

From: Graham Gibbens, Cabinet Member for Adult Social Care and Public Health
Andrew Ireland, Corporate Director - Social Care, Health and Wellbeing

To: Adult Social Care and Health Cabinet Committee
4 December 2014

Subject: **PROVISION OF SUPPORT TO SOCIALLY EXCLUDED GROUPS**

Classification: Unrestricted

Past Pathway: None

Future Pathway: None

Electoral Division: All

Summary: The commissioning of housing related support has been transferred to Social Care Health and Wellbeing, providing excellent opportunities to integrate with the wider social care transformation agenda. Housing related support is also commissioned to assist groups of vulnerable people outside of the traditional social care groups such as victims of domestic abuse, rough sleepers and offenders. The paper seeks views on the County Council's ongoing commitment to these groups in order that future commissioning and governance arrangements can be planned.

Recommendations The Adult Social Care and Health Cabinet Committee is asked to:

- a) **CONSIDER** the information provided about the preventative services for socially excluded groups
- b) **AGREE** whether the Council should continue to support these groups with such services to enable future work to be done to reshape them

1. Introduction

1.1 Following the dissolution of the Customer and Communities Directorate in April 2014 the Commissioned Services function has been transferred to Social Care Health and Wellbeing. Commissioned Services are responsible for the commissioning of housing related support services for a wide range of vulnerable people.

- **Services for young people**, including young offenders, young people leaving care and teenage parents
- **Services for older people and people with disabilities**; these include support within sheltered accommodation, community support and alarm

services. Also included are services for people with learning disabilities, physical disabilities, sensory impairments and people with mental health problems.

- **Services for people considered socially excluded**; these include vulnerable homeless people including homeless families and rough sleepers, offenders including mentally disordered offenders, people at risk of domestic abuse, people from BME communities, gypsy/travellers and ex-service personnel

- 1.2 A recent review of housing related support services noted synergies between most housing related support services and commissioning intentions for adults and children's social care. Prevention and early intervention services such as housing related support are integral to the county council's strategies for children's and adult social care. It is sensible that these services should be considered in the wider context of social care transformation.
- 1.3 The commissioning of housing related support for Mental Health, Learning Disability, Older People and Physical Disability is best considered under the governance of the County Council's Adults Transformation Portfolio.
- 1.4 The commissioning of housing related support for Young People should be considered under the governance of the county council's Children's Transformation Portfolio.
- 1.5 The commissioning of services for those vulnerable people considered socially excluded does not directly fit into either of these arrangements. Further consideration of provision to this group of vulnerable people is warranted.

2. Policy Context

- 2.1 The Supporting People programme was introduced nationally in 2003. It brought together disparate funding streams from health, social care, probation and local housing authorities to establish a ring-fenced budget to fund and strategically commission housing related support services. These services are targeted at those ineligible for statutory services and aim to tackle social exclusion, preventing crisis and more costly service interventions by reducing dependency rather than simply meeting existing need.
- 2.2 Housing Related Support develops or sustains the capacity of a vulnerable person to maintain their current level of independence in their own home, or to move to more independent, stable and sustainable housing. It enables vulnerable people recover from homelessness and move towards social inclusion and settled accommodation, by developing skills, resilience and capacity without drawing upon statutory services such as social care.
- 2.3 The services are intended to be enabling and preventative such as those duties outlined in the Care Act. They help vulnerable people to avoid, delay or move on from institutional services and to live as independently as possible for as long as possible. Housing-related support services are services provided over and above basic housing management services but they do not include personal care services.

2.4 This is achieved by delivering targeted, tailored, practical help and advice to:-

- Find or maintain safe, suitable and settled housing
- Budget and manage money
- Acquire independent living skills that support good physical and mental health and wellbeing
- Find work or access education or training
- Establish social, health and community links such as with GPs, voluntary organisations

2.5 Housing related support is tenure neutral and is available to vulnerable people whether they live in their own homes or in rented accommodation belonging to local Authorities, other registered social property owners, e.g. Housing Associations, or private landlords.

3. Current Context

3.1 The Council spends £7.4m on services in the socially excluded category for vulnerable people who are:-

- **Vulnerable Homeless** – singles or families, including ex service personnel and rough sleepers (£4.64m)
- **Offenders** (£648k)
- **People at risk of Domestic Abuse** (£1.74m)
- **People from Black and Ethnic Minority Communities** (£83k)
- **Gypsy Travellers** (£18k)

3.2 Those who use these services present with highly complex needs and histories, and chaotic back grounds including mental health problems, offending, problematic use of drugs and alcohol, learning difficulties which is at the heart of their homelessness. Whilst they may not reach the threshold for statutory services, such as social care, without help their needs will escalate to levels that do require these more costly interventions.

3.3 Homelessness is governed by legislation and is the statutory responsibility of the district and borough councils. Vulnerable homeless people who access KCC's services do not meet the priority need for accommodation and are not entitled to anything other than advice and guidance from housing authorities. Whilst district and borough housing department will always try to help even where there is no duty to so, without support tenancies will break down leading to repeat homelessness, and an escalated call on public services including adult social care.

3.4 Further detail of the services currently provided are given in Appendix 1.

4. Key Issues

4.1 The authority has the opportunity to consider its ongoing commitment to the socially excluded vulnerable groups it has supported since the national programme of Supporting People was incepted. The annual cost of that commitment is currently £7.4m annually. Most of the contracts for these services end in March 2015.

- 4.2 Whilst these individuals in these groups do not meet statutory thresholds, the provision of this preventative support has successfully diverted demand away from statutory services for some time, benefitting the authority directly and its strategic partners.
- 4.3 The cessation of these services would, in the short term, lead to a saving, but in the absence of the protection that this preventative programme delivers, the council's frontline services such as Specialist Children's Services, Adults Social Care, particularly Mental Health Services, and Safeguarding, Public Health are likely to quickly come under mounting pressure as the complex unmet needs of these cohorts escalate beyond the eligibility threshold.
- 4.4 Similarly, the frontline services of strategic partners such as the Police, districts, probation, CCGs and other acute health partners are also likely to experience a sharp rise in demand, as needs escalate and reach crisis.
- 4.5 As a strategic commissioning authority, KCC may choose to reshape these services in a more efficient manner and look to co-commission them with other partners who are beneficiaries of outcomes they achieve. A recent needs analysis of housing related support needs in Kent conducted by the Chartered Institute of Housing identified opportunities to co-commission, reduce duplication and deliver outcomes more cost effectively, allowing the authority to retain and further the preventative benefit of these services whilst reducing their cost.

5. Financial Implications

- 5.1 The net budget allocation for all housing related support for vulnerable people for 2014/15 is £22.4m. At the time of writing, services are delivered via over 250 contracts, held with a diverse range of providers from sole traders, voluntary organisations and large national social housing organisations. (Appendix 1)
- 5.2 The MTFP included a target of £2.4m for 2014/15, across all cohorts, including socially excluded groups, which has been achieved. A £1m target has been set for 2015/16 from this group.
- 5.3 The "Housing Related Support Commissioning Plan 2014-17" built upon the needs analysis conducted by the Chartered Institute of Housing. The plan set a course to reshape, reconfigure and recommission housing related support services over the coming years through a thematic redesign of integrated, preventative and co-commissioned services by service user group and take advantage of commissioning opportunities in a broader context.
- 5.4 Whilst the future allocation was not known, substantial savings were expected to be achieved.
- reduction in the overall contracted values and contracts,
 - reduce duplication within the local authority and its key partners,
 - defining and aligning and improving a clear preventative role to reduce demand on more expensive statutory services.
 - Increase in capacity by erasing the artificial boundaries between accommodation based services and community based services and delivering 3 pipeline supported housing schemes

- Savings delivered would be phased through the timetable as each cohort was to be recommissioned in turn, reducing the number of contracts from 250 to less than 20.

5.5 In order to plan the delivery and extent of future savings, it is essential to establish the authority's commitment to socially excluded groups.

6. Legal Implications

6.1 Most of the contracts for socially excluded groups expire in March 2015. If they are to be reshaped and relet, it will be necessary to let single source tenders to ensure continuity of service whilst the recommissioning is planned and carried out.

7. Equality Impact Assessment

7.1 An equalities impact assessment will be necessary for any substantive change or diminution of service provision.

8. Alternatives and Options

8.1 The delivery of housing related support services requires continued effective partnerships with Districts and Boroughs, not least as housing authorities. The interdependencies in other areas of the council's business which rely upon cooperation of the partners should also be taken into account e.g. Accommodation Strategy. The authority remains committed to working alongside its district and borough partners and their views will continue to be sought throughout any transition.

8.2 In a recent meeting of the Commissioning Body, assurances were sought about KCC's intention for the level of investment in services for socially excluded groups. It was agreed that prior to any such assurance, it was necessary to establish a view about the continued provision of service to this varied group which could be shared with the Body in its January meeting.

8.3 Other similar upper tier authorities have also chosen to take the opportunity to integrate services for statutory groups with their existing provision and have retained services for socially excluded groups in recognition of their preventative benefit. Whilst some authorities have taken the opportunity to reshape and simplify their services as proposed, others have not yet done so.

9. Implementation Proposals

9.1 The Adult Social Care and Health Cabinet Committee's views will be shared with the Commissioning Body in January. If appropriate, future options for governance for the new arrangements will be drawn together. A series of consultations with providers, carers and services users will follow in order to support service change, where necessary.

9.2 The provision of support to these groups may be considered a topic suitable for a future Select Committee Review.

10. Recommendations

10.1 The Adult Social Care and Health Cabinet Committee is asked to:

- a) **CONSIDER** the information provided about the preventative services for socially excluded groups
- b) **AGREE** whether the Council should continue to support these groups with such services to enable future work to be done to reshape them

Report Authors:

Contact: Mel Anthony, Commissioning and Development Manager
Tel No: 03000 - 417208
e-mail: melanie.anthony@kent.gov.uk

Contact: Mark Lobban, Director of Commissioning
Tel No: 03000 - 415393
e-mail: Mark.Lobban@kent.gov.uk

Background Information:

Select Committee report on Domestic Abuse
CIH Needs Analysis of Housing Related Support in Kent
Housing Related Support Commissioning Plan 2014-17
Appendix 1 Contract Summary

Appendix 1 Service Summary

1 Vulnerable Homeless People

(1) The authority currently spends £4.64m on providing services to vulnerable people who are homeless or at risk of homelessness including homeless families and rough sleepers. These services have the capacity to support 1432 households at any one time. In 2013/14 these services supported 2184 households, which contained a further 170 children.

(2) There are 20 contracts for support services for single homeless clients and 1 for homeless families. These services are provided in a range of settings from hostel style provision with 24 hour support to smaller capacity services with lower staffing levels. Accommodation costs are met by the local housing authority.

(3) There are 2 street-based rough sleeper support services covering the county, working with up to 75 people with entrenched street lifestyles to support them into settled accommodation

(4) There are 2 large floating support services that can help up to 1015 households at one time. These services are tenure neutral and focus on those who are homeless or threatened with homelessness. They include people who are sofa-surfing or other, very temporary and unsustainable housing situations.

(5) These services have successfully focussed on enabling people to move on into more settled, accommodation with the skills and abilities they need to lead an independent life, usually in the private rented accommodation. They are supported to sustain their tenancies by learning to manage money, understand their tenancy obligations, find or prepare for work, access and develop self-reliance and resilience skills by making connections in their own communities. They are helped to take responsibility for making significant improvements in their health and wellbeing, through for example accessing primary healthcare services and to comply with treatment or criminal justice requirements.

(6) In 13/14, 27% of rough sleepers were supported off the streets in just 14 days and a further 15% within just one month, contributing not just to the outcomes for the individual but also to reductions in antisocial behaviour and improvements in community safety. Of this group 96% improved their physical health and 90% improved the mental health.

(7) The services are delivered by 10 providers including local charities, voluntary and other third sector organisations, employing over 60 FTE.

2 Domestic Abuse

(1) The authority currently spends £1.74m annually on providing housing related support services for victims of domestic abuse. These services have the capacity to support 264 households at any one time.

(2) There is refuge provision in all but one district in the county totalling 100 household units. Planning permission for the development of the remaining borough

is well underway. Accommodation costs are met by the local housing authority. In 2013/14 175 women and 142 children were supported within refuge accommodation.

(3) In providing structured support in safe accommodation, these services provide a valuable resource to children's social care, minimising the interventions required by social services, particularly in relation to the removal of children from violent and dangerous household environments.

(4) Whilst refuge accommodation provides an immediate place of safety for women and their children, it is the support provided that enables them to recover from their traumatic experiences and to go to live safe, healthy and successful lives. Those entering refuge often have little experience of managing money and need help to access to healthcare, training and employment as well therapeutic services and education for their children

(5) Refuge providers in Kent deliver supplementary services, such as playworkers, support groups and counselling that build upon and complement those commissioned by KCC. Funded is attracted through other charitable grants such as Comic Relief or the Big Lottery fund. These deliver significant added value to the services commissioned through Kent County Council particularly in the reduction of repeat future victimisation in both adults and children.

(6) Refuges prepare women for managing the transition into safe independent accommodation which include taking on a new tenancy, transferring to a different refuge, or returning to their home in a safe and controlled manner to a life free from abuse. In 2013/14, 126 households were supported to move on in this way.

(7) In addition to refuge provision, there are two floating support services for men or women who are experiencing domestic abuse. These services are able to help those who have fled, are planning to flee or who need help to stay in their own accommodation, safe from the perpetrator. The services can help up to 164 households at one time and in 13/14 helped 314 households.

(8) In addition to reducing demand on emergency services and in particular Accident and Emergency departments, by enabling victims and their families to remain at home, floating support services play a key role in improving future resilience for victims and reduce the long term effects and costs of disrupted education for children associated in these households.

(9) The domestic abuse services in Kent are delivered by a range of 6 specialist providers including local charities, voluntary and other third sector organisations, employing over 40 FTE.

3 Offenders

(1) The authority currently spends £648k on housing related support services to vulnerable offenders whose housing support needs arise from their offending. Services work closely with probation services to identify those offenders who are in need of support and ensure they are targeted for the services. Offenders present with complex and multiple needs including substance misuse, mental health problems and social isolation, some have CPA and MAPPA arrangements in place.

(2) There are 11 contracts for these services across the county, with the capacity to support 138 households at any one time. In **2013/14** these services supported 291 offenders.

(3) The Care Act places new responsibilities on the authority to consider the social care needs of those in prisons. There are six prison establishments in Kent.

(4) There are 9 contracts for small, specialist supported housing for offenders with capacity for 80 service users. These short term services are available for up to two years, during which time skilled support workers enable service users to settle into their community, find work, manage bills and understand their obligations under their tenancy agreement as well as comply with any treatment or statutory orders. Offenders are supported to move on into independent accommodation and continue in a life away from crime.

(5) Whilst the majority of offenders move on into independent accommodation, for a small number their stay in supported housing is part of a planned programme to prepare for final release. They will return to prison after a short stay in supported housing in order to ensure they are skilled and ready for release into the community.

(6) There are two floating support services covering east and west Kent respectively. They have capacity to help 58 people at any one time. The services work with vulnerable offenders who are in very temporary living arrangements to enable them to find and sustain settled accommodation.

(7) Services for offenders in Kent are delivered by a range of 4 specialist providers including local charities, voluntary and other third sector organisations, employing approximately 21 FTE. Some services additionally have a peer mentoring schemes which provide employment opportunities within the services for former service users.

4 People from BME Communities

(1) The authority currently spends £83k on housing related support services to vulnerable people from black and ethnic minority communities whose housing support needs arise from their cultural needs and experiences and are harder to reach in other services. These specialised services are highly skilled to address the very wide range of needs that are presented such as homelessness, mental health problems, domestic abuse, “honour” based violence, in the context of an in-depth understanding of the needs of these communities.

(2) There are 2 floating support contracts for these services across the county, with the combined capacity to support 42 households at any one time. In 2013/14 these services supported 93 households.

(3) Both of these contracts are held by a specialist charitable organisation with specific expertise in the needs of these communities.

5 Ex service personnel

(1) Whilst there are not yet any specialist housing related support services for ex-service personnel, both the latest needs analysis and commissioning plan signal a need to address this deficit.

(2) In 2013/14, 61 former members of the armed forces benefitted from the existing services commissioned. The majority of these were supported in services for socially excluded vulnerable homeless people, as follows:-

- 36 in floating support
- 12 in rough sleepers services
- 12 in homeless hostels/women's refuges

This is indicative that many had been found to be living in very temporary living conditions such as rough sleeping, sofa surfing, living in outbuildings etc

6 Gypsy Travellers

(1) The county council currently holds just one contract to deliver housing related support to gypsies or travellers to the value of £18k.