

DECISION ITEM



REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES	ENVIRONMENT, HEALTH AND HOUSING COMMITTEE	5 JANUARY 2016	5

LANCASHIRE COUNTY COUNCIL PROPOSAL TO CEASE SUPPORTING PEOPLE FUNDING OF NON STATUTORY SERVICES

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

This report details the proposals and initial impact expressed by Providers in Fylde on proposals by Lancashire County Council announced in November 2015, to cease the non-statutory element of the Supporting People Funding from the 1st April 2016, and the Consultation process on the proposals running from 1st January to the 31st March 2016.

The Supporting People programme was introduced by central government in April 2003 to promote and improve the quality of housing support services. It provides housing related support to help vulnerable groups to live as independently as possible in the community whether in their own homes or in hostels, sheltered housing or other specialised supported housing.

Over the past 5 years Lancashire County Council (LCC) has had to manage limited resources effectively and make financial savings, as a result of cuts to their funding from Central Government and to account for significant cost pressures, brought about by high demand for many of their services.

Responses received from Providers of Supporting People funded services in Fylde, express concern that the withdrawal of Supporting People funding will have a major impact on the most vulnerable groups who require a safe and secure place to live and support to gain the skills to live independently; the elderly, young people and people suffering with mental illnesses.

RECOMMENDATIONS

That Committee is requested to:

1. Note the contents of the report and proposals to cease Supported People funding for non-statutory services
2. Note the consultation process to implement the cessation of funding for support services across Lancashire
3. That Committee recommends the Housing Team facilitate a consultation process to inform a formal response to the consultation, with;
 - LCC Supported People Programme,
 - Service Providers,
 - Landlords
 - Fylde BC Housing Benefits.
4. That the draft formal response on behalf of Fylde BC is brought to Environment, Health and Housing Committee on the 23rd February 2015 for approval.

CORPORATE PRIORITIES			
To Promote the Enhancement of The Natural & Built Environment (Place)		To Encourage Cohesive Communities (People)	√
To Promote a Thriving Economy (Prosperity)		To Meet Expectations of our Customers (Performance)	√

SUMMARY OF PREVIOUS DECISIONS No previous decisions.
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REPORT

1 Background

1.1 Supported People Funding

The Supporting People programme was introduced by central government in April 2003 to promote and improve the quality of housing support services. It provides housing related support to help vulnerable groups to live as independently as possible in the community whether in their own homes or in hostels, sheltered housing or other specialised supported housing.

The programme was designed to help;

- older people
- people with learning difficulties
- people with mental health problems
- people with physical disabilities
- women fleeing domestic violence
- homeless people
- people struggling to meet their tenancy conditions
- people leaving institutional care
- young care leavers

Housing support services can be provided by a landlord, for example a housing association, a voluntary organisation which manages accommodation, for example a young person's Foyer and, agencies that provide support in the home.

Type of support available includes;

- a warden or scheme manager
- a community alarm service
- general counselling and support, including befriending services
- help to deal with claims, social security benefits and other official matters
- advice or assistance with shopping and errands
- parenting, cooking and household management skills training
- assistance to engage with individuals, professionals and other bodies
- help and assistance to manage money

1.2 Budget Proposals at Lancashire County Council (LCC)

Over the past 5 years Lancashire County Council (LCC) has had to manage limited resources effectively and make financial savings, as a result of reductions in their funding and to account for significant cost pressures, brought about by high demand for many of their services.

On Monday 16th November 2015 the Council published proposals to deliver further savings of £65m over the next 2 years.

<http://www.lancashire.gov.uk/news/details.aspx?id=PR15/0516>

Deputy leader David Borrow, cabinet member with responsibility for finance, said: *"It is impossible to overstate the seriousness of our financial situation. Prudent financial management has enabled the council to build up significant reserves that is money we can call on to cover unexpected events. The scale of the savings we have to make means that we will have to use almost all of that money just to balance the books. And we know that we will still face a shortfall of £56m in 2018/19."*

At the same time LCC is continuing to work on delivering the remaining savings identified in 2014, adding up to a further saving of almost £148m over the period 2015/16 to 2017/18. These proposals follow an announcement in August 2015 that LCC will need to save an additional £262m by April 2020, to tackle a funding gap from reduced government funding and rising demand for services.

These savings come on top of £152m savings announced in the three year budget agreed in February 2015. The additional savings mean that between 2011 and 2020 LCC will have to have delivered savings of £685m.

The latest forecast of the financial situation faced by LCC is such that they will have to use a significant element of their reserves to balance the budget over the next 2 years to March 2017 and that by 2017/18 they are forecasting to have only enough money to pay for their statutory services.

On the 26th November 2015 Lancashire County Council's Cabinet approved plans to save £65m over the next two years, as part of action to tackle a £262m funding gap faced by April 2020

http://www3.lancashire.gov.uk/corporate/news/press_releases/y/m/release.asp?id=201511&r=PR15/0540

County Councillor Jennifer Mein, Leader of Lancashire County Council, said: *"The decisions we have taken today are heartbreaking but reflect the unprecedented financial situation we face. I didn't come into politics to cut services but years of relentless central government cuts combined with a rising demand for our services mean we have to find huge savings. Even with these measures we still face a funding gap of nearly £200m by 2020 so unless central government has a change of heart there will be harder decisions to take in future. We are using the bulk of our reserves just to balance the budget over the next two years. We will do all that we can to protect the vulnerable but these are very difficult times."*

2 The Proposals

- Cease the non-statutory element of the Supporting People service from 1st April 2016
- Revenue funding to be provided to support homeless 16 and 17 year olds (current proposal approx. half of current SP funding for young people's services)
- Use £10.15m reserves in 16/17 to fund the 12 month 'transition period' to enable appropriate cessation of Supporting People contracts/arrangements
- Apply waivers, as appropriate, to Supporting People contracts during the transition period
- Where contracts are in place until March 2017 or beyond, contracts will cease on 31st March 2017

- Appropriate notice will be given for services/contracts which expire on a date after March 2017 to bring them to an end on 31st March 2017
- Contracts for services which have been tendered and cease in January and February 2017 will be brought to an end on expiry date (will not be extended to 31st March 2017)
- Provision of 16 and 17 year olds will need to be reconfigured within the available resources by April 2017

2.1 Definition of Statutory and non-statutory services

- Statutory is defined as duty of the County Council and not the Districts
- LCC have no statutory duty to provide supported accommodation
- There is a statutory duty to meet the accommodation needs of 16 and 17 year olds who are homeless.

2.2 Mental health contracts

Most contracts cease on 20th November 2015. Contracts will be extended for a reasonable period so plans can be put in place to better understand any care needs of service users and to allow time to reconfigure services.

2.3 Prevention and early help fund

A Prevention and Early Help Fund will be set up with a focus on individual support. The fund is intended to provide help for those most in need and will be aimed at supporting both individuals and families identified as in need of support. The fund will link closely with Adult and Children's Social Care, The Well-being Prevention and Early Help Service and The Integrated Well- Being Services

3 The Consultation Process

3.1 Final decision on the 11th February 2016

There will be a consultation on the budget proposals over the next few weeks, and LCC full Council will make its final decision on the budget on 11th February 2016. The consultation process on the proposals will run from 1st January to the 31st March 2016.

During this time LCC Supporting People Team will work with providers and other stakeholders to explore the options and implications of the cuts, consult on how LCC can implement these and then feed this back into planning with partners, providers etc.

4 The effect of the proposals in Fylde

- 4.1** The proposals affect a wide range of service areas which will impact on frontline services and on arrangements LCC have with partner organisations. Table 1 details Supported People funded projects operated by LCC within Fylde.

Table 1 Supported People funded projects in Fylde

Organisation Name	District Name	Client type	Service Type	Annual Contract Value with LCC (From Written Contract)	Landlord of Property within Service
1. Fylde Coast YMCA	Fylde	Young People at Risk	Accommodation Based Service	£111,451.00	Harbour House - Places for People
2. Fylde Coast Women's Aid	Fylde & Wyre	Women at Risk of Domestic Violence	Accommodation Based Service	£89,835.00	Fylde & Wyre Refuges - Soroptomist
Your Housing Group	Burnley, Fylde, Hyndburn, Pendle, Preston, Ribble Valley, Rossendale, South Ribble, West Lancashire	Older People with Support Needs	Sheltered Housing	£130,154.28	
3. Progress Housing Group	Fylde	Older People with Support Needs	Sheltered Housing	£92,647.98	
Places for People Homes - North Lancs & Cumbria	Fylde, Lancaster, Preston, South Ribble, Wyre	Older People with Support Needs	Community Alarms	£15,408.21	
Barnardos	North	Young People at Risk	Supported Lodgings	£89,462.00	
4. Richmond Fellowship	Fylde	People with Mental Health Problems	Accommodation Based Service	£150,673.00	Eastbank Road - Regenda, Park Road – Places for People
5. Calico Enterprise Ltd	County Wide	Generic	Floating Support	£1,300,000.00	
6. DISC	County Wide	Offenders	Floating Support	£219,166.00	

4.2 Organisations in receipt of Supported People funds in Fylde have been asked to initially comment on the likely impact of the withdrawal of the Supported People funding from their services. Responses received to date are provided in Appendix 1 to this report.

- 4.3 Responses received express concern that the withdrawal of Supporting People funding will have a major impact on the most vulnerable groups who require a safe and secure place to live and support to gain the skills to live independently; the elderly, young people and people suffering with mental illnesses.
- 4.4 The funding pays for the staff of the services detailed in Table 1. The impact of the cuts will be a loss of staff roles and the services and accommodation available will not be able to continue as is currently modelled.
- 4.5 YMCA, Richmond Fellowship, Progress Housing and Fylde Coast Women's Aid provide accommodation based services to vulnerable groups. Harbour House support young people at risk, in 14/15 they supported 34 young people, of which 17 were 16/17 year olds. In 15/16 they have supported 22 young persons. Richmond Fellowship support people with mental health problems, in 15/16 they have received 19 referrals.
- 4.6 Calico and DISC provide 'floating' housing related support. DISC provide floating support for Ex-Offenders across Lancashire. Calico support vulnerable persons referred in to the service by a wide range of agencies including Local Authorities. The North contract (Lancaster, Wyre and Fylde) employs 12 members of staff, 3 of which are based in Fylde. Since May the service has received 88 referrals for customers in Lancaster, Wyre and Fylde. Customers receiving support fall into several client groups with the highest proportion being homeless families with support needs (19) and mental health needs (22).

IMPLICATIONS	
Finance	There are no direct financial implications arising from this report. Any future financial implications will be the subject of further reports to Members.
Legal	None
Community Safety	None
Human Rights and Equalities	None
Sustainability and Environmental Impact	None
Health & Safety and Risk Management	None

LEAD AUTHOR	TEL	DATE	DOC ID
Kirstine Riding	01253658569	Date of report	

LIST OF BACKGROUND PAPERS		
None		

Attached Documents:

Appendix 1 - Responses from providers

Appendix 1

Initial responses received from providers of services in receipt of Supported People funding in Fylde highlighted **BOLD** in Table 1.

1. FYLDE COAST YMCA

Impact of withdrawal of Supporting People funding from Harbour House

Harbour House is 12 unit supported housing scheme accommodating young people between the ages of 16 and 25 and is situated on Dock Road in Lytham. The service operates 24 hours a day 7 days a week and requires waking staff on site at all times.

The service is predominantly funded through Supporting People funding and the current Supporting People contract has an annual value of £111,451 to support the work we undertake at Harbour House.

In March 2017 this contract will cease which will have a major impact for the vulnerable young people of Fylde who require a safe and secure place to live and support to gain the skills to live independently.

The bulk of the funding pays for the staff of the service and the impact of these cuts will be the loss of the staff roles below and the ability to manage the service and provide accommodation to young people.

Position	Hours for Harbour House
Senior Manager	7.5
Support Manager	20
Support Officer	50.5
Engagement Officer	15
Support Worker	59

In April 2015 following the retendering of supporting people contract and the reduction of the value of this contract by £29,344, we were able to negotiate with the Housing Benefit department who agreed to fund the provision of housing management at service, this equates to 89 hours across various posts, including 70 hours for night concierge worker.

Summary of impact over Q1 and Q2 2015-16 on clients to the service:

(Number of clients who identified a support need & % who achieved)

2015-2016 Harbour House	Q1	Q2
Participating in training	3/ 100%	5/ 100%
Achieving qualifications	3/ 100%	3/ 100%
Participating in work life, volunteering, social action	1/ 100%	1/ 25%
Move on training	3/ 100%	5/ 83.3%
Maximising income	3/ 100%	5/ 83.3%

Managed debt	2/ 66.67%	1/ 20%
Maintaining accommodation/avoiding eviction	3/ 100%	6/ 100%
Receiving move on support	3/ 100%	6/ 100%
Y active clients	3/ 100%	4/ 80%
Number of agreed support plans	3/ 100%	6/ 100%
Managing self-harm	0/ 0%	2/ 100%
Avoiding harm to others	1/ 100%	2/ 50%
Avoiding harm from others	2/ 100%	1/ 20%
Avoiding substance misuse	1/ 50%	0/ 0%
Addressing mental health issues	2/ 100%	2/ 50%
Establishing contact with friends and family.	1/ 100%	1/ 100%

Referrals and outcomes

2014/15

34 young people were referred to Harbour House for accommodation, of these **17** were aged **16/17**.

17 Young people were accommodated

2 young people were rejected

15 withdrew or no longer required the accommodation.

15 young people moved on from service of these

Returned to parental home **6**

Housing Association property **0**

Private rented property **5**

Living with family/partner/friends **2**

Supported Housing **2**

Custodial **0**

2015/2016 April to December

22 young people have been referred to Harbour House for accommodation, of these **6** were aged **16/17**.

9 young people have been accommodated

3 young people were rejected

8 withdrew or no longer required the accommodation

1 moved into the Foyer as no accommodation was available in Harbour House.

1 currently on the waiting list

2. Fylde Coast Women's Aid

FCWA are under the impression that the contract FCWA have ending June 2017 will be honoured. This however, has not been confirmed in writing.

FCWA question if the £10.5 million reserve pot will be enough to fund all outstanding contracts, if this is the case will providers take a funding cut from March 2016?

FCWA have asked LCC what refuge provision they will be funding beyond 21st June 2017.

FCWA have asked what the proposals are for consulting with refuge providers and service users for refuge provision.

FCWA have asked for a hard copy of the proposals as the website links are not clear and are not specific to refuge provision.

3. Progress Housing Group

The only supported people funded services that Progress Housing Group (PHG) provide in Fylde is for sheltered housing. They are funding will cease in 2017 although no information has been provided on the mechanics of this at this stage. It should be noted that across the whole of PHG, they already subsidise the service as Supported People doesn't cover the full costs.

PHG are currently reviewing the role of scheme managers and the independent living service as a whole, to identify how they may be able to continue to deliver this support in the future.

4. Richmond Fellowship.

Richmond fellowship work with 11 vulnerable adults experiencing a severe and enduring mental illness. They work to support tenants to manage their mental health better and to decrease their hospital admission. All tenants have a care coordinator with the Complex Care Treatment Team at The Woodlands.

During 15/16 they have had 19 referrals to the service and 4 people currently on the waiting list awaiting accommodation – one is a young rough sleeper.

Many of the referrals from The Woodlands / Mountcroft are people with high needs and history of suicide, self harm, risk taking behaviour and complex needs.

Individuals are expected to stay with Richmond Fellowship for 2 years and in this time they learn to manage their mental health, maintain their tenancy and reduce hospital admissions.

Richmond fellowship take people from the following background:

- Dual diagnosis - history of not being able to live independently in the community and haven't succeeded in maintaining a tenancy.
- Discharge from hospital who have had nowhere else to go to and been 'bed blocking'.
- People from Windsor Rd (Richmond Fellowship) nursing home that aren't able to move onto further independence at that moment and need to live in a supported housing environment to ensure they continue to stay well and not relapse. When people move on from our service they have gained accommodation with the local housing association and have successfully managed to live independently without any readmissions to hospital some have also been discharged from the mental health team.

5. Calico Enterprise Ltd

The Calico Floating Support service delivers housing related support to vulnerable customers throughout the 12 districts of Lancashire. Following reductions to the Council budget the service was re-commissioned in May 2015 with a new emphasis on providing short term support delivered flexibly as opposed to the previous model of weekly face to face visits over a longer period of time.

The North contract (Lancaster, Wyre and Fylde) employs 12 members of staff, 3 of which are based in Fylde. Since May the service has received 88 referrals for customers in Lancaster, Wyre and Fylde with referrals being made by a wide range of services including the district council, children's centres and the Wellbeing service. Customers receiving support fall into several client groups with the highest proportion being homeless families with support needs (19) and mental health needs (22).

The service is actively supporting 57 customers in Lancaster, Wyre and Fylde at this current time with 12 placed in the Floating Support stream. The remaining customers are all in short term streams. Support needs commonly being identified include the need to source more affordable accommodation, re-housing due to family breakdown, multiple debts impacting on their ability to sustain a tenancy. With an emphasis on prevention the number of customers facing eviction at point of referral appears to be decreasing since September.

In terms of the impact on Calico as a provider the Lancashire Floating Support service is currently fully funded by Supporting People and is one of two services we deliver in Fylde, the other being the Complex Needs Floating Support contract funded via the Lancashire Single Homeless Initiative.

The recent meeting held at the County Council provided clarity on what the proposals mean for us and the variety of services we provide, however we are conscious that there is still a lot of work to do internally and we don't have all the answers yet. We strongly believe that there will be opportunities for us to fund some services in different ways, think outside of the box and find creative solutions to the challenges we face. As an organisation Calico has previously seen reductions made to funding and we have adapted and continued to deliver our services. Our priority as always throughout this time will be to continue to deliver high quality services.

6.DISC

DISC manage an Intensive Resettlement Service for Offenders in Fylde. This is entirely funded by the Lancashire SP team and as such, as it stands, funding will end in March 2017 at the latest. They will pursue alternative funding from sources such as Lancashire Probation Trust, Lancashire and Cumbria CRC, grant funding, etc. However, if unsuccessful the service will end when the SP funding ends.