

Local Government Association Briefing

70th Anniversary of the NHS and the case for integration of health, mental health, social and community care

House of Lords

5 July 2018



KEY MESSAGES

- Adult social care is a vital council service in its own right that helps to transform people's quality of life. It supports adults of all ages with a range of different needs and their carers. There cannot be a sustainable NHS without a sustainable adult social care system. It should be seen as an equal partner with the NHS, rather than simply as an adjunct to reduce pressure on acute health services.
- Since 2010, councils have made savings worth £6 billion in adult social care. Deeper reductions to other council services and incremental measures by Government to increase the level of funding for social care has enabled the service to stay afloat. There will be a funding gap of £7.8 billion by 2025 if an urgent solution is not found.
- All services provided by councils has an impact on the public's health and wellbeing. Tackling the wider determinants of health prevents people becoming ill in the first place and reduces the associated costs to local government, the NHS and the rest of government.ⁱ
- Numerous Select Committee reports, as well as our own ComRes polling, highlight that there is cross-party consensus around the need for new funding for adult social care.
- In addition to this, our recent survey of council leaders and adult social care cabinet members in all 152 councils providing social care in England reveals that 96 per cent believe there is a major national funding problem in adult social care.ⁱⁱ
- We support Lord Darzi's proposal to tailor our model of care around people's needs and capabilities, however we are concerned that legislative and structural change is seen as the main way to achieve this.
- Urgent action is needed to ensure that our health and care system is fit for purpose and changing the law to achieve this will take too long for the people who need support now. The longer the wait for a solution, the more pressures grow.
- We are therefore disappointed that the publication of the Green Paper has been delayed, as this is an opportunity to prioritise establishing a long-term funding solution for adult social care.
- As a result of this delay, the LGA now intends to publish its own green paper on adult social care later in July, complete with consultation and engagement. This will kick-start an urgently-needed debate about how, as a society, we should fund this vital service in the future.

Briefing

BACKGROUND INFORMATION

The case for a locally-led health and care system

No two council areas are the same, even at a regional or sub-regional level. Some big cities may have high levels of deprivation and a high number of residents with chronic long term conditions, whilst other more rural areas may be relatively prosperous but have a high number of retired people. In some parts of the country, services relevant to the adult social care agenda are provided by both county councils and district councils. Freedom and discretion to make local decisions on adult care is therefore crucial.

Councils are uniquely placed to build communities that are inclusive, cohesive and promote the life chances of everyone within them. They do this by tailoring more than 800 local services to the needs of their populations, creating bespoke solutions to specific, local challenges. This includes a number of wider council services that contribute to wellbeing, such as transport, parks, and culture and sports activities. They are also the connectors to other related local services, including the voluntary and independent sectors (which includes, for example, social care providers).

With a strong history of engaging with residents, councils have the democratic accountability to make, and implement, the decisions that need to be made to sustain and improve services that support people's wellbeing. Recent LGA [polling on resident satisfaction](#) shows councils are the most trusted form of government to make decisions about services in a local area (71 per cent), particularly in comparison to national government (15 per cent).ⁱⁱⁱ

This is a critical point because as we continue pursuing a more personalised approach to care and support, it is likely that the local offer will cross the boundaries of care, health, public health, housing and a range of other local services. This local offer of bespoke services developing within and between agencies may also include the delicate balance of people's own resources, community support and the invaluable input of informal carers. An interlinked care and support system spanning the public, private and independent sectors and geared towards prevention, wellbeing, and choice and control cannot operate successfully if disturbed by attempts to run it at a national level.

Furthermore, the idea that a more national system would help eradicate unwanted local variation is flawed. The availability of cancer drugs, dental and IVF treatments, and the significant variation in eligibility for Continuing Healthcare, are all evidence that national systems do not always yield a standardised offer.

Funding adult social care

There cannot be a sustainable NHS without a sustainable adult social care system. Adequately funding social care will deliver benefits for local communities and savings for the public purse. For example, funding an expansion in social care capacity would alleviate NHS pressures and therefore enable more people to be discharged quickly and safely from hospital.

As we have highlighted^{iv}, the continued underfunding of social care is making it increasingly challenging for local authorities to fulfil their legal duties under the Care Act, leaving the ambitions of some aspects of the legislation at risk. Equally concerning is that by 2025 there will be another 350,000 people needing high levels of social care from councils.^v

Councils also play a fundamental role in investing in preventative services, including telecare or hospital avoidance schemes, such as rapid response teams which mobilise quickly to treat someone in crisis in their own home rather than A&E. As the ADASS

Budget Survey highlights, moving towards prevention and early intervention is one of the most important savings areas identified by councils, but as budgets reduce, it becomes harder for councils to manage the tension between prioritising statutory duties towards those with the greatest needs and investing in services that will prevent and reduce futures needs.^{vi}

The situation is now critical and our care and support system is in crisis. This is not just the message from local government, it is the message from across the wider care and support sector.

Councils have worked hard to protect adult social care spending. Despite these efforts, our latest analysis on the funding gap faced by councils show that this approach is not sustainable.

We also need interim funding to stabilise the system. Then, new money will be needed until well into the next Spending Review period in order to achieve sustainability and quality. Without such funding, we risk implementing green paper reforms onto a system that is further destabilised by financial pressures.

Progress on health and social care integration

The Health and Social Care Act 2012 introduced a statutory duty on all health and wellbeing boards to promote integration between health and social care. Not only are they able to bring greater local democratic accountability to the integration agenda but they are the only statutory body in an area that brings together the political, clinical, professional and community leadership to assess health their citizens health and wellbeing challenges and to agree a joint strategy to address these challenges. As committees of the council they also bring a broader understanding of, and alignment with public health, social care, housing, and wider community services.

Sustainability and Transformation Partnerships (STPs) have been helpful in encouraging the NHS to adopt a place-based and joined-up approach to care and support that goes beyond individual institutions. However, with a few exceptions, STPs need to be more active in gaining meaningful involvement of local political and community leadership in the development of STPs. This includes, the extent to which they are truly system-wide plans and partnerships encompassing adult social care, public health, and other key council functions that support improved health outcomes and the sustainability of services.

STPs have done little to address the democratic deficit in the NHS. In general there has been little meaningful consideration of adult social care as a vital component of a resilient and sustainable health and care system. For individuals this means that opportunities to strengthen health and wellbeing, maximise independence, and to support family carers may be overlooked. We have been working with the NHS to develop a leadership support offer for STPs to enable them to work more effective with local political leaders.

LGA Press Release: NINE IN TEN COUNCILS SAY NATIONAL TAXATION KEY TO SOLVING ADULT SOCIAL CARE FUNDING CRISIS

Nine in ten councils (89 per cent) say national taxation must be part of the solution to securing the long-term financial stability of adult social care.

Ahead of its Annual Conference in Birmingham next week, the Local Government Association has polled the leaders and adult social care cabinet members in all 152 councils providing social care in England to gauge their views on the options for funding adult social care and support for the long-term.

The survey - the first of its kind by the LGA - reveals that 96 per cent believe there is a major national funding problem in adult social care.

England's 152 social care authorities have been able to increase council tax in recent years to pay for adult social care. The LGA has warned that extra council tax income cannot be expected to plug growing funding gaps and protect adult social care services from further cutbacks and more than two thirds of councils (70 per cent) responding to the survey agree that increasing council tax is not part of the solution.

A separate LGA public poll reveals nearly nine out of 10 people (87 per cent) surveyed believe that councils should be given more government funding to tackle the funding gap in the sector.

The LGA said the findings further demonstrate that bold and possibly radical political decisions are urgently needed to provide a long-term and sustainable solution to funding adult social care.

In the disappointing absence of the Government's Green Paper on adult social care, now delayed until the autumn, the LGA today also announces that it will publish its own Green Paper on adult social care later in July, complete with consultation and engagement, to kick-start an urgently-needed debate about how as a society we should fund this vital service in the future.

There is growing political and public consensus that councils should be given more funding to pay for adult social care. Council leaders say it is essential that national political parties come together to try and build consensus on the way forward, working closely with councils as a key partner in designing and implementing possible future changes.

Cllr Izzi Seccombe, Chairman of the Local Government Association's Community Wellbeing Board, said:

"Our surveys show beyond doubt that the overwhelming majority of both our national politicians, and the people they represent, will settle for nothing less than additional funding from Government to help solve the social care funding crisis.

"Public polling consistently demonstrates that the British public is proud of the NHS and wants to see funding for it increase, even if that means paying more tax. We are now seeing similar consensus on the need for more funding for adult social care.

"Properly funding social care and prevention services not only helps councils with overly-stretched budgets protect care services for the benefit of those requiring them, it also helps to prevent further crises in the NHS and saves the health service a fortune by keeping people safe and well in their own homes, reducing the number of hospital admissions.

"We need an amnesty on the politics of care funding reform. All options should be on the table to solve the funding crisis in adult social care and enable councils to meet growing demand with high quality and safe services that help people live their lives. The longer we wait for long-term reforms, the more likely we will see an unresolvable year-round problem in A&E.

"The funding crisis cannot be ignored any longer which is why the LGA is now writing its own Green Paper on adult social care in a bid to engage the public, politicians and the adult social care sector to help shape official legislation to best help people of all ages with care needs access a wide range of reliable and high quality care they deserve."

NOTES TO EDITOR

- The survey is based on responses from 84 leaders and lead members from 79 councils with adult social care responsibilities, which is 52 per cent of councils. The responses are all from either council leaders or adult social care portfolio holders, or their equivalents.
- Recent public polling, conducted by telephone for the LGA by Populus Data Solutions with a representative random sample of 917 adults in England and Wales, shows that 87 per cent of the public ‘strongly agree’ (45 per cent) or ‘tend to agree’ (42 per cent) that councils should be given additional central government funding to deal with the funding gap in adult social care.
- 77 per cent of respondents to a recent [NHS Confederation survey](#) strongly support/support increases in public spending on health (4 per cent a year). 82 per cent of respondents said they strongly support/support a spending increase for social care (3.9 per cent a year).
- In an [Ipsos Mori poll](#), the public named community and social care services in their top three spending priorities for any new NHS funding, with over 4 in 10 prioritising it above even surgery and primary care.
- A recent [ComRes poll](#) commissioned by the LGA found that the vast majority of parliamentarians (84 per cent of MPs and 81 per cent of Peers) agree that additional funding should go to councils’ social care budgets to tackle the funding crisis.
- Recent public polling, conducted by telephone for the LGA by Populus Data Solutions with a representative random sample of 1,004 British adults, shows that 72 per cent of the public trust their local council the most to make decisions about local services, compared to 17 per cent who trust national government the most.

LGA Press Release: NEW LGA ANALYSIS - COUNCILS FACE ALMOST £8 BILLION FUNDING BLACK HOLE BY 2025

Local services in England face a funding gap of almost £8 billion by 2025, the Local Government Association warns today.

As more than 1,400 local government leaders, councillors and ministers gather at its Annual Conference in Birmingham today (Tuesday), the LGA is launching its campaign ahead of the Spending Review to build the case for investment in local services.

The LGA said that the Government’s next Spending Review will be “make or break” for local services, already under huge funding pressure. It presents the opportunity for long-term, sustained investment in local government that would improve the lives of residents and reduce the pressure on other parts of the public sector, such as the NHS.

By 2020, local authorities will have faced a reduction to core funding from the Government of nearly £16 billion since 2010. That means that councils will have lost 60 pence out of every £1 the Government had provided to spend on local services. Next year, 168 councils will receive no more core central government funding at all.

In a new report on local government funding, published today, new LGA analysis estimates councils in England face a funding gap of £7.8 billion by 2025. Plugging this gap would just keep services standing still and does not include any funding needed to improve services or reverse any cuts made to date.

Councils have responded to the financial challenges they face by finding new and innovative ways of operating, such as sharing services, while still delivering the vital services their residents rely on. Despite the best efforts of local government, the LGA is warning that this is no longer enough to protect the local services which are “on the brink of collapse” and facing huge and increasing demand pressures.

Local authorities are currently housing 79,000 homeless families in temporary accommodation, including more than 120,000 children. Last year saw the biggest annual increase in children in care since 2010 and councils are now starting 500 child protection investigations every day. Councils are receiving almost 5,000 requests for social care every day. Over the last six months, more than 8,000 people have been affected by care homes or home care providers either pulling out of contracts or closing completely.

In his 2018 Spring Statement, Philip Hammond committed to increasing public spending if public finances continue to improve. Local government leaders say the Chancellor’s Spending Review must recognise the urgent need to focus on fairer funding for local services.

LGA Chairman Lord Porter said:

“We’ve reached a point where councils will no longer be able to support our residents as they expect, including our most vulnerable – let alone help the country to prosper. Councils have shouldered more than their fair share of austerity and have tried to reduce any impact on residents. But there is only so much they can do and the financial challenges they face are growing.

“Councils now spend less on early intervention, support for the voluntary sector has been reduced, rural bus services have been scaled back, libraries have been closed and other services have also taken a hit. More and more councils are struggling to balance their books and others are considering whether they have the funding to even deliver their statutory requirements.

“If the Government allows the funding gap facing councils and the local services to reach almost £8 billion by the middle of the next decade then our councils and local services will be damaged beyond recognition. The impact on society – all places, all generations, every person – will be hugely damaging. Millions of people will be deprived of the vital local services that help improve quality of life and bind communities together.

“But by properly funding local services and giving councils the powers to work on behalf of their communities, local government can be the driving force for a new chapter in our country’s history. It would ensure residents can live with dignity, achieve their goals and aspire to do more than just get by, as well as helping to reduce pressures on the rest of the public sector.”

NOTES TO EDITORS

1. The LGA’s Annual Conference will take place between July 3 – July 5 at the International Convention Centre, Birmingham. Over the three days a packed agenda will see a variety of speakers, including Communities Secretary James Brokenshire, Minister for Local Government Rishi Sunak, Shadow Education Secretary Angela Rayner, Liberal Democrat leader Sir Vince Cable and Stefaan de Rynck, Senior Advisor to Michel Barnier, Chief EU Negotiator for Brexit.
2. At the Annual Conference, the LGA is publishing a series of papers aimed at helping build the case for long-term, sustained investment in local government, ahead of next year’s Spending Review. The papers – covering housing, planning

and homelessness, funding, improving schools, Brexit, the future of non-metropolitan England, and adult social care – also set out the positive outcomes for the country of investing in local government.

3. By 2025, local government in England will face a £7.8 billion funding gap. The LGA report, analysis and methodology is available on request.

Adult social care	£3.5 billion
Children's services	£3 billion
Public health	£638 million
Homelessness	£426 million
All other services	£188 million
TOTAL	£7.8 billion

ⁱ For further information please visit:

https://www.local.gov.uk/sites/default/files/documents/1.42%20public%20health%20inequalities_web.pdf

ⁱⁱ For further information please visit: <https://www.local.gov.uk/about/news/nine-ten-councils-say-national-taxation-key-solving-adult-social-care-funding-crisis>

ⁱⁱⁱ For further information please visit:

<https://www.local.gov.uk/sites/default/files/documents/FINAL%20Resident%20Satisfaction%20Polling%20Round%2019.pdf>

^{iv} For further information please visit:

https://www.local.gov.uk/sites/default/files/documents/5.20%20budget%20submission_06.pdf

^v For further information please visit: <http://www.ncl.ac.uk/press/news/2017/08/cfasresearch/>

^{vi} For further information please visit: <https://www.adass.org.uk/media/6434/adass-budget-survey-report-2018.pdf>