

Eastbourne Locality Housing and Support Strategy

Executive Summary

1.0 Introduction

This strategy has been developed by East Sussex County Council Adult Social Care in conjunction with Eastbourne Borough Council, Eastbourne Homes, Eastbourne Downs Primary Care Trust, Sussex Partnership Trust and a range of voluntary sector agencies including Care & Repair, the Alzheimers Society, Age Concern and Care for the Carers.

The purpose of the strategy is to describe the actions that will be taken by the above organisations from 2007 to develop a range of housing and support options which enable people living within the boundaries of Eastbourne Borough Council to have the kind of living arrangements they desire in early and later old age. In using the word 'support' in this context the focus is on activities directed towards the home and environment rather than the person, i.e. adaptations and repairs rather than home care or respite care. It signals the direction of the investments that the statutory authorities intend to make with its current levels of funding and the areas for which they will be seeking additional funding as and when it becomes available.

Though primarily addressing the needs of those people currently over pensionable age, the strategy will also consider the 'rising elderly' – that is, the people who are now around 50 and who, during the lifetime of this 20year strategy, will reach retirement.

The evidence upon which the information quoted in this Executive Summary is based is available in the full version of the Strategy which can be obtained by contacting the number at the end of this document. The report is structured under a series of sections addressing key areas for consideration. At the end of each section is a list of recommended actions.

2.0 Policy Background

2.1 The National Strategic Context

Health and Social Care

Since the beginning of the twenty-first century, government departments have increasingly come to realise the importance of making plans to address the potentially dramatic changes in demographics that have already begun and will gather momentum as people live longer and the post-war 'babyboomers' reach retirement.

This realisation initially took the form of a raft of official documents addressing the health and social care needs of the most vulnerable. However, in the past couple of years there has been a visible shift in thinking and the importance of housing, environment, leisure activities and transport has increasingly appeared on the government agenda. The publication 'Opportunity Age:

meeting the challenges of ageing in the 21st Century' (March 2005)¹. is the Government's strategy for an ageing society. It aims to end the perception of older people as dependent, ensuring that longer life is healthy and fulfilling and that older people are full participants in society.

'A Sure Start to Later Life', published in early 2006, continues this emphasis on social inclusion.² whilst the recent White Paper 'Our Health, Our Care, Our Say'³ announces a shift from looking at acute needs to considering 'wellbeing' i.e. the maintenance and improvement of the quality of life of all older citizens. 'Wellbeing' may be defined as a feeling of health, happiness and prosperity which is underpinned by being able to maintain ones position in society as a valued citizen. 'Our Health, Our Care, Our Say' sets out a vision to provide people with good quality social care and NHS services in the communities where they live and describes a range of desired outcomes any one (or more) of which should underpin both the way that services are delivered as well as their results. These outcomes include:-

- Increased independence and choice
- Physical and emotional wellbeing
- Making a contribution
- Freedom from discrimination
- Economic wellbeing
- Personal dignity

The agenda for health trusts is also set within the National Service Framework (NSF) for Older People and more recent supporting documents, including "A New Ambition for Older Age"⁴ It continues the emphasis on independence, well-being and choice, but also covers dignity in care and at the end of life; stroke services; prevention of falls; mental health in old age; services to people with complex needs; urgent care; and healthy ageing. The specialist needs of older people with mental health needs, particularly dementia, are further addressed in documents such as 'Everybody's Business' (2005).⁵

The role of housing and housing related support

The importance of the kind of accommodation people are living in to their physical and psychological wellbeing has also received increasing acknowledgment. As a result, the Department of Communities and Local Government Housing policy is focused around increasing choice for users of housing services, increasing the supply of new housing, improving the condition of existing social and private sector housing, preventing homelessness, and creating sustainable communities where people want to

¹ **Opportunity Age: meeting the challenge of Ageing in the 21st century.** DWP March 2005

² **A Sure Start to Later Life** Social Exclusion Unit 2006 www.socialexclusionunit.gov.uk

³ **Our Health, Our Care, Our Say : A new Direction for Community Services DH 2006** www.dh.gov.uk/PolicyAndGuidance/OrganisationPolicy/

⁴ **A new ambition for old age:** Next steps in implementing the National Service Framework for Older People: A resource document ...

www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/OlderPeoplesServices/fs/en

⁵ **Everybody's Business – Integrating mental health services for older people** CSIP 2005 www.olderpeoplesmentalhealth.csip.org.uk/everybodysbusiness

live.⁶ The government's Housing Corporation funds the majority of housing that is not sold on the open market. This includes both housing for all ages of people in housing need (some of which is occupied by older people), and sheltered and extra care schemes aimed specifically at older people. Its policy is to use its resources to ensure housing for older people is provided within inclusive communities that respond to their need for support, care, choice, independence and a high quality of life, involving people in the design of services. The main funding route for housing-related support services currently is through the Supporting People Programme (SP). The strategic direction of this programme is currently under review, both nationally and locally.⁷

Assistive Technology (Telecare)

The term 'assistive technology' refers to any product or service designed to enable disabled and frail older people to be independent. It ranges from very simple tools - such as walking sticks - to sensors monitoring if someone has fallen out of bed and hightech solutions such as satellite navigation. The government has funded a number of authorities, including ESCC, to research the emerging options.

WHAT WE ARE GOING TO DO IN EASTBOURNE TO RESPOND TO NATIONAL POLICIES

- All plans should address the social inclusion of older people and promote their role as active citizens
- Aim longterm plans at the 'baby-boomers' as well as current retired.
- Shift investment over time to prevention services
- Develop a wider range of ways of paying for specialist accommodation and support needs to be developed
- Housing-related support services for older people will be commissioned across tenure and to incorporate maximum flexibility of service delivery, services delivered in the home or close to home and some specialist provision for mental health and complex needs
- Extra care housing will be developed to meet the needs of people with high care needs, including dementia, in their own homes within a non-institutional environment
- Promotion of Telecare initiatives in specialist and general accomodation

Key Regional and Local policies

Regionally, a cross-boundary approach is being taken to housing and support development in line with the Government's agenda. In order to ensure that all

⁶ **Sustainable Communities: Settled homes, changing lives** ODPM 2005
http://www.communities.gov.uk/pub/786/SustainableCommunitiesSettledHomesChangingLivesSummaryPDF387Kb_id1149786.pdf

⁷ **Supporting People for Better Health: A Guide to Partnership Working** DCLG 2006

developments are 'joined up' strong emphasis has been placed on the need for joint planning between all sectors involved in the provision of housing and housing related support.

A number of key documents have been developed to respond to this agenda:-

- ❖ **South East Regional Housing Strategy** identifies Eastbourne as the area with the highest proportion of people aged 65+ in the region. The Strategy highlights the need for an increased supply of high quality affordable housing for older people. A key target, set by the government, is for councils and other non-profit making landlords to bring all their housing up to the standards required by the government for 'decent homes' by 2010.
- ❖ Each local authority is required to develop a Community Strategy. **Eastbourne's Community Strategy, 2005-2010 "Shaping a Future Together"**⁸ prioritises:
 - A housing market that provides greater housing choices for all
 - High quality condition and management in all housing stock
 - Appropriate housing with support for vulnerable people
- ❖ **The East Sussex Local Area Agreement (LAA) 'Altogether Better'**⁹ is the delivery arm of the Community Strategy, developed through local strategic partnerships and joint working. It sets out a range of relevant outcomes and targets all of which can only be achieved through partnership working between different agencies
- ❖ **The East Sussex Adult Social Care three year plan** aims to help 7000 older people to live at home (compared with 6517 in 2005/6) by 2009/10. A Joint Commissioning Strategy for Older People, describing how this is to be done will be launched in 2007

WHAT WE ARE GOING TO DO IN EASTBOURNE TO RESPOND TO LOCAL POLICIES

- Remodel all retirement schemes which do not meet modern standards and replace out of date properties with new units
- Promote housing assistance which can improve properties in the private rented and home ownership sectors
- Work with housing partners to bring all social rented flats for older people up to the Decent Homes Standard
- Agree protocols to minimise delayed hospital discharge due to housing-related problems
- Expand the mobile response service to assist in the prevention of unnecessary hospital admissions
- Organise public events / roadshow on Telecare and other assistive technologies

⁸ **Eastbourne Community Strategy 2005-2020**; Eastbourne BC 2005

⁹ **'All Together Better' - East Sussex Local Area Agreement**, East Sussex Strategic Partnership 2006 <http://escscwebsite/community/partnerships/downloadlaa.htm>

3.0 Consultation

During the summer of 2006 a number of consultation events were held in Lewes and Wealden to find out the housing preferences of local older people in those areas. Their views corresponded significantly with the results of surveys of older people nationally. During the same period, a range of key organisations involved in housing and support services in Eastbourne were brought together to find out what they felt should be done locally. The actions outlined below reflect the results of these consultations, along with other surveys e.g. Eastbourne Homes' review of their sheltered housing tenants (2006) and the 2005 research on Housing Needs in Eastbourne BC (identified as part of a wider survey in Brighton & Hove and East Sussex).

WHAT WE ARE GOING TO DO AS A RESULT OF LOCAL CONSULTATION

- Explore alternative affordable home ownership options and incorporate leasehold properties in new developments
- Ensure service charges are kept affordable
- Site new developments close to transport links, health, leisure and other amenities – note: this is included as a 'preferred options' in the draft Eastbourne Core Strategy
- Identify any gaps in gardening and home maintenance services and identify potential funding for these
- Develop services to reduce the potential isolation of non-English speakers
- Develop services to reduce the potential isolation of people with hearing, sight or other disabilities
- Research the needs of older people from Black & Ethnic Minority communities
- Work with planning departments to ensure policies include Lifetime Homes standard¹⁰ for all new housing and provision for a minimum % of wheelchair housing in all residential developments
- Revise priority given to people wishing to move from sheltered housing, potentially linking to programme of remodelling schemes or redevelopment
- Develop and pilot innovative models of support such as Homeshare and Keyring
- Develop housing and support services to meet the needs to people with dementia
- Improve information and advice to older people on welfare and other benefits, and referral to these services
- Develop a directory of local services to older people covering housing, care, support, leisure, transport, learning and community participation

¹⁰ These are 16 design features that ensure a new house or flat will meet the needs of most households. The accent is on accessibility and design features that make the home flexible enough to meet whatever comes along in life: a teenager with a broken leg, a family member with serious illness, or someone in a wheelchair

4.0 Working in partnership

It is vital that there is effective partnership working in the development of this agenda as no single agency is in the position of being able to deliver it.

WHAT WE WILL DO TO PROMOTE PARTNERSHIP WORKING IN EASTBOURNE

- Implement this strategy via the Locality group, sharing expertise and resources wherever feasible
- Review partnership arrangements where new ExtraCare/housing and support developments are initiated
- Develop hospital discharge protocols where housing related needs have been identified
- Involve older people and carers in implementation of this strategy and evaluation of its effectiveness in future years

What do older people in Eastbourne need?

Need analysis

Assessing the needs of a given population in order to make predictions about the future and plan services accordingly is an art and a science that has not yet been fully mastered by most social planners. Medical advances, changing lifestyles and expectations can result in the most scientific, finely tuned approaches being off target ten years later. However, there are a number of agreed dimensions that are helpful to consider. The local needs and related actions outlined in the box below have been compiled by looking at Census figures and information from agencies such as the Department of Work and Pensions (DWP) as well as the partners listed in the Introduction. Some aspects may not be covered fully due to lack of available information at the time of publishing this document.

Demographic information such as descriptions of how many people there are in different age groupings, where they live, whether they live alone or are carers, what their tenure is (e.g. socially rented, private landlord, houseowner) and their housing condition provides a picture of the general population. Projections of future numbers based on demographics and who moves in and out of a particular geographic area are also crucial. Identifying concentrations of deprivation, incidence of dementia, numbers of falls, homecare hours and community meals in an area or housing waiting lists demonstrate the level of needs that have come to the attention of the statutory authorities. All these things put together give a reasonable comprehensive snapshot of area needs.

Current provision

Gaps identified in current provision in Eastbourne include:-

- The lack of affordable retirement housing

- The need to develop ExtraCare housing for older people and carers needing 24hour support (including people with dementia)
- The lack of 'floating support' to provide housing support to people in non-retirement housing
- 'Low-level' support such as gardening or small repairs
- The need to develop Direct Payments/Individualised Budgets as a way of extending choice
- The need to learn from national developments and pilot innovative ways of providing support
- The need to involve active older people in providing community-based solutions

WHAT WE ARE GOING TO DO ABOUT THE NEEDS IDENTIFIED IN EASTBOURNE AND THE GAPS IN CURRENT SERVICES

Actions arising from deprivation data:

- Focus and locate health promotion, prevention and support services in the most deprived areas of Devonshire, Langney, Hampden Park
- Review the needs of intermediately deprived areas, particularly Sovereign and Upperton, every 5 years

Actions arising from health data:

- Focus health promotion services on areas with high density of social housing (Langney, Hampden Park)
- Ensure disabled adaptations and services to people with disabilities are promoted in BME communities
- Target falls prevention work in Upperton and Devonshire wards

Actions arising on the needs of diverse groups:

- Develop links with BME community groups, identifying the cohorts of older people in the main ethnic minority groupings expected to need services over the next 20 years and identify their specific needs.
- Research the housing, support, care and health needs of gypsies and travellers
- Identify the service needs of faith groups
- Research the needs of Lesbian, Gay, Bisexual and transsexual people
- Monitor provision of services to these groups to ensure this reflects local demographics

Actions arising from data on dementia:

- Develop services to meet projected increase in people with dementia including Extracare Housing and floating support

Actions arising from data on housing demand:

- Increase the number of affordable leasehold properties for older people in Hampden Park
- Promote private sector assistance for people unable to heat their homes effectively, with a particular focus on Devonshire, Hampden Park and St Anthonys
- Develop a minimum of 25% 2-bed properties in any remodelled or new schemes for older people
- Develop 50 units of Extra Care in Eastbourne
- Carry out small repairs and improvements to security in older people's housing in the

private sector

- Carry out emergency heating repairs for older people with limited financial resources
- Ensure RSL partners improve energy efficient housing and have policies on ensuring heating is affordable
- Support policies requiring a high standard of energy efficiency measures in all new residential development
- Develop affordable, risk-free options for releasing equity to fund repairs

Actions arising from data on disabled housing:

- Increase the proportion of new homes built to wheelchair standard
- Ensure social rented properties with wheelchair access are let to people needing that housing
- Maintain accurate data on housing with major adaptations in the social sector
- Develop protocol for letting social rented housing which has been adapted with all RSL partners and Eastbourne Homes
- Provide information to older people on accessing wheelchair accessible and adapted properties in the private sector

Priority wards for actions

- Prioritise care, support and health promotion services in Hampden Park, Devonshire and Upperton
- Prioritise services for people with dementia in Upperton and Meads
- Prioritise services designed to combat depression in Langney and Hampden Park
- Prioritise care support services and health promotion services in St Anthony's

5.0 The Market

ESCC currently has 30% of the local care home market and this is likely to decline, (except for some dementia and nursing care), as more people are supported at home. The range of provision is shrinking as homeowners retire or sell their property for lucrative redevelopment. It is likely that in future most care homes will be owned by large companies rather than the current family-based market. Given the tendencies of these companies for economies of scale and challenges of finding suitable land in central Eastbourne it is unlikely they will develop in accessible localities. The development of residential care schemes, particularly those sited away from key facilities of shops, GPs and leisure opportunities is not endorsed by the partners involved in developing this strategy.

As a result of being approached by a number of organisations providing socially rented accommodation and developers of private retirement schemes in the past two or three years, Adult Social Care is currently exploring the potential interest in the specialist market of ExtraCare Housing as the alternative to 24 hour residential care.

There is likely to be considerable interest from the voluntary sector in the provision of housing improvement services such as small repairs, gardening or dog-walking.

New policies about who gets funding from Supporting People will provide opportunities for developing new provision and encourage new providers

6.0 Conclusion

This strategy outlines the current direction of government thinking in relation to housing and housing related support for older people and how this could be developed for older people living in Eastbourne Borough Council. It is underpinned by the philosophy or desired outcomes outlined in all recent national policies as referred to in Section 2 to promote the social inclusion of older people and their continued involvement in society as valued and Improve the quality of life for all older people regardless of disability

This Executive Summary outlines the geographic priority areas within Eastbourne BC and the range of actions required over the coming years to achieve the above vision. It emphasises the need to work in partnership across sectors and with users and carers to maximise resources and ensure that specific needs are being met.

A more detailed Action Plan, including targets, timeframes and key responsibilities is available as part of the full Eastbourne Locality Housing and Housing Support strategy which will be available on the East Sussex County Council Adult Social Care website and from..... in April 2007.