



**HSEU research into housing support funding levels and  
service volume in Scotland from 2007/08**

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# **HSEU research into housing support funding levels and service volume in Scotland from 2007/08**

**Executive Summary**

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## Executive Summary

In 2007 the Scottish Government decided to remove the ring fence around the Supporting People budget from 1 April 2008 local authorities are no longer required to spend a specified amount on housing support.

Providers of housing support have expressed concern that the removal of the Supporting People ring fence could have a negative effect on housing support.

In particular there is concern that:

- the SP ring fence removal will impact negatively on funding levels as local authorities face competing pressures on their budgets
- less housing support services may be commissioned in future

In response to this the Housing Support Enabling Unit decided to undertake research to find out:

- if local authorities in Scotland pay the full cost of the housing support services they commission
- if the amount of housing support local authorities purchase changes as the new funding arrangements take effect.

In May 2008 the HSEU contacted all 1198 housing support service managers registered with the Care Commission to invite them to take part in the survey. 322 services responded with 221 giving full information and this provided the foundation of the research findings.

The results of the survey for 2007/08 highlighted four key points.

- 44% of the respondents reported that they were operating in deficit
- Small packages of support (less than 4 hours per week) made up a significant proportion of the housing support delivered by respondents in Scotland
- Respondents exclusively offering packages of less than 4 hours per week were more likely to be operating in deficit than those offering a mix of services.
- A number of respondents have been taking steps to find funding from other sources and / or find ways of reducing costs

The research also provided a baseline of quantitative information which can be used for comparison in future years. This can be found in Section 4.

The information from the postal survey highlighted a number of trends. The HSEU investigated this further by getting in touch with some participants to hear more about their experience. This was then written up as a case study which is designed to illustrate and expand on the findings of the postal survey.

The case studies can be found throughout Section 2 and included information on:

- The impact of long term and short term housing support on individuals lives
- The impact that funding changes have had on a large Registered Social Landlord
- How providers have dealt with funding restrictions
- How a local authority approached the removal of the Supporting People ringfence in 2008/09

The first stage is reported in this paper and has consisted of gathering information from providers about funding and service levels in 2007/08. The aim of this stage has been to develop a baseline of information with which to compare information from similar exercise in future years.

The next stage will involve gathering information on funding and service levels for 2008/09 and will commence after the financial year of 2008/09 has ended.

## **Section One: background and introduction Findings for 2007/08**

### **Introduction**

Between 2003 – 2008 Supporting People was the main funding stream for housing support services in Scotland. The budget was in the region of £400 million per annum.

The Supporting People fund was specifically for housing support services as defined by the Scottish Statutory Instrument 2002 no 444 and could not be spent on any other type of service.

Supporting People money was distributed by the Scottish Government to local authorities who then used the money to deliver housing support in their area.

In 2007 the Scottish Government decided to remove the ring fence around the Supporting People budget from 1 April 2008 local authorities are no longer required to spend a specified amount on housing support.

During the five years of the of Supporting People programme housing support services have expanded and increasing numbers of service users have had access to them. (Statistical Bulletin Housing Series HSG/2007/4: Supporting People Client Statistics, 2005-06)

Housing support has been shown to have had a positive impact on people's ability to sustain life in their own homes. (New Lives – What People have to Say, Argyll & Bute Council, 2007)

Housing support has also been shown to save money in other areas of public spend such as health and homelessness. (Supporting People: Costs and Benefits, Tribal 2005)

## Research

Providers of housing support have expressed concern that the removal of the Supporting People ring fence could have a negative effect on housing support.

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In response to this the Housing Support Enabling Unit decided to undertake research to find out:

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- if the amount of housing support local authorities purchase changes as the new funding arrangements take effect.

There will be a number of stages to this research.

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The next stage will involve gathering information on funding and service levels for 2008/09 and will commence after the financial year of 2008/09 has ended.

## Participating Services

The Housing Support Enabling Unit used the Care Commission's database to find out the contact details of all 1198 housing support services in Scotland.

Each service manager was sent a questionnaire which asked a series of questions about their service.

322 services responded with 221 offering full information about their service costs and funding. 101 services offered partial information. Service managers gave a number of reasons for not including all the information including:

- The information on funding was commercially sensitive
- The information on funding would not be available until their annual accounts had been signed off
- The information on hours of service was not available

The results of the 221 were used to inform the findings of the survey. The profile of these respondents is outlined below.

|                                  |     |
|----------------------------------|-----|
| Number of services participating | 221 |
|----------------------------------|-----|

|   |    |
|---|----|
| Number of local authority areas represented | 32 |
|---|----|

|                   |        |     |     |
|-------------------|--------|-----|-----|
| Size of providers | Large  | 134 | 60% |
|                   | Medium | 32  | 14% |
|                   | Small  | 55  | 26% |

|                    |                            |     |     |
|--------------------|----------------------------|-----|-----|
| Sector of provider | Local authority            | 23  | 10% |
|                    | Voluntary Organisation     | 101 | 46% |
|                    | Registered Social Landlord | 78  | 35% |
|                    | Private Company            | 19  | 9%  |

|                      |                     |    |     |
|----------------------|---------------------|----|-----|
| Primary client group | Learning Disability | 50 | 23% |
|                      | Homelessness        | 52 | 23% |
|                      | Mental Health       | 15 | 7%  |
|                      | Older People        | 78 | 35% |
|                      | Young People        | 6  | 2%  |
|                      | Physical Disability | 7  | 3%  |
|                      | Other               | 13 | 7%  |

### Case Studies

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## Housing Support Sector in Scotland

The HSEU compared the ratio of those sectors involved in the survey with the sector as whole (as found by the Care Commission returns for 2007/08)

**Table 1: Table outlining the ratio of the sectors involved in the HSEU survey compared to those who were inspected by the Care Commission in 2007/08.**

|                 | Local authority | Private | Vol. sector/RSL |
|-----------------|-----------------|---------|-----------------|
| HSEU Survey     | 10%             | 9%      | 81%             |
| Care Commission | 21%             | 16%     | 63%             |

The HSEU contacted each service in Scotland to gather as much information as possible about housing support.

Not all services chose to respond and the survey respondents are not a reflection of how housing support is provided in Scotland. For example, according to the Care Commission statistics 16% of services are provided by private companies but only 9% of the respondents in the HSEU survey are private companies. Similarly local authority services are underrepresented but voluntary organisations are over represented.

It may be that those that responded had particular issues they wished to raise in which case the voluntary sector could be seen to be the sector which is currently most likely to want to discuss the issues it is facing.

More available information on participants is available in **Section Two**.

## **Section Two: Findings for 2007/08**

### **Findings for 2007/08**

2007/08 is the first year of the postal survey and the figures of this year will be used as a baseline against which future findings will be compared.

A number of graphs have been produced which outline findings to do with:

- Level of funding
- Hours of service
- Packages delivered
- Methods of managing change

These tables are set out in Section Two.

In addition to the baseline figures the results of the survey for 2007/08 highlighted four key points.

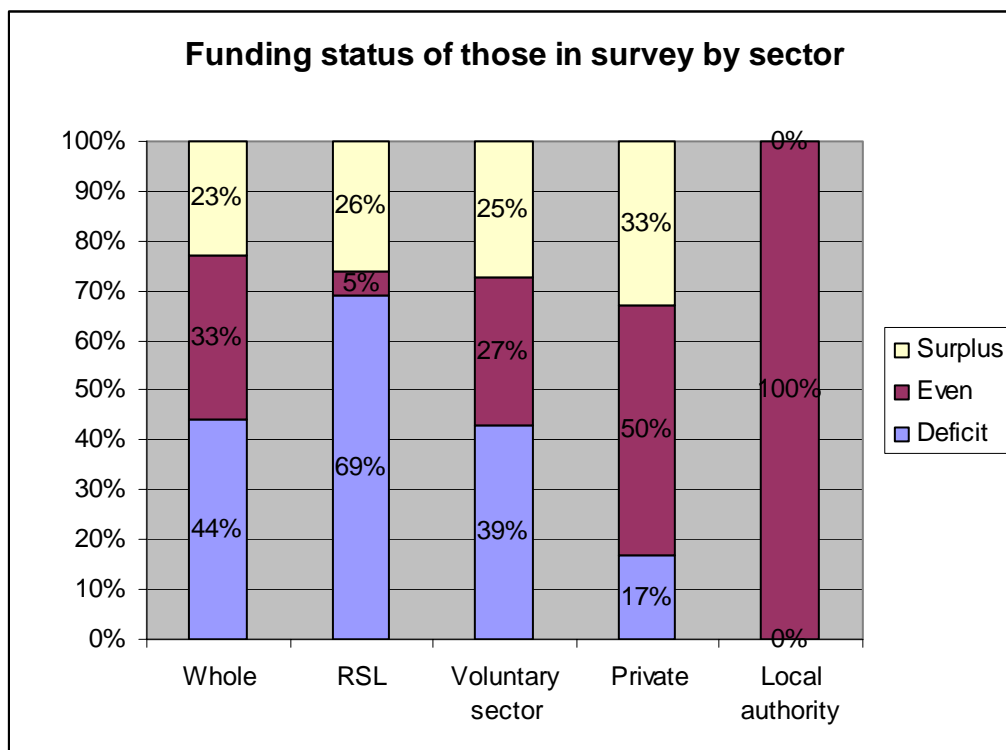
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### **Changes in approach to Commissioning**

As part of the research the HSEU also talked to local authority commissioners to find out how they are managing funding of housing support in 2008/09. The results are outlined in **Section 3**.

## Key Finding One: 44% of respondents are operating in deficit

Graph1: Funding status of those in survey by sector



Ninety nine respondents reported that their service was operating in deficit. Registered social landlords were more likely to report a deficit with 53 of the 78 RSLs who responded reporting they were in deficit. By contrast all of the 23 local authorities that submitted full information stated they were breaking even,

Care must be taken when interpreting the results as some services are more likely to respond to the questionnaire if they are facing funding difficulties. On the other hand some may have a different agenda and perhaps responded because they wanted to show they are breaking even. This could account for the fact that all local authorities reported a breakeven situation.

The over representation of RSL and voluntary sector services who appear to be more likely to be in deficit may also mean that services in deficit are over represented in the survey.

**Key Finding Two: Within the housing support sector many packages of support are for less than 4 hours per week.**

It is not unusual for housing support service users to receive less than 4 hours support a week. The purpose of these small packages is to prevent future problems. Typically such services help maintain a person's independence and prevents recourse to more intensive use of public health or social services. The questionnaire asked respondents to state what percentage of services users received packages of:

Less than 4 hours

- 4 to 10 hours
- 10 to 20 hours
- 20 to 40 hours
- More than 40 hours

Within the HSEU survey 49% of the services delivered by respondents consisted of packages of less than 4 hours per week and 30% of the services provided only packages of less than 4 hours per week.

Nationwide, Scottish Government Supporting People statistics shows that in 2006-07 34% of clients received 1-4 hours per week of floating support. This reflects the important role that housing support has had in providing small, preventative packages of support. Under Supporting People the smaller, preventative packages of support formed a significant part of the programme.

There is concern that preventative services will lose out in the new funding arrangements due to competing pressures local authority face and the difficulty services face in demonstrating their full impact.

The HSEU spoke to three service users to hear about their experience of housing support and how receiving support has helped them.

The interviews showed that:

- Housing support can help break the cycle of repeated hospital admissions
- Service users can find it difficult to engage with a service initially but with work this can change.
- Access to housing support at the weekend can be important
- Housing support can be reduced over time and may be short term
- Sometimes the element of service that is of most value to service users is not instantly obvious for example in each case study learning to cook was highly valued.

## CASE STUDY 1: THE IMPACT OF 4 HOURS OF LONG TERM HOUSING SUPPORT

***William Brown has been renting a house from Kingdom Housing Association since 1990. He decided to participate in the HSEU survey because he is keen to let people know the value of 4 hours support per week for people in his situation.***

Mr Brown's learning disability and diabetes means he needs a little support to maintain his tenancy and for the first seventeen years of his tenancy Mr Brown received one hour's support a week. The weekly support centred round administrative issues such as paying the bills and other official correspondence.

In 2007 it became clear to Mr Brown that he was not coping well with life. He had lost interest in the care and maintenance of his home and lost interest in his own health and well being. After a long talk with his support worker Heather Morrison, it was decided that his support package would be revised. Heather and Mr Brown decided to increase the support to four hours per week and to focus the support on personal development and well being.

Heather also identified that Mr Brown could do with some specialist help as he had suffered a number of bereavements of close family members over the previous two years and sometimes found the emotional impact of this difficult to cope with. Unfortunately Heather has not been able to find a bereavement counsellor or psychologist who is trained in helping people with learning disabilities.

Mr Brown now uses his support hours to learn about completing household tasks such as:

- cleaning
- washing
- budgeting
- home maintenance

Mr Brown is finding it easier to manage household tasks and is taking a greater pride in his home.

Mr Brown's support also focuses on his physical health and well being by looking at cooking and healthy eating. In the past Mr Brown's staple diet was Lorne sausage sandwiches and Chinese takeaways but since starting the revised support package he has enjoyed trying out different foods and now cooks for himself and includes a variety of vegetables in his diet.

Mr Brown has lost weight and feels fitter. His diabetes has also stabilised. Mr Brown is now looking to the future and plans to go to college where he will study English and job seeking skills.

Both Mr Brown and his support worker Heather agree that without support Mr Brown would struggle to maintain his home. Four hours of support keeps Mr Brown on track and allows him to lead an independent life. Without the support he feels it is likely he would fall behind with household chores, become depressed and his diabetes would become unmanageable leading him to have extensive periods of time in hospital.

## Case Study 2 THE IMPACT OF 3 - 6 HOURS OF SHORT TERM HOUSING SUPPORT

**Mr C received support from Aspire for two years and three months. He successfully exited the service in July 2008. Mr C chose to get involved in the HSEU research because he wanted people to know the value of housing support. He has decided to keep his identity anonymous.**

“When my mother died four years ago I am afraid to say I turned to drink. I simply did not know how else to cope with the loss. My drinking led to a brief spell in hospital in Edinburgh where I got myself together but as soon as I was discharged and returned to the home that I had shared with my mother I started drinking again.

This led to another spell in hospital but this time it was different. The hospital refused to discharge me until I had some kind of housing support in place. They referred me to Aspire and I agreed because I wanted to go home. I had a cat and needed to get back to look after it.

While I was still in the hospital I was introduced to my new support worker. We had a couple of meetings at the hospital and then went to visit the house and I agreed to receiving three hours support at week.

At first I regretted accepting the support. I am a proud man and deep down I did not feel I really needed it. Plus, following the death of my mother I had developed phobias. I felt afraid when the support worker came round to the house and I refused to let him in. However, Joe kept coming back and eventually we struck up a relationship.

During this time I was still drinking. I used to hide my beer in the house and only drink it when the support worker was not there. If I had an early appointment say at 9am, I would cancel the support worker in order to go and get drink. It carried on like this for about eight months.

The thing that changed my attitude was one day when I was getting my hair cut. The girl asked me if I had been ok lately. The reason she was worried was that she used to see me going to the shop to get my carry out every morning but she had not seen me for a couple of days. That made me realise that people had noticed my drinking and I knew things had to change.

I started to meet the support worker half way and made an effort to stop drinking. I also got my service time expanded to 6 hours per week so that I would see my support worker on a Sunday as Sunday was a trigger day for my drinking.

So my new schedule was:

- One hour on Monday
- One hour on Tuesday
- Two hours on Wednesday for cooking.
- One hour on Friday
- One hour on Sunday for shopping

After my mother died I had a lot of phobias - did not want to leave the house. So the support worker came to the house. But after a while he said it was no good him coming to the house all the time so if I wanted to continue with the service I would have to get a bus pass and go out. I found that hard but I knew he was right. He was always very clear that the service would only last for two years and so I would have to learn how to do things in that time. The first time I caught the bus the support worker did it with me but after a while I felt confident in doing it myself.

I needed to go to Tesco for shopping but I was afraid of the super market. The thought of the check out made me nervous – especially the packing of the groceries. So the first few times I went with the support worker in the car and we went round the shop together. Then after a while the support worker sat in the café while I went round on my own. After a bit he said it was time for me to catch the bus to Tesco as that way I would get my independence.

At Tesco I used to buy chilled meals and heat them up in the microwave. But then I got a new support worker called Liz. She asked me if I like eating that kind of food and when I said no she asked me what kind of thing I did like to eat. I said potato soup, mince and casseroles. Liz wrote a recipe for each thing. I then bought the ingredients and we cooked the meal together. Once I knew how to cook the food I like I was fine and now I have haggis, stovies, soup, mince and fry ups.

At this time I also started to get involved with the local befriending scheme and started to volunteer at an over 65 club. I like getting out and seeing people. It also lets me meet people somewhere other than a pub. It is always easy to find company in the pub but they are not really friends.

The future is not too bad but could be better. I exited the service in July and I do miss the support. When it goes you miss it! But I do like seeing people at my groups and would like to do more voluntary work. Getting the housing support from Aspire did help me. Don't get me wrong I found it hard and I had plenty of arguments with the support workers but without their help I would have been back on the drink."

### **Case Study 3 THE IMPACT OF INTENSIVE HOUSING SUPPORT MOVING TO ONE HOUR PER MONTH OVER A 3 YEAR PERIOD.**

**Brian McWilliams is 38 and comes from Midlothian. He has used the Aspire housing support service for 3 years. Mr McWilliams chose to become involved in the HSEU research because he wants funders to know that the support he received helped turn his life around.**

In 2005 Mr McWilliams was living in Bed & Breakfast in accommodation in an area of Midlothian where he had no family or friends. At the time Mr McWilliams was suffering from depression and after a year of living in Bed & Breakfast accommodation had lost his confidence. His lifestyle was chaotic and risky and while Mr McWilliams did want to change his life he felt powerless and unable to improve his situation.

During a meeting with the Social Work department Mr McWilliams was given a leaflet about the housing support service offered by Aspire and he decided to give the service a go.

Mr McWilliams met with his support worker Kathy Frame and they decided that his priorities had to be to engage with the local community mental health services and leave Bed & Breakfast accommodation.

With his support worker's assistance Mr McWilliams secured a place at a hostel and lived there for 18 months. Initially he found life in the hostel hard but with encouragement from his support worker he was able to make and keep appointments with the local mental health services and went on to medication which helped.

This period of stability in his health allowed Mr Mc Williams to focus on securing a permanent home of his own. His support worker assisted him with his application for a house and eventually Mr McWilliams was offered the tenancy where he lives now. When he was moving into his new home his support worker offered assistance including:

- setting up energy supplier
- housing benefit
- budgeting
- decoration
- furniture
- shopping,
- transport
- cooking
- accessing GP, CPN and dentist.

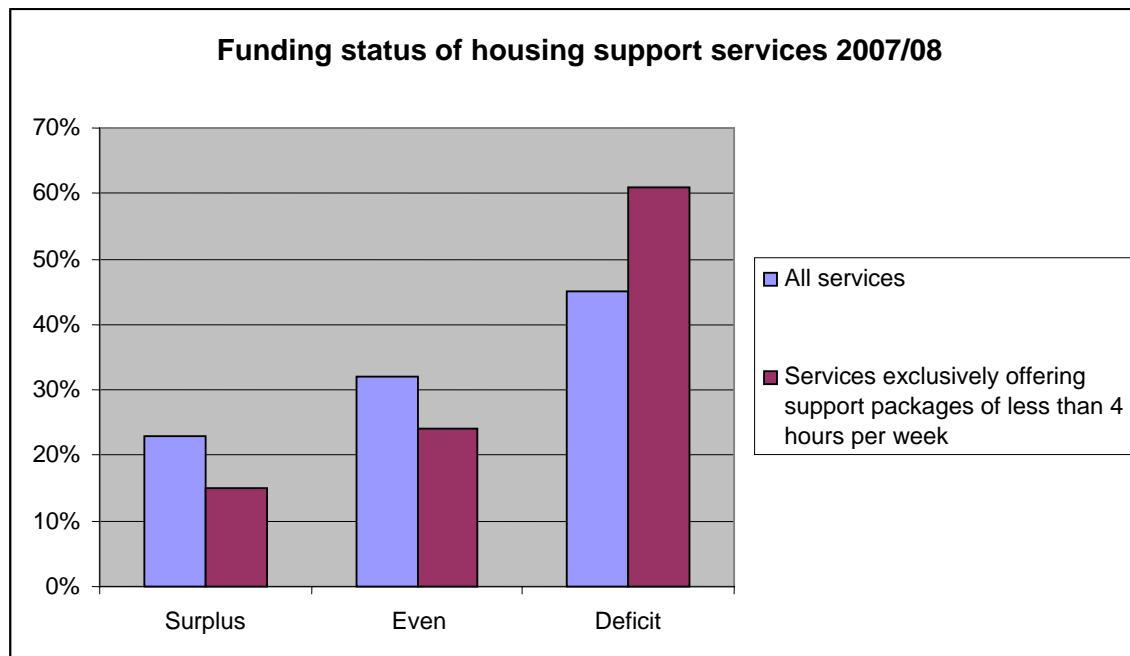
Initially Mr McWilliams received 25 to 35 hours per week, when he resided in Klibreck but as he became more confident and moved into his new home his support was reduced to 8 hours a week, then 3 then 1 hour a week. A review took place and currently he receives one hour per month and is looking to exit the service.

One of the things Mr McWilliams found particularly useful was his introduction to voluntary work. He regularly helps with the Midlothian Environmental Task Force which has increased his confidence and got him used to the routine of work again. Mr McWilliams is now looking to the future and would like to find paid employment.

Mr Mc Williams is clear that the support he received helped turn his life around and without it he would probably still be living in Bed and Breakfast accommodation.

**Key Finding Three: Respondents exclusively offering packages of less than 4 hours per week are particularly likely to be operating in deficit.**

**Graph 2: funding status of housing support services in 2007/08**



Sixty six respondents only offer packages of support of less than 4 hours per week.

Those services offering only small support packages are more likely to face funding problems than all respondents. Although this finding is only of those who responded to the survey it does offer some support to stakeholders of homelessness and also sheltered housing services who have expressed concern on this for some time.

#### **Case study 4. The impact that funding changes have had on a large Registered Social Landlord**

Bield Housing Association Limited mainly provides accommodation based housing support in sheltered housing and very sheltered housing. It has around 4000 tenancies spread over 120 schemes across 21 local authority areas.

Bield's housing support budget for 2007/08 was £3,361,047, however 17 of the 21 local authority areas did not cover the costs of providing Bield's services resulting in an overall shortfall of £205,000 for the year. Bield's Board of Management is clear that shortfalls in funding of housing support service cannot be sustained in the long term and have directed officers to take steps to ensure that housing support is fully funded by 31 March 2010.

#### **Reconfiguring services**

The shortfall in funding has been a driver of change, as has the EU working time directive under which on-call night time cover is considered working time and Bield's internal strategic review of their housing stock. Together these factors have driven

changes in the way the housing support services are delivered and, in some cases, has resulted in removal of housing support services altogether. The changes which have taken place so far or are proposed include:

- Introduction of a mobile warden service
- Reconfiguration of sheltered housing into retirement or amenity housing (and de-register services with the Care Commission)
- Reconfiguration of very sheltered housing by reducing the housing support element of the service

### **Managing change – implications for staffing**

Because staffing costs form 80% of Bield's service costs the steps taken to cut costs have had a big impact on staffing arrangements including:

- reduced staff hours
- removal of weekend cover
- amalgamating of schemes resulting in overall reduced staff hours
- mobile response service replacing scheme based staff

When a post becomes vacant now it comes under close scrutiny – as part of Bield's managing change policy, before any steps are taken to fill any vacant post.

### **Managing change – implications for service users**

Overnight cover has been replaced by mobile warden on call systems, in some areas. In 12 cases a new mobile service is involved, in 7 cases mobile services provided by local authorities which were already in place are being used and in 100 cases cover is limited to 3 hours or so. This all amounts to fundamental changes for service users to face. Bield has held meetings with tenants at which many have expressed concerns about losing overnight cover. Where Bield has identified that a person needs services beyond those they can provide themselves referrals to social work departments are being made.

Bield accepts that change is inevitable for both staff and tenants in the current restricted financial context. Service reconfiguration has to be sustainable though so that further change is not required in the short term – and this depends on knowing more about funding levels in the longer term.

### **Gaining business**

Despite concerns about the way funding does not generally match the costs of providing housing support Bield has submitted bids for new business and has been successful.

These opportunities have arisen after existing service providers have decided not to continue and in the case of a new project, the intended provider dropped out. In all Bield is attracting £224k of new service. In such cases Bield feels confident that the price that has been agreed is a fair one and that they will not be left managing new funding shortfalls.

## Key Finding Four: Respondents have been taking steps to find funding from other sources and / or find ways of reducing costs

70% of respondents that were either breaking even or operating in deficit had taken action to address their funding issues.

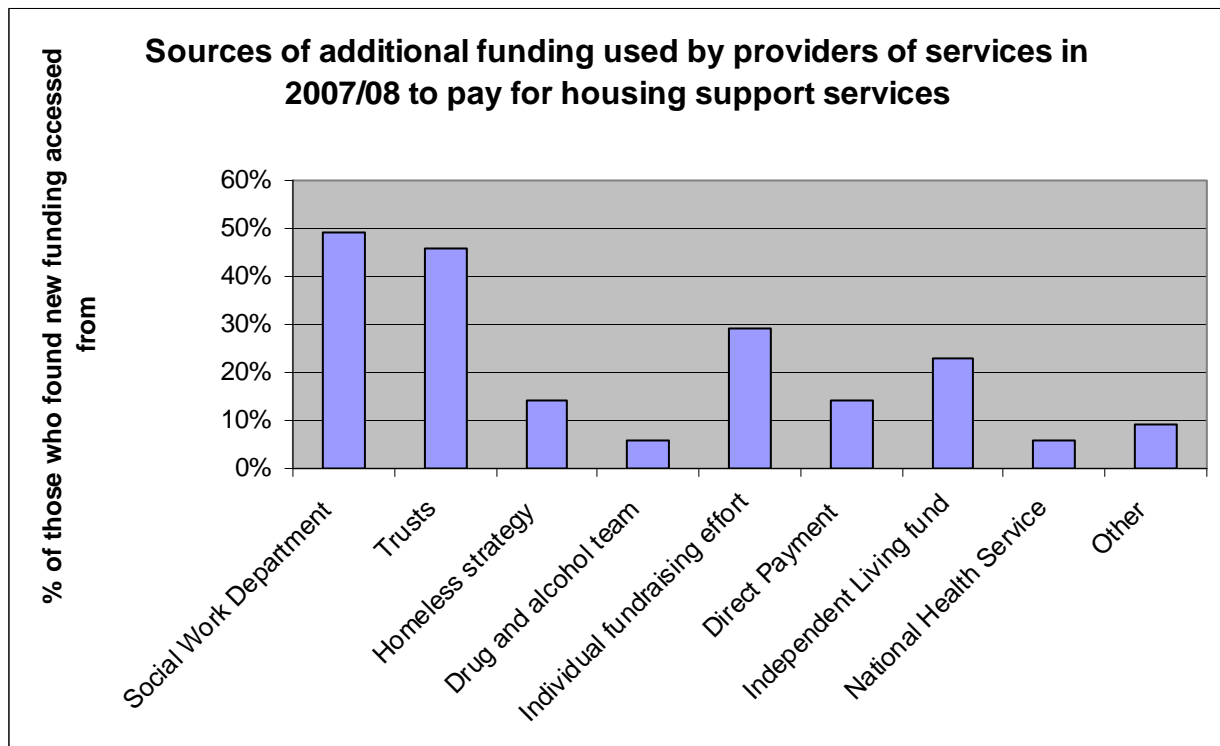
The most common ways of addressing budget restrictions were to:

- find funding from other sources
- reduce costs

### FINDING ALTERNATIVE FUNDING

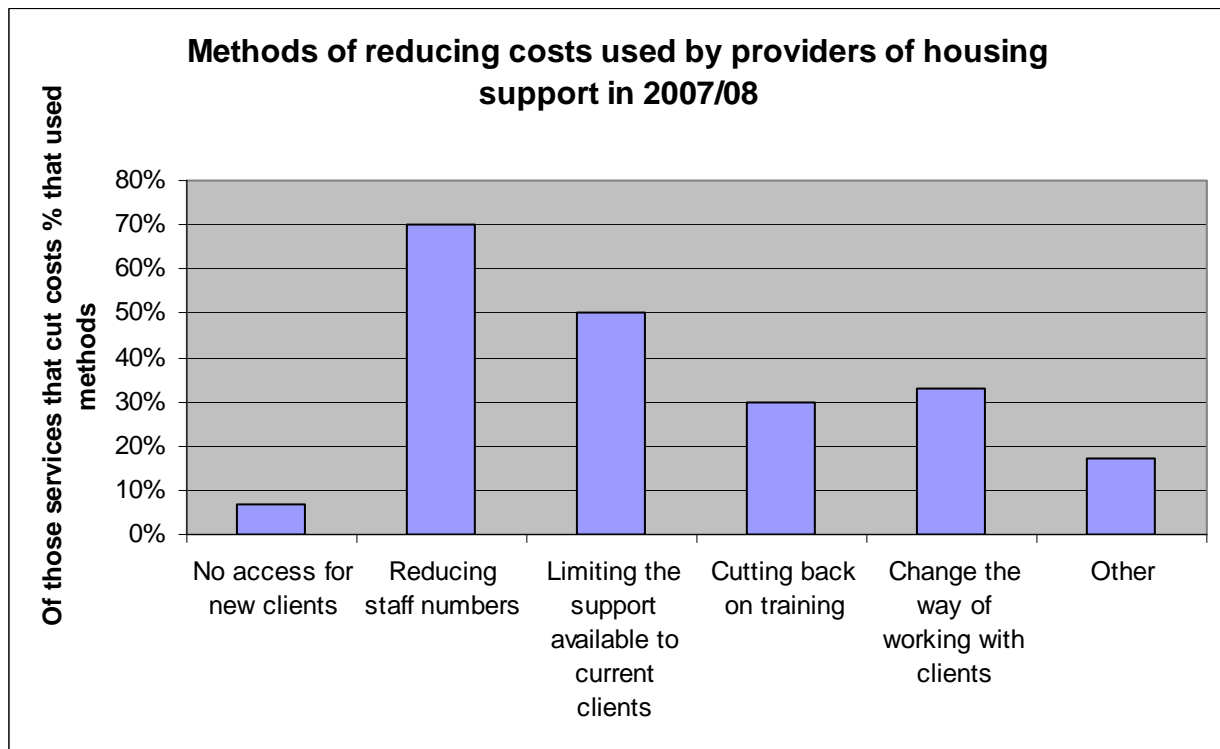
35 services in the survey found new or additional sources of funding to increase their income. Of those who found new or additional funding 49% received it from the social work department.

**Graph 3: Sources of additional funding for housing support in 2007/08**



## FINDING WAYS TO REDUCE COSTS

Graph 4: methods of reducing costs



Forty six services in the survey addressed budgetary concerns by reducing costs. The most common method of cutting costs was to reduce staff numbers with 32 services using this option.

Table 3 in Section 2 outlines the number of services registered with the Care Commission and the number of staff employed by each service. The HSEU will monitor these figures over the next year to see if there are changes in the number of staff employed in housing support in Scotland.

Reducing access to new service users appears to be the least favoured option and suggests that service capacity is being maintained unless all else fails.

Some respondents who had gone through organisational change discussed this further with the HSEU.

## **CASE STUDY 5: DEALING WITH FUNDING RESTRICTIONS THROUGH ORGANISATIONAL CHANGE**

Abbeyfield Societies throughout Scotland provide affordable sheltered and very sheltered housing for older people. Most Abbeyfield homes are quite small catering for 10 or so residents.

There are 52 Abbeyfield complexes in Scotland and in the past each of these was an independently constituted organisation managed by a volunteer committee and run by a variety of volunteer and paid staff. Each of the societies was in a different position for:

- Financial viability
- Accommodation
- Governance

In 2007, 33 of the Scottish Abbeyfield Societies voted to merge to create the registered social landlord Abbeyfield Scotland Ltd and this was implemented on 1 April 2008.

There were two main catalysts for changes:

1. Increase in regulation of housing support services
2. Funding

Since the Regulation of Care Act (Scotland) 2001 housing support services have been required to register with the Care Commission and this presented financial and administrative challenges. Some of the Abbeyfield Societies found registration and inspection difficult to manage as their organisation was made up of a volunteer staff who found the increased workload burdensome.

Supporting People funding brought new money into the housing support sector but to fully benefit from this organisations had to be involved in the period of Transitional Housing Benefit (when many Supporting People budgets were set). A number of Abbeyfield were not involved in Transitional Housing benefit either because:

- their residents did not receive housing benefit
- the volunteer committee and staff were unaware of the implications of not becoming involved

This meant that many Abbeyfield Societies did not benefit from stable funding with the introduction of Supporting People.

In addition, many of those that did have an element of Supporting People funding found the system difficult to administer and burdensome for a small, volunteer staff to manage.

Many independent Abbeyfield Societies were finding that the combined pressure of increased regulation and unstable funding meant it was not possible for them to continue in their current format. The complexity of running a modern service was such that staff and volunteers needed a larger infrastructure to rely on and help with matters such as regulation and finance.

For many Abbeyfield Societies deciding to merge was a difficult decision as their roots were firmly based in their community and by becoming part of a national organisation there was a chance this community base could be lost. However, there was general agreement that the current situation could not continue and it was better to find ways of retaining a local connection within a national body than to risk losing the Abbeyfield movement all together.

## **CASE STUDY 6: DEALING WITH FUNDING RESTRICTIONS THROUGH WORKING IN PARTNERSHIP WITH THE LOCAL AUTHORITY**

Positive Steps has been assisting adults secure and sustain tenancies in Dundee since the 1980s. Positive Steps has worked in partnership with Dundee City Council over the years to help break the cycle of homelessness that can so easily take over a person's life as a result of, for instance, substance abuse, offending behaviour, rent arrears or anti social behaviour.

Positive Steps has taken on the tenancy of 35 flats in the Dundee area which it sub-lets to individuals with support needs. Positive Steps is aware that lack of furniture and furnished accommodation can have a detrimental effect early in tenancies. It therefore has a unique housing support package that provides tenants with a fully furnished package which allows the tenancy to start off on day one with all the essentials for a tenancy.

Positive Steps provides individually tailored support packages with a focus on sustaining the accommodation arrangements. Although new service users usually require additional support nearly 70% of the housing support Positive Steps provides consists of less than 4 hours of support per week. Every year around 25% of service users successfully move through the service without a need for further support.

Over the years Positive Steps has found that social isolation and lack of positive social networks is often the root cause of a person's difficulties and so an emphasis is put on helping individuals take part in mainstream activities in the community. This allows a person to build a positive social life and develop their self confidence. To help achieve this Positive Steps offers a Living Skills programme which helps with more practical issues such as cookery skills, debt management and form filling. It offers individuals the opportunity to develop their life skills and employability through a number of programmes, some of which have received funding direct from the Scottish Government.

Under Supporting People, Positive Steps has faced some uncertainty regarding its funding. Dundee City Council has conducted a financial review each year in order to establish future funding levels. Positive Steps has been acutely aware of the council's funding pressures. It has restructured its services and generally 'operates on a shoe string'. In 2008/09 the council has as yet not been able to offer an inflationary uplift and for the first time this service may produce a small deficit.

Positive Steps has a waiting list and other organisations such as the NHS would like to see its services expanded to include people leaving psychiatric care. Whilst Positive Steps would like to rise to this challenge the current financial uncertainty makes this difficult.

Under Supporting People it was difficult to plan ahead because funding levels were set one year at a time - but at least it was known what the council had to spend on housing support as a whole. With the removal of the ring fence this certainty has gone. For this reason Positive Steps is under some pressure to pursue longer term contractual arrangement with DCC and other councils by which it hopes to confirm funding for the next 3 years. This is something it hopes will materialise once the service review the council is currently undertaking has been completed.

## Section 3

### Local authorities and administrative arrangements post Supporting People

Under the Supporting People programme each local authority area was required to appoint a Supporting People Lead Officer and most Lead officers had a dedicated housing support team to assist them with their duties. The Supporting People ring fence meant that funding for housing support was administered as a specific programme giving housing support a specific identity whilst being associated with housing and social work departments.

The Unit contacted each local authority in Scotland to find out how the removal of the Supporting People ring fence is affecting the way local authorities administer funding for housing support in 2008/09. The results in July 2008 are outlined below.

Currently all local authority areas have a main contact who can discuss matters to do with housing support. However, Aberdeenshire, East Ayrshire and Shetland have all set in motion plans to disband their SP teams and other areas such as Fife have different contacts for different types of service. This means that in future housing support may not be seen as a distinct branch of social care and it will be much more difficult to track where the former SP budget has gone.

21 local authority areas have maintained a single budget for housing support in 2008/09. Of these:

- 6 have their funding for housing support as a single budget within their total social work budget
- 4 believe that the funding for housing support will be disaggregated in 2009/10
- 2 mentioned a high degree of uncertainty about what was happening to former SP money in their area.

11 local authority areas have mainstreamed funding for housing support - generally distributing it between housing, homelessness and social work. Of these, 7 had mainstreamed their SP budget before the announcement of the removal of the ring fence which means that there has been no change in their management of their budget in 2008/09.

The table below gives information on each local authority area and a brief comment from the local authority explaining how the previous SP money was distributed following the removal of the ring fence.

| LA Area       | Central point for housing support within LA structure | One budget for 2008/09? | Comment  |
|---------------|---|-------------------------|--|
| Aberdeen      | Yes   | Yes                     | Aberdeen has maintained the status quo while it decides how to manage the SP budget in future.   |
| Aberdeenshire | No  | No                      | The former SP budget has been dispersed to a number of budget holders.   |
| Angus         | Yes   | Yes                     | The former SP budget is now managed by the Social Work Department (with the exception of a small amount which went to Housing for their aids and adaptations service). |
| Argyll & Bute | Yes   | Yes                     | The SP funds have been kept together as one  |

|                       |     |     |   |
|-----------------------|-----|-----|---|
|                       |     |     | budget.   |
| Clackmannanshire      | Yes | Yes | The SP team remains as the first point of contact for former SP funded services but in future the budget will be divided between the services who have principle responsibilities for the service users covered by each contract. |
| Dumfries and Galloway | Yes | Yes | The SP funds have been kept together as one budget but this is being reviewed by the local authority.   |
| Dundee                | Yes | Yes | The SP funds have been kept together as one budget.   |
| East Ayrshire         | No  | No  | The former SP budget has been mainstreamed and the SP team will be disbanded.   |
| East Dunbartonshire   | No  | No  | The former SP budget is split between social work, housing and homelessness services.   |
| East Lothian          | Yes | Yes | Former SP money has been placed in the hands of a cross-service Housing Support Co-ordination Group.  |
| East Renfrewshire     | Yes | No  | The former SP budget is now managed by the Social Work Department.  |
| Edinburgh             | Yes | Yes | External services are commissioned by the former SP team.   |
| Eilean Siar           | Yes | Yes | The former SP money has remained with the SocialWork Department.  |
| Falkirk               | Yes | Yes | The SP funds have been kept together as one budget.   |
| Fife                  | No  | No  | Fife mainstreamed the funding into Housing and Social work in 2005.   |
| Glasgow               | Yes | Yes | The former SP money has remained with the Social Work Department.   |
| Highland              | Yes | Yes | The former SP money has remained with the Social Work Department.   |
| Inverclyde            | Yes | No  | 25% of budget gone to social work to carry out in house services. 75% of budget remains as housing support.   |
| Midlothian            | Yes | Yes | The former SP money has remained with the Social Work Department.   |
| Moray                 | Yes | No  | The former SP money is split between social work and housing.   |
| North Ayrshire        | Yes | Yes | The former SP money continues to be split between social work and housing.  |
| North Lanarkshire     | Yes | Yes | The SP funds have been kept together as one budget.   |
| Orkney                | Yes | Yes | The SP funds have been kept together as one budget.   |
| Perth and Kinross     | Yes | Yes | The SP funds have been kept together as one budget but this is being reviewed.  |
| Renfrew               | Yes | Yes | The SP funds have been kept together as one budget.   |
| Scottish Borders      | Yes | Yes | The SP funds have been kept together as one budget but this is being reviewed.  |
| Shetland              | No  | No  | The former SP money is split between social work and housing.   |
| South Ayrshire        | Yes | No  | The former SP money has been mainstreamed throughout the council.   |
| South Lanarkshire     | Yes | No  | The former SP money is split between social work and housing.   |
| Stirling              | Yes | No  | The former SP money is split between Community Care, Housing and Homelessness and Children's Services.  |
| West Dunbartonshire   | Yes | Yes | The former SP monies remain with the Social Work and Health Department.   |
| West Lothian          | Yes | Yes | The former SP money remains as a single budget  |

Two local authority areas were happy to discuss with the HSEU how their approach to commissioning would be changing over the next year.

### **CASE STUDY 7: HOW A LOCAL AUTHORITY APPROACHED THE REMOVAL OF THE SP RINGFENCE.**

Under the Supporting People programme Shetland Island Council had a dedicated Supporting People officer who monitored housing support contracts. This position sat within the Council's Housing Department

Following the removal of the ring fence around the Supporting People funding Shetland Island Council decided to delete the Supporting People Officer position and bring housing support services more into the mainstream of service provision.

From 2009/10 services that had a direct link to housing will continue to be funded by the housing department. But services which were viewed to be more allied with social work will have to apply to the Social Work Department for funding. Each service will comply with the contract conditions of the new funder and the system that had operated under Supporting People will be moth balled.

### **CASE STUDY 8: A LOCAL AUTHORITY PERSPECTIVE**

#### **Aberdeenshire Council explains how it is using removal of Supporting People Ring Fence to improve processes in delivering housing support**

Aberdeenshire Council used the Supporting People programme to develop a housing support strategy that reflected local need. Substantial resources were put into housing support to ensure that Aberdeenshire residents were able to live in their own homes and in their own communities. Aberdeenshire Council has used the removal of the ring fence from the SP programme to improve the process involved in delivering housing support and remove the bureaucracy associated with the SP programme

The council is clear that it values the work of housing support and it intends to continue to assist people to live in their own home and in their own community. However, the way that services are provided will change.

The first major change is that the SP team is being disbanded and housing support will no longer be an individual service within the council. Instead, the staff resources are being incorporated into a Commissioning Team that will look at commissioning services to meet all client needs in a holistic way.

Under the SP programme the council had a staff team dedicated to housing support and used the opportunity presented by Supporting People to develop new services and offer more people support in their own homes. However, many service users require a combination of care and housing support and there was often a duplication of tasks. Separate staff members assessed and reviewed housing support needs to those who assessed and reviewed care needs. Aberdeenshire has taken the opportunity of the removal of the SP ring fence to remove this duplication and provide holistic assessments, therefore providing more integrated services to service users. The Supporting People grant has been distributed to various service areas including Social Work, Housing and Strategic Development as part of this improvement

Over the next year the council intends to put all floating housing support and care at home services out to tender. Due to the large, rural nature of Aberdeenshire, the Social Work Service has experienced increasing difficulty in commissioning the volume and quality of care and support required to meet the needs of its service users. It cannot provide the required level of care and support for some clients as the service providers currently operating in the area are unable to supply the quantity required. Some service providers have advised Aberdeenshire that the way it contracts and purchases care creates difficulties for them in retaining staff and offering guaranteed work to their employees. This is because the council only pays for the actual hours of service purchased and the contract has no guaranteed minimum level of service. To rectify this situation, all floating care and housing support services will be offered for tender in defined geographical localities

The local authority has decided to take a staged approach to tendering. Contracts will be offered by postcode areas. This will mean that providers will operate in specified areas, thus ensuring the availability of services and reducing travel costs. In addition, providers are being asked to employ a workforce with a suitable skill mix to enable them to provide services to all client groups rather than specialising in one.

The local authority is aware that this is a substantial change in approach but believes this is the best way to provide sustainable services that meets client needs and provides Best Value

In July 2008 the majority of local authorities still worked with one housing support budget however by July 2008 there were 5 local authorities who did not have a central housing support contact. If this is the start of a trend then housing support may become more difficult to monitor as a distinct sector of social care.

## Section Four: Baseline findings which will be used for comparison in future years

### Care Commission Base Line Findings 2007/08

**Table 2: This table shows the sectors of housing support services registered with the care Commission in 2007/08.**

| <b>Care Commission register of housing support services by sector</b> |  |     |     |
|---|--|-----|-----|
| Sectors   | Local authority                              | 244 | 21% |
|   | Private                                      | 181 | 16% |
|   | Voluntary sector/ Registered Social Landlord | 732 | 63% |
|   | Health board                                 | 4   | 0%  |

**Table 3: This table shows the number of services that registered with the Care Commission in 2007/08 and how many Whole Time Equivalent posts each of these services employed.**

| <b>CC record of number of housing support services and staff in 2007/08</b> |                   |                     |
|---|-------------------|---------------------|
|   | Number of service | Number of WTE staff |
| Aberdeen  | 46                | No Data             |
| Aberdeenshire   | 31                | 1031                |
| Angus   | 16                | 273                 |
| Argyll & Bute   | 42                | 572                 |
| Clackmannanshire  | 10                | 327                 |
| Dumfries and Galloway   | 51                | 754                 |
| Dundee  | 32                | 1013                |
| East Ayrshire   | 17                | 408                 |
| East Dumbartonshire   | 14                | 728                 |
| East Lothian  | 20                | 512                 |
| East Renfrewshire   | 14                | 411                 |
| Edinburgh   | 123               | 2638                |
| Eilan Siar  | 10                | 182                 |
| Falkirk   | 33                | 710                 |
| Fife  | 53                | 3077                |
| Glasgow   | 217               | 7573                |
| Highland  | 59                | 791                 |
| Inverclyde  | 29                | 690                 |
| Midlothian  | 16                | 363                 |
| Moray   | 21                | 241                 |
| North Ayrshire  | 32                | 325                 |
| North Lanarkshire   | 68                | 2467                |
| Orkney  | 8                 | 215                 |
| Perth and Kinross   | 26                | 568                 |
| Renfrew   | 35                | 1260                |
| Scottish Borders  | 32                | 565                 |
| Shetland  | 7                 | 52                  |
| South Ayrshire  | 37                | 575                 |
| South Lanarkshire   | 51                | 1600                |
| Stirling  | 15                | 233                 |
| West Dumbartonshire   | 19                | 652                 |
| West Lothian  | 23                | 643                 |
| <b>Total</b>  | <b>1207</b>       | <b>31449</b>        |

**Table 4: This table shows the number of services registered with the Care Commission in 2007/08 in each local authority area. The service is counted by its registered address but may operate in more than one local authority area.**

| <b>Care Commission register of housing support services by sector and local authority</b> |                 |            |            |            |  |            |              |           |
|---|-----------------|------------|------------|------------|--|------------|--------------|-----------|
|   | Local authority |            | Private    |            | Voluntary sector/<br>Registered Social<br>Landlord |            | Health board |           |
| Aberdeen (no information available)   |                 |            |            |            |  |            |              |           |
| Aberdeenshire   | 3               | 10%        | 10         | 32%        | 18   | 58%        | 0            | 0%        |
| Angus   | 6               | 38%        | 0          | 0%         | 10   | 62%        | 0            | 0%        |
| Argyll & Bute   | 8               | 19%        | 10         | 24%        | 24   | 57%        | 0            | 0%        |
| Clackmannanshire  | 2               | 20%        | 3          | 30%        | 5  | 50%        | 0            | 0%        |
| Dumfries and Galloway   | 3               | 6%         | 17         | 33%        | 30   | 59%        | 1            | 2%        |
| Dundee  | 6               | 18%        | 2          | 6%         | 24   | 76%        | 0            | 0%        |
| East Ayrshire   | 6               | 35%        | 2          | 12%        | 9  | 53%        | 0            | 0%        |
| East Dumbartonshire   | 7               | 50%        | 0          | 0%         | 7  | 50%        | 0            | 0%        |
| East Lothian  | 4               | 20%        | 2          | 10%        | 14   | 70%        | 0            | 0%        |
| East Renfrewshire   | 3               | 21%        | 1          | 7%         | 10   | 72%        | 0            | 0%        |
| Edinburgh   | 23              | 19%        | 20         | 16%        | 79   | 64%        | 1            | 1%        |
| Eilan Siar  | 6               | 60%        | 0          | 0%         | 4  | 40%        | 0            | 0%        |
| Falkirk   | 6               | 18%        | 8          | 24%        | 17   | 52%        | 2            | 6%        |
| Fife  | 11              | 21%        | 3          | 6%         | 39   | 73%        | 0            | 0%        |
| Glasgow   | 18              | 8%         | 22         | 10%        | 177  | 82%        | 0            | 0%        |
| Highland  | 19              | 32%        | 10         | 19%        | 30   | 49%        | 0            | 0%        |
| Inverclyde  | 4               | 13%        | 5          | 17%        | 20   | 70%        | 0            | 0%        |
| Midlothian  | 4               | 25%        | 2          | 12%        | 10   | 59%        | 0            | 0%        |
| Moray   | 5               | 24%        | 3          | 14%        | 13   | 62%        | 0            | 0%        |
| North Ayrshire  | 13              | 40%        | 4          | 12%        | 15   | 48%        | 0            | 0%        |
| North Lanarkshire   | 20              | 29%        | 11         | 16%        | 37   | 55%        | 0            | 0%        |
| Orkney  | 5               | 62%        | 0          | 0%         | 3  | 38%        | 0            | 0%        |
| Perth and Kinross   | 5               | 19%        | 7          | 27%        | 14   | 54%        | 0            | 0%        |
| Renfrew   | 5               | 8%         | 8          | 22%        | 22   | 70%        | 0            | 0%        |
| Scottish Borders  | 8               | 25%        | 1          | 3%         | 23   | 72%        | 0            | 0%        |
| Shetland  | 4               | 58%        | 1          | 14%        | 2  | 28%        | 0            | 0%        |
| South Ayrshire  | 5               | 13%        | 14         | 36%        | 20   | 51%        | 0            | 0%        |
| South Lanarkshire   | 16              | 31%        | 9          | 17%        | 26   | 52%        | 0            | 0%        |
| Stirling  | 4               | 27%        | 0          | 0%         | 11   | 73%        | 0            | 0%        |
| West Dumbartonshire   | 8               | 42%        | 1          | 5%         | 10   | 53%        | 0            | 0%        |
| West Lothian  | 7               | 30%        | 5          | 22%        | 11   | 48%        | 0            | 0%        |
| <b>Total</b>  | <b>244</b>      | <b>21%</b> | <b>181</b> | <b>16%</b> | <b>734</b>   | <b>63%</b> | <b>4</b>     | <b>0%</b> |

## HSEU baseline finding 2007/08

Table 5: This table shows the number and types of services that participated in the HSEU survey

| <b>Break down of participants in HSEU's survey on Funding of Housing Support 2007/08</b> |                                    |     |      |
|--|------------------------------------|-----|------|
| Number of respondents  | Usable                             | 221 |      |
|  | Non usable                         | 101 |      |
| <b>Local Authority areas represented</b>   |                                    |     |      |
| Local Authority areas represented  |                                    | 32  | 100% |
| <b>Sectors</b>   |                                    |     |      |
| Sectors  | Local authority                    | 23  | 10%  |
|  | Private                            | 19  | 9%   |
|  | Voluntary sector                   | 101 | 46%  |
|  | Registered Social Landlord         | 78  | 35%  |
| <b>Client groups</b>   |                                    |     |      |
| Client groups  | Older people                       | 78  | 35%  |
|  | People with a learning disability  | 50  | 23%  |
|  | People with mental health problems | 15  | 7%   |
|  | Homeless people                    | 52  | 23%  |
|  | Young people                       | 6   | 2%   |
|  | People with a disability           | 7   | 3%   |
|  | Other                              | 13  | 7%   |
| <b>Size</b>  |                                    |     |      |
| Size   | Large                              | 134 | 60%  |
|  | Medium                             | 32  | 14%  |
|  | Small                              | 55  | 26%  |
| <b>Funding status</b>  |                                    |     |      |
| Funding status   | Surplus                            | 51  | 23%  |
|  | Breaking even                      | 71  | 33%  |
|  | Deficit                            | 99  | 44%  |
| <b>Service type</b>  |                                    |     |      |
| Service type   | Integrated care                    | 124 | 56%  |
|  | Housing support only               | 97  | 44%  |
| <b>Measuring of service</b>  |                                    |     |      |
| Measuring of service   | Hours                              | 140 | 63%  |
|  | Beds                               | 73  | 33%  |
|  | Clients                            | 5   | 3%   |
|  | Other                              | 2   | 1%   |

**Table 6: This table outlines the total costs incurred by the housing support services that took part in the survey.**

| <b>Baseline cost of services from those usable responses in the HSEU survey 2007/08</b> |                      |
|---|----------------------|
| Housing support (where known)   | £75, 178, 026        |
| Integrated figure (from services who could not extrapolate housing support figures)     | £18, 281, 682        |
| <b>Total</b>  | <b>£93, 459, 708</b> |

**Table 7: This table outlines the total funding incurred by the housing support services that took part in the survey.**

| <b>Baseline funding of service from those usable responses in the HSEU survey 2007/08</b> |                      |
|---|----------------------|
| Funding definitely attributed to housing support (in survey)                              | <b>£67, 282, 343</b> |
| Total LA funding (in survey)  | <b>£89, 451, 935</b> |

**Table 8: This table shows the baseline volume of service from those usable responses in the HSEU survey 2007/08**

| <b>Baseline volume of service from those usable responses in the HSEU survey 2007/08</b> |                 |
|--|-----------------|
| Number of hours  | 7 269 755 hours |
| Number of beds   | 10 859 beds     |
| Number of clients (for those services that measure service volume by client)             | 357 clients     |

**Table 9: This table shows the funding status of those in survey by client group**

| <b>Funding status of those in survey by client group</b> |         |     |               |     |         |     |
|--|---------|-----|---------------|-----|---------|-----|
| Client group   | Surplus |     | Breaking Even |     | Deficit |     |
| Older people   | 18      | 24% | 11            | 14% | 47      | 62% |
| People with a learning disability                        | 15      | 30% | 16            | 32% | 19      | 38% |
| People with mental health problems                       | 4       | 25% | 6             | 38% | 6       | 38% |
| Homeless people  | 6       | 12% | 29            | 57% | 16      | 31% |
| Other  | 8       | 30% | 8             | 30% | 11      | 40% |

**Table 10: This table shows the funding status of those in survey by sector**

| <b>Funding status of those in survey by client group</b> |         |     |               |      |         |     |
|--|---------|-----|---------------|------|---------|-----|
| Sector   | Surplus |     | Breaking Even |      | Deficit |     |
| Registered Social landlord                               | 20      | 26% | 4             | 5%   | 54      | 69% |
| Voluntary sector   | 25      | 25% | 37            | 37%  | 39      | 39% |
| Private  | 6       | 33% | 9             | 50%  | 3       | 17% |
| Local authority  | 0       | 0%  | 23            | 100% | 0       | 0%  |

**Table 11: This table shows the percentage of service delivered to clients across all sectors**

| <b>Percentage of service delivered to clients across all sectors</b> |     |
|--|-----|
| Less than four hours per week  | 49% |
| 4 to less than 10 hours per week                                     | 16% |
| 10 to less than 20 hours per week                                    | 8%  |
| 20 to less than 40 hours per week                                    | 10% |
| Over 40 hours per week   | 19% |

**66 (30%) of the services that participated in the survey exclusively delivered packages of 4 hours or less per week.**

**Table 12: This table shows the percentage of service delivered to clients only doing housing support.**

| <b>Percentage of service delivered to clients by services only doing housing support.</b> |     |
|---|-----|
| Less than four hours per week   | 45% |
| 4 to less than 10 hours per week  | 15% |
| 10 to less than 20 hours per week   | 10% |
| 20 to less than 40 hours per week   | 10% |
| Over 40 hours per week  | 20% |

**Table 13: This table shows the percentage of service delivered to clients across learning disability**

| <b>Percentage of service delivered to clients across learning disability</b> |     |
|--|-----|
| Less than four hours per week  | 9%  |
| 4 to less than 10 hours per week   | 10% |
| 10 to less than 20 hours per week  | 15% |
| 20 to less than 40 hours per week  | 22% |
| Over 40 hours per week   | 44% |

**Table 14: This table shows the percentage of service delivered to clients across mental health**

| <b>Percentage of service delivered to clients across mental health</b> |     |
|--|-----|
| Less than four hours per week  | 39% |
| 4 to less than 10 hours per week                                       | 28% |
| 10 to less than 20 hours per week                                      | 13% |
| 20 to less than 40 hours per week                                      | 12% |
| Over 40 hours per week   | 7%  |

**Table 15: This table shows the percentage of service delivered to clients across older people**

| <b>Percentage of service delivered to clients across older people</b> |     |
|---|-----|
| Less than four hours per week   | 77% |
| 4 to less than 10 hours per week                                      | 5%  |
| 10 to less than 20 hours per week                                     | 1%  |
| 20 to less than 40 hours per week                                     | 8%  |
| Over 40 hours per week  | 8%  |

**Table 16: This table shows the percentage of service delivered to clients across homeless services.**

| <b>Percentage of service delivered to clients across homeless services</b> |     |
|--|-----|
| Less than four hours per week  | 40% |
| 4 to less than 10 hours per week   | 25% |
| 10 to less than 20 hours per week  | 7%  |
| 20 to less than 40 hours per week  | 10% |
| Over 40 hours per week   | 18% |

**N.B** A number of hostels provide a 24 hour service and so stated that they give over 40 hours per week per client. However, this is not individual contact time between key worker and client.

**Table 17: This table shows the funding status of all those in the survey.**

| <b>Funding status of all those in survey</b> |    |     |
|--|----|-----|
| Surplus                                      | 51 | 23% |
| Breaking even                                | 71 | 32% |
| Deficit                                      | 99 | 45% |

**Table 18: This table shows the funding status of all those in the survey by size.**

| Funding status of all those in survey by size |       |     |        |     |       |     |
|---|-------|-----|--------|-----|-------|-----|
|   | Large |     | Medium |     | Small |     |
| Surplus                                       | 32    | 24% | 9      | 29% | 11    | 20% |
| Breaking even                                 | 36    | 27% | 11     | 34% | 22    | 40% |
| Deficit                                       | 66    | 49% | 12     | 37% | 22    | 40% |

**Table 19: This table shows the funding status of those in the survey that offer packages of less than 4 hours per week.**

| Funding status of the 149 services in survey that offer packages of less than 4 hours per week. |    |     |
|---|----|-----|
| Surplus   | 40 | 27% |
| Breaking even   | 42 | 28% |
| Deficit   | 67 | 45% |

**Table 20: This table shows the funding status of those in the survey that ONLY offer packages of less than 4 hours per week.**

| Funding status of the 66 services in survey that <b>only</b> offer packages of less than 4 hours per week. |    |     |
|--|----|-----|
| Surplus  | 10 | 15% |
| Breaking even  | 16 | 24% |
| Deficit  | 40 | 61% |

**Table 21: This table shows how services are managing budget: taking action**

| How services are managing budget: taking action  |     |
|--|-----|
| Number of services which are either breaking even or in deficit                                      | 167 |
| % of all services taking action to either break even or reduce deficit                               | 75% |
| % of those breaking even or in deficit that are taking action to improve cost situation (or similar) | 70% |

**Table 22: This table shows how services are managing budget: increasing funding**

| <b>How services are managing budget: increasing funding</b> |    |     |
|---|----|-----|
| Found other funding   | 35 | N/A |
| Social Work Department                                      | 17 | 49% |
| Trusts  | 16 | 46% |
| Homeless strategy   | 5  | 14% |
| Drug and alcohol team                                       | 2  | 6%  |
| Individual fundraising effort                               | 10 | 29% |
| Direct Payment  | 5  | 14% |
| Independent Living fund                                     | 9  | 25% |
| National Health Service                                     | 2  | 6%  |
| Other   | 3  | 9%  |

**Table 23: This table shows the detail of services that received funding from the Independent Living Fund.**

| <b>Detail of services that received funding from the Independent Living Fund</b> |                              |   |
|--|------------------------------|---|
| Sector   | Voluntary Organisations      | 6 |
|  | Private Organisations        | 2 |
|  | Local Authority Service      | 1 |
| Client Groups  | Learning Disability services | 6 |
|  | Older Person's service       | 1 |
|  | Physical Disability service  | 1 |
|  | Mental Health service        | 1 |
| Local Authority Areas where services operated                                    | Glasgow                      | 2 |
|  | Fife                         | 3 |
|  | North Lanarkshire            | 1 |
|  | Edinburgh                    | 1 |
|  | West Dunbartonshire          | 1 |
|  | Dumfries & Galloway          | 1 |

**N.B.** ILF is changing in 2008 and so will be tracked closely.

**Table 24: This table shows how services are managing budget: reducing costs**

| <b>How services are managing budget: reducing costs</b> |    |     |
|---|----|-----|
| Reducing costs  | 46 | N/A |
| No access for new clients                               | 3  | 7%  |
| Reducing staff numbers                                  | 32 | 70% |
| Limiting the support available to current clients       | 23 | 50% |
| Cutting back on training                                | 14 | 30% |
| Change the way of working with clients                  | 15 | 33% |
| Other   | 8  | 17% |

## **Section Five: Areas of Future Focus**

In 2009 the HSEU will conduct a second postal survey which will include questions on levels of service and funding. This will allow comparisons to be drawn.

There is scope to include questions about other areas of housing support which will give insight into how the housing support sector is adjusting to the removal of the Supporting People ring fence.

Areas of future focus may include:

- The commissioning arrangements for housing support

Information may be gathered via a postal survey undertaken by the HSEU or by using other sources of information such as the Care Commission's data store.

It is possible to influence the areas of future focus by emailing [hs.unit@ccpscotland.org](mailto:hs.unit@ccpscotland.org) with comments and suggestions.

## Section Six: Methodology – questionnaire development and methods of research

### Appendix 1 - Questionnaire

#### Funding of Housing Support in Scotland 2007/2008

The purpose of this research is to find out if local authorities in Scotland pay the full cost of the housing support services they commission and to see if the amount of housing support local authorities purchase changes as the new funding arrangements take effect.

Providers of housing support will be asked a series of questions about their funding levels and service volume in 2007/2008.

In subsequent years these questions will be asked again so that the findings can be compared.

Every housing support service registered with the Care Commission is being canvassed so that the results of this survey should give a national picture of how the sector is managing the removal of ring fenced funding. The results should also create a picture of what is happening locally.

This questionnaire is devised from an electronic version. This means some of the spaces for writing are very small. Please feel free to use as much space as you require.

Contact details and local authority area of the service:

#### 1. What is (are) your Care Commission registration number (s)?

\_\_\_\_\_

#### 2. Who is your primary client group?

- |  |   |
|--|---|
| <input type="checkbox"/> Older People                    | <input type="checkbox"/> People with mental health problems |
| <input type="checkbox"/> People with learning disability | <input type="checkbox"/> Homeless People                    |
| <input type="checkbox"/> Other                           | <input type="checkbox"/> People with a physical ability     |

(please specify) \_\_\_\_\_

#### 3. What size is your organisation as a whole? We are interested in the number of whole time equivalent (WTE) staff.

- |   |   |
|---|---|
| <input type="checkbox"/> Large (over 100 WTE staff) | <input type="checkbox"/> Small (less than 15 WTE staff) |
| <input type="checkbox"/> Medium (15 – 99 WTE staff) |   |

#### 4. What sector type is your service

- |   |  |
|---|--|
| <input type="checkbox"/> Voluntary organisation       | <input type="checkbox"/> Private Company |
| <input type="checkbox"/> Registered social landlord   | <input type="checkbox"/> Local Authority |
| <input type="checkbox"/> Other (please specify) _____ |  |

## Service Volume

For these questions we are interested in hearing about the service volume of the housing support service and the total service volume (as some organisations may provide combined services).

We know some organisations may have trouble isolating housing support service volume from total service volume. If this is the case please give us your total service volume.

### 5. What kind of service do you operate?

- Housing support only
- Integrated – housing support and other services.

### 6. How do you measure service volume?

- Hours
- Beds
- Other

### 7. How much housing support service did you provide for your local authority in 2007/2008

\_\_\_\_\_

### 8. How much service did you provide in total in 2007/2008 (i.e. including the hours for Care at Home or other integrated services)?

\_\_\_\_\_

### 9. What % of clients receive the following hours of support per week

- 0 to less than 4 hours \_\_\_\_\_
- 4 to less than 10 hours \_\_\_\_\_
- 10 to less than 20 hours \_\_\_\_\_
- 20 to less than 40 hours \_\_\_\_\_
- 40 hours or more \_\_\_\_\_

## Funding

For these questions we are interested in hearing about the funding of the housing support service and the total funding of combined services.

We know some organisations may have trouble isolating housing support funding from total service funding. If this is the case please give us your total funding.

**10. Do you know how much the housing support part of your service cost to operate in 2007/2008?**

Yes

No

**11. How much did it cost to provide your housing support service in 2007/2008**

\_\_\_\_\_

**12. How much did it cost to provide the total service 2007/2008 (i.e. including the cost of Care at Home or other integrated service if you provide it)?**

\_\_\_\_\_

**13. In 2007/2008 how much did you receive from the local authority to provide the housing support service?**

\_\_\_\_\_

**14. How much funding did you receive from the local authority to provide the total service in 2007/2008 (i.e. including the cost of Care at Home or other integrated service if you provide it)?**

\_\_\_\_\_

Managing Change

**15. In 2007.2008 how was the service's funding?**

In surplus                       In deficit                       Breaking even

**16. If your organisation's current level of funding does not cover the cost of the housing support service(s) how is situation being managed?**

Found funding from other sources                       Reducing operating costs

Other                       Operating in deficit

(please specify) \_\_\_\_\_

**17. If your organisation has found funding from other sources what additional sources of funding are you using?**

Social work funding                       Community Safety Partnership                       Trusts/charities  
 Homeless Strategy                       Drug & Alcohol Team                       Individual fundraising effort  
 Children & YP Fund                       Direct Payments                       Health Service  
 Other                       Independent Living

(please specify)  
\_\_\_\_\_

**18. If your organisation reduced operating costs in 2007/2008 were any of the following methods used? Please tick all that apply.**

No access to services for new clients                       Reducing number of staff  
 Limiting support existing service users receive                       Cutting back on training  
 Other                       Changing the way you work with service users

(please specify) \_\_\_\_\_

This survey is available electronically on  
[http://www.surveymonkey.com/s.aspx?sm=GS\\_2f\\_2fXRjSikvYhe7hNFRsng\\_3d\\_3d](http://www.surveymonkey.com/s.aspx?sm=GS_2f_2fXRjSikvYhe7hNFRsng_3d_3d)

If you would prefer to fill in the paper version please return it to:

Moira Weir  
9 Ellersley Road  
Edinburgh  
EH12 6HY  
0131 346 3245

Please return by Wednesday 11 June 2008

## **References**

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