

OFFICER DECISION RECORD

For staff restructures, please also complete an RA1 form to update the HR Portal. This is attached at Annex 2.

Decision Ref. No:

AHWB/110/2017 New Operating Model for people with Complex lives

Box 1

DIRECTORATE: Adults Health and Wellbeing **DATE:** 23rd October 2017

Contact Name: Pat Hagan

Tel. No.: 01302 737609

Subject Matter: New Operating Model for people with Complex lives - use of Homelessness Support Grant funding

Box 2

DECISION TAKEN:

To allocate the DCLG Flexible Homelessness Support Grant and the Homelessness and Rough Sleeping Grant to establish a Complex Lives Team, fund a Single Point of Access Coordinator employed by St Leger Homes, establish an innovation fund (Changing Lives fund) and provide interim additional drug and alcohol support to the complex lives programme.

Box 3

REASON FOR THE DECISION:

Background

At a meeting of Directors on 12 June 2017, the proposal was supported to use funding from two specific government grants for homelessness and rough sleeping to commission the core elements of the new operating model for people with complex lives (people who experience a combination of challenges including homelessness, drug and alcohol addictions, mental ill - health, poor physical health, offending behaviour). The grant funding is the DCLG Flexible Homelessness Support Grant and the Homelessness and Rough Sleeping Grant.

This is a high priority area of work, where a small cohort of people generate a large, acute and expensive demand on multiple services. It is also closely connected to the success of town centres. The new operating model aims to drive down demand and costs and effectively manage an issue with a high political and media profile nationally and locally.

The proposed investment will provide increased capacity for multi-agency management of very complex cases and stimulate an accountable care delivery

partnership between DMBC, St Leger Homes, RDaSH and DCST and other partners including, South Yorkshire Police, Probation, Department for Work and Pensions – securing the level of joined up delivery required for people with complex lives. It will also improve access to move-on through the homelessness and supported housing system.

There is cross partner consensus that the use of this grant funding/investment be made subject to a specific agreement in relation to mainstreaming these functions before the specific grants expire.

The overall benefit to the council, its partners and the community as a whole is that it will make a significant contribution to preventing and tackling homelessness and rough sleeping and related issues (including drug and alcohol misuse, mental ill-health, offending and anti-social behaviour, begging) which are growing challenges across the UK including in Doncaster.

Effective investments in preventing and better managing these issues will improve quality of life for the individuals concerned and have wider community impacts, not least related to the attractiveness and success of town centres. This is a key priority within the emerging Mayoral programme and Doncaster Growing Together programme.

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, 'Team Doncaster' 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. It has aligned with Homelessness summit (December 2016), a review of the homelessness system and development of resettlement pathways and very intensive case work over this period focused on Doncaster town centre. All of this work has evidenced the need for (amongst other things) :

- A stronger multi-agency and proactive approach to preventing and managing homelessness and rough sleeping – at strategic and individual case level;
- To establish a Complex Lives Team of key workers to provide coordinated management of cases which require an integrated combination of support and services – including specialist support for very complex cases;
- Supplementing the team with specialist support as required e.g. drug and alcohol, mental health, floating support, housing
- 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.

To date the complex lives prototype 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.

This work has been taken forward in the context of the move toward integrated health and social care and an 'accountable care' model of delivery – being driven by the Doncaster Place Plan.

In the case of the complex lives work, this aims to strengthen the case and care management arrangements between:

- St Leger Homes (statutory responsibility for homelessness assessments and placing people in temporary accommodation and supported accommodation);
- RDaSH (responsible for drug and alcohol treatment, mental health and other health based treatment and support for homeless and rough sleepers);
- DMBC (Adults Social Care, Mental Health and Communities Service);
- Doncaster Children's Services Trust (for care leavers);
- Other partners including probation/community rehabilitation.

The basic principle here is that a stronger and more accountable partnership between the above partners should provide appropriate accommodation and a secure support plan that can help people towards successful resettlement.

Specific proposals for use of the grants

This report seeks approval to:

- Establish a Complex Lives team – employed by the Council
- Engage additional specialist support, initially to add additional drug and alcohol support capacity to the team
- Establish a complex lives innovation fund to make available a small discretionary fund to remove barriers to progress for individuals
- Fund the posts of a Single Point of Access Coordinator and support worker – employed by St Leger Homes.

Use of the funding for this purpose is completely aligned with the policy direction for which it is allocated.

Specific proposals are the creation of:

1. A Complex Lives team manager employed by the Council (grade 11) to provide leadership and direction to the team and the management of over highly complex cases together with some running costs and training costs.
2. Three Intensive Support posts employed by the Council (grade 8) to manage very intensive, complex cases. This will follow a recognised good practice model called Making Every Adult Matter (MEAM) with workers handling a small

number of cases (5-7) in a very intensive way. A national MEAM service will provide access to guidance and support and good practice;

3. Three Complex Lives Navigator posts employed by the Council (grade 7) to provide a case navigator role. These will coordinate homelessness and rough sleeping cases, but which are less complex and intensive, still requiring multi agency inputs. Navigators will manage approximately 15-20 cases at a time;
4. A new post to provide a single point of access coordinator employed by St Leger Homes for complex homelessness cases and appropriate routing to the correct type of accommodation and support. This will work as a key element of the St Leger Housing Options service and will also work alongside DMBC commissioners to stimulate and enable move on through the homelessness support system;
5. Provide a Drug and Alcohol support worker for specialist support in this area of work. This will be on an interim basis and will be provided by Aspire Drug and Alcohol service.
6. An innovation fund of £15,000 per annum to enable case workers to access small amounts of money to enable removal of practical barriers to progress.

Grant funding available

Doncaster has been allocated two specific grants targeted towards prevention and management of rough sleeping. These are:

- Flexible Homelessness Support Grant – allocated directly by DCLG to DMBC for preventing and dealing with homelessness (2017/18 £207k, 2018/19 £227k)
- Rough Sleeping Grant – allocated by DCLG following a bid process to a coalition between Doncaster MBC, Barnsley MBC, Rotherham MBC and Sheffield City Council (acting as the Accountable Body). Share of grant available to Doncaster is 2017/18 £37.5k, 2018/19 £37.5k. Funding is specifically targeted at development of coordinated case management, through a 'case navigator' model.

Employment of staff

Discussions between the key delivery partners and commissioners has determined that the most appropriate arrangements is for the staff to on permanent contracts by DMBC, except for the Single Point of Access worker and support worker who will be employed by St Leger Homes.

Sustainability - mainstreaming beyond grant period

The funding available is only secure until 31 March 2019, whilst the expectation is that the functions will be required beyond this.

Therefore work will be undertaken with the delivery partners about reviewing and mainstreaming services to enable these functions to be financed through a new model

in the future. For example this might include partners reviewing current services in light of the emergence of a wider partnership delivery model for these more complex cases, including consideration of redirecting resources released as a result of reduced levels of acute interventions.

Allocation of the funding will be conditional on a commitment to review and revise services and budgets to enable this. The sustainability plans should also be supported by effective performance monitoring and evaluation of the work – which Strategy and Performance Unit will support partners with.

Box 4

OPTIONS CONSIDERED & REASONS FOR RECOMMENDED OPTION:

The broad options considered for the use of the homelessness grant resources are:

- To invest in establishing the new operating model for complex needs, with a clear plan for sustainability. This supports our direction of travel and enables deep and sustained action on a key priority. This option also contributes directly to the vitality of Doncaster town centre. This is the preferred option.
- To provide a direct investment to support a single agency to manage the issues. This option does not secure the partnership model required and is not preferred.
- To use the resources to commission additional services and support from the market of providers, including community and voluntary sector. This option does not create the systemic case management required and is not preferred. The preferred model can stimulate the role of the community and voluntary sector, as part of a partnership approach to case management.

RECOMMENDED OPTION

The recommended option will create the integrated case management required for work with people with complex lives. The approach will stimulate the joint commissioning and partnership delivery model required to improve outcomes for this group and to reduce demand on a range of public services.

Box 5

LEGAL IMPLICATIONS:

Section 1 of the Localism Act 2011 gives the local authority the power to do anything that individuals may generally do.

Section 2B of the National Health Service Act 2006 (as amended by Section 12 of the Health and Social Care Act 2012) introduced a new duty on Councils in England to take appropriate steps to improve the health of the people who live in their area.

The Council has received grant from the Flexible Homelessness Support Grant and the Rough Sleeping Grant. The Council must ensure that these grants are used for the purpose they were received to avoid clawback.

When allocating the grants the relevant Director must ensure the financial procedure rules E17 is complied with to ensure that the council's interests are protected at all times.

A suitable funding agreement should be entered into with the grant recipient which should also include appropriate clawback.

For the employment of staff S112 of the Local Government Act 1972 allows a local authority to appoint such officers as are necessary for the proper discharge of its functions, on such reasonable terms and conditions as it thinks fit. Salary grade should be determined by job evaluation.

It is important that sight is not lost of the Council's recruitment and retention and vacancy management policies which should be followed.

Name: Nicky Dobson **Signature:** Via email **Date:** 24/10/2017
Signature of Assistant Director of Legal and Democratic Services (or representative)

Box 6**FINANCIAL IMPLICATIONS:**

The Flexible Homelessness Support Grant has been allocated to DMBC by DCLG and is intended to be used for preventing and dealing with homelessness. The allocations are £207k in 2017/18 and £227k in 2018/19.

The Rough Sleepers Grant has been allocated to Sheffield City Region and £37.5k per annum will be paid to DMBC in both 2017/18 and 2018/19. It is anticipated that Sheffield City Council will require information about outcomes and expenditure in order to complete their returns to Government.

The costs involved in providing the additional support proposed in this report can be fully met from within the specific grant funding available until 31 March 2019. The activity to be funded from the grants has been estimated to cost £160k in 2017/18 and £348k in 2018/19 – fully utilising the grant funding. This is summarised in the table below.

	2017/18 (£k)	2018/19 (£k)	Total
Expenditure:-			
Team Leader grade 11	23	56	
MEAM workers x 3 grade 8	44	107	
Navigators x 3 grade7	35	85	
Single Point of Access co-ordinator (SLH)	16	33	
Business support (SLH)	11	23	
Innovation fund	15	15	
Drug and alcohol support (ASPIRE)	9	9	
Running costs and training costs, vehicle and equipment	7	20	
Total Expenditure	160	348	508
Funding:-			
Flexible Homelessness Support Grant	207	227	427
Rough Sleepers Grant	37	37	74
Total Funding	244	264	508
Balance	-84	84	0

The table above shows that due to the new model commencing mid -financial year there is an unspent balance of £84k at the end of 2017/18. The grant would be treated as having “restrictions” which means we would carry it forward automatically at the

year-end through an earmarked reserve.

As the Homelessness Support Grant is a new grant received in the financial year in excess of £50,000 a report was produced for Directors to propose and approve how it would be spent in line with Financial Procedure Rule E.10. This ODR is essentially the same at the Directors report but with slightly updated costings. There are broad conditions attached to the grant.

There are currently two payments to external bodies agreed within this allocation. These are for the Drug and Alcohol Support and the payment to St Leger Homes (SLH) for two posts. Financial procedure rule E15 regarding the issue of grants will need to be followed which includes ensuring that a suitable funding agreement is in place.

Financial procedure rule E9 states that Directors are responsible for ensuring that action plans are in place (including exit strategies) for all external funding within the Directorate.

Name: Olivia Brown **Signature:** via e-mail **Date:** 26/10/17
Signature of Assistant Director of Finance & Performance
(or representative)

Box 7
HUMAN RESOURCE IMPLICATIONS:

The creation of this new team has been supported by Human Resources and evaluation of the roles mentioned has taken place as follows:

Team Leader JE ID 7353 @ Grade 11
MEAM Caseworker JE ID 7354 @ Grade 8
MEAM Navigator JE ID 7355 @ Grade 7

The new posts should be recruited to in line with DMBC's Safer Recruitment policy, initially open to Redeployees before being advertised internally / externally.

The understanding is that the roles will be permanent to attract applicants however should the funding cease it should be noted that employees who are employed after 6 April 2012 and have at least two years continuous service, accrue employment rights. Employees who complete 2 years continuous service accrue rights to a redundancy payment.

These posts will need creating on the HR Portal.

Name: Kelly Wilks **Signature:** By Email **Date:** 26th October 2017
Signature of Assistant Director of Human Resources and Communications (or representative)

Box 8**PROCUREMENT IMPLICATIONS:**

If approval is given, any subsequent procurement activity must comply with DMBC CPRs and any specific conditions in place to access the grant funding.

[redaction]

Name: Dan Charlesworth **Signature:**  **Date:** 24th October 2017
Signature of Assistant Director of Finance & Performance
(or representative)


Box 9**ICT IMPLICATIONS:**

There are no direct ICT implications in implementing the options considered in this ODR. ICT are currently undertaking a technical development to support the work of the Complex Lives agenda and this will be delivered in line with the requirements specified by the leading officer.

Requests for new users, technology and access should be submitted by the recruiting manager to ICT via the Service Desk (iServe) in a timely manner prior to any new starters commencing employment. It is also the responsibility of the recruiting manager to ensure all new starters complete the mandatory eLearning Modules and are aware of acceptable use policies.

Any further requirements identified should be submitted to the ICT Governance Board via Business Case for full consideration, including impacts on data and network security.

[redaction]

Name: Dan Parry **Signature:**  **Date:** 03.11.17
Signature of Assistant Director of Customer Services and ICT
(or representative)

Box 10**ASSET IMPLICATIONS:**

There are no implications arising from the recommendations of this report that impact on the use of DMBC assets beyond the need to accommodate the newly formed team recommended in the report. Liaison will be required with the Council's Worksmart Officer to ensure appropriate desk numbers are available.

Name: David Stimpson, **Property Manager.** **Signature:**  **Date:** 25 October 2017
Property Manager on behalf of Assistant Director of Trading Services and Assets

Box 11**RISK IMPLICATIONS:**

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 and that case workers have real authority to secure necessary support to manage these cases as a priority.


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 mainstreaming the approach beyond the grant funded period.

Box 12**EQUALITY IMPLICATIONS:**

The proposal to consult allocate the grant funding will have due regard to the Equalities Act 2010. We look for opportunities to promote equality, as well as identifying any actual or potential adverse impact so that, where possible, it can be removed or mitigated.

[redaction]

Name: Pat Hagan **Signature:**  **Date:** 23.10.17
(Report author)

Box 13**CONSULTATION**

A wide range of officers from Regeneration and Environment, Adults, Health and Wellbeing and Finance and Corporate services have been consulted on the development of the Complex Live programme. Other key stakeholders are actively involved in the Complex Lives Alliance and include the Council, Aspire, RDaSH, St Leger Homes, CCG, DB, Doncaster Children's Services Trust, SY Police and DWP. There is universal support for the proposed approach as set out in this report.

Members

The Executive Board and Cabinet has received a briefing and agreed a recommendation to establish the Complex Lives Alliance, The Labour Group has also received a briefing conduct. The Cabinet Members for Communities, the Voluntary Sector and Environment, Adult Social Care, Public Health, Leisure and Culture and Housing and Equalities have been consulted and briefed.

Box 14

INFORMATION NOT FOR PUBLICATION:

In accordance with the Freedom of Information Act 2000, it is in the Public's interests for this decision to be published in full, redacting only the signatures.

Name: Gillian Parker Signature: by email Date: 07/11/2017
Signature of FOI Lead Officer for service area where ODR originates

[redaction]

Box 15

Signed: _____ Date: 09/11/2017
Director of People Damian Allen

Signed: _____ Date: _____
Additional Signature of Chief Financial Officer or nominated representative for Capital decisions (if required)

Signed: _____ Date: _____
Signature of Mayor or relevant Cabinet Member consulted on the above decision (if required).

- This decision can be implemented immediately unless it relates to a Capital Scheme that requires the approval of Cabinet. All Cabinet decisions are subject to call in.
- A record of this decision should be kept by the relevant Director's PA for accountability and published on the Council's website.
- A copy of this decision should be sent to the originating Directorate's FOI Lead Officer to consider 'information not for publication' prior to being published on the Council's website.
- A PDF copy of the signed decision record should be e-mailed to the LA Democratic Services mailbox