
Mobility Aid Grant	107	75	31	213	64	56	31	151
Totals	187	219	94	500	120	138	64	322

Housing Grants 2016	No. Of Grants received at 31.12.16				No. Of Grants Paid to 31.12.16			
	North Cork	South Cork	West Cork	County	North Cork	South Cork	West Cork	County
Housing Adaptation Grant	106	123	60	289	52	70	36	158
Mobility Aid Grant	101	95	45	241	70	52	28	150
Totals	207	218	105	530	122	122	64	308

Housing Grants 2015	No. Of Grants received at 31.12.15				No. Of Grants Paid to 31.12.15			
	North Cork	South Cork	West Cork	County	North Cork	South Cork	West Cork	County
Housing Adaptation Grant	72	109	60	241	37	53	27	117
Mobility Aid Grant	95	87	37	219	52	53	17	130
Totals	167	196	97	460	76	106	44	247

Housing Grants 2014	No. Of Grants received at 31.12.14				No. Of Grants Paid to 31.12.14			
	North Cork	South Cork	West Cork	County	North Cork	South Cork	West Cork	County
Housing Adaptation Grant	51	78	37	166	24	30	19	73

Mobility Aid Grant	66	64	22	152	52	47	14	113
Totals	117	142	59	318	76	77	33	186

Housing Grants 2017	Amount Paid Out to 31.12.2017			
	North Cork	South Cork	West Cork	County
Housing Adaptation Grant	€620,915	€963,557	€492,093	€2,076,565
Mobility Aid Grant	€347,869	€281,961	€156,735	€786,565
Totals	€968,784	€1,245,518	€648,828	€2,863,130

6.7 Congregated Settings

Given the complexity of the implementation of the transition process from congregated settings which includes the determination of the most appropriate choice of accommodation, location, funding and staffing needed from the health sector to continue to provide ongoing supports for those individuals transferring to new accommodation, along with agreement between the individual service provider and the HSE with the numbers planned for de-congregation in each service it is difficult to make an accurate estimate of the number of people who are in a position to transfer. As part of the National Disability Strategy the following figures for Cork were collated.

Congregated Settings – No. of Residents & Location, *National Disability Strategy*

St Raphaels Youghal	160
Upton	44
Lota	58
COPE	340

However, it is acknowledged that these figures are not up to date and do not take account of the full list of service providers. Part of the work of the Disability Steering group will be to develop through the HSE reliable data for the following residencies and service providers in relation to numbers of people that are in a position for transition.

- St Raphaels - Youghal
- Upton
- Lota
- Cope
- St Josephs Charleville
- Co Action West Cork,
- Rehabcare,

- Cork Association for Autism,
- Abode
- Cheshire

6.8 Total Disability Need

It is evident that there is significant disability housing need in the county. The type of properties that are required will be difficult to determine as a forensic assessment of the individuals or their specific needs has not been carried out. The Following figures give a summary of need in the following areas for the county:

Housing Waiting Lists	435
Housing Transfer Lists	228
Homeless Persons	9

The table below illustrates the difference between individuals that may be able to remain in their home if adaptations were to be carried out and those whose accommodation is deemed totally unsuitable.

Note* these figures refer to CCC owned stock only and include both Extension application and Minor Adaptation Works (incl. stair lifts, level access showers, ramps etc) on hands

Category	North	South	West	Total
Persons Requiring New Accommodation	73	100	55	228
Persons Requiring their existing accommodation to be adapted	9 extensions 45 minor works	18 extensions 75 minor works	10 extensions 22 minor works	37 extensions 142 minor works

7. Health Research Board

The **Disability Databases Team** manages two national service-planning databases for people with disabilities on behalf of the Department of Health: the National Intellectual Disability Database (NIDD), established in 1995, and the National Physical and Sensory Disability Database (NPSDD), established in 2002. These databases inform decision-making in relation to the planning of specialised health and personal social services for people with intellectual, physical or sensory disabilities.

- [The National Intellectual Disability Database \(NIDD\)](#)⁵
- [The National Physical & Sensory Database \(NPSDD\)](#)⁶

8. Assumptions

It is acknowledged that the data gathering exercise that has been undertaken to complete this plan has not been to the level of a Housing Needs Assessment. The effective planning and provision of services requires reliable information on the numbers and service needs of people with disabilities.

In planning for the provision of housing it is essential that housing authorities have accurate information on the nature of disabilities among people in their area, the numbers of people with each disability and their specific housing needs. The role of the relevant organisations within the disability steering groups, with support from their National bodies, for this data gathering is vital and will be developed over the lifetime of the Strategy.

9. Delivery and Supply Mechanisms

The development of this Strategic Plan for Housing Persons with Disabilities strategy is taking place against a background of successive years of retrenchment on the social housing budget, which has seen the Exchequer funding fall from over €1.7bn in 2008 to some €597m in 2014.

The model for social housing delivery also changed considerable from 2008 to 2013 from a position where capital housing expenditure supplying built or acquired units by the local authorities (including through part V) and Approved Housing Bodies was the main vehicle of social housing supply to where leasing, P&A agreements and RAS had become the main vehicles of supply.

Currently, there are three main providers of social housing accommodation; Local Authorities, Approved Housing Bodies and, the sourcing social housing supports through the Private Rented sector. There are widely-acknowledged pressures on all three channels of social housing provision (NESC 2014).

Local Authorities have not been able to add to their stock, significantly in the period to end of 2014, due to reductions in central Government funding. Approved Housing Bodies have traditionally occupied a small but strategically important role in providing specialised housing services. There has been limited update of new revenue based financing arrangements and the sector as currently structured and funded requires considerable capacity building to undertake large-scale investment and development. In addition, housing options that are

⁵ [Annual report of the National Intellectual Disability Database Committee 2013](#)

⁶ [National Physical and Sensory Disability Database \(NPSDD\)](#)

reliant on the private sector such as RAS, HAP and leasing are under pressure as some landlords seek higher rents. This issue is further exacerbated by the difficulty in identifying new supply. Rent supplement households face similar issues.⁷

The challenge to the delivery of housing for people with disabilities through the mainstream housing environment needs to be cognisant of this broader picture of the delivery and supply mechanisms.

However, over the period of the Rebuilding Ireland Programme up to 2021, 50,000 homes will be delivered under the various social housing programmes, together with an expansion of the Housing Assistance Payment scheme nationwide.

This delivery will be achieved through collaboration between local authorities, Approved Housing Bodies (AHBs), the National Treasury Management Agency (NTMA) and the private sector. It will involve new innovative approaches such as 1,500 rapid build homes, 1,600 homes acquired by the Housing Agency through a dedicated new fund and a new vehicle which the NTMA will work with the private sector to establish to provide such housing off the Government balance sheet and mixed developments on State lands.

The focus on collaborated delivery will also be a feature of supporting initiatives such as a special Housing Delivery Office in the Department of Housing, Planning, and Local Government (DHPCLG) drawing on a range of expertise within the public sector, as well as the establishment in the Housing Agency of a centre of procurement excellence and a one-stop shop for AHBs.

The Pillar Actions of Rebuilding Ireland are;

- 50,000 social housing units will be delivered under Rebuilding Ireland's plan by 2021 of which 33,500 of these homes will be exclusively built as social housing.
- 6,500 homes, many of which will be newly-built, will be acquired by local authorities (LAs) and Approved Housing Bodies (AHBs) directly from the market or the Housing Agency
- 10,000 homes will be leased by LAs and AHBs. 5,000 of these will be sourced via the National Treasury Management Agency's Special Purpose Vehicle. A further 5,000 units will be secured via a pilot Repair & Leasing Initiative and under long-term lease arrangements by LAs and AHBs.
- Streamlined approvals, planning and procurement to deliver these as quickly as possible.
- Accelerated rollout of the Housing Assistance Payment (HAP) Scheme.
- Prioritise the creation of mixed communities of private, social and rented housing on State lands.
- More housing specifically for older people, people with disabilities and Travellers.

⁷ Rebuilding Ireland 2021

9.1 Local Authority Stock and Targets

Cork County Council has 7511 Social Housing Units (at 31.12.17). An individual must apply to the Local Authority for Social Housing Support in order to be considered for housing and there are a number of criteria that needs to be met including:

Income limits,

Being unable to provide housing from their own means, and

Being considered as being inadequately housed in their current accommodation.

A tenant of a Local Authority will pay an income related differential rent.

Targets

Acquisitions: Provision of units under this strategy will be governed by suitability

New Builds: Under this strategy the Council will endeavour to provide 20% of new builds subject to funding and approval from the Department of Housing, Planning, Community & Local Government (DHPC&LG). Also it is envisaged that new builds being provided by AHBs will apply similar targets. Principal of Universal Design to be incorporated into new build schemes but subject to funding approval from DHPC&LG

Vacant units : Priority for adapted properties will be to people with a physical disability on the Housing List. The council will endeavour to provide 5% of all allocations to persons with disability.

Part V: The Council will use negotiations of Part V agreements to ascertain if there is an opportunity to source units for people with disability on the Housing list.

Other: Continue with Grants Scheme for Owner Occupiers. The DHPC&LG have been contacted about amalgamating the budget for the two types of disability grants for owner occupier and council owned properties.

9.2 Approved Housing Body Stock

Approved Housing Bodies have become a major player in the provision of Social Housing Support to people from all sections of the community. There are over 700 Approved Housing Bodies in the country of varying types and sizes. The housing provision of these also differs. Some approved housing bodies deal primarily with general housing provision while others have a more specialised role. In Cork County there are circa 61 Approved Housing Bodies, 14 of which are specifically involved with people with disabilities (Appendix 2 sets out full list). This includes the following type of accommodation:

- General housing
- Older person accommodation
- Housing for people with disabilities
- Homeless accommodation

- To avail of Approved Housing Body owned accommodation an individual/household must qualify for Social Housing Support with the Local Authority.
- Approved Housing Bodies provide accommodation through
- New build
- Purchases
- Leasing

While Approved Housing Bodies access private finance to fund some of their development/purchases, they also receive the following funding from the State through the Local Authorities from the;

- Capital Assistance Scheme
- Capital Advance Leasing Facility
- Payment and Availability Agreements

9.3 Private Rental Sector

Over the last number of years a number of leasing schemes have been introduced.

- HAP (Housing Assistance Payment)
- RAS (Rental Accommodation Scheme) requirement to be in receipt of rent supplement payment for 18 months.
- Social Leasing (private rented accommodation leased by local authority for period of 5-20 years and let to social housing tenants at a differential rent.)

These options are available to all people who qualify for social housing supports, including those moving from congregated settings and those residing in the community requiring housing on disability / medical grounds.

10. Housing Support Initiatives

The Health Services Executive (HSE), is committed to supporting people with disabilities in their own home by direct provision or through support to non HSE agencies in the area of disability. Individuals must apply to the HSE for consideration for such supports. The supports for people in their homes are Personal Assistances and Home Support. Other services such as Day Care, Respite Services and full or part time Residential Services are also provided but must also be applied for and applicants will be assessed for suitability for the applied service.

10.1 Personal Assistance

Personal Assistance Services provides people with the opportunity to exercise control and choice in their lives. In so doing it enables people with disabilities to be active participants within their families, communities and society. Personal assistance supports the disabled person by the provision of direct individual one to one support.

The provision of personal assistance is based on needs assessment and approval for funding by the supporting voluntary agency or the HSE. Applications for personal assistance can be made through the supporting disability organisation or directly to the local HSE.

10.2 Home Support

The Home Support scheme is direct support scheme, operated by the HSE. It aims to help people who need medium to high caring support to continue to live at home independently. Home support works by the provision of number of hours of direct care per day to help the disabled person in their daily tasks of living.

The provision of home support is based on a care needs assessment and approval for funding by the supporting voluntary agency or the HSE. Services may be provided by the HSE directly, or by non-HSE providers. Applications for home support can be made through the supporting disability organisation, public health nursing service or directly to the local HSE.

10.3 Day Services

Day Services provide a range of social and rehabilitative services for disabled people by offering an opportunity to have a meaningful day, develop personal, work and independent living skills and offering occasions to interact with the local community. Day Services include centres that provide day activation, such as recreational, sport and leisure facilities, supported work placements and specialized clinic facilities that provide a combination of medical and rehabilitation services.

The provision of day services are based on an individual needs assessment and approval for funding by the supporting voluntary agency or the HSE. Applications for day services can be made through the supporting disability organisation or directly to the local HSE.

10.4 Respite Services

Respite services offers support to disabled people by providing temporary supervised accommodation. This supervised accommodation offers support to families and to the disabled person. Such support helps to maintain the independence for a person with a disability by encouraging interaction with their peers and offering a transition to independent living.

The provision respite services is based on a needs assessment and approval for funding by the supporting voluntary agency or the HSE. Applications for respite services can be made through the supporting disability organisation or directly to the local HSE.

10.5 Residential Services

Residential Services both full and part time are provided by direct provision of the HSE or through non HSE agencies in the area of disability. The provision residential services is based on a needs assessment and approval for funding by the supporting voluntary agency or the HSE. Applications for residential services can be made through the supporting disability organisation or directly to the local HSE.

11. Local Initiatives to be developed as part of the Strategy

- Cork County Council will review its allocation policy to consider if it can be enhanced for people with disabilities in the assessment process so that the social housing delivered matches more closely the profile of the need. This will be undertaken in the context of the review of allocation regulations on-going at a national basis.
- Cork County Council will review its housing stock to identify all adapted properties to ensure they are retained within the housing stock in so far this is possible.
- The National Disability Authority has produced an online training module <http://elearning.nda.ie> to assist staff to deal with customers with disabilities. The module is aimed at public sector staff in Ireland. County Council will offer all staff within its Housing Department the opportunity to undertake this training module.
- Disability Steering group agree to their agency's gathering of local baseline information on existing service need, service provision and investment plans in so far as this is possible and to share this information at a local basis.

12. Challenges

There are a number of challenges that will have to be addressed in order to achieve the full vision of the National Housing Strategy for People with a Disability.

- Many of the challenges facing people with a disability in need of social housing services are multi-dimensional and therefore require inputs and solutions from various organs of the state and other institutions working together in unison to facilitate integrated and timely response to the housing needs of people with a disability. Effective interagency cooperation is essential. Developing a partnership such as the Housing and Disability Steering group is the first necessary step but it will take time to bed in to work in an effective collaborative approach. It poses significant challenges to all stakeholders. It is not the sole responsibility of one individual, group or statutory body but rather a collaborative responsibility between all. This is particularly the case in for people transitioning from a congregated setting where the two stakeholders that must work most closely together with the person with the disability at local level are the housing authority and the HSE.
- The transitioning process for those under the deinstitutionalising programme necessitates a multi-agency approach, in line with individual choice, the development of person centred care plans and the availability of suitable housing options. Funding requirements for the deinstitutionalisation programme will have to be continually reviewed at a national basis.

- The supply of housing is a common challenge that is faced by all individuals, trying to source appropriate accommodation whether it is through social housing support, the private rental market or private home ownership. However, for some people with a disability where their income is limited or there is a requirement to have the property adapted, the challenge is even bigger. An increased supply of new social housing is vital and the funding and delivery of all social housing programmes is necessary to ensure that the objectives of the strategy for people with a disability are realised.

It is critical that adequate funding is provided nationally to deliver appropriate housing solutions for people with disabilities arising over the period to 2021 as part of the National Strategy and to meet on-going commitments thereafter. This is particularly important in light of existing pressures on local authority housing waiting lists.

- The manner in which housing support is assessed must ensure that housing is allocated for people with a disability in accordance with the appropriate priority in the housing allocation scheme. The housing needs assessment must continue to ensure that vulnerable groups such as people with disabilities are accurately reflected within the assessment process in light of their additional support requirements so that the social housing delivered matches the profile of the need.
- As referenced within the Social Housing Strategy, initial experience with the National Housing Strategy for people with a Disability suggests that concerns about costs of adaptation or the impact of adaptations in the property is limiting delivery, particularly in relation to leased and social housing units for people with a disability. The development of a national funding stream for such adaptation to houses for those in leased and social housing units needs to be developed as a matter of urgency.
- A more detailed analysis of housing lists to develop a clearer understanding of housing need for people with disabilities, including those in institutional care needs to be developed.
- Increased funding and a rolling funding scheme at a national basis would greatly enhance the Housing Adaption Grants and Mobility Aids Grants scheme which allows for adaptation or alternative accommodation due to disability in owner occupier properties.

13. Opportunities

Use of Technology

There have been major advances on assisted living technologies that allow people to stay in their homes longer and to live more independent lives while having the security of the assistance of the technology.

Some of the technologies that could be considered for use are:

- Remote monitoring Systems
- Fall Prevention/Detection Systems
- Person Alarm Systems

- Living Environment Controls including access, lighting, heat

Universal Design

The Principal of Universal design should be utilised in all new builds.

14. Review Mechanisms

This plan will be reviewed at the end of the first quarter of each year in order to report on the deliverable for the previous year and to examine the appropriateness of the information and proposed outputs for the coming year.

Appendix 1 : Policy Context

Cork County Development Plan

The Cork County Development Plan 2014 has been prepared in accordance with the steps set out in the Planning and Development Acts. It was adopted by the Members of Cork County Council on the 8th December 2014 and came into effect on 15th January 2015. It is expected to remain in force (subject to any interim variations that the Council may make) until late 2020.

It is a six year development plan for the County that attempts to set out, Cork County Council's current thinking on planning policy looking towards the horizon year of 2022. This Development Plan is the county's principle strategic planning policy document.

The Joint City and County Housing Strategy's principles and policies contain details of the specialised housing requirements in Cork County including accommodation for; Older Persons; The Homeless, and People with Disabilities. One of its principles is *To promote a socially balanced and inclusive society in all housing areas within Cork City and County*. There are a number of policies that specifically deal with housing for people with disabilities and working with the voluntary sector in this regard.

National Housing Strategy for People with a Disability

The National Housing Strategy for People with a Disability is the Government strategy to address the housing needs of people with disabilities over the period 2011 to 2016.

The commitment to the development of the housing strategy was set out in the social partnership agreement, Towards 2016, and underpinned in the 2007 housing policy statement, Delivering Homes, Sustaining Communities in recognition of the fact that people with disabilities often had fewer choices in terms of accessing and maintaining appropriate accommodation.

Implementation of the Housing Strategy is also a key commitment under the Government's new National Disability Strategy Implementation Plan which was published in July 2013. The Strategy supports the Plans high level objective that people with disabilities should be supported to live ordinary lives in ordinary places, participating in the life of the community.

Towards 2016

The vision set out in the social partnership agreement was that people with disabilities should have the opportunity to live a full life with family and as part of their community. The agreement sets out that this should be achieved through a long-term goal of ensuring access to public spaces, buildings, transport, information, advocacy and other public services and

appropriate housing. The agreement places the person at the centre of the policy development. The agreement also looked for an interagency approach to the policy delivery.

Housing Policy Statement 2011

The Government's Housing Policy Statement, published in June 2011, states *'A society can be judged by how it treats its most vulnerable. This is the case whatever the prevailing economic conditions. A good framework of supports is in place to provide for the housing needs of vulnerable and disadvantaged households.'*

These include:

- supports available for older people and people with disabilities under the Capital Assistance Scheme;
- the existing suite of housing adaptation grants;
- a new housing strategy for people with disabilities;
- interventions intended to alleviate homelessness; and
- the provision of Traveller specific accommodation.

Report of the Working Group on Congregated Settings

The Working Group on Congregated Settings chaired by Mr Pat Dolan, Local Health Manager, was set up in 2007 by the Health Service Executive to develop a national plan for transferring approximately 4,000 people with disabilities from 72 facilities in over 20 counties to community based living. The Working Group defined a Congregated Setting as a facility where 10 or more people reside in a single living unit or where living arrangements are campus based.

The groups work culminated in the publishing of their report in June 2011 'Time to Move on from Congregated Settings – A Strategy for Community Inclusion', which makes a total of 31 recommendations in order to provoke action to deliver on Government Policy towards community based living for people with disabilities. The report recommends that people moving out of institutions should move to 'Dispersed Housing' - apartments and houses of the same types and sizes as the majority of the population live in, scattered throughout residential neighbourhoods among the rest of the population – with a maximum of four people with a disability sharing together. The process of moving people from institutions to community housing should take seven years, from 2012 to 2019.

For individuals moving from Congregated Settings, the individual's housing and support plan should, where possible, be directed and prepared by the individual with the appropriate support of their advocate, HSE or Service Provider. It will discuss the housing needs and

choices of the individual. The **Person Centred Plan** shall be completed prior to the person presenting to the Housing Authority for assessment of need and will help to inform this process. The report also recommends a change in the approach to the provision of support to people with disabilities. The recommended approach is person centred.

People with disabilities must be given the support they need to live independently and to be part of their local community. The person centred plans are central to this process and this plan must be in place for each individual prior to their consideration for housing support. The plan is prepared with the individual by the HSE or Service Provider.

The contents of the plan, regarding the housing options and the support that will be provided following the provision of the housing support, must be articulated to the Housing Authority to demonstrate the commitment to the individual by the HSE and to demonstrate that the supports will be in place to allow the person to live independently. This will be done by the completion and submission of the Summary Support Plan.

This Person Centred Plan must be reviewed on a continual basis to ensure that it reflects the current needs of the individual. It is important that if there are changes to the person's needs, following the agreement of this change with the individual, their families, advocate etc. that the HSE or HSE Provider informs the Housing Authority of these changes, and that it is acceptable to the Housing Authority to ensure the sustainability of the tenancy.

In the event that any party to the arrangement has identified a change in the needs of an individual and notifies the HSE or Service Provider, they must review the Person Centred Plan to make any changes necessary, in agreement with the individual and any relevant third parties. There must be ongoing information sharing between the parties including the housing provider i.e. Housing Authority or approved housing body to ensure that, as an individual's needs change, the services/housing option cater for this. The person with the disability must be central to this ongoing process and must have a voice in the process.

A Vision for Change

It should be noted that people living in mental health service settings were not included in the report from the Congregated Settings Working Group. There are some recommendations about housing for people in mental health services settings in the policy set out in the Vision for Change – Report of the Expert Group on Mental Health Policy. This report recommends the development of a plan to bring about the closure of psychiatric hospitals. The HSE 2014 service plan mentioned that an implementation plan for the last 3 years of a Vision for Change is being developed – a standard model of care.

The National Housing Strategy for People with a Disability (Chapter 9) states that in developing such a strategy the complex housing needs of people with a mental health

disability must be identified and addressed effectively to assist recovery. In the absence of such a strategy people with a mental health disability should be treated in the same manner as people with other disabilities and that their Person Centred Plan should guide their housing options. The Implementation Framework for the Housing Strategy for People with a Disability incorporates specific actions for people with mental health disability.

What Constitutes a Designated Centre for People with Disabilities

HIQA has become legally responsible for the registration and inspection of residential services for children and adults with disabilities, including respite services. Services potentially coming under this remit include HSE run services and services provided by organisations funded under sections 38 or 39 of the Health Act 2004.

This is a guidance document for providers of residential services for people with disabilities.

Service providers will have to carefully consider the contents of this guidance document in relation to each residential service that they operate so as to ensure that they are aware of their requirements to register all services falling within the definition of a Designated Centre.

Assisted Decision – Making (Capacity) Bill 2013

The purpose of the Bill which was published in July 2013 is to reform the law and to provide a modern statutory framework that supports decision-making by adults and enables them to retain the greatest amount of autonomy possible in situations where they lack or may shortly lack capacity.

The Bill will provide principles that will preserve the independence and dignity of people with reduced capacity. It proposes a change from the all or nothing status approach currently to a flexible and functional definition.

Appendix 2 : List of Approved Housing Bodies

Approved Housing Bodies providing services for People with a Disability in Cork County:

(Reference: Irish Council for Social Housing icsh.ie on 14.5.2015)

Carbery Housing Association
Charleville Sheltered Housing Services
Cheshire Ireland
Cluid Housing Association
COPE Foundation (Cork)
Cork Mental Health Housing Association
Doorway to Life (Abode)
Millstreet & District Housing Association
Newgrove Housing Association
Respond Housing Association
Rosscarbery Social Housing Association
Slí Eile Housing Association
Sophia Housing Association
Upton Cork Housing Association

Approved Housing Bodies in Cork:

(Reference: Department of Environment, Community & Local Government Environ.ie

14.5.2015)

Aughadown Community Council (Housing Association) Limited
Ballydesmond Sheltered Housing Limited
Ballyduff Community Care Housing Association Limited
Ballyhooly Sheltered Housing Association Limited
Bandon Geriatric & Community Care Council
Bantry Care for the Aged Association Limited
Carbery Housing Association

Carraig Senior Citizens Housing Limited
Carrigaline Housing Project for the Elderly Limited
Castlelyons Housing Association Ltd
Castletownbere Community Care and Housing Association Limited
Charleville & District Community Enterprise Limited
Charleville Care Project Limited
Cheshire Ireland
Cluid Housing Association
Coaction West Cork Limited
Cobh Community Care
Cobh Senior Citizens Committee
Coiste Tithe Uibh Laoire Teoranta
Comhlacht Tithe Soisialta Agus Forbairt An Tsulain Teoranta
Conna Community Council Housing for the Elderly Association Limited
COPE Foundation
Cork Association for Autism
Cork Mental Health Voluntary Housing Association Limited
Cork Simon Community
Dromina Community Council Limited
Fermoy Geriatrics Association Limited
Focus Ireland
Freemount Community Housing Development Association Limited
Friends of Coaction Limited
Guardwell Sheltered Housing Limited
Haven Housing (Mallow) Ltd
Kanturk Sheltered Housing Association Limited
Kilcorney Community Development Association
Kildorrery Voluntary Housing Association Limited
Killavullen Housing Association Ltd
Kilworth Community Housing Association Limited
Kingston Charity Trust (Inc)

Kiskeam and District Action Group
Macroom Senior Citizens Housing Developments Company Limited
Mallow Sheltered Care Limited
Midleton Lions Clubs Housing Association Limited
Millstreet & District Housing Association Limited
Mitchelstown Senior Citizens Project
Munster Co-Operative Housing Society Limited
Nano Nagle Housing Association
Newgrove Housing Association
Novas Initiatives
Respond Housing Association
Right of Place Second Chance Limited
Rosscarbery Social Housing Association Limited
Shanbally Housing Association Limited
Slí Eile Housing Association
Sophia Housing Association
St. Josephs Foundation Charleville & District Mentally Handicapped Children's Association
Tabor Lodge Addiction and Housing Services Limited
The Skibbereen Geriatric Society Limited
Túath Housing Association
Upton Cork Housing Association Limited
Westgate Foundation
Kilbolane Voluntary Housing Association Limited
SHARE