

BIRMINGHAM CITY COUNCIL

JOINT CABINET MEMBER AND CHIEF OFFICER

THURSDAY, 28 FEBRUARY 2019 AT 00:00 HOURS
IN CABINET MEMBERS OFFICE, COUNCIL HOUSE, VICTORIA
SQUARE, BIRMINGHAM, B1 1BB

A G E N D A

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- 1 **APPROVAL TO CONSULT: PUTTING PREVENTION FIRST - STRATEGY**
FOR THE COMMISSIONING OF HOUSING SUPPORT TO
VULNERABLE ADULTS

Report of Corporate Director Adult Social Care

Public

Birmingham City Council

Report to Cabinet Members for Health and Social Care and for Homes and Neighbourhoods jointly with the Director for Adult Social Care

28/02/2019



Subject: Approval to Consult: Putting Prevention First - Strategy for the Commissioning of Housing Support to Vulnerable Adults

Report of: Assistant Director - Commissioning

Relevant Cabinet Member: Cllr Paulette Hamilton - Health & Social Care
Cllr Sharon Thompson - Homes & Neighbourhoods

Relevant O &S Chair(s): Cllr Robert Pocock - Health and Social Care
Cllr Penny Holbrook - Housing and Homes

Report author: Kalvinder Kohli
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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, add Forward Plan Reference:		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential :		

1 Executive Summary

- 1.1 This public report seeks approval to run a short non-statutory consultation with stakeholders via Be Head and provides further details of the emerging

commissioning and procurement strategies for the recommissioning of the Vulnerable Adults Housing and Wellbeing Support Services. The existing contracts for these services expire on 30th November 2019. The procurement for these will commence soon and will be subject to a further Cabinet report, so details within this report are for background to the consultation recommendation only.

- 1.1 These services are vital in delivering against a number of Council priorities, which include corporate parenting, improved health and wellbeing, building resilient and independent communities and access to suitable and sustainable housing options for the most vulnerable citizens.
- 1.2 Extensive coproduction activities have already taken place over the last 12 months with partners, providers, citizens with lived experience and the Vulnerable Person's Citizens' Panel, shaping the commissioning strategy accordingly.
- 1.3 Further targeted engagement and coproduction activities with bespoke groups of service recipients are planned to run alongside the proposed online consultation.
- 1.4 Joint Cabinet Member and Director approval is required in order to initiate the proposed online consultation via Be-Heard (the on-line consultation hub for the Council).
- 1.5 Subject to approval, the online consultation is proposed to run for a period of 30 days.
- 1.6 Legal advice has been sought and the online consultation proposals ratified.
- 1.7 A draft commissioning and procurement Cabinet report has been prepared and was endorsed by the Director of Adult Social Care on the 13th February 2019 at Adults and Health Management Team.
- 1.8 The Cabinet report is on the Forward Plan for consideration by Cabinet on 16 April 2019

2 Recommendations

- 2.1 That the Cabinet Member for Health and Social Care and for Homes and Neighbourhoods jointly with the Director of Adult Social Care approve commencement of the proposal to undertake a 30 day public consultation via Be Heard to help inform the draft Strategy for the Re-Commissioning of Housing Support and Well-Being Services to Vulnerable Adults

3 Background

- 3.1. The vision and strategy to modernise Adult Social Care and Health was approved by Cabinet on 3rd October 2017. The vision includes some key principles which collectively enable citizens to live independently within communities.

3.2. Alongside a community model for social work, there has been a renewed commitment and step change by the local authority to invest in targeted prevention activity. This has been set out in a subsequent report to Cabinet on the 14th November 2017 'Putting Prevention First: Supporting the Vision for Adult Social Care and Health'. The focus of which is to invest earlier in order prevent or delay more costly statutory interventions.

3.3. This included the need to invest in three key areas of prevention activity for vulnerable adults in the City:

- Development of community assets via a neighbourhood network scheme for the City.
- A continued investment in communities via the reprioritisation of existing third sector grants funding to deliver the priorities for adult social care and health.
- Development of a prevention focused housing and wellbeing support pathway for vulnerable adults whose health and wellbeing is at risk due to their unstable, precarious housing circumstance.

3.4. Vulnerable Adults and Housing Support Pathway

This report concerns the development of a prevention focused housing and wellbeing support pathway.

3.4.1. The modelling for this is based upon existing best practices within the City and nationally. This includes the Youth, Leaving Care, Justice and Homelessness Prevention Pathways developed, which collectively promote strength based prevention approaches for good housing support. The considerations for front line strength based support delivery have also been informed by the Adult Social Care 'Three Conversations' approach and Psychologically Informed Environments practices applied for families and young people.

3.4.2. The pathway starts from the premise that the housing and housing support needs of vulnerable adults are not static and often change at different points in their lives and as a consequence of life events. Similarly national research undertaken by Crisis 2018 demonstrates that certain cohorts of population are at greater risk because of their precarious housing circumstances which can lead to a deterioration in their physical and mental health, repeat and increased access to institutional settings such as hospital, registered care or its extremes of prison, homelessness or rough sleeping.

3.4.3. An effective prevention pathway will respond early and respond well to people who are at risk of losing their home or beginning to have difficulties in managing their home. The key components therefore include:

- Activity which enables people to make informed choices about their housing circumstances before their needs escalate into more costly interventions.
- Provide a time critical response to those that do become vulnerable due to precarious housing and personal circumstances including leaving institutional settings, family circumstances, care-leavers, and people experiencing of domestic abuse.
- Provision of supported accommodations for vulnerable adults and their families who find themselves in crisis for a short period of time in order to provide a range of support interventions.
- Strength based approaches to recovery and resilience, which promote wider health and wellbeing including outcomes relating to overcoming isolation, financial inclusion through access to paid work and connections into local community assets in order to regain or maintain independence within communities.

3.4.4. The delivery of the Pathway will be commissioned across the key components set out below; the access points for vulnerable adults will be dependent upon their individual needs and circumstance. The intention being that the services commission work together as a system which prevents anyone from falling off the pathway, failing to access services and enables re - entry into services should the need arise.

3.4.4.1. Universal Prevention

- (A) A comprehensive online housing and wellbeing support service will be commissioned for individuals to act as a protective response to a combination of presenting factors such as poverty, poor health, precarious housing circumstances and risks of homelessness. The service will be tailored for individuals to self – navigate and for use by professionals, practioners and carers acting on behalf of their clients.
- (B) There will be information on a range of services including the local asset registers for the Neighbourhood Networks Services and how to access Mental Health and Substance Misuse Support Services.

3.4.4.2. Targeted Prevention

- (C) Client specific housing and wellbeing prevention hubs designed to provide face to face support and access to services aimed at providing prevention based activity for individuals
 - (A) Young Persons Hub aged 16 – 25
 - (B) Ex-Offenders (immediate prison release)
 - (C) Domestic Abuse
 - (D) Singles over the age of 25

- In addition to the above, intensive targeted community based support will also be delivered through:
- (E) Lead workers/navigators/ peer mentors for the most vulnerable connected to the hubs, vulnerable adults social work teams and panels alongside other key agencies in the City.
- (F) Families' navigators, providing community based support to identified families with multiple or complex needs.

3.4.4.3. Crisis Prevention

- (A) The multi-agency outreach street intervention team which includes practitioners supporting the multiple presenting needs which include, substance misuse, mental and physical health, assertive outreach, lead worker navigator, youth navigator. The team may include other co - located agencies as required.
- (B) Domestic Abuse refuge supported accommodation including a dispersed refuge model for larger families and children with multiple complex needs. This includes move on support to resettle into more permanent accommodation.
- (C) 24/7 emergency supported accommodation for singles aged 25 plus

3.4.4.4. Recovery from crisis / Restoration

- (D) Recovery / Restoration centres for singles over the age of 25 with multiple and complex needs
- (E) Health and Wellbeing Centre for young people under the age of 25
- (F) Specialist complex needs provision where there is a multiplicity of need or risk of tri-morbidity
- (G) Longer term housing with support for move on into sustainable housing solutions and necessary clinical or wellbeing provision.

These recovery/restorative type services would be based on the Housing First approach. Currently termed 'Housing First Lite'; it would follow the main principle that people have a right to a home and that the support links with relevant services across the sectors that help to meet the full range of an individual's needs.

3.4.4.5. Commissioned Services Integration

- (H) This commissioning will support the bringing together of a number of existing funding streams and commissioned services. The intention is that as services start to embed and

align this will enable the facilitation of a single clear pathway for support. This will not only benefit the service user but also enable greater value for money from contracts both internal and external to the Council.

- (I) The following existing services have natural alignment to the proposed pathway: Universal Prevention disabilities support services, substance misuse and recovery, carers support, sexual health services, three conversations, local area coordination and the neighbourhood networks services, migration and resettlement support. There is also an opportunity to align services to the Children's Trust future re-commissioning and re-design of the existing accommodation and support framework for 16/17 year old young people leaving care.

4 Options considered and Recommended Proposal

4.1 Option 1:

- 4.2 Not undertake any further engagement with stakeholders. This is on the basis that whilst the proposed services will provide a very effective prevention response to vulnerable adults and will prevent or slow down the escalation of need into more costly statutory responses, the proposed services do not deliver direct care to individuals as a result of a statutory assessment. Therefore there is no statutory duty to undertake a formal consultation.

- 4.3 Option 1 is further supported by the fact that an extensive engagement and co – design activity has been undertaken over the last 12 months including workshops in December 2018 with key partners, stakeholders and citizens whose input helped to shape and co-design the proposed service models. However it does ensure the widest engagement using an existing gateway to engage and therefore only impacts existing resources and option 1 would prevent this engagement.

4.4 Option 2:

- 4.5 The recommended proposal is to undertake a short 30 day Be–Heard consultation for completeness.
- 4.6 This recommended proposal will demonstrate an openness and desire to harvest any additional thoughts, views and opinions from service recipients, stakeholders and citizens who may have not had opportunity to contribute towards shaping services through the extensive engagement and co-design activity that has taken place. The costs of doing such would be minimal using the Be Heard hub and within existing normal operation budgets/resources of the service. It will run close to the Cabinet reports for the re-procurement and the service will plan the timing and flow of information appropriately to ensure maximum benefit from this exercise.

5 Consultation

- 5.1 Co-design work commenced in January 2018, with citizens with lived experience and a range of key stakeholders. This includes partners from across health, housing, social care, neighbourhoods, community and voluntary sector organisations, Local Government Association, Probation, Police, Adult Social Care and the Children's Trust.
- 5.2 Expert Partnership Boards including the Birmingham Safeguarding Adults Board, Homelessness Partnership Board and the Violence against Women and Children Steering Group which oversee the implementation of the Homelessness Prevention and Domestic Abuse Prevention Strategies have also been instrumental in the design work for the pathways of specific cohorts of vulnerable adults outlined within this report. The Vulnerable Adults Citizens Panel has retained oversight of this work including approval of the overall pathway modelling and existing providers delivering the contracts have been consulted and engaged in the co-design of the proposed services set out in section 3.44 of this report.
- 5.3 The Vulnerable Adults Citizens Panel has been consulted and engaged in the co-design of proposed services and has had the opportunity to comment on the Equality Analysis.
- 5.4 In tandem with the proposed online consultation period, commissioning officers are meeting with bespoke groups of existing service recipients for the purpose of refining commissioning principles.
- 5.5 Councillor Chatfield, Cabinet Member for Finance and Resources has been consulted and is supportive of proposals

BeHeard Online Consultation start	6 th March 2019
Cabinet Approval (Strategy)	16 th April 2019
OJEU notice	23 rd April 2019
Invitation to Tender - Issue	25 th April 2019
Invitation to Tender - Return	30 th June 2019
Evaluation Period	During July 2019
DPR Approval (Award)	During August 2019
Contract Award	During September 2019
Mobilisation period including TUPE transfer (if required)	October - November 2019
Contract Start	1 st December 2019

6 Risk Management

- 6.1 The risk management of this commissioning is overseen by the Vulnerable Adults and Housing Board which has formal responsibility for the Commissioning of these services. The Board is chaired by the Assistant Director of Commissioning Adult Social Care.

7 Compliance Issues:

7.1.1 The recommended decisions are consistent with the Council's priorities, plans and strategies and supports the Vision and Priorities in the Council Plan 2018-2022 as agreed by Cabinet across four priority areas:

7.1.1 Children – an aspirational city to grow up in: We will inspire our children and young people to be ambitious and achieve their full potential.

7.1.2 Jobs and skills – an entrepreneurial city to learn, work and invest in: We will create opportunities for local people to develop skills and make the best of economic growth.

7.1.3 Health – a fulfilling city to age well in: Citizens and communities will have choice and control over their care and improved resilience and independence.

7.1.4 Housing – a great city to live in: We will work with our partners to build a fair and inclusive city for all.

7.2 The decision within this report will contribute and support the delivery of the following strategies:

- Vision and Strategy to Modernise Adult Social Care 2017+
- Health and Well-Being Strategy 2017+
- Homeless Prevention Strategy 2017+
- Financial Inclusion Strategy 2016+
- Domestic Abuse Prevention 2018+
- Transition Strategy 2018+

7.3 Legal Implications

7.3.1 While there is no requirement to go out to formal consultation, for these services, for completeness of the engagement process and best practice a short formal consultation should be considered.

7.4 Financial Implications

7.4.1 The consultation proposed will be contained within the existing resources and budgets of the service and by using the Be Heard hub ensures this impact is low. The actual procurement will be of a substantive value and potential to impact stakeholders and benefit the Council etc. through preventing higher costs. The details of the procurement will be dealt with under a further Cabinet report, which will detail the budgets and grant funding to be used which are in line with current and long term planning. Therefore undertaking the maximum engagement now, seems to be a sensible option (as per Option 2 the recommended option), even though not a statutory requirement.

7.5 Procurement Implications (if required)

7.5.1 There are no procurement implications specific to the proposed consultation.

7.6 Human Resources Implications (if required)

7.6.1 There are no human resource implications specific to the proposed consultation.

7.7 Public Sector Equality Duty

7.7.1 A relevance test to decide whether the planned recommissioning and procurement of the vulnerable adults and housing support has any relevance to the equality duty contained within Section 149 of the Equality Act 2010 of eliminating unfair/unlawful discrimination and to promote equality and human rights commenced February 2019. The screening identified that there was no requirement to assess this further at this stage. As part of the re-commissioning the relevant risk logs will be maintained to allow further consideration which include contract award and mobilisation.

8 Background Documents

Appendices

- 8.1 Appendix A - Draft consultation introduction document (reviewed by Corporate Communications)
- 8.2 Appendix B - Draft consultation questionnaire (reviewed by Corporate Communications)

VULNERABLE ADULTS AND HOUSING WELLBEING SUPPORT PATHWAY

CONSULTATION DOCUMENT

Introduction

The vision for Adult Social Care is for people to live healthy happy independent lives within their communities. Access to a supply of good quality, affordable housing and support options are key to the delivery of that vision.

It is important that vulnerable adults have access to safe, secure, quality affordable housing and support at the moment when it is needed.

A vulnerable adult in this instance could be anyone who finds themselves homeless or in a precarious housing situation as a result of circumstances that are too difficult for them to self-manage.

Existing housing support services that support the needs of people affected by homelessness, domestic abuse and ex-offending are due to reach the end of the contract period on 1 December 2019. The multiple services that support these groups are collectively known as Social Inclusion Services. Birmingham City Council is keen to not only recommission these services, but also improve on service design and delivery to ensure that services are more person centred and build resilience and independence.

Background

The vision and strategy to modernise Adult Social Care and Health was approved by Cabinet on 3rd October 2017. The vision includes some key principles which collectively enable citizens to live independently within communities. Alongside a community model for social work, there has been a renewed commitment and step change by the local authority to invest in targeted prevention activity.

This has been set out in a subsequent report to Cabinet on the 14th November 2017 Putting Prevention First: Supporting the vision for Adult Social Care and Health. The focus of which is to invest earlier in order prevent or delay more costly statutory interventions. This included the need to invest in three key areas of prevention activity for vulnerable adults in the City:

- Development of community assets via a neighbourhood network scheme for the City.
- A continued investment in communities via the reprioritisation of existing third sector grants funding to deliver the priorities for adult social care and health.
- Development of a prevention focused housing and wellbeing support pathway for vulnerable adults whose health and wellbeing is at risk due to their unstable, precarious housing circumstance.
- Vulnerable Adults and Housing Support Pathway

This survey concerns the development of a prevention focused housing and wellbeing support pathway.

The modelling for this is based upon existing best practices within the City and nationally.

This includes services for young people preparing for/transitioning towards independence as a result of being cared for by the local authority within children's homes or foster care, those supported as ex-offenders through criminal Justice and the Homelessness Prevention Pathways developed which collectively promote strength based prevention approaches for good housing support.

Strengths-based (or asset-based) approaches focus on individuals' strengths (including personal strengths and social and community networks) and not on their deficits.

Strengths-based practice is holistic and multidisciplinary and works with the individual to promote their wellbeing. It is outcomes led and not services led.

The considerations for front line strength based support delivery have also been informed by the Adult Social Care Three Conversations approach and Psychologically Informed Environments practices applied for families and young people.

The pathway starts from the premise that the housing and housing support needs of vulnerable adults are not static and often change at different points in their lives and as a consequence of life events. Similarly national research undertaken by Crisis 2018 demonstrates that certain cohorts of population are at greater risk because of their precarious housing circumstances which can lead to a deterioration in their physical and mental health, repeat and increased access to institutional settings such as hospital, registered care or its extremes of prison, homelessness or rough sleeping.

An effective prevention pathway will respond early and respond well to people who are at risk of losing their home or beginning to have difficulties in managing their home. The key components therefore include:

- Activity which enables people to make informed choices about their housing circumstances before their needs escalate into more costly interventions.
- Provide a time critical response to those that do become vulnerable due to precarious housing and personal circumstances including leaving institutional settings, family circumstances, care-leavers, and people experiencing of domestic abuse.
- Provision of supported accommodations for vulnerable adults and their families who find themselves in crisis for a short period of time in order to provide a range of support interventions that focus on strength based approaches to recovery and resilience which promote wider health and wellbeing including outcomes relating to overcoming isolation, financial inclusion through access to paid work and connections into local community assets in order to regain or maintain independence within communities.

The delivery of the Pathway will be commissioned across the key components set out below; the access points for vulnerable adults will be dependent upon their

individual needs and circumstance. The intention being that the services commissioned work together as a systems which prevents anyone from falling off the pathway, failing to access services and enables re - entry into services should the need arise.

Universal Prevention

A comprehensive online housing and wellbeing support service will be commissioned for individuals to act as a protective response to a combination of presenting factors such as poverty, poor health, precarious housing circumstances and risks of homelessness. The service will be tailored for individuals to self – navigate and for use by professionals, practitioners and carers acting on behalf of their clients.

There will be information on a range of services including the local asset registers for the Neighbourhood Networks Services and how to access Mental Health and Substance Misuse Support Services.

Targeted Prevention

Client specific housing and wellbeing prevention hubs designed to provide face to face support and access to services aimed at providing prevention based activity for:

- Young Persons Hub aged 16 – 25
- Ex-Offenders (immediate prison release)
- Survivors of Domestic Abuse
- Singles over the age of 25

This In addition to the above, intensive targeted community based support will also be delivered through:

- Lead workers/navigators/ peer mentors for the most vulnerable connected to the hubs, vulnerable adults social work teams and panels alongside other key agencies in the City.
- Families' navigators, providing community based support to identified families with multiple or complex needs.

Crisis Prevention

These services will be short term and will be delivered by multiple providers based on specialism including:

- Emergency bed spaces
- Young people (18-25yrs)
- Homeless adults: singles and couples and inclusive of any pets
- Refuge spaces – victims of domestic abuse
- Multiagency rough sleepers outreach
- Lead workers for households in temporary accommodation.

Transition services

These services will be delivered by multiple providers be potentially joint bids and include:

- Complex needs provision, where an individual may have a combination of circumstances that impact on their well-being e.g. a person with a mental health condition, further impacted by substance misuse and homelessness would have access to combined accommodation with intensive wrap around support in line with a presentation of multiple and high needs (Housing First light touch)
- Young people
- Single homeless, including couples
- Offenders.

Transition Centres to provide a multi-agency response presenting health needs, including primary health interventions to:

- Young people
- Single homeless

Longer term supported accommodation for:

- Young people
- Single homeless
- Victims of domestic abuse, including delivery of recovery and wellbeing training.
- Offenders.

A cross tenure support service which will respond to new and existing vulnerable tenants, singles, couples and clients with pets, who may be at risk of homelessness or require support to settle into and maintain their tenancy.

VAHS - Consultation - Questionnaire

We want to know what is really important to Vulnerable Adults and what support could be put in place to make their/your life easier and to help them/you feel better supported.

Question 1 – *(The Vision)*

Our vision is:

Improved health and wellbeing, building resilient and independent communities and access to suitable and sustainable housing options for the most vulnerable.

Do you agree with the vision?

YES

☐

NO

☐

If you disagree with some or all of the vision, what do you think we should include?

To help us decide what activities and support services are important to Vulnerable Adults we want to know what you think!

What is most important to Vulnerable Adults? *(For this question please tick the top 2)*

Question 2 – *(Succeeding Economically)*

- ☐ Maximising income, including receipt of benefits
- ☐ Reducing overall Debt
- ☐ Securing and maintaining paid work

Question 3 (***Enjoying life and achieving***)

- ☐ Taking part in chosen leisure/ cultural/ faith/ activities
- ☐ Contact with other services
- ☐ Maintaining contact with friends and family

Question 4 (***Being Healthy & Staying Safe***)

- ☐ Managing physical health
- ☐ Managing mental health
- ☐ Maintaining accommodation and avoiding eviction
- ☐ Securing and obtaining settled accommodation

A high level outline of the proposed service (lots) for each element of the pathway is set out

(Please tick whether you agree with the outline set out in each section)

Question 5 (***Universal Prevention***)

An online advice service based on the Birmingham grid for learning. This service will be available for all vulnerable adults and enable practitioners, professionals and carers to access relevant advice and information.

Do you agree with how this service will be provided?

- ☐ Yes
- ☐ No

If you disagree with some or all of the statement, what do you think we should include?

Question 6 (***Targeted Prevention***)

This will involve services targeted at a particular need and will be delivered by specialist HUBS such as young people. The service will be available for vulnerable adults with an identified need and include a lead worker.

Do you agree with how this service will be provided?

☐ Yes

☐ No

If you disagree with some or all of the statement, what do you think we should include?

Question 7 (***Crisis Prevention and Relief***)

To assist people as soon as possible if they do become homeless so that their homelessness can be relieved by securing sufficient accommodation and support. This would include refuges, emergency bed spaces of which a proportion will be out of hours and a multi-agency approach with support being short term.

Do you agree with how this service will be provided?

☐ Yes

☐ No

If you disagree with some or all of the statement, what do you think we should include?

Question 8 (***Transition services***)

To support people to recover from their experience and stay out of homelessness by focusing upon the overall improved wellbeing of adults and children in the household. This support is likely to be long-term and involve specialist support for vulnerable adults with complex needs, health and wellbeing centres for young people and transition centres. Complex needs support will take a light touch Housing First approach with intensive support at the start with a focus on move on at the end. The support will include both floating and supported accommodation.

Do you agree with how this service will be provided?

☐ Yes

☐ No

If you disagree with some or all of the statement, what do you think we should include?

Question 9

Please let us know if there is anything else you would like to tell us