

## CABINET MEMBER DECISION RECORD TEMPLATE

This form should be used to record Executive decisions taken by Cabinet Members

Decision Ref. No:

Responsible Officer:

Lorraine Mealings, Head of Strategic Housing & Ivor Cawthorn, Head of Joint Commissioning

Subject: Housing Related Support (HRS) services - remodelling for 2015/16 and 2016/17.

### Decision taken:

1. To implement changes to the delivery of Housing Related Support (HRS) services which will result in an annual savings of £2,039,305 assuming a full year effect. This will deliver actual savings of £1,539,450 for 2015/6 due to contractual arrangements in place. The changes proposed amount to variations in contract price and methods of delivery of the services.
2. To authorise officers to undertake a review of the HRS services with a view to delivering additional savings of at least £1 million for 2016/17 whilst achieving a fit for purpose service to support vulnerable people. This review will be undertaken in consultation with providers, service users and partner stakeholders.
3. To authorise the Service Director for Community Learning and Commissioning to enter into contractual arrangements with providers in consultation with the Monitoring Officer and the Section 151 Officer to implement new arrangements.

### Reasons for the decision:

To ensure that services to vulnerable people are provided in the context of reduced funding available to the Council.

The two year programme will provide a phased and strategic approach. It will also allow for engagement with providers, residents and stake-holders on the way forward.

### Call-in and Urgency:

Subject to call-in.

### Background:

1. Substantial savings have already been made over the last few years to the HRS programme. The Council received a Supporting People (SP) grant of £11,152,000 in 2007/8.

2. There is currently base budget provision of £8,103,700 in 2014/15, which involves approximately 100 contracts with approximately 40 different providers.
3. Since 2009, the SP grant has had the ring-fencing removed and the HRS programme now forms part of the Council's base budget.
4. There have been significant reductions in Government grant funding and in the last four years the Council has had its funding reduced by over 50%. The Council has however continued to invest in HRS services which go above and beyond its statutory obligations and has invested additional resources in Adults and Childrens Services.
5. The HRS programme aims to provide a preventative approach to avoid more intense and costly crisis intervention. It also provides a community safety tool by providing accommodation to people who may otherwise cause anti social behaviour issues for the wider community. The impact of the HRS programme is cross-cutting.
6. The proposed changes have been developed based on a consideration of services which assist in preventing pressure on existing statutory services, prioritising services for the most vulnerable and proposing alternative delivery models such as group work and more targeted, individualised and time-limited 'floating' support.
7. There is an expectation in the proposals for some of the schemes to deliver some group support sessions alongside one to one support in order to reduce the total support hours required. The potential benefits of group support include increased peer support, social interaction and integration.

#### Options - and reasons for rejection:

The following two options have been considered and rejected :-

1. To implement changes to achieve a higher level of budget reductions for the 2015/16 financial year by increasing contract reductions and decommissioning additional services. This option would affect a significantly higher number of providers, residents and stake-holders and this option has therefore been rejected in favour of a phased and strategically planned approach.
2. To retain the HRS programme in full. This option has been rejected due to the need to secure budget reductions across all Council services.

## Consultations undertaken:

### Phase One of the consultation :-

The following parties have been consulted when considering the options :-

- Leader of the Council
- Cabinet Members for Housing, Adult Social Care and Regeneration
- Directors Leadership Team
- Executive Directors
- Service Director of Housing, Parks and Bereavement Services
- Service Director for Community Learning and Commissioning
- Service Director for Legal and Democratic Services
- Joint Commissioning - Adult Social Care
- Strategic Housing Options management team
- Housing Related Support contracts team
- Mental Health services
- Drug and Alcohol Action Team
- Communications team
- Revenue and Benefits
- Finance
- SP Hub team

### Phase Two of the consultation :-

The next phase of the consultation will be commenced mid December 2014. Detailed discussions will take place in regard to the proposed 2015/16 arrangements, and detailed consultation will take place during the review of HRS to inform changes arising as a result of that review to re-shape the Service from 2016/17.

## Finance/Resource Implications:

The preferred option will deliver a budget reduction for 2015/16 and 2016/17. Contractual arrangements will need to be effectively managed to achieve proposed savings for the 2015/16 financial year. The discussions with providers and stake-holders throughout December 2014 and January 2015 will inform the budget provision for the HRS programme for 2015/16.

Name: Ian Milner

Signature:

Date: 3/12/14

## Legal implications:

The Council will ensure compliance with its contractual obligations and engage with Legal Services to determine the options in respect of the contracts in place, and has obtained legal advice on this position to inform the option proposed.

The Council is required to consult appropriately and engage with relevant stakeholders and service users in respect of the review of the Service proposed, to take effect in 2016/17. Legal advice has been taken in respect of the options considered, and the Council will continue to take legal advice in regard to the review and consultation process.

The Council will continue to meet its statutory obligations, and ensure that any changes to service delivery take into account these obligations.

Legal risks will be mitigated by ensuring that consultation is meaningful and takes place in a planned way, and by the Council taking into account all relevant factors when undertaking the review of Service.

Name: Tanya Coulter  
Date: 3/12/14

Signature:

**Risk assessment:**

A comprehensive risk assessment has been undertaken including input from many parties. The risks are varied and the likely impacts are equally varied. There are a number of low, medium and high risk issues which have been considered to help inform the preferred option. Plans are in place to help mitigate these.

Name: Lorraine Mealings  
Date: 2/12/2014

Signature:

**Impact Assessments:**

An EINA has been completed to ensure a full assessment of the impact on different groups. The very nature of the HRS programme in assisting vulnerable people means that the EINA has identified a number of potential direct impacts on different groups. It also identifies actions to mitigate these impacts.

**Information for/not for publication:**

This decision notice is for publication.

**Background papers:**

- EINA

Any conflict of interest declared by a Cabinet Member who is consulted by the Member taking the decision	Name of Cabinet Member	Nature of interest	Details of any dispensation granted by the Monitoring Officer
Yes	Councillor Blair Crawford	Former Chief Executive Officer of Bournemouth YMCA	No dispensation required and there is no disclosable pecuniary interest in existence. The disclosure of a former interest is made in the interest of full transparency as Councillor Blair



# Equality Impact Needs Assessment



The Diversity Promise - *Making it Happen!*

Title of Policy/Service/Project	Housing Related Support (HRS) changes - 2015/16 and 2016/17
Service Unit	Community Learning and Commissioning
Lead Responsible Officer and Job Title	Ivor Cawthorn, Head of Joint Commissioning and Lorraine Mealings, Head of Strategic Housing
Members of the Assessment Team:	Angela Hamilton, Lorraine Mealings, Ivor Cawthorn, Ben knight, Owen Williams
Date assessment completed:	11/11/14, 2/12/14 (updated)

## About the Policy/Service/Project:

<p>What type of policy/service/project is this? (delete as appropriate)</p> <p>HRS budget reductions</p>
<p>What are the aims/objectives of the policy/service/project? (please include here all expected outcomes)</p> <p>The Government removed the ring fence from Supporting People funding in 2009 and it became included in the council’s overall allocation which means it can be used on services other than Supporting People services. Bournemouth Borough Council Cabinet recognises the importance of the services delivered to the local community and has supported the continuation of those services since 2009 as the Housing Related Support (HRS) programme. Each financial year we have delivered efficiency savings. Savings proposals for 2015/16 have been developed through a combination of contract reductions and changes to the methods of support delivery.</p> <p>HRS currently funds approximately 100 contracts. Many of the providers are contracted to deliver support on an individual basis</p>

to service users. It is proposed to implement a change in the way support is delivered by using Group Support in addition to individual support. This means that a percentage of the current individual support would be replaced by Group Support. While individual support has many advantages, the benefits of Group Support provide an additional element that enables service users to benefit from peer support. This is due to the increased social interaction and integration of the peer group, who can offer support to each other and empathise on common issues. Currently each service user (unit) is allocated a set number of hours support under the contract at a cost per hour. Group support is a way of delivering support to a number of service users by one support worker. This reduces the number of contracted hours needed to deliver the support, while the service user retains the same level of support.

Other services were proposed for alternative delivery with some residents to be signposted to alternative floating support services which will have increased capacity. The proposed changes have been based on several considerations including prioritising the most vulnerable, considering alternative provision available and prioritising those for whom the Council has a statutory responsibility.

A communication strategy will be developed to help people understand the proposals and the rationale for the changes. This will help reduce anxiety felt by providers, residents and stakeholders.

Are there any associated services, policies or procedures? Yes

If 'Yes', please list below:

HRS Strategy (as part of the Housing Strategy)  
Core Service Transformation report for Adult Commissioning  
No Health without Mental Health - National MH Strategy  
Safeguarding Policy

List the main people, or groups of people, that this policy/service/project is designed to benefit and any other stakeholders involved?

HRS Team  
Strategic Commissioning  
Strategic Housing Options Team  
Mental Health Services Commissioner  
Drug and Alcohol Action Team  
Legal Services

## Revenue and Benefits team

Will this policy/service/impact on any other organisation, statutory, voluntary or community and their clients/service users?

### POSITIVE IMPACT

- The envisaged Group Support could benefit service users in a variety of ways. It could help them to socialise with their peer group and to learn new life skills.
- This support will achieve value for money and will provide service users with a more socially interactive model of support.
- Due to the interaction with their peer group, service users may make faster progress towards their individual outcomes agreed in their Support Plan.
- Providers may suggest alternative methods for achieving the reduction in contract funding as part of the detailed discussions with them.

### NEGATIVE IMPACT

#### Group Support & percentage reduction:

- There may be a negative impact upon staff employed by the service providers. There will be a reduction in support hours, due to the proposed change in the way support will be delivered through group support. This may result in staff restructuring and may also lead to staff redundancies in cases where staff cannot be reallocated work in other areas of the organisation.
- There will be a proportionate contract funding reduction to which organisations will be required to adjust at very short notice. This may adversely affect organisations and negatively impact upon service delivery.
- Contract reductions may mean that providers are ineffective in managing risk and impact on the wider community.
- There is the risk that for some service user's outcomes may become adversely affected, as not all service users may welcome the group support model of delivering support.



#### Termination of contracts:

- Termination of some contracts may result in some Service Providers continuing with their business without HRS funding. This may result in services accepting out of area referrals and services will not be monitored for quality and performance.
- Service users may need to be re-housed in similar services. This may result in the need for an increase in funding for alternative service provision.
- There may be a shortage of service provision to fulfil statutory duties.
- There may be an increase in safeguarding incidents for service users who are prematurely required to move into independent accommodation.

#### General:

- Some providers may choose to maximise their HB claims which would have a detrimental effect on service user's finances for the Council as well as central government.
- It is anticipated that there will be an impact on Social Care services and the Strategic Housing Options department due to the increase in the numbers of vulnerable people in need of homelessness and Social Care services.
- Vulnerable service users may feel isolated.
- Reputational damage to Bournemouth Borough Council.

### Consultation, Monitoring and Research

Where there is still insufficient information to properly assess the policy, appropriate and proportionate measures will be needed to fill the data gaps. Examples include one-off studies or surveys, or holding informal consultation exercises to supplement the available statistical and qualitative data.

If there is insufficient time before the implementation of the policy to inform the EINA, specific action points will be need to be clearly set out in the action plan. Steps must include monitoring arrangements which measure the actual impact and a date for a policy review.

**Consultation:**

What involvement/consultation has been done in relation to this (or a similar) policy/service/project and what are the results?

The following parties have been consulted when considering the options :-

- Leader of the Council
- Cabinet Members for Housing, Adult Social Care and Regeneration
- Directors Leadership Team
- Executive Directors
- Service Director of Housing, Parks and Bereavement Services
- Service Director for Community Learning and Commissioning
- Service Director for Legal and Democratic Services
- Joint Commissioning - Adult Social Care
- Strategic Housing Options management team
- Housing Related Support contracts team
- Mental Health services
- Drug and Alcohol Action Team
- Communications team
- Revenue and Benefits
- Finance
- SP Hub team

A comprehensive risk assessment has been carried out in consultation with the above to consider the options in light of potential risks.

Due regard has been given to service users during consultation to date and alternative service provision was considered. This includes the procurement of additional Floating Support units for service users in the proposed absence of some accommodation-based low level services.

Phase Two consultation is planned when a decision of a preferred option is taken by the Cabinet Member.

If you have not carried out any consultation, or if you need to carry out further consultation, who will you be consulting with and by what methods?

Phase two consultation will be tailored according to the impact on services. Providers will be invited to agree a process of consultation which will be suggested to include residents. Individual and collective discussions with providers will take place to make sure the context and rationale is understood and alternatives are discussed. This will inform the final budget provision.

#### Monitoring and Research:

What data, research and other evidence or information is available which is relevant to this EINA?

Waiting List data from the SP Hub and findings from the Mental Health Supported Housing review and from the QAF (Quality Assessment Framework) validation processes. Other data analysed has included utilisation and throughput data from the HRS team.

Is there any service user/employee monitoring data available and relevant to this policy/service/project? What does it show in relation to equality groups?

The HRS programme cuts across a wide range of equality groups (e.g. disability, gender)

If there is a lack of information, what further information do you need to carry out the assessment and how are you going to gather this?

## Assessing the Impact

	Actual or potential benefit	Actual or potential negative outcome
Age	The Older People client group may benefit from a floating support service to replace the support delivered by the Sheltered Housing Schemes' Warden.	Clients may experience distress and become isolated without the support on site. This change may have potential for upset, destabilisation and health deterioration.
Disability	<p>This may be an opportunity for 'institutionalised' clients to become more independent.</p> <p>Clients with potential social care needs will need to be assessed by the Social Care Team to address any risks associated with the move to independent housing.</p> <p>Floating support will be implemented following the move to independent housing.</p>	<p>Clients with a learning disability may become distressed and anxious if they are required to leave their supported accommodation to move to another service. The Social Care and Learning Disability Teams will need to be involved in any decisions and assessments of clients.</p> <p>Service users with mental health problems may become very anxious and distressed and are likely to require additional support during the transition.</p>
Gender	There are no gender specific supported housing services. All services are available to all genders although the teenage parent schemes primarily involve teenage mums with their babies.	The termination of accommodation based services and replacement by access to floating support services may be inadequate to meet needs.
Race	All assessment and support plans will be individualised and address issues specific to the individual which will include issues related to race.	There should be no negative impact for this client group.
Religion or Belief	All assessment and support plans will be individualised and address issues specific to the individual which will include issues related to religion or belief. The re-housing of service users will be non-discriminatory, irrespective of an individual's religion or belief.	There should be no negative impact for this client group.

	Actual or potential benefit	Actual or potential negative outcome
Sexual Orientation	All assessment and support plans will be individualised and address issues specific to the individual which will include issues related to sexual orientation. The re-housing of service users will be sensitive to the needs of a wide range of people and ensure compliance with data protection policies and procedures.	There should be no negative impact for this client group.
Transgender	All assessment and support plans will be individualised and address issues specific to the individual which will include transgender issues. The re-housing of service users will be sensitive to the needs of a wide range of people and ensure compliance with data protection policies and procedures.	There should be no negative impact for this client group.
Any other factor/ groups e.g. socio-economic status/carers etc	<p>Officers will meet service providers to discuss the proposed changes. They will have the opportunity to raise concerns.</p> <p>Group support will achieve value for money and will provide service users with a more socially interactive model of support. However, providers may implement alternative methods of achieving the contract value reduction.</p> <p>Officers will liaise with the service providers, Social Care and Housing Teams to find suitable alternative accommodation for service users where needed.</p>	<p>There may be challenges from some organisations who are dissatisfied with the changes. This could potentially include Councillor and MP involvement and possibly media reports.</p> <p>There may be an increase in safeguarding incidents for service users who are prematurely required to move into independent accommodation.</p> <p>The removal of a large number of supported housing contracts may result in a significant number of service users needing to be re-housed at short notice.</p> <p>There may be a shortage of service provision due to the increase in demand.</p> <p>In the absence of a HRS contract, services will not be monitored for quality and performance.</p>

	Actual or potential benefit	Actual or potential negative outcome
		<p>There is the possibility that HB claims may be increased and this may have an adverse effect on service users and the Council's finances.</p> <p>There will be a proportionate contract funding reduction to which organisations are proposed to adjust at short notice. This may adversely affect organisations and may result in staff redundancies and may negatively impact upon service delivery.</p>
Human Rights	Group support will promote an individual's autonomy and dignity, these values remain at the core of human rights legislation.	The commissioning role will encompass the need to ensure contractual compliance with this approach, evidenced in the way that work with service providers is completed to ensure suitable exit strategies for service users.

**Stop - Any policy which shows actual or potential unlawful discrimination must be stopped, removed or changed.**

If impacts have been identified include in the action plan what will be done to reduce these impacts, this could include a range of options from making adjustments to the policy to stopping and removing the policy altogether. If no change is to be made, explain your decision:

## Action Plan

Include:

- What has/will be done to reduce the negative impacts on groups as identified above.
- The arrangements for monitoring the actual impact of the policy/service/project

Issue identified	Action required to reduce impact	Timescale	Responsible officer	Which Business Plan does this action link to e.g. Service Equality Action Plan/Team Plan
Residents who are vulnerable without the support they need.	Liaise with Social Care Team, to assess clients' needs with regard to a decision to stay in present accommodation if possible or move elsewhere. Service providers to carry out risk assessments. Liaise with providers. Stake-holder consultation. Prioritise services for the most vulnerable. Increase floating support capacity and signpost to floating support services.	6 months period (to June 2015)	Ivor Cawthorn/Lorraine Mealings	Housing Support Team
The requirement to re-house vulnerable clients in alternative accommodation.	Liaise with Social Care and Housing Teams. Housing and Social Care Team to carry out needs assessments of clients who are particularly vulnerable. Providers to carry out risk assessments. Liaise with providers and residents and source/signpost to alternative accommodation.	6 months period (to June 2015)	Ivor Cawthorn/Lorraine Mealings	Housing Support Team

Anxiety for vulnerable people affected by changes.	Agree consultation with providers to engage with residents affected, as appropriate. Tailor the process according to the scale of the changes. Communications Plan in place.	6 months period (to June 2015)	Ivor Cawthorn/Lorraine Mealings	Housing Support Team
Implementation of Group Support may result in staff restructuring or staff reductions.	Liaise with service providers to reduce the impact on service delivery/quality. Ensure robust monitoring of new support model is implemented.	6 months period (to June 2015)	Ivor Cawthorn/Lorraine Mealings	Housing Support Team
There may be challenges from some organisations who are dissatisfied with the changes. This could potentially include Councillor and MP involvement and possibly media reports, with the potential of reputational damage for BBC.	A communication strategy will be devised to mitigate against negative media reports.	6 months period (to June 2015)	Ivor Cawthorn/Lorraine Mealings	Housing Support Team



Please complete this summary of the EINA to enable the results to be published on the website.

Name of Policy/Service:	Housing Related Support changes - 2015/16 and 2016/7
Date of Assessment:	11/11/2014 (Revised 2/12/14)
Name of lead officer:	Ivor Cawthorn and Lorraine Mealings
Job title of lead officer:	Head of Joint Commissioning and Head of Strategic Housing
Summary of Key findings:	<p>HRS services provide assistance to vulnerable people to help promote independent living.</p> <p>Changes to the services affects people within some of the equality groups. The changes may cause anxiety and a need to rehouse some residents in alternative accommodation.</p> <p>Group support aims to deliver value for money and provide service users with a more socially interactive model of support. This change will have an impact on staff.</p>
Summary of Future actions:	<p>Discussions with providers, landlords, residents and stakeholders to understand risks, issues and impacts of proposed changes.</p> <p>Communication strategy devised.</p> <p>Vulnerable Service users needs assessed by Social Care and Strategic Housing options teams.</p> <p>Providers to input with a risk assessment in individuals affected.</p>

	<p>Secure or signpost to alternative accommodation according to needs identified.</p> <p>Commission additional floating support and signpost accordingly.</p> <p>Implement Group support and ensure monitoring of outcomes.</p> <p>Continue to prioritise services for the most vulnerable.</p>
--	---