

Adults and Health Select Committee
14 July 2017
Housing Related Support



Purpose of report: Proposals for the future funding of Housing Related Support are explained and the Adults and Health Select Committee is invited to input into this process.

Introduction:

1. This paper describes the current context and what Housing Related Support services deliver for Surrey residents. It sets out the current provision of these services in Surrey together with the approach taken by other local authorities. Proposals for the future funding of Housing Related Support are explained and the Adults and Health Select Committee is invited to input into this process.

Context

2. 'Supporting People' as it was originally branded, was launched on 1 April 2003 as the government's national programme for housing related support. It was a partnership programme of joint working relationships with service providers and partner agencies such as boroughs, districts, probation and health. The programme was initially managed by a discrete team of commissioners and a national monitoring system.
3. The funding was originally ring-fenced by government but this has since been removed. In 2012 a decision was made to bring housing related support and the associated budget into Adult Social Care.
4. Continued cuts to funding from government, rising costs and increasing demand for key services means that the need for Surrey County Council to find savings has reached unprecedented levels.
5. Adult Social Care has delivered £246m of savings over the last seven years, an average of £32m per year. Adult Social Care has a savings target of £26m for 2017/18. This has meant a relentless focus upon efficiencies and changes to delivery to provide the services our residents need within available resources. Alongside this, lots of local information and support is now available online and in local communities. We believe it is the right time to

review how we fund Housing Related Support although it will mean some difficult decisions.

What is Housing Related Support?

6. Housing Related Support is a non-statutory support services for vulnerable adults in Surrey including older people, people with disabilities, mental health issues, people with an offending history and people who are homeless.
7. In Surrey, the borough and district councils are the 'local housing authority' and consequently have a statutory strategic housing role. The County Council has no such role but has worked in partnership with borough and district councils seeing Housing Related Support as part of its universal preventative offer.
8. Housing Related Support is provided in purpose-built schemes or by visiting support in the community. The majority of providers are voluntary and community organisations, ranging from small providers delivering a single service to larger providers with several services. Other service providers include housing associations, borough and district councils.
9. Different people need different types of housing related support including help with obtaining benefits and managing their money; support to improve their safety, health and wellbeing; support to avoid feeling socially isolated; support to access mainstream services and manage everyday tasks; help to develop new skills and move into employment.
10. Housing Related Support services do not provide personal care. The current budget is around £9 million. Providers have rolling contracts with 6 month notice and on-going service reviews.

The proposals for future funding of Housing Related Support

11. An options appraisal was shared with providers in March 2016, when the following options were evaluated:
 - Continued funding of all Housing Related Support services at current contract price
 - Decommission all Housing Related Support services
 - Across the board % reduction in contract price
 - Across the board renegotiation of rates and/or ways in which service models are delivered
 - Decommission Housing Related Support services by service type
12. Surrey opted for an across the board renegotiation as part of the Adult Social Care contract and grants review during summer 2016. Housing Related

Support for disabled and older people achieved a 21% saving of £1,168,000, whilst renegotiations for Housing Related Support for the social excluded achieved a 7% saving of £372,000.

13. In November 2016, in response to the need to find further savings across the Council, Cabinet agreed two proposals from Adult Social Care.
14. The **first** of these proposals was that we decommission all housing related support funding for services for people with learning, physical and sensory disabilities and services for older people. Future funding will be provided via a 'personal budget' where an individual is assessed as having eligible needs qualifying for support under the Care Act eligibility criteria.
15. This is the proposal we are currently consulting upon with residents and other stakeholders who have an interest in the future funding of Housing Related Support. Should the proposal be agreed, then Housing Related Support funding will cease from 1 April 2018.
16. Adult Social Care's planning assumption is that the proposed changes would save the County Council £2,858,000, which represents 70% of the Housing Related Support budget for older people and people with disabilities. This is based upon an assumption that services will be decommissioned and 30% of the current budget will still be required in the Adult Social Care locality teams to meet eligible needs. As we work through the individual assessments, it could transpire that more or less of the current budget is required to meet eligible needs.
17. The **second** of the proposals was that we design a new approach for housing related preventative services for socially excluded and disadvantaged people who are less likely to be in contact with statutory health and social care services. This includes those with mental health issues, ex-offenders and people who are homeless.
18. Options for this proposal are currently being evaluated with providers and other key stakeholders. Any changes that are agreed will be implemented from 1 April 2018. The planned saving for these services is £925,000, which represents 20% of the Housing Related Support budget for the socially excluded.
19. These two elements of savings, together with £4,000 already achieved, make up the Housing Related Support saving of £3,787,000 in the Adult Social Care Medium Term Financial Plan. An Equality Impact Assessment of these proposals has been completed and is published on the Council's equalities webpage.
20. Housing Related Support providers are facing cuts as a result of the government's ongoing supported housing welfare benefits reforms – further details are included in Annex 1. Providers are also concerned that an unintended consequence of our proposals will be that it may impact on their

'exempt accommodation' status for housing benefit entitlement. This is a complex area and further details are included in Annex 2.

Housing Related Support provision in Surrey

21. There are approximately 4,477 older people and people with disabilities in Surrey who are currently in receipt of Housing Related Support services (4,095 older people + 287 people with a learning disability + 95 people with a physical sensory disability).
22. A further approximate 1,247 people are in receipt of Housing Related Support services for the socially excluded (327 mental health + 895 single homeless + 25 ex-offenders).

Figure 1 – Housing Related Support provision in Surrey

	Number of services	Number of people
Older People	22	4,095
People with Learning Disabilities	15	287
People with Physical & Sensory Disabilities	5	95
Sub Total	42	4,477
Socially Excluded:		
Mental Health	11	327
Single Homeless	15	895
Ex-offenders	1	25
Sub Total	27	1,247
Grand Total	69	5,724

Housing Related Support for older people and people with disabilities

23. We held a number of engagement events with providers to help shape the proposal for the future funding of Housing Related Support services for older people and people with disabilities. The proposal we are consulting upon with residents is that 'Surrey County Council will no longer provide funding for Housing Related Support. This may mean your Housing Related Support will cease. If you have an on-going need for support you will be able to ask Adult Social Care for an assessment of your needs. If, as a result of this

assessment, you qualify for support under the Care Act eligibility criteria, you will receive funding through a personal budget from Surrey County Council'.

24. Faced with the challenging financial context, the Adults Leadership Team decided upon this proposal on the basis of:
- Equity of approach across all providers, client groups and areas of Surrey.
 - Ceases any dual funding and assesses people based on their current need.
 - Provides clarity and enables providers to plan for the future.
 - It became clear through engagement with providers that a 'trusted assessor' model is not viable on this scale
 - It is unlikely other partners would contribute towards the on-going funding of Housing Related Support
25. This proposals will mean a shift from the current universal offer to targeted support for those adults with eligible needs. Housing Related Support funding is no longer ring fenced so we will be guided by our duties under the Care Act and the wellbeing principle.
26. We are holding an eight week provider-led consultation from 19 June to 13 August 2017. This includes:
- A message to leaders across the Surrey health and social care system
 - Letter, questionnaire and pre-paid envelope to all residents who currently receive Housing Related Support services funded by Surrey County Council – these have been distributed by providers
 - Consultation events for residents supported by their provider and the Adult Social Care Commissioning Managers
 - On-line questionnaire and Frequently Asked Questions
 - A response to any questions/letters that come to Housing Related Support mail-box
 - Consultation event with providers, borough and district councils and Clinical Commissioning Groups
27. The questionnaire seeks to gather the views of all residents currently in receipt of Housing Related support services. It includes the following questions with a series of options from which people can select:
- Q1 What really matters to you in relation to helping you meet your Housing Related Support needs?
- Q2 In the last month how often have you had help to meet your Housing Related Support needs?
- Q3 To what extent do you agree, or disagree, with the proposal?
- Q4 If Surrey County Council's proposal is agreed, and your Housing Related Support ceases, will you ask Adult Social Care for an assessment of your care and support needs?
- Q5 If Surrey County Council's proposal is agreed, how do you think this will impact on you?

Housing Related Support for socially excluded and disadvantaged people

28. Adult social care commissioners are working with providers, chief housing officers, people who use services and carers and other key stakeholders to agree the best way to save 20% from the Housing Related Support socially excluded groups total budget - this equates to £925,000. This includes contracts held across Surrey for the following groups:
- Mental health
 - Single homeless, including single homeless women
 - Ex-offenders
 - Floating support: including generic, learning disability and Gypsy Roma Traveller (GRT) groups
29. There are six options being evaluated. Options 1-3 are commissioning models whilst options 4-6 are options for funding reductions as follows:
- Option 1: Joint commissioning model: District and borough councils take the lead on commissioning Housing Related Support services for socially excluded groups
 - Option 2: Joint commissioning model: Adult Social Care continue to take the lead on commissioning services and works with district and borough councils and health to join up and maximise funding streams related to homelessness, health and supported living for socially excluded groups
 - Option 3: Local lead provider model
 - Option 4: Decommission all floating support services
 - Option 5: 20% off all contracts across the board
 - Option 6: Service rationalisation: a mixed approach

Other local authorities

30. The table below summarises the approach taken by other local authorities to their Housing Related Support provision. It shows that most have already ceased their Housing Related Support provision for disabled and older people but retain some floating support and provision for the socially excluded groups. Floating support services are short term and have the flexibility to support people wherever they live. These services are temporary and 'float away' when no longer needed.

Figure 2 – Housing Related Support benchmarking

Local authority	Approach
Birmingham	Birmingham have cut their provision of HRS from 40,000 to 11,000 residents. They provide this support through both accommodation based and floating support. Funding has been cut by over £25 million (over half of the budget) and they have

	further savings to make of £7 million.
East Sussex	There has been a reduction in the accommodation support that East Sussex provide but they do offer support for socially excluded groups, such as the homeless and domestic abuse survivors. They operate two county-wide floating support services.
Leicestershire	Leicestershire has reduced provision of Housing Related Support. They provide accommodation support for domestic abuse survivors and the homelessness. They do provide a floating support service but only for homelessness prevention.
North Somerset	North Somerset has never had accommodation based support relying on floating support instead. They have reduced this support by 10% this year and will be looking to reduce it further in the future.
Oxfordshire	Oxfordshire have integrated various sections of their Housing Related Support with other services such as public health and social care. Domestic abuse and homelessness are still under the Housing Related Support budget but these are being cut, homelessness by a third every year. Floating support is provided but this has been cut by over 50%.
Sutton	Sutton provides accommodation based support for a range of vulnerable adults and also offers floating support aimed at helping residents to maintain their tenancies. They have yet to cut their budget, but are looking at reducing it by £1m over the next two years, which amounts to around a third of their current budget.
Warwickshire	Warwickshire stopped funding Housing Related Support for disability, mental health and older people services in 2016. Since then, housing benefit departments picked up some of the costs.
West Sussex	West Sussex have cut their accommodation based support for all groups except for young people and the homeless. For older people, they provide floating support. The budget for HRS services has been cut by a third over three years.
Worcestershire	Worcestershire no longer fund sheltered housing. They do fund alarms, but only if they are part of someone's eligible care need.

Case Study - Warwickshire

- Ceased all disability/mental health and sheltered HRS funding 2015/16
- Assessed/reassessed all clients of disability and mental health services (between 300-400 people)
- Did not assess all the sheltered clients but advised providers to request social care assessments in the normal way where client were felt to be in need. Anticipated lots of referrals but in reality this did not happen
- For sheltered some borough and districts agreed to pay for 'intensive housing management' costs
- Worked with providers where required to help them plan for withdrawal of HRS (support mostly needed from small alms-house providers rather than large registered social landlords)
- Plans included a combination of increased service charges by providers, or providers implemented a revised business model to absorb some of the costs

Conclusions:

31. The proposal is to decommission all housing related support for people with learning, physical and sensory disabilities and for older people. Future funding will be provided via a 'personal budget' where an individual is assessed as having eligible needs qualifying for support under the Care Act eligibility criteria. This proposals will mean a shift from the current universal offer to targeted support for those adults with eligible needs. The planning assumption is that this proposal would save £2,858,000, which represents 70% of the Housing Related Support budget for disabled and older people with 30% of the budget being retained in Adult Social Care locality teams to meet eligible needs.
32. Funding housing related support services for socially excluded groups plays a vital role in supporting the most vulnerable Surrey residents. The implementation of the preferred option will enable Adult Social Care to commission these services in the most efficient manner, saving £925,000.

Recommendations:

33. It is recommended that the Adults and Health Select Committee:
 - Provide input as part of the consultation process, on proposals for the future funding of Housing Related Support for people with learning, physical and sensory disabilities and for older people.
 - Provide input into the six options being evaluated for the Housing Related Support socially excluded groups.

Next steps:

34. If the proposal for Housing Related Support for people with learning, physical and sensory disabilities and older people is agreed by Cabinet in September 2017, the timeline will be:
- 1 October 2017 – 6 months’ notice given to providers to no longer provide funding for Housing Related Support
 - 1 October 2017 to 31 March 2018 – undertake assessments upon request
 - 1 April 2018 – Housing Related Support funding ceases for older people and people with learning, physical and sensory disabilities
35. If the proposals for Housing Related Support for socially excluded groups is agreed by Cabinet in September 2017, the timeline will be:
- 1 October 2017 – 6 months’ notice given to providers of changes to funding
 - 1 April 2018 – Housing Related Support funding changes for socially excluded groups

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Sources/background papers:

Annex 1 – Government Supported Housing Welfare Benefits Reforms

Annex 2 – Exempt Accommodation

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