

LINCOLNSHIRE HEALTH AND WELLBEING BOARD

Open Report on behalf of ACTION Lincs Partnership

Report to	Lincolnshire Health and Wellbeing Board
Date:	7 March 2017
Subject:	'ACTION Lincs' - Tackling Entrenched Rough Sleeping in Lincolnshire (Social Impact Bond Funding)

Summary:

In 2016, the Department for Communities and Local Government (DCLG) made £10m outcomes funding available to enable local commissioning of Social Impact Bonds (SIB) in order to support the most entrenched rough sleepers by helping them into accommodation and to address their other needs through intensive and tailored support, as well as enabling an integrated strategic approach to tackling rough sleeping. A collaboration of Lincolnshire organisations recently submitted a successful bid for £1.3m. Lincolnshire is one of eight successful SIB areas across the country.

This report is for information and provides the HWB will an overview of the project in Lincolnshire.

Actions Required:

The Health & Wellbeing Board is asked to note the content of this report.

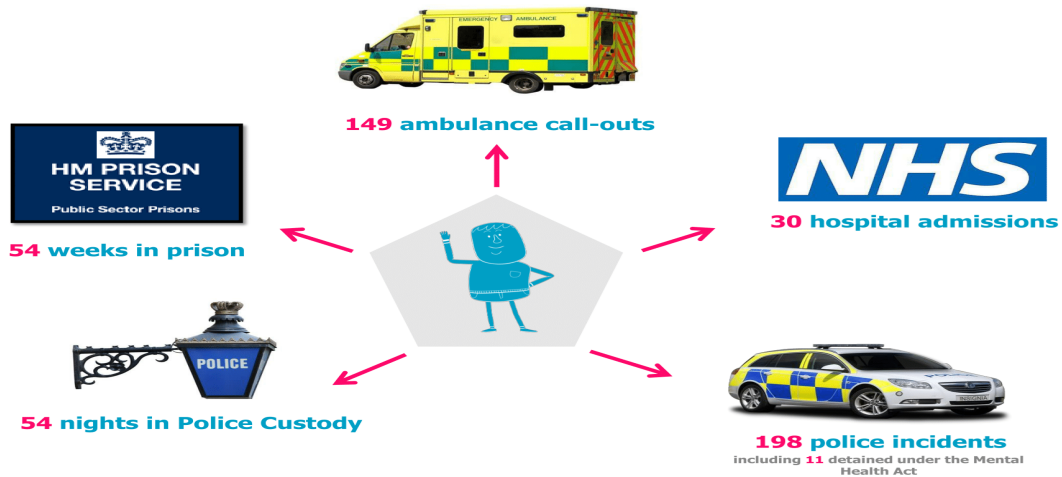
1. Background

Context

Rough sleeping continues to increase nationally, regionally and locally. Rough sleeping in Lincolnshire continues to rise despite the success of the street outreach service which has supported over 250 people to exit the streets. Across Lincolnshire there has been an increase in rough sleeping as a result of evictions, difficulties in accessing affordable housing and through barriers to accessing mainstream housing, health and support services.

It is increasingly difficult to meet the needs of the most vulnerable, complex individuals within existing services and systems and through traditional methods of engagement. There are no specific services for those with the most complex needs.

Improving outcomes for entrenched rough sleepers will have a positive impact across housing, health & criminal justice services. The cost to the public purse (health & criminal justice) of just one entrenched rough sleeper in Lincolnshire over a four year period has been calculated as £215,000.



Collaborative work on homelessness is well established across Lincolnshire. It is based on the strength of this collaborative approach and opportunity to build on existing provision and evidence base that Lincolnshire was able to present a strong and successful application for Social Impact Bond funding.

Overview of Social Impact Bond Funding Model

Through its 2016 homelessness prevention programme in 2016, DCLG made £10m outcomes funding available to enable local commissioning of Social Impact Bonds to support the most entrenched rough sleepers by helping them into accommodation and to address their other needs through intensive and tailored support, as well as enabling an integrated strategic approach to tackling rough sleeping. Preference was given to multi-agency partnerships from across the wider public sector and, where appropriate, across geographical boundaries to develop a genuinely integrated approach to tackling rough sleeping that takes account of the multiple, complex and diverse needs of this vulnerable client group.

The Social Impact Bond outcomes funding model is set out below. Lincolnshire County Council (LCC) will act as commissioner for the ACTion Lincs project. A provider has already been secured through approval for the existing LCC contract with P3 to be varied to incorporate this project. It will be the responsibility of the provider to secure social investment.



Evidencing the need for a different approach to tackle entrenched rough sleeping in Lincolnshire

An analysis of Lincolnshire's street outreach service data (July 2015 – October 2016) showed that:

- 540 individuals seen rough sleeping at least once
- 156 different individuals seen rough sleeping six or more times and/or seen rough sleeping less than six times but known to homelessness services for more than three years. Of these:-
 - 55% (86) accommodated at least once but returned to the streets
 - 91% (142) have support needs around substance misuse
 - 83% (129) have an offending history
 - 30% (47) have support needs around mental health *
 - 8% (12) have a schizophrenia diagnosis (4 detained in hospital directly from the streets)
 - 17% (26) have long term physical health conditions *
 - 6 confirmed as deceased (a further 3 are believed to have died but weren't known to services at the time of their death)

** Likely to be higher, however; difficulties accessing services*

Current barriers to tackling entrenched rough sleeping in Lincolnshire

- *Housing related support model* – Current supported accommodation services rely on individuals being able to fit into a structured model of support. The model is transitional in nature, providing 'generic', time limited support, for up to nine months. Traditionally, this client group have been unable to progress through this into their own accommodation. Clients are considered too 'high risk' and being declined/evicted from services due to them not being able to manage risk because of communal facilities and high support needs.

- *Street Outreach Team* – Contracted to deliver brief interventions supporting people off the streets into accommodation. Restrictions include lack of specialist roles and limited capacity to deliver intensive, longer term support.
- *Mental health services exist, but are inflexible to the needs of entrenched rough sleepers*: Entry into services, unless detained under the Mental Health Act, is via GP referral or A&E presentation. Currently, there is no service that assertively engages in a community setting unless there is a statutory duty for aftercare. Individuals are reaching crisis point before interventions are offered. Sporadic client engagement leads to discharge when support is needed the most.
- *Substance misuse services* exist, but current support offered by single provider at limited locations/times.
- *Inflexibility from GPs* - Appointments not offered in advance. Patients have to call at 8 a.m. on the day. Appointments offered on a first come first serve basis.
- *No formal Hospital/Prison discharge pathways* – Individuals are revolving between homelessness, Prison and Hospital.
- *Adult social care* – A need to move to a consistent assessment timescale for both physical and mental health needs (*note: this has now been addressed*)

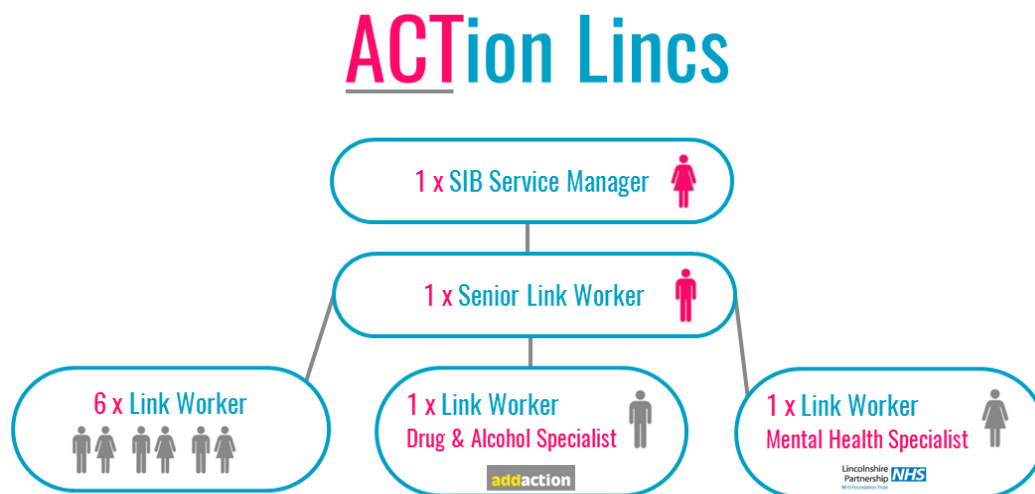
Overview: the ACTion Lincs Project:

Referral & Cohort Identification: Eligibility criteria for the project is defined by the DCLG parameters for the bid:

- Aged over 18, and;
- Single or not living with their family and;
- Not pregnant and without dependent children, and;
- Homeless as defined in the homelessness legislation,
- A history of rough sleeping (seen rough sleeping at least six times over the last two years), and
- Has at least two other complex needs, including but not necessarily limited to:
 - Substance misuse or
 - A history of offending (five+ offences in the last five years or one offence in the last year)
 - A history of anti-social behaviour
 - Mental health problems (including self-reported)
 - A history of rough sleeping (seen rough sleeping at least six times over the last two years), and;
- Are currently not being adequately or effectively supported through existing service provision.

Initially, to identify the cohort, data from 'The Avenue' will be matched against eligibility criteria to determine access to the service. Referrals from other partners will be accepted.

Operational Delivery: ACTion Lincs will support approximately 120 individuals for a four year period. Delivered by a co-located **Assertive Community Team** (ACT), the service will comprise of eight 'Link Workers', two of whom will be specialists seconded from Lincolnshire Partnership NHS Foundation Trust (LPFT) and Addaction bringing specialist knowledge, streamlined treatment pathways and a critical link back into those services.



Support will be provided in any setting and at any time, focussing on understanding and meeting the needs and aspirations of individuals within the cohort, and linking them with local services through innovative, personalised solutions for clients working outside of traditional methods of engagement

Accommodation is a key factor in the success of the model. Accommodation will be sourced through a number of means based on individual need, stock availability and suitability.

Collaboration, Governance and Oversight: A multi-agency steering group will be developed to:

- Provide strategic direction and engage stakeholders and local commissioners.
- Ensure that the project integrates and complements existing services.
- Ensure effective, efficient communication with partners and relevant strategic forums.
- Ensure fair, equitable and co-ordinated access to the service.
- Play an active role in overcoming barriers to enabling change for the cohort.
- Ensure alternative services are offered for those that do not meet the thresholds for this service.
- Use evidence from the project to inform prevention activity (housing, health, criminal justice) and future commissioning opportunities.

Integration and Strategic Fit

Countywide Approach to Tackling Homelessness

- Well established countywide strategic partnerships (Lincolnshire Homelessness Strategy Group and, at a senior level, the District Housing Network (DHN)) consisting of statutory and voluntary sector partners with a shared approach to preventing homelessness.
- Countywide homelessness strategy (Since 2002) with rough sleeping as a main priority since 2012.
- LCC have maintained investment in housing related support provision.

Health

- The partnership will build upon national statutory requirements such as The Care Act (2014) which now makes a requirement for closer co-operation between health, care and services that address the wider determinants of health, including housing, to deliver whole systems, outcomes based support to meet individual needs.
- Housing identified as a key priority for Lincolnshire in the Joint Health and Wellbeing Strategy 2013 - 2018. The Lincolnshire Health and Wellbeing Board (HWBB) is one of only 12 (out of 150) across the country to have identified it as such.
- Engagement with Joint Strategic Needs Assessment as the evidence base to understand the issues regarding Housing and Health and future commissioning options.
- Opportunity to demonstrate impact on local ambitions related to hospital admissions/discharges, subsumed within the local Better Care Fund (BCF). Potential for future financial support via the BCF.

Criminal Justice

Complements the Police & Crime Commissioners 'Safer Together' objectives:

- Create a coherent approach to managing offenders released from prison to maximise the chance of rehabilitation and reduce re-offending, joining up probation, health, housing, skills and employment interventions

Community Safety Partnership focuses on reducing offending through:

- Improving housing options & outcomes for offenders.
- Reducing rough sleeping.
- Integrated approach to supporting prolific offenders who are homeless.

Safeguarding

Complements Lincolnshire Safeguarding Adults Board (LSAB) ambition to 'make safeguarding personal':

- Many entrenched rough sleepers have health and care needs which are not being met, exposing them to significant risk of abuse/harm and self-neglect.
- The LSAB, underpinned by the Care Act, presents an opportunity to overcome barriers to safeguarding rough sleepers, ensuring strong links with safeguarding adults systems.

Genuine Partnership Collaboration

The strength of this bid was the genuine partnership collaboration behind it. It was readily acknowledged that improving outcomes for entrenched rough sleepers will have a positive impact across housing, health & criminal justice services. All partners demonstrated a common approach and shared vision to support those most vulnerable from rough sleeping, not only to develop a 'project' but to use it as an opportunity for longer term systems change and service transformation.

Lincolnshire County Council will act as commissioner for the SIB. P3 are a current provider of LCC's 'Countywide Floating Support and Rough Sleeper Outreach Service'. Legal agreement has been obtained for LCC to secure P3 as the SIB provider through a variation of the existing street outreach service contract.

2. Conclusion

Key partners involved in the development of the bid are currently working together to develop a mobilisation and communications plan. We also continue to liaise closely with DCLG colleagues and other successful Social Impact Bond areas¹.

3. Consultation:

Not applicable to this report.

4. Appendices

None

5. Background Papers:

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Michelle Howard, West Lindsey District Council who can be contacted on 01427 676609 or michelle.howard@west-lindsey.gov.uk

¹ Other successful SIB areas: Bristol, Kent, East Sussex, Gloucestershire, Newcastle, Greater Manchester, Greater London

This page is intentionally left blank