

Adults' Health and Care

Consultation on proposals to:

- stop the funding for three Adult Social Care grant schemes which support voluntary, community and social enterprise organisations.
- to reduce funding for Hampshire County Council funded Homelessness Support Services.

7 February 2022 – 21 March 2022

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Introduction

This document outlines proposals which affect the funding of non-statutory Adult Social Care grants and Homelessness Support Services.

In Summer 2021 Hampshire County Council consulted the public on how it could balance its budget (www.hants.gov.uk/aboutthecouncil/haveyoursay/consultations/balancing-the-budget). Subsequently, the savings programme to 2023 (SP23) was agreed by the Council's Cabinet in October 2021. It requires the Council to save at least £80 million by April 2023, of which £40.6 million is expected to come from the Adults' Health and Care budget.

The proposed changes in this consultation could contribute £320,000 towards this target by stopping:

- the Neighbourhood Care and Support grant scheme;
- the Community Based Support grant scheme; and
- the Rural Connections grant scheme.

which directly fund grants to voluntary, community and social enterprise organisations.

Additionally, a further £360,000 could be contributed by reducing funding for commissioned non-statutory services that support people who are homeless or at risk of homelessness.

Hampshire County Council is seeking the views of residents and stakeholders to help understand the potential impacts of the proposed options and alternative suggestions about how these savings could be made.

The consultation is open from midday on Monday 7 February 2022 and closes at 11:59pm on Monday 21 March 2022.

Responding to this consultation

Hampshire County Council's consultation policy

The County Council is committed to five principles of consultation:

- to consult on key issues and proposals;
- to consult in good time;
- to be inclusive but with clear and appropriate limits;
- to consult using clear, simple information;
- to ensure that responses are taken into account when decisions are made.

Why your views are important

It is important to the County Council that the views of people and organisations who may be affected by the proposals are carefully considered, as well as feedback from Hampshire residents and other interested stakeholders.

The findings from this consultation will be published and presented to the Executive Member for Adult Services and Public Health in early-summer 2022.

Feedback will help to inform any decision by the County Council on the proposals set out in this document.

How to have your say

Open public consultation

You are invited to give your views on the following proposals.

- **Consultation One:** To stop the funding for three Adult Social Care grant schemes which support voluntary, community and social enterprise organisations.
- **Consultation Two:** To reduce funding for Hampshire County Council funded Homelessness Support Services.

You may respond to the proposals on either or both of the areas under consultation. You can do this by using the online Response Form at:

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Consultation One: To stop the funding for three Adult Social Care grant schemes which support voluntary, community and social enterprise organisations.

Context: About the Adult Social Care grant programme

As set out in the Care Act 2014, Hampshire County Council has a responsibility to prevent or delay people developing care and support needs. The Adult Social Care grant programme is one of the ways that the County Council currently meets these responsibilities.

The ongoing grants budget is currently comprised of three grant schemes:

- The Neighbourhood Care and Support grant.
- The Community Based Support grant.
- The Rural Connections grant.

Voluntary, community and social enterprise organisations which deliver services in Hampshire are able to apply for a grant to support adults across Hampshire to continue to live independently in the community and delay, or prevent, the deterioration of their health and wellbeing. Currently, the grants are offered on a one-to-two-year cycle, with no guarantee that the organisations currently holding the grants would be awarded them again in subsequent cycles.

Other ways that the County Council meets the Care Act 2014 responsibilities include:

- Connect to Support Hampshire (the County Council's online information and advice service);
- supporting unpaid carers;
- supporting the Hampshire Social Prescriber Network; and
- working with partners to increase volunteering capacity in voluntary preventative services.

These are not affected by this proposal.

Context: About the grants included in this consultation

Neighbourhood Care and Support grant scheme: total awarded in 2021/22: £60,000

This grant scheme funds support and advice for neighbourhood-level organisations which focus on meeting the needs of socially isolated and / or frail adults, to help them live healthily and independently in their own homes.

In 2020, the current grant holder supported 118 community groups which, in turn, supported 25,835 individuals. This was slightly lower than usual due to Covid. In 2019, 27,444 individuals were supported.

Service users are predominantly older people and include those:

- needing transport to attend health appointments (e.g. at a hospital or GP). (This is a key 'ask' for many community groups);
- using befriending services or attending the groups' social clubs;
- seeking transport for social reasons;
- seeking shopping support and prescription collection (particularly during Covid); and
- wanting assistance with DIY and other practical tasks.

Community Based Support grant scheme: total awarded in 2021/22: £240,000

This grant scheme supports people aged 65 or over who are at risk of social isolation and diminished independence, by supporting them to live healthily and independently in their own homes. This is primarily achieved through organising opportunities to meet with others socially and / or take part in group physical exercise.

Between December 2020 and November 2021, the current grant holder supported 2,365 people aged 65 and over. An average of 2,119 individuals were supported each month.

Service users were predominantly people aged 65 and over, particularly those at risk of loneliness and reduced independence, including;

- older people with long term conditions (over 1,200);
- older people with mental health needs (over 600);
- older people with sensory impairment/loss (over 400);
- older people who are unpaid carers (approximately 200).

Opportunities available include exercise classes, group walks, social clubs, befriending and group lunches, with transport arranged where necessary. Where additional user needs are identified, they are supported to access other services as required.

Rural Connections grant scheme: total awarded in 2021/22: £20,000

This grant scheme provides information and support for adults at risk of experiencing loneliness and social isolation in rural and semi-rural settings, connecting them to services, help and support needed, to enable them to live healthily and independently.

Between April 2021– December 2021, the current grant holder supported 297 people. Service users are typically older people:

- requiring support to complete benefit and concession forms, such as Attendance Allowance and Blue Badge applications;
- seeking community activities, groups and support, which promote wellbeing and reduce social isolation and loneliness;
- needing assistance with finding services, trades, help and support to remain independent, safe, well and healthy at home;

What is being proposed?

The County Council is proposing to stop the funding for three Adult Social Care grant schemes which support voluntary, community and social enterprise organisations:

- Neighbourhood Care and Support grant scheme;
- Community Based Support grant scheme; and
- Rural Connections grant scheme.

Why is this being proposed?

Stopping these grant schemes would allow the County Council to reduce its grant budget by £320,000, which would be a contribution to the savings required by the County Council's Savings Programme to 2023.

How would this be implemented?

If this proposal is agreed, the funding for the Adult Social Care grants in question would not be available beyond March 2023.

In these circumstances, the County Council would actively work with the current grant holders and other voluntary, community and social enterprise organisations which provide similar services, to support them to make the services sustainable, for example by:

- providing fundraising support such as:
 - identifying and sharing suitable external funding opportunities;
 - helping to write funding applications;
 - the County Council applying for external funding which can be distributed to voluntary, community and social enterprise organisations.
- working with voluntary, community and social enterprise organisations to increase the number of volunteers in Hampshire through research, marketing and the sharing of ideas. This would increase capacity for the sector to

provide services which support people to live healthily and independently at home.

- promoting use of potential funding from other parts of the County Council e.g., Members' grants and Leader's grants for short-term project related costs.
- working with organisations that fund voluntary, community and social enterprise organisations in Hampshire (including the NHS, District and Borough Councils and the Office of the Police and Crime Commissioner) to maximise and coordinate funding across the voluntary, community and social enterprise sector.

What would the impact be?

This proposal could impact:

1. voluntary, community and social enterprise organisations;
2. people receiving support from the organisations currently in receipt of the grants;
3. other services and organisations that fund or provide voluntary, community and social enterprise sector provision in Hampshire (e.g. the NHS, District and Borough Councils and the Office of the Police and Crime Commissioner).

1. Voluntary, community and social enterprise organisations

The services that could be affected by this proposal are not provided directly by Hampshire County Council and so any service decisions would be taken by the organisations currently in receipt of the grants.

Should these organisations wish to continue their services, then they would need to consider alternative options to meet the funding shortfall, such as:

- securing alternative funding from a different grant or organisation;
- asking service users to pay towards the service(s) they receive;
- adjusting the service so it is less costly to provide.

Should the decision be made to withdraw the grants, the County Council would continue to actively work with the current grant holders to explore ways that the services could continue to be sustained. However, if alternative options are not feasible, then the service(s) may be reduced or stopped at the end of the organisations' current grant agreement.

The County Council will continue to fund Infrastructure grants. These provide funding for the Council for Voluntary Services and Citizens Advice services in Hampshire to support the community, voluntary and social enterprise organisations working in Hampshire, e.g. with fundraising, training, support of volunteers and ensuring policies are appropriate.

2. People receiving support from the organisations currently in receipt of the grants

Older people are the main recipients of current services. They may have long-term health conditions, be lonely, frail and/or need support to access health services, community resources and financial benefits. Some will also be acting as unpaid carers for others.

Additionally, the proposal could particularly impact rural areas where service users often live further away from each other and service venues, so more transport is needed and areas of higher deprivation where service users are less able to make a contribution towards service costs.

This proposal could mean that:

- their support could be withdrawn;
- they may be asked to contribute towards the support;
- the support is delivered by a different provider;
- support is available in a different location, format or frequency.

The services that could be affected by this proposal are not provided directly by Hampshire County Council and so any service decisions would be taken by the organisations currently in receipt of the grants.

If the proposal to stop awarding the grants were to be agreed, potential negative impacts on service users could be limited by:

- Signposting users to alternative provision where possible. For example, if any social groups stop, it may be possible to redirect users to an alternative social group. Where volunteer drivers are required, alternative options could include any existing Community and Voluntary Sector (CVS) volunteer driver services. The County Council also have a cohort of volunteer drivers that are used for Adult Social Care activity.
- Supporting people to successfully carry out tasks online and to use online options, such as Connect to Support Hampshire, to find out about alternative local services, including community support, social groups and group exercise opportunities.
- Running training to increase understanding of the support provided by the voluntary sector, how and when it is appropriate to access Adults' Health and Care support and services, supporting mental health concerns, demonstrating how technology can enable people to live safely at home for longer and how to access it and how to access equipment that supports health and wellbeing at home.

3. Other services and organisations that fund or provide voluntary, community and social enterprise sector provision in Hampshire (e.g. the NHS, District and Borough Councils and the Office of the Police and Crime Commissioner)

Should the proposal be approved, this may increase demand on grants available from other parts of the County Council (e.g. Members' and Leaders' grants) or other funding agencies (e.g. the NHS, District and Borough Councils and the Office of the Police and Crime Commissioner) as organisations seek alternative sources of funding. The County Council would continue to work with partner agencies to maximise and coordinate funding across the voluntary, community and social enterprise sector.

A potential reduction or withdrawal of services over time could lead to an increased demand for Adult Social Care services and other services and organisations that work with older or vulnerable people. This is because the services currently funded support the County Council's prevention work and frequently address known health and wellbeing risk factors, such as loneliness.

What alternatives have been considered?

The savings target of £40.6million by April 2023 is challenging. We need to review all possible ways to meet this target to ensure we can continue to meet our statutory responsibilities. As an alternative to the proposal, we have considered:

- reducing the value of the budget for Adult Social Care grants;
- removing one or two of the grants;
- continuing the budget for the Adult Social Care grant schemes.

However, none of these options would contribute sufficient savings toward the overall target and would therefore result in savings needing to be met elsewhere in the Adults' Health and Care budget.

We have also considered reducing the number of permanent staff employed directly by Adults' Health and Care. However, meeting the savings this proposal is looking to make would mean terminating the contracts of a significant number of staff. This would limit Adults' Health and Care's ability to meet its responsibilities set out in the Care Act 2014.

Consultation Two: To reduce funding for Hampshire County Council funded Homelessness Support Services.

Summary

While supporting people who are homeless, or are at risk of becoming homeless, is not the responsibility of the County Council, Hampshire currently spend £2.4m on services in this area. This discretionary funding assists in the support for people over the age of 18, helping with things such as understanding and managing tenancies, facilitating access to substance misuse services, and helping to improve physical or mental health and wellbeing.

The County Council is proposing to reduce the contribution toward the annual budget for Homelessness Support Services by £360,000. It proposes that this is accomplished by:

- prioritising support in accommodation-based settings, and into those services that help the most vulnerable; and,
- delivering outreach and community-based support in those areas where accommodation-based settings may not be available.

Context: About Hampshire County Council Homelessness Support Services (also known as the Social Inclusion programme)

Responsibilities for local government services in Hampshire are divided between the County Council and the eleven District, Borough and City councils.

- District, Borough and City Councils are responsible for housing and homelessness provision.
- The County Council is responsible for ensuring eligible people's adult social care needs can be met.

The services within the Social Inclusion programme deliver housing-related support for people over the age of 18 who are homeless or at risk of homelessness.

Housing-related support helps develop or sustain a person's ability to live independently. This can include:

- support to understand and manage the rights and responsibilities of their tenancy;
- support to manage debt and budget effectively;
- facilitating access to work, education or training;
- facilitating access to support someone to manage substance misuse;
- building social networks and positive relationships;
- reducing offending behaviour; and
- improving physical and mental health and wellbeing.

The services are funded through the County Council's Adult's Health and Care budget along with District, Borough and City Council contributions in some areas. The annual budget for the Social Inclusion programme from Hampshire County Council was just under £2.4m in 2021/22.

While most services included within the programme are commissioned by Hampshire County Council, services in Basingstoke and Deane are commissioned and managed by the Borough Council by way of a grant from Hampshire County Council.

The County Council currently funds housing-related support through two main types of service:

1. Accommodation based support¹:

Stage One supported accommodation:

This supported accommodation is for individuals who are homeless and have high support needs. People using these services may have mental health or substance misuse issues and be referred into the service through their Local Housing Authority following an assessment. These services have staff on site 24 hours a day and provide crisis accommodation services for rough sleepers and people most at risk of rough sleeping.

A significant proportion of people who use this service face multiple challenges, including needing support to engage with mental health services, and substance misuse services.

Stage Two supported accommodation:

This supported accommodation is for individuals who are homeless and have lower support needs or are ready to move on from a Stage One service. These services do not usually have support staff on-site and most are supported by visiting specialist staff.

During the financial year 2020-21 approximately 343 people were supported in Stage One accommodation and 117 people were supported in Stage Two accommodation-based services.

2. Outreach- and community-based support:

Outreach and community-based support provides housing-related support services as detailed above for rough sleepers and individuals living in the community within a local area. These services supplement and support the local District, Borough or City Council responsibilities, the 'No Second Night Out' initiative, and look to improve outcomes for individuals. These services are also available where an individual or

¹ Please note, the County Council funds the support element within accommodation-based settings and is not responsible for any housing management or security costs.

family is homeless or at risk of homelessness and has additional needs that are exacerbating or preventing them from addressing their housing situation without support, regardless of tenure.

These services support rough sleepers and other homeless people to access accommodation and the other services that they may need. These other services may include GPs for health issues, the Department of Work and Pensions for benefits claims and specialist mental health and substance misuse services, such as assisting with completing applications, helping support attendance of meetings, or other types of support that the individual might require.

Services work on the basis of an individual support worker holding a caseload of individuals, who they will work with on a 121 basis for up to approximately 10 hours a week dependent on individual need.

During the financial year 2020-21 approximately 734 people were supported through a community support or outreach service.

What is being proposed?

The County Council is proposing to reduce the annual budget for Homelessness Support Services by £360,000 whilst ensuring the strategic objectives of the programme are maintained.

It proposes that this is accomplished by:

- prioritising Stage One and Stage Two accommodation-based support, to target remaining funding into those areas where it is most needed, and into those services that help the most vulnerable; and,
- delivering outreach and community-based support in those areas where Stage One accommodation-based support is not available.

Why is this being proposed?

Reducing the available budget for Hampshire County Council funded homelessness services would be a contribution to the savings required by the County Council's Savings Programme to 2023.

Public sector partners across Hampshire, including the County Council, District, Borough and City Councils, Public Health services, Hampshire Constabulary, and the Hampshire, Southampton and Isle of Wight Clinical Commissioning Group have been working together to explore new ways to tackle homelessness and make best use of wider collective resources to reshape services. They have considered different models for Homelessness Support Services, against the following overarching service-design principles.

1. Investment should focus on prioritising meeting the needs of the **most vulnerable service users** who find it difficult to engage with more

mainstream services without additional support, are most at risk of sleeping rough and **have no alternative support options**.

2. We would prioritise support service for **accommodation-based services**.
3. We would balance local need against available resources, ensuring services are **delivered within budget**.
4. The design of services should recognise the changes brought about by the Homeless Reduction Act (HRA) 2017 and align services more closely to the **statutory responsibilities of the district housing authorities** under this new legislation.
5. Support funding attached to accommodation-based services should be **used to fund support** not to fund housing management or security services.
6. **Meeting eligible-care needs and safeguarding individuals** is the statutory responsibility of Hampshire County Council and it is expected that County Council budgets are utilised in a way which **best meets the need of people with eligible care needs**; who should be prioritised within services.
7. Services that are funded by Hampshire County Council must ensure **county-wide access**
8. Any options explored could be awarded through a grant to a local housing authority or through a County Council procured contract

This proposal would allow the County Council to deliver cost savings of £360,000 in line with the above principles, while maintaining its statutory services and continuing to ensure Homelessness Support Services are available county-wide.

How would this be implemented?

If approved, the budget for Homelessness Support Services would be reduced from April 2023 in all areas of Hampshire.

The proposed approach would protect accommodation-based support as a priority. However, it would mean that some outreach and community-based support is potentially removed or reduced in some areas.

- Some districts and boroughs would see a greater percentage reduction than others, as outlined in the table below. This relates to the location of accommodation-based support, but it would continue to be the case that all local authorities within Hampshire can refer to any Stage One service. Please note, the figures in the table below are approximate and exemplary as the current contracts are not divided on a district/ borough basis.

District	Current County Council Spend	Proposed services to be delivered	Percentage Reduction	Proposed Future funding*	Percentage Reduction
Basingstoke and Deane	£428,509	Maintain Stage One and funding towards maintaining Stage Two accommodation	£52,509	£376,000	12.25
Eastleigh Borough Council	£50,923	Funding towards maintaining Stage Two accommodation	£14,923	£36,000	29.3
Fareham and Gosport Borough Councils	£436,651	Maintain Stage One accommodation and some outreach/ community support	£66,031	£370,620	15.12
Havant Borough and East Hants District Councils	£285,427	Funding towards maintaining Stage Two accommodation in each area and reduced community support in each area	£82,443	£202,984	28.88
Hart District Council and Rushmoor Borough Council	£355,285	Maintain Stage One accommodation	£20,665	£334,620	5.81
New Forest District Council	£46,167	Reduced Community support provision	£10,167	£36,000	22.02
Test Valley Borough Council	£374,610	Funding towards maintaining Stage One accommodation	£39,990	£334,620	10.68
Winchester City council	£410,483	Maintain Stage One accommodation and reduce funding for Winchester Beacon	£73,272	£337,211	17.85
Total	£2,388,055		360,000	£2,028,055	
*based on 2021/22 funding levels, subject to any future inflationary uplifts					

If the proposal was approved, the County Council would actively work with partners to identify and apply for new sources of funding, deliver efficiencies through joint working with other services that support people who are homeless, or at risk of homelessness, (particularly Mental Health services, wellbeing hubs, substance misuse services and Housing Associations), and renegotiate contracts to be more cost-effective.

What would the impact be?

It is anticipated that around 350 people would be impacted by this proposed change. The greatest impact would be felt by those who use outreach and community-based support, as these services would see the greatest reductions. Additionally, some Stage Two supported accommodation services may need to adapt where close links with current community support arrangements may change.

Users of these services tend to have complex and multiple needs, which can include physical and mental health issues, substance abuse issues, learning difficulties, a history of offending, and poor access to employment. The reduction in community-based support may mean that these groups may find it more challenging to access and maintain accommodation, because they may be less able to access benefits to which they are entitled or may find it harder to engage with the welfare system. However, the County Council would continue to work with partners to ensure that service users are directed to the most appropriate alternative services for their needs by improving connections and improving signposting between services.

Whilst alternative services are available for many, clients with complex needs often need support to engage with more mainstream service offers or are excluded from these services due to behaviour or substance misuse. The proposal to protect Stage One accommodation-based services which would help to ensure the continuation of support for individuals who have the most complex needs.

All District, Borough and City Council partners would continue to receive some level of funding towards services in their area.

What alternatives have been considered?

The following options were produced and considered in partnership with District, Borough and City Councils, Public Health, Health and Police representatives but are not being proposed for the reasons outlined below.

1: Withdrawing funding for community support services

Focusing Hampshire County Council funding only into accommodation-based support and withdrawing all funding for those services currently delivered in the wider community was considered as an alternative option.

However, it was considered that this option could both impact on a greater number of people, and disproportionately affect some areas such as the New Forest, which only receives community support services. Havant and East Hampshire would also be disproportionately affected due to the large number of people who access their community support services.

On that basis, it was considered that this option did not fully meet, or did not meet as well as the selected option, the following strategic priorities.

- Investment should focus on prioritising meeting the needs of the most vulnerable service users who find it difficult to engage with more mainstream services without additional support, are most at risk of sleeping rough and have no alternative support options.
- Meeting eligible-care needs and safeguarding individuals is the statutory responsibility of Hampshire County Council and it is expected that County Council budgets are utilised in a way which best meets the needs of people with eligible care needs; who should be prioritised within services.
- Services that are funded by Hampshire County Council must ensure county-wide access.

2: Reducing funding in each District and Borough area by 15%

A 15% reduction in funding for services, tailored to suit the specific requirements of in District and Borough area was considered as an alternative option.

Upon review, it was felt that a 15% reduction in budget for each geographical area may have resulted in a number of accommodation-based services becoming unsustainable, and therefore that this option did not fully meet, or did not meet as well as the selected option, the following strategic priorities.

- Investment should focus on prioritising meeting the needs of the most vulnerable service users who find it difficult to engage with more mainstream services without additional support, are most at risk of sleeping rough and have no alternative support options.
- We would prioritise support service for accommodation-based services.

3: Distributing available resources as a grant to District, Borough and City Councils in order for them to commission services for themselves

Despite the success of this model in Basingstoke, discussions with partner organisations showed that this would not be a favourable option due to many local authorities not having the resources available to commission services for themselves.

Additionally, it was felt this may lead to an inconsistency in services, referral routes and eligibility criteria across the county including the potential to have a greater impact in some areas over others.

Traditionally access to Stage One hostels has been possible regardless of local connection, however it was felt this may cease should District and Borough partners commission services for themselves leading to some areas not having access to a full range of services.

On that basis, it was considered that this option did not fully meet, or did not meet as well as the selected option, the following strategic priorities.

- We would prioritise support service for accommodation-based services.
- Services that are funded by Hampshire County Council must ensure county-wide access.

4: Maintain the current level of spend and service.

This option is not being proposed because of the pressures on the County Council's budgets and the fact that the Authority is required by law to deliver a balanced budget. If the County Council decided to maintain the current level of spend on these services, this would put increased pressure on other service areas to meet higher savings targets and would risk the Council being unable to deliver a balanced budget.

5: Withdraw all the funding for this type of service

There is an option for the County Council to withdraw all funding for these services as it is not a service that we have a legal responsibility to provide. This option is not being proposed because the County Council wants to work in partnership with the district and borough councils to support homeless people and ensure that specialist services are available for vulnerable people who are homeless or at risk of homelessness and may have eligible care and support needs either now or in the future.

Conclusion

Thank you for reading through this Information Pack.
You are invited to give your views on the following proposals.

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यदि तपाईंलाई यो जानकारी अर्को भाषा वा ढाँचामा चाहिन्छ भने, कृपया **insight@hants.gov.uk** इमेल गर्नुहोस् वा **0300 555 1384** मा कल गर्नुहोस्

Jeżeli potrzebują Państwo dostępu do tych informacji w innym języku lub formacie, prosimy o kontakt na adres email: **insight@hants.gov.uk** lub pod numerem telefonu: **0300 555 1384**

Daca doriti informatii intr-o alta limba sau intr-un alt format, va rugam sa trimiteti un mesaj la adresa de e-mail: **insight@hants.gov.uk** sau sa sunati la numarul de telefon: **0300 555 1384**

When you have finished with this document, please give it to someone else so they too can have their say.

February 2022