

Evidencing the value of housing related support

Introduction

Sitra is an umbrella organisation committed to raising standards in the housing, care and support sector. We are a membership organisation and a registered charity with over 25 years experience of offering practitioners a range of affordable policy, training, information, conference and capacity building services. In 2009-2010, Sitra was funded by Communities and Local Government (CLG) to promote the effective engagement of housing related support (HRS) providers, commissioners and users in strategic planning and service commissioning. The work, which was known as the Local Strategic Engagement Project (LSEP), is now part of Sitra's core services which continue to support providers and local commissioners in demonstrating the value of housing related support and engage with local decision making structures.

Background

Prior to April 2009 the Supporting People grant was ring fenced for those Local Authorities not deemed excellent; the grant was also subject to conditions, precluding it being spent on statutory services and ensuring it only funded housing related support. In April 2009, the ring fence was removed: however, Local Authorities continued to receive the funds as a named grant. In April 2010, this money simply became part of the Area Based Grant paid to local authorities. This represented a change in the governance and commissioning arrangements for housing related support. Under the previous Government Local Strategic Partnerships had the responsibility for achieving the Sustainable Communities Strategy through Local Area Agreements utilising the funding through the Area Based Grant. In the Comprehensive spending review in October 2010 the new Coalition Government announced its intention that the monies for Supporting People will be included in the Local Authority formula grant from April 2011. Behind this broader agenda of devolution down to local government lay more holistic outcomes, competitive tendering and the current economic climate.

Demonstrating the value of housing related support

Sitra believes that housing related support services make a significant contribution to the quality of the lives of the most vulnerable people in the community. We want to ensure preventative services continue to be prioritised and valued in the new structures that govern and commission local services. There are a number of ways in which providers can do this. This fact sheet identifies three avenues that providers can use.

- Local authorities, through the LSPs will have a number of targets, chosen on a local basis from the set of national indicators. This fact sheet identifies those national indicators that housing related support services contribute to either significantly or partially, the attached appendices identify further specific indicators for various client group e.g. mental health, young people etc. Local authorities have identified up to 35 indicators with their regional Government Office and we will direct you to tools that exist to enable you to identify priorities in the local area(s) you provide services in.
- There are a number of resources available to providers and commissioners on evidencing the cost benefit, social return and savings that housing related support services contribute to a locality.

- The agenda of localisation has been accelerated by the Coalition Government and there is a trend away from targets and monitoring by the centre giving localities flexibility and control over local service delivery. Central Government is still outlining its direction in certain areas; for example, *No health without mental health* a cross-government mental health outcomes strategy for people of all ages published in February 2011 and we would expect localities will commission and delivery services that would be supportive of these strategy.

The Coalition Government have produced the following White Papers which set out their proposals for Health and Adult Social Care which also impact on the delivery of services for people who require housing related support.

Equality and excellence: Liberating the NHS July 2010

A vision for Adult Social Care: Capable and Active Citizens November 2010

Healthy lives, Health People: Our strategy for public health in England November 2010

The Government has also consulted on:

Transparency in Outcomes: a framework for the NHS July 2010 (consultancy closed on the 11th October 2010) this set out 5 domains which included enhancing the quality of life for people with long- term conditions, helping people recover from episodes of ill health and treating and caring for people in a safe environment and protecting them from avoidable harm. The outcomes measures include those long term conditions feeling supported to manage their condition and confident about managing their health, emergency admissions and readmissions and specific indicators for vulnerable groups such as children, older people, those with learning disabilities and mental illness. The Government's response to the consultation was published in December 2010.

Transparency in outcomes: a framework for adult social care November 2010 (consultancy closed on 9th February 2011) which includes promoting personalisation and enhancing quality of life for people with care and support needs, preventing deterioration, delaying dependency and supporting recovery, ensuring a positive experience of care and support and protecting from avoidable harm and caring in a safe environment. The outcomes measures suggested for 2011-12 include measures drawn from the NHS and other non-council data sources. These include a number of measures that are applicable to services for people who require housing related support, for example, number of people with long term conditions feeling supported to live independently and manage their condition, admissions to residential homes and emergency readmissions to hospital, delivering efficient services that prevent dependency i.e. the proportion of council spend on residential care and improving access to information on care and support, and proportion of adults who are repeat referrals to adult safeguarding services. The Government will be developing new measures for the future it is anticipated these will be non-compulsory but their function will be to support localities in measuring the effectiveness of the services they commission and provide.

The Government is currently consulting on

Healthy Lives, Healthy People: Transparency In Outcomes Framework December 2010 (closing date 31st March 2011) which sets out proposed public health indicators including the employment of people with long term conditions, statutory homeless households, social connectedness, proportion of council spend on residential care and hospital readmissions.

The DH is working to improve the outcomes of vulnerable groups through the Inclusion Health Programme, a National Inclusion Health Board is being established, whose key role is to champion the needs of the most vulnerable and to address health inequalities among the most disadvantaged.

Joint Strategic Needs Assessment

The Coalition Government has indicated that Joint Strategic Needs Assessments (JSNA) will not only have an on-going role but will be central to local commissioning decisions. Local authorities' and Primary Care Trusts have been under a statutory duty to produce a wide ranging and comprehensive JSNA since April 2008. In the Coalition Government's Health and Social Care Bill it is proposed that the JSNA will become the responsibility of the local authority convened Health and Wellbeing Boards

which are being placed on a statutory footing. It's role is to become very significant with a statutory obligation that all commissioning Local Authority and NHS will be driven by the JSNA.

The JSNA is defined by the Department of Health (DH) guidance as “a process that identifies current and future health and wellbeing needs in light of existing services, and informs future service planning taking into account evidence of effectiveness”.

The purpose of the JSNA is to provide an evidence base that covers all aspects of the local population including health, mental health, housing, education, deprivation, economy etc, which will allow decision makers to see the current areas of highest need, and how these are likely to change in the future. By identifying these diverse needs in a single resource the JSNA enables local partners to work together and coordinate their planning so that their services are better placed to meet these current and future needs. The Health and Wellbeing Boards responsibility for the JSNA signifies a 'step change' the Boards will include GP consortia and in order to achieve better health and wellbeing and reduce inequality it is anticipated that it will require a broader range of contributors than some localities have previously involved.

National Indicators

Under the previous Government Local Authorities had to report performance on 189 indicators, although the Coalition Government have dispensed with this requirement these indicators have informed the local priorities set and some of these indicators are included in the proposed health outcomes framework (see earlier). The two indicators that apply to Supporting People (housing related support) services in their totality are

NI 141 Percentage of vulnerable people achieving independent living

NI 142 Percentage of vulnerable people who are supported to maintain independent living

The rationale for **NI 141** is to measure the extent to which housing related support (Supporting People) helps people move on in a planned way to more independent living. The local authority measures and reports on the number of service users (i.e. people who are receiving a Supporting People Service) who have moved on from supported accommodation in a planned way, as a percentage of total service users who have left the service. This indicator applies to short term (less than two years) accommodation based services, direct access (less than one month) services and outreach services.

The rationale for **NI 142** is to measure the extent to which the housing related support prevents service users from moving into institutional care. The local authority measures and reports on the number of service users (i.e. people who are receiving a Supporting People Service) who have established or are maintaining independent living, as a percentage of the total number of service users who have been in receipt of Supporting People services during the period. The services included in this indicator are sheltered, very sheltered, accommodation based services (other than sheltered) with an intended stay of over two years, floating support, resettlement services

The following table represents indicators that we believe have some significance to all services providing housing related support to vulnerable people in the community. We have indicated where we think the contribution is significant or partial.

NI	Description	Significant contribution	Partial contribution
NI 1	% of people who believe people from different backgrounds get on well together in their local area		✓
NI 2	% of people who feel that they belong to their neighbourhood		✓
NI 3	Civic participation in the local area		✓
NI 4	% of people who feel they can influence decisions in their locality		✓
NI 5	Overall/general satisfaction with local area		✓

NI 6	Participation in regular volunteering		✓
NI 7	Environment for a thriving third sector	✓	
NI 8	Adult participation in sport and active recreation		✓
NI 9	Use of public libraries		✓
NI 10	Visits to museums and galleries		✓
NI 11	Engagement in the arts		✓
NI 13	Migrants' English language skills and knowledge		✓
NI 17	Perceptions of anti-social behaviour		✓
NI 23	Perceptions that people in the area treat one another with respect and consideration		✓
NI 24	Satisfaction with the way the police and local council dealt with anti-social behaviour		✓
NI 27	Understanding of local concerns about anti-social behaviour and crime issues by the local council and police		✓
NI 119	Self-reported measure of people's overall health and wellbeing	✓	
NI 120	All-age all cause mortality rate		✓
NI 121	Mortality rate from all circulatory diseases at ages under 75		✓
NI 122	Mortality from all cancers at ages under 75		✓
NI 123	Stopping smoking		✓
NI 124	People with a long-term condition supported to be independent and in control of their condition	✓	
NI 136	People supported to live independently through social services (all adults)	✓	
NI 140	Fair treatment by local services		✓
NI 141	Percentage of vulnerable people achieving independent living	✓	
NI 142	Percentage of vulnerable people who are supported to maintain independent living	✓	
NI 151	Overall Employment rate (working-age)		✓
NI 152	Working age people on out of work benefits	✓	
NI 156	Number of households living in temporary accommodation	✓	
NI 160	Local authority tenants' satisfaction with landlord services		✓
NI 161	Number of Level 1 qualifications in literacy (including ESOL)		✓
NI 162	Number of Entry level qualifications in numeracy achieved		✓
NI 163	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher		✓
NI 164	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher		✓

NI 165	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 4 or higher		✓
NI 173	Flows on to incapacity benefits from employment		✓
NI 179	Value for money – total net value of on-going cash-releasing value for money gains that have impacted since the start of the 2008-9 financial year	✓	
NI 187	Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating		✓

The full list of national Indicators and guidance as to their rationale and definitions can be found at <http://www.communities.gov.uk/publications/localgovernment/finalnationalindicators>

A comprehensive list of all Local Area Agreements (LAAs) by region, up to and including the 2010 refresh can be found at: <http://www.idea.gov.uk/idk/core/page.do?pageld=8399555>

ROCC has an on line tool which is a guide to the NIs chosen by local areas in the South East. The tool enables providers to see which Nis specific client group services contribute to <http://www.rocc.org.uk/static/documents/Local%20Area%20Agreements%20Indicators%20Tool.xls>

Resources evidencing the value of housing related support

- The **CLG** have commissioned a tool to enable local authorities to evidence the **financial benefits** of housing related support. National research has demonstrated considerable savings as the provision of housing related support services can prevent the use of most intensive costly public services. The national net financial benefit of the Supporting People Programme is **£3.4 billion** on an investment **£1.6 billion**. The tool can be found at: <http://www.communities.gov.uk/publications/housing/financialbenefitsguide?view=Standard>

- The **Office of the Third Sector** has developed a **Social Return on Investment** (SROI) programme that enables commissioners and providers to calculate the social return that investing in services providers.

Information on the programme and tool can be found at: http://www.sroi-uk.org/component/option,com_frontpage/Itemid,65/

- The **Department of Health** in its **Care Services Efficiency Delivery** programme has produced case studies demonstrating savings made by investing in support related housing services.

Case studies are available from:

<http://www.dhcarenetworks.org.uk/csed/supportRelatedHousing/?parent=5322&child=5324>

National policy initiatives on housing related support

The Coalition Government announced its commitment to the Supporting People Programme in the Comprehensive Spending Review in October 2010. The Government announced there would be £6.5 billion over the next 4 years which will be paid to Local Authorities through the formula grant. Here are details of the CLG

The original decision to remove the ring fence from Supporting People promoted the Communities and Local Government Select Committee to look at the impact of these changes on housing related support services visit <http://www.sitra.org.uk/index.php?id=1018> for Sitra's response. The report from the Committee can be found at

<http://www.publications.parliament.uk/pa/cm200809/cmselect/cmcomloc/649/64902.htm>

The Committee's recommendations include the need for authorities to justify and account for any reallocation of funding away from Housing related support (HRS) activities and that the 'CLG need to take a stronger ambassadorial role amongst other Government Departments and agencies to promote housing- related support in the context of the health and social care policy areas.'

The Coalition Government launched a Commission for the funding of care and support which is examining and providing recommendation on

- the best way to meet care and support costs through partnership between individuals and the state;
- how an individual's assets can be protected against the cost of care;
- how public funding for the care and support system can be best used to meet needs;
- how to deliver the preferred option including implementation timescales and impact on local government.

The Commission is expected to report in July 2011 details of its work can be found at <http://carecommission.dh.gov.uk/>

The **Audit Commission** are currently responsible for auditing the monies spent by local public bodies. The audit commission has audited the Supporting People programme in two ways.

- It has carried out full inspections of all the 150 Administering Authorities responsible for the grant. This area of audit will now be carried out as part of the Comprehensive Area Assessment where the Audit Commission in conjunction with other watchdogs including Ofsted and Care Quality Commission assesses how local authorities meet the needs of the people they serve.
- The Audit Commission has also prepared a report on the Supporting People programme as a whole for the CLG. The **Audit Commission report on the Supporting People programme** can be found at <http://www.audit-commission.gov.uk/housing/goodpractice/Supportingpeople/spreview09/Pages/supportingpeoplereview2009report.aspx>

The Coalition Government has announced its intention to abolish the Audit Commission and there is to be a CLG select committee enquiry on this