

Adult Social Care Scrutiny Commission Report

Reducing Funding for
Accommodation Based Housing Support

Date: 4th December 2018

Strategic Director: Steven Forbes

Assistant Mayor: Cllr vi dempster

Useful information

- Ward(s) affected: All
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1 Purpose

- 1.1 To provide the Adult Social Care Scrutiny Commission with an overview of the consultation exercise that is currently in progress to replace the existing externally contracted Accommodation Based Housing Support services, with a 'community living network based on the 'key ring' initiative' model of support provided by the Council's 'in house' Enablement service.
- 1.2 The proposed change will deliver savings of £142,000 per annum, which will contribute towards the £5.5m Spending Review 4 Programme for Adult Social Care for 2019/20.
- 1.3 This is a non statutory service.

2. Summary

- 2.1 The Accommodation Based Housing Support services, currently provide low level support to approximately 82 people with a learning disability or a mental health issue, who are below the threshold for Adult Social Care (ASC) statutory assistance.
- 2.2 There are currently two externally contracted organisations delivering the support – Norton Housing & Support and Creative Support at a cost of £372,000 per annum.
- 2.3 On 13th September 2018, the Executive gave approval to consult on a proposal to move to a 'community living network model, based on the 'key ring' initiative of support.
- 2.4 This service would be provided by the Councils 'in house' Enablement Service and is intended to promote greater independence, as well as delivering financial savings. Appendix 1 provides an overview of the model.
- 2.5 A 13-week consultation exercise is due to end on 14th January 2019.
- 2.6 An Equality Impact Assessment will be completed, which will be developed using feedback from the consultation exercise and will inform the decision-making process.

3. Recommendation

- 3.1 The Adult Social Care Commission are recommended to:

- a) note the proposed new model of support and consultation exercise
- b) to note a further report will be presented to the Scrutiny Commission detailing the outcome of the consultation exercise

4. Report

- 4.1 Adult Social Care (ASC) provides funding to two external organisations to provide Accommodation Based Housing Support for up to 105 service users living in a number of housing schemes across the city.
- 4.2 The housing schemes are managed by 4 Registered Social Landlords (RSLs) PA Housing, Advance, Sanctuary and Riverside. The service users have their own tenancies, which are a mix of secure, assured shorthold and licence agreements.
- 4.3 Norton Housing and Support and Creative Support Ltd provide the support.
- 4.4 The majority of the service users have a low-level learning disability or mental health issue and are below the threshold for statutory ASC support.
- 4.5 The cost of the existing contracts is £372,000 per annum and they are not due to expire until 31.3.2020. The funding provides up to 499 hours of support, which equates to an allocation of up to five hours of one to one support per week for up to 105 service users. However, they are supporting 82 service users at present. This is due to some properties no longer being suitable and the RSL's have stopped using them for this client group and void properties are awaiting let.
- 4.6 An assessment of those using the service was undertaken by Council officers during March 2018, which showed that the majority still needed support, although this was lower than indicated by the support providers. The support needed mainly relates to developing domestic skills, monitoring of health and wellbeing and emotional and practical support.
- 4.7 Prior to commencing the consultation exercise, officers met with both the RSL's and the support providers (April 2018) to gain an understanding of the impact of any change.
- 4.8 The RSL's were supportive of the proposed model and felt assured that their tenants could continue living in their current homes. However, they also indicated that the proposed changes would give them the opportunity to revisit the type of tenancies, as a number were long term tenants still on licenses with no rights, which is deemed to be unacceptable.
- 4.9 One of the support providers was supportive on the proposal, including the early termination of the contracts, but the other raised concerns about the viability of their business and the impact on their service users in terms of their inability to cope without support. This organisation asked if they could submit an alternative proposal and the consultation was delayed during July/August. However, their proposal was not acceptable because of its reliance on housing benefits and additional payments from tenants. The

organisation already charges each tenant in the region of £60.00 per week towards the cost of the support service, which is deemed to be unacceptable and would not be charged by the Council if the new model is introduced.

The proposed new model

- 4.10 The new model would operate with 8 FTE Enablement Support Workers (Band 4). The team would provide a total of 296 hours of support per week, which equates to 3.6 hours of support for up to 82 service users, per week. This is currently lower than the 5 hours of week funded via the existing contracts but reflects the findings of the assessment of service user's needs carried out in March 2018.
- 4.11 A reduced contract value is likely to be unviable to an external organisation, especially when trying to cover leave and sickness, whereas the use of internal staff provides a more flexible approach. The use of the Enablement service is based on the principles of the Care Act 2014, which is about promoting independence and using community assets and peer support wherever possible.
- 4.12 The Enablement Officers would work with the individuals to reduce the current ongoing support by promoting independence, including befriending and the creation of informal networks in the housing schemes where the existing cohort live.
- 4.13 The cost of the new model in year 1, which is arrived at from the cost of 8 Enablement Support Workers (Grade 4), would be in the region of £229,500 per annum, saving £142,000. It is likely that TUPE will apply and some staff from Norton Housing & Support and Creative Support may transfer to the Council.
- 4.14 Depending on the success of the new service, it may be possible to reduce the number of support hours to deliver further savings in the future.

5. Financial, legal and other implications

Financial implications

- 5.1 The proposal would contribute towards the £5.5m spending review four savings target for ASC. The current budget for this service is £372k pa.
- 5.1.2 The new model would save approximately £140k in 2019/20.
- 5.1.3 There may be redundancy costs as a result of staff transferring to the Council from the existing contractor. The use of an internal resource is more flexible than contracting out, although there may be redundancy costs after year one as the level of service provision required is reduced. This would lower the savings in 2020/21, but there may be vacancies within the wider Enablement service to absorb these staff.

Martin Judson, Head of Finance

Legal implications

- 5.2 The proposal to consult does not at this stage raise any legal implications and Legal Services will be able to provide advice on the TUPE implications if required during the process as and when required.

Jenis Taylor, Principal Solicitor (Commercial) Ext 37 1405

Climate Change and Carbon Reduction implications

- 5.3 The proposal in this report could lead to a small reduction in carbon emissions as a result of slightly less travel being required to provide the reduced level of support. Other than that, there are no climate change implications.

Duncan Bell, Senior Environmental Consultant. Ext. 37 224

Equalities Implications

- 5.4 When making decisions, the Council must comply with the Public-Sector Equality Duty (PSED) (Equality Act 2010) by paying due regard, when carrying out their functions, to the need to eliminate discrimination, advance equality of opportunity and foster good relations between people who share a 'protected characteristic' and those who do not.

- 5.4.1 Decision makers need to be clear about any equalities implications of the proposed option. In doing so, we must consider the likely impact on those likely to be affected by the recommendation and their protected characteristics.

- 5.4.2 Protected groups under the Equality Act are age, disability, gender re-assignment, pregnancy/maternity, race, religion or belief, sex and sexual orientation.

- 5.4.3 An Equality Impact Assessment will need to be carried out, taking into account the outcomes of the proposed consultation and the impacts across the protected characteristics, particularly the protected characteristic of disability, as the proposal will primarily impact upon those who have a learning disability or a mental health condition. The evidence collated from the detailed assessments of need that have been undertaken to date could also be used to inform the Equality Impact Assessment (this evidence would need to be in the form of headline findings or anonymised, as appropriate).

- 5.4.4 The consideration of equalities implications must influence decision making from an early stage and throughout the process, and should inform how the proposed consultation is conducted, in order to ensure that relevant information about the potential equalities impacts in relation to a protected characteristic is obtained. Any potential risks arising from the proposal need

to be considered and, where there is a negative impact, mitigating actions to remove or reduce that impact must be identified and implemented.

Surinder Singh, Equalities Officer, Ext 37 4148

6. Details of Scrutiny Involvement

6.1 This report provides the Adult Social Care Scrutiny Commission with an overview of the new model and consultation time line

7. Summary of appendices

Appendix 1: Overview of the community living network model

8. Is this a private report:

No

9. Is this a key decision:

No

Appendix 1: 'Community living network based on the 'key ring' initiative

This is when a group of people with support needs live near each other, in their own homes, and get support from a worker to help them live independently in their community. The Network works with and helps people to connect with each other for support, sometimes called peer support.

The worker helps people with things like budgeting, dealing with letters, and getting involved in the local community. They also support people to map out local community resources that help to support their continued independence.

Supported Living Network Services provide individualised and person-centered support to individuals living in their own homes. People are supported to lead fulfilled lives and to participate in their local community and to access local services such as their GP or Community Services. Support can be provided at key times during the day and is focused on maximising people's independence and choice and control. Support is provided around aspects of daily living. The networks work in partnership with the individual, parents and families and a range of other services to ensure that people's choices, aspirations and preferences are reflected in how their service is provided. People are supported to maintain their tenancies and to understand the requirements of their tenancy agreement.

Good things about Networks:

- It focuses on people's abilities.
- It helps people get to know each other and make friends.
- It helps people to be independent.
- There is always someone close by in an emergency.
- If an individual no longer needs support, they don't have to move.
- Reduction in risk of isolation and loneliness
- Promotes inclusion in network events and activities
- Encourages settlement into an area
- Encourages use of natural gifts and talents and sharing these with others
- Increases the use of and access to community based services
- increase community engagement and cohesion by making use of local services, facilities and amenities
- Provides training and sources active roles for members in supported employment, peer support or volunteering
- Encourages settlement into the area and community recognition by links with police, shops and residents potentially via Tenants Associations
- A number of tiers of support are available in both paid and unpaid roles
- Is a prevention service that can identify issues/concerns/risks at early stage before formal intervention or assistance may be required

Performance Indicators that could be applied to a Living Support Network;

- % of vulnerable adults achieving settled accommodation (2 yrs,5yrs)
- % of vulnerable adults achieving employment (supported)
- % reduction in attendance at day services /traditional services
- % decrease in hospital admissions
- % increase in the number of service users with Direct Payments
- % increase in quality of life reporting recovery and well being