Pathways to support and independence:
A strategy for supported housing and housing support
in East Sussex 2013 - 2018

[15/02/13]

FINAL VERSION
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Executive Summary

Introduction
East Sussex County Council (ESCC) has developed this first comprehensive strategy for supported housing and housing support services for vulnerable people in the County in consultation with partners in District and Borough Councils; Surrey and Sussex Probation Trust; East Sussex Safer Communities Partnership; and Health. This Executive Summary outlines the contents of the strategy.

Coverage
With the implementation of Welfare Reform, emerging legislation and strategies for Care, Support and Health, such as the draft Care and Support Bill and the newly published Health and Wellbeing Strategy, the importance of housing support and supported housing will continue to increase. The core elements of housing support and supported housing, namely prevention, helping people to help themselves and promoting choice and independence, are at the heart of the emerging direction of travel.

In times of current austerity this Strategy sets out our commissioning intentions and work priorities for a number of client groups, including older people, people with a learning disability, people with mental ill health or disorder, people with a physical or sensory disability, people with multiple needs, young people, including young parents, and people at risk of domestic violence. We will ensure that all clients have fair access to vital services that will not only improve people’s quality of life, but will help clients avoid needing more complex and costly support or intervention at a later stage.

The aim of the strategy is to support the delivery of joined up, cost effective supported housing and housing support services which make a real difference to the lives of vulnerable people by enabling them to live in their own homes in the community for as long as possible, delaying or preventing the need for institutional care and reducing homelessness.

The strategy addresses five main issues:

1. It highlights achievements to date and challenges for the next five years.

Achievements:
• Strong partnership working which has delivered a successful programme of service development, review and improvement of a wide range of supported housing and housing support services for vulnerable people
• Year on year reductions in the use of residential care in favour of community based services, such as extra care housing
• A shift of resources from building based support towards more flexible floating housing support models
Challenges:

- Continuing to develop much needed services in a challenging financial climate
- Changes to welfare benefits and housing benefit which could increase poverty, homelessness and disadvantage in East Sussex
- Addressing barriers to accessing the private rented sector for vulnerable people
- Making best use of supported accommodation and housing support by careful targeting and timely throughput to services
- Ensuring equitable access to generic housing and housing support services for vulnerable people
- Meeting needs for housing and housing support services in rural areas
- Harnessing voluntary input to extend the reach and depth of services

2. It maps the current supply of, and access to, services across ESCC and its partners by client group.

3. It sets out future ESCC commissioning intentions for supported housing and housing support services for vulnerable people, as well as priority topics to work on in the next five years, of which the following are seen as key issues.

Commissioning intentions:

- Continue to commission short and long term floating housing support services to support people with a range of vulnerabilities
- Continue to commission Telecare and services to support the provision of aids and adaptations, including Housing Solutions Workers
- Continue to commission on site housing support for older people in Extra Care Housing and sheltered housing, where it meets the criteria set by Supporting People
- Continue the agreed programme of commissioning extra care housing developments in Hailsham and Bexhill as well as dedicated supported housing schemes for people with learning disabilities, mental ill health and physical disabilities
- Continue to commission three specialist accommodation based services for people with mental ill health or mental disorder under the Supporting People framework providing 43 units of supported accommodation
- Develop, in partnership with Housing and Probation, a service which specifically addresses the housing and housing support needs of offenders with a community or custodial sentence of 12 months or more and homeless people with complex needs who are not suitable for shared accommodation
- Continue to fund support for families with multiple needs who are in danger of losing their homes
- Continue to fund supported lodgings and increase the number of places which can provide more intensive support for the most vulnerable young people
- Jointly review and resource services for young people/parents with other partners to ensure a joined up approach to meeting their needs
• Continue to fund refuge provision and ensure refuge services can respond to the needs of local women, women with teenage dependants and women with complex needs, as well as promoting pathways to settled accommodation
• Consider the needs for a new capital development for all client groups where there is evidence of need and potential for cost-effective service delivery

**Work Priorities:**
• Continue transformation of Supporting People funded services and extra care schemes in line with Government driver of personalisation
• Ongoing evaluation and benchmarking of the effectiveness and the outcomes of commissioned services and constant evolution of resulting service models
• Ensure the maximum number of people can benefit from services, including timely move on from accommodation based services
• Work with local partners to ensure more effective engagement with the private sector as a source of move on
• Evaluate and explore all housing options for older people
• Maximise the potential of existing supported housing for older people (extra care and sheltered housing) by building links with the local community, encouraging use of communal facilities by local people and fostering relations with the voluntary sector.
• Support and contribute to transformational projects which aim to increase the capacity of sheltered housing to maintain people with high care needs in their home by altering the current model of care provision, where appropriate
• Develop service pathways for a number of client groups, including people with mental ill health and physical disabilities, and substance misusers to take full account of the variety of supported housing options in order to promote the avoidance of residential care placements and a better move-on rate.
• Contribute to a review of the existing Lifeline service in order to assess service outcomes for service users and value for money
• Continue close partnership working between the Probation Trust and District and Boroughs to ensure appropriate access to housing for high risk offenders
• Establish protocols covering access to services for Looked After Children
• Support housing partners in the elimination of the use of bed and breakfast accommodation for young people, except in emergencies
• Increase ability of the housing support workforce to elicit a disclosure of domestic abuse where relevant
• Increase the ability of the workforce to assess the level of risk faced by people experiencing domestic abuse
• Create common access and criteria to domestic abuse services

4. **It provides a baseline of current investment in housing and housing support services from ESCC, partners and elsewhere.**

5. **It sets out a delivery plan to be regularly reviewed and monitored.**
1 Introduction

1.1 Background and purpose
This is the first comprehensive strategy for supported housing and housing support services for vulnerable working age adults (aged 16-64) and older people in East Sussex. It has been developed by East Sussex County Council (ESCC) in consultation with partners in:

- District and Borough Councils: Eastbourne; Hastings; Lewes; Rother; Wealden
- East Sussex Safer Communities Partnership
- Surrey and Sussex Probation Trust
- Health

The purpose of the strategy is to:

- map the current supply of and access to services across the partnership by client group
- provide a baseline of current investment in housing and housing support services across the partnership
- set out priorities for future ESCC commissioning of housing and housing support services for vulnerable people

1.2 Vision and aims
The shared vision for ESCC and its partners is the delivery of joined-up, cost effective supported housing and housing support services which make a real difference to the lives of vulnerable people by improving their ability to achieve, or maintain, independent living in the community. Specific aims across client groups are to:

- Maintain a strong focus on prevention or delay in the use of institutional care, such as hospital in-patient services or residential care
- Reduce the incidence of homelessness for vulnerable people
- Promote and support the development of an increased range of housing options across all tenures for vulnerable people
- Ensure that vulnerable people have access to up-to-date, knowledgeable and appropriate advice so that they can make informed choices about their housing and housing support
- Promote the commissioning and delivery of co-ordinated services to meet the supported housing and housing support needs of vulnerable people which avoid duplication and deliver added value by working together
- Establish clear pathways into and out of services
These aims are linked to, and will support, the achievement of the priorities within East Sussex’s ‘Pride of Place’ sustainable communities’ strategy.

**Pride of Place: Strategic Priorities:**

- To provide affordable, good quality and environmentally friendly homes and housing for all
- To reduce health and care inequalities within and between communities and improve overall health and well-being
- To build safe communities through targeted activity, particularly in high crime areas
- To enable everyone to enjoy a wide range of cultural, sporting and leisure opportunities
- To support older people to have healthy, active and independent lives

We will also further develop and integrate our services following the Care and Support White Paper and the enactment of the Bill to modernise adult care and support. The Act will strengthen preventative services and focus on people’s well being and the support needed for them to stay independent as long as possible.

**1.3 Scope**

In order to achieve and maintain independent living vulnerable people often need coordinated services from a variety of agencies, as well as support from friends and family. Whilst this strategy sets out commissioning intentions for ESCC funded services only, it seeks to place those intentions within a broader commissioning and service delivery context so as to demonstrate how services link to and complement each other.

The services mapped within the strategy include:

- specialist supported housing developments including extra care and sheltered housing for older people, and other forms of self-contained or shared housing with onsite support
- floating housing support services
- community alarms and other Telecare/assistive technology
- support for adaptations and safety improvements to properties

The services mapped within the strategy are funded from a variety of budgets including:

• ESCC Adult Social Care budgets, including Supporting People
• ESCC Governance and Community Services budgets
• ESCC Children’s Services budgets
• District and Borough Councils
• Surrey and Sussex Probation Trust
• National Government or charitable funding secured by local agencies

**Housing Support** helps people to maintain or set up their home as well as meet any duties or responsibilities they have as a tenant or home-owner. It might include help with:

- budgeting and set-up of arrangements to pay bills
- securing furniture for a new home
- applying for benefits
- arranging utilities connections
- arranging adaptations to a home
- identifying, considering and applying for housing
- developing the skills needed to comply with tenancy obligations
- staying safe
- linking into other services such as home care, substance misuse treatment agencies, community mental health teams
- linking into charities, voluntary organisations and the wider community

**Supported Housing** is housing with integrated accommodation-based support. It is particularly suitable for people who:

- are reliant on the provision of care and support to maintain an independent life
- are at risk of social isolation and would benefit from onsite peer company or support
- need a period of stabilisation or assessment before being resettled in general needs housing
- have high levels of needs which it is not cost effective to cater for in dispersed properties
- need emergency accommodation
- require monitoring to protect themselves or others from risks
- are at high risk of service disengagement if provided with only floating housing support
Although some of the people who require housing support may also require care (for instance home care services which help older or disabled people to manage some of the daily tasks of living, or talking therapies for people with mental ill health), this strategy does not cover care services available. Details of these can be found in separate client group strategies prepared by ESCC.

1.4 Contents

This strategy outlines the needs for supported housing and housing support for a series of client groups as well as current service provision and pathways to and from those services. It identifies current investment in supported housing and housing support services and sets out the commissioning intentions and other priorities for service planning and delivery across the life of the strategy.

As there are overlapping needs across many of the client groups, the strategy firstly provides a picture of generic services which work across a number of client groups before discussing needs, service provision and priorities for individual client groups.

Chapter Two – Highlights achievements and challenges in the commissioning and delivery of supported housing and housing support services to date

Chapter Three – Provides a picture of generic services which work across a number of client groups

Chapter Four – Sets out the needs, current service provision, policy drivers and future commissioning intentions and priorities for older people

Chapter Five – Covers the above content for people with a learning disability

Chapter Six – Covers the above content for people with mental health needs

Chapter Seven – Covers the above content for people with a physical or sensory impairment

Chapter Eight – Covers the above content for young people including young parents, young homeless people and young people who are looked after or leaving care

Chapter Nine – Covers the above content for people at risk of domestic abuse

Chapter Ten – Covers the above content for people with multiple needs including single homeless people, offenders, people with problematic substance misuse and homeless families

Chapter Eleven – Covers the above content for other needs groups which may need housing support including people with HIV/AIDS, refugees and Gypsies and Travelers

Delivery Plan - a delivery plan is attached which sets out how the commissioning intentions and priorities will be taken forward, by whom, and over defined timescales
1.5 How the strategy was developed

This strategy distinguishes between a range of confirmed commissioning intentions with identified funding and priorities where further work is required, and brings them together into a single document for the first time. It was developed after a review of existing data, strategies and plans, and results of service user consultation concerning housing and housing support services for vulnerable adults in East Sussex, together with the results of relevant national research.

Priorities for future commissioning, review and delivery of supported housing and housing support services for vulnerable adults were also identified during discussions with a wide range of stakeholders from partner agencies, and have been incorporated into commissioning intentions and priorities included within the strategy.

The strategy will be reviewed on a biennial basis by the East Sussex Strategic Forum. The review will include monitoring changes to service and investment levels within each client grouping and protected characteristic from the baseline position set out in this strategy document. Update reports with progress against Delivery plan targets will also take place in a range of client based Partnership Fora, many of which have service user representation.

1.6 Consultation process and timetable

Key partner agencies which commission or have strategic responsibility for services for client groups covered by the strategy were consulted as the draft strategy was developed and their feedback used to shape commissioning priorities and intentions in particular.

On 20 June 2012 the strategy was issued for a 12 week public consultation to enable a wider group of stakeholders – including service users and service providers - to read and comment on the strategy. The consultation process includes:

- publication of the full draft strategy and executive summary, together with a consultation questionnaire, on the ESCC website at www.eastsussex.gov.uk
- press release to local newspapers inviting interested parties to download or request a copy of the draft strategy and/or executive summary and the consultation questionnaire
- presentation of an outline of the strategy’s contents and consultation questions at key strategic forums including: partnership boards for people with a learning disability, older people, people with mental ill health or long term conditions, and other service user and provider forums
- invitations to voluntary sector bodies and other organisations representing service user groups to publicise, disseminate and collate feedback on the draft strategy

The consultation period ended on 11 September 2012 and further changes were made in the light of comments received to improve the document. The final version of the strategy was submitted to the Strategic Forum for approval in February 2013 and is available on the ESCC website at www.eastsussex.gov.uk.
2 Achievements and Challenges

The themes and priorities in this strategy are not new and have been developed and refined over a number of years as learning about the important role of supported housing and housing support has spread, and knowledge about what types of service deliver most benefits has grown. Some of the important achievements which this strategy builds upon are set out below:

2.1 Achievements

Partnership working

One of ESCC’s key priorities is to commission collaboratively in order to stimulate a diverse local market that can meet locally identified needs. The East Sussex Health, Housing, Social Care and Probation Strategic Forum oversees all forms of investment in supported housing or housing support, ensuring that resources from across these sectors can be brought together to deliver more joined up service delivery to vulnerable people.

These key agencies (which include the county council and districts and boroughs) have an impressive track record of collaboration and partnership working. This culture of partnership working extends to relationships with service providers and developers, in the not-for-profit and private sectors, as well as with service users and carers. These partnerships have facilitated the development and ongoing improvement of a wide range of supported housing and housing support services for vulnerable people.

The close partnership working that has been developed at strategic levels has also supported the development of operational partnerships and joint funding arrangements. For example:

- One of the most important achievements in recent years has been the development of extra care housing from a position when there were no schemes in 2002 through to the current situation in which there is now at least one service in each district/borough and additional schemes in the development pipeline. Details of these schemes are listed in the Older Peoples chapter.

There are also a number of other schemes in development for other client groups, including people with a learning disability, people with mental health needs, and people with a physical or sensory disability. In total the capital development programme represents an investment of £20.752M for vulnerable people in East Sussex. These developments are listed in the client group chapters and have been possible due to joint funding by the County Council,
Homes and Community Agency and finance raised by Registered Providers, as well as close partnership working with housing and planning colleagues in the districts and boroughs.

- The active and well governed Supporting People Partnership in East Sussex which is continuing to develop and commission highly successful and well regarded housing support services. Services are either delivered as accommodation based or floating housing support services and have been commissioned to meet the priorities of strategic partners, including Adult Social Care, Children’s services, Probation, Health and Housing.
- The joint resourcing of the Prevention Of Accommodation Loss (POAL) scheme by the Drug Action Team, Probation, districts and boroughs, and Lewes Prison to prevent prisoners with a local connection losing their homes whilst on remand or short sentences
- Partnerships between supported housing providers, districts and boroughs, and children’s social care professionals to enable the most vulnerable young people to successfully sustain safe and supportive housing

**From residential care to independent living**

Historically a high proportion of people with a need for care and alternative accommodation were offered residential care. In recent years awareness has grown that supported housing provides a much more enabling environment in which independence can grow with the right support. The county council and its partners are now committed to reducing the use of residential care and to developing a much wider range of supported housing for vulnerable people together with flexible and personalised packages of care and/or support where needed.

The tables below show the extent to which this shift to community based provision and away from residential care has been achieved since 2006/7.

**Table one: Residential Care Placements**

<table>
<thead>
<tr>
<th>Older people (65+) in residential care placements</th>
<th>2006/7</th>
<th>2007/8</th>
<th>2008/9</th>
<th>2009/10</th>
<th>2010/11</th>
</tr>
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<tbody>
<tr>
<td>Opening numbers 1 April</td>
<td>2,282</td>
<td>2,231</td>
<td>2,170</td>
<td>2,071</td>
<td>2,001</td>
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<tr>
<td>New placements</td>
<td>1,177</td>
<td>1,359</td>
<td>1,395</td>
<td>1,160</td>
<td>1,121</td>
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<tr>
<td>Comparison from 100% baseline in 2006/7</td>
<td>100%</td>
<td>98%</td>
<td>95%</td>
<td>91%</td>
<td>88%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Working age adults (under 65) in residential care placements</th>
<th>2006/7</th>
<th>2007/8</th>
<th>2008/9</th>
<th>2009/10</th>
<th>2010/11</th>
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<tr>
<td>Opening numbers 1 April</td>
<td>922</td>
<td>956</td>
<td>930</td>
<td>913</td>
<td>900</td>
</tr>
<tr>
<td>New placements</td>
<td>198</td>
<td>158</td>
<td>250</td>
<td>216</td>
<td>151</td>
</tr>
<tr>
<td>Comparison from 100% baseline in 2006/7</td>
<td>100%</td>
<td>104%</td>
<td>101%</td>
<td>99%</td>
<td>98%</td>
</tr>
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</table>
From building based to floating housing support

Due to historical funding biases, the majority of services funded by the Supporting People budget (see below) were accommodation based housing support services which required vulnerable individuals to live in a particular building in order to receive housing support and move on when they no longer needed it. Existing social housing tenants, private sector tenants and home owners outside those services were previously unable to access housing support without giving up their home.

The table below shows how, with the support of all of its strategic partners, ESCC has refocused Supporting People funding towards more flexible and equitable ‘floating’ housing support services which can support vulnerable people wherever they live.

Table two: Supporting People investment in accommodation based and floating support

<table>
<thead>
<tr>
<th>Year</th>
<th>% SP programme allocated to floating support</th>
<th>% SP programme allocated to accom-based support</th>
</tr>
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<tbody>
<tr>
<td>2006/7</td>
<td>17%</td>
<td>79%</td>
</tr>
<tr>
<td>20012/13</td>
<td>51%</td>
<td>49%</td>
</tr>
</tbody>
</table>

Supporting People

In 2003 a £12m Supporting People budget for housing support services was transferred to ESCC by central government. The budget was tied up in existing voluntary and statutory sector services which the council ‘inherited’ as part of its commissioned provision and comprised funds formerly provided primarily by the Housing Corporation, the housing benefit budget and Probation. Shortly afterwards, council officers began a three year programme of service reviews which considered the quality, performance, value for money and strategic relevance of each service.

Supporting People remains one of the primary sources of funding for housing support services in the county, although the shape of the programme of services it funds has changed significantly since that time. The service reviews undertaken have ensured that services now reach a much wider group of people, are more closely aligned to local strategic priorities and offer much better value for money. Research for government into the benefits of the national SP programme by Capgemini in 2008 confirmed the significant financial benefits and broader social value of these services. For every pound invested in SP services benefits of £2.65 accrued in respect of costs avoided in residential care, homelessness, health costs, tenancy failure and crime.
2.2 Challenges

The period covered by this strategy will bring a number of significant cross cutting challenges that will need to be addressed as set out below:

**Capital developments and revenue funding**

Recent cuts to the National Affordable Housing Programme (NAHP) have meant that less capital subsidy is now available for new housing development. Capital funding for new schemes funded from the NAHP will be based on an assumption that rents in both new developments and a percentage of re-lets of existing registered provider housing stock should move to 80% of market levels and that any surplus income should be used to cross-subsidise new developments.

To date ESCC and its partners have been able to maintain a healthy development programme through capital funding and the contribution of land assets. However changes to capital funding arrangements, together with changes to housing benefit and other welfare reforms (see below), will create particular challenges for ensuring that supported housing can be developed and remains affordable to both tenants and commissioners. ESCC will evaluate the opportunities that arise from the Care and Support Specialist Housing Fund 2013/18 and make bids for new schemes backed by robust business cases.

It is important to appreciate that the cost of enabling people to live in supported accommodation is not necessarily less than other forms of accommodations options such as residential care, and in some circumstances may be more. A balance therefore needs to be achieved between the increasing emphasis on supported housing and the need to provide value for money to local people. One of the ways in which ESCC will attempt to address this challenge will be through extensive evaluation of supported housing services and carefully targeting services and new investment where they will have greatest impact.

**Budget pressures**

In times of austerity it is unlikely that spending on existing services will remain unaffected. In the coming years, one of the main challenges will be to continue the provision of services at the level and quality we have all come to expect. If funding from central Government is cut it is likely that services and spending priorities will have to be reviewed with potential reductions in currently agreed spending plans. However, ESCC remain committed to retaining a dedicated Supporting People programme.

**Changes to Welfare benefits and Housing Benefit**

There are currently a number of changes underway to housing and welfare benefits which will directly impact upon vulnerable service users and their ability to access housing in the public and private rented sectors. These changes may increase levels of homelessness, and affect the viability of some existing supported housing
services. The main changes in relation to housing availability and cost are to the way housing benefit limits are calculated, the increased application of the Single Accommodation rate to most people under 35\(^2\), the review of the way service charges and rents are calculated for housing benefit purposes\(^3\), in supported housing, and the provisions of the Localism Act, under which local Authorities can discharge their duties to homeless people through provision of privately rented properties and offer fixed term tenancies\(^4\). Universal Credit will be introduced from October 2013 and represents a radical change to the benefits system for working age claimants. Whilst the detailed effects of all the changes are not yet clear at the time of compiling this strategy, it is highly likely that results of these changes will be a decrease in the number of homes which are affordable under housing benefit, an increase in homelessness, and a general increase in the need for supported housing and housing support services. These challenges will be addressed by jointly monitoring and evaluating the impact of the changes with providers/partners and prioritising investment around sustainable models, including consideration of issues relating to move on to permanent accommodation.

**Welfare Reform Project**

The Supporting People Partnership have agreed funding to support and develop a Welfare Reform Project to evaluate the impact, provide training and ensure a consistent approach to the changes is adopted across the County. The plan will develop effective support advice systems that link with existing resources across all sectors, build capacity within existing resources by training staff and develop a second tier specialist support service to deal with complex cases. The Project links to the ESCC Financial Inclusion Steering Group and the Discretionary East Sussex Crisis Support Scheme.

**Private rented sector**

The private rented sector (PRS) is an increasingly important source of both general needs and supported accommodation for vulnerable people in East Sussex.

Access to privately rented general needs stock has always been difficult for vulnerable people due to the limited number of landlords willing to house housing benefit claimants and the requirement for tenants to provide a deposit and four weeks rent in advance (whereas housing benefit is paid in arrears). These challenges have increased recently due to the changes to housing benefit described above and general rises in demand for rented housing.

\(^2\) More detail can be found at [http://www.crisis.org.uk/pages/snr.html](http://www.crisis.org.uk/pages/snr.html)

\(^3\) At present tenants and residents in supported housing are able to claim higher levels of housing benefit however there are plans to remove this entitlement and transfer resources to social service authorities as a non ring-fenced part of local budgets. See [http://www.dwp.gov.uk/docs/consult-supported-housing.pdf](http://www.dwp.gov.uk/docs/consult-supported-housing.pdf) for more detail

\(^4\) More details can be found at [http://www.sitra.org/fileadmin/sitra_user/2012/Policy/Localism_Act_Sitra_briefing_Jan12.pdf](http://www.sitra.org/fileadmin/sitra_user/2012/Policy/Localism_Act_Sitra_briefing_Jan12.pdf)
PRS access services can support vulnerable people to gain access to housing from private landlords through the provision of grants or loans towards deposits or rent in advance. There are a number of such schemes in East Sussex catering for vulnerable or homeless groups. In addition, ESCC’s Supported Accommodation and Independent Living Service (SAILS) provides access to supported housing provided by private landlords by developing pilot schemes which are aiming to utilise some private sector accommodation for vulnerable clients who need housing as well as care and support. Future supported housing developments are also considered as partnership efforts with involvement of the private rented sector.

For vulnerable people in particular it will be important that PRS accommodation sourced on their behalf is located in an area that is as close as possible to their informal and formal sources of support.

Making best use of supported accommodation and housing support

ESCC is developing service specifications for the provision of housing, care and support. Further work is required to establish the most effective way of procuring these services. ESCC will work with care and support providers to enable them to contribute to the development of individual schemes, as well as supporting tenants in the transition to supported housing. This will include the development of appropriate mechanisms for monitoring contract compliance and quality.

Places in supported housing and floating housing support services are relatively scarce resources which need to be carefully targeted so that maximum benefits can be achieved for service users, commissioners and taxpayers. To ensure this, referral routes and eligibility criteria are currently under review for many services including floating housing support services, refuges, extra care housing, foyers and other accommodation for young people and others.

As well as pathways into services there also need to be pathways out of services where they provide temporary accommodation or support. As demand for social housing and private rented accommodation increases, it will become more difficult to assist ‘move-on’ to mainstream housing. ESCC will work with providers and partners to ensure that these pressures do not lead to inappropriate occupation of supported housing due to lack of ‘move on’ and those services are targeted at those who need them most.

Access to mainstream housing and wider support services

If vulnerable people are to have choice over where they live they need to be supported to apply for general needs housing in the social and private rented sector via Sussex Homemove and other private rented sector access agencies. Feedback from some stakeholders consulted during the development of this strategy suggests that vulnerable people can find the Choice Based letting bidding process difficult to understand and negotiate. As the vehicle for almost all new lets of social housing in East Sussex it is imperative that vulnerable people are supported to use the system effectively.
One of the priorities for this strategy is to ensure that vulnerable people have up-to-date and relevant knowledge about the services potentially available to them and are supported to access them where relevant. The reviews of information and advice services that will take place during the life of this strategy, will include consideration of current arrangements for monitoring service take up across groups which may be subject to disadvantage and social/or exclusion.

**Personalisation**

The Supporting People Programme has established a housing support personalisation project to encourage the development of personalisation choice and control within housing support services.

**Developing and influencing the wider housing market**

As a strategic authority ESCC has a key role to play in ensuring that service arrangements are in place to meet the needs of the whole population in East Sussex, irrespective of whether they need financial support to pay for those services.

Around 80% of older people in East Sussex are owner occupiers and are largely excluded from social housing, including sheltered and extra care housing (shared ownership units are available, but currently in very small numbers) provided by local authorities and not-for-profit providers, due to their ownership of capital assets. Nevertheless they may need support to access the services they require. ESCC will work with a wide range of partner organisations to enable delivery of creative, future proofed, desirable specialist housing options for older people irrespective of their means. There will be a particular focus on supporting the delivery of a range of housing models across tenures for older people with complex needs, combining different funding streams and using innovative financial models to do so.

The potential of partnering with the private sector will be explored, including joint ventures to utilise the construction and sales expertise of developers/contractors, linked to the expertise of commissioners and providers of care and housing support.

Alongside creative partnerships with private sector and registered providers, we will also work closely with other departments within the county council – Estates, Planning, Legal Services - as well as the corresponding departments in the districts and borough councils. In particular a strong link needs to be maintained with the district and borough planners and housing teams. Capital development priorities and the strategic direction for older and vulnerable peoples’ housing in the county needs to be laid out in Local Development Frameworks, Infrastructure Delivery Plans and Strategic Sites documentation. ESCC will work closely with planners to enable them to take broader strategic priorities into account when considering planning applications, for instance private sector housing schemes which may result in unaffordable models of housing for local people, net importation of people with care needs into the county or an increase in residential care provision.
Targeting services at East Sussex Residents

We are currently working with our housing partners to ensure that planned supported housing developments are made available exclusively to people eligible for inclusion on housing registers held by districts and boroughs in East Sussex. This is likely to be achieved through partnerships with planners as described above and nomination agreements between ESCC and housing providers. Equally, we need to ensure that vulnerable people in East Sussex are able to access specific supported housing schemes which are best able to meet their assessed needs. This will require a balanced approach which reflects both the importance of a local connection with a specific district or borough and the need to ensure that individual housing schemes are effectively utilised.

Meeting needs for housing and housing support services in rural areas

Ensuring easy access to and choice of services can be particularly challenging in rural areas where population density is low. Providers in the public and independent sectors find it difficult to deliver services that are both localised and cost-efficient in rural areas, and the large rural spread of some local authority areas means that it is difficult to ensure that people do not have to travel outside their existing area in order to access accommodation based support. This can be particularly challenging for models of housing which require economies of scale, such as extra care housing. In rural areas, floating housing support services need to incur greater travelling distances, reducing the amount of face to face support time which each worker can deliver.

Whilst rural areas tend to be relatively affluent, this can sometimes mask the continuing presence of deprived households. These households can be multiply disadvantaged, for instance through a combination of poverty, ill health and distance from services. ESCC is endeavouring to develop over the lifetime of this strategy and together with the Districts and Boroughs and other partners, sustainable models of provision which will help to address these challenges.

Harnessing voluntary input

A common theme throughout this strategy is the social isolation of many vulnerable people. However there are limits to the time that paid workers can spend with service users to fully address this. By working with volunteers, and possibly people from the same client group who have experienced similar needs, services can increase their capacity to respond to the broader needs of their service users. The voluntary sector has a strong track record in harnessing these more informal sources of support and companionship. Some examples of how local commissioners and providers are seeking to develop social capital and harness voluntary input include:

- The publication of the Commissioning Grants Prospectus, a new grants based process designed to capture the value added by social capital (local knowledge, networks and voluntary action) in delivery prevention, information,
advice, advocacy and other support based services. In 2011 over £7.0 million was awarded to 47 community based organisations.

- £50,000 invested as a Payment by Results pilot to encourage development of voluntary input as part of the new Long Term Floating support service, Reconnect, funded by Supporting People.
- Sussex Pathways’ use of volunteer mentors to support prisoners pre and post release, including referrals to housing providers

We will be seeking to extend the use of voluntary input in the services we commission or provide where possible. Some examples could include, for instance:

- Seeking donations of IT equipment and engaging volunteers to support older people in sheltered or extra care housing to learn IT skills
- Recruiting local companies to provide work experience or mock interviews for people with mental health needs
- Engaging volunteers to support people with a learning disability to organise events/activities
- Supporting the development and continuation of peer support groups

_Evaluating the impact of investment_

With public funding for housing and housing support in decreasing supply it is ever more important that local members and commissioners are able to make informed judgements about where best to target available resources. This is particularly challenging when seeking to evaluate the business case for preventative services, as they may not reveal benefits for several years, by which time it is difficult to disentangle the effects of individual services and initiatives. Finding effective ways to evaluate services and the outcomes they achieve is a key priority for this strategy.
3. Generic Accommodation and Housing Support Services

3.1 Introduction

A wide variety of people may experience vulnerability at some point in their lives, leading to a short or longer term requirement for supported housing or housing support. Whilst the needs leading to this requirement can vary significantly across individuals, the core elements of housing support remain the same, namely:

- a focus upon the development and/or maintenance of the skills or conditions needed to exercise housing rights and responsibilities
- an emphasis on promoting and supporting independence

Where the core needs for a housing support service are the same, the creation of a generic service which caters for two or more client groups is often the most cost effective approach, as long as specialist needs can continue to be met alongside this. Whilst it can be relatively easy to deliver ‘floating’ housing support as a generic service, this is not necessarily the case for supported housing where peer support and companionship, based upon common life experiences, are often a key part of the service.

This chapter of the strategy outlines the generic housing support services currently available in East Sussex, the level of investment currently made in those services, and commissioning intentions and priorities for future years. The need for such services is outlined, where known, in the individual client group chapters which follow.

Case Study Example: Getting it right

‘STEPS’ service received a referral for an older man living in unsuitable rented accommodation who is suffering a terminal illness and other health problems. His home was unsuitable due to access issues and he was assessed as being at serious risk of falling due to deteriorating health.

He had become increasingly disconnected from his living environment, including medical support and social support in the area around him. He had no family or friends locally, or any support structure, other than his wife as carer. This had placed their relationship under pressure, increasing his emotional and physical decline.

The couple had never claimed Housing Benefit, Council Tax Benefit, Attendance Allowance or Carer’s Allowance due to lack of knowledge of entitlements. They wanted to move to social housing to offer some security in his final months and security for his wife after his death, however had been allocated a low priority banding on the housing waiting list.

STEPS have worked with the couple to ensure they have accessed all benefit entitlements, been placed in a higher band on the housing list, been actively supported to bid on suitable properties, been supported to re-engage with medical services, and supported to access chosen social and educational opportunities in the community.
3.2 Current pathways and access to generic housing support services

**Information and advice services**

All districts and boroughs have a duty to provide help to certain people who are homeless or threatened with homelessness under the 1996 Housing Act, as amended by the Localism Act. However they are encouraged to offer housing advice and options to a wider group of households who are not homeless but who are otherwise in housing need. These services are not specific to vulnerable people but accessible to all households.

ESCC’s Social Care Direct service can provide advice on support and services to live independently for any adult, regardless of their level of need or their savings and income. Callers can ask for an assessment of their eligibility for social care support. Those whose needs do not qualify them for service provision via ESCC can still be provided with information and advice about other organisations and groups that might be able to help. Help with determining eligibility for welfare benefit is provided during the assessment process.

**Short term floating housing support**

Vulnerable people aged 16-64 who live in their own home, regardless of tenure and client group, are eligible to access the Home Works floating housing support services in the East and West of the county, and can either self refer or be referred by another agency. These services provide short term support of up to two years in some cases although evaluation shows that average utilisation of Home Works is around four months. These services are free to service users. Home Works has worked with over 5,500 vulnerable people over the last two years.

ESCC has established a pilot county-wide floating housing support service, ‘STEPS to stay independent’, to work with around 1,100 older people (65+) per year in their own homes for a short period, including people with dementia or complex needs, regardless of their housing tenure. Whilst housing support may continue for up to two years in some cases, it is anticipated that most periods of support will be six months or less. Support and advice is offered if clients are finding it difficult to live independently, living in a property that is not suitable for them, at risk of losing their home, have rent or mortgage arrears, or other money or debt issues. Other examples of when such support may be needed include people who have been discharged after a long hospital stay and need help to re-establish themselves in the community, (for instance with a need to reapply for benefits, link into services, etc as well as people who need help to consider and apply for re-housing options). Access to this service will be via self or agency referrals.

**Long term floating support**

A new long term floating housing support service known as Reconnect is available to people who have been receiving short term support but who still need continued assistance due to mental ill health or disorder, learning disability, physical or sensory impairment, or problematic substance misuse. The service covers all ages. In these cases support can be focused on four key areas of housing support:
- Household administration such as claiming benefits and paying bills
- Living safely and well, for instance via protection from abuse and encouraging healthy living
- Engaging with the local community to promote social inclusion
- Managing the property, with support to tackle disrepair

Referral is via the short-term floating support service which will conduct the assessment i.e. Home Works for people aged 16-64 and STEPS for people over 65 (see chapter 4). Referrals can also come from Supporting People funded accommodation based services. Service users are means tested to establish whether they can make a contribution towards costs.

**Independent Living Service**

The Independent Living Service can work with any vulnerable adult across the county to help them link into relevant housing, social care or health services. The advisors will visit in the person’s home and can provide information and advice on as well as referrals to an extensive range of services including: floating housing support services; aids and adaptations; energy efficiency services; exercise and well-being classes; social activities and learning; benefits advice; care services; fire safety. The service is free and can be accessed by Social Care Direct as well as referrals from other services.

**Community Equipment**

When people have difficulties with their mobility due to old age or a long term condition, equipment such as hoists, walking frames and wheelchairs can enable them to remain in their own homes and continue living as normal a life as possible. The Integrated Community Equipment Service (ICES) provides equipment free of charge irrespective of income or capital. The service also provides minor adaptations at a cost of less than £1,000 free of charge, such as installation of grab rails. Where an adaptation is needed which costs over £1,000 the person is referred to the relevant housing authority to apply for Disabled Facilities Grant (see below).

**Disabled Facilities Grant**

Disabled Facilities Grant (DFG) is administered by local authorities to support people who are tenants or owner occupiers to have adaptations to a home when necessary due to the disability of one of its occupants. Nationally, 70% of the grants are made to people over 60\(^5\). The adaptations can range from grab rails to enable someone to use the toilet or bath safely, through to the installation of a walk-in shower or lift. The current limit for an individual adaptation is £30k via districts and boroughs however ESCC adult social care or children’s services may be able to provide ‘top-up’ grants in some cases.

DFG is means tested (except where the adaptation is responding to the needs of a disabled child). The service is accessed via local housing authorities following assessment by an ESCC occupational therapist. Applications may be refused if the adaptation is thought to be unnecessary, impractical or uneconomic.

People who live in Hastings or Rother can access an ‘Adaptations Support Service’ which can support them through the whole of the process of arranging adaptations including application for DFG and getting estimates for the work. There is a small charge for this service.

**Home improvement grants**

Most districts and boroughs offer grants or loans to home owners to improve their homes, many of which are targeted specifically at people over 65 or those with a disability. For instance, Eastbourne Borough Council may provide funding for eligible older people or those who have a disability to:

- Remove or make safe hazardous living conditions
- Make repairs to heating or hot water boilers in emergencies
- Make changes to their home to help them stay out of hospital

**Housing Solutions**

From 2012 Housing Solutions Workers have been available in Eastbourne, Hastings and Wealden to support applicants to explore and access other solutions when an adaptation to a home has been applied for but is not seen to be necessary or appropriate. The service can be accessed via occupational therapists and/or the teams which deal with DFG applications. People living in Lewes and Rother are able to get similar support, when required, through the Housing Departments.

**Telecare**

Telecare and other assistive technologies offer cost effective management of many common risks for vulnerable people, although it is largely used by older people. At its simplest it provides service users with a pendant alarm that they can activate in case of an emergency, such as a fall. Other currently available assistive technology includes falls detectors; smoke detectors; gas shut off valves; bed/pressure sensors; door sensors; enuresis sensors. If the user calls for help or the equipment otherwise detects a problem, the 24 hour monitoring centre will call to the service user and/or identified carers to find out more and summon emergency help if necessary.

Telecare is seen as a key component to help people stay independent for as long as possible and facilitate a further shift in the delivery of complex care from residential settings to a community setting, helping people to stay longer in their own home. It can provide the peace of mind which some people need to continue living independently in the community, and in some cases can reduce the need for more costly care. Access is restricted to people with critical and substantial needs and is means tested however there are also private and independent sector providers on the market who cater for those able to pay.
3.3 Funding
Current expenditure on generic housing support services is shown below.

**Floating housing support**
The combined funding for generic floating housing support services in 2012/13 onwards is shown below. Current budgetary projections forecast investment at similar levels to 2015/16.

Table three: Investment in generic floating housing support

<table>
<thead>
<tr>
<th>Service</th>
<th>Age group</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Home Works</td>
<td>16-64</td>
<td>£3,575,000</td>
</tr>
<tr>
<td>Long term floating support</td>
<td>All ages</td>
<td>£1,050,000</td>
</tr>
<tr>
<td>STEPS to stay independent</td>
<td>65 and over</td>
<td>£1,330,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>£5,955,000</strong></td>
</tr>
</tbody>
</table>

**Independent Living Service**
The ILS service is funded by Adult Social Care at a cost of £315,000 per year.

**Integrated Community Equipment Service (ICES)**
The table below shows how funding and activity for ICES has increased over the last five years and suggests that costs have risen significantly, thereby reducing the gains made in the reach of the service. Local stakeholders report that the increased unit costs are due to the more complex needs of people now being supported to remain in their own homes.

Table four: Trends in ICES funding and activity

<table>
<thead>
<tr>
<th></th>
<th>Aids issued</th>
<th>% rise on 2006/7</th>
<th>Costs</th>
<th>% rise on 2006/7</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010/11</td>
<td>67,505</td>
<td>5%</td>
<td>£1,430,265</td>
<td>19%</td>
</tr>
<tr>
<td>2009/10</td>
<td>65,623</td>
<td>2.5%</td>
<td>£1,896,640</td>
<td>57%</td>
</tr>
<tr>
<td>2008/9</td>
<td>69,953</td>
<td>9%</td>
<td>£1,534,498</td>
<td>27%</td>
</tr>
<tr>
<td>2007/8</td>
<td>67,784</td>
<td>6%</td>
<td>£1,283,048</td>
<td>6%</td>
</tr>
<tr>
<td>2006/7</td>
<td>64,035</td>
<td>-</td>
<td>£1,205,353</td>
<td>-</td>
</tr>
</tbody>
</table>

6 Provisional figures which assume that March 2011 levels of cost and activity are the average of those for the previous 11 months
**Home improvement grants**

Funding for home improvement grants and loans from district and boroughs are discretionary and vary from year to year according to available resources.

**Housing Solutions**

This service is part-funded by Adult Social Care and the three district/boroughs concerned. The service has funding of £90,000 in 2012/13 which is made up of £45,000 from ESCC Adult Social Care budgets and £15,000 each from Eastbourne, Hastings and Wealden.

**Disabled Facilities Grant (DFG)**

DFG is a funding source allocated by central government to housing authorities. Whilst allocations within the county have risen by 13% overall within the last three years, the level of increase varies by authority as shown by the analysis below.

**Table five: DFG funding levels**

<table>
<thead>
<tr>
<th>Authority</th>
<th>2009/10</th>
<th>2010/11</th>
<th>2011/12</th>
<th>% increase since 2009/10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastbourne</td>
<td>£480,000</td>
<td>£520,000</td>
<td>£538,000</td>
<td>12%</td>
</tr>
<tr>
<td>Hastings</td>
<td>£540,000</td>
<td>£616,000</td>
<td>£647,000</td>
<td>20%</td>
</tr>
<tr>
<td>Lewes</td>
<td>£345,000</td>
<td>£360,000</td>
<td>£362,000</td>
<td>5%</td>
</tr>
<tr>
<td>Rother</td>
<td>£468,000</td>
<td>£534,000</td>
<td>£565,000</td>
<td>20%</td>
</tr>
<tr>
<td>Wealden</td>
<td>£345,000</td>
<td>£350,000</td>
<td>£360,000</td>
<td>4%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>£2,178,000</td>
<td>£2,380,000</td>
<td>£2,472,000</td>
<td>13%</td>
</tr>
</tbody>
</table>

The Adaptations Support Service is self-funding via the fees charged to clients for the work.

**Telecare**

There are now 3,100 users of the council commissioned Telecare service, which is a significant increase on recent years despite little uplift in funding levels as shown below:

**Table six: Telecare funding levels**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Funding</th>
<th>Increase since 2009/10</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009/10</td>
<td>£969k</td>
<td>Baseline</td>
</tr>
<tr>
<td>2010/11</td>
<td>£1,055k</td>
<td>+9%</td>
</tr>
<tr>
<td>2011/12</td>
<td>£980k</td>
<td>+2%</td>
</tr>
</tbody>
</table>
4 Older People

4.1 Vision

Our vision is the delivery of a range of supported housing and housing support options for older people in East Sussex, according to their needs, circumstances and preferences and across all tenures. The main aim of our work is to enable older people to remain in their home and in their community for as long as possible if this is what they want. Existing homes should be designed to support the delivery of care and support to people as and when required.

Generic floating housing support services, and specialist advice and support will be available to older people to support them to stay at home and remain independent. Where this is not possible, we want older people to be able to choose where they want to live from a wide range of housing options, including more specialist options like sheltered, extra care housing or downsizing to smaller accommodation. We want to provide more flexible options for older people for when they return home after periods of institutional care (for instance residential care or hospital stays) and to help avoid re-admission.

4.2 Background

For most people, getting older is an enriching and rewarding experience, with more time to engage with the wider family, participate in the community, pursue their interests and be able to have new experiences. Getting older can also provide challenges: with increasing age the likelihood increases that health or mobility issues are experienced, which may limit the person’s ability to participate fully in an active life.

The ability of older people to respond to both the opportunities and challenges of later life can vary greatly. Research has shown, for instance, that relative poverty can have a major impact on health and longevity, with a difference of up to 15 years in life expectancy between some wards in Hastings and other areas of the county. Other factors can also play a key part in determining quality of life for older people, including the ability to maintain contact with friends, family and the wider community and to draw on support when needed, to feel valued in the local community, and the ability of housing to meet needs as they change over time.

Case study example: Getting it right

John and Mary moved into one of East Sussex’s new extra care housing schemes from their existing home in social housing. They were both in their 70’s and were mutual carers for each other. John and Mary had a range of needs which included physical or sensory disabilities, a number of long term conditions, and mental ill health. Before the move they had been socially isolated; with very little contact with

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other people apart from each other. Concerns had been increasing for some time about their emotional and physical well being.

The nomination arrangements agreed between ESCC and the local housing authority included provision for people like John and Mary, whose housing needs were met in extra care housing, but whose care needs were low.

The move to the extra care scheme is seen to have been “life changing” for John and Mary. Critically, the peace of mind provided by access to the onsite 24 hour care and support has enabled them to socialise much more widely, including spending time away from each other for the first time. They are now making new friends and taking advantage of the communal facilities on site. John and Mary have both highlighted how the move has helped them to worry less about each other and given them the confidence to broaden their horizons.

4.3 Local need

East Sussex has above average levels of people over 65 and the highest proportion of older people over 85 of any area of England. The numbers of older people in the county is set to grow both numerically and as a proportion of the population, as shown below. The proportion of older people over the age of 75, who are most likely to develop housing and housing support needs, is set to rise as a proportion of the total population from 12.3% to 15.5% in the next 10 years.

Table seven: Proportions of older people in East Sussex population

<table>
<thead>
<tr>
<th>Year</th>
<th>All people</th>
<th>65-74</th>
<th>%</th>
<th>75-84</th>
<th>%</th>
<th>85-89</th>
<th>%</th>
<th>90+</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>516,801</td>
<td>64,244</td>
<td>12</td>
<td>42,121</td>
<td>8.2</td>
<td>12,462</td>
<td>2.4</td>
<td>8,569</td>
<td>1.7</td>
</tr>
<tr>
<td>2017</td>
<td>521,641</td>
<td>72,879</td>
<td>14</td>
<td>43,292</td>
<td>8.3</td>
<td>13,334</td>
<td>2.6</td>
<td>10,203</td>
<td>2.0</td>
</tr>
<tr>
<td>2022</td>
<td>522,254</td>
<td>71,726</td>
<td>14</td>
<td>54,127</td>
<td>10.4</td>
<td>14,268</td>
<td>2.7</td>
<td>12,316</td>
<td>2.4</td>
</tr>
</tbody>
</table>

Source: East Sussex in Figures

The areas with the greatest proportion of older people in East Sussex are the rural areas of Wealden, Rother and Lewes, with much lower proportions in urban areas such as Eastbourne and Hastings. Older people in rural areas can experience particular challenges due to isolation, reduced access to services, and limited choice of housing and service options.

The majority of older people above pensionable age across the county are owner occupiers (in Wealden for instance the proportion is 85%), but a significant proportion of these are thought to be ‘asset rich and income poor’. Despite having lower levels of older people overall, Hastings and Eastbourne have the highest levels of people of pensionable age claiming benefit. Older people on a low income, whether with or without housing assets, are likely to need financial assistance to meet their care and housing support needs.
Whilst older people as a group often have needs in common, they are as diverse as any other group in the population. In East Sussex, most people from black or minority ethnic (BME) groups are based in Hastings, Eastbourne and the coastal areas. The proportion of older people from a BME community is due to grow to around 10% over the next ten years, and there is increasing awareness of the needs of older people from the Lesbian, Gay, Bisexual or Transgender community. Whilst there has been much debate in the housing world about the need or preference of people from minority groups to have separate services, research suggests that it is culturally sensitive rather than separate services which are required, however this can vary across communities. Some research has found that although older people from the African-Caribbean community are generally happy to live in supported housing with people of other ethnicities, people from the South Asian or Chinese community are more likely to think that their specific cultural and language needs can only be met in specialist provision which includes a significant grouping of people from their community in the scheme.

One in 16 people over 75, one in five over 85 and one in three of the age of 95 and over will have some form of dementia. A large proportion of older people (around 40%) will suffer from depression at some point. In addition, older people may experience a range of needs similar to those in the population of working age adults including problems associated with substance misuse, learning disability, and mental disorders (such as a personality disorder). The need for services to be able to respond to diverse and sometimes complex needs is therefore important.

The number of people receiving services funded by ESCC Adult Social Care budgets has increased year on year over the last three years. With rising numbers of older people projected, it is anticipated that this trend will continue. In the past there has been a high reliance on residential care placements in East Sussex. Current policy is to reduce this reliance by offering an improved range of housing, care and housing support options to older people to enable them to continue living in their own homes in the community. Offering advice and floating housing support, improving the homes in which older people live to facilitate self care and promote independence, and the development of new housing options are all seen as vital steps towards this.

Analysis of available extra care housing places suggests that Wealden and Hastings are currently underprovided with social extra care housing compared to other local authority areas. Areas identified in local strategies for new development of extra care housing include:

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9 Leeds City Council (2003) I’m not past it: access into sheltered housing by BME elders in Leeds’ Leeds City Council


11 Alzheimer’s UK, 2007
• Hastings and Rother both identified a need for more extra care housing, including private sector provision, and access to schemes for people with dementia and older people with a learning disability;
• Lewes notes an outstanding need for extra care housing in Lewes town, Seaford, and the rural north of the district\textsuperscript{12}

Wealden and Eastbourne aimed to develop extra care housing in a variety of tenure options (including low cost home ownership). These aims have been at least partially achieved since the strategies were written. In Wealden, areas identified to have future demand include: Hailsham, Polegate and Crowborough\textsuperscript{13}

4.4 Current pathways and access to housing and housing support

ESCC, as well as district and borough councils, provide a range of accommodation and housing support services to help older people maintain their independence and avoid institutional care. The current nature, location of and routes to these services is outlined below. This list does not include care services – such as residential care homes, home care service, day care, meals services or community transport - all of which play an important role alongside support services in helping older people to remain in their own home, but fall outside the remit of this strategy.

\textit{Information and advice services}

Older people in the county have access to a range of information and advice sources, to inform their housing and support choices, including:

• The FirstStop service which provides open access web-based and telephone advice and information for older people
• The inclusion of advice/information provision as an explicit requirement in service specifications for Supporting People funded accommodation-based and floating housing support services
• The ‘Forward from 50’ handbook for East Sussex residents which is downloadable from the internet, and which provides signposting information on housing and support for people over 50
• Advice provided by the districts and boroughs on housing options through a range of housing professionals, including the Housing Solution Workers, who are jointly funded with ESCC
• An online resource directory
• Advice and support from a variety of voluntary organisations, such as Age UK, Alzheimers UK and many others

\textit{Generic Services}

Older people also have access to the following generic services, which are described more fully in chapter 3.

\textsuperscript{12} Lewes Housing Strategy 2009-12
\textsuperscript{13} Wealden Housing Strategy 2008-13
Short term floating housing support (STEPS to stay independent): available to older people who need short term floating housing support.

Long term floating housing support (Reconnect): may be available to older people who need floating housing support for a longer period than two years.

Disabled Facilities Grant: DFG administered by local authorities can support older people who are tenants or owner occupiers to have adaptations to their home.

Housing Solutions: Housing Solutions Workers in Eastbourne, Hastings and Wealden can support older people to explore and access other solutions when an adaptation to a home has been applied for but is not seen to be necessary or appropriate

Independent Living Service: which provides a home visiting service which helps to link vulnerable people of all ages into a broad range of relevant housing, care and health services

Telecare: can provide the peace of mind which some older people need to continue living independently in the community through provision of community alarms and other means of monitoring welfare and summoning help where necessary.

Home improvement grants
Most districts and boroughs offer grants to home owners to improve their homes, some of which are targeted specifically at people over 65. See section three for examples.

Sheltered housing
Sheltered Housing provides specialist accommodation and housing support, mostly through a dedicated development of flats with a mixture of tenure and a variety of support and care options. Socially rented sheltered housing provides housing to almost 4,000 older people in the county at present14. The level of housing support provided to individual tenants varies according to whether there is an onsite scheme manager, as well as the needs of the individual tenant. Most schemes incorporate a community alarm service which enables tenants to call for support in emergencies, but there is no onsite care service. The majority of sheltered housing is one bedroom accommodation, often supplemented by a communal lounge where tenants can socialise.

Access to most socially rented sheltered housing is via the housing registers operated by district and borough councils (often via a choice based ‘bidding’ process), and applicants are normally expected to have some form of need for support. Whilst access is not means tested it is usually unavailable to owner occupiers, as they are normally understood to be able to source similar accommodation in the private sector.

Mapping of private sector sheltered housing (often called ‘retirement housing’) in the county has not been undertaken, however service information held on the Elderly

14 This includes Supporting People funded units in 2011/12
Accommodation Council website suggests that there are many hundreds of sheltered units provided across the county for purchase on a leasehold basis\textsuperscript{15} or to rent at open market rates. Where units become vacant in such schemes they are ordinarily available to people from outside the county as well as East Sussex residents. ESCC is keen to engage with this section of the market, to ensure that the developed schemes will meet the needs of local people and help to fulfil its service commitment to older people in the county.

A dedicated housing option for older people, sheltered housing has been traditionally a popular choice for older people who feel the need to move on from their current home. Today, schemes vary in popularity according to their location, the size of accommodation and the presence of facilities, such as lifts. The presence or not of an onsite scheme manager can also have an impact on demand. Schemes which offer a lower standard, for example less help to live an active life and remain independent, schemes with bedsit accommodation or without level access designed in, have become increasingly unpopular with older people and are sometimes let out to other working age adults, who in some instances might have some housing support needs. Providers are increasingly looking to re-model or sell hard to let units i.e. bedsits or buildings without lifts. This may result in a reduction of available accommodation but improved quality standards.

Tenants in sheltered housing offered for rent can claim housing benefit if eligible to do so. Housing support costs vary in sheltered housing. In schemes that have Supporting People funding, housing support is provided through an on site scheme manager and housing support costs are met through the Supporting People budget unless the tenant is able to make a contribution to those costs. Providers are required to maximise the potential of sheltered housing as community hubs by further encouraging the appropriate use of the communal facilities by the local community, after consultation with tenants.

\textit{Extra care housing}

Extra care housing is a housing model which enables older people with a wide range of needs to remain living independently in the community, whilst being able to access care (including night time care) from an on-site care team or other care providers. Everyone living in publicly funded extra care housing should have an assessed care need (specified minimum number of hours). Extra care provides a level of care commensurate with residential care and therefore is a direct alternative for some people. It is also a preventative service which can prevent people going into residential care. Depending on personal circumstances, nursing care and end of life care can also be provided in extra care housing. In addition to the provision of care, housing support is seen as crucial to help people with higher or more complex care needs to maintain their independence. As in sheltered housing, in schemes that receive Supporting People funding, housing support is provided through an on site

\textsuperscript{15} A search on the website carried out in January 2012 suggests that one bedroom units are available from around £60k and a £40 per week service charge, with two bedroom units around double those prices.
scheme manager and housing support costs are met through the Supporting People budget, unless the tenant is able to make a contribution to those costs.

The design of extra care housing takes into account specialist needs such as dementia, visual impairment and degenerative conditions. Accommodation is either one or two bed flats, and tenure can vary (including rented, leasehold and shared equity options). Service users have full housing rights and security of tenure, but might be asked to complete an introductory period first. Communal facilities vary but can include a restaurant, communal lounges, pamper suite, buggy stores, community alarm and telecare, activities rooms and a care suite.

A central ethos of publicly funded schemes is the two way interface with the local community. People living in the scheme are encouraged to fully participate in the community and older people in the community are encouraged to use the communal facilities in the scheme e.g. the restaurant and attending activities run in communal areas.

Phase 1 of ESCC’s extra care housing programme was completed with the opening of Cranbrook an Extra Care Housing scheme in Eastbourne in January 2012. Extra care housing is a scarce resource and needs to be targeted so as to maximise the outcomes achievable for service users. However there is also a need to ensure that it does not become a form of institutional care due to high proportions of people with the very highest needs\textsuperscript{16}. A scheme by scheme approach is taken to allocation to ensure a balanced community of people with high, medium and low need.

Completed Extra Care Housing schemes are detailed in the table below. Around 20% of units become vacant each year, or 43 units based on current stock levels. Occupancy levels are around 95%.

### Table eight: Completed extra care schemes

<table>
<thead>
<tr>
<th>Location</th>
<th>Local Auth. and provider</th>
<th>No. of flats</th>
<th>Tenure</th>
<th>Date of Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marlborough House, St Leonards</td>
<td>Hastings BC Hyde Housing</td>
<td>40</td>
<td>Rented</td>
<td>2003</td>
</tr>
<tr>
<td>Newington Court, Ticehurst</td>
<td>Rother DC Amicus Horizon</td>
<td>35</td>
<td>Rented</td>
<td>2007</td>
</tr>
<tr>
<td>Downlands, Peacehaven</td>
<td>Lewes DC Saxon Weald</td>
<td>41</td>
<td>30 Rented</td>
<td>2009</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>11 Shared Equity</td>
<td></td>
</tr>
</tbody>
</table>

\textsuperscript{16} The ratio of dependency levels varies in schemes, but there is a greater emphasis on higher dependency levels in later schemes which reflects the changed ASC priority to support people staying in their own home.
<table>
<thead>
<tr>
<th>Location</th>
<th>Authority</th>
<th>Year</th>
<th>Rented Units</th>
<th>Shared Equity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Margaret House, Uckfield</td>
<td>Wealden DC</td>
<td>2010</td>
<td>39</td>
<td>29 Rented</td>
</tr>
<tr>
<td></td>
<td>Saxon Weald</td>
<td></td>
<td>10 Shared</td>
<td></td>
</tr>
<tr>
<td>Cranbrook, Eastbourne</td>
<td>Eastbourne BC</td>
<td>2012</td>
<td>62</td>
<td>52 Rented</td>
</tr>
<tr>
<td></td>
<td>Saxon Weald</td>
<td></td>
<td>10 Shared</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>217</strong></td>
<td><strong>186 Rented</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>31 Shared</strong></td>
</tr>
</tbody>
</table>

Mapping of private sector extra care housing (which may be called ‘close care’ or ‘assisted living’) in the county has not been undertaken, however service information held on the Elderly Accommodation Council website suggests that there are a number of schemes which offer units for sale at open market rates. Where units become vacant in such schemes they are ordinarily available to people from outside the county as well as East Sussex residents. ESCC is keen to engage with this section of the market, to ensure that the developed schemes will meet the needs of local people and help to fulfil its service commitment to older people in the county.

### 4.5 National and local policy direction

The ‘Living Older, Living Well’ commissioning strategy sets out the continuing importance of designing and commissioning services in order that older people can remain living in the community for as long as possible. It sets out a number of priorities (see below) which reflect national and local policy to support a larger number of people at home rather than focus on a small number of older people with high needs in institutional care. This approach is both preventative and proactive, and means working with older people at an earlier stage in their lives, locating services in the communities where older people live, and encouraging and supporting them to exercise greater choice and control over their own care. Analysis undertaken to inform the commissioning of services for older people suggests that the approach is working, with an increased use of community services and short-term intensive support in recent years and reduction in long-term care.

#### Priority one

- Develop and improve the range of community services to promote independence and wellbeing

#### Priority two

- Develop and improve accommodation options, with more community-based services and supported housing.

---

17 A search of the EAC website undertaken in January 2012 found vacant one bedroom units for leasehold sale at around £190k with service charge/ground rent of around £135 per week. See [www.housingcare.org](http://www.housingcare.org).

Priority three

- Develop and improve the range of community services for those who have urgent, transitional or ongoing complex needs (transitional needs include, for example, a need for short-term support after leaving hospital).

Priority four

- Develop and improve the range of services for people with dementia and other types of mental health need.

Source: Living Older, Living Well

The quality and extent of links that older people have with other people can be a primary factor in determining their quality of life. Whilst this is the case for all people, older people can experience particular challenges in sustaining healthy social networks when paid work comes to an end and mobility and/or income decreases. The promotion of voluntary engagement in the delivery of services to older people brings opportunities for them to experience the fulfilment and reward of both giving and receiving support. Whilst all services can benefit from this type of input, those which offer communal space (extra care housing, sheltered housing, day centres) hold particular potential. The new long term floating housing support service, Reconnect, has a requirement for voluntary input and a financial incentive for providers to develop this was built into its specification.

In recent decades, the Government has pursued a policy of shifting the focus of services for older people from institutional care – for instance in hospitals or residential care homes – to local communities so that older people can now access a much wider range of services in or close to their own home. These changes reflect what older people – both nationally and locally – say that they want.

The analysis in section 4.3 shows how the proportion of older people is growing in East Sussex. To reflect this demographic change, ESCC has decided on a redirection of some adult social care resources towards services for older people.

Modelling undertaken by Peter Fletcher Associates in 2000 suggested a need to develop 392 extra care units as well as 150 specialist housing units for people with dementia. Whilst embracing the principle of needing to develop Extra Care housing, ESCC has so far not seen any evidence for the numbers laid out or the need to develop specialist housing for people with dementia. The Joint Extra Care Strategy (2003-2008) set the strategic direction for developing Extra Care Housing in East Sussex. In Phase 1, one extra care housing scheme was established in each of the district and boroughs. This phase was completed in January 2012 with the opening of Cranbrook Extra Care Scheme in Eastbourne.

Phase 2 of the programme for Extra Care contains two schemes and will address identified demand around Bexhill and Hailsham as agreed with the boroughs and districts in 2009. Whilst still attracting capital funding from ESCC, Phase 2 schemes will depend less on revenue funding through block purchase and aim to give clients
better access to individual budgets or direct payments, to take even more control of the care they are eligible for. Phase 3 schemes will focus on developing extra care housing without public capital or revenue subsidies, whilst at the same time meeting the needs of a wider cross section of older people. Two schemes are currently in the pipeline as Phase 3 schemes, in Seaford and Rye.

Some work has been undertaken with private sector providers and Housing and Planning departments in the county to try and ensure that discussions take place at an early stage to improve proposed service and care models and outcomes for older people. A ‘market position statement’ was issued in 2012, providing a basis for wider engagement with providers by setting out what is known about the needs of older people in East Sussex and how ESCC can support the market to meet those needs.

4.6 Strategic commissioning intentions

The ESCC commissioning intentions for housing and housing support services for older people are to:

A. Continue to support the provision of the Independent Living Service
B. Continue to commission short term floating support for older people, using the Supporting People framework
C. Continue to commission a generic long term floating support service, which can cater for older people
D. Continue to jointly fund Housing Solutions workers
E. Continue to support Telecare provision and contribute to the development of innovative solutions that utilise the potential of Telecare in East Sussex to the fullest
F. Continue to commission on site Housing Support for older people in Extra care housing and sheltered housing, where it meets the criteria set by Supporting People
G. Support the development jointly with Housing departments and registered provider partners, of two new phase two extra care housing developments in Hailsham and Bexhill (as shown in table nine below)
H. Support the development of further Extra Care Housing Schemes in Seaford and Rye (as shown in table nine below) where there is evidenced demand and opportunity arises. Financing arrangements, care models and tenure mix for these phase 3 schemes will be discussed with partners on a scheme by scheme basis.
I. Re-commissioning of care and support services in the five phase 1 Extra Care Schemes
J. Work in partnership with a wide range of housing partners and developers across the public and the private sector on new models of housing for older people, including further Phase 3 extra care schemes

Table nine: Extra care schemes in development

<table>
<thead>
<tr>
<th>Location</th>
<th>No. of flats</th>
<th>Phase</th>
<th>Tenure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hailsham (phase 2 scheme)</td>
<td>45</td>
<td>2</td>
<td>35 rented</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>10 shared equity</td>
</tr>
<tr>
<td>Bexhill (phase 2 scheme)</td>
<td>Approx. 58</td>
<td>2</td>
<td>mixed tenure, balance to be</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>determined</td>
</tr>
<tr>
<td>Seaford (phase 3 scheme)</td>
<td>35</td>
<td>3</td>
<td>mixed tenure, balance to be</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>determined</td>
</tr>
<tr>
<td>Rye (phase 3 scheme)</td>
<td>24</td>
<td>3</td>
<td>mixed tenure, balance to be</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>determined</td>
</tr>
</tbody>
</table>

4.7 Funding

Current expenditure on supported housing and housing support services for older people is shown below:

Capital development

ESCC is working with housing partners to develop a number of supported housing schemes for older people across the county, and has made considerable capital contributions in previous years. There are several schemes which are in differing stages of development and some are subject to planning approval, but table ten indicates the potential level of development across East Sussex between now and 2015.

Table ten: ESCC capital contributions and other funding to future extra care housing schemes

<table>
<thead>
<tr>
<th>District/borough</th>
<th>No of units</th>
<th>ESCC Capital Funding</th>
<th>HCA Grant</th>
<th>Private Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wealden</td>
<td>45</td>
<td>£700,000</td>
<td>0</td>
<td>£4,651,702</td>
</tr>
<tr>
<td>Rother (Bexhill)</td>
<td>58</td>
<td>To be confirmed</td>
<td>tbc</td>
<td>tbc</td>
</tr>
<tr>
<td>Lewes</td>
<td>35</td>
<td>No</td>
<td>£400,000</td>
<td>£2,846,686</td>
</tr>
<tr>
<td>Rother (Rye)</td>
<td>24</td>
<td>No</td>
<td>tbc</td>
<td>tbc</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>162</strong></td>
<td><strong>£700,000</strong></td>
<td><strong>£400,000</strong></td>
<td><strong>£7,498,388.00</strong></td>
</tr>
</tbody>
</table>
**STEPS to stay independent**

This service is funded out of Supporting People at a cost of £1.33m.

**Sheltered housing**

Approximately £1.33m of housing support in sheltered housing is funded from the Supporting People budget.

**Extra care housing**

The housing support delivered in Phase 1 extra care housing is currently funded by the Supporting People budget at a cost of around £130k. It is currently envisaged that in future schemes housing support may be provided on a floating support model basis, depending on individual needs of tenants.

### 4.8 Priorities

In addition to the strategic commissioning intentions for older people, the following priorities have been identified:

A. Review existing and planned information and advice services for older people to ensure they are able to make informed choices and navigate service provision effectively

B. Support and contribute to transformational projects that develop sheltered housing plus, which aim to increase the ability of sheltered housing to maintain people with high care needs in their home by enhancing the current model of care provision.

C. Evaluate the effectiveness and outcomes achieved by the short term floating housing support service pilot ‘STEPS to stay independent’

D. Evaluate the effectiveness and outcomes achieved for older people by the generic long term floating support service, Reconnect

E. Evaluate existing extra care housing to consider the outcomes achieved and implications for future investment and service delivery models

F. Support the identification and development of suitable extra care housing projects on the basis of identified need and presented opportunities

G. Organise workshops with partners (for instance, districts and boroughs, voluntary and independent sector providers) to evaluate and explore housing options for older people

H. Maximise the potential of existing supported housing for older people (extra care and sheltered housing) by building links with the local community, encouraging use of communal facilities by local older people and harnessing the ‘Big Society’

I. Continue the transformation of Supporting People funded services and extra care schemes in line with Government drive for personalisation.

J. Increase awareness of dementia needs in relation to scheme design and staff training
5 People with a Learning Disability

5.1 Vision
A key aim of both this Strategy and the Learning Disability Joint Commissioning Strategy is to enable more people to be supported to live in their own homes where they have secure rights of tenancy or ownership. This is both consistent with key national drivers and reflects the changing aspirations of people with a learning disability and their families.

5.2 Background
A learning disability is a lifelong condition which makes it harder to learn, understand and communicate. People with a learning disability have a diverse range of characteristics, preferences, needs and strengths which should be responded to in a personalised way. However people may often be excluded, marginalised and discriminated against, for example only 6.4% of adults with a learning disability are in paid employment in England\(^{19}\). All levels of learning disability form part of a spectrum of needs. People with mild or moderate learning disabilities are likely to have lower support needs than people with more severe and complex learning disabilities. The County Council’s eligibility criteria for Adult Social Care support focuses on an individual’s need for support rather than any particular condition and assesses risks to each individual’s independence as a result of situational factors, such as living arrangements, social inclusion and informal family support.

People with a more severe and complex learning disability are likely to be eligible for Services funded by Adult Social Care and often need formal support to live in the community. This can range from a few hours a week through to 24 hour live-in support according to their needs. People can be disabled by excessive care and control but can flourish with enabling support which helps them achieve their full potential. People with mild or moderate learning disabilities and lower support needs may only need support from time to time – for instance with managing their tenancy and are much more likely to be living in ‘general needs’ housing with largely informal support.

Case Study Example: Getting it right
James, Patrick and Steve moved into supported housing together as joint tenants after having lived in residential care since childhood. Within 12 weeks of the move, significant improvements in their quality of life were already being made.

With support all three began to use public transport – to visit friends, go shopping, take part in community activities - in a much more widespread way than had previously been thought possible. This was particularly significant for James, who had insisted on being transported in a specific type of people carrier before. Whilst continuing to attend college and clubs, the horizons and social networks of James,

\(^{19}\) BILD (2011)
Patrick and Steve are now becoming much broader, in particular through their use of mainstream community facilities such as local swimming pools and community centres. Patrick's communication skills have greatly increased so that he is now able to voice and point to what he wants rather than just write it down, and he is beginning to explore employment possibilities.

At home, James, Patrick and Steve have much more choice over what they eat and when and they are taking an active part in meals preparation and other household management tasks. This includes growing, as well as eating, produce from the garden. They have now got a pet rabbit and are being supported to take responsibility to care for it. Steve’s mother summed it up when she said that her son had moved forward and was doing really well. She added ‘They are like a family unit; I'm very happy.’

### 5.3 Local Need

National research suggests that in 2008 there were almost 2,000 people with a severe and complex learning disability in East Sussex. It also suggests that up to 10,000 people (most of whom will not be eligible for ESCC funded Adult Social Care) have some milder form of learning disability which may mean they need some form of support to maintain their independence and enable them to participate fully in life. These research estimates, when applied to East Sussex population figures, do not correlate exactly to local knowledge of people with learning disabilities using services. However, they do indicate that the number of people eligible for Adult Social Care services is set to grow due to increasing life expectancy and that there will be prolonged and accelerated growth in the number of people with profound and multiple learning disabilities, rising from 122 in 2009 to 158 by 2026.

In February 2012, there were 1,281 people with learning disabilities known to the ESCC’s Adult Social Care Department. In 2011 it was estimated that a quarter of those aged 15+ with a learning disability were aged 60 or over, and by 2021 this proportion is set to rise to 27%. Whilst the numbers of young people reaching adulthood and coming through transition are fairly stable, the support needs of young people are increasing. This reflects increased numbers of people with more profound and multiple learning and physical disabilities surviving into adulthood and increased diagnosis of Autism Spectrum Disorders. Changing expectations and aspirations of young people and their families are also leading to a wider range of services and supports being sought out to enable people to attain their goals.

Table eleven shows the different types of accommodation setting where people with learning disabilities known to ESCC are currently living. It shows that, although in recent years the numbers of people living in residential or nursing care has begun to decline, there remains an imbalance between the numbers of people living in registered residential care and people living in their own homes with support. Whilst the number and the proportion of the placements has been declining on the last few years, there are also still over 100 people living in residential placements outside East Sussex.
Over the next three years ESCC will work in partnership with its stakeholders to address this imbalance whilst ensuring that registered residential care services are of high quality, good value for money and available to local people when required. It is those people with a learning disability for whom there is most information about housing and housing support needs. However national research suggest that there are many other people with mild or moderate learning disabilities living at home with aging carers, who are not known to councils, and about whom relatively little is known.

Of the 405 or so people living with a parent or carer, over a quarter of these people are living with a parent or carer aged 65 or over. Some of these people with learning disabilities may also be providing care and support for their aging relatives.

Table eleven (a): Where adults (18-64) with learning disabilities known to social care live (February 2012)

<table>
<thead>
<tr>
<th>Accommodation</th>
<th>Total number</th>
<th>As a % of total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>“Non settled” accommodation</strong>*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Registered Care Home</td>
<td>443</td>
<td>34.6%</td>
</tr>
<tr>
<td>Registered Nursing Home</td>
<td>21</td>
<td>1.5%</td>
</tr>
<tr>
<td>Other temporary accommodation</td>
<td>7</td>
<td>0.7%</td>
</tr>
<tr>
<td><strong>Total in “non settled” accommodation</strong></td>
<td>471</td>
<td>36.8%</td>
</tr>
<tr>
<td><strong>“Settled” accommodation</strong>*</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Settled mainstream housing with family / friends</td>
<td>405</td>
<td>31.6%</td>
</tr>
<tr>
<td>(including flat-sharing)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supported accommodation / Supported Lodgings / Supported Group Home</td>
<td>260</td>
<td>20.3%</td>
</tr>
<tr>
<td>Adult placement scheme</td>
<td>78</td>
<td>6.1%</td>
</tr>
<tr>
<td>Tenant – Private Landlord</td>
<td>25</td>
<td>1.9%</td>
</tr>
<tr>
<td>Sheltered Housing / Extra care sheltered housing / other sheltered housing</td>
<td>10</td>
<td>0.8%</td>
</tr>
<tr>
<td>Owner Occupier / Shared Ownership scheme</td>
<td>4</td>
<td>0.3%</td>
</tr>
<tr>
<td><strong>Total in settled accommodation</strong></td>
<td>782</td>
<td>61.0%</td>
</tr>
</tbody>
</table>
No recorded accommodation type | 28 | 2.2%
---|---|---
Total number of working age adults with a learning disability known to Adult Social Care 20
---|---
1,281

Table eleven (b): Where adults (18+) with learning disabilities eligible for ASC services live by % in each district and borough (May 2011)

<table>
<thead>
<tr>
<th>District or Borough</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastbourne</td>
<td>17.05</td>
</tr>
<tr>
<td>Hastings</td>
<td>21.07</td>
</tr>
<tr>
<td>Lewes</td>
<td>12.63</td>
</tr>
<tr>
<td>Rother</td>
<td>20.21</td>
</tr>
<tr>
<td>Wealden</td>
<td>19.02</td>
</tr>
<tr>
<td>Unknown or out of County</td>
<td>10.02</td>
</tr>
</tbody>
</table>

5.4 Current pathways and access to housing and housing support

*Information and advice services*

People who are eligible for Adult Social Care services have the support of a care manager to help them identify and gain access to services which fit as far as possible with their needs and preferences. A Service Placements Team has been established in Adult Social Care to become a hub of housing access expertise and to arrange access to the widest possible range of accommodation for people who meet the required eligibility criteria. As care managers are the ones advising service users and carers about the housing and housing support options which might be available to them, it is important that they are have up-to-date information on these and a realistic understanding of the possibilities of access.

People with a mild learning disability, whose needs fall outside Adult Social Care eligibility criteria are more likely to rely upon mainstream information and advice services for information, or generic floating housing support, but may need support with signposting to these services and gaining access to them. It is important that the services and professionals they seek advice from (local support groups and staff in housing options and advice services) are able to provide advice and information about available services and signpost them to the support available.

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20 “Known to Adult Social Care” refers to people who were assessed / reviewed or received a service in the year
**Floating housing support**

People with a mild or moderate learning disabilities living in their own home, regardless of tenure, may be eligible to access the short and long term floating housing support services described in chapter 3. At any one time the short term service (Home Works) works with around 120 people with a learning disability, the majority of whom (85%) are not eligible for Adult Social Care services.21

Older people with a learning disability can access the floating housing support service for older people known as ‘STEPS to remain independent’ (described in chapter 3).

People with a learning disability who need longer term housing support may be able to access the long term floating housing support service, ‘Reconnect’ (described in chapter 3).

**Aids, adaptations, and Telecare**

People with a learning disability may need access to aids or adaptations if they have a physical or sensory disability or long term condition. (One in five people referred for accommodation in the last year had limited mobility for instance, and one in 12 were wheelchair users). Some people may also benefit from the monitoring and reassurance provided by Telecare and other assistive technology. More detail on these services can be found in chapter 3.

**Supported accommodation (including Shared Lives placements)**

There are two access routes to supported accommodation options in the community for people with a learning disability. Both of these work almost exclusively with people who meet Adult Social Care criteria for care services. ESCC’s Specialist Placements Team (SPT) is the gateway to around the supported accommodation commissioned by Adult Social Care (currently around 255 places). This accommodation is provided in shared housing or cluster flats provided by the voluntary sector and larger private sector providers (most of which are occupied on a long term basis). Care and support is provided to tenants by an organisation separate to the landlord. ESCC’s SAILS service provides access to around 156 places in family homes (Shared Lives placements) or supported housing provided by private individuals.

Table twelve below shows the current geographical location of supported accommodation (excluding residential care):

---

21 Source Home Works data September 2011
Table twelve: Supported accommodation for people with a learning disability in 2011/12

<table>
<thead>
<tr>
<th></th>
<th>Lewes &amp; Wealden</th>
<th>Eastbourne</th>
<th>Hastings &amp; Rother</th>
<th>County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supported housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>cluster flats (SPT)</td>
<td>32</td>
<td>62</td>
<td>40</td>
<td>134 (33%)</td>
</tr>
<tr>
<td>Places in shared</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>housing (SPT)</td>
<td>46</td>
<td>33</td>
<td>42</td>
<td>121 (29%)</td>
</tr>
<tr>
<td>Supported housing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>places (SAILS)</td>
<td>10</td>
<td>13</td>
<td>22</td>
<td>45 (11%)</td>
</tr>
<tr>
<td>Shared Lives</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>placements (SAILS)</td>
<td>30</td>
<td>7</td>
<td>74</td>
<td>111 (27%)</td>
</tr>
<tr>
<td>Total existing places</td>
<td><strong>118 (29%)</strong></td>
<td><strong>115 (28%)</strong></td>
<td><strong>178 (43%)</strong></td>
<td><strong>411 (100%)</strong></td>
</tr>
</tbody>
</table>

If we assume that vacancy rates will be between 4% and 5%, we can expect that between 16 and 20 vacancies will arise each year, of which three quarters will be in supported housing. In addition a further 67 units are currently projected to come into management for the first time during 2013/14 as a result of new capital developments (see more details below).

5.5 National and local policy direction

Valuing People Now (2009), the Government’s Strategy for people with learning disabilities, emphasises that social care, health and housing professionals must work together to enable people with learning disabilities to have greater choice and control over where and how they live, who they live with and who supports them. It states that people with learning disabilities, including people with high support needs, can live successfully in many different kinds of housing and can manage, with support, a full range of tenures including owning their own homes.

As part of ESCC’s wider personalisation strategy to enable more people to exercise greater choice and control, ESCC is aiming to ensure a wider range of housing options are available for people with learning disabilities in East Sussex. It is also our aim to work with the local market to ensure a wide range of good quality, person centred care and support services are available to support people in more independent settings.

By developing models of housing and housing support which successfully balance choice, independence and best value, ESCC and its partners will seek to ensure the
long term affordability and sustainability of community-based housing and housing support for people with learning disabilities in East Sussex.

Specific aims for housing and housing support services include:
- enabling people to live as independently as possible within the community
- offering a wider range of supported housing and housing support options to address a wide range of needs for care and both housing and support services
- enabling and supporting people to exercise choice, for instance in who they share a home with and in the location of their housing
- continuing to reduce the numbers of people with a learning disability entering residential care

Fulfilling these aims, whilst the same time ensuring that the balance of community care funding between older people and working age adults reflects the growing proportion of older people, will be a challenge. Ensuring that community care funding for people living in supported housing is targeted exclusively towards East Sussex residents, will form an important part of responding to this challenge.

5.6 Strategic commissioning intentions
The ESCC commissioning intentions for supported housing and housing support services for people with a learning disability or a learning difficulty are:

A. Continue to commission generic short term floating housing support services like Home Works or STEPS to stay independent using the Supporting People framework

B. Continue to commission a generic long term floating housing support service like Reconnect which will cover the needs of people with a learning disability or cognitive impairment, using the Supporting People framework.

C. Continue to support the provision of Aids and adaptations in East Sussex

D. Continue to support the provision of existing Telecare in East Sussex and contribute to the development of more sophisticated Telecare provision to support the independence of clients

E. Continue to commission a variety of tenancies in supported housing clusters, and shared group homes

F. Continue to commission a variety of shared lives and supported housing placements via the SAILS service

G. Commission the development of four dedicated supported housing schemes with a total of 42 self contained flats under an agreed programme with the Homes and Communities Agency, the Districts and Boroughs and Registered Providers.

H. Continue further developing a close working relationships with districts and boroughs, landlords and developers, in order to maximise future development opportunities and to agree joint protocols around nomination rights.
I. Commission further supported housing schemes where there are established needs and opportunities which meet strategic priorities.

5.7 Funding

Current expenditure on supported housing and housing support services for people with a learning disability is shown below:

**Capital development**

ESCC is working with housing partners to develop a number of supported housing schemes for people with learning disabilities across the county. These schemes are in differing stages of development and some are subject to planning approval, but table thirteen indicates the potential level of development across East Sussex between now and 2015.

<table>
<thead>
<tr>
<th>District/borough</th>
<th>No of units</th>
<th>ESCC Capital Funding</th>
<th>HCA Grant</th>
<th>RP Private Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hastings - St Leonards</td>
<td>13</td>
<td>£757,500</td>
<td>£600,000</td>
<td>£887,315</td>
</tr>
<tr>
<td>Lewes - Seaford</td>
<td>9</td>
<td>£450,000</td>
<td>0</td>
<td>£817,841</td>
</tr>
<tr>
<td>Wealden - Hailsham</td>
<td>10</td>
<td>£300,000</td>
<td>0</td>
<td>£1,033,712</td>
</tr>
<tr>
<td>Wealden - Polegate</td>
<td>10</td>
<td>£604,000</td>
<td>0</td>
<td>£1,017,612</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>42</strong></td>
<td><strong>£2,111,500</strong></td>
<td><strong>£600,000</strong></td>
<td><strong>£3,755,940</strong></td>
</tr>
</tbody>
</table>

**Home Works**

It is estimated that the equivalent of around £227,000 of housing support is delivered to people with a learning difficulty via the Supporting People funded Home Works floating housing support service (based on average costs and 2010/11 service user data).

**Supported accommodation**

The Supporting People budget is one of the primary sources of funding for housing support in supported accommodation for people with a learning disability. This includes around £188,000 of revenue funding for SAILS service users, and £566,000 of funding for people living in other forms of supported accommodation.

Adult Social Care budgets also fund housing support for people living in supported accommodation. This includes at least £267,000 of funding for housing support to SAILS service users at any point, as well as additional funding for housing support for people living in other forms of supported accommodation.

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22 Based on 96 people in SAILS accommodation in February 2012 assumed to be receiving a basic level of housing support (excludes 30 people without capacity)
5.8 Priorities

In addition to the strategic commissioning intentions for people with a learning disability, the following priorities have been identified:

A. Ensure that a minimum of 62% of Adult Social Care eligible clients are living in the community rather than residential care.

B. Review systems and processes to promote and encourage greater use of supported housing where this is consistent with the needs of service users.

C. Continue the development of the Learning Disability Design Model. This will ensure, that in future 20% of units are developed to wheelchair standards and that schemes are of an optimum size, layout and design.

D. Develop an agreed approach to design and commissioning of appropriate care and support for planned supported housing schemes, with the involvement of providers and partners

E. Devise a system to maximise the utilisation of supported housing schemes for people who are ordinarily resident in East Sussex.

F. Continue the transformation of Supporting People funded services in line with Government drivers of personalisation.
6 People with Mental Ill Health or Disorder

6.1 Vision

Our vision is the delivery of a range of supported housing and housing support options for people in East Sussex with mental ill health, appropriate to their needs, circumstances and preferences. The range of services available to people with mental health needs should include mainstream housing (of all tenure types) and generic floating housing support services, as well as more specialist housing and housing support services, such as supported accommodation. Specific aims for housing and housing support services include:

- supporting people to sustain their accommodation through periods of crisis or difficulty
- avoiding accommodation loss (for instance due to rent arrears or periods of hospitalisation)
- supporting people to exercise housing choice (for instance through assistance with applications for mainstream housing)
- helping people to avoid and move on from periods of institutional care (for instance residential care or inpatient stays)

6.2 Background

People with mental ill health are at risk of homelessness as their condition can make it difficult for them to find and maintain good quality housing. At the same time, homelessness, poor quality housing and housing insecurity can reduce mental well-being and exacerbate existing mental ill health.

Episodes of mental ill health are common across the population as a whole, with as many as one in four suffering a period of mental ill health at some point. For most people with a stable lifestyle, adequate resources and reliable support networks it is possible to continue to maintain a reasonable level of well-being throughout this period and recover with support from friends, family and sometimes the GP.

People with serious and enduring mental ill health (for instance people with severe depression, bipolar disorder or schizophrenia) may have less security in their life and fewer internal and external resources to draw upon. They are much more likely to live in the private rented sector, or be homeless, to be unemployed and to suffer social isolation. Housing problems are frequently cited as a reason for a person being admitted or re-admitted to inpatient mental health care, and difficulties in finding appropriate accommodation and lack of appropriate move-on housing are major reasons for delays in discharging people back into the community from secondary care (for instance hospital psychiatric wards).

23 Joint Commissioning Strategy for Mental Health March 2008 (draft)

Case study example: Getting it right

Janine had lived in a care home for over 13 years and thought it would be where she would stay for the rest of her life. When she was told she had to leave she felt ‘devastated’ and burst into tears, fearing that she would have no choice over her next home. Support workers reassured that she would have choice over where she lived and who with and began helping her to develop her cooking, shopping, and other independent living skills.

Janine felt reassured knowing that others had left the care home before her and had settled in well to supported housing. She went to visit one of the supported housing schemes they had gone to with her support worker and met the staff. She decided that she wanted to live there and met with an officer from the SAILS service to talk through what life would be like there – for instance if she could have visitors, and what effect the move would have on her benefits. She realised that she would have more independence and freedoms and be better off financially.

Although it was strange at first to be able to take more responsibility for her own choices and to have more independence, Janine gradually got used to that and has valued the support and encouragement she receives from staff and other tenants. Janine’s family had worried about the move initially but now they can see how good it has been for her. Janine says ‘I feel happier, more confident and get out more now’.

6.3 Local Need

The diagram below shows the large numbers of people within East Sussex at any one time experiencing mental ill health, from common problems such as obsessive behaviours, anxiety attacks and bouts of less serious depression, through to more serious and disabling conditions such as schizophrenia, severe depression and bipolar disorder. It also includes an estimate of mental disorders, such as personality disorder.
This level of needs is a challenge for public services to respond to. It is important that expenditure is targeted effectively, not just at responding to crisis situations, but also in avoiding them and building up the resilience and resources of individuals so that they can both avoid periods of mental ill health and recover more quickly.

Whilst advances in medicine are helping to treat people effectively and increase compliance with prescribed treatments (for instance by reducing side effects), more is now understood about the important role of non-medical factors such as regular exercise, a good diet, employment and other meaningful activities, as well as access to talking therapies which can help people to understand and avoid unhelpful learned behaviours. It is estimated that between a third and a half of all people with serious mental health problems are engaged in problematic substance misuse, underlining the need for close joint working between mental health and substance misuse services.

The need for housing support can vary widely and a range of services are needed, from supported accommodation with staff on site through to periodic visiting housing support. Without this there are risks of repeat homelessness for some people.

For individuals the need for support can fluctuate from little or no support to intensive support. It is important that services (both accommodation-based and floating housing support services) can respond to these fluctuations and do not, for instance, simply provide a constant low level of support which may be too much at times and not enough at others. Service access arrangements need to take account of the reluctance of some people at risk of mental ill health to give up a service, due to fears that the support will not be there when they need it again.

Historically there has been an over-reliance on residential care homes as an accommodation option for people with mental health needs. At any one time there are currently 130-140 people in residential care home placements funded by ESCC Adult Social Care.
6.4 Current pathways and access to housing and housing support

**Information and advice services**

People who are eligible for Adult Social Care services have the support of a care manager to help them identify and gain access to services which fit as far as possible with their needs and preferences. As care managers are often the people advising service users about the housing and housing support options which might be available to them, it is important that they have up-to-date information on these and a realistic understanding of the possibilities of access, together with information on welfare benefits. There are two specialist accommodation workers currently attached to the Hastings Mental Health Recovery Service, who are funded from core support grant.

People whose needs fall outside eligibility criteria for Adult Social Care are more likely to rely upon mainstream information and advice services for information, but may need support with accessing and using those services. It is important that the services and professionals they do seek advice from (for instance assessors in Community Mental Health teams, local support groups such as MIND, and staff in housing options and advice services within the districts and boroughs) are able to provide advice on available services and how to access them.

**Floating housing support**

People with mental health needs who live in their own home, regardless of tenure, may be eligible to access the short and long term floating housing support services described in chapter 3.

At any one time the Home Works short term floating support service supports in excess of 600 people with a range of identified mental health needs, which represents just over a third (30%) of the service’s clients. Since the recorded level of referrals from Community Mental Health teams (CMHTs) to Home Works is much lower than this percentage (3%), it is likely that many of these people have needs outside eligibility criteria for Adult Social Care. This early intervention by housing support services may help to reduce pressure on statutory mental health services through avoiding accommodation difficulties or loss and the anxiety and stress that this can create.

Older people with mental health needs can access short term floating housing support via the ‘STEPS to stay independent’ pilot service, if they meet the criteria (see chapter 3 for a description of STEPS). Older people with mental health needs who need longer term housing support can access Reconnect (see chapter 3)


**Supported Accommodation**

In 2011 there were 231 units of supported accommodation available for people with mental health needs, broken down as shown in table fifteen. More than three quarters of these are available via the SAILS service and are almost exclusively available to people eligible for Adult Social Care services. Of the remainder, 43 places are accessed via the district or borough in which they are located and five via Adult Social Care.

Turnover in supported housing can be hard to predict and is dependent upon the needs of the individual (for instance whether they need long term or short term housing support), the level of resettlement support given to them, and the availability of alternative housing. Sixty four vacant units of supported housing became available in 2010.

<table>
<thead>
<tr>
<th></th>
<th>Lewes &amp; Wealden</th>
<th>Eastbourne</th>
<th>Hastings</th>
<th>Rother</th>
<th>County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supported housing (Vol)</td>
<td>0</td>
<td>24</td>
<td>12</td>
<td>12</td>
<td>48 (21%)</td>
</tr>
<tr>
<td>Supported housing (SAILS)</td>
<td>22</td>
<td>64</td>
<td>48</td>
<td>14</td>
<td>148 (64%)</td>
</tr>
<tr>
<td>Shared Lives placements (SAILS)</td>
<td>8</td>
<td>10</td>
<td>13</td>
<td>4</td>
<td>35 (15%)</td>
</tr>
<tr>
<td>Total places</td>
<td>30 (13%)</td>
<td>98 (41%)</td>
<td>73 (32%)</td>
<td>30 (%)</td>
<td>231 (100%)</td>
</tr>
</tbody>
</table>

**6.5 National and local policy direction**

The Government strategy ‘No Health without Mental Health’\(^{25}\) highlights the importance of housing for prevention and recovery from mental health problems and highlights a number of areas for action, including:

- Early intervention when signs of mental ill health begin to appear
- Ensuring equitable access to services such as housing
- Building care and support around outcomes that matter to individuals to enable them to live the lives they want to live, including good relationships, purpose, education, housing and employment
- Involving families in assessment and support

The East Sussex Mental Health Commissioning Strategy was produced in 2008 and reflects the emphasis within national policy and strategy documents. It recognises that people tend to want a ‘life’ (and all that entails such as stable housing, social networks and meaningful activities) rather than mental health services per se. It identified a focus for joint commissioning to provide support for people to achieve those outcomes, and stressed the importance of both practical and emotional support to build up resilience to future episodes of mental ill health.

Historically there has been an over-reliance on residential care homes in East Sussex as a form of housing for people with mental health needs, and enabling a shift in provision and resources towards supporting people to take up and maintain community based housing and support services remains a priority for the county council. As well as producing better outcomes for service users, the reduction in use of expensive residential care placements also frees up resources for other service delivery. Mental health commissioners and providers are currently working to deliver £1.6million of savings from resettlement and recovery work by 2013/14, some of which will be available for investment in more enabling housing and housing support services.

Despite current efforts to resettle people with mental health needs into supported accommodation rather than residential care (including the deployment of dedicated resettlement officers), the numbers in residential care are proving difficult to reduce as shown in table sixteen below. The remaining cohort of service users present with higher levels of need and with more challenging behaviour and therefore finding appropriate alternative housing and support solutions has presented difficulties.
Table sixteen: Numbers in residential care

<table>
<thead>
<tr>
<th></th>
<th>2011/12</th>
<th>2012/13</th>
</tr>
</thead>
<tbody>
<tr>
<td>No’s in residential care at start of year</td>
<td>136</td>
<td>134</td>
</tr>
<tr>
<td>No’s coming into residential care during year</td>
<td>29</td>
<td>25</td>
</tr>
<tr>
<td>No’s resettled from residential care during year</td>
<td>22 (+ 9 attrition(^26))</td>
<td>33 (+ 1 attrition(^27))</td>
</tr>
</tbody>
</table>

Since a review of Supporting People funded specialist accommodation in 2010/11, changes are being implemented in supported housing to ensure that housing support is clearly focused on recovery and resettlement for those that need it most\(^28\), that timely throughput is achieved in services, and that housing support and specialist mental health services work more closely together to promote good outcomes for individual service users. These changes should bring about much better utilisation of existing resources as well as better outcomes for service users.

More work is under way to develop service pathways which will aim to divert more people with mental ill health or disorder away from residential care and to explore the role supported housing models and floating housing support could play. In providing pathways through the system of service provision our aim is that clients can move on if they are able to live in mainstream housing with low level support, or no support at all.

\(^{26}\) Where service user returned home or no longer required support

\(^{27}\) ditto

\(^{28}\) Supported housing is now focused on people 18+ with a mental disorder or ill health who are accessing or need support to access mental health services and do not have the skills to live independently with floating housing support.
6.6 Strategic Commissioning intentions

The ESCC commissioning intentions for housing and housing support services for people with mental health needs are to:

A. Continue to commission generic short term and long term floating housing support services which can cater for people with mental health needs
B. Continue to commission supported accommodation services via SAILS
C. Continue to commission specialist accommodation based services for people with mental ill health or mental disorder under the Supporting People framework
D. Continue to commission the development of two dedicated supported housing schemes providing 26 self contained flats
E. Continue working with partners to maximise future development opportunities (according to established needs)
F. Commission other supported housing where there are evidenced local needs and opportunities arise
G. Ensure that a residential Tiered Framework is in place which will enable people to build skills and move away from long-term residential provision as well as ensure people are supported with rapid interventions to ensure they do not move into residential setting unnecessarily

6.7 Funding

Current expenditure on supported housing and housing support services for people with mental health needs is shown below:

**Capital development**

ESCC is working with housing partners to develop supported housing schemes for people with mental health needs. There are three schemes in differing stages of development and some are subject to planning approval, but table sixteen indicates the potential level of development across East Sussex between now and 2015.

<table>
<thead>
<tr>
<th>District/borough</th>
<th>No of units</th>
<th>ESCC Capital Funding</th>
<th>HCA Grant</th>
<th>RP Private Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hastings</td>
<td>10</td>
<td>£100,000</td>
<td>£492,000</td>
<td>£683,662</td>
</tr>
<tr>
<td>Lewes</td>
<td>4</td>
<td>None</td>
<td>tbc</td>
<td>tbc</td>
</tr>
<tr>
<td>Eastbourne</td>
<td>13</td>
<td>£263,000</td>
<td>0</td>
<td>£1,620,604</td>
</tr>
<tr>
<td>Rother</td>
<td>13</td>
<td>£410,000</td>
<td>£700,000</td>
<td>£926,250</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>40</strong></td>
<td><strong>£773,000</strong></td>
<td><strong>£1,192,000</strong></td>
<td><strong>£3,230,516</strong></td>
</tr>
</tbody>
</table>
Home Works
Around a third of current users of the Home Works floating housing support service have a primary or secondary need of mental ill health. It can be estimated therefore that the equivalent of around £1.3m of the total revenue funding cost of that service (which is funded by Supporting People) is invested in support for people with mental health needs.

Supported accommodation
The Supporting People budget is one of the primary sources of funding for housing support in supported accommodation for people with mental health needs. This includes around £444,000 of revenue funding for SAILS service users, and £402,000 of funding for people living in other forms of supported accommodation.

Adult Social Care budgets also fund housing support for people living in supported accommodation. This includes at least £287,000 of funding for housing support to SAILS service users\(^{29}\). Adult Social Care also fund another five places in supported housing.

6.8 Priorities
In addition to the strategic commissioning intentions for people with a mental health need, the following priorities have been identified:

A. A review will be undertaken of information & advice services to ensure these adequately support people with mental health needs to find out about and access relevant services (such as choice based lettings services)
B. Assessment and analysis will be undertaken to establish an overview of local needs for supported housing
C. Resources will be redirected from institutional accommodation based services to supported housing or floating housing support services
D. Service pathways will be developed to the full variety of supported housing options in order to promote the avoidance of residential care placements
E. Evaluate new supported housing schemes which will include benchmarking against other options such as floating housing support, and private rented sector access models
F. Suitable service models will be developed for new supported housing schemes
G. Continue transformation of Supporting People funded services in line with central Government drives for personalisation.

\(^{29}\) Based on 96 people in SAILS accommodation in February 2012 assumed to be receiving a basic level of housing support (excludes 30 people without capacity)
7 People with a Physical or Sensory Impairment

7.1 Vision

Our vision is the delivery of a range of housing and housing support options for people with a physical impairment in East Sussex, according to their needs, circumstances and preferences. The range of services available to people with a physical impairment should include mainstream housing (of all tenure types) and generic floating housing support services, as well as more specialist housing and housing support services, such as supported housing. Specific aims for housing and housing support services for people with physical impairment include:

- support to continue living in their home which is suitable for or can be adapted for their needs
- offering a range of housing and housing support options including those which combat social isolation as well as easy access to care
- helping people to avoid admission into hospital or residential care and return home after periods of institutional care

7.2 Background

Around one in five of the adult population in the UK is disabled; however this group overlaps significantly with the older people client group and people with a learning disability. The majority of disabled people experience low level impairments. People using a wheelchair or who are deaf or blind are in the minority.

It is often thought that all disabled people need is accommodation which is adapted for their specific needs. However disabled people often experience a number of disadvantages that impact on their need for housing support. People with a disability are\(^{30}\):

- *More likely to live in poverty* – with an average income less than half that of non-disabled people
- *Less likely to have educational qualifications* – more than 40% of disabled people do not have the appropriate skills to enter the labour market.
- *More likely to be economically inactive* – only one in two disabled people are in paid work compared to four out of five non-disabled people
- *More likely to have been a victim of hate crime* – a quarter of people with a disability report being a victim of hate crime or harassment, and this rises to almost half for people with a mental health condition

\(^{30}\) *Improving the life chances of disabled people* Cabinet Office (2005)
In addition people with a disability can find it difficult to negotiate aids and adaptations services, and make informed choices about the relative merits and feasibility of adapting existing accommodation compared to moving to already adapted accommodation.

Housing support can help people with a physical impairment, sensory impairment or long term neurological condition to remain in their own homes as long as possible, and access the services they need for an improved quality of life. This might include help with negotiating aids and adaptations to assist with daily living in the individual’s current home or help to arrange a move to more suitable accommodation.

### 7.3 Local need

Key factors that may influence demand for health, social care and supported housing services include:

- Continual improvements in neo-natal care are resulting in an increase in the number of children with a range of complex impairments, who are surviving into adulthood;
- The demographic profile of East Sussex shows an increase of the numbers of people with physical and sensory impairments
- The prevalence of people with long term neurological conditions is increasing
- Lifestyle choices that are increasing the prevalence of long term conditions and the strong link to prevalence of physical impairments.
- The projected increase in the incidence and prevalence of long term conditions including diabetes, cardiovascular, respiratory conditions. There is an estimated population of 35,000 people aged 16-64 years living with a limiting long term illness
- Improved survival rates of people who have an acute episode but are left with a physical impairments, sensory impairments or cognitive impairments;
- Improvements in healthcare technologies and pharmacological interventions have increased the number of disabled people and those with long term conditions living in the community

The net result of the above is that if there is no radical improvement in public health there may be increased number of people with mild, moderate and complex needs living in the community who require support to retain their independence and continue to take an active part in their community and local economy.

### 7.4 Current pathways and access to housing and housing support

All the districts and boroughs are aiming to ensure that new developments of social housing meet Lifetime Homes standards. Mobility adapted properties are available for people to bid for through Sussex Home Move, the choice based lettings systems. Whilst registered applicants with a physical or sensory impairment will have priority
for such properties where they meet their assessed needs, such properties are not reserved for people with those needs. This can result in a ‘loss’ of adapted property.

**Information and advice services**

People who are eligible for adult social care services have the support of a care manager to help them identify and gain access to personalised care and support services which fit as far as possible with their needs and preferences. A service placements team has been established in Adult Social Care to become a hub of housing access expertise and to arrange access to the widest possible range of accommodation for people who meet criteria. As care managers are the ones advising service users and carers about the housing and housing support options which might be available to them, it is important that they are have up-to-date information on these and a realistic understanding of the possibilities of access.

People with a physical and sensory impairment, who are not eligible for adult social care funded support are more likely to rely upon mainstream information and advice services for information, but may need support with signposting to these services and gaining access to them. It is important that the services and professionals they do seek advice from are able to provide advice and information about potentially available services and signpost onto support in accessing these where possible.

**Generic services**

People with a physical or sensory impairment have access to the following generic services, which are described more fully in chapter 3 and summarised here:

**Floating housing support** - People of working age with a physical disability living in their own home, regardless of tenure, are eligible to access the Home Works floating housing support services. In September 2011 305 people of working age using Home Works were identified as having a primary or secondary need of physical or sensory impairment.31 People who are 65+ have access to a dedicated short term floating housing support service for older people, STEPS to stay independent. People with a physical or sensory impairment who need longer term housing support can also access the new long term floating support service, Reconnect.

**Community Equipment** - ESCC commissions the integrated community equipment service in partnership with local NHS organisations to provide a range of equipment to support people remain in their own homes to meet eligible needs. Where the individual has eligible needs, equipment is provided free of charge irrespective of income or capital. The service also provides minor adaptations at a cost of less than £1,000 free of charge, such as installation of grab rails. Where a disabled person

31 Source Home Works data September 2011
needs an adaptation with a cost of over £1,000 they are referred to the relevant housing authority to apply for Disabled Facilities Grant (see below).

**Disabled Facilities Grant** - Disabled Facilities Grant (DFG) is administered by boroughs and districts to support people who are tenants or owner occupiers to have adaptations to their home when necessary due to a long term condition.

**Housing Solutions** - From 2012 Housing Solutions Workers will be available in Eastbourne, Hastings and Wealden to support applicants to explore and access other solutions when an adaptation to a home has been applied for but is not seen to be necessary or appropriate.

**Telecare** - Telecare can be used to summon help when required (via a community alarm service) and/or monitor safety and well-being.

**Independent Living Service** - This service can work with vulnerable adults to help them link into a wide variety of housing, health, social care and community services.

**Supported Housing**

There is no supported housing at present specifically reserved for people with a physical or sensory disability; however a number of units are included in the development pipeline and are due in management as follows:

**Table twenty two – Supported housing new developments for people with a physical or sensor impairment**

<table>
<thead>
<tr>
<th>Borough/district</th>
<th>No. of units</th>
<th>Due into management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lewes</td>
<td>2</td>
<td>February 2013</td>
</tr>
<tr>
<td>Eastbourne</td>
<td>5</td>
<td>February 2014</td>
</tr>
</tbody>
</table>

**Case study example – Getting it right**

Mr Clements was in his fifties and had worked all his life, but gave up work five years ago to care full time for his step-father who was diagnosed with Dementia. The needs of his step father gradually increased to the point where both men felt it would be better if he moved into Mr Clements’ home. Mr Clements re-arranged his home so that they could both sleep downstairs. At that stage he was not aware that any other help would be available to him.

Following advice from Age Concern he contacted the Independent Living Service (ILS) and began to receive a range of support. ILS staff discussed benefit entitlements and advised Mr Clements that he could apply for Attendance Allowance
on his step-father’s behalf; and a Carer’s Allowance for himself as he had given up work. They also referred him to the Pensions service and for an Adult Social Care assessment for his step-father.

ILS staff also discussed how Mr Clements managed when taking his step-father out and helped him to get a Blue Badge (disabled parking) so that he could park nearer to shops, supermarkets, and clinics when his step-father was with him.

ILS staff helped Mr Clements realise that there was other support available to him as a carer and encouraged him to get a carers assessment, and told him about the Carers Respite Emergency Support Service (CRESS) that provides emergency care and support to the cared for person if the carer has an emergency.

Six weeks after their initial visit a number of important changes had already happened:

- A social care assessment had been carried out and of Telecare had been installed in the home to minimise risks to his step-father
- Mr Clements reported that it was much easier to take his step-father out now that he had a Blue Badge
- Mr Clements’ step-father had begun receiving attendance allowance which was having a big impact on the household budget
- Mr Clements welcomed the support from the Carers service and the knowledge that there were others in a similar situation to himself
- Mr Clements’ emotional well being had improved significantly as he no longer felt alone and many day to day things were now possible.

7.5 National and local policy direction

In 2005 the Government published ‘Improving the Life chances of Disabled People’ and created a vision that disabled people should have the same opportunities and choices as non disabled people to improve their quality of life and be respected and included as equal members of society.

In 2007 ‘Putting People First: A shared vision and commitment to the transformation of adult social care’ was published. At its heart was a pledge to ensure that all public bodies work together towards a society that enables individuals to have maximum choice and control over their lives and that values the contributions that all people can make, whether they need support from others now or in the future.

ESCC’s ‘Improving Life Chances’ strategy 2009-2012 sets out four key priorities as follows:

- Improving personalisation, choice and control
- Improving inclusion through access to work, leisure, community support networks, and a range of housing opportunities
• Improving integration of service delivery
• Improving involvement of people with a physical or sensory impairment in service planning and delivery

7.6 Strategic commissioning intentions
The ESCC commissioning intentions for housing and housing support services for people with a physical or sensory impairment are to:

A. Continue to commission generic short term and long term floating support services which can cater for the needs of people with PSI
B. Continue to support the Independent Living Service
C. Continue to review and support Telecare provision in East Sussex
D. Contribute to the development of a more sophisticated system of Telecare which promotes independence and living in the community on a larger scale than currently occurs.
E. Commission the development of a supported housing scheme which caters for five people with a physical or sensory impairment in Eastbourne
F. Commission further supported housing schemes depending on established need and opportunity

7.7. Funding
Current expenditure on supported housing and housing support services for people with a physical or sensory disability is shown below:

Capital development
The following capital funding has been committed for new supported housing for people with a physical or sensory impairment:

Table twenty-three – ESCC Capital contributions and other funding

<table>
<thead>
<tr>
<th>Proposed Development</th>
<th>Location</th>
<th>ESCC Capital Funding</th>
<th>HCA Grant</th>
<th>RP Private Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 Units</td>
<td>Eastbourne</td>
<td>£410k</td>
<td>0</td>
<td>£623,309</td>
</tr>
</tbody>
</table>

Floating housing support
The combined funding for generic floating housing support services (Home Works, STEPS, plus the new long term floating support, Reconnect) service will be £5.95m from 2012/13 onwards. Service usage data for Home Works suggests that 12% of
service users of Home Works have a physical or sensory impairment. Proportions for the long term floating support service may be higher.

Generic services

Funding levels for generic services and services for older people are contained in chapters 3 and 4 respectively.
7.8 Priorities

In addition to the strategic commissioning intentions for people with a physical or sensory impairment, the following priorities have been identified:

A. Develop a service pathway for clients with physical and sensory impairment which includes various housing options and supported housing schemes.

B. Establish the extent of need for and the locality in which new supported housing schemes will be required in the future.

C. Develop a feasible service and finance models for supported living schemes for service users who are currently placed in residential care or in out of county placements.

D. Evaluate the Eastbourne supported housing scheme, once in management, to assess quality of life and value for money in order to inform potential future remodelling of schemes and new developments.

E. Work with housing colleagues in districts and boroughs to identify ways of ensuring the effective use of adapted properties.
8 Young people (including Young Parents)

8.1 Vision

Our vision is the delivery of a range of housing and housing support options for young people, appropriate to their needs, circumstances and preferences. The range of services available to young people should include mainstream housing (of all tenure types) and generic floating housing support services, as well as more specialist housing and housing support services, such as foyers or supported lodgings. Specific aims for housing and housing support services for young people include:

- supporting young people to develop tenancy management and independent living skills
- avoiding accommodation loss (for instance due to rent arrears or anti-social behaviour)
- ensuring a timely throughput of short term housing through planned moves to more settled accommodation
- linking service users into specialist services to meet their broader needs

8.2 Background

The term ‘young people’ is used in this context to refer to people aged 16-25. The teenage years can be a turbulent time for most young people, and this is particularly the case for children who have experienced difficulties in their childhood, including young people who have been in the care of the County Council.

There are strong links between disrupted, abusive or negative relationships as a child and youth homelessness, and the biggest single predictor of youth homelessness is a poor relationship with a primary carer, which increases the risk of homelessness by 13 times\(^\text{32}\). The key risk factors for youth homelessness are a history of parental mental ill health, frequent moves, violence within the home, sexual abuse, and conflict with parents or step parents\(^\text{33}\).

As well as a time when young people generally take increasing steps to their own independence it is also a time when the impacts of childhood trauma, abuse and neglect can become very visible – for instance in the form of conduct disorder, substance misuse, offending behaviour and other risk taking behaviours.

All of this means that many young people who become homeless or who break away from the family home at this stage, or who leave local authority care, are likely to be highly vulnerable and in need of emotional as well as practical support. At this


\(^{33}\) Tackling Youth Homelessness: Policy Briefing 18
difficult time they are likely to require a combination of consistent, persistent, caring and reliable support together with firm boundaries.

Young parenthood is associated with social disadvantage, both as a result of becoming a parent at a very young age and as a factor contributing to its incidence. For instance 40% of young women who have been in the care of the local authority as a “looked after” child are mothers by the age of 20, and young mothers are more likely to suffer physical or mental ill health. The children of young parents have more accidents and more behavioural problems than average, and teenage mothers in poor housing and without a resident partner are more likely to suffer anxiety and depression34. The key factors which characterise the experiences of young mothers who do well include support from their family, having a positive partner relationship, and developing a career or employment they enjoy35.

Research shows that young fathers find it very difficult to stay involved with their children, even if they wish to do so, as support and interventions tend to be focused on the mother. Research has found that where the young mother and father were both aged 17 or younger, only 2% of those fathers were involved with the child nine months after the birth. Young fathers described a lack of support, advice and information, and that they were made to feel ignored, marginalised and uncomfortable by the services available36.

Young people with severe and complex learning difficulties also need specialist support to make a successful transition between services, when their care and support will cease to be managed by Children’s Services and begin to be provided by Adult Social Care. East Sussex County Council has recently launched a dedicated Transitions Team, which comprises workers from both services who support clients and their families through the transition process. Whilst some of the care needs may require the provision of residential care, it is envisaged that a large proportion of clients coming from Children’s Services can, with appropriate support, live independently in their own home, either in supported accommodation or in the community.

**Case study example: Getting it right**

Frankie was 19 year old when he went to live in supported housing for young people. His life had taken a downturn after he lost his job, his relationship failed, and he had been asked to leave his family home. Frankie tried to live in his car and become seriously depressed. After trying to take his own life he was sectioned under the Mental health Act. When he first went to live in supported housing Frankie found it hard to engage. His confidence and self esteem were very low and he used

34 **Consequences of Teenage Parenthood: pathways which minimise the long term negative impact**, Teenage Pregnancy Unit Research Briefing No 8


alcohol as a way of coping. Support staff tried hard to engage Frankie by finding things he was interested in. They recognised he had a talent for music for instance and encouraged him to help run music and street art sessions. They also worked hard with other agencies to make sure that Frankie received the support he needed with his mental ill health, substance misuse and offending behaviour. At the same time as supporting Frankie to develop independent living skills they also worked with him to bolster his self belief. Frankie said that he had always wanted to be a welder but had been told he was not good enough. The supported housing provider approached charitable funder to pay the fees for a welding course which he has completed successfully.

Frankie is now ready to be re-housed, has re-established a relationship with his family and is playing an active role in advocating for younger residents and supporting and encouraging them to engage. Most importantly, Frankie now has the self belief to know that he can succeed in reaching his goals and now has both the skills and determination to do so.

8.3 Local need

The Youth Homelessness strategy identifies that 84 young people aged 16 to 17 are accepted as homeless every year, and that a further 38 care leavers need accommodation each year. It further estimates that another 213 young people in priority needs groups would require accommodation (teenage parents, drug users, offenders, and other young people at risk) however this is an estimate and not based on evidenced need. The strategy implies that all 335 will require accommodation with housing support.

Whilst all homeless 16 and 17 year olds are regarded to need support, the level of support may vary. A small number of young people – estimated to be up to 12 per year – need fairly high level support which is not adequately catered for in current services. These include care leavers and others with significant mental health difficulties including attempted suicide and significant self harm; young men with sexually predatory behaviour who have been sexually abused themselves and who pose a risk to children and other vulnerable young people; care leavers who have moderate learning difficulties who are extremely vulnerable but do not meet the criteria for Adult Services; prolific offenders known to Youth Offending Services who may have been convicted of serious offences (such as wounding with intent, ABH etc); and care leavers who, because of their childhood histories of extensive abuse, are at risk of sexual exploitation. The impact of the lack of appropriate housing and support to meet the needs of these particularly vulnerable young people is that the majority are placed in bed and breakfast accommodation leaving them at a greater risk to themselves and in some cases to members of the public, including other young vulnerable people.

Countywide, a total of seventy young people aged 16/17 were placed in bed & breakfast accommodation during the period January to December 2011. The need to use bed and breakfast accommodation is greater in the West of the county.
8.4 Current pathways and access to housing and housing support

In East Sussex most homeless 16 and 17 year olds are assisted under Section 17 of the Children’s Act which means they remain eligible for benefits, are not formally taken into care, and are reported to retain their priority need under homelessness legislation. A small number of homeless 16 and 17 year olds become ‘looked after’ under Section 20 and these young people become the financial responsibility of ESCC (as their corporate parent as children in care) and cannot claim benefits. Once these young people reach 18 they have a priority need for housing under homelessness legislation and are able to claim benefits.

If a return home is not possible or appropriate, one of two housing support workers employed by children’s services (one each for the East and West of the county) will work with the young person to achieve the most suitable placement for them, and help to link them into other services such as Home Works, Connexions and Youth Development Services. The same process applies to teenage parents who are aged 16 or 17.

Homeless young people aged 18+ are in priority need if they are care leavers. If they are not they will be assessed for vulnerability or other priority need in the same way as other adults.

Private rented accommodation

Section two of this strategy highlighted the difficulties that all vulnerable people face in trying to secure and maintain accommodation in the private rented sector if they are reliant upon housing benefit. However, young people face particular barriers in this regard, as they can only claim the equivalent of a single room rent, unless they are between 18 and 21 and have left care. This limits scope to house troubled young people in the private rented sector as many are unsuitable for shared housing and/or are unable to supply the guarantors which private landlords require. The ability of care leavers to claim housing benefit on one bedroom flats ends once the young person becomes 22, which means that some young people will be unable to afford accommodation they have been successfully resettled to and living in for several years after that stage.

Floating housing support

Young people living in their own home (regardless of tenure) or staying in bed and breakfast accommodation are eligible to access the Home Works floating housing support services (see chapter 3 for details).

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37 Up to the age of 25. Young people between 25 and 34 can only claim the equivalent of a single room rent unless they have received support in a homeless hostel for at least 3 months or are being actively managed under Multi-agency Public Protection Agencies see page 13 of www.parliament.uk/briefing-papers/SN05889.pdf for more details
At any one time the Home Works services support around 260 young people under the age of 25\textsuperscript{38} which represents 15\% of Home Works clients. These figures increase to 504 (29\%) if young people up to the age of 25 are included. Around a quarter of referrals for young people aged 21 or under came from children’s social care and 15\% from local authority housing departments. More than a third were self referrals.

Young people needing longer term support may be able to access the long term floating housing support service, Reconnect (see Chapter 3)

**Supported lodgings**

The supported lodgings scheme operates across the county for 16 to 18 year olds and currently has 55 units. This can include young people with high level needs who have ‘burned out’ their foster carers or who have been asked to leave a residential placement. Demand is reported to be in excess of supply. There are currently 34 supported lodgings providers in the County, 19 in the East (Hastings and Rother) and 15 in the West (Eastbourne, Lewes and Wealden).

Supported lodgings offer a home and support for a vulnerable young person in the home of a resident landlord. The service is run by Children Services and places are spot purchased. Two thirds of those in supported lodgings are care leavers, and one third homeless 16 and 17 year olds\textsuperscript{39}. Supported lodgings can be used for pregnant young women but not normally for young parents with a child aged over 3 months. Referrals come from the Youth Support teams or Leaving Care service.

**Supported accommodation – young people**

There are 138 units in supported accommodation for young people who are single and homeless/leaving care in voluntary sector schemes, the majority of which has 24 hour staff cover and provides single bedrooms with shared facilities. A further 52 places are provided via the SAILS service (described in chapter 3) although two thirds of these are in Shared Lives placements. Table nineteen below shows supply by geographical location and type, excluding accommodation for young parents.

\textsuperscript{38} As the recorded primary or secondary client group of people receiving Home Works support in September 2011

\textsuperscript{39} As at July 2010
Table nineteen: Supported accommodation for young people (excluding young parents)

<table>
<thead>
<tr>
<th></th>
<th>Lewes &amp;Wealden</th>
<th>Eastbourne</th>
<th>Hastings</th>
<th>Rother</th>
<th>County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supported housing (Vol)</td>
<td>38</td>
<td>48</td>
<td>33</td>
<td>19</td>
<td>138 (73%)</td>
</tr>
<tr>
<td>Supported housing (SAILS)</td>
<td>2</td>
<td>11</td>
<td>8</td>
<td>1</td>
<td>22 (12%)</td>
</tr>
<tr>
<td>Shared Lives placements (SAILS)</td>
<td>8</td>
<td>4</td>
<td>9</td>
<td>9</td>
<td>30 (16%)</td>
</tr>
<tr>
<td>Total existing places</td>
<td>48 (25%)</td>
<td>63 (33%)</td>
<td>50 (26%)</td>
<td>29 (15%)</td>
<td>190 (100%)</td>
</tr>
</tbody>
</table>

Throughput data suggests average stays of around 10 months, although some are reported to stay much longer due to shortages of move-on accommodation. Of those leaving in 2009/10, one in five went into a social housing tenancy, with a similar proportions leaving to live with friends or family. Only one in ten moved into private renting.

Historically around half of the referrals came from local authority housing departments, and 16% from children’s social care\(^{40}\), however recently negotiated changes to referral arrangements may result in a rise in referrals from children’s social care.

**Supported accommodation – young parents**

There are 24 units of supported accommodation for young parents in three districts/boroughs (Hastings, Lewes and Eastbourne). The Eastbourne service also takes referrals from Wealden. Length of stay is six to nine months. Eastbourne borough council has recently moved one young parent’s service to a new site where there will be greater self-containment and an increase in the number of units.

**Bed and breakfast accommodation**

Despite the objective to eliminate the use of bed and breakfast accommodation except in emergencies for young people by December 2009, this is still used as a

\(^{40}\) Source: 2009/10 Client Record Data
significant source of accommodation. Its nature can vary from traditional hotel type accommodation, to self contained ‘annexe’ accommodation and ‘bed and breakfast plus’ accommodation with landlords who offer a slightly more supportive service. These latter two forms are usually prioritised, where possible, for young people with the most complex needs whose stay is likely to be longest due to the shortage of other suitable options.

In the six months to December 2011 37 young people were placed in bed and breakfast accommodation.

8.5 National and local policy direction

The East Sussex Youth Homelessness Strategy includes objectives to ensure that young homeless people have access to a range of housing and housing support options if they are unable to return to the family home. In particular it sets out an aim to eliminate the use of bed and breakfast accommodation for young people except in emergencies. A Young Person’s Housing Co-ordinator was appointed by Housing authorities and Children’s services to support delivery of the strategy and facilitate joint working.

In 2009, a significant case law judgement, established that the primary responsibility for accommodating homeless 16 and 17 year olds lies with Children’s Services Authorities, and that they should presume that all homeless 16 and 17 years olds are ‘Children in Need’ who require support under the Children Act 1989. Children’s Services authorities must carry out an assessment of need for all 16 and 17 year olds who present as homeless, and seek to facilitate a return home where appropriate. If this is not possible or appropriate they can ask for support from the housing authority to accommodate the young person.

There can be several months wait for a place in supported accommodation for young parents, with delays in some districts/borough more acute than others. Achieving timely throughput is therefore a key priority for commissioners and other stakeholders. The emphasis for young people’s services will be on negotiating with providers and other stakeholders to ensure that services are supported via the wider partnership to achieve good outcomes with young people, including those who are most vulnerable, and increasing the supply of supported lodgings in the west of the county in particular.

8.6 Strategic commissioning intentions

The ESCC commissioning intentions for housing and housing support services for young people are to:

41 Draft dated August 2009
42 LB Southwark vs House of Lords 2009
A. Continue to commission generic short term and long term floating housing support services which can cater for the needs of young people/parents
B. Continue to fund supported housing schemes for young people and young parents from within the Supporting People framework
C. Continue to fund supported lodgings and increase the number of places which can provide more intensive support for the most vulnerable young people
D. Jointly review and resource services for young people/parents with other partners - such as districts and boroughs, Youth Offending Team (YOT), Children’s Services, Health Visitor Service, Child and Adolescent Mental Health Service (CAMHS) - to ensure a joined up approach to meeting their needs
E. Work creatively with partners (including districts and boroughs, CAMHS, YOT, registered providers) to identify effective service models for meeting the needs of the most vulnerable young people and bring together resources from across the partnership to do so
F. Consider the needs for a new capital development for the most vulnerable young people where there is evidence of need and potential for cost-effective service delivery

8.7 Funding

Current expenditure on supported housing and housing support services for young people is shown below:

**Capital development**

There are no services for young people in the current capital development pipeline.

**Supported lodgings**

The service receives funding from ESCC Children’s Social Care. The amount invested in places for care leavers is around £620,000 per year with a further £290,000 per year for homeless 16 and 17 year olds.

**Floating housing support**

Supporting People funding provides around £239,000 of funding for young people’s support from the Home Works floating housing support service.

**Supported accommodation**

Supported accommodation for young people is funded by a mixture of rents and charges from residents together with Supporting People funding as follows (in 2011/12):
• Voluntary sector supported housing for young people without dependents - £947,559
• Voluntary sector supported housing for young parents –£255,787
• Supported accommodation accessed via SAILS - £33,000

ESCC adult and children’s services budget provide around £128,000 of funding for additional supported housing or Shared Lives places for young people up to the age of 25 sourced via the SAILS service.

8.8 Priorities
In addition to the strategic commissioning intentions for young people, the following priorities have been identified:

A. Ensure services benefit the maximum number of young people at risk and young parents and achieve effective and timely move on to settled accommodation
B. Establish protocols covering access to services for Looked After children
C. Support partners to eliminate the use of bed and breakfast accommodation for young people, except in emergencies
D. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.
9 People at Risk of Domestic Violence

9.1 Vision
Our vision is the delivery of appropriate housing and housing support to help reduce the risks for individuals and families at risk of domestic violence. The range of services available to young people should include some emergency accommodation as well as floating housing support, sanctuary schemes and advocacy. Specific aims for housing and housing support services include:

- the availability of emergency accommodation which individuals and families can flee to if necessary
- ensuring timely throughput to emergency housing through planned moves to more settled accommodation
- support to make the home safe and develop safety plans
- support to make informed choices

9.2 Background
The Government updated its definition of domestic violence in September 2012 as follows:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial, and emotional.”

This definition, which is not a legal definition, includes ‘honour’ based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

Whatever form it takes, domestic abuse is rarely a one-off incident, and should instead be seen as a pattern of abusive and controlling behaviour through which the abuser seeks power over their victim. Typically the abuse involves a pattern of abusive and controlling behaviour, which tends to get worse over time. The abuse can begin at any time, in the first year, or after many years of life together. It may begin, continue, or escalate after a couple have separated and may take place not only in the home but also in a public place.

Domestic abuse occurs across society, regardless of age, gender, race, sexuality, wealth, and geography. The figures show that it consists mainly of violence by men

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43 Quilgars D, Pleace N (2010) Meeting the needs of households at risk of domestic violence in England: The role of accommodation and housing-related support services London: Department of Communities and Local Government
against women, although men can also be victims of abuse. Children are also affected, both directly and indirectly and there is also a strong correlation between domestic violence and child abuse suggesting overlap rates of between 40-60%.

**Case study example: Getting it right**

Mae Louise fled from her partner in London after suffering pervasive emotional, physical, and financial abuse. When she moved into the refuge in East Sussex she was drinking a litre of whisky a day – starting in the morning and not stopping until she had passed out. She reported that she had started drinking in order to cope with the abuse, and her alcohol issues had escalated during the course of the relationship. She was also expressing suicidal intentions.

Refuge staff immediately worked with Mae Louise to assess her needs in relation to these crisis issues, and began developing a detailed support and risk plan with her. She was supported to register with a local GP, get a crisis appointment with the Community Mental Health Team, and attend alcohol services. Staff monitored her daily to assess her emotional well-being.

When Mae Louise expressed the motivation to give up drinking she was supported to gain a place on a detox programme. Staff at the refuge then supported her to participate in pre-treatment assessments and visited her regularly to provide emotional support during her week-long stay. Once Mae Louise was discharged from detox, staff supported her to remain sober, attend Alcoholics' Anonymous, get a free gym membership from her GP, and to access acupuncture. Other support from staff at the refuge included exploring the dynamics and myths of domestic violence, developing positive coping strategies and dealing with practical issues such as money management, welfare benefits, and community activities.

Nine months after her arrival at the refuge Mae Louise was successfully rehoused in settled accommodation.

### 9.3 Local need

In 2009/10, a total of 5,680 incidents of domestic violence were reported across East Sussex, a figure that is thought to be significantly depressed due to under-reporting.

In 2010/11 the multi-agency risk assessment conference (MARAC) in East Sussex reviewed 244 cases of domestic violence in which the victim was assessed to be at high or very high risk of serious injury or death. Almost 18% were repeat cases which were referred to MARAC more than once.

In 2010/11 37 local women accessed refuge provision in the county. In 2009/10 29 East Sussex women also accessed refuges outside the county. Sixty per cent of

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44 East Sussex Safer Communities Partnership (2010) Domestic Violence and Sexual Abuse Needs Assessment

45 Source: Report from East Sussex Safer Communities Partnership to Domestic Violence Forum dated 1th May 2010 prepared by Harm Reduction Officer.
women accessing East Sussex refuges in 2010/11 were accommodated with their children.

Under the previous Government there was a recommendation that each authority should provide at least one refuge place per 10,000 of its population was promoted. The average across England was 0.96 places per 10,000 in 2009\(^{46}\) and in East Sussex is currently 0.89 per 10,000.

As many people experiencing domestic violence do not readily disclose, but may be in contact with other housing or housing support services, it is important to build the capacity of staff in universal services to undertake ‘routine enquiry’ with women in particular to elicit a disclosure of domestic violence.

### 9.4 Current pathways and access to housing and housing support

**Independent Domestic Violence Advocates (IDVA)**

The main purpose of independent domestic violence advisors (IDVA) is to address the safety of victims at high risk of harm from intimate partners, ex-partners or family members to secure their safety and the safety of their children. Serving as a victim’s primary point of contact, IDVAs normally work with their clients from the point of crisis to assess the level of risk, discuss the range of suitable options and develop safety plans.

They are pro-active in implementing the plans, which address immediate safety, including practical steps to protect themselves and their children, as well as longer-term solutions. These plans will include sanctions and remedies available through the criminal and civil courts, housing options and services available through other organisations. IDVAs support and work over the short- to medium-term to put them on the path to long-term safety.

Over a 15 month period (April 2009- June 2010) the service had 1,357 referrals and undertook 1,066 assessments. Of these very few were referred by substance misuse services, children’s social care, or community mental health teams, despite the comparatively high levels of domestic violence amongst users of these services. The service is free.

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\(^{46}\) Quilgars D, Pleece N (2010) *Meeting the needs of households at risk of domestic violence in England: The role of accommodation and housing-related support services* London: Department of Communities and Local Government
Sanctuary services

All of the districts and boroughs in East Sussex now have Sanctuary schemes which offer security measures to ensure that the perpetrator is kept out of the home and that the victim can call for help and find a safe place within the home to wait for help. Specific services include the installation of panic buttons, door locks, provision of community alarms, and reinforcing doors etc. Their aim is to increase safety for the victim and other members of the household, and prevent homelessness.

Sanctuary schemes are widely credited with helping to avoid homelessness for domestic violence victims and their families. They are now available across the county to anyone who lives in the area, either rents or owns their home, and who could be threatened with homelessness without the service (for instance by feeling a need to leave the home on safety grounds). This service is free.

Floating housing support

People experiencing or at risk of domestic violence who live in ordinary accommodation are eligible to access floating housing support regardless of their tenure. At any one time the Home Works services support around 170 people who are at risk of domestic violence which represents 10% of Home Works clients. Focus groups carried out with Home Works floating support officers as part of the recent domestic violence needs assessment, revealed that they would welcome additional training on responding to the needs of those at risk of domestic violence or abuse.

People needing longer term housing support may be able to access Reconnect, the long term floating housing support service (see chapter 3 for details)

Refuges

Refuges provide a place of safety to which women and children can flee when risks of injury or death are highest (such as the time of breakup or eviction of a partner from the family home), and are generally regarded as national resources which should enable women and their dependents to leave their local area on safety grounds where necessary.

East Sussex has five refuges, one in each district/borough which provide 46 units of accommodation based housing support.

There are conflicting reports of the extent to which East Sussex women seek refuge accommodation in the county. The refuge service providers have suggested that most women need to move out of county on safety grounds. However feedback

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47 Based on people using Home Works service in September 2011 for whom a primary or secondary client group of ‘domestic violence’ was recorded.
gathered from IDVAs\textsuperscript{48} in 2011 as part of a review of specialist supported housing suggests that most prefer to stay in county.

In 2010/11 113 new service users were recorded\textsuperscript{49} for refuges in East Sussex, of whom 76\% had lived outside the county immediately prior to referral, as shown below in table twenty. The number of new service users is lower than the figure for 2008/9 (when 141 new service users were recorded) suggesting that length of stay is increasing. In 2009/10 average length of stay was less than three months in three services, and three to four months in the remainder.

### Table twenty - Last local authority of women housed in East Sussex refuges

<table>
<thead>
<tr>
<th>Location</th>
<th>No.</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastbourne</td>
<td>18</td>
<td>16%</td>
</tr>
<tr>
<td>Hastings</td>
<td>2</td>
<td>2%</td>
</tr>
<tr>
<td>Lewes</td>
<td>1</td>
<td>1%</td>
</tr>
<tr>
<td>Rother</td>
<td>4</td>
<td>4%</td>
</tr>
<tr>
<td>Wealden</td>
<td>2</td>
<td>2%</td>
</tr>
<tr>
<td>Brighton and Hove</td>
<td>10</td>
<td>9%</td>
</tr>
</tbody>
</table>

Supporting People consultation in 2011 involving local stakeholders identified that there is a shortage of places for East Sussex women – particularly for those who have complex needs (such as current substance misuse problems) or a teenage son. However asking refuges to hold units vacant for take up by local women could lead to under-use of services and risks of harm to women from outside the county. Services have been re-tendered and clear targets have been developed in the new service specification to mitigate this issue.

### 9.5 National and local policy drivers

Tackling domestic violence has been a key priority for Government in the last decade, and the provision of appropriate accommodation and support is seen as crucial to households at risk of domestic violence\textsuperscript{50}.

The East Sussex Safer Communities Partnership has a key strategic objective to prevent and reduce violent crime, including public place violent crime, sexual offences, and domestic violence. The partnership brings together representatives from:

- local councils

\textsuperscript{48} During the Supporting People phase 3 commissioning review of specialist services

\textsuperscript{49} In client record form data for Supporting People funded services

\textsuperscript{50} Quilgars D, Pleave N (2010) Meeting the needs of households at risk of domestic violence in England: The role of accommodation and housing-related support services London: Department of Communities and Local Government
• health and care services, including primary care trusts
• fire service
• police
• probation service
• prosecution and courts services
• local Crime and Disorder Reduction Partnerships
• Supporting People
• ASC Safeguarding

9.6 Commissioning intentions
The ESCC commissioning intentions for housing and housing support services for people at risk of domestic violence are to:

A. Continue to commission generic short term and long term floating housing support services which can cater for the needs of people who are at risk of domestic abuse
B. Continue to fund refuge provision from within the Supporting People framework
C. Ensure services can respond to the needs of local women, women with teenage dependants and women with complex needs.
D. Ensure services can benefit the maximum number of women experiencing domestic abuse and have pathways to settled accommodation.

9.7 Funding
Current expenditure on supported housing and housing support services for people at risk of domestic violence is shown below:

*Independent Domestic Violence Advocates*

The independent Domestic Violence Advocates (IDVA) are funded by a combination of funding from the East Sussex Safer Communities Partnership (£185k), the Ministry of Justice (£35k) and the Home Office (£20k). The Ministry of Justice funding is confirmed to March 2014 and Home Office funding until March 2015. Hastings Borough Council also funds an IDVA from community partnership funding with funding confirmed to 2013.

*Refuges*

Refuges are funded from a combination of rents and services charges to residents and Supporting People funding at a cost of around £517,000 per annum.
Sanctuary Services

The investment made in sanctuary services is as follows:

Table twenty-one – Investment in Sanctuary services 201/12

<table>
<thead>
<tr>
<th>Authority</th>
<th>Funding level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastbourne</td>
<td>Dependant on available funds locally</td>
</tr>
<tr>
<td>Hastings</td>
<td>£15,000</td>
</tr>
<tr>
<td>Lewes</td>
<td>£5,000</td>
</tr>
<tr>
<td>Rother</td>
<td>£10,000</td>
</tr>
<tr>
<td>Wealden</td>
<td>£5,000</td>
</tr>
</tbody>
</table>

9.8 Priorities

In addition to the strategic commissioning intentions for people at risk of domestic abuse, the following priorities have been identified:

A. Increase ability of the housing support workforce to elicit a disclosure of domestic abuse where relevant
B. Increase the ability of the workforce to assess the level of risk faced by people experiencing domestic abuse
C. Work with partners to maximise the capacity of refuges to support survivors of domestic abuse by developing a range of safe move-on options
D. Establish common access criteria to domestic abuse services
E. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.
10 People with Multiple Needs, including Risk of Homelessness

10.1 Vision

Our vision is the delivery of a range of housing and housing support options for people in East Sussex with multiple needs, appropriate to their needs, circumstances and preferences. The range of services available to people with multiple needs should include mainstream housing (of all tenure types) and generic floating housing support services, as well as more specialist housing and housing support services, such as short term supported housing. Specific aims for housing and housing support services include:

- supporting people to develop tenancy management skills and sustain their accommodation through periods of crisis or difficulty
- avoiding accommodation loss (for instance due to rent arrears or anti-social behaviour)
- ensuring timely throughput to short term housing through planned moves to settled accommodation
- linking service users into specialist services to meet their broader needs

10.2 Background

This section of the strategy considers the housing and housing support needs of four groups which often have multiple needs and who are at particular risk of homelessness. These client groups are discussed together due to their similarities and overlapping nature. They are:

- Single homeless people with support needs
- People with a history of offending
- People with problematic substance misuse
- Homeless families with housing support needs

Many of the people in these groups will have a need for only short term housing support, or even no support; however a significant proportion may suffer multiple disadvantages which can include:

<table>
<thead>
<tr>
<th>Lifestyle conditions</th>
<th>Physical or Mental Conditions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chaotic lifestyles</td>
<td>Learning difficulty</td>
</tr>
<tr>
<td>Drug/alcohol misuse</td>
<td>Mental illness</td>
</tr>
<tr>
<td>Homelessness/insecure housing</td>
<td>Poor physical health</td>
</tr>
<tr>
<td>Inappropriate use of services</td>
<td></td>
</tr>
</tbody>
</table>

Lack of employability/employment
Lack of engagement with services
Poor education/training
Offending or victimisation
Exploitative relationships

Adults and families with multiple disadvantages are often receiving input from a wide range of services to meet their needs, with consequent challenges for the avoidance of duplication and co-ordination that arise as a result.

The recent State of the Nation report (2011) suggested that households with multiple needs can cost the public purse up to £115,000 per year. These additional costs fall to the NHS (for instance due to increased presentations at Accident and Emergency and more frequent hospital in-patient stays), criminal justice budgets (for instance costs of prison, courts and probation), housing authorities (due to repeat homelessness and dealing with anti-social behaviour), and children’s services authorities (through the costs of working with families on a Child in Need or Child Protection basis).

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**Case study example: Getting it right**

David was sentenced to 10 months in HMP Lewes for Possession. David had suffered abuse as a child and had a long history of substance misuse and imprisonment. Before going into prison he had been sofa surfing for several years and was determined not to return to that lifestyle and the associations it would bring with drug use. He went through a detox while in prison and was referred by the POAL worker to a substance misuse service in the community for his release.

The POAL work met with David several times while he was in prison and completed a referral form for a temporary ‘crisis unit’ upon release, which could fill the gap between prison and more permanent accommodation being found.

The POAL worker prepared a list for David of exactly what he needed to do on his day of release including where he would need to go and what time. David followed the instructions and was booked into the ‘crisis unit’ on the day of his release and was given a food parcel and assistance to set up benefits etc by his housing provider. The POAL worker met with David a few days later and they started ringing around local estate agents and landlords in order to set up some viewings.

David was eventually offered a tenancy on a 1 bed flat which he accepted, and the deposit and rent in advance was provided from the POAL budget. The POAL worker also referred David to Home Works floating support and assisted him to apply for bedding, kitchen utensils etc from a local charity for his flat.

Three months later and David is still engaging with the Substance misuse service and has applied for a Community Care Grant so he can furnish his flat with a bed and sofa.
10.3 Local need

**Homeless people**

Homeless people are, by definition, in need of accommodation, however it is more difficult to gain a reliable picture of the numbers and types of need for housing support amongst this group.

Historically records of single people accepted under borough and district homelessness duties have provided a picture of people who may need housing support, as they are only accepted on the grounds of vulnerability. However increasingly such households are being worked with as part of the homelessness prevention approach, for which standardised data is not collected in the same way. The data that is available suggests that, aside from homeless young people and care leavers, single homeless people who are assisted to find housing by districts and boroughs tend to have vulnerabilities associated with mental ill health, physical disability, old age, or domestic violence.

It is widely acknowledged that people who receive homelessness assistance from housing authorities represent only a small proportion of single homeless people overall, however the extent of housing need and shortages across the county mean that resources have to be targeted primarily at those to whom a statutory duty is, or could be, owed.

Research commissioned by central Government in 2002\(^{52}\) identified a wide range of support needs amongst homeless families, including social isolation, health problems, poverty, and a history of repeat homelessness. Similarly, an evaluation of Shelter's work to support homeless families at a number of sites around the UK\(^{53}\) found many are lacking the personal and financial resources with which to manage a home and take an active part in social and economic life. In addition, they will often have lost social support from friends and family. Particular problems experienced by some of the families included:

- harassment, including racial harassment, from neighbours;
- fears about safety, drugs and crime;
- problems with children's schooling (including bullying and racism);
- difficulty managing on a low income;
- dissatisfaction with the standard, condition or suitability of their property
- ongoing poverty which lowered the capacity of families to respond to pressure and maintain general well-being

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\(^{52}\)Department of Communities and Local Government (2003) *The Support Needs of Homeless Households*

**People with a history of offending**

People with a history of offending also often have other needs, such as substance misuse, mental health needs or disorder, a history of being in care, and/or literacy needs.

Research suggests that stable accommodation can make a difference of over 20% in terms of reduction in reconviction, and ex-prisoners with an address on release are three times more likely to get a job. Getting offenders into settled and suitable accommodation can be the foundation of every other part of rehabilitation, resettlement and risk management.

A 2010 report by the Ministry of Justice highlights that, in a survey of 1,435 prisoners, 60% named having somewhere to live as the most important factor in preventing them going back to a life of crime after leaving prison. It also noted that 79% of offenders who had been homeless prior to custody were reconvicted within a year, compared with 47% of those who had accommodation.54

A needs assessment carried out at HMP Lewes in 2009 found that there was high unmet need with regards to accommodation, for example:

- 16% of prisoners surveyed failed to have a system in place to pay for their mortgage or rent whilst in prison
- 50% were unsure where they would live upon release
- Of 50% who indicated they would like help with housing issues, only 18% had received help.

Offender profiling demonstrates that the majority of offenders on the Probation caseload who have unsettled accommodation reside in the urban centres of Hastings and Eastbourne55.

**People with problematic substance misuse**

Nearly one in five people (19%) who entered substance misuse treatment during 2009/10 had an acute housing need56. This percentage rises to 35% for clients referred through the criminal justice route, 11% of whom were of ‘no fixed abode’. People referred to treatment through criminal justice agencies (the police, courts or prisons) were significantly more likely to have an acute housing need. For instance 33% of people referred to the Criminal Justice Integrated Team described themselves as ‘no fixed abode’ (living on the streets or sofa surfing) or living in a short stay hostel.

54 Compendium of reoffending statistics and analysis, MoJ, November 2010 cited in East Sussex Offender Needs Assessment
55 East Sussex Offender Needs Assessment
56 East Sussex Health and Social Care Commissioning Strategy for Substance Misuse 2011-2014 (draft)
Being in drug treatment is known to be a protective factor in terms of reoffending, but treatment failure is likely in 20% of cases where the person has an unmet accommodation need. This is reflected in the Adult Drug and Alcohol Treatment needs assessment 2011 which highlights the importance of housing and housing support for people with substance misuse issues.

The National Treatment Agency for Substance Misuse has set a regional target to increase the number of people leaving treatment in a planned way who reported a housing need at treatment start but no longer report a housing need at treatment exit.57

10.4 Existing pathways and access to housing and housing support

Information and advice services

Each local authority housing department provides advice and assistance on a range of housing issues to enable people to maintain in their existing home or secure alternative accommodation. However for people who are not eligible for homelessness assistance seeking housing, advice may be limited to provision of a list of lettings agencies who accept tenants on housing benefit.

Independent and voluntary sector housing advice provision in the county is provided by Brighton Housing Trust which has services in Hastings and Eastbourne. Brighton Housing Trust receives local authority funding to provide housing advocacy and advice services in certain areas. Brighton Housing Trust has recently entered into a consortium with the Citizens Advice Bureau and East Sussex Advice Plus. This has enabled them to adopt a ‘no wrong door’ approach to advice services, and given the ability to book appointments with its partnership services.

Preventing offender accommodation loss (POAL) scheme

Upon reception into custody in Lewes prison, prisoners with an East Sussex connection are seen within five days and their housing needs assessed. Where necessary, steps are taken to adjust benefit payments or terminate tenancies and prevent rent arrears developing. The scheme also helps prisoners to plan for accommodation before release if they do not have an address to go to. There are also two crisis beds in Hastings which can be used for offenders whilst longer term accommodation is being arranged for them.

Floating Housing Support

People with multiple needs who are in danger of losing their home, regardless of tenure, are eligible to access the Home Works or STEPS floating housing support services (see chapter 3 for details). Table eighteen below shows the numbers of

57 A 'housing need' is defined by the NTA as one or more of the following: The client is of no fixed abode and has been sleeping on a night by night basis on the streets, in a night shelter, or on different friends floors. It does not include, people living in temporary accommodation, people staying with friends or family as a guest, living in a B and B, house of multiple occupancy or squatting or anyone living in settled accommodation.
people with a primary or secondary client group label from those covered by this section of the strategy who were receiving support from Home Works in September 2011. This shows that the largest group was homeless families, followed by single homeless people with support needs. Older people (65+) with multiple needs can also access short term floating support from the STEPS service (see chapter 3 for details).

**Long term floating support**

Reconnect, a long term floating housing support service is available for people with a longer term need for housing support and who have received short term housing support and been assessed to need further assistance (see chapter 3 for details).

**Rough sleeper outreach**

Three outreach workers are currently being recruited to work across the county to help people sleeping rough to link them into accommodation options and claim relevant benefits. There is also an existing outreach worker focused solely on the Hastings area.

### Table eighteen – Home Works service users with multiple needs Sept 2011

<table>
<thead>
<tr>
<th>COUNTY-WIDE</th>
<th>Primary Client Group</th>
<th>Primary or Secondary Client Group</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Alcohol problems</td>
<td>74</td>
<td>4.3%</td>
</tr>
<tr>
<td>Drug problems</td>
<td>65</td>
<td>3.8%</td>
</tr>
<tr>
<td>Homeless families with support needs</td>
<td>314</td>
<td>18.1%</td>
</tr>
<tr>
<td>Mentally disordered offenders</td>
<td>9</td>
<td>0.5%</td>
</tr>
<tr>
<td>Offenders/at risk of offending</td>
<td>33</td>
<td>1.9%</td>
</tr>
<tr>
<td>Rough Sleeper</td>
<td>8</td>
<td>0.5%</td>
</tr>
<tr>
<td>Single homeless with support</td>
<td>233</td>
<td>13.4%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,733</td>
<td>100%</td>
</tr>
</tbody>
</table>
Private Rented Sector Access schemes

With intense competition for socially rented homes, councils in East Sussex and elsewhere are increasingly looking to the private rented sector as a source of accommodation for homeless and vulnerable people. People with multiple needs can sometimes access privately rented accommodation via the schemes run by the districts and boroughs to prevent homelessness – such as the Letstart schemes in Hastings and Wealden – as well as services run by the voluntary sector – such as Firm Foundations in Eastbourne. The POAL service (see above) also includes support for offenders to access the private rented sector. Good relationships with housing benefit teams and access to ongoing support for landlords and tenants can be key factors in the success of such services.

For people with more complex needs, it can be difficult to secure and maintain a private tenancy. In these cases, local authorities and voluntary sector agencies can lease or licence accommodation from private landlords and then rent to people with complex needs directly.

Supported accommodation

There are three accommodation based housing support schemes focused specifically on single homeless people with complex needs. These provide a total of 39 units of support and also cater for offenders and people with problematic substance misuse. Two of the services are in Hastings and one in Eastbourne and all are funded through a combination of Supporting People funding and rental income.

These supported housing services are short term and depend upon a plentiful supply of appropriate move-on accommodation in order to achieve good value for money. Average length of stay is less than one year in all services. In 2009/10 annual turnover ranged from 118% to 250%.

There is a specific service in the Hastings area which currently offers 12 units of dispersed accommodation and housing support to offenders and people with complex needs. Commissioners in Probation and Supporting People are working jointly with Housing colleagues to consider future commissioning of this service (see B below).

An additional new service was recently set up in Hastings by a new provider to the county, Emmaus, but most referrals to date have been from out of county. This service provides a long term home to formerly homeless people and is self-financing.

Family Intervention Project

There is also a county wide Family Intervention Project which can work with families who need intensive support in order to avoid eviction due to anti-social behaviour or the removal of children into care. To qualify for support the family must have
multiple, complex needs such as anti-social behaviour, offending, tenancy problems, substance misuse problems, health/mental health issues, domestic abuse, unemployment, truancy, poverty, poor parenting etc and need intensive support in order to make and sustain positive lifestyle changes.

10.5 National and local policy direction
The prevention of homelessness is a major priority both for the Government and for districts and boroughs. Each district and borough in East Sussex is required by statute to produce a Homelessness Strategy. Alongside prevention of homelessness, districts and boroughs have a statutory duty to provide homelessness assistance to households which meet specific eligibility criteria. Increasingly authorities are using the private rented sector to discharge these duties. If rehoused under homelessness duties households receive additional priority when bidding for properties under the Choice Based Lettings systems used by districts and boroughs to allocate social housing.

Stable and appropriate housing is regarded to be a prerequisite of rehabilitation, and is a key priority for offenders and drug treatment providers and commissioners.

10.6 Strategic commissioning intentions
The ESCC commissioning intentions for people with multiple needs are to:

A. Continue to commission generic short term & long term floating housing support services which can cater for people with multiple needs
B. Establish effective support mechanisms for offenders and homeless people with complex needs unable to live in shared accommodation
C. Continue to fund supported housing schemes services for single homeless people and families with support needs from within the Supporting People framework
D. Jointly review, commission and resource services with key commissioning partners (such as districts and boroughs, Probation Trust, Adult Social Care) to ensure resources have maximum impact
E. Work with VCS and statutory agencies to support the development of the Big Lottery initiative for people with complex needs

10.7 Funding
Current expenditure on supported housing and housing support services for people with multiple needs is shown below:
**Capital development**

There are no services for people with multiple needs in the current capital development pipeline.

**Floating Housing Support**

In 2011/12 between 40-60% of Home Works service users had needs within one of the categories covered by this group. This equates to revenue funding from the Supporting People budget of between £1.5 and £2m.

**Supported housing**

In 2011/12 Supporting People funding for supported accommodation for single homeless people was £464,177.

**Service for offenders/homeless people with complex needs**

The service which will provide access to short term private leased accommodation plus intensive support for offenders with sentences over 12 months and homeless people with complex needs (described above under ‘Commissioning intentions’) and has funding of £100,000 (£58,000 from Supporting People and £42,000 from Probation). Discussions are underway with mental health and substance misuse commissioners to explore the potential for additional investment.

**POAL**

The POAL project receives £59,000 revenue funding from Probation and the Drug and Alcohol Team (DAAT) to fund the salaries of two POAL officers. The DAAT has also provided a fund of £40,000 to pay for deposits and rent in advance in privately rented accommodation for offenders with a substance misuse problem. Further funding for deposits and rent in advance is provided by: Hastings (£5000); Eastbourne (£5000); Rother (£3,000) and Lewes (£2,000). £10,000 in kind is provided by Hastings borough council for project management and hosting/supervision of a POAL officer. Additional funding is provided by Eastbourne borough council for IT equipment. Lewes Prison also contributes £25,000 of in-kind costs.

**Rough Sleeper Outreach**

Hastings Borough Council funds a rough sleeper outreach service at a cost of £26,000. A further £120,000 has recently been secured from the department for Communities and Local Government for a one-year period to fund three outreach workers to operate county-wide. This additional funding will be administered by Eastbourne council.

**Family Intervention Project (FIP)**

ESCC provides £210,000 towards the costs of the FIP. Districts and boroughs provide additional funding as follows: Hastings £30,000; Lewes £20,000; Eastbourne £20,000; Safer Wealden Partnership £17,500. Affinity Sutton also provides £2,500.
10.8 Priorities

In addition to the strategic commissioning intentions for people with multiple needs, the following priorities have been identified:

A. Ensure the maximum number of people can benefit from services, including timely move on from supported housing
B. Work with local partners to ensure more effective engagement with the private sector as a source of move on
C. Ensure service users are supported along a pathway to independent housing where they benefit from, and contribute to, local communities
D. Conduct an audit of housing needs amongst those with a history of substance misuse where the housing need has persisted for six months or longer
E. Review pathways for substance misusers with housing needs in the community as well as in treatment/prison
F. Work with partners across housing, Supporting People and criminal justice to ensure joined-up services which deliver seamless housing support from custody to community for prisoners who will return to East Sussex
G. Continue close partnership working between the Probation Trust, DAAT Board and district and boroughs to ensure appropriate access to housing for offenders
H. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.
11 Other client groups in need of housing and housing support

11.1 Background
This chapter of the strategy covers a number of other vulnerable client groups who may need access to appropriate housing or housing support but who do not have specific services targeted at them, and for whom there is little data on needs. The structure of this section also differs to reflect the different nature of the information available.

11.2 People with HIV/AIDS

Local Needs
In 2009 there were 271 people in the area covered by East Sussex Down and Weald PCT accessing HIV related services and 129 in the area covered by Hastings and Rother PCT\(^{58}\).

Most HIV doctors are now hopeful that the right treatment and care can mean that a person with HIV in the UK will live a more or less normal lifespan. Researchers calculated in 2008 that modern HIV treatment would mean that many people with HIV will be able to live well into their 70s. There is now reported to be growing agreement that most people with HIV in the UK will die \textit{with} HIV not \textit{of} HIV.

HIV treatment does not cure HIV, but it does stop the virus from reproducing and lowers amounts of HIV (viral load) in the blood to very low levels. This allows the immune system to stay strong and fight infections. But some illnesses still occur more frequently in people with HIV, for instance some cancers and infections, such as hepatitis B and C. Anti-HIV drugs can also cause long-term side-effects and some drugs have been linked to an increased risk of heart, kidney or liver disease.

In a UK-wide needs assessment for people with HIV in 2001/2 substantial needs associated with housing and shelter were revealed. Of the 1,821 people with HIV taking part:

- 18% felt unhappy about their current housing or living conditions;
- 21% had experienced housing problems in the previous 12 months (including 4% who had experienced homelessness);
- 16% had ongoing housing problems and felt that further help or support would be useful.

\(^{58}\) Diagnosed HIV prevalence by Strategic Health Authority (SHA) and Primary Care Trust (PCT) in England, 2009 available at [http://www.hpa.org.uk/webc/HPAwebFile/HPAweb_C/1228207185359](http://www.hpa.org.uk/webc/HPAwebFile/HPAweb_C/1228207185359)
Current pathways and access to housing and housing support services

There are no specialist accommodation schemes or housing support services for people living with HIV in East Sussex, however people with this condition can potentially access the short and long term floating housing support services described in chapter 3. In September 2011, 12 people known to have HIV were accessing floating housing support.

11.3 Refugees

Local Needs

Asylum seekers and refugees have a wide range of support needs. Some need little support, speak good English, and can readily adapt to life in the UK. But many have considerable support needs, especially if they have been traumatised by their experiences in their home country or in their journey to seek sanctuary.

Appropriate housing is often a key link in giving access to, and enabling refugees to take advantage of, support services. Settled accommodation provides an address from which to apply for benefits, training or a job, and establishes entitlement to school places.

Asylum seekers are not eligible for social housing or benefits and are provided with accommodation and support from the UK Border Agency.

Case study example - Getting it right

Mrs Z and her young children were granted leave to remain by the Home Office. Her father was a member of an outlawed organisation in China. She was orphaned and homeless at 15 which left her vulnerable to exploitation, resulting in forced prostitution in China and then her eventual trafficking to the UK. She escaped from this situation and received informal support from a Chinese Church where she met her husband.

Home Works supported the family to access income, housing and wider community services. It worked closely with the Health Visitor at this stage to help the family access wider community services. Over time the service was able to help Mrs Z develop her confidence in engaging with other services, such as the GP and Citizens Advice Bureau.

The family are now living in safe and secure accommodation and have been supported to set up utilities and furnish their home. Mrs Z is now able to manage her income and bills independently and continues to attend a local community project and English language classes.
Current pathways and access to housing and housing support

There are no specialist accommodation schemes or housing support services for refugees in East Sussex, however refugees can potentially access the short and long term floating housing support services described in chapter 3. In September 2011 four people identified as refugees were using Home Works short term floating housing support.

11.4 Travellers

Local needs

Research into the housing support needs of Gypsies and Travellers concluded that the two factors which underpin all of the support needs of Gypsies and Travellers are the interrelated factors of inadequate accommodation, and widespread discrimination. Local experience suggests that many Travellers may have poor levels of literacy, poor health outcomes, some have mild learning difficulties, mental health issues and/or drug and alcohol problems; and can be victims of domestic abuse. Mental health issues can be exacerbated for Travellers by living in inappropriate accommodation. Travellers often experience levels of racism from individuals and on occasions, agencies; all of this combined with a cultural mistrust of statutory agencies leads to poor access to mainstream services.

As well as support to meet the needs outlined above, travellers may also need support with accessing health and education services, exploring and applying for accommodation options, and negotiating with other agencies.

Case study example - Getting it right

Louise is a 27 year old Romany Gypsy with learning difficulties and mental health needs. She lives with her parents and extended family and sleeps on the floor in the lounge as the property is overcrowded.

Home Works has supported Louise and her family to look at the benefits of her moving into her own property. It has taken time for Louise and her family to develop trust in Home Works staff, particularly as they have a strong sense of families taking care of each other and resent people they see as interfering in family life. Staff have spent time going through the housing options available, have helped Louise to make a benefits claim so she has her own income, helped her to understand a household budget, and supported her to take up a voluntary job in a local charity shop.

The relationship with Louise and her family is still developing but they are now starting to see a move for Louise as a positive step for her.

Current pathways and access to housing and housing support

East Sussex Traveller Strategy 2010-2013 identifies four permanent residential sites in East Sussex provided by the County Council for Gypsies or Travellers (three in Wealden and one in Rother), all of which have been running for at least twenty years and are largely family sites with few vacancies arising. They are managed by ESCC’s Traveller Team and provide 33 pitches. There are a further 25 pitches on private authorised sites. The strategy reports eight to 13 pitches in existence on unauthorised developments.

ESCC’s Traveller Team provides a supportive site management service which seeks to both respond to the increased needs often present in traveller households (for instance by providing benefits advice) and refer onto more specialist services where necessary. In September 2011, 35 people identified as travellers were accessing Home Works floating housing support.

11.5 Strategic Commissioning intentions

The ESCC commissioning intentions for housing and housing support services for other client groups in need of housing and housing support are to:

A. Continue to commission generic short term and long term floating housing support services which can cater for the needs of people within these groups

11.6 Priorities

In addition to the strategic commissioning intentions for people with other needs, the following priorities have been identified:

A. Continue transformation of Supporting People funded services in line with Government drive for personalisation.

B. Work in partnership with districts and Boroughs, as well as with others, to evaluate the provision of services and the range of available accommodation options and to identify any opportunities to improve quality and choices of accommodation available.

C. Deliver the East Sussex Welfare Reform Project to:
   • Raise people’s awareness
   • Increase information available to people
   • Signpost people at risk to help and advice
   • Increase take up of benefits
   • Prevent homelessness

60 http://www.eastsussex.gov.uk/community/migrants/travellers/download.htm
61 Sites for which planning permission has not been granted
# Delivery Plan

## RAG scoring key:

- **Red**: Tolerances have been exceeded and/or significant issues/risks/changes exist and the Project requires immediate action.
- **Amber**: Tolerances are forecasted to be exceeded and mitigating actions need to be implemented to ensure that tolerances are not exceeded. Or open issues/risks/changes mean that the Project requires immediate action.
- **Green**: The Project is proceeding within the tolerances as agreed with the Project Board.

## Older People

<table>
<thead>
<tr>
<th>What</th>
<th>How delivered?</th>
<th>Who</th>
<th>When</th>
<th>How measured?</th>
<th>Resources needed</th>
<th>RAG SCORE - progress</th>
</tr>
</thead>
</table>
| **A.** Continue to support the provision of Independent Living Service. | • Through existing provider  
• Re commission when contract expires | Imran Yunus | October 2013 | Contract in place | £350,000 | **Green** |
| **B.** Continue to commission short term floating support for older people, using the Supporting People framework | • Extend the STEPS pilot for six months while budget decisions are being taken.  
• Monitor the service delivered through data returns.  
• Hold operational meetings with providers.  
• Tender for the countywide service to be delivered from April 2014 with a specification informed by evaluation.  
• Manage transition to new provider(s).  
• Manage the impact of implementing a 15% reduction to the total SP budget | Supporting People | December 2012  
Monthly  
Every two months  
July 2013  
January 2014  
March 2014 | Contracts extended to April 2014  
Service meets requirements of the specification.  
Service specification revised and contract advertised.  
New provider(s) in place.  
Saving can be achieved and impact is identified and managed effectively | Contract sum £1.33 million  
Existing staffing resources | **Green** |
| **C.** Continue to commission a generic long term floating support service, which can cater for older people | • Monitor the service delivered to ensure it is available to older people.  
• Hold operational meetings with provider.  
• Publish review report on first six months of the service.  
• Agree the future of the service from February 2015.  
• Extend the contract if agreed or re-tender the service.  
• Manage the impact of implementing a 15% reduction to the total SP budget | Supporting People | Monthly  
Every two months  
December 2012  
April 2014  
August 2014  
March 2014 | Service meets the requirements of the specification and is supporting people aged 65 and over with long-term housing support needs.  
Future of the service from February 2015 is known.  
Saving can be achieved and impact is identified and managed effectively | Contract sum £1.05 million  
Existing staffing resources | **Green** |
<p>| <strong>D.</strong> Continue to jointly fund Housing Solutions workers | • Continue joint funding of posts with three boroughs and districts | Deborah Winterburn/Wolfgang Weis | Ongoing | Outcomes reported to the Strategic Forum | £60,000 | <strong>Green</strong> |</p>
<table>
<thead>
<tr>
<th></th>
<th>Continue to support Telecare provision and contribute to the development of innovative solutions that utilise the potential of Telecare in East Sussex to the fullest</th>
</tr>
</thead>
<tbody>
<tr>
<td>E.</td>
<td>Delivered via a mainstream contract with Wealden and Eastbourne Lifeline. Re commission process planned</td>
</tr>
<tr>
<td></td>
<td>Imran Yunus</td>
</tr>
<tr>
<td></td>
<td>April 2014</td>
</tr>
<tr>
<td></td>
<td>Contract requirements</td>
</tr>
<tr>
<td></td>
<td>£1 million</td>
</tr>
<tr>
<td></td>
<td>Green</td>
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<table>
<thead>
<tr>
<th></th>
<th>Continue to commission Housing Support in sheltered housing, where sheltered housing meets the criteria set by Supporting People</th>
</tr>
</thead>
<tbody>
<tr>
<td>F.</td>
<td>Agree the future of sheltered housing contracts from April 2013</td>
</tr>
<tr>
<td></td>
<td>Hold quarterly meetings with providers to share good practice and encourage innovation.</td>
</tr>
<tr>
<td></td>
<td>Agree review timetable for sheltered housing services.</td>
</tr>
<tr>
<td></td>
<td>Extend the contracts if agreed.</td>
</tr>
<tr>
<td></td>
<td>Manage the impact of implementing a 15% reduction to the total SP budget</td>
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<tr>
<td></td>
<td>Supporting People</td>
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<tr>
<td></td>
<td>February 2013</td>
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<td></td>
<td>Every quarter</td>
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<tr>
<td></td>
<td>March 2013</td>
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<td></td>
<td>March 2013</td>
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<td></td>
<td>March 2014</td>
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<tr>
<td></td>
<td>Services meet the requirements of the specification.</td>
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<td></td>
<td>Improved service quality and greater range of activities held in communal areas.</td>
</tr>
<tr>
<td></td>
<td>Contracts are in place from April 2013.</td>
</tr>
<tr>
<td></td>
<td>Saving can be achieved and impact is identified and managed effectively</td>
</tr>
<tr>
<td></td>
<td>Contract sum £1.41 million</td>
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<tr>
<td></td>
<td>Existing staffing resources</td>
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<td></td>
<td>Green</td>
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</table>

<table>
<thead>
<tr>
<th></th>
<th>Support the development jointly with Housing departments and Registered Provider partners, of two new phase two extra care housing developments in Hailsham and Bexhill</th>
</tr>
</thead>
<tbody>
<tr>
<td>G.</td>
<td>Through partnership working and multi-agency project groups</td>
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<tr>
<td></td>
<td>Hailsham = Saxon Weald/WDC &amp; ES CC - DT</td>
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<tr>
<td></td>
<td>Bexhill = RDC, ES CC - JT, Amicus Horizon &amp; local community</td>
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<td></td>
<td>Hailsham = Nov 2014</td>
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<td></td>
<td>Bexhill = March 2015</td>
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<tr>
<td></td>
<td>Successful completion of schemes within agreed timescales and by March 2015 (HCA deadline for National Affordable Housing programme)</td>
</tr>
<tr>
<td></td>
<td>Within identified budgets</td>
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<td></td>
<td>Green</td>
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</tbody>
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<thead>
<tr>
<th></th>
<th>Support the development of further Extra Care Housing Schemes in Seaford and Rye where there is evidenced demand and opportunity arises. Financing arrangements, care models and tenure mix for these phase 3 schemes will be discussed with partners on a scheme by scheme basis.</th>
</tr>
</thead>
<tbody>
<tr>
<td>H.</td>
<td>Support and advice will be provided to Sussex, Housing &amp; Care (Seaford) and Sanctuary Housing (Rye).</td>
</tr>
<tr>
<td></td>
<td>JT/GO/s/BA Ongoing</td>
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<tr>
<td></td>
<td>Discussions have taken place between ESCC and key partners and stakeholders at the appropriate stages in the development of the schemes.</td>
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<td></td>
<td>Existing staff resources</td>
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<tr>
<td></td>
<td>Green</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Re-commissioning of care and support services in the five phase 1 Extra Care Schemes</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.</td>
<td>Re-tender of care and support services</td>
</tr>
<tr>
<td></td>
<td>GOS/NS April 2014</td>
</tr>
<tr>
<td></td>
<td>Award of contracts</td>
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<td></td>
<td>Existing staff resources</td>
</tr>
<tr>
<td></td>
<td>Green</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Work in partnership with a wide range of housing partners and developers across the public and the private sector on new models of housing for older people, including further Phase 3 extra care schemes</th>
</tr>
</thead>
<tbody>
<tr>
<td>J.</td>
<td>Encourage approaches from private sector via RP Development Forum meetings, housing and planning colleagues in Boroughs and Districts, and a possible workshop. Utilise the phase 2 opportunity of the Department of Health Care and Support Specialised Housing Fund.</td>
</tr>
<tr>
<td></td>
<td>BA/WW/JT/G OS Ongoing</td>
</tr>
<tr>
<td></td>
<td>Range of housing options for older people increased</td>
</tr>
<tr>
<td></td>
<td>Commissioning time and cost of hiring suitable venue</td>
</tr>
<tr>
<td></td>
<td>Green</td>
</tr>
<tr>
<td>Priorities:</td>
<td>Review the range of access routes to services and their effectiveness</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------</td>
</tr>
<tr>
<td>A. Review existing and planned information and advice services for older people to ensure they are able to make informed choices and navigate service provision effectively</td>
<td>A partnership development between Registered Providers, Housing Authorities and Homecare Providers.</td>
</tr>
</tbody>
</table>
| B. Support and contribute to transformational projects that develop sheltered housing plus, which aim to increase the ability of sheltered housing to maintain people with high care needs in their home by enhancing the current model of care provision. | • Monitor outcomes achieved for people using STEPS through the national Supporting People outcomes framework.  
• Use updated outcomes data to update the evaluation carried out in September 2012 to inform tender. | Supporting People | Quarterly | Targets set in the service specification for outcomes achieved are met. | Contract sum £1.33 million  
Existing staffing resources |
| C. Evaluate the effectiveness and outcomes achieved by the short term floating housing support service pilot ‘STEPS to stay independent’ | • Monitor outcomes achieved for people using STEPS through the national Supporting People outcomes framework.  
• Ensure targets are met through the service review. | Supporting People | Quarterly | Targets set in the service specification are met. | Review report includes outcomes data.  
Existing staffing resources |
| D. Evaluate the effectiveness and outcomes achieved for older people by the generic long term floating support service, Reconnect | • Monitor outcomes achieved for older people using Reconnect through the national Supporting People outcomes framework.  
• Ensure targets are met through the service review. | Supporting People | Quarterly | Targets set in the service specification are met. | £1.05 million  
Existing staffing resources |
| E. Evaluate existing extra care housing to consider the outcomes achieved and implications for future investment and service delivery models | Independent consultant undertaking evaluation provided in line with agreed project brief | JT/GO’S | March 2013 | Report completed and outcomes used to inform future decisions on future investment and service delivery models | £12,000  
Existing resources |
| F. Support for the identification and development of suitable extra care housing projects on the basis of identified need and presented opportunities | Undertake further needs analysis and discuss need for further schemes with partners. Evaluate site opportunities arising from Community Asset Group in ESCC. Work with planners to establish interest in strategic site releases in Wealden and Rother. | WW/JT | Ongoing | Range of housing options increased and protocol established between ASC and Borough and District planners re. development opportunities with private sector and potential sites. | Existing staff resources |
| G. Organise workshops with partners (for instance, districts and boroughs, voluntary and independent sector providers) to evaluate and explore housing options for older people | Through workshops involving a wide range of partners and extra care provider forums | JT | 2013/2014 | Workshop help 3 extra care provider forums per annum | Green |
| H. Maximise the potential of existing supported housing for older people (extra care and sheltered housing) by building links with the local community, encouraging use of communal facilities by local older people and harnessing the ‘Big Society’ | • Include requirement in new specification for re-tender of care and support services in extra care housing schemes  
• Monitor requirement for external engagement in sheltered housing specification | GO’S | July 2012 | Performance indicator in quarterly performance reports  
Outcome monitoring Annual review Scheme activity logs | Existing resources |

Green
| I. Continue the transformation of Supporting People funded services and extra care schemes in line with Government drive for personalisation. | • Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services.  
• Work with provider to deliver programme  
• Award bursaries for round 1 of the bursary programme  
• Award bursaries for round 2 of the bursary programme  
• Support providers through the bursary programme  
• Evaluate Supporting People personalisation project | Supporting People | December 2012  
January 2013 to July 2014  
June 2013  
June 2014  
June 2013 to May 2015  
June 2016 | Personalisation is developed and embedded within housing support services in East Sussex. Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and people with drug or alcohol misuse problems. Measures to be agreed. | £200,000 | Green |
| J. Increase awareness of dementia needs in relation to scheme design and staff training | Input on design and build process by OT  
In service training sessions and presentations at partnership forums | MW | Ongoing | Monitoring and updating Development Schedule  
Brief all relevant teams by end of 2013/2014 | OT |
<table>
<thead>
<tr>
<th>What</th>
<th>How delivered?</th>
<th>Who</th>
<th>When</th>
<th>How measured?</th>
<th>Resources needed</th>
<th>RAG SCORE - progress</th>
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<tr>
<td><strong>People with a Learning Disability</strong></td>
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<tr>
<td><strong>Commissioning Intentions:</strong></td>
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</tr>
<tr>
<td><strong>A.</strong> Continue to commission generic short term floating housing support services like Home Works or STEPS to stay independent using the Supporting People framework</td>
<td>Monitor reporting data, client record data and outcomes data to ensure the STEPS and Home Works services provide short-term housing support to people with a learning disability of all ages.</td>
<td>Supporting People</td>
<td>4-weekly</td>
<td>Reporting data Client record data Outcomes data</td>
<td>Within existing resources</td>
<td><strong>Green</strong></td>
</tr>
<tr>
<td><strong>B.</strong> Continue to commission a generic long term floating housing support service like Reconnect which will cover the needs of people with a learning disability or cognitive impairment, using the Supporting People framework.</td>
<td>Monitor reporting data, client record data and outcomes data to ensure Reconnect provides housing support to people with a learning disability or cognitive impairment with long-term housing support needs.</td>
<td>Supporting People</td>
<td>4-weekly</td>
<td>Reporting data Client record data Outcomes data</td>
<td>Within existing resources</td>
<td><strong>Green</strong></td>
</tr>
<tr>
<td><strong>C.</strong> Continue to support the provision of Aids and adaptations in East Sussex</td>
<td>Delivered via mainstream ICES framework with Millbrook</td>
<td>ICES</td>
<td>Ongoing</td>
<td>ICES</td>
<td>Within existing resources</td>
<td></td>
</tr>
<tr>
<td><strong>D.</strong> Continue to support the provision of existing Telecare in East Sussex and contribute to the development of more sophisticated Telecare provision to support the independence of clients</td>
<td>Delivered via mainstream ICES framework with Millbrook and WEL</td>
<td>ICES</td>
<td>Ongoing</td>
<td>ICES</td>
<td>Within existing resources</td>
<td></td>
</tr>
<tr>
<td><strong>E.</strong> Continue to commission a variety of tenancies in supported housing clusters, and shared group homes</td>
<td>Supported living services continue to be commissioned on a spot purchases basis where needs are identified</td>
<td>ASC Assessment and Care Management Teams and Service Placement Team</td>
<td>On going</td>
<td>Carefirst and ASC Performance Monitoring</td>
<td>Within existing resources</td>
<td></td>
</tr>
<tr>
<td><strong>F.</strong> Continue to commission a variety of shared lives and supported housing placements via the SAILS service</td>
<td>Delivered from the SAILS business plan. Manage the impact of implementing a 15% reduction to the total SP budget</td>
<td>SAILS</td>
<td>Ongoing</td>
<td>SAILS</td>
<td>Within existing resources</td>
<td><strong>Green</strong></td>
</tr>
<tr>
<td><strong>G.</strong> Commission the development of four dedicated supported housing schemes with a total of 42 self contained flats under an agreed programme with the Homes and Communities Agency, Districts and Boroughs and Registered Providers.</td>
<td>Warwick House, Battle Road, Gilda Crescent and Westfield Lane continue to be commissioned through a multi agency programme of development</td>
<td>ESCC HCA Districts and Boroughs Registered Providers</td>
<td>Spring 2015</td>
<td>Evaluation by stakeholders</td>
<td>Within existing resources</td>
<td><strong>Amber</strong></td>
</tr>
<tr>
<td><strong>H.</strong> Continue further developing a close working relationships with districts and boroughs, landlords and developers, in order to maximise future development</td>
<td>The Registered Provider forum and Strategic Forum will continue to provide the framework for close working relationship between all organisations</td>
<td>ESCC Districts &amp; Boroughs Developers</td>
<td>Ongoing</td>
<td>Evaluation by stakeholders</td>
<td>Within existing resources</td>
<td></td>
</tr>
</tbody>
</table>
opportunities and agree joint protocols around nomination rights.

<table>
<thead>
<tr>
<th>Priorities:</th>
<th>Landlords</th>
<th>On going</th>
<th>Evaluation by Heads of Service</th>
<th>Within existing resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Commission further supported housing schemes where there are established needs and opportunities which meet strategic priorities.</td>
<td>Supported living services continue to be commissioned on a spot purchases basis where needs are identified</td>
<td>Housing Commissioning Team</td>
<td>On going</td>
<td>Evaluation by Heads of Service</td>
</tr>
<tr>
<td>A. Ensure that a minimum of 62% of Adult Social Care eligible clients are living in the community rather than residential care.</td>
<td>Where clients are identified are assessed as requiring an accommodation service, clients are supported to consider the least restrictive option, with residential care only provided as a last resort</td>
<td>ASC Assessment and Care Management Teams and Service Placement Team</td>
<td>On going</td>
<td>Carefirst and ASC Performance Monitoring (NI 145)</td>
</tr>
<tr>
<td>B. Review systems and processes to promote and encourage greater use of supported housing where this is consistent with the needs of service users.</td>
<td>Work is on-going to improve internal systems and processes to ensure present and future needs are identified, appropriate services are in place and best use is made of local housing stock and ASC resources</td>
<td>ESCC LD Housing Group</td>
<td>On going</td>
<td>Internal evaluation led by LD Housing Group.</td>
</tr>
<tr>
<td>C. Continue the development of the Learning Disability Design Model. This will ensure that in future 20% of units are developed to wheelchair standards and that schemes are of an optimum size, layout and design.</td>
<td>Current version of Design Model has been informed by the views of clients and carers and housing partners. It will continue to be informed by best practice and on-going evaluation of service effectiveness.</td>
<td>ESCC LD Housing Group</td>
<td>On going</td>
<td>Evaluation from stakeholders</td>
</tr>
<tr>
<td>D. Develop an agreed approach to design and commissioning of appropriate care and support for planned supported housing schemes, with the involvement of providers and partners</td>
<td>Draft service specification and proposal for a commissioning and procurement framework are in place. Market engagement to commence Spring 2013.</td>
<td>ESCC LD Housing Group</td>
<td>Spring 2013</td>
<td>Agreed service specification. Approved List of Providers Agreed Terms and Conditions Consolidated rates for care and support</td>
</tr>
<tr>
<td>E. Devise a system to maximise the utilisation of supported housing schemes for people who are ordinarily resident in East Sussex.</td>
<td>Supported housing services continue to be utilised on a spot purchases and commissioned basis where needs are identified</td>
<td>Service Placement Team ASC Assessment and Care Management Teams</td>
<td>Ongoing</td>
<td>Carefirst, ASC Performance Monitoring and Contracts Management</td>
</tr>
<tr>
<td>F. Continue the transformation of Supporting People funded services in line with Government drivers of personalisation.</td>
<td>• Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services. • Work with provider to deliver programme • Award bursaries for round 1 of the bursary programme</td>
<td>Supporting People</td>
<td>December 2012</td>
<td>Personalisation is developed and embedded within housing support services in East Sussex. Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and</td>
</tr>
<tr>
<td>Activities</td>
<td>Start Date</td>
<td>End Date</td>
<td>Description</td>
<td></td>
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<tr>
<td>Award bursaries for round 2 of the bursary programme</td>
<td>June 2013 to May 2015</td>
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<tr>
<td>Support providers through the bursary programme</td>
<td>June 2013 to May 2015</td>
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</tr>
<tr>
<td>Evaluate Supporting People personalisation project</td>
<td>June 2016</td>
<td></td>
<td>people with drug or alcohol misuse problems. Measures to be agreed.</td>
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</tr>
<tr>
<td>People with Mental Ill Health or Disorder</td>
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<tr>
<td>Commissioning Intentions:</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>A. Continue to commission generic short term and long term floating housing support services which cater for people with mental health needs</td>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support to people with mental ill health or disorders of all ages.</td>
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<tr>
<td>Supporting People 4-weekly Reporting data Client record data Outcomes data</td>
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<td></td>
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<tr>
<td>Within existing resources Green</td>
<td></td>
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</table>

| B. Continue to commission supported accommodation services via SAILS |
| • Monitor performance information and outcomes achieved for clients |
| • Review service to ensure it is delivering the required service and meeting identified need |
| • Manage the impact of implementing a 15% reduction to the total SP budget |
| Supporting People At review March 2014 Reporting data Client record data Outcomes data Saving can be achieved and impact is identified and managed effectively |
| Within existing resources Green |

| C. Continue to commission specialist accommodation based services for people with mental ill health or mental disorder under the Supporting People framework. |
| • Monitor performance information and outcomes achieved for clients. |
| • Review services to ensure they are delivering the required services and meeting identified need. |
| • Manage the impact of implementing a 15% reduction to the total SP budget |
| Supporting People Quarterly At annual review March 2014 Providers meet targets set in the service specification and deliver outcomes required. Saving can be achieved and impact is identified and managed effectively |
| Contract values £402,000 Existing staffing resources Green |

<p>| D. Continue to commission the development of two dedicated supported housing schemes providing 26 self contained flats |
| Completion of two mental health supported housing schemes: |
| <strong>St. Anthony’s Court</strong>, Seaside, Eastbourne (13 one bedroom self contained flats for people with mental health support needs / 5 flats for people with physical disabilities) in partnership with Saxon Weald (Registered Provider) and Eastbourne Borough Council. |
| <strong>Ninfield Road</strong> Bexhill (13 one bedroom self contained flats for people with mental health support needs) in partnership with Ability Housing Association and Rother District Council. |
| Paul Bolton St. Anthony’s Court Eastbourne completion date February 2014 Ninfield Road Bexhill Completion date September 2014 Design of care and support model and specification Successful completion of tender for care and support provider Successful and completion of building developments Selection of tenants and allocation of flats Supported Housing scheme brought in to operation |
| Model design and allocation process requires input from ESCC Housing, Physical Disabilities and Mental Health Commissioning teams, ESCC Mental Health Operations teams, ESCC CPU and Strategic Finance Partnership with Eastbourne Borough Council, Saxon Weald and the successful |</p>
<table>
<thead>
<tr>
<th>Priorities:</th>
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</thead>
<tbody>
<tr>
<td><strong>E.</strong> Continue working with partners to maximise future development opportunities (according to established needs)</td>
<td>Development Partners Forum</td>
<td>Paul Bolton / Jenny Tuck</td>
<td>Quarterly meetings</td>
</tr>
<tr>
<td>Ongoing relationship management</td>
<td>Housing Commissioning Team</td>
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<tr>
<td><strong>F.</strong> Commission other supported housing where there are evidenced local needs and opportunities arise</td>
<td>Commission supported housing alternatives as decant of Eastbourne Group Home tenants.</td>
<td>Ali Davies Group Home Project Manager</td>
<td>March 2013 Provision of new supported housing model for group home tenants</td>
</tr>
<tr>
<td><strong>G.</strong> Ensure that a residential Tiered Framework is in place which will enable people to build skills and move away from long-term residential provision as well as ensure people are supported with rapid interventions to ensure they do not move into residential setting unnecessarily</td>
<td>Commissioning and monitoring of mental health tiered framework. Negotiate broader provision in Eastbourne to include level 3&amp;4 once capacity has been clarified via the resettlement process. Negotiate more provision in the Bexhill and spot purchase future provision to meet the needs of the resettlement process</td>
<td>Kenny Mackay MH</td>
<td>Quarterly review of services Linking with Resettlement work stream</td>
</tr>
<tr>
<td><strong>Priorities:</strong></td>
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<tr>
<td><strong>A.</strong> A review will be undertaken of information &amp; advice services to ensure these adequately support people with mental health needs to find out about and access relevant services (such as choice based lettings services)</td>
<td>Review the range of access routes to services and their effectiveness</td>
<td>Paul Bolton</td>
<td>2013/14 Evaluation report</td>
</tr>
<tr>
<td><strong>B.</strong> Assessment and analysis will be undertaken to establish an overview of local needs for supported housing</td>
<td>Review performance of the Residential Tiered Framework Map current mental health supported housing provision across East Sussex Identify data of current usage • SAILS activity to date • Current numbers of move on • Average length of stay • Analysis of activities within team • Average cost of placements</td>
<td>Kenny Mackay</td>
<td>Annual &amp; Quarterly review December 2012</td>
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<tr>
<td>Task</td>
<td>Person(s)</td>
<td>Start/End</td>
<td>Description</td>
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<tr>
<td>Clarify current needs profile of the Resettlement and Recovery client list</td>
<td>Martin Robinson/ Phil Blurton</td>
<td>Ongoing</td>
<td>Ongoing Completion of needs analysis of needs profile of all people identified as Life Long residential list.</td>
</tr>
<tr>
<td>Identify needs profile of people in high cost supported accommodation.</td>
<td></td>
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<td>Meet with SAILS to agree review schedule of high cost clients</td>
</tr>
<tr>
<td>C. Resources will be redirected from institutional accommodation based services to supported housing or floating housing support services</td>
<td>Paul Bolton</td>
<td>Completion of St. Anthony’s Court May 2014 Completion of Ninfield Road Nov 2014</td>
<td>Develop time table of availability of supported housing developments</td>
</tr>
<tr>
<td>Development of higher need supported housing provision - Ninfield Road and St. Anthony’s Court (see commissioning intention D)</td>
<td>Martin Robinson/ Phil Blurton</td>
<td>Nov – Dec 2012</td>
<td>Resources are redirected to fund supported housing and floating housing services</td>
</tr>
<tr>
<td>Re-launch of Resettlement and Recovery initiative</td>
<td>Martin Robinson/ Phil Blurton</td>
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<tr>
<td>Develop a plan for use of re-directed resources across supported housing and housing support</td>
<td>Paul Bolton</td>
<td>2013/14</td>
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<tr>
<td>D. Service pathways will be developed to the full variety of supported housing options in order to promote the avoidance of residential care placements</td>
<td>Paul Bolton</td>
<td>December 2012</td>
<td>Map mental health supported housing provision across East Sussex</td>
</tr>
<tr>
<td>Development of a new Mental Health Supported Accommodation Pathway</td>
<td>Paul Bolton</td>
<td>December 2012</td>
<td>Develop new mental health Accommodation pathway</td>
</tr>
<tr>
<td>Adoption of the new Mental Health Accommodation Pathway and use of the Residential Tiered framework</td>
<td>Martin Robinson/ Paul Bolton Kenny Mackay</td>
<td>Jan 2013</td>
<td>Mental Health Operations Service to adopt a new Mental Health Accommodation Pathway</td>
</tr>
<tr>
<td>Development of move on culture within mental health teams.</td>
<td>Martin Robinson/ Paul Bolton Kenny Mackay</td>
<td>Sept 2014</td>
<td>Training delivered to MH operations teams</td>
</tr>
<tr>
<td>• Develop a communication strategy</td>
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<td>• Develop a directory resources</td>
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<tr>
<td>• Training and workshops to be commissioned/ developed re move on strategy</td>
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<td>• Consultation with user and carer</td>
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</table>
| **E. Evaluate new supported housing schemes which will include benchmarking against other options such as floating housing support and private rented sector access models** | • Bennett Court  
• St Anthony’s  
• Ninfield Road | Paul Bolton | One year following completion of each scheme and ongoing  
Evaluation to determine model gives enhanced choice and value for money  
Within existing resources |
| **F. Suitable service models will be developed for new supported housing schemes** | Use gap analysis and needs profile to inform future commissioning opportunities | Paul Bolton | December 2013  
Review of mental health accommodation pathway  
Within existing resources |
| **G. Continue transformation of Supporting People funded services in line with central Government drives for personalisation.** | • Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services  
• Work with provider to deliver programme  
• Award bursaries for round 1 of the bursary programme  
• Award bursaries for round 2 of the bursary programme  
• Support providers through the bursary programme  
• Evaluate Supporting People personalisation project | Supporting People | December 2012  
January 2013 to July 2014  
June 2013  
June 2014  
June 2013 to May 2015  
June 2016 | Personalisation is developed and embedded within housing support services in East Sussex.  
Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and people with drug or alcohol misuse problems.  
Measures to be agreed. | £200,000 | Green |
<table>
<thead>
<tr>
<th>What</th>
<th>How delivered?</th>
<th>Who</th>
<th>When</th>
<th>How measured?</th>
<th>Resources needed</th>
<th>RAG SCORE - progress</th>
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<tr>
<td>People with a Physical or Sensory Impairment</td>
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<tr>
<td><strong>Commissioning Intentions:</strong></td>
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<tr>
<td><strong>A.</strong> Continue to commission generic short term and long term floating support services which can cater for the needs of people with PSI</td>
<td>Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support to people with a physical or sensory impairment. Supporting People 4-weekly Reporting data Client record data Outcomes data</td>
<td>Imran Yunus October 2013 Service in place in October 2013</td>
<td>To be determined</td>
<td>Within existing resources</td>
<td>Green</td>
<td></td>
</tr>
<tr>
<td><strong>B.</strong> Continue to support the Independent Living Service</td>
<td>The Independent Living Service current contract ends in October 2013 and will be re-commissioned through the commissioning grants prospectus Telecare currently provided by Wealden and Eastbourne Lifeline until April 2014, the service will then be re-commissioned</td>
<td>Imran Yunus April 2014 Service in place in April 2014</td>
<td>To be determined</td>
<td>Green</td>
<td></td>
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<tr>
<td><strong>C.</strong> Continue to review and support Telecare provision in East Sussex</td>
<td></td>
<td>Imran Yunus April 2014 Service in place in April 2014</td>
<td>To be determined</td>
<td>Green</td>
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<tr>
<td><strong>D.</strong> Contribute to the development of a more sophisticated system of Telecare which promotes independence and living in the community on a larger scale than currently occurs.</td>
<td>Improved guidance and streamlined referral process for telecare Development at St Anthonys Court in progress to agreed timescale</td>
<td>Imran Yunus April 2013 Improved guidance and streamlined process in place. Project Officer</td>
<td>Amber</td>
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<tr>
<td><strong>E.</strong> Commission the development of a supported housing scheme which caters for five people with a physical or sensory impairment in Eastbourne</td>
<td></td>
<td>Imran Yunus May 2014 Scheme officially opened</td>
<td>Within existing resources</td>
<td>Amber</td>
<td></td>
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</tr>
<tr>
<td><strong>F.</strong> Commission further supported housing schemes depending on established need and opportunity</td>
<td>Joint work with boroughs and districts and RPs Approved Business Case</td>
<td>Supported Housing Team Ongoing</td>
<td>Within existing resources</td>
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<tr>
<td><strong>Priorities:</strong></td>
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<tr>
<td><strong>A.</strong> Develop a service pathway for clients with physical &amp; sensory impairment which includes various housing options &amp; supported housing schemes.</td>
<td>Joint work between Commissioners, operational staff and other partners Supported Housing Team</td>
<td>Imran Yunus April 2013 Service pathway introduced</td>
<td>Within existing resources</td>
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<tr>
<td><strong>B.</strong> Establish the extent of need for &amp; the locality in which new supported housing schemes will be required in the future</td>
<td>Joint work between Commissioners, boroughs and districts, operational staff , RP’s and other partners Supported Housing Team</td>
<td>Imran Yunus November 2013 Needs confirmed and priorities agreed</td>
<td>Within existing resources</td>
<td></td>
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<tr>
<td><strong>C.</strong> Develop a feasible service and finance model for supported living schemes for service users who are currently placed in residential care or in out of County placements</td>
<td>Joint work between Commissioners, operational staff and other partners Supported Housing Team</td>
<td>Imran Yunus October 2013- March 2014 Service and finance model approved</td>
<td>Within existing resources</td>
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<tr>
<td><strong>D.</strong> Evaluate the Eastbourne supported housing scheme, once in management, to assess quality of life and value for money in order to inform potential future remodelling of schemes and new developments.</td>
<td>Undertake an evaluation in partnership with a user led organisation to assess outcomes, health and social care utilisation and value for money</td>
<td>Imran Yunus May 2015 Evaluation report</td>
<td>£2000</td>
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<tr>
<td>E. Work with housing colleagues in districts and boroughs to identify ways of ensuring the effective use of adapted properties</td>
<td>Partnership survey of existing adapted properties and their utilisation</td>
<td>Supported Housing Team</td>
<td>Feb 2014</td>
<td>Survey and evaluation conducted</td>
<td></td>
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<tr>
<td>What</td>
<td>How delivered?</td>
<td>Who</td>
<td>When</td>
<td>How measured?</td>
<td>Resources needed</td>
<td>RAG SCORE - progress</td>
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<tr>
<td><strong>Young People (including Young Parents)</strong>&lt;br&gt;<strong>Commissioning Intentions:</strong>&lt;br&gt;<strong>A.</strong> Continue to commission generic short term and long term floating housing support services which can cater for the needs of young people/parents&lt;br&gt;Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support to young people/young parents.</td>
<td>Monitor performance information and outcomes achieved for clients. &lt;br&gt;Review services to ensure they are delivering the required services and meeting identified need. &lt;br&gt;Manage transition to new provider for young parents in Eastbourne and Lewes area.&lt;br&gt;Manage the impact of implementing a 15% reduction to the total SP budget</td>
<td>Supporting People</td>
<td>Quarterly&lt;br&gt;At annual review&lt;br&gt;April 2013&lt;br&gt;March 2014</td>
<td>Providers meet targets set in the service specification and deliver outcomes required.</td>
<td>Within existing resources</td>
<td>Green</td>
</tr>
<tr>
<td><strong>B.</strong> Continue to fund supported housing schemes for young people and young parents from within the Supporting People framework&lt;br&gt;• Monitor performance information and outcomes achieved for clients.&lt;br&gt;• Review services to ensure they are delivering the required services and meeting identified need.&lt;br&gt;• Manage transition to new provider for young parents in Eastbourne and Lewes area.&lt;br&gt;• Manage the impact of implementing a 15% reduction to the total SP budget</td>
<td>Monitor performance information and outcomes achieved for clients.&lt;br&gt;Review services to ensure they are delivering the required services and meeting identified need.&lt;br&gt;Manage transition to new provider for young parents in Eastbourne and Lewes area.&lt;br&gt;Manage the impact of implementing a 15% reduction to the total SP budget</td>
<td>Supporting People</td>
<td>Quarterly&lt;br&gt;At annual review&lt;br&gt;April 2013&lt;br&gt;March 2014</td>
<td>Providers meet targets set in the service specification and deliver outcomes required.&lt;br&gt;New provider is delivering the service from April 2013&lt;br&gt;Saving can be achieved and impact is identified and managed effectively</td>
<td>Contract values £1.204m&lt;br&gt;Existing staffing resources</td>
<td>Green</td>
</tr>
<tr>
<td><strong>C.</strong> Continue to fund supported lodgings and increase the number of places which can provide more intensive support for the most vulnerable young people&lt;br&gt;• Involve Children’s services to consider use of existing provision&lt;br&gt;• Develop project plan if need identified</td>
<td>Involve Children’s services to consider use of existing provision&lt;br&gt;Develop project plan if need identified</td>
<td>Supporting People</td>
<td>April 2014</td>
<td>Children’s services are engaged in discussion. Project is developed if required</td>
<td>Existing resources</td>
<td></td>
</tr>
<tr>
<td><strong>D.</strong> Jointly review and resource services for young people/parents with other partners – such as districts and boroughs, Youth Offending Team (YOT), Children’s Services, Health Visitor Service, Child and Adolescent Mental Health Service (CAMHS) – to ensure a joined up approach to meeting their needs&lt;br&gt;• Involve partners in service reviews&lt;br&gt;• Ongoing monitoring of protocol between providers of young people/parents services and Children’s Services.&lt;br&gt;• In liaison with Children’s Services identify training organisation to strengthen all services that work with the most challenging young people.&lt;br&gt;• Commission training model to improve service delivery and effectiveness.</td>
<td>Involve partners in service reviews&lt;br&gt;Ongoing monitoring of protocol between providers of young people/parents services and Children’s Services.&lt;br&gt;In liaison with Children’s Services identify training organisation to strengthen all services that work with the most challenging young people.&lt;br&gt;Commission training model to improve service delivery and effectiveness.</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Review reports incorporate partner feedback, including Children’s services.&lt;br&gt;Provider feedback, Client record data, Outcome data, Incident reports</td>
<td>£150k and existing staff</td>
<td></td>
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<tr>
<td><strong>E.</strong> Work creatively with partners (including districts and boroughs, CAMHS, YOT, registered providers) to identify effective service models for meeting the needs of the most vulnerable young people and bring&lt;br&gt;• Conduct audit of services that work with young people focussing on all aspects of service to identify effective model.&lt;br&gt;• Commission training model to improve service delivery where required</td>
<td>Conduct audit of services that work with young people focussing on all aspects of service to identify effective model.&lt;br&gt;Commission training model to improve service delivery where required</td>
<td>Supporting People</td>
<td>February 2013&lt;br&gt;October 2013</td>
<td>Annual review&lt;br&gt;Outcomes and PI workbooks.&lt;br&gt;Stakeholder and provider feedback</td>
<td>As above</td>
<td></td>
</tr>
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</table>
together resources from across the partnership to do so

<table>
<thead>
<tr>
<th>Priorities:</th>
<th>Support services, boroughs and districts and local providers to identify need and options for priority developments, or use of existing resources</th>
<th>Dec 2013</th>
<th>Options Appraisal conducted and approved</th>
<th>Existing staffing resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>F. Consider the needs for a new capital development for the most vulnerable young people where there is evidence of need and potential for cost-effective service delivery</td>
<td>Supported Housing Team and Children’s services</td>
<td></td>
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</tr>
<tr>
<td>A. Ensure services benefit the maximum number of young people at risk and young parents and achieve effective and timely move on to settled accommodation</td>
<td>Monitoring performance information for each service. Review services to ensure they achieve effective and timely move on to settled accommodation.</td>
<td>Supporting People</td>
<td>Quarterly</td>
<td>Providers meet targets set in the service specification and deliver outcomes required.</td>
</tr>
<tr>
<td>B. Establish protocols covering access to services for Looked After children</td>
<td>Protocols developed and kept under review through stakeholder meetings</td>
<td>Supporting People</td>
<td>Twice a year</td>
<td>Looked After Children have access to Supporting People funded services for young people at risk.</td>
</tr>
<tr>
<td>C. Support partners to eliminate the use of bed and breakfast accommodation for young people, except in emergencies</td>
<td>Ensure providers, children’s services and housing work together to eliminate the use of bed and breakfast accommodation for young people, except in emergencies, through stakeholder meetings</td>
<td>Supporting People</td>
<td>Twice a year</td>
<td>Numbers of young people in bed and breakfast accommodation.</td>
</tr>
<tr>
<td>D. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.</td>
<td>Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services. Work with provider to deliver programme Award bursaries for round 1 of the bursary programme Support providers through the bursary programme Supportbursaries for round 2 of the bursary programme Evaluate Supporting People personalisation project</td>
<td>Supporting People</td>
<td>December 2012 January 2013 to July 2014 June 2013 June 2014 June 2013 to May 2015 June 2016</td>
<td>Personalisation is developed and embedded within housing support services in East Sussex. Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and people with drug or alcohol misuse problems. Measures to be agreed.</td>
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<td>What</td>
<td>How delivered?</td>
<td>Who</td>
<td>When</td>
<td>How measured?</td>
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<tr>
<td><strong>People at Risk of Domestic Violence</strong></td>
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<tr>
<td><strong>Commissioning Intentions:</strong></td>
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</tr>
<tr>
<td>A. Continue to commission generic short term and long term floating housing support services which can cater for the needs of people who are at risk of domestic abuse</td>
<td>Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support to people who are at risk of domestic abuse</td>
<td>Supporting People</td>
<td>4-weekly</td>
<td>Reporting data Client record data Outcomes data</td>
</tr>
<tr>
<td>B. Continue to fund refuge provision from within the Supporting People framework</td>
<td>• Monitor performance information and outcomes achieved for clients. • Review services to ensure they are delivering the required services and meeting identified need. • Manage the impact of implementing a 15% reduction to the total SP budget</td>
<td>Supporting People</td>
<td>Quarterly At annual review</td>
<td>Providers meet targets set in the service specification and deliver outcomes required. Saving can be achieved and impact is identified and managed effectively</td>
</tr>
<tr>
<td>C. Ensure services can respond to the needs of local women, women with teenage dependants and women with complex needs.</td>
<td>Review services to ensure they are responding to the needs of local women, women with teenage dependants and women with complex needs.</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Client record data Outcomes data Stakeholder feedback</td>
</tr>
<tr>
<td>D. Ensure services can benefit the maximum number of women experiencing domestic abuse and have pathways to settled accommodation.</td>
<td>• Review services to ensure they benefit the maximum number of women experiencing domestic abuse and have pathways to settled accommodation. • Review protocol between floating support and accommodation-based services to ensure effective move on</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Performance data Stakeholder feedback Provider feedback</td>
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<tr>
<td><strong>Priorities:</strong></td>
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<tr>
<td>A. Increase ability of the housing support workforce to elicit a disclosure of domestic abuse where relevant</td>
<td>Ensure housing support staff receive appropriate training and support to elicit a disclosure of domestic abuse where relevant</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Feedback from providers Review report Stakeholder feedback</td>
</tr>
<tr>
<td>B. Increase the ability of the workforce to assess the level of risk faced by people experiencing domestic abuse</td>
<td>Ensure housing support staff receive appropriate training and support to assess the level of risk faced by people experiencing domestic abuse</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Feedback from providers Review report Stakeholder feedback</td>
</tr>
<tr>
<td>C. Work with partners to maximise the capacity of refuges to support survivors of domestic abuse by developing a range of safe move-on options</td>
<td>• Review services to ensure they benefit the maximum number of women experiencing domestic abuse and have pathways to settled accommodation.</td>
<td>Supporting People</td>
<td>At annual review</td>
<td>Performance data Stakeholder feedback Provider feedback</td>
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</table>
| **D. Establish common access criteria to domestic abuse services** | • Review protocol between floating support and accommodation-based services to ensure effective move on | Supporting People | Annually | Annual review
Data collection
Stakeholder feedback | Existing staff resources | Green |
|   | • Monitor access to services in line with agreed criteria/referral process |   |   |   |   |   |
|   | • Review services to ensure priority for local referrals |   |   |   |   |   |
| **E. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.** | • Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services. | Supporting People | December 2012
January 2013 to July 2014
June 2013
June 2014
June 2013 to May 2015
June 2016 | Personalisation is developed and embedded within housing support services in East Sussex. Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and people with drug or alcohol misuse problems. Measures to be agreed. | £200,000 | Green |
<p>|   | • Work with provider to deliver programme |   |   |   |   |   |
|   | • Award bursaries for round 1 of the bursary programme |   |   |   |   |   |
|   | • Award bursaries for round 2 of the bursary programme |   |   |   |   |   |
|   | • Support providers through the bursary programme |   |   |   |   |   |
|   | • Evaluate Supporting People personalisation project |   |   |   |   |   |</p>
<table>
<thead>
<tr>
<th>What</th>
<th>How delivered?</th>
<th>Who</th>
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<th>How measured?</th>
<th>Resources needed</th>
<th>RAG SCORE - progress</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>People with Multiple Needs including risk of Homelessness</strong></td>
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<tr>
<td><strong>Commissioning Intentions:</strong></td>
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<td></td>
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</tr>
<tr>
<td>A. Continue to commission generic short term &amp; long term floating housing support services which can cater for people with multiple needs</td>
<td>Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support to people who are at risk of domestic abuse</td>
<td>Supporting People</td>
<td>4-weekly</td>
<td>Reporting data Client record data Outcomes data</td>
<td>Within existing resources</td>
<td>Green</td>
</tr>
<tr>
<td>B. Establish effective support mechanisms for offenders and homeless people with complex needs unable to live in shared accommodation</td>
<td>Work jointly with Probation and Housing to achieve maximum benefit from available resources</td>
<td>Supporting People</td>
<td>September 2013</td>
<td>Service is provided to identified client group Outcomes are monitored through the working group of Probation/Housing/SP</td>
<td>Existing resources</td>
<td>Green</td>
</tr>
</tbody>
</table>
| C. Continue to fund supported housing schemes for single homeless people and families with support needs from within the Supporting People framework | • Monitor performance information and outcomes achieved for clients.  
• Review services to ensure they are delivering the required services and meeting identified need.  
• Manage the impact of implementing a 15% reduction to the total SP budget | Supporting People    | Quarterly At annual review | Providers meet targets set in the service specification and deliver outcomes required.  
Saving can be achieved & impact identified & managed effectively | Contract value £739,000  
Existing staffing resources | Green               |
| D. Jointly review, commission and resource services with key commissioning partners (such as districts and boroughs, Probation Trust, Adult Social Care) to ensure resources have maximum impact. | • Involve partners in reviewing and commissioning activity of Supporting People services  
• Ensure SP services are identified within strategic partner priorities  
• Jointly commission/develop services where a need is identified | Supporting People    | Prior to contract end dates At annual review | Client record data Outcome data Stakeholder feedback | Existing resources | Green               |
| E. Work with VCS and statutory agencies to support the development of the Big Lottery initiative for people with complex needs | • Work with partners to agree Big Lottery Fund project vision  
• Support Core Group in developing the agreed bid  
• Support implementation of service if funding achieved | Supporting People/Jason Mahoney | Sept 2013 | Vision is agreed by full partnership  
Bid is successful  
Service is developed and delivered | Existing resources |                      |

**Priorities:**

| A. Ensure the maximum number of people can benefit from services, including timely move on from supported housing | • Review services to ensure they benefit the maximum number people including timely move on.  
• Review protocol between floating support and accommodation-based services to ensure effective move on | Supporting People    | At annual review | Performance data Stakeholder feedback | Contract value £739,000  
Existing staffing resources |                      |
<p>| B. Work with local partners to ensure more effective engagement with the private sector as a source of move on | • Work with private sector and boroughs &amp; districts to increase supply of move-on | Supported Housing Team | September 2013 | Monitoring of supply data | Existing staffing resources |                      |</p>
<table>
<thead>
<tr>
<th>C. Ensure service users are supported along a pathway to independent housing where they benefit from, and contribute to, local communities</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Monitor performance information and outcomes achieved for clients.</td>
</tr>
<tr>
<td>• Review services to ensure they are delivering the required services and meeting identified need.</td>
</tr>
<tr>
<td>Supporting People</td>
</tr>
<tr>
<td>Quarterly</td>
</tr>
<tr>
<td>At annual review</td>
</tr>
<tr>
<td>Providers meet targets set in the service specification and deliver outcomes required.</td>
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<tr>
<td>Contract value £739,000</td>
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<tr>
<td>Existing staffing resources</td>
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<tr>
<td>Green</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>D. Conduct an audit of housing needs amongst those with a history of substance misuse where the housing need has persisted for six months or longer</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Monitor Treatment Outcomes</td>
</tr>
<tr>
<td>• Profile data to identify clients that have a persistent housing need</td>
</tr>
<tr>
<td>• Report any common themes in the treatment needs assessment</td>
</tr>
<tr>
<td>Safer Communities Team</td>
</tr>
<tr>
<td>December 2013</td>
</tr>
<tr>
<td>Needs Assessment published</td>
</tr>
<tr>
<td>Existing staffing resources</td>
</tr>
<tr>
<td>Green</td>
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</tbody>
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<table>
<thead>
<tr>
<th>E. Review pathways for substance misusers with housing needs in the community as well as in treatment/prison</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Consider the use of Supporting People generic floating housing support service by people with an identified substance misuse need in the treatment needs assessment</td>
</tr>
<tr>
<td>Safer Communities Team</td>
</tr>
<tr>
<td>December 2013</td>
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<tr>
<td>Needs Assessment published</td>
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<thead>
<tr>
<th>F. Work with partners across housing, Supporting People and criminal justice to ensure joined-up services which deliver seamless housing support from custody to community for prisoners who will return to East Sussex</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Develop a jointly commissioned housing support service for offenders through Supporting People, Surrey and Sussex Probation and East Sussex Drug and Alcohol Action Team</td>
</tr>
<tr>
<td>Supporting People/Jason Mahoney</td>
</tr>
<tr>
<td>October 2013</td>
</tr>
<tr>
<td>Newly established service is available</td>
</tr>
<tr>
<td>Estimated £145,000 joint funding</td>
</tr>
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<td>Green</td>
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</table>

<table>
<thead>
<tr>
<th>G. Continue close partnership working between the Probation Trust, DAAT Board and district and boroughs to ensure appropriate access to housing support for offenders</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Establish working group to develop service for offenders and homeless people with complex needs</td>
</tr>
<tr>
<td>• Monitor performance of floating support services</td>
</tr>
<tr>
<td>• Report to partners annually on impact of SP programme on offenders</td>
</tr>
<tr>
<td>• Highlight opportunities for joint investment in service where appropriate</td>
</tr>
<tr>
<td>Supporting People</td>
</tr>
<tr>
<td>Quarterly</td>
</tr>
<tr>
<td>Annually</td>
</tr>
<tr>
<td>Ongoing</td>
</tr>
<tr>
<td>Annual report, Client record, Outcomes, PI workbooks</td>
</tr>
<tr>
<td>Existing resources</td>
</tr>
<tr>
<td>Green</td>
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<table>
<thead>
<tr>
<th>H. Continue the transformation of Supporting People funded services in line with central Government drivers of personalisation.</th>
</tr>
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<tbody>
<tr>
<td>• Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services.</td>
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<td>• Work with provider to deliver programme</td>
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<td>• Award bursaries for round 1 of the bursary programme</td>
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<td>• Support providers through the bursary programme</td>
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<tr>
<td>• Evaluate Supporting People personalisation project</td>
</tr>
<tr>
<td>Supporting People</td>
</tr>
<tr>
<td>December 2012</td>
</tr>
<tr>
<td>January 2013 to July 2014</td>
</tr>
<tr>
<td>June 2013</td>
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<tr>
<td>June 2014</td>
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<tr>
<td>June 2013 to May 2015</td>
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<td>June 2016</td>
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</tr>
<tr>
<td>Measures to be agreed.</td>
</tr>
<tr>
<td>£200,000</td>
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</table>
### Other client groups in need of housing and housing support

**Commissioning Intentions:**

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<th>Resources needed</th>
<th>RAG SCORE - progress</th>
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</thead>
<tbody>
<tr>
<td><strong>A.</strong> Continue to commission generic short term and long term floating housing support services which can cater for the needs of people within these groups</td>
<td>Monitor reporting data, client record data and outcomes data to ensure the floating support services provide short-term and long-term housing support that meets the needs of vulnerable people.</td>
<td>Supporting People</td>
<td>4-weekly</td>
<td>Reporting data Client record data Outcomes data</td>
<td>Within existing resources</td>
<td>Green</td>
</tr>
</tbody>
</table>

**Priorities:**

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</table>
| **A.** Continue transformation of Supporting People funded services in line with Government drive for personalisation. | • Award contract for the provision of an Innovation and Capacity Building Programme for Increasing Personalisation in Housing Support Services.  
• Work with provider to deliver programme  
• Award bursaries for round 1 of the bursary programme  
• Award bursaries for round 2 of the bursary programme  
• Support providers through the bursary programme  
• Evaluate Supporting People personalisation project | Supporting People | December 2012 to January 2013  
June 2013  
June 2014  
June 2013 to May 2015  
June 2016 | Personalisation is developed and embedded within housing support services in East Sussex.  
Personalisation, choice and control are widened to client groups such as people who are homeless or at risk of homelessness, ex-offenders and people with drug or alcohol misuse problems.  
Measures to be agreed. | £200,000 | Green |
| **B.** Work in partnership with districts and Boroughs, as well as with others, to evaluate the provision of services and the range of available accommodation options and to identify any opportunities to improve quality and choices of accommodation available. | • Engage in partners’ strategy development  
• Consider partners’ priorities in Supporting People service developments | Supporting People | Ongoing | Service reviews Annual report (SP) | Existing resources |
| **C.** Deliver the East Sussex Welfare Reform Project to:  
• Raise people’s awareness  
• Increase information available to people  
• Signpost people at risk to help and advice  
• Increase take up of benefits  
• Prevent homelessness | • Provide residents of East Sussex, elected members, professionals, and the private, voluntary and public sectors, with up-to-date, accurate information on the detail of the changes and the impact they will have.  
• Ensure claimants know the facts about how benefits are changing and where to get more information, advice and help.  
• Offer information and training | Supporting People | November 2012 to April 2014 | Project evaluation | £700,000 | Green |
opportunities to organisations and front-line staff who work directly with people affected by the changes, to ensure that they can engage with them and support them appropriately.

- Provide additional one-off resources to support statutory and voluntary sector organisations so they can help those most affected by the changes, including those most at risk of homelessness.