

<b>COMMITTEE:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>2 October 2002</b>
<b>SUBJECT:</b>	<b>SUPPORTING PEOPLE SHADOW STRATEGY  2003-2004</b>
<b>REPORT OF:</b>	<b>Strategy and Development Manager</b>
<b>Ward(s):</b>	All
<b>Purpose:</b>	To advise Members of the content of the Supporting People Shadow Strategy 2003-2004 and obtain approval of the document.
<b>Contact:</b>	Sue Burlumi, Strategy and Development Manager  Telephone 01323 415333 or internally on extension 5333.
<b>Recommendations:</b>	To approve the Supporting People Shadow Strategy 2003-2004.
<b>1.0</b>	<b><u>Background</u></b>
<b>1.1</b>	Supporting People was introduced by the Government in April 2000. It fundamentally changes the way in which supported accommodation is planned, managed and funded.
<b>1.2</b>	From April 2003 housing benefit will be paid on the net payable rent. It will no longer pay for service charges relating to general support and counselling. This affects all rented supported housing, including retirement housing, homeless hostels and special needs schemes.
<b>1.3</b>	<b>From that date service providers must bid for funding to pay for the cost of the support they offer from a</b>

## **The ODPM has also prescribed a range of consultation and decision making forums to steer and oversee the development and administration of Supporting People:**

- The Inclusive Forum meets every six months and is open to all service providers, users and commissioners. This forum is the primary way in which stakeholders are informed and consulted.

- The Core Strategy Development Group comprises Strategy and Policy Officers from each of the local authorities in the county, together with key staff from Social Services, the Primary Care Trusts, the Probation Service and the Drug and Alcohol Action Team. This group advises the Supporting People Team and steers the development of the programme in line with local needs and national guidance and policy.

- The Strategic Forum comprises Directors and Senior Officers from the local authorities, the Primary Care Trusts and the Probation Service. This group makes key decisions regarding the development and implementation of Supporting People and makes recommendations to elected members.

**Eastbourne has full representation on all these groups. In addition, a bi-annual Members Forum is held to keep all local Councillors up to date with the development of the Supporting People programme.**

1.5	<p><b>An audit of the current supply of supported housing has been undertaken in order to establish a baseline for future development. This was conducted by analysing the information submitted by support providers earlier in the year, and cross-referencing this data with local needs mapping conducted by the district Supported Housing Forums.</b></p>
2.0	<p><b><u>The Supporting People Shadow Strategy</u></b></p>
2.1	<p>The Shadow Strategy has been prepared in line with prescriptive guidance from the ODPM. It sets out how East Sussex intends to:</p> <ul style="list-style-type: none"> <li>· Plan and commission housing-related support services</li> <li>· Administer the funding for these services</li> <li>· Review and regulate the quality of services</li> <li>· Plan for development of future services to meet changing needs.</li> </ul> <p>An extract of the Shadow Strategy, showing key information relating to Eastbourne is attached as <a href="#">Appendix 1</a>.</p>

2.2	<p><b><u>The East Sussex Vision:</u></b> the key issues to be addressed by the Supporting People programme are:</p> <p><i>Community Safety:</i> particularly in relation to drug and alcohol misuse, offending behaviour and domestic violence.</p> <p><i>The Prevention Agenda:</i> particularly in relation to homelessness, admission to hospital and residential care and accidents in the home.</p> <p><i>The Promotion of independence:</i> particularly for older people, young people, those with a physical or learning disability or a mental health problem.</p> <p><i>The Social Inclusion and Resettlement Agenda:</i> particularly for those leaving institutional care, residential schools and prisons, asylum seekers given leave to remain in the UK, homeless people, people from black and ethnic minorities, mentally disordered offenders and people with complex or multiple needs.</p>	
2.3	<p><b><u>Links to other strategies:</u></b> the Shadow Strategy has been linked and cross-referenced with a range of other strategies and plans, including district Community Plans and Housing Strategies, Health Improvement Plans, Joint Investment Plans, Crime Reduction Strategies, Tackling Drugs Together, the Regional Housing Strategy and the National Service Frameworks for Mental Health and Older People.</p>	
2.4	<p><b><u>Key needs:</u></b> these have been assessed following the collection of data from a range of sources including local housing needs surveys, housing registers and information from specialist agencies. The needs in East Sussex are summarised as follows:</p> <p><b><i>Highest priority:</i></b> Older people:</p> <ul style="list-style-type: none"> <li>· Floating support across all tenures</li> <li>· High quality sheltered housing</li> <li>· Extra care housing</li> </ul> <p>Learning disability:</p> <ul style="list-style-type: none"> <li>· Mild and moderate disabilities</li> <li>· Options for people with older carers</li> </ul> <p>Drugs and alcohol:</p> <ul style="list-style-type: none"> <li>· Floating support to users</li> <li>· Move-on following rehabilitation to prevent relapse</li> </ul>	

2.5

**The Strategy for Eastbourne:** information on the housing related support gaps that exist in Eastbourne are informed by the Council's Housing Needs Survey and by the Housing Waiting List. The following needs groups are a priority for development of services in Eastbourne:

**Support for People with Learning Disabilities:** Currently very limited resources and few options other than residential care. Although there are relatively few people on the housing waiting list in Eastbourne with a learning disability as their primary need, this disability is often masked within a multiple need, especially for older and younger people. This client group may also not apply for council housing. Options other than residential care need to be investigated for this client group.

**Homelessness:** Although recent street counts have revealed low levels of rough sleeping (6 individuals were counted in 2001), there are severe limitations on the availability of suitable accommodation. This can exacerbate other problems which this particularly vulnerable client group faces. Floating support services will be developed for homeless people in temporary accommodation, together with additional housing resources to avoid the use of bed and breakfast.

**Vulnerable Owner Occupiers:**  
**75% of the population of Eastbourne are owner occupiers. Many of these are older people in need of support. The SP programme will work with Eastbourne Care and Repair and Lifeline to provide support in peoples own homes. A floating support service is planned for vulnerable Council tenants which could be rolled out to other tenures after 2003 should funds permit.**

**Mental Health:** Local Housing Associations are being used to further develop supported accommodation options for this client group. Similar schemes will need to be developed for private tenants and for owner occupiers.

**Young People:** Development work is under way to provide further supported housing for under 25s. The engagement of the private sector will be necessary to meet the needs of other young people.

**Older People:** Sheltered housing is currently widespread for older people in Eastbourne across all sectors. Extra-care options are being considered. A Home Support Service initially for Council tenants will provide housing related support older Council tenants. It is aimed to roll this out to other tenures after April 2003.

**Drugs and Alcohol:** There is no provision in the town for people who are using drugs and alcohol. A scheme is under development to provide supported housing for people who are successfully addressing a former substance misuse problem in order to prevent relapse and promote positive social inclusion.

**Domestic Abuse:** During 2000/01, nearly 80 women and their families were accepted as homeless through domestic violence. Currently there are 8 units of refuge accommodation. This provision is inadequate. Floating support options are being developed for women unable to access the refuge, those who are moving on and those who remain in their own homes.

**Ex-Offenders:** the new Homelessness Act specifies that local authorities must provide appropriate housing to assist former offenders to re-integrate into the community, develop positive social networks, access training and employment and prevent re-offending. We are in discussion with specialist agencies to develop services to meet this new duty which will also support the objectives of the Crime Reduction Strategy.

2.6

***Core Values and Principles: the Supporting People programme in East Sussex has been developed in line with the following agreed principles:***

***Prevention: helping to sustain a diverse range of people in the community and prevent crisis through early intervention.***

***Promoting independence: helping people to make their own decisions.***

***Alleviating crisis: maintaining physical and mental stability***

**Developing needs-led services: *listening to people and developing services to meet their needs and preferences***

**Best Value: *applying best value principles throughout the development and implementation of the Supporting People programme.***

**Equal Opportunities: *preventing discrimination, promoting equality and enabling people to exercise choices.***

2.7	<p>All supported housing schemes will be reviewed by the Supporting People team during the first five years of the programme. They will be assessed to ensure that:</p> <ul style="list-style-type: none"> <li>· The schemes offer value for money</li> <li>· They continue to meet an established need</li> <li>· They offer high quality support which is effective in enabling vulnerable people to live independently</li> <li>· They do not duplicate services available elsewhere</li> <li>· They promote user involvement</li> </ul> <p>The timetable for reviews will target schemes of highest concern in the initial year. It is therefore unlikely that the Council's supported housing schemes (including Retirement Housing) will be reviewed until the final year.</p>	
3.0	<p><b><u>Scheme development in Eastbourne</u></b></p>	
3.1	<p><b>A number of new projects have been developed in order to maximise the opportunity presented by the Supporting</b></p>	

4.0	<b><u>Consultations</u></b>	
4.1	<p>The Shadow Strategy has been developed following consultation with a wide range of stakeholders including:</p> <ul style="list-style-type: none"> <li>· The Inclusion Forum</li> <li>· The Core Strategy Development Group</li> <li>· District Supported Housing Forums</li> <li>· Voluntary groups</li> <li>· Internet consultation via the East Sussex and Supporting People websites</li> <li>· Members Forums</li> </ul> <p>Further ongoing consultation will take place using these mechanisms in order to monitor and review this Strategy and prepare the updated Strategy from 2004.</p>	
5.0	<b><u>Financial Implications</u></b>	
5.1	<p>The Supporting People Team has been employed by the County Council. This has been made possible by the countywide pooling of the Administration Grant paid by the ODPM to each local authority. It is likely that a further Administration Grant will be paid for 2003-2004 and that Members will be recommended to agree to continue pooling this money in order to secure the continued services of the County Supporting People Team to oversee the transition to the full Supporting People programme.</p>	
5.2	<p>It is intended that the transition to the Supporting People programme will be cost neutral. After April 2003, the support element of the gross eligible rents will no longer be paid from housing benefit. This will reduce the gross expenditure on housing benefit payments, although subsidy will be reduced in equal proportion.</p>	
5.3	<p>The Supporting People Team will pay sums to the Council in line with the predicted costs of supporting our vulnerable tenants. We will need to regularly monitor our support activities to make certain that these sums continue to meet our expenditure and liaise closely with the SP Team to register any unforeseen increase in support needs and ensure that funding is increased accordingly.</p>	



5.4	<p>The government has undertaken than 'pot' for 2003-2004 will be sufficient to meet the cost of all existing services, provided they have registered with the Supporting People team. This will include:</p> <ul style="list-style-type: none"> <li>· Supported housing provided by local authorities, housing associations, voluntary and charitable organisations and private individuals</li> <li>· Schemes which are under development, but which are likely to commence before April 2003</li> <li>· Certain other individual grants, including Supported Housing Management Grant (currently paid by the Housing Corporation to help meet the revenue cost of providing support), grants to home Improvement Agencies (such as Care and Repair), Probation Accommodation grant (paid by the Government to Probation to help meet the cost of housing vulnerable ex-offenders).</li> </ul> <p>It is not yet known how authorities will bid for growth funding, although future funding is likely to be influenced by continuing needs assessments and the results of the regular scheme reviews, which will establish their performance and potential to meet current and future needs.</p>	funding in the Supporting People to meet the cost of all existing services, provided they have registered with the Supporting People team.
5.5	Options for the funding of future projects will be discussed at the bi-annual Inclusive Forums, considered by bi-annual members Forum, prioritised by the Core Strategy Group, and agreed by the Strategic Forum who will make recommendations to the elected members of each of the partner local authorities.	
6.	<b><u>Human Resource Implications</u></b>	
6.1	The Countywide approach ensures that the day to day administration of the programme is undertaken by the dedicated Supporting People Team. We will continue to steer this work by representation on the consultation, development and strategic planning groups and although onerous, this work will continue to form part of the regular workload of existing staff.	
6.2	Additional training will be required to ensure that relevant staff have the required skills to assess support needs, calculate and administer payments and monitor the progress and payment of support packages. Training will also be required to ensure relevant staff are able to use the new IT packages provided by the Government to administer the programme. It is anticipated that all training will be organised by the Supporting People Team and funded from the existing Administration Grant.	
7.0	<b><u>Conclusions and Recommendations</u></b>	

7.1	Supporting People represents one of the most major changes in the support of vulnerable people since the Community Care Act. It also presents local authorities and service providers with a unique opportunity to work together to improve and increase the provision of support services and thereby address other Corporate issues such as community safety and social inclusion. The Supporting People Shadow Strategy outlines how East Sussex intends to begin to address these issues.	
7.2	The Shadow Strategy represents a starting point. Over the coming year, a full Strategy will be developed, informed by lessons learned from the first year of implementation, further consultation and a further, more comprehensive assessment of supported housing need across all groups. This information will augment the data already collected, and provide a robust foundation for our plans for future development of quality support services.	
7.3	It is recommended that Members approve the East Sussex Shadow Strategy 2003-2004 and maintain their involvement in monitoring the progress of the programme and the development of the full Strategy from 2004.	
<p><b>Sue Burlumi</b></p> <p><b>Strategy and Development Manager</b></p>		
<p><b>Background Papers:</b></p> <p>The Background Papers used in compiling this report were as follows:</p> <p>The East Sussex Supporting People Shadow Strategy 2003-2004</p> <p>Eastbourne Housing Strategy 2003-2008</p> <p>Various DTLR / ODPM guidance documents</p> <p>To inspect or obtain copies of background papers please refer to the contact officer listed above.</p>		
Document/jc.NAF/Cabinet/021002 – Supporting People Shadow Strategy (SB)		

## Appendix 1

### A4.2: Summary of how we will make the best use of the programme in Eastbourne Borough

Information on the housing related support gaps that exist in Eastbourne is informed by the Council's Housing

Needs Survey and by the Housing Waiting List.

**Learning Disabilities:** Currently very limited resources and few options other than residential care. Although there are relatively few people on the housing waiting list in Eastbourne with a learning disability as their primary need, this disability is often masked within a multiple need, especially for older and younger people. This client group may also not apply for council housing. Options other than residential care need to be investigated for this client group.

**Homelessness:** Although recent street counts have revealed low levels of rough sleeping (6 individuals were counted in 2001), there are severe limitations on the availability of suitable accommodation. This can exacerbate other problems, which this particularly vulnerable client group faces. Floating support services will be developed for homeless people in temporary accommodation.

**Vulnerable Owner Occupiers: 75% of the population of Eastbourne are owner occupiers. Many of these are older people in need of support. The SP programme via HIAs and Lifeline will provide support in peoples' own homes. A floating support service is planned for vulnerable Council tenants which could be rolled out to other tenures after 2003 should funds permit.**

**Mental Health:** The work of the SSD Supported Accommodation Team has expanded considerably in the SP implementation period to provide a more effective holistic service. Local Housing Associations are being used to further develop supported accommodation options for this client group. Similar schemes will need to be developed for private and RSL tenants and for owner occupiers.

**Young People:** Development work is under way to provide further supported housing for under 25s. The engagement of the private sector will be necessary to meet the needs of other young people.

**Older People:** Sheltered housing is currently widespread for older people in Eastbourne across all sectors. Extra-care options are being considered. A Home Support Service initially for Council tenants will provide housing related support older Council tenants. It is aimed to roll this out to other tenures after April 2003.

**Drugs and Alcohol:** There is no emergency provision for those who are currently drinkers and insufficient supported housing services for older people who have de-toxified (or are trying to de-toxify).

**Domestic Violence:** During 2000/01, nearly 80 women and their families were accepted as homeless through DV. Currently there are 8 units of refuge accommodation. This provision is inadequate. Floating support options are being developed for women unable to access the refuge, those who are moving on and those who remain in their own homes.

**B5.1.1 Links to The Eastbourne Housing Strategy 2003 – 2008 and the revised Corporate Plan 2001**

(see Appendix 4 for needs profile chart)

**Eastbourne has a long standing commitment to partnership working. The population is predicted to rise to 95,800 by 2001 and will be wholly as a result of in-migration. This will place increasing pressure on the housing market and will impact upon affordability for those people in severe housing need who are currently able to access private rented accommodation or the cheaper end of the owner-occupied market.**

The vision for housing in Eastbourne is for **“everyone to have a decent home at a price they can afford within a successful and thriving community”**. The vision of the Borough’s Corporate Plan is to create **“A prosperous, fair and socially inclusive community which protects people and values and enhances its environment”**

**To achieve this the Borough has identified 6 aims. Of these the SP programme can assist the Council to achieve its aims under A Safe Place, A Healthy Place and most significantly A Place for Everyone.**

**SP will assist the Borough Council to make Eastbourne A Safe Place by aiming to:**

(see Section on Links to Community Safety for further detail)

- Reduce and prevent violent crime
- Reduce and prevent domestic burglary
- Reduce and Prevent anti-social behaviour
- Reduce drug and alcohol misuse
- Reduce and prevent the fear of crime

**SP will assist the Borough Council to make Eastbourne A Healthy Place by aiming to:**

**Help prevent accidents at home**

Eastbourne Care and Repair, the local HIA, will continue to contribute using SP funding to the important area of home safety, particularly for older people.

SP will assist the Borough Council to make Eastbourne A Place for Everyone by aiming to provide housing related support to the following vulnerable groups in Eastbourne:

**1. Learning Disability**

The Eastbourne Three Wishes campaign identified the supported housing needs of people with a learning disability as a major concern within the Borough. Although there are relatively few people on the housing waiting list with a learning disability as their primary need, this disability is often masked within a multiple need, especially for young and older people. There are currently very limited resources:

- § the Independent Living Scheme accommodates people with low levels of support needs
- § Shaftesbury Housing Association manage some cluster units in Martello Road
- § Very little else exists between this and residential care.

**2. Homelessness**

Although recent street counts have revealed relatively low levels of rough sleeping (6 individuals were counted in 2001) during 2000/01, 461 households were accepted as homeless in Eastbourne (approximately 0.5% of the

population) an increase of 20% on the previous year. Advice services are provided in the town, but there are severe limitations on the availability of suitable accommodation.

Resettlement for homeless people has been identified as a major gap in services in Eastbourne, often exacerbating the 'revolving door syndrome' for particularly vulnerable people. EBC's Homelessness Strategy under the Homelessness Act 2002, will focus upon these groups including:

- § People escaping DV, and their children
- § Young people
- § People with mental health problems
- § Substance abusers, and those recovering from substance misuse
- § Ex-offenders
- § People from institutionalised backgrounds, such as former servicemen

### **3. Mental Health**

A major provider of an existing service – the Independent Living Scheme - for Council tenants is being developed to include all vulnerable people and families, following a thorough risk assessment.

### **4. Young People**

Although Eastbourne has a relatively high supply of housing related support services for young people these new services will only meet the needs of a percentage of young people going through the EBC/SSD joint homelessness assessment process, and further provision will be needed to meet the needs of other young people. This will necessitate the engagement of the private sector.

### **5. Older People**

Older people are a priority in the Eastbourne area for all partners. Sheltered housing provision is widespread throughout the town, across all sectors. However, much of this is outdated and in need of converting to provide self contained accommodation. The Lifeline service has recently been re-branded and marketed, not just to older people, but to anyone who will benefit from the extra security the service can offer, ie women at risk of domestic abuse, new mothers etc.

#### **Older Owner Occupiers**

75% of the population are owner-occupiers. Many are elderly and are in need of support. It is estimated that up to 60% of properties owned by elderly people would fail the Government's decent home standard.

### **6. Drugs and alcohol**

In common with the rest of East Sussex there is no wet hostel provision in the town, and no supported housing services for people who have detoxified (or are trying to detoxify) from drugs or alcohol.

### **7. Domestic abuse**

Eastbourne currently has 8 units of refuge accommodation. Nearly 80 women and their families were accepted as homeless through DV during 2000-2001. There is a lack of move on and non-refuge accommodation for this group.

# **Supply chart for Eastbourne Borough (please see notes attached)**

## **Notes to the Supply Map at Macro Level from SP3 data**

**- as at 9/9/02**

1. The figures for the client groups are those identified by providers as being their primary client group.
2. This is a representation of the supply map as at 5<sup>th</sup> August 2002 for both fixed accommodation and floating support Projects. It should be noted that not all providers have yet returned SP3s.
3. It is clear that the vast majority of provision in the County is traditional sheltered housing for older people and the remainder of the sector is under developed.
4. The map does not include the provision of Community or Dispersed alarms, which is extensive in the County. There are 4 major providers of this service with an estimated 13,000 individual users and increasing.
5. The supply of long leasehold (owner-occupied) sheltered housing is not reflected in this total, however this sector is significant in the County.
6. Where SHMG is received by a provider, and the provider has returned an SP3 the scheme has been included even if it is a registered care home. (N.B. all drug provision is registered). See Appendix 9 for table on NCSC registered properties included in the supply map.
7. This map excludes pipeline schemes, which will come on stream after SP day.
8. Where a client group has not been identified on the supply chart this is because no provider identified it as their primary client group e.g. offenders, people with HIV/AIDS.