

THURSDAY 12th MARCH 2015**REPORT OF THE PORTFOLIO HOLDER FOR HOUSING & WASTE MANAGEMENT****SERVICE PROVISION FOR CUSTOMERS WITH COMPLEX NEEDS****PURPOSE**

To update Cabinet regarding the approach that has been developed to prevent delayed discharge from hospital that is related to housing issues and to provide housing support to vulnerable households. To seek Cabinet approval to further develop and widen this approach by engaging a suitably qualified partner organisation to deliver a comprehensive crisis intervention and support service for customers with complex needs who are homeless or at risk of becoming homeless.

RECOMMENDATIONS

That Cabinet agrees to a tender exercise being undertaken to engage a suitably qualified organisation to deliver a comprehensive crisis intervention and support service for customers with complex needs.

That Cabinet agrees to the use of £30k Homelessness Prevention funding and £15K HRA resources to support the delivery of the scheme for an initial 12 month period

EXECUTIVE SUMMARY

In line with the Council's ambitions contained within its Healthier Housing Strategy, the Council is actively working with partner organisations to ensure housing activity is aligned to the health agenda and contributes to improved health outcomes for local people.

As part of this approach, the Council's Strategic Housing Service has worked with health colleagues including the CCG to explore how residents might be effectively supported to return to their own accommodation and prevent expensive delayed discharge and unnecessary pressure on acute care hospital beds where the delay to returning home is due to housing related issues.

Cabinet received a report July 2014 outlining the impact of the withdrawal of Supporting People funding by the County Council. The withdrawal of Supporting People funding has resulted in a reduction in important services to support households with complex needs. The Council has been pro-active in responding to the needs of these households and has worked with partners to mitigate the impact.

As per the Cabinet Report of 3rd April 2014, the pilot "Hospital to Home" scheme was developed and delivered to seek to reduce the risk that Tamworth residents are discharged from Good Hope Hospital or the George Bryan Centre without their housing needs being addressed aiming to improve overall outcomes and reduce readmissions to hospital. . Additional funding received from the Department of Health enabled further development of the pilot scheme to add a Complex Needs Worker element to the evolving "Hospital to Home" approach.

This strengthened the approach being developed and ensured service coverage for residents

with more complex needs that would otherwise not have been incorporated into the scheme due to the specialist nature of this type of work.

As the “Hospital to Home” approach was developed, it became evident via a review of the pilot project that the potential to further develop the approach into a permanent, comprehensive crisis intervention and support service for customers with complex needs should be taken forward. Recent cuts in Supporting People funding and the resultant loss of services in Tamworth designed to support vulnerable residents has reinforced the need to establish permanent service provision and support for vulnerable customers with a range of needs.

The pilot “Hospital to Home” project comes to an end in March 2015. It is therefore proposed that £30k Homelessness Prevention funding and £15K HRA resources are utilised to support the delivery of the scheme for an initial 12 month period. On approval of this report, a tender exercise will be undertaken to engage a suitably qualified organisation to work with the Council and other partners to ensure gaps in service provision as a result of Supporting People cuts are re-established and a comprehensive crisis intervention and support service for customers with complex needs who are homeless or at risk of becoming homeless is effectively delivered.

This will enhance other services now emerging within Tamworth including those commissioned through the Locality Commissioning Prospectus and featured elsewhere on the Cabinet agenda.

It is anticipated that future commissioning of these services will form part of a locality and joint commissioning approach currently developing in Tamworth and discussed elsewhere in the Cabinet agenda. As the scheme has benefits in reducing demand across a number of sectors including social care and health, a locality commissioning approach will provide a potential opportunity for other partners to offer financial support to the scheme in support of prevention and demand management approaches.

This scheme provides an important step in rebuilding the capacity lost through the withdrawal of Supporting People funding. Further programmes and initiatives are currently being developed which will strengthen the range of support available to the most vulnerable residents.

OPTIONS CONSIDERED

Option	Benefits	Risks
Do nothing	No expenditure	Lack of support for vulnerable households leading to poor outcomes resulting in increased demand, risks to individuals and organisations.

Deliver services in house	Increased capacity within TBC	Support services are specialist services It is beneficial for there to be third party involvement to ensure no loss of focus Third party provider will bring potential to attract further resource and potential for other partners to fund in the future Increased TBC exposure with staffing risks
Commission Service as described	Ensures third party expertise and neutral approaches Reduced risks for TBC Demand management from prevention benefits Potential for for partner funding in the future	Poor response from tender- mitigated by market development undertaken

RESOURCE IMPLICATIONS

In order to take this work forward beyond the “Hospital to Home” pilot stage, it is proposed that £30K of Homelessness Prevention funding and £15K HRA resources be utilised to develop a fully formed, effective and value for money service as highlighted above. The HRA element can be met from existing budgets and future resource requirements can be scoped when the outcome to the initial appointment has been evaluated.

The use of these existing resources will enable the appointment of a suitably qualified organisation to deliver these services in partnership with the Council and other stakeholders. A formal tendering process will commence on approval of this report with the anticipated appointment of a delivery agent expected in April 2015.

This arrangement will cover an initial 12 month period. It is intended the organisation delivering the service will further refine the approach and consider the wider implications of Supporting People cuts in meeting needs into the future, which could include additional resource requirements where there is added value to the Councils core business.

Provision for the delivery of these services beyond the initial 12 month period will be incorporated into the next round of commissioning in early 2016. In time, it is intended this approach to meeting the needs of customers with a range of complex needs will facilitate the pooling of resources across organisations with the intended outcome being to better deploy ever decreasing public resources to generate positive, value for money outcomes in line with Government, CCG, Social Care and the Council’s aims and objectives.

LEGAL/RISK IMPLICATIONS BACKGROUND

There are no identified legal risks within the proposed approach.

The service will be subject to a formal tendering process in line with the Council’s agreed policies and procedures. It is important to note that a transparent tendering process will be essential so as not to put the current provider of the “Hospital to Home” pilot at an unfair advantage against other potential service providers. This should subsequently mitigate the risk of legal challenge relating to this matter.

A key risk is that those residents who have been affected by the withdrawal of Supporting People funding and the resultant loss of services and support will not have adequate support

in place. This risk can be addressed by having support in place via the proposed service. Similarly, those residents who have received assistance under the "Hospital to Home" pilot or come into contact with the Council because they are homeless / threatened with homelessness will receive specialist support that will ultimately enhance their health and wellbeing and reduce demand on services in dealing with the negative outcomes and unresolved cases.

Additionally, reputational risk to the Council may occur if services to support vulnerable residents with complex needs are reduced further and in effect reinforces the negative impact already made by the withdrawal of services previously delivered under the Supporting People programme.

SUSTAINABILITY IMPLICATIONS

Demand Management

The Council has for many years taken a prevention approach to tackling homelessness seeking to offer support to households in meeting their own housing needs wherever possible. The proposal within this report offer an opportunity for the Council to manage future demand in a number of ways:

By working with health colleagues to ensure a successful return to home from hospital the project has value in preventing further admissions for those households. This helps to reduce demand on NHS services and provides best outcomes for the households involved

Households with multiple and complex need place a disproportionate burden on a range of services. It is challenging for the Council to seek to deal with housing issues for individuals who have a range of other problems. By ensuring that a flexible and expert service is available to support such households to navigate the range of services required the Council will be able to focus on its own role. This will help to reduce demand on already overstretched services.

Some households, once re-housed, require on ongoing support to ensure that they are able to successfully sustain their accommodation. This support helps to ensure that households are able to budget properly, avoid problems of anti-social behaviour and are able to contribute to their communities in a sustainable way. This reduces demand in dealing with the negative outcomes for the above including rent arrears and other debts, neighbour disputes and harassment and social isolation leading to poor health and wellbeing.

BACKGROUND INFORMATION

In line with the Council's ambitions contained within its Healthier Housing Strategy, the Council is actively working with partner organisations to ensure housing activity is aligned to the health agenda and contributes to improved health outcomes for local people.

As part of this approach, the Council's Strategic Housing Service has worked with health colleagues including the CCG to explore how residents might be effectively supported to return to their own accommodation and prevent expensive delayed discharge and unnecessary pressure on acute care hospital beds where the delay to returning home is due to housing related issues.

Cabinet received a report on July 2014 outlining the impact of the withdrawal of Supporting People funding by the County Council. The withdrawal of Supporting People funding has resulted in a reduction in important services to support households with complex needs. The Council has been pro-active in responding to the needs of these households and has worked with partners to mitigate the impact.

For example, the Council worked with partners and utilised Homelessness Prevention Grant

to ensure residents at Metropolitan Support Trust's Summerfield Close scheme were not made homeless as a result of the planned closure of the scheme following cuts in Supporting People funding. As residents of the scheme were vulnerable due to various issues affecting their mental health and wellbeing, they were supported throughout the process of them moving out of Summerfield Close into new accommodation, with many of them moving into Council owned housing. Consequently, these types of scenario will in all likelihood necessitate further support is required and it is envisaged the proposed service will contribute to addressing the void left by the withdrawal of Supporting People funded services by ensuring ongoing support solutions to residents are available to prevent further crisis situations arising and the potential threat of homelessness and worsening health and well being outcomes.

As per the Cabinet Report of 3rd April 2014, the pilot "Hospital to Home" scheme was developed and delivered to ensure that no Tamworth residents are discharged from Good Hope Hospital or the George Bryan Centre without their housing needs being addressed and to ensure a noticeable reduction in delayed discharges resulting from housing issues, shorter inpatient stays, reduced admissions due to housing related issues and prevention of 'revolving door' re-admissions to hospital.

A successful bid to the Department of Health (DoH) Homelessness Hospital Discharge Fund enabled further development of the pilot scheme to add a Complex Needs Worker element to the evolving "Hospital to Home" approach.

This strengthened the approach being developed and ensured service coverage for residents with more complex needs that would otherwise not have been incorporated into the scheme due to the specialist nature of this type of work.

As the "Hospital to Home" approach was developed, it became evident via a review of the pilot project that the potential to further develop the approach into a permanent, comprehensive crisis intervention and support service for customers with complex needs should be taken forward. Recent cuts in Supporting People funding and the resultant loss of services in Tamworth designed to support vulnerable residents has reinforced the need to establish permanent service provision and support for vulnerable customers with a range of needs.

The pilot "Hospital to Home" project comes to an end in March 2015. It is therefore proposed that £30k Homelessness Prevention funding and £15K HRA resources are utilised to support the delivery of the scheme for an initial 12 month period. On approval of this report, a tender exercise will be undertaken to engage a suitably qualified organisation to work with the Council and other partners to ensure gaps in service provision as a result of Supporting People cuts are re-established and a comprehensive crisis intervention and support service for customers with complex needs who are homeless or at risk of becoming homeless is effectively delivered.

The services commissioned will seek to meet the needs of customers with a range of needs utilising the following criteria with the main focus being on those who are homeless and chronically excluded from services. A customer is defined as falling into the cohort of 'Complex and Multiple Need' (CMN) if they are:

- Homeless or insecurely housed (including living in hostels or temporary accommodation or in settled accommodation but at risk of eviction)
- At risk of coming to serious harm and / or at risk of perpetrating serious harm on others
- Suffering from mental ill health or Personality Disorder

Plus one or more of the following:

- Physical ill health, socially isolated, learning disability, problematic substance misuse, history of chaotic or anti-social behaviour, history of criminal activity, poor personal

care, history of sex working, background in care or have had their own children removed by social services.

Additionally, clear outcomes, aims and objectives for the service have been identified as follows:

Project outcomes

- To deliver a multi tiered approach to supporting individuals who have complex needs and require crisis intervention and ongoing support to prevent them from going back into crisis
- To deliver an advice and support service for those who do not meet the definition of complex needs but may require some support to prevent them from getting into a crisis situation
- Improve the lives of those living with severe and complex needs
- Enable people to maintain an independent and healthy lifestyle
- To develop a strategic partnership with the service provider to ensure a co-ordinated, value for money approach to the provision of support services for vulnerable customers in Tamworth

Project aims

- To offer a comprehensive flexible tiered approach to support and advice for those who may have complex needs and be facing a crisis situation and support and advice to individuals to allow them to remain in their own homes and prevent crisis situations arising
- Prevent homelessness and improve health in the Borough

Project objectives

- Ensuring good quality services, which are delivered as efficiently and effectively as possible across agencies to offer a joined up approach to support for individuals
- Establish a better understanding of key partners agendas and delivery constraints to facilitate joint working

To contribute and deliver against key partners agendas such as Tamworth Borough Councils Healthier Housing Strategy and the Healthy Tamworth Project

REPORT AUTHOR

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