

 Executive January 13th, 2016		Agenda Item No. 14
Title	Housing Related Support Services	
For further information about this report please contact	Jacky Oughton, Sustaining Tenancies Manager, Housing and Property Services 01926 456433 jacky.oughton@warwickdc.gov.uk	
Wards of the District directly affected	All	
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?	No	
Date and meeting when issue was last considered and relevant minute number		
Background Papers		

Contrary to the policy framework:	No
Contrary to the budgetary framework:	No
Key Decision?	No
Included within the Forward Plan? (If yes include reference number)	Yes
Equality and Fairness Impact Assessment (E&FIA) Undertaken	No
An E&FIA will be undertaken as part of the work to support the recommendations made in this report.	

Officer/Councillor Approval		
Officer Approval	Date	Name
Deputy Chief Executive	22.12.15	Bill Hunt
Head of Service	17.12.15	Andy Thompson
CMT	22.12.15	Bill Hunt
Section 151 Officer	22.12.15	Mike Snow
Monitoring Officer	22.12.15	Andy Jones
Finance	22.12.15	Andy Crump
Portfolio Holder(s)	22.12.15	Councillor Peter Phillips
Consultation & Community Engagement		
Consultation will be carried out to determine the future of the service and the outcome will be reported to the Executive report by January 2017.		
Final Decision?		No
Suggested next steps (if not final decision please set out below)		
A further report will come to Executive by January 2017 after a review of Housing Related Support Services has been completed. This report will propose recommendations that respond to the findings of the review.		

1. Summary

- 1.1 This report advises Executive on the outcome of the Warwickshire County Council's (WCC) proposals for the future of Housing Related Support Services, the impact of the decisions made by WCC on current users of this Council's services, the financial impact on the HRA Business Plan and the proposed response by Housing and Property Services to the changes.

2. Recommendations

- 2.1 That Executive notes that the funding that the Council receives from WCC to provide housing related support for older people will cease on 31st July 2016
- 2.2 That Executive agrees that the additional budget provision held within the HRA Business Plan to cover a scenario where the WCC funding is withdrawn is utilised to maintain existing levels of Housing Related Support to tenants of the Council's sheltered schemes and properties designated for older people for the remainder of the financial year 2016/17.
- 2.3 That Executive agrees that officers carry out a full review of the Council's Housing Related Support Services for older people, including Lifeline services and report back to members by January 2017 on proposals for revised service arrangements for 2017/18 onwards.
- 2.4 That Executive approves that the Housing Related Support charges for tenants of the Council's sheltered schemes and properties designated for older people will remain at their current rate until the new service is agreed and implemented from 2017/18 onwards.
- 2.5 That Executive approves that those tenants who are self-payers of the Housing Related Support charges will be expected to continue to pay for the service until any new service regime is agreed and implemented.
- 2.6 That Executive approves that those tenants who are in receipt of housing benefit and do not pay the full Housing Related Support charges will not have any recovery of these payments made until decisions about the future service offer and service charges are agreed and implemented.
- 2.7 That Executive notes that the funding that the Council receives from WCC to provide specialist floating support for Homeless Families will end on 31st March 2016 and the measures that will be implemented as a result.

3. Reasons for the Recommendation

- 3.1 In October 2015, WCC agreed to the restructure of Housing Related Support as part of its One Organisation Plan Savings to achieve a cumulative savings target of £3.725 million by 2018. Housing Related Support is implemented by the award of Supporting People grant to service providers to deliver services required and approved by WCC.
- 3.2 To implement this decision, WCC decided to decommission many of the existing services that their Housing Related Support funding supported and to use revised eligibility criteria to commission new services.
- 3.3 WCC has produced a Housing Related Support decommissioning and re-commissioning program:

- Funding for floating support for homeless families with support needs will terminate on 31st March 2016.
- Contributory funding to sheltered and very sheltered accommodation and alarm services (Lifeline) for older people. This funding only related to those HRA tenants in our sheltered schemes and our dwellings for older people, it does not fund Lifeline services for private clients.
- Non-specialist (generic) floating support services will be re-commissioned through competitive tender and will be active from 1st April 2016.

3.4 WCC is not commissioning any services that are specifically for older people. The WCC will be re-commissioning floating support services and any older person who fulfils the eligibility criteria regardless of tenure can be referred for this service. The Council will not be tendering for the new contract to deliver this service as it will be operated on a county wide basis and may be required by client groups whose needs may require capability and capacity not available to us.

3.5 Warwick District Council is currently contracted by WCC to provide housing related support for the following groups of people:

- Homeless Families with Support Needs. The service provided for this client group is specialist floating support. To deliver this service, the Council, on behalf of WCC, holds a contract with Bromford Support Services which will end on the 31st March 2016. WDC receives £30,300 Supporting People grant to pay for this service. Funding will cease on 31st March 2016.
- Older People: The service provided for this client group is a monitoring alarm and support service for older people living in our sheltered schemes and dwellings designated for older people. The annual Supporting People grant from WCC towards the cost of this service is £463,700. This contract – and funding - will end on 31st July 2016.

3.6 An additional budget provision is held within the HRA Business Plan to cover a scenario where the WCC funding is withdrawn. This funding was set aside to maintain existing levels of Housing Related Support to tenants of the Council's sheltered schemes and properties designated for older people to allow for a measured and structured transition to a new service to be developed and mobilised. The contingency amount is sufficient to cover the worst case scenario of this transition taking twelve months. Any funding not needed from this contingency for the transition period will be returned to the HRA's overall contingency reserves.

3.7 In response to these funding changes it is proposed that the Council will carry out a full review of the services it provides for older people and report back to Executive in January 2017, to allow any service revisions to be implemented from 2017/18 onwards. The services affected are the provision of housing related support along with the Lifeline (Warwick Response) monitoring and emergency response service for Council tenants in our sheltered schemes and dwellings designated for older people.

3.8 While the Council carries out this review it is recommended that existing levels of housing related support, monitoring and response services should continue to be provided and that the current charging regime should be maintained for those tenants who are currently receiving the service until April 2017. Service provision after that date will be influenced and informed by the outcome of the

review. The review, which will include extensive consultation with current and prospective service users, will consider all options for the future of these services, from termination through to expansion. The review will, as part of this work, explore both the scope of the service and the charging options that will be necessary to maintain financial viability for whatever level of service is proposed.

- 3.9 The current service and charges will remain available to new tenants from 31st July 2016 until the scope and offer of the new service have been agreed. This will make sure that the Council delivers an equitable service to all our tenants, current and new, in our schemes and dwellings designated for older people. It means that all tenants will have the same experiences to inform future consultation, avoid disparities in service level to people living as neighbours and reduce administrative complexity at a time when staffing resources will be focused on designing and the developing ready for delivery a new service.
- 3.10 For Homeless Families with Support Needs, the Council will work in co-operation with WCC to make sure that when the current contract ceases no vulnerable clients will be left without appropriate support. The Housing Support Team will be able to support any Council tenant who is at risk of homelessness but tenants of other Registered Social Landlords will be expected to approach their own landlord for appropriate help. Where there is no support available from a landlord the Council will help affected people to identify appropriate help from other agencies in both the public and voluntary sectors.

4. **Policy Framework**

- 4.1 **Policy Framework** – As the Council is up until April 2017 continuing to provide the services for Older People as they currently stand, there is no change to the policy framework
- 4.2 **Fit for the Future** – The review of services for Older People will take into account the principle of Fit for the Future.
- 4.3 **Impact Assessments** – An impact assessment in respect of equalities will be carried out as part of the review of the services to Older People.

5. **Budgetary Framework**

- 5.1 The table below sets out the current funding arrangements for the housing related support services provided to older people:

Description	Expenditure £	Income £	Net £
Warwick Response Officers	401,000	0	
Warwick Response Business Management	76,700	0	
Warwick Response Control Centre	392,600	0	
Very Sheltered Housing	66,800		
Very Sheltered Cleanings	51,800	0	
Scheme cover WRO	23,500	0	
Support Housing	88,100		
Housing Support Team	198,300		
<i>Sub Total</i>	<i>1,298,000</i>		
Very Sheltered Housing		2,900	

Support Housing		100	
Housing Support Team		2200	
Lifeline Charges (paying clients)		222,500	
SP Charges (self-paying tenants who are not on housing benefits)		147,500	
<i>Sub Total</i>		<i>375,200</i>	
Balance			-923,600
Supporting People Grant (from WCC)		463,700	
Balance			-459,900
Housing Revenue Account (from WDC)		470,500	

- 5.2 As the table shows that the Council's services for older people are currently financially dependent on the Supporting People Grant received from WCC.
- 5.3 The current HRA Business Plan, approved by members in March 2015 includes provision for the HRA to fund the replacement of the grant received from WCC for one year after it ceases. This provision was made to ensure sufficient time for the Council to react in a measured and informed way to any reduction of Supporting People funding. In subsequent years the current Business Plan assumes a neutral effect as either the service would be significantly reconfigured or a new charging regime introduced to cover the costs in full. .
- 5.4 When the HRA Business Plan was drawn up the reduction in Supporting People grant was expected to take effect in 2017/18. With the Supporting People income from WCC now ceasing from 31 July 2016, this will present a reduction in income of £309,000 against that budgeted in HRA Base Budget for 2016/17 (see separate report on Executive agenda). If the service is to be maintained with no additional charges levied, this sum would reduce the HRA surplus for the year. This in turn will reduce the planned £4,318,200 (£4.318m) to £4,009,200 (£4.009m) contribution to the HRA Capital Investment Reserve.
- 5.5 There would be minimal impact from not increasing the Supporting People charge from April 2016. In the past, the Council has increase the charge each year by 1%. The increase would only affect those fee paying clients, and over one year 1% would only be an increase in income of £2,225.00.
- 5.6 The Council will not, for 2016/17 receive any increase from WCC in the payment it makes to us.
- 5.3 A separate report 'Lifeline Fees and Charges' is to be presented to the Executive. This details proposed fees and charges for introduction from April 2016 to increase the income to the Lifeline service.

6. Risks

- 6.1 Risks, as well as opportunities and threats, will be evaluated as part of the Review of services for Older People. Current risks are already understood with appropriate mitigations in place.
- 6.2 The review of the Council's services to older people will include taking legal advice, consultation with the Council's tenants and working with WCC to reduce any risks that may arise from the changes that may need to be introduced in 2017.

- 6.3 The provision of services in the future is unlikely to be funded by Housing Benefit and therefore all tenants may have to agree to pay for services. This will present an income risk that will be considered as part of the review.
- 6.4 The Council's Lifeline team is already working to mitigate the risks presented by reducing public sector funding. It has been working hard to increase the income streams generated from private customers for our Lifeline services, by introducing new fees and charges and a greater range of equipment.

7. Alternative Option(s) considered

- 7.1 The Council could reduce or terminate the services provided for Older People when the Supporting People grant ends. However we have rejected making any changes to the services prior to April 2017 because of the requirement imposed on the Council by the 1985 Housing Act to consult with our tenants regarding changes in housing management. The Council wants to ensure that this consultation is meaningful and comprehensive so that it can take into consideration the experiences and needs of all elderly and vulnerable tenants living in our sheltered schemes and dwellings designated for older people. Allowing this time to design, develop and mobilize a new service will allow it to be shaped in a way that takes into account the regulations that will arise from the Housing and Planning Bill, currently before Parliament, which are expected to have a substantial impact on the HRA Business Plan.

8. Background

8.1 Supporting People

- 8.1.1 The Supporting People programme was launched by the Government in 2003 as a £1.8 billion ring fenced grant to local authorities with responsibility for social care. The intention of the programme was to help vulnerable people live independently. In 2009, the ring fence was removed from the grant thereby allowing all local authorities to spend their Supporting People allocation as they deemed appropriate. The level of grant was reduced in subsequent years. In the 2010 Spending Review the Government announced that the Supporting People national funding levels would decrease from 1.64 billion in 2010 to 1.59 billion in 2014/15.
- 8.1.2 WCC received the grant payable in respect of Warwickshire and since the removal of the ring fence it has continued to spend its Supporting People allocation on commissioning Housing Related Support Services. However in October 2015, WCC agreed to decommission many of the existing services this funding supported and commission new services with revised eligibility criteria. This decision was taken to accommodate reductions in funding from national to local government.

8.2 Housing Related Support Eligibility Criteria

- 8.2.1 For clients wishing to benefit from those Housing Related Support services that are to be re-commissioned, WCC will introduce and use eligibility criteria based on either the definitions of need within the Care Act 2014 or a local definition of 'edge of care' based on national guidelines

Care Act 2014

The person will have eligible needs if they meet all of the following:

- They have care and support needs as a result of a physical or mental condition;
- Because of those needs, they cannot achieve two or more of the outcomes specified;
- As a result, there is significant impact on their well-being.

The outcomes are specified in the regulations, and include people's day to day outcomes such as dressing, maintaining personal relationships, and working and going to school.

Edge of Care

The definition of 'edge of care' is taken from No Secrets 2000 guidance and has been updated in line with the requirements of the Care Act 2014. This means the 'vulnerable adult' as now become a 'Priority Person.'

A 'Priority Person' on the 'edge of care' is defined as a person aged 16 years or over who is, or may be, in need of a Housing Related Support service to prevent, reduce and/or delay the need for longer term care and support; and/or protect well-being by reason of:

- Disability
- Age
- Illness
- Substance misuse
- Homelessness
- Experience of institutional living such as prison or long stay hospital or children's residential care service.

8.3 Housing Related Support

8.3.1 Housing Related Support services are designed to help people by providing the following services:

- Setting up and maintaining a home or tenancy
- Developing domestic and life skills
- Developing social skills
- Advice, advocacy and liaison with outside organisations
- Help in managing finances and benefit claims
- Supervision or monitoring medication
- Peer support and befriending
- Help in finding move-on accommodation
- Help in maintaining the safety and security of the dwelling
- Advice and support on repair work and/or home improvements
- Management of handyman services

8.3.2 The following are specific exclusions to Supporting People funding for Housing related Support services.

- Personal care
- General social care
- Dispensing of medicine
- Provision of meals

8.4 Charging Structure for the Council's Older Peoples' Services

- 8.4.1 All tenants of the Council's Supported Housing schemes and dwellings designated for older people are required to pay the Supporting People Charge as a condition of their tenancy
- 8.4.2 A tenant who is not in receipt of Housing Benefit is expected to pay the Supporting People charges from their own resources. The Council will expect these self-paying tenants to continue to pay for the service until any new service and associated charges are agreed and implemented.
- 8.4.3 A tenant in receipt of Housing Benefit does not pay Supporting People charges. This is paid to the Council by WCC. The grant funding the Council receives from WCC is therefore only for those tenants in receipt of Housing Benefit. The Council will not make any recovery of these payments from these tenants when the WCC funding ends on the 31st July 2016 until any new service and associated charges are agreed and implemented. This is because the tenants by virtue of receiving Housing benefit are likely to have a low income and would find making payments difficult. The cost of this will be covered by the contingency allowance made in the HRA Business Plan to fund the transition period from the end of WCC funding to the introduction of new service and associated charges
- 8.4.4 The table below illustrates the levels of support that WDC is contracted by WCC to deliver to older people in its sheltered housing schemes and dwellings designated for older people.

Type of dwelling	Number of Tenancies	Weekly SP charge 2015/2016	Number of tenants on HB- who receive funding from WCC (as of 3/12/15)	Number of tenants self-payers (as of 3/12/15)	Amount of HRS we are paid to provide(includes provision of lifeline staff/provision of community alarm) each tenancy per week
Sheltered Schemes with staff on site – Acorn Court, James Court, Yeomanry Close, Tannery Court, Chandos Court	186	£29.12	143	43	2 hours per week
Schemes (alarmed) with no staff on site but usually with a communal building near by –	274	£11.50	209	65	0.73 hours per week

Tachbrook St, Beauchamp Rd, Charles Gardner Rd, Grandborough Ct, Marsham Close, Pickard St, Saltisford Gardens, Shuckborough Grove, St Michaels Rd, Stockton Grove, Waterloo St, Whitacre Rd, Antelope Gardens					
Designated dwellings – bungalows and specific ground floor flats	848	£6.52	664	184	0.27 hours

8.4.5 The services that the Council currently provides for each weekly charge are detailed below.

Sheltered Schemes £29.12 a week

Provide and deliver a 24/7 housing support service to vulnerable and/or older tenants living in Warwick District Council Sheltered Housing Schemes (Acorn Court, Chandos Court, James Court, Tannery Court, Yeomanry Close), with the objective to enable people to live independently in their home for as long as possible and to provide peace of mind.

- To provide an emergency response 24 hours a day, seven days a week
- To contact emergency services or family/friends, or have a Warwick Response Officer attend.
- To provide regular support. A Housing Support Officer is allocated to each scheme and is 'on duty' at the scheme each morning, Monday to Friday. A member of the Warwick response team is on site each Saturday and Sunday. A daily welfare check is carried out on all residents (residents can opt out).
- To provide monitoring equipment and ensure it is maintained in good working order.

A total of 371.69 hours of housing related support is provided each week, this includes the monitoring call centre staff. The definition of support hours includes all ancillary tasks associated with providing housing related support, as well as the face to face support, e.g. travel to the service user. Administration of HRS, training specific to HRS tasks, annual leave and management of the HRS.

Alarm service – schemes with no staff - £11.50 a week

Provide and deliver 24/7 Housing Support Service to WDC tenants living in alarmed properties. This service is delivered to dispersed properties which are linked to the call centre which provides a daily call to service users (if required) and a regular visit from a Support Officer (if and when needed). Response officers are available at all times to attend emergency situations.

A total of £199.35 of housing related support is provided each week, this includes the monitoring call centre staff.

Designated Dwellings £6.52 a week

To provide and deliver a 24/7 housing support service to vulnerable and/or older people living in WDC stock of designated dwellings. The community alarm service is provided to all service users, with option of visit from Support Officer when required, Response Officer available at all times to attend emergency situations.