

**To the Chair and Members of the
DONCASTER HEALTH AND WELLBEING BOARD**

COMPLEX LIVES – UPDATE

EXECUTIVE SUMMARY

1. This report updates the Health and Wellbeing Board on progress on work with people with complex lives, one of two pilots for developing new ways of working between partners in Doncaster. The report and appendix outline the creation of a 'Complex Lives Alliance', a whole system specification and on implementation of the key features of this model.

This work is set in the context of the partnership governance and delivery arrangements now emerging through the Doncaster Place Plan, as one of two more advanced areas of opportunity (the other being Intermediate Care). In practice this means the Complex Lives work will be used to model how the Place Plan conceptual frameworks and agreements will be applied to improve outcomes and reduce demand and costs.

This highlights that good progress and partner support has been achieved, and that a tight grip on mobilisation of the next phase of the work is now required. There are immediate short - term pressures to strengthen front line delivery to cope with demand and complexity of the cohort of people with complex lives and to ease access to accommodation and support.

The Board is asked to note the progress and confirm support for the proposed direction of travel.

EXEMPT REPORT

2. This report is not considered exempt.

RECOMMENDATIONS

3. That the Board:-
 - (i) Note progress in developing the Complex Lives Alliance and whole system model; and
 - (ii) Confirm support for next steps in full mobilisation of the model in the context of the Place Plan.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

4. Preventing and tackling homelessness and rough sleeping and related issues (including drug and alcohol misuse, mental ill - health, offending and anti - social behaviour, begging) is a growing challenge across the UK including in Doncaster.

The Complex Lives Alliance aims to provide a whole system, comprehensive and increasingly preventive approach that will improve quality of life for the individuals concerned and have wider community impacts.

BACKGROUND

5. **New operating model for people with complex lives – ‘Complex Lives Alliance’**

Work with people with complex lives is one of the two prototypes for new operating models supported by Team Doncaster. The aim is to identify and create a new integrated approach that can meet changing demands, improve outcomes and respond to reducing public service budgets.

The development and prototype work has been under way since November 2016. This has aligned with the Homelessness summit (December 2016), a review of the homelessness pathways and very intensive case work over this period focused on Doncaster town centre. All of this work has evidenced the need for:-

- A stronger multi agency and proactive approach to preventing and managing homelessness and rough sleeping – at strategic and individual case level;
- Key workers to provide coordinated management of cases which require an integrated combination of support and services – including specialist support for very complex cases;
- Clearer routes into the homelessness and supported housing system pathways;
- More emphasis on supporting people to move – on to independent or ‘next step’ accommodation;
- Access to modest amounts of discretionary funding to remove barriers to progress for individuals;

In the prototype phase the complex lives work has adopted this approach by ‘bending’ existing resources from DMBC (in particular from the Communities Service), St Leger and other agencies to provide the intensive and wrap around support needed to manage cases.

6. **Complex Lives Alliance – whole system specification**

Alongside intensive delivery efforts in the prototype phase, strategic development work on Complex Lives has reached the point where partners have agreed a new whole system specification for a Doncaster Complex Lives Alliance. The latest draft of the specification is attached at Appendix 1.

The approach aims to provide a whole system and increasingly preventive approach. Central to this is the strengthening of joint commissioning, integrated case management and to tighten the relationship between accommodation and wrap around support. A wide range of partners is involved in the Alliance:-

Commissioning

- DMBC Adults (Hostels and Supported Housing, St Leger relationship management);
- DMBC Children's (DCST commissioning and links to preventive services e.g. PRU/Learning Centres);
- DMBC Public Health (drug and alcohol services);
- CCG (commissioning of RDaSH and DBH services and Primary Care link)

Provision

- DMBC (Adults Social Care, Mental Health and Communities Service);
- St Leger Homes (statutory responsibility for homelessness assessments and placing people in temporary accommodation and supported accommodation);
- RDaSH (drug and alcohol treatment, mental health and other health based treatment and support for homeless and rough sleepers);
- Doncaster Children's Services Trust (for care leavers);
- Doncaster & Bassetlaw Hospitals Trust
- South Yorkshire Police
- Other partners including Prisons/Probation/Community Rehabilitation.

The basic principle of a formal 'accountable care' Alliance is that a stronger and more accountable whole system partnership between these partners should provide appropriate accommodation and a secure support plan that can help people towards successful resettlement. It should also enable an increasing focus on secondary prevention work (e.g. with care leavers, prisoners, people at risk of homelessness).

At the core of the specification are an initial nine key operating features, which now need to be planned and delivered beyond the prototype model. These are:-

Operational Features	Role
Complex Lives Team	Intensive multi - disciplinary case management capacity
Assets Menu	Clear information and access to support services
Doncaster Housing Plus Pathway	Access to suitable accommodation pathway with secure wrap around support
Changing Lives/Innovation Fund	Access to small scale funds to remove barriers
Prevention & Demand Management	Shifts focus to secondary prevention in targeted areas
Support/enabling features	
Case Management model	Jointly agreed, consistent and effective approach to case management and ICT recording/access
Outcome framework and PMF	Clarifies individual and system level outcomes, metrics and monitoring and reporting model
Development, evaluation and learning	Action learning process including workforce development
Alliance Governance	Collective accountability and supporting agreements/MOU's between partners

For each of these features the specification sets out a long term vision and a 'day 1 mobilisation position', setting out an aim to establish each feature at an operational level by 1 October 2017.

7. Progress on implementation

Work is currently under way to progress each feature, using a structured project management approach. This is led and supported by a strategic group and nominations from across the Alliance partners to support technical development work.

At this stage key implementation updates and issues are:-

- i) **Complex Lives Team:** Homelessness Support Grant funding is available for the Complex Lives Team. Partners are in discussion about pay and grading, recruitments, hosting and longer term funding. This will create additional capacity to meet caseload demands;
- ii) **Assets Menu:** This can be created by building on an existing platform (Your Life Doncaster) established for adult health and social care if partners support this approach;
- iii) **Doncaster Housing Plus:** Work is under way to create capacity to ensure ease of access to accommodation and to generate focus on move - on arrangements.
- iv) **Innovation Fund:** Work is under way to adopt the Stronger Families Innovation Fund model to suit this purpose.
- v) **Case Management model:** An interim case management approach is in place which will be enhanced through development work across partners. This may also require consolidation of existing processes and panels. Information Governance Board has agreed to prioritise creation of an interim ICT solution and work is progressing.
- vi) **Outcome Framework:** A partner workshop has established a basic framework, and further work is planned to develop detail.
- vii) **Development, evaluation and learning:** The Innovation Unit are supporting to establish an Action learning set approach and partners will meet in September to agree wider approach.
- viii) **Alliance Governance:** Work is progressing through the Place Plan process to establish high level agreements and these will be interpreted for Complex Lives.

Clearly this is a significant system and technical development workload, and is indicative of the nature and scale of work likely to be required across other Place Plan areas of integration.

OPTIONS CONSIDERED

- 8. The broad options considered in developing the approach have been:-
 - i) Continue with existing approach;;
 - ii) Strengthen existing partnership networking arrangements
 - iii) Create accountable care whole system collaboration model (selected option)

REASON FOR RECOMMENDED OPTION

9. The selected option is required to most effectively generate collaboration between key partners involved, and to tackle the wide range of system issues involved.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

10.

	Outcomes	Implications
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Be a strong voice for our veterans</i> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The approach will work to integrate people with complex lives back in to the social and economic mainstream over time.</p>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>The approach will directly impact on the health and independence people with complex lives.</p>
	<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Creating Jobs and Housing</i> • <i>Mayoral Priority: Safeguarding our Communities</i> • <i>Mayoral Priority: Bringing down the cost of living</i> 	<p>The approach will make a direct contribution the quality of the environment in the town centres.</p>
	<p>All families thrive.</p> <ul style="list-style-type: none"> • <i>Mayoral Priority: Protecting Doncaster's vital services</i> 	<p>The approach will connect to the operation of the Stronger Families model, which is the preventative level of work on complex lives.</p>
	<p>Council services are modern and value for money.</p>	<p>The approach will modernise and integrate the approach to supporting people with complex lives, reducing demand and costs of acute interventions.</p>
	<p>Working with our partners we will provide strong leadership and governance.</p>	<p>The approach will demonstrate the community leadership role of the council and stimulate a strong 'Team Doncaster' approach to commissioning and delivery.</p>

RISKS AND ASSUMPTIONS

11. The key risks associated with the overall approach recommended in this report are:-

i) The risk of partners not effectively collaborating to deliver the joint case management approach.

Senior leadership commitment from the key partners has been secured and this will be mitigated through ongoing partnership work which builds on work to date on a joint delivery approach. It will also be managed through the joint commissioning approach, which will call for the demonstration of a collaborative, genuinely integrated delivery model.

ii) This risk of weak relationships between accommodation and support plans.

The approach seeks to minimize this risk, by ensuring that the design of the model tightens the relationship between accommodation and support.

iii) The risk of the approach not being sustained beyond the pump priming grant funded period.

This will be managed through the Alliance Governance and joint commissioning process, which will require specific commitments to mainstream the approach beyond the grant funded period.

LEGAL IMPLICATIONS

12. The development of a partnership delivery model through the Place Plan will eventually require the agreement of specific joint accountability mechanisms. The proposal relating to contract extensions has legal implications and risks and these will be reflected in the more detailed report back to Directors on this.

FINANCIAL IMPLICATIONS

13. There are possible financial implications arising from the short term plans to create additional capacity to manage demand – to be reported back to Directors as necessary. The proposed review of commissioning will assess financial implications including demand and cost reduction and how planned DMBC budget reductions can be addressed.

HUMAN RESOURCES IMPLICATIONS

14. There are no immediate human resources implications arising from this report. The arrangements for recruitment of the case management and other staff recommended are currently being determined through partner discussions.

TECHNOLOGY IMPLICATIONS

15. The case management feature of the model requires a suitable IT system to support the integrated approach. This has been supported by the DMBC Information Governance Board and work is under way to devise an interim solution.

EQUALITY IMPLICATIONS

16. The proposals in this report seek to address significant challenges faced by a cohort of Doncaster citizens who experience significant disadvantage and are isolated from economic and social inclusion in many ways.

CONSULTATION

17. Key stakeholders involved in this work have been fully engaged in the complex lives prototype and in the development of the proposals contained within this report. The development of the new operating model involved specific understanding of the experiences of people with complex lives, including in depth ethnographic studies to inform the design of the model.

There is no wider requirement for consultation at this stage.

BACKGROUND PAPERS

18. The key background document is the Complex Lives draft system specification – output of prototype work attached as Appendix 1.

REPORT AUTHOR & CONTRIBUTORS

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