

APPENDIX 1

OFFICER DECISION RECORD 1 FORM

This form should be used to record Officer Decisions in Excess of £100k (but below the key decision threshold), or where required by Financial, Contract or other Procedure Rules or following formal delegation from Cabinet or a Cabinet Member or a Council Committee.

Decision Reference No: AHWB.026.2020 Complex Lives Extension

BOX 1

DIRECTORATE: Adults, Health & Wellbeing

DATE: 9th November 2020

**Contact Name: Debbie McKinney
Complex Lives Team Manager**

Tel. No: 01302 737742

Subject Matter: Better Care Fund: Request for 12-month extension to existing Complex Lives contract.

BOX 2

DECISION TAKEN

To agree with the recommendation from Joint Commissioning Operational Group (JCOG), approved by Joint Commissioning Management Board (JCMB) on 29th October 2020, to contribute £281k to the funding of the Phase 2 developments of the Complex Lives Alliance model for 12 months. This is commencing from 1st April 2021 from the Better Care Fund, Non-Recurrent Earmarked reserve, subject to the Clinical Commissioning Group (CCG), Council and other partners coming together to assess existing funding streams and connect existing activity.

This decision is in accordance with recommendations made in a Cabinet Report dated 27th March 2018 which approved the spending plan for the non-recurring BCF Ear Marked Reserve as set out in the report: and delegated detailed spending decisions for the implementation of the Doncaster Place Plan £3M, other Integrated Functions £0.7m and unallocated balance £0.7m, to the Director of People in consultation with the Chief Finance Officer and relevant Portfolio Holder.

BOX 3

REASON FOR THE DECISION

In 2019, Doncaster commissioned Imogen Blood Associates (IBA) to undertake an independent review of homelessness and rough sleeping. The review identified that those accessing the Home Options Service have a high level of additional support needs:

- 72% of those presenting as homeless had additional support needs (compared to half of those presenting nationally/regionally) and 37% of these featured physical and mental health.
- Mental health is the most frequently noted, in line with the national picture.
- Those presenting as homeless in Doncaster have higher levels of multiple needs than the national/regional average.
- Support providers and other professionals working with those experiencing homelessness confirmed high levels of complexity, including poly-drug (including Spice) use, alongside mental health problems (often linked to past trauma) and 'revolving doors' through homelessness, prison and housing instability.

The IBA review recognised the health aspects of Doncaster's response to tackling homelessness and rough sleeping such as the provision of the Wound Care Clinic and GP at the Complex Lives Drop In. Groups have been set up around mental health, breast cancer awareness as well as a Hepatitis C awareness. More recently, Doncaster is exploring opportunities with Public Health England (PHE) regarding:

- health needs of rough sleepers including interventions already in place, good practice examples and where/how PHE can assist going forward as part of a Yorkshire and Humber regional initiative
- dental provision and the feasibility of some targeted work for homeless people in conjunction with NHS England

The NHS Long Term Plan notes the increase in numbers of people rough sleeping in recent years and that people affected by homelessness die, on average, around 30 years earlier than the general population. Outside London, where people are more likely to sleep rough for longer, support needs may be higher. 31% of people affected by homelessness have complex needs, and additional financial, interpersonal and emotional needs that make engagement with mainstream services difficult. Consequently the Plan sets out specific action to provide outreach services to people experiencing homelessness.

The above reinforces the importance of Complex Lives as a key component of the borough's efforts to tackle homelessness and rough sleeping.

Complex Lives is one of the original areas of opportunity in the Place Plan, established to develop the integration of health and social care services in response to a major homelessness challenge in the borough. The programme is a whole system with an integrated delivery team at the core providing wrap-around support for people who have become locked in a cycle of homelessness, rough sleeping, addiction, offending behaviour, poor physical and mental health - often underpinned by deep trauma.

Currently, there are 111 cases on the Complex Lives cohort and rough sleeper numbers are in the region of 20, mostly in the town centre.

Capacity within the Complex Lives Team has developed during the previous period of funding, which has enabled operational management of more complex cases. This has proved an

important resource as existing services are not set up to deal with the complexity of issues involved. Over time the team has become more integrated and effective through:-

- Co-location with Complex Lives team of the Single Point of Access function;
- Doncaster Council Housing Benefits Officer seconded to team
- 2 x Riverside outreach workers seconded to the team
- Dedicated Drug & Alcohol worker
- Department for Work and Pensions (DWP) worker
- Housing Options worker
- Doncaster Rape and Sexual Abuse Counselling Service (DRASACS) trauma worker commissioned for 2 days per week
- Amber workers (sex outreach service) aligned with team
- Changing Lives Link Worker seconded into team
- Doncaster Minster Pathways worker to be seconded to the team

This is in addition to a core team of a Team Manager, a senior caseworker, 4 MEAM (Making Every Adult Matter) workers and 6 Navigators alongside business admin support. Complex Lives now operates out of a multi-agency community hub in partnership with changing lives, this has allowed the provision of groups and drop-ins such as:

- Pathways (multi-agency drop-in for support)
- DWP drop-in for support around benefits work and training
- Healthy eating, arts and crafts and various other activities for health and wellbeing

This outline business case presents a request for continuation of Better Care Fund (BCF) support for the next phase of delivery leading to the mainstreaming of the Complex Lives service. This will also support delivery of the Homelessness and Rough Sleeping Strategy 2019-2024 (developed and informed by the findings of the IBA review) and the emerging delivery plans, which contain priority areas relevant to Complex Lives. This is also reflected in the Joint Commissioning Strategy delivery plans (Living Well) of which homelessness is a priority population. These include supporting rough sleepers to a life away from the streets as well as providing the wraparound support within Doncaster's Housing First project, which is a developing initiative in the borough providing accommodation and support for people with multiple disadvantages where they are less suitable for mainstream offers of accommodation and support.

Complex Lives has been a key component of the COVID19 response in Doncaster through supporting local efforts under the national 'Everyone In' initiative whereby government required local authorities to provide emergency accommodation with the aim of reducing rough sleeper numbers in recognition of the particular health risks posed by COVID19 to this vulnerable population.

COVID19 has had an impact on the development and implementation of the Homelessness and Rough Sleeping Strategy delivery plans. In addition, the identification of a sustainable funding model for Complex Lives going forward has also been put on hold.

A future delivery model should be considered and an exit strategy should be identified. Both the Council and CCG shall be nominating its representatives for the sustainable funding steering

group. It is intended that the Task and Finish Board will be cited in the newly convened Homelessness Board.

BOX 4

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

This submission covers a range of developments, all of which have been identified through action learning from the Complex Lives work to date. In each case they are regarded as the best available options to enhance the model in ways which responds to local context and learnings.

BOX 5

LEGAL IMPLICATIONS

Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.

The Care Act 2014 places a number of duties to promote an individual's wellbeing, ensuring that care and support provision is integrated together with other health provision.

It should be noted that Cabinet approved to delegate detailed spending decisions for the implementation of the Doncaster Place Plan £3m, other Integrated Functions £0.7m and unallocated balance £0.7m, to the Director of People in consultation with the Chief Finance Officer and relevant Portfolio Holder, on the 27th March 2018.

Name: _Nicky Dobson_ Signature: __by email__ Date: __19th November 2020 _____

Signature of Assistant Director of Legal and Democratic Services (or representative)

BOX 6**FINANCIAL IMPLICATIONS:**

The business case to extend the Complex Lives scheme for a further year to March 2022 was approved at JGOG on 27th October 2020 and subsequently approved by virtual sign off with JCMB members. This scheme will be funded from the Better Care Fund Earmarked Reserve as part of the Place Plan

Cabinet approved to delegate detailed spending decisions for the unallocated balance of non-recurring BCF earmarked reserve to the Director of People in consultation with the Chief Finance Officer and relevant Portfolio Holder on the 27th March 2018.

Name: Helen Rowlands Signature: by email Date: 11/11/20

Signature of Chief Financial Officer and Assistant Director of Finance (or representative)

BOX 7**OTHER RELEVANT IMPLICATIONS**

 N/A

Name: _____ **Signature:** _____ **Date:** _____

Signature of Assistant Director (or representative)

ANY IMPLICATIONS SENT TO DEPARTMENTS SHOULD GENERALLY BE SUBMITTED AT LEAST 5 WORKING DAYS IN ADVANCE TO ENSURE THESE CAN BE GIVEN THE RELEVANT CONSIDERATION.

BOX 8**EQUALITY IMPLICATIONS:**

The work of the Complex Lives Alliance is supporting some of the most vulnerable, disconnected and disenfranchised people in Doncaster. This is a group of people who experience multiple disadvantage and who have in many cases experienced adverse childhood experiences and trauma. The extension supports Phase 2 which assists vulnerable people with complex needs.

BOX 9**RISK IMPLICATIONS:**

Key risks stated in the business case are concerned with:

- A lack of resources to maintain and continue momentum of the delivery model, short term external funding coming to and not being able to identify a new funding source
- Shortage of staffing to deliver the service due to possible implications of COVID-19 second wave

- Lack of capacity to deliver a key strand of Doncaster's Homelessness and Rough Sleeping Strategy (Housing First)

Risk of slipping back to 'fire - fighting' of supporting rough sleepers on street

The income details in the business case assume continued receipt in 2021/22 of Ministry of Housing, Communities and Local Government Flexible Homelessness Support Grant, which is not at this point confirmed but thought likely. This situation will be kept under review and any change implications and mitigation for 2021/22 reported to JCMB.

**BOX 10
CONSULTATION**

The members of the Complex Lives Alliance and Complex Lives/Town Centre Bronze, Silver, Gold governance groups have been engaged in discussions about next stage developments. The Complex Lives model was developed through a process of detailed engagement with stakeholders and using evidence and insights from people with lived experience.

**BOX 11
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: _19/11/2020_

Signature of FOI Lead Officer for service area where ODR originates

**BOX 12
BACKGROUND PAPERS**

Please confirm if any Background Papers are included with this ODR **YES/NO**

(If YES please list and submit these with this form)

**BOX 13
AUTHORISATION**

Name: Phil Holmes Signature:  Date: 23/11/2020

Director of Adults Health and Wellbeing

Does this decision require authorisation by the Chief Financial Officer or other Officer

YES/NO

If yes please authorise below:

Name: Faye Tyas Signature:  Date: 19/11/2020

Chief Financial Officer

Name: Cllr Rachael Blake Signature:  Date: 19/11/2020

Designation Cabinet Member for Adult Social Care

(e.g. Mayor, Cabinet Member or Committee Chair/Vice-Chair)

Declaration of Interest **YES/NO**

If YES please give details below:

PLEASE NOTE THIS FORM WILL BE PUBLISHED ON THE COUNCIL'S WEBSITE IN FULL UNLESS IT CONTAINS EXEMPT OR CONFIDENTIAL INFORMATION.

Once completed a PDF copy of this form and any relevant background papers should be forwarded to Governance Services at Democratic.Services@doncaster.gov.uk who will arrange publication.

It is the responsibility of the decision taker to clearly identify any information that is confidential or exempt and should be redacted before publication.