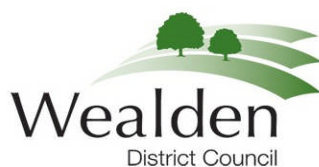




East Sussex Supporting People: Eligibility policy

updated April 2009



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1 Introduction

The Supporting People programme funds and regulates housing-related support services that help vulnerable adults to live independently. East Sussex County Council is the administering authority for the programme.

The purpose of this East Sussex policy is to set out:

- the support that is eligible to be funded by Supporting People grant; and
- the service users that are eligible to receive Supporting People funded support in East Sussex.

The policy was approved by the East Sussex, Health, Housing, Social Care and Probation Strategic Forum (Strategic Forum) on 19 March 2009. The Strategic Forum is the Supporting People Commissioning Body. The policy applies to:

- organisations providing Supporting People services;
- people using Supporting People services; and
- East Sussex County Council.

1.1 Policy update

The policy has been updated in consultation with the Supporting People Service User Network (SUN) and Provider Policy Reference Group. It applies from 1 April 2009.

2 Supporting People grant

East Sussex County Council receives Supporting People grant from the Department for Communities and Local Government (CLG) under section 31 of the Local Government Act 2003. From 1 April 2009 Supporting People grant is being paid as a 'non ring-fenced' grant, with no conditions attached:

"CLG no longer stipulates how Supporting People funding should be spent by local authorities. All local authorities now have the freedom to decide what services they should fund based on their local needs and priorities. Local authority performance will continue to be monitored using the national performance indicator framework. However, CLG asks that all authorities continue to provide information about a number of services and expenditure via the SPLS¹. This will ensure that CLG has the national expenditure and service data needed to support the next spending review and to inform work on the delivery of the new national and local financial modelling tools."

East Sussex County Council will continue to spend Supporting People grant on welfare services as set out below.

¹ SPLS – Supporting People Local (information) System.

3 Welfare services

3.1 Housing-related support services

The aim of a Supporting People service should be to provide housing-related support to vulnerable people aged 16 and older. Housing-related support plays an important role in promoting independence and preventing crisis.

The East Sussex definition of housing-related support, taken from the [East Sussex Supporting People Strategy \(2005 – 2010\)](#), is:

“those lower levels of practical or emotional support, that do not amount to personal care, that allow vulnerable people to obtain or remain in their own home.”

There are three main elements of a housing-related support service: a focus on housing; a focus on support; and a focus on vulnerable adults. These are explained below.

- **Focus on housing:** All Supporting People funded services must have a focus on housing. Services should provide support to people who are at risk of losing their home, need support to maintain their home, or who need support to move to more independent accommodation.
- **Focus on support:** Supporting People funded services must be planned and delivered as part of an agreement between the service provider and service user following an assessment of need. Service users should have a written support plan that includes a description of the type of support offered and a clear expectation of the duration of that support. Services should aim to bring about independent living within two years or be part of a long-term arrangement.
- **Focus on vulnerable adults:** Supporting People funded services must only be provided to adults and young people aged 16 or 17 who have a specific need for housing-related support. The exceptions to this are explained in detail in section 5.

There is a list of the main eligible support tasks at appendix 1. There is a list of the types of Supporting People funded services at appendix 2.

3.2 Occasional support tasks

Supporting People grant can also be used to fund other support tasks that would not normally be eligible for funding. To qualify for funding the support must be:

- occasional or unplanned and not regularly delivered to the service user;
- not routinely available to all service users; and
- delivered in addition to the housing-related support service by the housing-related support service provider.

Decisions should be made on each individual case. Any queries should be discussed with a Supporting People Contracts Officer.

4 National outcomes framework

Supporting People funded services should work towards achieving positive outcomes for individuals. One way this is measured is through the national Supporting People [outcomes framework](#). There are five areas in the framework with a number of indicators within each area:

- **Achieving economic wellbeing:** maximising income (including welfare benefits), reducing overall debt and obtaining paid work.
- **Enjoying and achieving:** participating in training and/or education, participating in leisure/cultural/faith and/or informal learning activities, participating in work-like activities, (such as unpaid work/work experience/work-like experience/voluntary work and establishing contact with external services/groups/friends/family).
- **Being healthy:** better managing physical health, mental health, substance misuse issues and using assistive technology/aids and adaptations to maintain independence
- **Staying safe:** maintaining accommodation and avoiding eviction, complying with statutory orders and related processes in relation to offending behaviour, better managing self harm, avoiding causing harm to others and minimising harm/risk of harm from others.
- **Making a positive contribution:** developing confidence and having greater choice and/or control and/or involvement.

5 Provision that cannot be funded by Supporting People grant

5.1 Housing management

Supporting People grant should not be used to fund general housing management services that are the responsibility of the landlord of a property such as carrying out repairs, collecting rent or maintenance activities.

If housing management and housing-related support are provided by the same organisation, providers must be able to demonstrate that Supporting People grant is not funding housing management services.

5.2 Social care

Supporting People grant cannot be used to fund general social care services including personal care. These services usually provide ongoing support to people to help them with their daily lives rather than support related to their housing.

5.3 Health services

Supporting People grant cannot be used to fund health care or nursing care. Administering or keeping medication on behalf of service users cannot be funded by Supporting People grant but prompting people to take their medication is eligible.

5.4 Works or activities that any person has a statutory duty to undertake

People cannot receive a Supporting People funded service if a local authority or the NHS has a statutory duty to provide that service. In particular:

- Young people who are leaving care and are placed under the Children (Leaving Care) Act 2000. These 16 and 17 year olds or 18 to 21 year olds in full time education are sometimes described as 'relevant children' or 'looked after children'. They can receive a housing-related support service but it must not be funded by Supporting People grant.
- People who have been discharged from long stay hospital under Section 28A of the NHS Act 1977 and are receiving social care services jointly commissioned by the local authority and health authority.
- People who are funded by the NHS under Section 64 of the Health Services and Public Health Act 1968. These are grants that help voluntary organisations whose work supports the Government's health and social care goals.

5.5 Exceptions

Service users who have been discharged under Section 117 of the Mental Health Act 1983 **are** eligible to receive services funded under Supporting People. They must however, **also** receive the after care services that health or adult social care have a statutory duty to provide.

Support to those accommodated under statutory homelessness duty **is** eligible. Any queries should be referred to a Supporting People Contracts Officer.

6 Eligible service users

Services should focus on providing support to vulnerable people aged 16 and older, residing in the geographical area of East Sussex who have a need for housing-related support. The Department for Communities and Local Government (CLG) have categorised the potential groups of vulnerable people in the form of 'client groups'. There is a full list of these groups at appendix 3. In relation to this policy, someone is considered to be vulnerable if they:

- fall into one or more CLG client group;
- are a young person in transition (as defined in the East Sussex Multi-agency Transition Strategy); or
- have support needs that make them at risk of homelessness.

This definition is broader than other definitions of vulnerability such as that applied to Local Housing Allowance policy.

6.1 Eligibility for subsidy

Eligibility to receive a Supporting People service should not be confused with eligibility for financial subsidy. There is a charge for some Supporting People services. Charging for services and eligibility for financial subsidy are covered in our [charging policy](#).

7 Assessing eligibility for Supporting People grant

Organisations contracted to provide Supporting People funded services (service providers) are responsible for assessing the eligibility of individual service users. Service providers must tell the Supporting People team if they provide a housing-related support to any service user who is the statutory responsibility of a local authority or the NHS (see section 5.4).

8 Relationship with Fair Access to Care Services (FACS)

FACS is a framework for determining eligibility for adult social care services. The eligibility framework is graded into four risk bands which describe the seriousness of the risk to independence or other consequences if needs are not addressed.

The policy is to differentiate the risk bands by reference to the time it would take for a situation to break down if help were not provided. The four FACS bands are:

Critical	Breakdown – now or within 7 days
Substantial	Breakdown – now or within 6 weeks
Moderate	Breakdown – now or within 3 months
Low	Breakdown – now or within 6 months

Eligible needs for Community Care funding (from the Adult Social Care Department) are those needs and risk factors which if not addressed will lead to either a **critical or substantial risk** to the person's independence in the immediate or foreseeable future. Services will be provided which improve, contain or reduce these risks.

In this context, eligible needs for Supporting People funding (from the Supporting People grant) are those needs and risk factors which if not addressed will lead to either a **moderate or low risk** to the person's independence in the near future.

In principle, we would not expect individuals who have been assessed as being in the critical or substantial bands to receive a Supporting People funded service unless it is complementary to a care package.

This is a framework for Adult Social Care. There are some cases (such as with people fleeing domestic violence) where someone's needs would be seen as critical and they would be eligible to receive a Supporting People funded service but not a social care service.

9 Equal opportunities

East Sussex County Council recognises the diverse needs of our community and is committed to promoting equality of opportunity and diversity in employment and service delivery.

The Council actively ensures that it complies with the current and forthcoming statutory requirements and standards, and seeks to influence and encourage our partners and contractors to meet their obligations through agreement and contractual arrangements.

9.1 Access to services

Service providers should promote fair access to Supporting People services in line with the Quality Assessment Framework (QAF). Objective C1.4 'fair access, diversity and inclusion' in the new QAF that will be published in April 2009 is set out at appendix 5.

9.2 Exclusions

Service providers should not impose any general exclusions on particular groups of people accessing Supporting People funded services if they are eligible to receive them. If a service is not suitable for a particular individual, providers should make every effort to find alternative provision.

9.3 Local connection

Short-term services (that aim to bring about independent living within two years) that are funded by Supporting People grant should not operate a local connection policy that excludes people who come from outside East Sussex or from a different district or borough council.

10 Appeals

An appeal may be brought if an individual or an organisation believes that East Sussex County Council has not adhered to the Supporting People Programme Grant for Excellent Authorities (England) Conditions.

Appeals will be resolved in line with the Supporting People [appeals procedure](#) (September 2008).

11 Comments, compliments and complaints

If anyone has any comments or complaints about our eligibility policy Supporting People, we want to hear them. Complaints should be made in the first instance to the Head of Supporting People. All complaints will be resolved in line with the [Adult Social Care Department Complaints Procedure](#).

12 Fraud

East Sussex County Council is determined that the culture and tone of the organisation is one of honesty and opposition to fraud and corruption. The Supporting People team and financial support officers will work within the county council's [Anti-Fraud and Corruption Strategy](#) (reviewed January 2008).

Overpayments of Supporting People grant arising from fraud will be recovered and specialist advice sought on investigation and prosecution.

13 Data protection

All personal data held by the Supporting People team and the Supporting People Financial Assessment team will comply with the eight Data Protection Principles in the Data Protection Act 1998.

14 Appendices

Appendix 1: Examples of eligible support tasks:

Supporting People funded services focus on supporting individuals to set up and/or maintain a home and comply with tenancy conditions. In particular, helping people to develop skills to:

- look after themselves and cook and eat well;
- budget and pay bills;
- fill in forms and deal with authorities;
- find accommodation or a more suitable home including how to bid for a home under choice based lettings;
- keep their home clean;
- arrange repairs, adaptations and home improvements;
- be safe in and out of their home;
- maintain the safety and security of their home;
- understand rights and responsibilities;
- access emergency support in a crisis;
- be a good neighbour;
- minimise energy consumption;
- reuse, reduce and recycle household waste;
- link into care and health opportunities including both primary health care facilities and healthy living activities;
- develop social skills to promote social inclusion;
- develop skills to maintain friendships;
- manage their behaviour
- access and contribute to local community initiatives;
- know about and find services to access cultural specific support services;
- understand behaviour management techniques to support social inclusion and healthy communities;
- gain access to education and training opportunities;
- gain access to volunteering and employment opportunities;
- access local community organisations;
- set up and maintain a pitch and licence (for Gypsies and Travellers);
- gain access to other services such as health services;
- establish social contacts and activities; and
- liaise with professionals such as social workers and probation officers.

Appendix 2: Types of services

- **Accommodation based:** Housing-related support services that are specifically linked to identified accommodation.
- **Floating support:** Housing-related support services that are not tied to specific accommodation.
- **Alarms** provide a communication link by which help may be summoned if required – may or may not be linked to tenure.
- **Home improvement agencies** help older, disabled and vulnerable homeowners or private tenants to repair, improve, maintain or adapt their homes. Some also provide services to council and housing association tenants.
- **Handyperson services:** Handyperson services that are provided to carry out repairs and improvements to a vulnerable person's home through a Handyperson scheme are eligible to receive Supporting People grant. Handyperson services must not however replace the landlord's repairing obligations (under the terms of a tenancy agreement) and should not take more than 16 working hours to complete.
- **Adult placement services:** Housing-related support services that are provided by an Adult Placement Scheme (as defined in the Adult Placement Scheme (England) Regulations 2004) are eligible to receive Supporting People grant.

Appendix 3: Department for Communities and Local Government (CLG) classification of Supporting People client groups:

- Older people with support needs
- Older people with mental health problems
- Frail elderly
- People with mental health problems
- People with learning disabilities
- People with a physical or sensory disability
- Single homeless with support needs
- People with alcohol problems
- People with drug problems
- Offenders or people at risk of offending
- Mentally disordered offenders
- Young people at risk
- Young people leaving care
- Women at risk of domestic violence
- People with HIV/AIDS
- Homeless families with support needs
- Refugees
- Teenage parents
- Rough sleeper
- Travellers

Appendix 4: Supporting People Quality Assessment Framework (QAF)

C1.4 - Fair Access, Diversity and Inclusion					
There is a demonstrable commitment to fair access, fair exit, diversity and inclusion. The service acts within the law and ensures clients are well-informed about their rights and responsibilities.					
This standard supports the service to meet outcomes in the following outcome domains: <i>Make a positive contribution.</i>					
1. The assessment and allocations processes have been reviewed in the last two years and ensure fair access to the service.	<i>Evidence examples for Level B and A services are included below to give an indication of what we would expect of services delivered to such standards.</i>				
	<table border="1"> <tr> <td>Level A</td> <td> <p>The service can demonstrate that changes have been made to improve service delivery as a result of policy and procedure review.</p> <p>Policy and procedure review can show the impact of client and stakeholder involvement.</p> <p>Fair access is assured by independent audit.</p> <p>There is a proactive approach to working with service commissioners in identifying local need and adapting services accordingly.</p> </td> </tr> <tr> <td>Level B</td> <td> <p>Particular attention is paid to ensuring fair access to under-represented groups as identified by the Equalities Action Plan.</p> <p>The eligibility criteria and application process are actively promoted to relevant agencies and the wider community.</p> </td> </tr> </table>	Level A	<p>The service can demonstrate that changes have been made to improve service delivery as a result of policy and procedure review.</p> <p>Policy and procedure review can show the impact of client and stakeholder involvement.</p> <p>Fair access is assured by independent audit.</p> <p>There is a proactive approach to working with service commissioners in identifying local need and adapting services accordingly.</p>	Level B	<p>Particular attention is paid to ensuring fair access to under-represented groups as identified by the Equalities Action Plan.</p> <p>The eligibility criteria and application process are actively promoted to relevant agencies and the wider community.</p>
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	Level B	<p>Particular attention is paid to ensuring fair access to under-represented groups as identified by the Equalities Action Plan.</p> <p>The eligibility criteria and application process are actively promoted to relevant agencies and the wider community.</p>			
<i>Basic minimum requirements for an adequate service (Performance Level C)</i>					
<table border="1"> <tr> <td>Level C</td> <td> <p>There is a documented and objective procedure that specifies how enquiries and applications are processed, assessed and prioritised, and how decisions are communicated to applicants.</p> <p>There is an up-to-date and accurate description of the service that is actively promoted, detailing whom it is for and how it can be accessed.</p> <p>The eligibility criteria, means of prioritising applications and the application process are written in plain English and other formats appropriate to the client group.</p> <p>The communication needs of clients are catered for in helping them to understand the information.</p> <p>Unsuccessful applicants are informed of reasons for refusal and signposted to more appropriate services or back to the referral agency.</p> <p>There is a right of appeal against decisions arising from assessments.</p> </td> </tr> </table>	Level C	<p>There is a documented and objective procedure that specifies how enquiries and applications are processed, assessed and prioritised, and how decisions are communicated to applicants.</p> <p>There is an up-to-date and accurate description of the service that is actively promoted, detailing whom it is for and how it can be accessed.</p> <p>The eligibility criteria, means of prioritising applications and the application process are written in plain English and other formats appropriate to the client group.</p> <p>The communication needs of clients are catered for in helping them to understand the information.</p> <p>Unsuccessful applicants are informed of reasons for refusal and signposted to more appropriate services or back to the referral agency.</p> <p>There is a right of appeal against decisions arising from assessments.</p>			
Level C	<p>There is a documented and objective procedure that specifies how enquiries and applications are processed, assessed and prioritised, and how decisions are communicated to applicants.</p> <p>There is an up-to-date and accurate description of the service that is actively promoted, detailing whom it is for and how it can be accessed.</p> <p>The eligibility criteria, means of prioritising applications and the application process are written in plain English and other formats appropriate to the client group.</p> <p>The communication needs of clients are catered for in helping them to understand the information.</p> <p>Unsuccessful applicants are informed of reasons for refusal and signposted to more appropriate services or back to the referral agency.</p> <p>There is a right of appeal against decisions arising from assessments.</p>				

This standard supports the service to meet outcomes in the following outcome domains: ***Enjoy and achieve, Stay safe and Make a positive contribution.***

<p>2. Fair access, fair exit, diversity and inclusion are embedded within the culture of the service and there is demonstrable promotion and implementation of the policies.</p>	<p><i>Evidence examples for Level B and A services are included below to give an indication of what we would expect of services delivered to such standards.</i></p>	
	<p>Level A</p>	<p>The harassment procedures detail effective management responses when working with victims and alleged perpetrators.</p> <p>There is a co-ordinated multi-agency approach to preventing and challenging bullying, harassment and discrimination.</p> <p>The service can demonstrate changes have been made to improve service delivery as a result of policy and procedure review.</p> <p>The service can demonstrate changes have been made to improve service delivery as a result of monitoring performance.</p> <p>Policy and procedure review show the impact of client involvement.</p> <p>Resources are made available to support equalities and diversity activity.</p>
	<p>Level B</p>	<p>There is a periodic (at least annual) review of the effectiveness of the equal opportunities and anti-discriminatory policies and plans.</p> <p>Equality access targets are set for under-represented groups as identified by the Equalities Action Plan, and performance monitored.</p> <p>Equality Impact Assessments are conducted when producing or reviewing any policy, procedure, function, service or strategy.</p> <p>Records show that staff are specifically recruited or trained to ensure their understanding and sensitivity to the diverse needs of clients.</p> <p>The communication needs of clients are catered for.</p> <p>Staff support clients to understand the occupancy agreement and other documents they have signed and to know their rights and responsibilities.</p>
	<p><i>Basic minimum requirements for an adequate service (Performance Level C)</i></p>	
<p>Level C</p>	<p>There is a policy (or policies) and procedures that cover:</p> <ul style="list-style-type: none"> • equal opportunity, diversity, anti-discriminatory practice and harassment • discrimination on any grounds that cause a person to be treated with injustice (see guidance) • clients and staff • access to services and employment <p>and promote community cohesion and social inclusion.</p>	

		<p>The policies and procedures have been reviewed in the last two years and are in accordance with current legislation and the CRE Code of Practice on Racial Equality in Housing.</p> <p>There is a recruitment and selection policy that aims to eliminate discrimination in recruitment processes.</p> <p>There is a planned approach to managing and responding to concerns or incidents.</p> <p>The service has its own Equalities Scheme (which includes the above policies and procedures) or signs up to the local authority one.</p> <p>The service has its own Equalities Action Plan and:</p> <ul style="list-style-type: none"> • collects equalities data on successful and unsuccessful applications and exits from the service, and • reviews the equalities data, sets targets to address gaps or weaknesses and monitors performance against these. <p>Equality and diversity policies and procedures are covered in staff induction and training programmes, and integrated into staff management practices.</p> <p>Staff are able to describe the policies and procedures, the principles behind them and the implications for their work.</p> <p>Staff understand and are sensitive to the diverse needs of clients.</p> <p>Policies and procedures are communicated to clients in ways appropriate to their needs and clients can confirm that this happens.</p> <p>Clients confirm that information and support is made available to them to meet their cultural, religious and/or lifestyle needs.</p> <p>Clients confirm that they are supported to meet their cultural needs and are able to observe their religious and cultural customs.</p>
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This standard supports the service to meet outcomes in the following outcome domains: ***Enjoy and achieve, Stay safe and Make a positive contribution.***

3.	There is a commitment to ensuring fair exit from the service.	<p><i>Evidence examples for Level B and A services are included below to give an indication of what we would expect of services delivered to such standards.</i></p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 10%; text-align: center; vertical-align: top;">Level A</td> <td style="padding: 10px;"> <p>In short-term accommodation based services, there is a move on strategy.</p> <p>The service can demonstrate that changes have been made as a result of policy and procedure review.</p> <p>Policy and procedure review show the impact of client and stakeholder involvement.</p> <p>Fair exit is assured by independent audit.</p> <p>The service works with service commissioners in developing strategic solutions to improve fair exit and move on outcomes for clients into the community.</p> </td> </tr> </table>	Level A	<p>In short-term accommodation based services, there is a move on strategy.</p> <p>The service can demonstrate that changes have been made as a result of policy and procedure review.</p> <p>Policy and procedure review show the impact of client and stakeholder involvement.</p> <p>Fair exit is assured by independent audit.</p> <p>The service works with service commissioners in developing strategic solutions to improve fair exit and move on outcomes for clients into the community.</p>
Level A	<p>In short-term accommodation based services, there is a move on strategy.</p> <p>The service can demonstrate that changes have been made as a result of policy and procedure review.</p> <p>Policy and procedure review show the impact of client and stakeholder involvement.</p> <p>Fair exit is assured by independent audit.</p> <p>The service works with service commissioners in developing strategic solutions to improve fair exit and move on outcomes for clients into the community.</p>			

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		Level B	The service works creatively to improve fair exit and move on outcomes for individual clients into the community.
		<i>Basic minimum requirements for an adequate service (Performance Level C)</i>	
		Level C	<p>The service has clear procedures for staff to follow when terminating a service, including ending tenancies or licences.</p> <p>In short-term accommodation-based services, there is a move-on application process which has been reviewed in the last two years and includes:</p> <ul style="list-style-type: none"> • how to apply • the eligibility criteria for move-on accommodation, and • the means of prioritising applications. <p>The move-on application process is written in plain English and other formats appropriate to the needs of the client group.</p> <p>Staff comply with the law and good practice when terminating the service.</p> <p>In short-term accommodation based services, the service seeks to achieve planned moves wherever possible.</p> <p>Clients confirm that they are given information about possible grounds for termination of the service, including eviction and withdrawal of floating support.</p> <p>Clients are given information on how to get independent advice if they are threatened with termination of service and are signposted to other appropriate services.</p>