

South Lakeland District Council
Delegated Executive Decisions
Date of Proposed Decision: 9 September 2021
Changing Futures Programme

Portfolio: Housing Portfolio Holder
Decision Maker: Director of Customer and Commercial Services
Report Author: Julie Jackson – Principal Specialist People
Wards: (All Wards);
Forward Plan: Published 3 August 2021

1.0 Expected Outcome

- 1.1 This report is to note the receipt of grant funding awarded to the council in order to assist in the implementation of the Changing Futures Programme and to commit to the purpose and principles of the Changing Futures Programme as set out in the attached Terms of Reference of the Changing Futures Programme Board (Appendix 1).
- 1.2 The grant award for the Council is £50,000 will be for the remainder of 2021 to 2022. The grant money is to be used to help secure sustainable accommodation options for individuals with complex needs.

2.0 Proposed Decision

- 2.1 It is recommended that the Director of Customer and Commercial Services:-**
- (1) commits to the Purpose and Principles of the Changing Futures Programme as set out in the attached Terms of Reference of the Changing Futures Programme Board (Appendix 1);**
 - (2) agrees that the Changing Futures work will require organisations to work outside statutory thresholds to effect change for individuals in this cohort;**
 - (3) recognises that the realignment of existing and emerging organisational resources is crucial to the Changing Futures programme and the resource implications set out in Section 6;**
 - (4) notes the receipt by the Council of grant funding of £50,000 to be used as part of the Changing Futures Programme to secure sustainable accommodation options for individuals with complex needs; and**
 - (5) That the Director of Customer and Commercial Services in conjunction with the Lead Specialist Legal Governance and Democracy enter into the appropriate agreements on behalf of the Council to receive and administer the grant funding and that the income and expenditure budgets for homelessness prevention are increased for the value of this grant.**

3.0 Background and Proposals

- 3.1 There have been multiple conversations with partners about the support provided to individuals with multiple complex needs. In addition, there was a countywide, multiagency bid to the MHCLG to provide support to people with multiple complex needs. Although unsuccessful, partners have expressed an ongoing interest in developing the proposed model.
- 3.2 This paper sets out the background and context to those proposals, provides a brief synopsis of proposed work and asks Partner Board Members to endorse the proposed approach. In endorsing the approach the Council will be asked to honour the undertakings set out in the Terms of Reference. To assist wider understanding, this paper provides a briefing to raise awareness and secure support for the initiative.
- 3.3 On the 10th December MHCLG launched a ***Changing Futures: changing systems to support adults experiencing multiple disadvantage*** Prospectus for local Expressions of Interest (Eol).
- 3.2 Cumbria County Council agreed to act as lead partner and submit an Eol on behalf of Cumbrian partners. The MHCLG prospectus asked any Eol to address a number of areas:
- Focus on the most excluded adults – those experiencing multiple disadvantages and placing repeated demand on local response services, but for whom current systems of support are not working.
 - Adults experiencing **three or more** of the following five: **homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system.**
 - Particular focus on reaching those not well connected to existing support services.
 - Cohort who often face other needs where a coordinated, ‘whole person’ approach is required.
- 3.3 There was significant interest from partners, including district councils, police OPCC, National Probation Service, Community Rehabilitation Company, Health and the Third Sector, in the Eol – with a recognition that there was a cohort of high impact individuals who were currently potentially falling between different services.
- 3.4 An Expression of Interest was greed by partners and submitted to MHCLG (embedded).



Changing Futures
Programme Eol v1.od

- 3.5 The Eol set out a model based on use of the district-based Focus Hubs where existing and emerging services would be aligned. These could include:

- Development of District based Focus Hubs (Police/Office of the Police and Crime Commissioner (OPCC) - match funding in kind)
- The establishment and support for multidisciplinary teams to undertake case spotting and management (all partners match funding in kind)
- The Community Rehabilitation Company and the National Probation Service would commit resource to hubs (either virtual or in person) either probation officer or probation support officer – and be able to provide administrative support (NPS and CRC match funding in kind)
- Recommissioning the addiction support services to fit with the proposed model (Cumbria County Council - match funding in kind)
- Work with high risk domestic abuse perpetrators (Victim Support - match funding in kind)
- Use of Health and Wellbeing Coaches to support individuals. (Cumbria County Council - match funding in kind)
- Potential to link to district-based women centres and services for men (OPCC exploring commissioning opportunities – potential match funding in kind)
- Winter Wellness Hubs – (Morecambe Bay CCG – potential match funding in kind)

3.6 In addition there are a number of other developments that are being pursued by partners which could potentially align to the Changing Futures model.

Pathways

The OPCC and Police are developing a Cumbria Out of Court disposal framework together with an early intervention offender management programme.

Community Mental Health Transformation Funding

Changing ways of working for people with severe mental illness and adopting a partnership approach across health, social care, housing, substance use and voluntary services.

Focused Families

Expand the Focused Families outreach service provision - improve joined up working with marginalised and excluded adult family members.

MHCLG Domestic Abuse Funding

From April 2021, Upper Tier local authorities will receive grant funding to enable them to fulfil their new duty with respect to supported accommodation for victims of domestic abuse for Cumbria this is £995,000. This will enable a refreshed look at how victims with multiple complex needs are helped to recover from their abuse.

Rough Sleepers Initiative

Cumbria has been working in partnership to address and meet the needs of rough sleepers across the county since 2019. District housing authorities have committed resource and receive grant funding from the MHCLG to achieve key objectives.

Health Outreach

Work has been undertaken to ensure the health system wraps around the provision for homeless and temporarily housed, with Integrated Care Communities ensuring holistic assessments and referral into health services.

Agreement has been reached that these will be aligned to the Hub model.

- 3.7 To enable these currently disparate initiatives to be aligned, the Changing Futures bid set out a number of areas where a whole system approach would be developed to ensure coordination and alignment of these services and resources. To support this a number of system changes would need to be developed and embedded, including:
- Formation of multi-disciplinary teams with support mechanisms
 - Standard Operating Procedures
 - Common referral mechanisms
 - Data sharing systems
 - Revised information governance arrangements.
- 3.8 As a result, at the operational level, there would be greater integration and collaboration across services, more effective support and reduced “demand” on reactive services. This would ensure fewer gaps between services and a reduction in people being passed between services.
- 3.9 Unfortunately, despite the work put into the bid, on 26th February we were informed that the bid was not successful. Since then partners have reaffirmed their interest in continuing to explore the proposed model with potential new ways of working and the alignment of existing and new services to provide a systemwide response.

4.0 Accommodation

- 4.1 In addition to the work taken on Changing Futures there has been considerable discussion about support for individuals with complex needs who also have housing needs. This is a long standing challenge but has been risen sharply during the pandemic and the Governments “Everyone In” policy has shone a spotlight on the issue of homeless people who cannot sustain general needs or low level supported accommodation due to multiple complex needs.
- 4.2 As a result of conversations between the District Councils and Cumbria County Council it has been agreed that these partners remain supportive of the Changing Futures concept and that here is synergy between the Homelessness and Rough Sleeper Strategies and the Changing Futures proposal.
- 4.3 It is recognised that a multi-disciplinary case management approach to complex individuals is core to the thinking - bringing together Housing, ASC, Mental health, Drug and Alcohol Services, Offender management, Police, Third Sector Providers, etc. This would overlap and complement the existing and suggested pipeline

projects such as the MHCLG Rough Sleeper Officers, the Domestic Abuse funding, the new 2021 RSAP (Rough Sleepers Accommodation Programme) grant and the Rapid Rehousing Pathway Officers.

- 4.5 There is also a commitment to MEAM (Making Every Adult Matters) methodology and to co-production, building capacity through greater alignment and coordination of existing resources.

5.0 Changing Futures Board

- 5.1 As an outcome of these discussions a multi-organisational Changing Futures Board has been established.

- 5.2 The inaugural meeting of the Board identified a number of areas which placed barriers or challenges in the way of support:

1. Individuals not meeting statutory thresholds and hence not receiving any support
2. No one single point of contact and perceived silo working arrangements. This is backed by the lived experiences of survivors.
3. Information Sharing between organisations is limited by data protection regulation and institutional reluctance.
4. Duplicated work leading to an inefficiency in current resourcing.
5. Support is closed to individuals who make risky personal choices or do not engage in the support available.
6. Assessment Refusals due to intoxication. Service users may be unable to deal with addiction due to other unsupported underlying needs.
7. Commissioning of services often do not look at the wider picture. Process based KPIs drive services towards easy/quick wins rather than complex or hard to manage cases.
8. Employees are already stretched due to COVID-19 pressures.
9. Buy-in from Members and Leaders to agree to working “up-stream” of the statutory minimums.

- 5.3 After consideration of these barriers, partners restated their, in principle, commitment to the Changing Futures model. It was agreed that a covering paper and the Terms of Reference be circulated to partner organisations to ensure that the relevant internal governance routes were followed to allow appropriate individual organisational sign-off.

6.0 Funding Implications

- 6.1 As the Changing Futures bid has not been successful, and there is no additional government funding, then the capacity to progress the development of a new model is reduced. However, the Changing Futures bid did not rely on any newly

commissioned services as it did not want to face a funding cliff edge after the one-off funding ended– rather it was based on the realignment of existing or emerging services.

- 6.2 There were a number of funding streams identified through the Changing Futures EoI which were not dependent on the bid being successful. There is still momentum behind the proposals with effective partner buy-in and considerable resource in the system across partners.
- 6.3 It is the intention that these will be more effectively aligned and mobilised through the development of a co-ordinated model. This will have implications for system and organisational working and it is recognised that, due to the partnership nature of the Board, that decisions, especially those that require commitment of resources, may have to be approved through the internal governance process of individual organisations.
- 6.4 Access to funding to support this development is being pursued through the Control Outbreak Management Fund (COMF) grant. The proposal, in principle, has been endorsed by the Health Protection Board and more detailed proposals are in development subject to final decision making. This would allow pump-priming money to be used to fund the system development work outlined in paragraph 3.15.
- 6.5 To complement this work, one off funding through COMF has been sought to allow a shift in the accommodation model to ensure that sustainable suitable accommodation is available. This funding is now approved and will result in £50,000 being released to South Lakeland District Council by Cumbria County Council under a grant agreement.
- 6.6 Delivery options are being explored and it is felt that the funding could work well with the Rough Sleeping Accommodation Programme scheme at Riverview, Kendal, which is owned by Home Group. This provides 12 units of supported accommodation for people at risk of rough sleeping and of these, 4 units are for complex needs. Home Group have another property at Cragg View in Kendal that is currently being used as lower level move on accommodation from Riverview. There could be scope to repurpose a couple of further units at Riverview for complex needs and provide for a further Support Worker to work alongside the existing Support Worker funded through the Programme.

7.0 Consultation

- 7.1 The work on Changing Futures has been shared with Cumbria Housing Group, the Cumbria Chief Executives' Group and the LA/HA Group. The Leader and Housing Portfolio Holder are supportive of this work continuing. The Portfolio Holder has some experience working with the ICC East and sitting on the Cumbria Health Scrutiny Committee and is very much supportive of the 'whole person' approach that will be adopted as part of this work.

8.0 Alternative Options

8.1 The Council could decide not to take part in this Programme or to accept the monies available for this work but this is not recommended as it would not support the work undertaken to expand the offer to complex individuals which could potential increase the number of rough sleepers as well as the additional costs to the council to source high cost accommodation through the private sector.

9.0 Links to Council Priorities

9.1 Within the Homeless and Rough Sleeping Strategy for South Lakeland District council there are 4 key priorities which are:

- Homeless prevention
- Increase the supply of settled accommodation
- Ensuring the right support is available to those that need it
- Tackling complex needs

The proposal for year 2 will help in the delivery of these priorities. The proposal will also help in the delivery of the Council Plan's aim to provide 'homes to meet need'. The Homeless and Rough Sleeping Strategy can be found at the link below.

<https://democracy.southlakeland.gov.uk/documents/s25966/Draft%20South%20Lakeland%20District%20Council%20Homelessness%20Strategy%202019%20-%202024%20-%20Appendix%201.pdf>

10.0 Implications

10.1 Financial, Resources and Procurement

10.1.1 There is currently budget of (£153,936) for grants relating to Homelessness: this should be increased by the value of this grant award for 2021/22 to reflect the profile of spend.

10.1.2 In addition to this, the homelessness expenditure budget was increased by a further £150,000 in 2020/21, to support additional COVID-19 related expenditure. This was approved by Cabinet on 20/05/2020. Alongside this the council received an uplift of £60,000 in both income and expenditure in Q1 which is ring fenced for homelessness prevention to assist with finding solutions for this cohort.

10.2 Human Resources

10.2.1 None expected.

10.3 Legal

10.3.1 The funding is being provided by Cumbria County Council and the Council will be required to enter into a grant agreement. This has been reflected on the list of priority grant agreements so that Legal Services are aware of the funding to be received and the need to enter into the necessary agreement. Legal Services have requested the terms and conditions of the grant.

10.4 Health, Social, Economic and Environmental

10.4.1 Have you completed a Health, Social, Economic and Environmental Impact Assessment? No

10.4.2 If you have not completed an Impact Assessment, please explain your reasons: The work being undertaken is consistent with the commitments contained within the South Lakeland District Council Homelessness and Rough Sleeping Strategy and the Health, Social, Economic and Environmental Impact Assessment undertaken at this time.

10.4.3 Summary of health, social, economic and environmental impacts: It is expected that the project will have a positive effect on health impacts through the provision of support to homeless and complex individuals and therefore reduce dependencies on high cost statutory services and encourage resilience within individuals.

10.5 Equality and Diversity

10.5.1 Have you completed an Equality Impact Analysis? No

10.5.2 If you have not completed an Impact Assessment, please explain your reasons: The work being undertaken is consistent with the commitments contained within the South Lakeland District Council Homelessness and Rough Sleeping Strategy and the Equality Impact Analysis undertaken at this time.

10.5.3 Summary of equality and diversity impacts: It is expected that the proposal will have a positive effect on equality and diversity through the support of individuals with protected characteristics such as disability.

Risk

Risk	Consequence	Controls required
Agreement isn't given to the funding and this will impact on the numbers potentially rough sleeping.	Individuals would not receive support in their situation and could end up rough sleeping.	Agreement to receive the funding and work on the Changing Futures Programme so that the right support is given to individuals.
Accommodation is not found for these complex individuals.	Homeless households may not have move on accommodation or temporary accommodation.	Continued engagement with Registered Providers, private landlords and empty home owners.
Lack of engagement from other agencies such as Health and Social Care.	Essential wraparound support is not available for homeless households along with the support provided through the RRP.	Continue meeting with the Changing Futures Board and the Health and Homeless multi-agency group.

Contact Officers

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Tracking Information

Signed off by	Date sent	Date Signed off
Legal Services	26/07/2021	26/07/21
Section 151 Officer	26/07/2021	26/07/21
Monitoring Officer	26/07/2021	26/07/21
CMT	29/07/2021	29/07/21

Circulated to	Date sent
Lead Specialist	N/A
Human Resources Lead Specialist	N/A
Communications Team	29/07/2021
Leader	19/07/2021
Committee Chairman	N/A
Portfolio Holder	19/07/2021
Ward Councillor(s)	N/A
Committee	-N/A
Executive (Cabinet)	-N/A
Council	-N/A

Note – Report authors must consult the relevant Portfolio Holder, members of the Corporate Management Team, the Monitoring Officer, and any other interested parties before a decision can be taken. If any objections are received, they must be reported at the meeting before the decision is taken.

Signed by:-	Title:-