

# Consultation Report

## Supporting People Draft Budget Proposals 2014-16

### 1. Introduction

Torbay Council needs to make around £22million savings in the next two years based upon the expected reduction in government grant. Proposals for how money could be saved over 2014/15 and into 2015/16 have been made for each directorate. Consultation has been undertaken by Torbay Council on the proposal to reduce the Supporting People budget by 73%, as part of the overall savings proposed in the draft budget announced by the Mayor in November 2013.

Supporting People services provide supported accommodation, support to enable people to remain living independently in their own home, and assistance in finding and resettling into a new home following a crisis such as homelessness or a period in hospital or residential care. Services are commissioned (selected and bought) by the Council and provided by external organisations such as Registered Providers, private companies and charities

Services include:

- Youth homelessness prevention service- outreach support to young people living in the community to prevent homelessness
- Homeless assessment and resettlement service which helps people to settle into their new home following a period of homelessness
- Women's Refuge provides shelter and support to women fleeing domestic abuse and their children
- Sheltered and extra care housing for older people
- Supported lodgings (with host families) for young homeless people and care leavers
- Supported housing - accommodation for people with a variety of support needs
- Floating support/ outreach- support for people who live in their own homes
- Supported employment service for people with learning disabilities or Autism

Support is aimed at early intervention to prevent the need for more intensive services including admission to hospital, nursing or residential care. Services support recovery and independence for people with a range of needs including poor mental health, learning disability, physical disability or ill-health. Appropriate housing and supporting people to sustain their tenancies/homes is key to improving health and wellbeing, reducing social isolation and building more successful communities.

Services are mostly short term (provide people with up to 2 years support) and aim to build connections and capacity in the local community to sustain independence and quality of life. Outcomes include supporting people to manage physical and mental ill health and long term conditions, to access employment, training or welfare benefits and to actively participate in their community.

People are referred to services by any number of professionals including GPs, mental health workers, care managers, housing providers and voluntary services. They can also self refer. Only people with a local connection to Torbay can access Supporting People accommodation based services, with the exception of the refuge.

Full details of the proposals are included in the Equalities Impact Assessment and Proposals documents which is available at [www.torbay.gov.uk/budget1415](http://www.torbay.gov.uk/budget1415).

## 2. Methodology

Consultation on this proposal was carried out with a variety of key stakeholders and took a number of forms as set out in the table below.

Stakeholder Group	Method of consultation
<p><b>Providers of Supporting People funded services</b></p>	<p>The consultation period ran from Thursday 21 November 2013 to 16 January 2014</p> <p>On 21<sup>st</sup> November 2014 Providers were sent written details outlining the proposal(s) for their service(s) and given the Consultation Summary document detailing the overall proposals for the Supporting People (SP) programme, draft Equality Impact Assessments (EIAs) for their services and access to view the draft EIAs of other services online.</p> <p>Initial provider meetings/conversations were set up with SP Contract Managers in the week prior to the formal draft budget announcement. This was to explain the proposals and consultation process to providers and to allow the providers time to arrange meetings with their staff to take place on the day of the budget announcement (as for many services the proposals will affect staff)</p> <p>A client profile template was developed and sent to Providers to complete to identify clients in support services who were also in receipt of a statutory service. This information was used to inform the service draft EIAs and evidence where there might be an impact on the expenditure in other parts of the Authority.</p> <p>The Consultation Summary document and questionnaire were available on the Supporting People page of the Council's website.</p> <p>A follow up email was sent to Providers on 8<sup>th</sup> January 2014 asking if they were responding collectively, individually or both; and asking them to encourage referral agencies to respond to the consultation.</p>
<p><b>Current and previous users of Supporting People funded services, and their carers, relatives and</b></p>	<p>A standard letter outlining the specific proposals for each service was sent to the service provider to distribute to their service users. The letter outlined where service users could access and complete the client consultation questionnaire and explained the consultation process including the opportunity to attend focus</p>

<p><b>advocates.</b></p>	<p>groups or face to face interviews.</p> <p>Posters were sent to Providers to insert the details of the consultation events and promote these to service users. A number of focus groups proportionate to size of service were held for each of the affected services. Where services had more than 20 clients then 2 focus groups were offered, with the option for more if required, subject to the availability of resources to facilitate them. Focus groups used the same questions as the client questionnaire. However 1 focus group for clients in the supported employment service used different questions, chosen by the external agency that facilitated this particular group.</p> <p>Focus groups were facilitated by representatives from Torbay Voice with a member of the SP team present to record comments. Where a focus group was organised but there were no attendees, the focus group has not been counted.</p> <p>Face to face interviews (with Torbay Voice representatives) or telephone interviews were offered to those choosing not to or unable to attend focus groups using the same questions.</p> <p>There may be a small duplication of respondents as some may have completed a questionnaire as well as attended a focus group.</p> <p>Two separate focus groups were held for carers and relatives of service users of the Supported Employment Service.</p> <p>Providers were encouraged to undertake their own consultations using the same questions, and some providers issued the questionnaires to their clients.</p> <p>The client questionnaire was available on the SP page of the Council's website and providers were advised of this so that they could direct service users to it, or support service users to complete it themselves.</p> <p>Individual written submissions (email and letter) were received from service users, relatives, and family members.</p>
<p><b>Stakeholders including statutory partners, referral agencies, local and national partner organisations</b></p>	<p>An email was sent to all stakeholders attaching the SP Consultation Summary document and stakeholder questionnaire, a summary of SP services and a link to the draft EIAs for each service. Stakeholders were also encouraged to respond to the overall Council budget proposals and a link to the wider Council budget consultation was included in the email.</p> <p>Stakeholders included:</p> <ul style="list-style-type: none"> <li>• Torbay and Southern Devon Health and Care NHS Trust</li> <li>• Devon Partnership NHS Trust</li> </ul>

	<ul style="list-style-type: none"> <li>• Devon and Cornwall Probation Trust</li> <li>• South Devon &amp; Torbay Clinical Commissioning Group</li> <li>• Torbay Council Housing Services</li> <li>• Torbay Council Children’s Services</li> <li>• Police</li> <li>• Referral agencies such as: Community Mental Health Teams, Disability Information Service, Housing Options team, Torbay Hospital</li> <li>• Other local and national partners such as: British Association of Supported Employment, Shelter, The Alzheimers Society, MIND and Mencap</li> </ul>
<p><b>Other including members of the public/non service users</b></p>	<p>A general questionnaire was placed on the Council’s website by the Council’s Policy and Performance Team asking about all of the Council budget proposals including a section on Supporting People. The SP section contained a link to the SP consultation documentation on the specific budget proposals for SP services.</p>

Further representations were made in writing (via letter, email and petition) by organisations and members of the public.

Appendix 1 evidences the number of focus groups and face to face interviews undertaken in relation to each proposal.

A total of 285 representations were received, as well as 21 focus groups that were facilitated for clients and carers, where 160 people attended.

All feedback which has been received through the consultation process has been taken into account and summarised throughout this report. Responses have been analysed and categorised into key themes which are presented along with examples of comments.

### 3. Summary of Results

The summary of the feedback from all methods of consultation received has been included in the Equality Impact Assessment relating to the proposal which is available at [www.torbay.gov.uk/budget14/15](http://www.torbay.gov.uk/budget14/15).

### 4. Consultation results for Supporting People budget proposals

Section 4 below shows results across the budget proposals for Supporting People as a whole. Section 5 includes a synopsis/ overview of results for each of the budget proposals.

#### 4.1 Providers of Supporting People funded services

Number of responses from Service Providers	15
Number of Providers represented	7

Service providers affected by the proposals have responded in a number of formats:

- Completing a questionnaire which included questions on why they agreed/disagreed with the proposals and the impacts of the proposals
- Writing in report format or by email
- In addition to this a number of providers have made representations at Priority and Resources Review Panel meetings, details of which are not included in this report unless submitted by the provider as part of the consultation process, as the representations made to those meetings will form part of the recommendations to Council.

Category	Examples of comments
<b>Impact on the Health, Wellbeing and Quality of Life of Existing and Potential Clients</b>	<p>“Less than 7% of people with a learning disability are currently in employment. More often than not they are sidelined or worse, and deemed a drain on public resources. Having the support to get and keep a job is the single most effective, and cost-effective, way of helping this group to be full citizens and achieve their potential, and this is significantly cheaper per service user than reliance on day service provision.”</p> <p>“Increase in debt and using “pay day loans” as clients fail to deal with their debt. Where there is an increase in debt this will have an effect on people’s mental and physical health”</p> <p>“The reduction or total loss of support will mean vulnerable clients will experience increasing health problems, social isolation and poverty. There is an increased risk of clients becoming homeless either because they struggle to manage their tenancies without support or because providers have to withdraw accommodation that is financially unviable without support funding.”</p>

Category	Examples of comments
	<p>“In other area where the Floating Support Services have been removed (such as in Cornwall in 2011) there has been a significant increase in evictions and homelessness, as well as a noticeable increase in admissions to hospital (including the mental health units), and an increase in domestic abuse and crime.”</p> <p>“A large number of elderly people are completely isolated, having no friends or family.”</p>
<p><b>Impact on Statutory Services and National Priorities</b></p>	<p>“The Cuts will also affect the budgets of Torbay Care Trust, the South Devon Care Trust, Ambulance and Fire Service as well as the police as clients who no longer receive support we target or use front line emergency and care services which will mean that resources will have to be redirected to address this counter balance.”</p> <p>“Our greatest concern is that vulnerability in a child may be missed if we cannot provide a service with sufficiently experienced and skilled staff to pick up on safeguarding concerns.”</p> <p>“Indeed many clients living in residential care are referred ... This reduces the financial burden on Torbay Care Trust who fund the individuals in care placements.”</p>
<p><b>Financial Impact of the Proposals</b></p>	<p>“If the proposal is implemented there is a high likelihood that significant costs will be incurred elsewhere across Torbay Council in terms of both services and welfare benefits. [It]... will inevitably see a displacement of support needs and an increased demand for social care support.”</p> <p>“Whilst you as a council will still have to provide them with living accommodation, without the support they will no longer receive who knows what the future will hold for them. Saving money today may end up costing a lot more in the future.”</p> <p>“These proposed cuts may give the Council a short term gain in their overall budget line figure but the effects of these cuts will have far reaching effects within the Council future expenditure and that of its strategic partners including the police and health services. Within Torbay Council’s expenditure there will be an increase in the number of acceptances that the Housing Options Team will have to take on”</p> <p>“The current services have been specifically designed by both commissioners and providers to provide early intervention and prevention functions for some of the most</p>

Category	Examples of comments
	<p>vulnerable people in our communities. The proposed cuts will almost certainly increase costs in the medium to long term as clients without a preventative support service start to use more intensive, high cost statutory services.”</p> <p>“These figures are supported by a recent impact assessment carried out by another Supporting People team (Cornwall Council). The funding for sheltered housing services was cut by 40%. The impact assessment showed that following the cut, the number of people receiving a domiciliary care package increased by 30%.”</p>

## 4.2 Current and previous users of Supporting People funded services, and their carers, relatives and advocates

This group of respondents responded through questionnaires, face to face interviews and focus groups which used a standard set of questions, and/or representations by email, letter and petition

### 4.2.1. Questionnaire results

Response type	Number of responses
Individual questionnaires	153
Face to face interviews	19
<b>Total</b>	<b>172</b>

One of the individual questionnaires was not applicable to these proposals as discussing a non Supporting People funded agency so has not been included in the analysis below (so total number of questionnaires analysed are 152)

The following tables show these results, grouped into themes with examples of any comments made.

#### Q1. Do/did you receive a) an accommodation service? b) an outreach service? c) another type of service?

	Individual responses	
	Number	Percent of all responses
a) An accommodation service	62	36%
b) An outreach service	111	65%
c) Another type of service	24	14%
No response	1	0.6%

Clients identified themselves as receiving more than one of the above categories so the numbers do not add up to the total number of responses. Some clients who received sheltered housing identified this as ‘another type of service’ and some

identified it as ‘accommodation’ which can skew the figures. The majority stated they received an outreach service.

**Q1.1. If you answered yes to c) another type of service, please write the service type**

Clients who completed questionnaires or face to face interviews gave examples of the other type of service that they received. These included supported employment (Pluss), as well as services from statutory agencies including the Shrublands drug and alcohol service, Probation service and the Care to Community team.

**Q2a) Were you given a choice of which service to use?**

	Number	Percent
No	95	56%
Yes	36	21%
No response	40	23%
<b>Total</b>	<b>171</b>	

Some people who answered no to this question gave reasons, mainly that they were referred to the service by another agency or that the service was the only one suitable for them.

Examples of comments
“No but I was referred to the most appropriate service.”
“No, it was recommended to me.”
“I am 83 with housing related needs, my care worker referred me to [the service] as they are the only people who can help.”
“No because was only service like it in the Bay”

**Q2b) If yes, why did you choose this service?**

People responding to this question did so in a variety of ways. The majority “needed the support”. Other factors in their decision included reputation of the organisation, the specialist service provided and the security offered by the support.

Examples of comments
“A lot of people have been in [the service] and have done really well.”
“Heard they were very good”
“Because I need help with Housing and Health issues”
“Good feedback from professionals”
“Recommended by Agency. Went for interview and saw what a lovely place it was and also the few house rules made me feel safe.”

### Q3. What do/did you like about the service?

An overwhelming number of responses praised the quality of the service and the support workers who supported them. Other important support tasks mentioned included help with bills, finances and other paperwork, accessing benefits and learning life skills. A number of clients were also helped to deal with addiction and/ or mental health problems as well as being supported to become part of the community and improving family relationships.

Theme	Examples of comments
<b>Quality of Service (122)</b>	<p>“I liked the fact it’s been very helpful, friendly and respectful.”</p> <p>“My support worker altered the way she normally provides support to meet my specific circumstances.”</p> <p>“Everything, it is nice that the support is one to one in our home, and it is always the same person, this allows us to build trust rather than sharing personal information with a stranger”</p>
<b>Ability to cope and deal with issues (63)</b>	<p>“Knowing that someone is calling to see me, help is always at hand.”</p> <p>“The service has been like a life support, helped us move properties. Got into arrears with bills, helped sort out my debt. Now helping me socialise. If I have a problem I phone them and they always sort it out. Have sorted out a new wheelchair, all problems they have a solution to. The service always makes you feel at ease, never judged.”</p>
<b>Ability to Live Independently (60)</b>	<p>“My support worker has reduced the worry and made keeping my independence possible”</p> <p>“I like that my support worker has a clear understanding of my support needs and the best way to help me keep my independence and reduce my stress.”</p> <p>“The support workers taught me how to be independent and shop”</p>
<b>Health and Wellbeing (42)</b>	<p>“This service offers a safe and drug free home environment with the tailored additional support I need”</p> <p>“It saves my life, my dignity. It saved me from ending up in a mental institute.”</p> <p>“Relieves a lot of tension, someone you can trust, peace of mind.”</p>

Theme	Examples of comments
<b>Quality of life and self worth (34)</b>	<p>“My communication and confidence are now in abundance and have now achieved a solid relationship with my estranged children”</p> <p>“I have been able to change myself in a way that under a safe and secure environment has nurtured me in a good way....I have been able to regain the skills to be in the public community.”</p>

#### Q4. What don't/didn't you like about the service?

The majority of clients and carers responding felt that there was nothing wrong with the service. Those who did respond negatively gave a range of areas they were dissatisfied with. These areas included problems with house-sharing, the need for ongoing support that wasn't available and the need for greater partnership working.

Theme	Examples of comments
<b>Positive Response (128)</b>	<p>“There is nothing I don't like about the support I receive, it is invaluable”</p> <p>“No complaints. We have found the service very supportive, informative and helpful.”</p> <p>“You can't fault it, it does everything that I require, I don't know what I would have done without them. Who else would people like me go to?”</p>
<b>Negative Response (68)</b>	<p>“I did not like all the red tape. My support worker explained to me that she had to work to a remit set out by the council but I would have like her to be able to prepare me a bit of lunch or put a picture up on the wall”</p> <p>“It is only for nine months”</p> <p>“Constant changes to policy and staff, inconsistency, not delivering on promised improvements.”</p>

#### Q5a) What support has been given to you/ was given to you to help you gain independence?

Most clients indicated that services helped them to live independently, mainly through teaching life skills such as cooking, shopping, and cleaning. Many said they were supported to pay off debt and budget their finances. Clients valued feeling safe and improved health. Many respondents had housing issues and were helped to find more suitable accommodation or be independent in their own home

Theme	Examples of comments
<b>Ability to live independently (97)</b>	<p>“They gave me a clear plan of things I needed to do to help myself: cooking, shopping, education classes and any hobbies.”</p> <p>“Do our own shopping and paid my bills. I am happy in myself in paying all my bills on my own.</p>

Theme	Examples of comments
	<p>“I was supported to claim the benefits I was entitled to, apply for grants and sort out my debts. I supported to access health services. All of this has enabled me to live an independent life.”</p> <p>“Access to volunteering (this led to paid work).”</p>
<p><b>Finance- debt, budgeting and bills (61)</b></p>	<p>“...cleared my debt ... set up a like for like repayment plan ... and I am no longer getting threatening letters relating to the debt. ... I am now able to manage my income, bills, appointments, health, safety and debt.”</p> <p>“shopping for food and not spending it on drugs”</p>
<p><b>Health and wellbeing (53)</b></p>	<p>“Has helped me when I have felt depressed and confused.”</p> <p>“... built my confidence enough to attend a computer course and a swimming group to lose some weight, my doctor recommended I lose a stone”</p> <p>“She has been a steady source of reason when I cannot think straight, she has set up direct debits for my utilities which was causing me a lot of stress”</p>
<p><b>Housing and homelessness (52)</b></p>	<p>“support worker has given me the strength to move from properties in which I was being harassed. I have gained in confidence...I had no-one to turn to before”</p> <p>“Support has been given to me to help me maintain my tenancy, arrange a deep clean of my flat, help me to budget and to arrange a package of care. The support has enabled me to remain independent in my own home.”</p>
<p><b>Quality of life and self worth (45)</b></p>	<p>“I suffer from an inferiority complex but since receiving support ... my confidence has grown”</p> <p>“The types of support are really too many to list, but the major one to me is just to be encouraged in my interests”</p> <p>“I feel very settled here and able to address my issues and I am beginning to make structure in my everyday life, i.e. Shopping for food, keeping appointments, looking after my health with the goal of volunteering and training”</p>
<p><b>Ability to cope and deal with issues (41)</b></p>	<p>“...my support worker has been there to support me through several issues”</p> <p>“Support with my paperwork and to sort out debts. I am dyslexic and can only do the basic paperwork, I would not have known what to do or where to go”</p>

Theme	Examples of comments
	"But the support advisors also are there to sort out any problems on site, and give help where it's needed"
<b>Quality of the service (41)</b>	"My support worker just listened to my fears and didn't judge me" "A lot, I have received 100% support. Being able to get things in perspective and prioritise. Variable support depending on my needs at the time"

### Q5b) How has the support given to you helped you?

The majority said they were supported to live independently including learning life skills and accessing work and training. Health, particularly mental health, had improved as had personal safety. People valued being given confidence and self worth, feeling they were rebuilding their lives

Theme	Examples of comments
<b>Ability to live independently (88)</b>	"I have help with my budgeting, how to live a normal life. I am so so thankful" "I am able to stay in my flat and pay the rent, work a few hours and try to be more independent" "I have become more self efficient and independent. I've learnt how to cook properly and look after myself and my son, getting there" "The support has relieved all the stress of the move and informed me of my choices and given me access to benefits and services that I am entitled to"
<b>Improved health and wellbeing (76)</b>	"...able to manage my medication which means I will not be hospitalised for poor management of my diabetes and am also not at risk of associated factors i.e. blindness, pancreatic problems etc" "It has helped me come to terms with my mental health issues." "I am now less vulnerable to financial abuse as I do not have to rely on people to pay bills. ... I am now able to say no to people asking for money as they don't catch me unaware"
<b>Improved quality of life and self worth (70)</b>	"Helped me to make new friends. Improved my isolation" "It has helped me regain confidence in myself, she has stopped me from going on a downwards spiral and I have my sense of humour back. I no longer have bailiffs onto me and can see a light at the end of the tunnel"

Theme	Examples of comments
	“Support to move forward toward goals. Provided Reassurance and encouragement to help me enjoy life. Support that helped me to cope”
<b>Ability to cope and deal with issues (47)</b>	<p>“It has made me feel a lot more confident in myself and ability to cope better with things, which is very important to me, the support provided took a load off our minds as we had the support of a worker helping us through our problems and reassurance of working through things together”</p> <p>“It has given me a chance to live an independent life when I leave the service, knowing that I will be able to cope”</p>
<b>Housing and homelessness (46)</b>	<p>“I have been able to set up a new home rather than having to stay in a residential home, funded by the care trust”</p> <p>“All of the help has enabled me to keep a roof over my head and to stay healthy”</p>
<b>Good quality service (32)</b>	<p>“It helped me tremendously- much appreciated- my goal is almost in my grasp”</p> <p>“Been a godsend, I am now able to be rehoused in more suitable accommodation”</p>

**Q6. If the support service had not been available what would you have done? And what do you think would have happened to you?**

A large number of clients/carers felt that they would not have coped without the support service, with emphasis on health and mental state, housing issues, and a loss of independence. In addition, people were concerned that they would get into financial difficulty, fall back into harmful behaviours (such as drugs or alcohol), or die, either through ill health or through suicide.

Theme	Examples of comments
<b>Would not Cope (39)</b>	<p>“I would not be clean and sober and would not live a normal life like I do now. I would not be grateful like I am now. This service is vital to me and will be to others.”</p> <p>“I think I would have been hospitalised, I certainly would have had a breakdown (linked to my mental health).”</p> <p>“Not sure how I would have coped as I have no family support.”</p>
<b>Health and Wellbeing (37)</b>	<p>“I would have become much worse physically and mentally and perhaps would not be able to live as independently in my own home. I would be living in a Care Home by now. Physically a nervous wreck”</p>

Theme	Examples of comments
	<p>“I think I would have carried on falling over and having to be admitted to hospital.”</p> <p>“I was not eating at all as I had no disposable income and could not afford to buy food; that is why I ended up in hospital before I had support.”</p>
<b>Housing (35)</b>	<p>“I would have been unable to manage to stay in my home”</p> <p>“We couldn’t have moved because we wouldn’t have known how to get our band raised. My husband would have been house bound as we lived on the third floor.”</p> <p>“I was so depressed; the noise from the other tenants in the building was so awful many a night I used to sleep on the stairs. The landlord didn’t care.”</p>
<b>Mental Health (32)</b>	<p>“I would be in a mental hospital without this support, I was very unstable. Little things always tip me over the edge - but the service has saved me”</p> <p>“I would have been very stressed and anxious”</p> <p>“I wouldn’t like to think, I’d have just got deeper and deeper into a mess, and got more and more depressed. I would have continued to be housebound and reliant on services.”</p> <p>“Carried on bumming off my mum, being depressed and anxious for the rest of my life and been thrown out”</p>
<b>Lose Independence (32)</b>	<p>“I would have been in a hospital and then in a Nursing/Residential Home and the State would have to look after me.”</p> <p>“If I had not received support I would have no way of leaving residential care.”</p> <p>“I would have become much worse physically and mentally and perhaps would not be able to live as independently in my own home. I would be living in a Care Home by now.”</p>
<b>Homelessness (30)</b>	<p>“If the service wouldn't have been available I would have been homeless, lost all contact with my children and been in prison”</p> <p>“Without the support, I would have not been able to maintain my tenancy and would have ended up homeless. I would not have been able to cope due to my dependency on alcohol at the time.”</p> <p>“I would possibly end up on the streets because I do not have</p>

Theme	Examples of comments
<p><b>Death (30)</b></p>	<p>anywhere else to go.”</p> <p>“If I hadn’t of had a support worker I would of taken an overdose as I wouldn’t have been able to see another way out. My support worker has given me reasons to live.”</p> <p>“Without the service I would have been very depressed and try to commit suicide.”</p> <p>“I think I would have died in my flat on my own and have made more suicide attempts because I would have felt I had nowhere to turn”</p>
<p><b>Quality of Life and Self worth (29)</b></p>	<p>“I wouldn’t have been able to cope due to my own illness as well as looking after my son and husband.”</p> <p>“I would have felt very lonely and isolated, loneliness is a real issue with elderly people on their own, if you are lonely everything stops, it’s like an illness.”</p>
<p><b>Relapse/fall back into harmful behaviours (28)</b></p>	<p>“I honestly don’t know what I would have done; probably continued using drugs, drinking alcohol, committing more crime and putting more pressure on the community.”</p> <p>“I would of continued in a vicious circle of drugs and crime and homelessness and jail”</p> <p>“I would have done a lot more crime. Be a burden to society using up all resources like NHS, police etc. Be homeless, Drinking more, more, more, Stealing alcohol and cash. Breaking into people’s homes”</p>
<p><b>Debt and Finance (27)</b></p>	<p>“I would still be living off my overdraft which was maxed out. I was not eating at all as I had no disposable income and could not afford to buy food. ... I am not sure what would have happened to me but I would not have been able to carry on as I was”</p> <p>“I would struggle to pay my bills and I would get into trouble with my money.”</p> <p>“I would have just drifted on the way I was going, I would have been evicted, and would have had my possessions removed from debt collectors, I would have kept my head in the sand and don’t know what would have happened to me”</p>
<p><b>Who else to turn to? (27)</b></p>	<p>“I would have panicked and would have not known where to turn. I would have become very distressed.”</p> <p>“I would be in limbo, I wouldn’t know what to do, she is the only</p>

Theme	Examples of comments
	person I know that would have helped”

**Q7. What concerns would you have about support services not being available?**

As in question 6 above, the main concern of people responding was how they would cope without the support given to them. In addition, people felt that the “knock-on” effect of the cuts on other agencies such as the police and hospitals would be considerable. Also considered were individual’s quality of life, health and level of independence.

Theme	Examples of comments
<b>Able to cope and deal with issues (100)</b>	<p>“I would find it very difficult to cope without a support service. I may resort back to unhealthy ways of coping i.e. return to drink”</p> <p>“I would be completely lost and have a breakdown. I would be worried for all people and not just me”</p> <p>“Very concerned as I would not cope alone. This service should be increased to people not cut”</p> <p>“It is a serious problem for older people ... we are often unaware of services that are available to us”</p>
<b>Impact on the individual and wider community (89)</b>	<p>“It will cost the government more money as people will be using the resources of prison, drug and alcohol addictions, hospital, 999 call, ambulance service, detox units, rehab, mental health units”</p> <p>“Crime in area will rise, people will see increase in prison arrivals, death, alcohol and drug users rising, and a very non caring environment”</p> <p>“If homeless people were back on the streets then more crime such as shop lifting and muggings would be more of an occurrence and there would be more anti social behaviour and also the homeless people’s health would deteriorate resulting in more strain on the NHS”</p>
<b>Quality of life and self worth (30)</b>	<p>“I would be socially isolated and my depression would be severely affected”</p> <p>“People like me would find themselves in residential care homes much earlier than necessary and also be very socially isolated and confused with the world”</p> <p>“Big concerns. You would be left on your own, not knowing where to turn. Isolation is one of the worst things, I never had this before as I was working up until four years ago.”</p>

Theme	Examples of comments
<p align="center"><b>Lose independence (28)</b></p>	<p>“I would no longer be able to manage my bills and paperwork.”</p> <p>“My concerns would be that when I get post I would not be able to deal with it. This could leave me open to falling into debt, missing out on things that I am entitled to and missing vital appointments.”</p> <p>“Learn how to keep my place tidy, I been taught how to cook any meals”</p>
<p align="center"><b>Health and Wellbeing (26)</b></p>	<p>“It would lead to stress; depression and people would be subsequently become ill.”</p> <p>“If the support is removed there will be a lot more people who will be thrown into very vulnerable situations ... as it stands now we are safe, secure and happy, thanks to my support workers help”</p> <p>“...a lot of people will not be able to cope without the services, leading to more hospitalisations and sending people long distances to get the help they need.”</p>

#### **Any other comments/ or concerns not covered above**

24 people responded to this question. Many of these comments relate to specific services but provide further evidence of the value of these services to those responding.

Examples of comments
<p>“Staff build people back up into routine to be able to live independently and return to work if able.”</p> <p>“I believe to cut these services would be tragic and lead to a non caring or helping society”</p> <p>“I would urge you to consider the possibility that cutting this funding would simply transfer costs from rehabilitation to containment, and would therefore perhaps not represent a saving to any significant degree.”</p>

#### **4.2.2 Feedback from other forms of correspondence**

Number of responses by letter and email	60
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These responses were made by clients, carers and family members. This included 1 letter with 11 signatures by carers/parents of clients

None of the client or carers responding agreed with the proposals and many praised the services and asked that the service(s) be maintained. Many said they would have no-one to turn to without support and/or valued help being available when

needed. Clients and carers particularly valued support with finances- debt and budgeting, housing issues, supported employment, and mental health.

Theme	Examples of comments
<b>Ability to cope and deal with issues (49)</b>	<p>“It will leave them without any support and alone. It will affect their quality of life and leave them confused.”</p> <p>“Me, with my inability to communicate. The help and support has been invaluable.”</p>
<b>Ability to live independently (38)</b>	<p>“I have been low and not being myself, this is due to depression. [My support worker] has kept me on my feet and I don't know where I would be if it was'nt for someone caring and being there for me, got me into counselling; writing letters for my ESA”</p> <p>“If I didn't have the support I would still be in a mess and I would have ended up homeless and riddled with debt.”</p>
<b>Health and wellbeing (32)</b>	<p>“It always seems to be Mental health that gets the cuts and the supporting help is vital for some to maintain their lives.”</p> <p>“It's for sure if I hadn't had all the support I'd received I'd be stuck battling debts, depression and as an ex-alcoholic dependant I would have easily slipped and gone back to drink.”</p> <p>“Many of us will experience increasing mental,physical and emotional health problems of which the impact on the medical professions and hospital admissions will significantly increase, ... many resident's will not be able to live un-supported without help.”</p>
<b>Quality of life and self worth (26)</b>	<p>“As a parent of a daughter who uses this service and who we have seen growing in confidence since doing so, I would like to ask you to think very strongly about cutting the funding for this service. With the continued help ... I am confident that [my daughter] will become a “productive” member of society.”</p> <p>“My family all live hundreds and thousands of miles away. I do not wish to be a burden on them, and like to be independent from them.”</p>
<b>Impact on wider community (25)</b>	<p>“These services are fantastic and in the long run will save money through less crime. People not being in hospitals etc.”</p>
<b>High quality and value of the service(s) (22)</b>	<p>“It's hard to put into words creditable enough that can emphasize the difference this organisation has and is having in my life. Making it better and pushing me closer in achieving my goals.”</p>

Theme	Examples of comments
	“The support the organisation provides with these people, is invaluable. They provide a life line to the outside world as I suffer with Mental conditions.”
<b>Other</b>	<p>“[The proposals] will put too much strain on very overworked volunteers who already work very hard.”</p> <p>“I appreciate that you know what is meant by the questions and have used general terms to cover what I assume is a large range of services. However the lack of specific information about which particular services could be affected has left me and others puzzling over how to best complete your form.”</p>

### 4.3 Stakeholders including statutory partners, referral agencies, local and national partner organisations

Number of responses from stakeholders	25
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One response was not applicable to these proposals as discussing a non Torbay Supporting People funded agency so has not been included in the analysis below (so total number of responses analysed is 24)

Responses were received from national and partner organisations including agencies that refer clients to SP services, and organisations with an interest in one or more of the client groups that use SP services.

There were responses from individuals such as Social Workers who were putting forward their personal views, and official organisation responses.

Responses were received in the following formats:

- Completing a questionnaire which included questions on why they agreed/disagreed with the proposals and the impacts of the proposals
- Writing in report format or by email

Further representations- spoken and written- were made to the Policy and Resources Review Panel on Friday 10 January 2014. These expressed the value of SP services and the consequences if services are reduced.

The table below categorises feedback and provides examples of comments made in relation to all SP services. For anonymity all reference to specific organisations has been removed.

Category	Examples of comments
<b>Benefits of Prevention</b>	<p>“There is a particular need for preventative support in order to avoid higher cost crises either via social care or emergency services.”</p> <p>“Without these services it will be very difficult for them to get support as statutory bodies may not have capacity to provide this.”</p>

Category	Examples of comments
	<p>“Supporting people services help support people often in the short-term avoiding the need for higher cost services and promoting better outcomes for service users.”</p>
<p><b>Fulfilling National Priorities</b></p>	<p>“The Children's and Families Bill which will shortly come into effect prescribes a person-centred approach to transition into adulthood with young people being supported to have aspirations for employment.”</p> <p>“Children and Families Bill 2013 - The forthcoming legislation requires all local agencies to provide an ‘Education, Health and Care Plan’ covering young people with special needs up to the age of 25. It is difficult to see how the aspirations of young people with ASC will be achieved without specialist employment support.”</p>
<p><b>Impact on health and well-being</b></p>	<p>“...the detriment of their mental health, this will have the knock on effect of raising risks for themselves and others.”</p> <p>“Without the support to maintain their living situation, general health and wellbeing, the likelihood of a person relapsing in terms of poor mental health and needing additional support from mental health services including possible admissions to in-patient units is high.”</p>
<p><b>Impact on statutory services</b></p>	<p>“Approximately 26% of the take up of these services are by people currently engaged with DPT’s mental health services. It is very likely that most if not all of these people will meet Fair Access to Care (FACs) eligibility criteria at substantial or critical level and will continue to need the enabling support”</p> <p>“...more difficult to discharge some patients safely, meaning acute hospital beds are being used inappropriately for people who are not unwell, but who “fall through the net” because there is no service to support them.”</p> <p>“...they will cause longer waiting times to be seen and assessed, strain on our budgets, missed targets re treatment and outcomes”</p> <p>“If people ... still need this in order to maintain their home and wellbeing then the only means of accessing this will be through a social care assessment ... using the assigned Local Authority social care budget.”</p> <p>“...think again about cutting those parts of Torbay's budget which bear directly on helping to reduce crime and re-offending.”</p>
<p><b>Impact on wider community</b></p>	<p>“...an increase in the incidence of mental health problems ... This is likely to increase the number of disputes with neighbours.”</p> <p>“...this could effectively mean we see more persons in recovery imported into Torbay, thus placing an even greater burden upon the community.”</p> <p>“This lack of support would mean a potential breakdown of family relationships and periods of desperation for these families.”</p>

Category	Examples of comments
<p><b>Alternative ways to reduce budget</b></p>	<p>“Phasing out some of the services over a longer period of time enabling each person receiving the service to be reviewed. Those meeting FACS eligibility would be provided with help to access support through DPT if this is assessed as appropriate.”</p> <p>“The timescale of the proposal change is too short to enable any organisation to make the required changes in response to possible impact.”</p> <p>“It may be possible to find some efficiency savings across the programme if staff were asked to contribute ideas.”</p>
<p><b>Quality of life</b></p>	<p>“...without support, they will simply add to the already high percentage of people in receipt of welfare benefits.”</p> <p>“The cuts will have a large impact on the quality of life and also options for those affected.”</p> <p>“I have used these services on many occasions to move people back into the community, which has enabled them to sustain independence, choice and a better quality of life.”</p>
<p><b>Quality of service</b></p>	<p>“... in my experience, very well run and provides the highest standards of care and support.”</p> <p>“At the present time we are able to work with our partners in seeking the right support for the right people at the right time to prevent an escalation of their housing situation.”</p> <p>“... the expertise, patience and quality of the staff is exemplary.”</p>
<p><b>Impact on vulnerable people</b></p>	<p>“Vulnerable groups, such as older people and younger people with complex needs who do not come into contact with mainstream social care services, (e.g. high risk of homelessness/ people with alcohol or substance misuse issues).”</p> <p>“The most vulnerable in society – also by providing early intervention it can prevent the more expensive crisis’s from occurring.”</p> <p>“The range of vulnerable people who are able to benefit is wide...”</p>

#### 4.4 Other respondents including members of the public and non service users

Number of responses from other respondents	13
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One response was not applicable to these proposals so has not been included in the analysis below (so total number of responses analysed is 12).

This section encompasses responses by email and letter from members of the public and those who have not identified themselves as a specific type of respondent.

Respondents were concerned about the proposals and the impact they would have on vulnerable groups; saying they would lead to increased homelessness, worsening mental health, and risk of increased death and suicide. Respondents say the proposals would lead to the closure of services which are vital to the community and say that money should be spent in different ways.

Theme	Examples of comments
<p><b>Impact on wider community and economy</b></p>	<p>“Where will these people go? ... They will be forced to live on the streets of Torbay. They will have no support with drug/alcohol/mental health issues so these will be exacerbated and spiral out of control. ... It also has to be considered how all this will then affect everyone living in Torbay and visiting Torbay.”</p> <p>“If you think about the outcomes of going ahead with your proposed cuts in these areas, you can only come to one conclusion, that this will be extremely poor judgement and a devastating mistake for Torbay, for the people who desperately need these services, and ultimately for Torbay's residents and it's tourism.”</p>
<p><b>Use of public money</b></p>	<p>“As you may or may not be aware, Torbay has one of the highest suicide rates in the country and I cannot find any logic in buying meaningless frivolities such as palm tree or Riviera centre renovations, when they will not help to improve the lives of those, who now find themselves with a growing sense of hopelessness.”</p> <p>“Savings must be made in other areas, such as the Riviera Centre which loses vast amounts of money year on year.”</p>
<p><b>Impact on individuals</b></p>	<p>“It is not good that there are so many issues in Torbay with drugs and alcohol and it is sad that there is homelessness, so many people suffering from mental health issues and a situation whereby people need support and care to enable them to move on and have healthy /independent /"normal" lives...but these happen to be the actualities and these issues will not go away. There is no choice other than that they have to be addressed. There cannot be any other decision but to keep these crucial services running for the good of everyone.”</p>
<p><b>Disagree with/very concerned about proposals</b></p>	<p>“I am writing to convey my concerns about the cuts being made to [specific services] and many other services accessed by people with disabilities within the bay. This is further disadvantaging people with learning disabilities ,again - it seems that they think we are an easy touch and they can keep taking our services and monies”</p>

## 4.5 General Budget consultation

Torbay Council's Consultation Team undertook a general Budget consultation using a survey. This included a question specifically relating to Supporting People (question 5 as shown below), the results are collated as follows.

Q5. The proposals in relation to Supporting People Services seek to reduce a range of non-statutory short term housing and support services for young people, older people, those with learning disabilities and those at risk of becoming homeless such as: short term housing services, supported employment and outreach and support to enable people to stay in their own homes. Further detail on these proposals and a specific consultation is available at <http://www.torbay.gov.uk/supportingpeople>.

The total saving proposed over the two years is £3.2 million.

Do you support this proposal?	Number	Percent
Yes	153	37.4
No	217	53.1
No response	39	9.3
<b>Total</b>	<b>409</b>	<b>100.0</b>

188 respondents made comments related to the proposal. These have been summarised into themes below:

Category	Examples of comments – where respondents said 'No' above
<b>Will impact on vulnerable people</b>	<p>"These services are essential to maintaining the health and wellbeing of a group of extremely vulnerable people.."</p> <p>"Support for the vulnerable must not be reduced in any way. Where will these people go for help?"</p> <p>"Again this targets the most vulnerable and a cut of this magnitude will have major ramifications"</p> <p>"Because it will impact on some of the most vulnerable in the community and supports empowerment, independence and self management which actually delivers cost savings in real term"</p> <p>"We should be supporting the most vulnerable in society"</p> <p>"There is a need for preventative services to support people to live independently in the community which will increase as a result of the proposed cuts elsewhere "</p>

Category	Examples of comments – where respondents said ‘No’ above
<p><b>Increase pressure on statutory services</b></p>	<p>“People are prevented from sliding into crisis which then has a knock on effect in relation to the work statutory services have to pick up at much greater cost.”</p> <p>“Without support these people will also increase the workload of the already stretched A.E department at Torbay hospital”</p> <p>“This is preventive services that if you cut these you will make have a short gain financially but you will see resources taken in other as people start to use other services such as GP health emergency services police etc...”</p>
<p><b>Increase in homelessness and crime</b></p>	<p>“it may lead to more people becoming homeless..”</p> <p>“this could result in closing of facilities.., and in the long term increase the number of homeless and people at risk..”</p> <p>“This is a false economy which is likely to cost Torbay much more in terms of crime and public safety.”</p>
<p><b>Major Impact</b></p>	<p>“Apart from the major impact on many individuals (including increased mortality rates), it is likely to have a huge negative impact on other services and the residential environment of Torbay as a whole..”</p>
<p><b>Less cut/no cut</b></p>	<p>“I think the level of cut seems radical..”</p> <p>“At a time of reduced income we need more support not less..”</p> <p>“There needs to be a more efficient and cost effective way of delivering services without so much of a % savings.”</p>
<p><b>Other</b></p>	<p>“Without appropriate support services many people may suffer mental and physical health problems and live in inadequate and inappropriate housing.”</p> <p>“I think that these funds are good value for money to help the most vulnerable in society experience acceptable and appropriate living conditions”</p>