

BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

**Report of the Executive
Director - Communities**

Multiple Support Needs Services Review

1. Purpose of report

- 1.1 Healthier Communities commissioned a review of service provision in response to a reported increase in demand for support services from people with multiple needs.
- 1.2 The review also responded to recommendations of earlier reports relating to the review of welfare and cost pressures incurred by homeless young people.
- 1.3 This report provides cabinet with a summary of the findings of this review, and recommendations informed by the business case attached as an appendices.

2. Recommendations

- 2.1 **That members agree the proposed option to remodel existing provision to deliver a dedicated service for multiple needs.**
- 2.2 **Reallocate a proportion of funding from existing contracted services to ensure inter-related services for domestic abuse and sexual violence are adequately resourced.**
- 2.3 **This report is to seek authorisation to approach the market for the tendering of a multiple needs support service and to receive approval that the decision making to award the contract be delegated to the Director of Public Health and Executive Director, Communities.**

3. Introduction

- 3.1 The review commenced in 2015 in response to evidence of increasing demand for support services from adults with multiple needs. These typically included: (but not limited to) homelessness, offending, substance misuse and mental ill health. This group did not fit the remit of existing support services, but were often known to statutory or non-statutory agencies, including A&E and other crisis health provisions, homelessness services and the criminal justice system.
- 3.2 The objectives of the review were to scope the level of demand from this group and design an appropriate service model to meet identified need. This service would also align to recommendations previously agreed by cabinet, relating to Welfare Review and Cost Pressures Incurred Through Addressing the Needs of Young People Aged 16-18', specifically:

- To provide services accessible via a single point of access or 'gateway', initially within the Housing Options service.
- Re-commission accommodation that meets the needs of homeless young people, in the most effective and economic way possible.

3.3 Current Service Model

Existing contracted services provide housing support only, which is limited to tasks relating to the clients housing or tenancy, and does not include specialist interventions. Services are delivered in a mix of accommodation and community based provision, which includes purpose built accommodation and dispersed general needs housing with outreach services. Services are commissioned by individual client group, creating difficulty in accessing the most suitable service where a client has more than one need, for example homelessness and substance misuse.

There is no consistent or coordinated referral route into services, with many operating an open referral policy. This can limit availability of accommodation required for emergency placements, increasing use of bed and breakfast facilities and contributing to rough sleeping. The current referral model also results in multiple speculative applications being submitted for the same client, leading to inappropriate placements, and creating difficulty in accurately assessing demand.

Funding is currently inconsistently distributed, with little parity between contract values for services delivering similar provision. Contracts are currently split between a number of providers each levying costs for overheads against the contract value, impacting upon value for money achieved within the current arrangement.

All existing service contracts are due to expire on 31st March 2017.

3.4 Demand

A national study into the prevalence of multiple needs analysed data relating to homelessness, substance misuse and offending to give an estimate of the level of multiple needs in each local authority. The findings of this research concluded that Barnsley had an above average incidence of people with multiple support needs than in comparable authorities.

The study also identified a number of life experiences common to clients who go on to present with multiple support needs, including long term illness, benefit dependency and low educational attainment. These are areas in which Barnsley currently performs less well than other authorities, supporting the national findings, and indicating a continuation of demand.

To test these findings operationally, an analysis was undertaken of the presenting support needs of clients in a local service for single homeless people. This found 81% also had needs relating to offending, substance misuse and mental ill health in addition to homelessness, for which the service is contracted to provide support.

4. Proposal and justification

- 4.1 It is proposed that the following support services are remodelled to provide a dedicated provision for adults with multiple support needs

Client Group	Scheme	Units	Annual value	Support Provider
Young people	Highfield Terrace	5	£154,060.24	Stonham Home Group
Young people	The Forge	17	£288,477.75	SYHA
Single homeless	Holden House	42	£175,089.64	Riverside Care and Support
Mental Health	Jubilee Gdns Satellites	6	£27,291.79	SYHA
Offenders	Action Accommodation	16	£82,761.14	Action
Generic	Thursday Project	17	£81,526.08	SYHA
Mental health	High Street	9	£79,178.92	Sanctuary
Offenders	Action Floating	43	£217,248.00	Action
Offenders	BOSS	20	£81,556.64	Foundation
Generic	Floating Support	24	£69,390.93	Riverside
Young people	Floating Support	20	£82,767.98	Stonham
Mental health	Community Floating Support	n/a	£70,406.94	Together
		219	£1,409,756.05	

- 4.2 The provision will deliver services specifically for younger clients aged 16-25 and for adults aged 25 and over. Each will include accommodation and community based services to deliver a support pathway through which clients will 'step down' in a managed way towards independent living.
- 4.3 Support will be flexible and reactive to the varied needs of clients, and appropriately skilled to be able to provide an appropriate and proportionate intervention. The support provider will deliver a range of outcomes for clients, using their expertise to design the most suitable delivery model.
- 4.4 Accommodation will utilise existing purpose built properties built in partnership with the council using public funds. Where appropriate these will be remodelled to better meet client need. Within the accommodation provision, an assessment facility will be integrated to provide emergency short term accommodation.
- 4.5 Referrals to the service will be via a single point of access, initially through the Housing and Welfare 'Gateway' facility, ensuring clients are triaged into the most appropriate service option.
- 4.5 The service will be aligned to the Councils Corporate Vision and Values, and will contribute to the achievement of the Corporate Outcomes, and Healthier Communities Outcome framework. The service specification will define specific operational outcomes relating to the primary objective of enabling people to live independently.

5. Consideration of alternative approaches

- 5.1 The analysis provides the Council with one alternative, noting that a 'do nothing' option was ruled out as this would be at odds with contract compliance legislation.

5.2 Re-commission existing housing related support services by individual client group. This would ensure the council abides by procurement legislation; however, current services will not achieve the identified outcomes for clients with multiple support needs, and will prevent the reallocation of funding to support services for domestic abuse and sexual violence.

6. Implications for local people / service users

6.1 The provision of a support pathway for clients with multiple needs, accessed via a 'gateway' will ensure services are prioritised for those in the greatest support needs. Clients will benefit from improved outcomes relating to independent living, improved educational attainments, work opportunities and improved participation in treatment and health interventions.

6.2 Overall the service will contribute to a reduction in rough sleeping, repeat homelessness, visible substance misuse and low level criminal activity.

6.3 The cost benefits of prioritising support services are significant, and will benefit the council and its partners via reductions in repeat presentations in A&E and reduced criminal activity and improved public safety.

7. Financial implications

7.1 The current contracted spend of services earmarked for inclusion in the review is approximately £1.4 million, however to ensure parity across other areas of business activity, a recurring amount of £400K has been earmarked for the domestic abuse and sexual violence commissioning activity, to ensure these interlinked services are resourced appropriately.

Current annual expenditure:

- | | |
|------------------------------------|---------------|
| • Multiple Needs | £1,409,756.05 |
| • Domestic Abuse / Sexual Violence | £367,145.00 |

Proposed annual expenditure:

- | | |
|------------------------------------|---------------|
| • Multiple Needs | £1,009,756.05 |
| • Domestic abuse / Sexual Violence | £767,145.00 |

7.2 The contract receives BMBC funding only, and is therefore not exposed to risks associated with securing external resources, however, the organisations delivering accommodation services are reliant upon income from housing benefit, and are therefore at risk from proposed welfare reform changes. As these have not been determined or agreed, sufficient flexibility will be included within the service specification to allow appropriate remodelling to offset any potential impact of changes to external funding streams.

8. Employee implications

There are employee implications for BMBC employees, as all contracted services are delivered by external organisations.

9. Communications implications

- 9.1 Discussions been undertaken with existing providers and service landlords to notify them of the intention to remodel existing service provision, to enable them to communicate this to staff and clients.

10. Consultations

- 10.1 A Market Awareness event has been held to ensure there is a sufficiently buoyant provider market available who could successfully bid for, and deliver the proposed service model.
- 10.2 Public consultation has been undertaken via the Councils website and facebook social media platform, to capture public views and opinions about the proposals.
- 10.3 Upon gaining Cabinet approval to proceed, specific consultation will be undertaken with clients of existing services to gather their input in to the future service design.

11. The Corporate Plan and the Council's Performance Management Framework

The service will be aligned to the Councils Corporate Vision, and contribute to the achievement of corporate outcomes relating to a Thriving and Vibrant Economy and People Achieving Their Potential.

12. Promoting equality, diversity, and social inclusion

An Equality Impact Assessment has been undertaken to ensure the provision meets the needs of the most vulnerable citizens through the promotion of equality and the elimination of unlawful discrimination

13. Tackling the Impact of Poverty

- 13.1 National research¹ estimates the annual cost for individuals with multiple needs to be £19,000 (including benefits). Based on the projected local incidence of 2479 people per year experiencing multiple needs, this equates to £47,101,000 spent across health, social care, substance misuse, housing and other benefits and criminal justice.
- 13.2 A study of multiple needs pilots in other areas² concluded the better coordinated interventions for people with multiple needs can reduce the cost of wider services by 26.4%.

¹ Lankelly Chase 2015 – ‘Hard Edges’

Calouste Gulbenkian Foundation 2015 – ‘Individuals with multiple needs: the case for a national focus

²

14. Tackling health inequalities

- 14.1 Homeless people are more likely to die young, with an average age of death of 47 years old and even lower for homeless women at 43, compared to 77 years for the general population. It is important to note that this is not life expectancy; it is the average age of death of those who die on the streets or while resident in homeless accommodation. At the ages of 16-24, homeless people are at least twice as likely to die as their housed contemporaries.
- 14.2 The Office of National Statistics reported in 2015 the highest level of drug related deaths since records began in 1993.
- 14.3 The cumulative impact of homelessness, substance misuse and poor mental health directly contribute to earlier death and increased reliance on health services, particularly in crisis by this cohort.

15. Reduction of crime and disorder

- 15.1 Offending behaviour accounts for the second largest category within national analysis, with the majority experiencing other disadvantage including poor mental health, homelessness and substance misuse.
- 15.2 Locally 22% of clients accessing substance misuse treatment were referred from the criminal justice system.

16. Risk management issues

- 16.1 The contract receives BMBC funding only, and is therefore not exposed to risks associated with securing external resources; however, the organisations delivering accommodation services are reliant upon income from housing benefit, and are therefore at risk from proposed welfare reform changes. As these have not been determined or agreed, sufficient flexibility will be included within the service specification to allow appropriate remodelling to offset any potential impact of changes to external funding streams.
- 16.2 The proposal to restrict the level of housing benefit payable to clients in supported housing at the 'local housing allowance' level will severely impact upon the financial viability of accommodation based services. This initiative, initially planned for implementation in 2017, has been delayed by one year to allow for further analysis of the potential impact. Early findings from lobbying groups estimate the rental income loss for the majority of existing services would render them unviable.
- 16.3 Current provision includes a number of purpose built properties, developed in partnership with the council using capital from the Homes and Communities Agency (previously Housing Corporation). There is limited legal protection to ensure the retention of this resource which has potential to limit its availability for use in future contracts. Work is ongoing in partnership with BMBC Housing Growth to identify alternative operating models to mitigate the impact of the loss of some or all existing provision.

16.4 The availability of a sufficiently developed provider market, able to deliver the revised service is essential. To mitigate the risk of a limited market, an event was held to scope the volume of organisations interested in bidding for new business, which attracted significant interest from organisations delivering similar contracts in other areas.

17. **Health, safety, and emergency resilience issues**

18. **Compatibility with the European Convention on Human Rights**

The proposals are compatible with the European Convention on Human Rights.

19. **Conservation of biodiversity**

There is no impact on conservation of biodiversity.

20. **Glossary**

None

21. **List of appendices**

Appendix A
Appendix B – Business Case

22. **Background papers**

None

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