

Report to: **Adult Social Care Scrutiny Committee**
 Date: **11 November 2010**
 By: **Director of Adult Social Care**
 Title of report: **Supporting People Commissioning Project**
 Purpose of report: **To update the Committee on phase three of the Supporting People Commissioning Project**

RECOMMENDATION

The Adult Social Care Scrutiny Committee are recommended to consider and comment on the progress made to date with phase three of the Supporting People Commissioning Project.

1 Financial Appraisal

1.1 East Sussex County Council receives a programme grant of £11.561m each year from the Department for Communities and Local Government for Supporting People. This funds housing support services for vulnerable people aged 16 and over.

1.2 The Supporting People Commissioning Project is being delivered in three distinct phases:

Phase one: The Home Works contract for short term floating support for people aged 16-64 is fixed for the three years (July 2009 – July 2012). The annual contract commitment is £3.570m.

Phase two: Focused on a strategic review of services for older people. A revised sheltered housing programme at a capped unit cost was introduced from April 2010 for three years. The Strategic Forum have also approved the introduction of a floating support service for older people to be introduced during 2011/12. The proposed resources for Phase two are £2,816,000 plus £180,000 for Lifeline services.

Phase three is underway and focuses on determining the need for, and the strategic value of, specialist services for specific client groups, and making proposals for future commissioning. These services are primarily specialist accommodation-based housing units for people with long-term housing support needs. The strategic review identified the need to reduce current spend by £750,000 to achieve a budget of £4.75m.

1.3 From 2010/11, the Supporting People Grant became part of the Area Based Grant mechanism. Following the Comprehensive Spending Review 2010, a letter from the Secretary of State for Communities and Local Government (dated 20 October 2010) announced that funding for Supporting People will reduce from £1.636billion to £1.590billion over the next four years.

2 Background and Supporting Information

2.1 The current vision for phase three services is at Appendix 1. Phase three services are considered to be specialist housing support services as they will provide for:

- People whose needs cannot be met by a more generic housing support service. For example this would include young people with complex and /or multiple needs who cannot live with family but do not have the skills to live independently;
- People with mental health problems who are in need of housing but in addition require the security, stability and opportunities for social inclusion offered by specialist provision;
- People who need a specialist accommodation based service to minimise the risk to themselves or others; and
- People who require a long-term housing support service.

2.2 The review process has involved:

- assessment of available needs and service supply data;
- scrutinising out turn and budget costs of existing services, including comparison of costs with alternative service provision e.g. Home Works; and
- wide consultation and discussions with stakeholders including providers and service users to determine their perceptions of service performance, gaps and strategic priorities. The consultation findings report is at Appendix 2.

3 The key findings of the review

- The current level of specialist housing support provision is generally needed.
- Support could be directed more effectively and flexibly.
- Value for money could be improved by more effective access and move-on arrangements for some services.
- The age criteria for services need to be broadened to offer more support to young people.
- There are gaps in provision for some client groups.
- There is a need for services to provide support to people with complex needs.
- Views on the level of domestic violence refuge provision required in the county are mixed.
- People with mental health problems need additional specialist support from Community Psychiatric Nurses. Services are more successful at achieving outcomes where this is provided.
- There is a need for services that will support people with learning disabilities and difficulties who don't meet Adult Social Care eligibility criteria.

4 Achieving a specialist programme within budget

4.1 On 30 September 2010 the Strategic Forum considered the findings of the consultation and strategic review and agreed to the following approach to commissioning phase three services:

- Ensure all services have clearly specified outcomes, aims and objectives related to housing support.
- Seek to achieve a more uniform unit cost/hourly rate across specialist housing support services.
- Remodel existing services to achieve more flexibility and greater cost effectiveness.
- Re-tender services where appropriate. Unilateral re-tendering of all services is ruled out because of the risk of losing publicly funded provision where the current provider is also the owner of the property. However where it is judged it would be cost effective to explore a developed market and the associated risks can be managed the tender process will be used.
- Decommission services where stakeholders have indicated that a service does not provide good strategic value.
- Remove Supporting People funding where the service will not be unduly affected as the Supporting People funding is only a relatively small percentage of the total cost of service.
- Implement a straight percentage cut where a service has a high percentage of Supporting People funding and other funding streams, and unpicking budgets is proving to be cumbersome and not necessarily cost effective.
- Commission a floating support service for people with long-term housing support needs.

5 Conclusion and Reasons for Recommendation

5.1 Housing support services deliver effectively against the early intervention and prevention pillar of the Putting People First agenda and represent an essential part of the menu of services. These personalised preventative support services also make a significant contribution to Housing Departments, the NHS, Probation, Police and other agencies through reducing the pressure on their services. Nationally the Supporting People programme is saving mainstream services £1.22 billion and every pound spent on Supporting People saves £2.12 on other public services¹.

5.2 The approach to commissioning phase three will achieve the anticipated savings required and release funds for a long term floating support service for vulnerable people.

5.3 The Adult Social Care Scrutiny Committee are recommended to note progress made with phase three of the Commissioning Project to date.

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BACKGROUND DOCUMENTS – Supporting People Consultation Report: The move forward:
consultation on specialist housing support services - October 2010

¹ SOURCE: Capgemini UK plc: "Research into the financial benefits of the Supporting People Programme" (CLG 2009).

Partnership vision for Supporting People specialist services for vulnerable people

1 Background

1.1 The Supporting People programme

The Supporting People programme pays for housing support services. The aims of the programme include:

- Helping to prevent a wide range of crisis situations for vulnerable people (such as homelessness or having to go into residential care).
- Making sure vulnerable people can live as independently as possible.
- Supporting vulnerable people to get a new home and become part of the community.
- Complementing existing funding and not duplicating it.
- Using Grant to underpin the agreed strategic priorities of the County Council, the districts and borough councils, Probation and Health.
- Making housing support services available across all of East Sussex.
- Offering flexible services so vulnerable people can be supported in any housing situation.

1.2 Housing Support

Housing support is provided to help a vulnerable person find or stay in their home. This includes help to manage money, claim benefits, develop domestic, social and/or life skills and keep safe.

1.3 The Commissioning Project

The purpose of the Supporting People Commissioning Project is to move to more generic, flexible housing support services, deliver support to more people, link funding to need and to make the delivery of change manageable through phasing changes over time. Specialist accommodation based services or single client group services are included where absolutely necessary.

- Phase one is about a generic floating support service for people aged 16 – 64 and this phase has been implemented.
- Phase two covers existing Supporting People funded services for people aged over 65 years. We have implemented a sheltered housing programme and there are plans to commission a floating support service.
- Phase three covers existing Supporting People funded services that have been retained as 'specialised' services.

1.4 Who will benefit from a Specialist Service?

Phase three specialist housing support services are considered to be specialist services as they will provide for:

- People whose needs cannot be met by a more generic housing support service. For example this would include young people with complex and /or multiple needs who cannot live with family but do not have the skills to live independently;
- People with mental health problems who are in need of housing but in addition require the security, stability and opportunities for social inclusion offered by specialist provision;
- People who need a specialist accommodation based service to minimise the risk to themselves or others; and
- People who require a long-term housing support service.

2 What are the key features of a Specialist Service?

A specialist service can be:

- Accommodation based with staff on site

- A long term visiting /floating support service that visits people in their independent accommodation

3 How will service users benefit?

We will clearly specify services to ensure that vulnerable people who receive a specialist housing support service will have the opportunity to:

Achieve economic well being

We will do this by helping to provide services that support vulnerable people to:

- make the most of their income and reduce any debt;
- receive the benefits they are entitled to;
- get information about grants they may be entitled to and are supported to receive them;

Enjoy life and achieve ambitions

We will do this by helping to provide services that support vulnerable people to:

- stay in their own home if that is their choice;
- move to a more suitable home when necessary;
- make active and informed choices;
- access the internet;
- access a range of education and learning activities;
- access local social activities;
- access leisure activities;
- access volunteering opportunities
- build positive relationships and prevent social exclusion and
- establish contact with groups, family and friends.

Make a positive contribution to their community

We will do this by helping to provide services that support vulnerable people to:

- make and keep links to their community;
- make choices and take control;
- make and keep contacts with local faith and/or cultural activities; and
- engage positively with their neighbours

Manage their physical health and emotional well being

We will do this by helping to provide services that support vulnerable people to:

- get information about keeping their home warm;
- manage the maintenance of their home;
- access a range of healthy lifestyle activities;
- get help with small jobs within their home;
- access specialist support with any health issue;
- learn how to shop for, cook and prepare healthy meals
- grow flowers, fruit and vegetables and
- engage with on site activities.

Stay safe

We will do this by helping to provide services that support vulnerable people to:

- live in a safe and secure home;
- live free from abuse and/or harassment in their home;
- live in a home that is free from risks such as fire, trips and falls;
- get help with aids and adaptations;
- be informed about crime and unwanted callers including seeking specialist advice from crime prevention officers; and
- access a range of Community Alarm Services e.g. Telecare/ Lifeline services.

4 To deliver our Vision we believe our specialist services need:

- Service specifications that focus on measurable outcomes for service users
- To be funded via integrated funding streams to provide cost effective on site services.
- High quality accommodation standards appropriate to the needs of the service users
- Service users involved in planning their housing support
- Common agreed referral and assessment arrangements
- To be accessible to people from groups who are sometimes excluded such as black and minority ethnic groups, people with disabilities, people who are gay, lesbian, bisexual, Transgender, and Gypsies and Travellers, Carers and people from different religions, faiths and beliefs
- To be accessible to people living in rural and/or remote areas
- To be able to meet the challenge of addressing the housing support needs of people with complex and/or multiple needs
- To effectively engage with other services to benefit service users e.g. CPNs, Police
- To be personalised
- To establish effective move on arrangements and joined up working with other housing support providers and partners

5 The range and type of services

From our information gathering exercise and initial consultations we believe that to deliver our vision a range of specialist services are required. These services will offer opportunities to vulnerable people with a housing support need because their needs are not able to be met by generic housing support services. Other needs will not be met by these services unless they are jointly commissioned.

1. Accommodation based services for young people who have multiple and/or complex needs.
2. Refuges for women and children/young people who need to leave their home because of domestic violence.
3. Accommodation based services for people who are socially excluded due to a combination of: a history of homelessness; chaotic behaviour; poor mental health, learning difficulties
4. A floating support service for vulnerable people who are able to live independently but are assessed as needing housing support for a period longer than a short term service can provide

6 How will we procure our specialist housing support programme?

We will achieve a specialist housing support programme by:

- Retaining and remodeling some existing specialist housing support services
- Making contract level changes
- De-commissioning and re-commissioning services



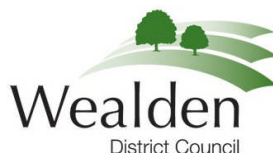
East Sussex Supporting People

The move forward:

Consultation on specialist housing
support services for vulnerable people

Consultation findings

September 2010



The move forward: Consultation on specialist housing support services for vulnerable people

Consultation report

This report contains the main findings of the formal consultation on phase three of the Supporting People commissioning project. The formal consultation ran from 7 June 2010 to 6 September 2010.

A separate report with our response to the consultation findings will be available on our website early in 2011: www.eastsussex.gov.uk/yourcouncil/consultation.

1 Introduction and background to the consultation

The Supporting People Commissioning Project is now in its third and final phase:

- Phase one looked at services for people aged 16-64 years. We consulted on our proposals during 2008. In July 2009 we set up Home Works, a countywide generic housing support service.
- Phase two covered existing Supporting People services for people aged 65 years and over. We consulted on phase two during 2009 and decided to keep sheltered housing as an option for older people in East Sussex. In 2011 we will set up a countywide visiting housing support service for older people.
- Phase three covers Supporting People services that are considered 'specialised' services. These are services for people who need more help, or a different kind of help, than Home Works can offer.

This report is about the results of the consultation on phase three of the project.

2 Information gathering

During April, May and June we strategically reviewed services within phase three and gathered information from a range of sources:

- Meetings with partner agencies (Adult Social Care, Children's Services, Housing, Health and Probation)
- Questionnaires sent to partner agencies
- Questionnaires sent to voluntary and community organisations
- Analysis of client record and outcomes data
- Analysis of relevant research as part of the equality impact assessment

3 Consultation workshops

We then held a number of workshops with stakeholders to present our findings and discuss the specialist Supporting People funded housing support services needed in the future. These were:

- Workshops with current phase three service providers: 7, 13 and 26 July 2010
- Workshops with commissioners and partners: 6, 9 and 26 July 2010
- Service User Network meetings: 19, 24 and 25 August 2010
- Wider stakeholder workshops (voluntary and community organisations): 1, 3 and 6 September 2010

4 Views on current services

4.1 Current level of specialist provision is generally needed

- In general, current services are well regarded by providers and commissioners.
- Most services are meeting a need and there is a desire to keep the current level of provision.
- Some people felt that Supporting People funding should not be used to fund services that receive Adult Social Care funding.
- There is currently greater provision of support outside the Supporting People programme for older people than working age adults.
- There is an overwhelming belief that preventing problems in working age adults will prevent problems for people later in life.

4.2 Support could be directed more effectively and flexibly

- Most people feel however that there is scope to re-model some services to offer support in a different way, to a different client group or to people with higher needs.
- Some of the current accommodation-based services could be provided more effectively as long-term floating support.
- Current service models and contracting arrangements are inflexible and do not allow providers to offer support to effectively meet fluctuating needs.
- If services are decommissioned it is important to ensure that alternative provision will be available – this is a particular issue if funding for other support services is cut (such as Sanctuary schemes).

4.3 Access to services is an issue

- Access to most services is predominantly controlled by the local housing department or Adult Social Care.
- There is a view that the Supported Accommodation Team should be available more widely for people who do not meet Adult Social Care eligibility criteria. Housing departments are concerned that they can no longer make use of this resource.
- Access to services needs to be improved to make best use of resources.
- It could be useful to have a system of vacancy alerts to referrers.
- It is difficult for some client groups and agencies to access some services. There are particular problems for care leavers.

4.4 Age criteria needs to be broadened

- The age criteria of all current services should be reviewed to consider whether they are appropriate.
- More services could take 16 and 17 year olds.
- The age criteria for some services could be extended to provide support to people aged 65 and over.

4.5 Value for money judgements need to be made in context

- Value for money calculations and judgements can be misleading when made based on the unit cost. A unit can be a couple or a family. Some services provide support to couples and families and so offer greater value for money.

4.6 There are gaps in provision for some client groups

- There is no provision specifically designated for offenders or for people with a physical disability or sensory impairment although there is no identified need for client group specific services for these groups.
- There is only one service in the county (in Hastings) that will accept couples and families.
- There is no long-term floating support service available for people with mental health problems and physical disabilities.

5 Views on services for particular client groups

5.1 Domestic violence

- Views on the level of refuge provision in the county are mixed.
- Some feel that provision is too high and that the needs of local women should be prioritised within a reduced number of units.
- Others believe that the provision is needed and that we have an obligation to provide support to women outside East Sussex who are fleeing domestic violence.
- Many women don't want to leave their home or go out of county. They would rather stay where they live if they could feel safer.
- Sanctuary schemes are reducing the demand for refuges by local women although funding for sanctuary schemes may be under threat from March 2011.
- It can be difficult to get people with higher needs (such as mental health or substance misuse issues) into the refuges.
- Most of the refuges won't accept women with older teenage boys. People felt that this wasn't acceptable.

5.2 Young people

- There is a lack of supported accommodation for young people with physical or learning disabilities. Current services are not accessible for these client groups.
- There is a lack of provision for young family units.
- There is a need for services to provide support to young people with complex needs.
- There is a view from some Children's Services staff that care leavers do not have the same access to services as homeless young people.
- Many teenage parents can be appropriately supported by floating support.

5.3 Mental health

- There are inconsistencies between services classified as mental health provision that only take people with a diagnosed mental health problem and those that take people with a self diagnosis.
- People with mental health problems need additional specialist support from Community Psychiatric Nurses. Services are more successful at achieving outcomes where this is provided.
- Support from Community Psychiatric Nurses is often withdrawn however when people move in to a supported accommodation service.

5.4 Learning disability

- There is a need for services that will support people with learning disabilities and difficulties who don't meet Adult Social Care eligibility criteria.
- There is a need for services that will support people with mild learning disabilities who also have physical needs (including health needs).
- There is scope to look at the service models for accommodation-based services for people with learning disabilities to achieve efficiencies.
- Access to services is limited by the lack of turnover.
- Some people with learning disabilities can be supported to achieve short-term outcomes. Others need long-term flexible floating support.

5.5 Homelessness

- There was consistent high praise for the one accommodation-based service in the county that will work with single people, couples and families. The service is a useful resource because they support diverse client groups and are not limited to one client group.
- Some accommodation based services are needed for homeless people with support needs who are not able to live independently even with support.
- Buildings must be suitable for the people living there. There are issues with services where the quality of the accommodation is poor.

6 Matters to take forward

6.1 Access to services and nominations

- Services should be open access. This is particularly important for minority groups.
- There is a desire among providers and partners (including some housing authorities) to move away from 100% district and borough council nominations.
- A single access route might be helpful for some client groups but it could be too bureaucratic and inefficient.

6.2 Eligibility

- We need clear eligibility for specialist housing support services.
- There are tensions around eligibility for housing support in relation to eligibility for social care.
- There is a desire to keep housing support services available to people who would not be eligible for support elsewhere.

- We need consistent definitions of need and levels of risk – there is inconsistency in classification of needs such as mental health and learning disability.

6.3 *Move on*

- Access to suitable accommodation is an issue in most areas.
- This is causing 'bed-blocking' and means that people frequently remain in services longer than necessary.
- This is a particular problem for young people.
- There is inconsistency across the districts and boroughs. In most districts and borough young people are placed into band A when leaving a specialist service. In one area they are placed in band C.
- There are problems with move-on if the person has not been referred by the district and borough council.
- If services to a particular client group become countywide resources rather than local resources then there are additional issues with move-on as the authority the service is located in would take on the duty to re-house the person when they leave the service.

6.4 *Support for people with higher needs*

- There are current services that could be re-modelled to provide support for young people with higher and more complex needs. This would need to be proportionate and services would need to keep an appropriate balance of need.
- If statutory agencies could provide additional support to providers it would be possible to offer support to people with higher needs within current services.
- Some people however thought that Supporting People funded services should be for people with lower needs.

6.5 *Value for money*

- Providers are keen to maximise income from housing benefit to release funds for housing support.
- Providers are also willing to negotiate lower core contract prices if additional funding is available to use flexibly to meet fluctuating needs.
- Greater value for money could be achieved through ideas such as having staff teams working across more than one service or a countywide bank of staff available to work across all specialist services.

6.6 Statutory services

- There is mixed feedback about the support available to people from statutory services and in particular the Community Mental Health Teams.
- Duplication of support and functions also needs to be considered. We need to consider whether it is best use of money to deliver support to people who are also receiving care.

6.7 Support pathway

- Need clearer picture of the level of support each service provides
- Need a clear pathway between services
- Specialist services need to work better together (Supporting People funded and non-Supporting People funded)

6.8 Equalities issues

- There is a need for greater access to language support and translation services for people whose first language is not English.
- We need better definitions in some areas particularly around learning disability and mental health.
- People with a learning disability need access to mainstream services.
- Services should be more accessible. People from minority groups want direct access to services and don't want to go through a referring agency.
- There is a lack of appropriate accommodation and long-term support for people with physical disabilities.
- People with sensory impairments have particular housing support needs.
- Services need to be culturally appropriate and culturally sensitive.

6.9 Specialist floating support

- There is a broad consensus that there is no need for specialist floating support for any particular client group. Tenancy support is the same whatever the client group.
- There is a view from some providers however that support to people when they move on from a service is best provided by the specialist accommodation-based provider rather than Home Works (particularly for young people).

6.10 Long-term floating support

- Young people and teenage parents do not need long-term floating support.
- Some people with learning disabilities and mental health problems would benefit from long-term floating support to maintain their independence.

- There is some concern however that a long-term floating support service would be supplementing statutory services and would take money away from short-term preventative services.
- A long-term floating support service would fill up quickly. There would be a very low turnover so limited opportunities for new service users to benefit from the service.
- There is also a danger that long-term floating support could limit people's aspirations.

6.11 Communication

- Stakeholders outside the housing departments were not aware of many of the services within phase three.
- Services need to be promoted more effectively.

7 More information

7.1 Proposed timetable

A separate report with our response to the consultation and timetable for any changes will be available on our website from early 2011.

7.2 More information

If you would like more information about the Supporting People commissioning project, have any queries about this consultation report or you need a copy of it in a different language or in a different format such as large print, Braille or cassette tape please contact **Jude Davies, Project Manager:**

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or visit our website: www.eastsussex.gov.uk/supportingpeople

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