

COMPLEX NEEDS ALLIANCE CONTRACT

People Directorate



I. BACKGROUND

The Complex Needs Alliance Contract provides services delivered by The Plymouth Alliance. The Plymouth Alliance, (TPA), is made up of seven partner organisations; BCHA, Hamoaze House, Harbour, Livewell, PATH, Shekinah and The Zone, who are contracted as an Alliance so that these suppliers share responsibility with the Council for achieving outcomes and are mutually supportive, making decisions based on the best outcome for the service user. TPA commission a further five sub-contractors to the main contract, (CC Housing, Livewest, Salvation Army, Westward Housing and Young Devon). The partner organisations and subcontractors together provide a variety of accommodation, support, and treatment services across the city for individuals experiencing complex lives. The contract was awarded in 2019 for an initial contract term of 5 years with options to extend for a further 2+2+1 years.

The vision of TPA is to improve the systems responding to those experiencing multiple disadvantage and experiencing complex lives, supporting the whole person to meet their aspirations and to participate in and contribute to all aspects of life. This is a key preventative collaboration for the city and needs to be aligned to the city's core priorities under the Corporate Plan: Working with the Police to tackle crime and anti-social behaviour; Working with the NHS to provide better access to health, care and dentistry; and Keeping children, adults and communities safe. The specific aims of the Alliance are to:

- Enable Plymouth City Council to meet its statutory requirements and to take appropriate steps to improve the outcomes of people at risk of homelessness, people with problems in relation to substance and alcohol use and with complex needs;
- Reduce the numbers of people sleeping rough for the first time;
- Support those currently sleeping rough to move off the streets;
- Support those in temporary accommodation to retain their placements and find move-on accommodation opportunities;
- Reduce the number of drug related deaths, both in and out of treatment;
- Increase the number of treatment places;
- Improve the capacity and quality of drug & alcohol treatment services by reducing caseloads and increasing the professional staff mix;
- Increase the number of all adults in 'structured treatment';
- Increase the number of prison leavers with a substance misuse issue engaging in community treatment 3 weeks after release;
- Monitor progress and develop organic reflexive system responses to meet presenting needs;

2. THE LOCAL SYSTEM

Plymouth City Council has a statutory obligation under the Homelessness Reduction Act 2017 to assess and provide services to those who are homeless or threatened with homelessness. TPA is commissioned to provide a system response and the delivery of homelessness related prevention services. Working with Plymouth City Council, the named seven contractors and five sub-contractors

co-produce, co-ordinate and provide a range of accommodation and support services for people experiencing multiple disadvantage and facing complex lives.

Interventions provided under the Alliance include, advice and information, ongoing support and treatment, access to a range of meaningful activities and group work, a variety of sustainable temporary and longer term accommodation and an opportunity to reduce social isolation. The Alliance model is focused on creating systemic change; changes to culture, funding structures, commissioning and policy which supports new ways of working together.

Context of COVID-19

Since the COVID-19 pandemic began, the impact on people with complex lives has been significant; from needing to rapidly accommodate those who were rough sleeping during 'Everyone In', to continuing 'business as usual', ensuring that the most vulnerable have access to essential support including prescribing interventions.

In addition to the pressures that COVID-19 has presented, there is a wider context of the following challenges:

- A national increase in alcohol and drug related deaths;
- Inadequate provision of residential rehabilitation placements;
- An identified need for increased integration and improved care pathways between the criminal justice settings and drug treatment;
- An increasing number of homelessness presentations, both single people and families;
- Rising rents and increasing gap with Local Housing Allowance (LHA) – less affordable accommodation to move people onto, increasing the length of time in emergency and temporary accommodation;
- Relative reduction in benefits – as accommodation and day to day essentials and utilities become increasingly unaffordable;
- Complexity of need including adult social care needs, requiring an enhanced offer to traditional housing support;
- Increased number of unregulated exempt supported accommodation provision - different levels of accommodation standards and ability to support people with complex needs appropriately;
- Decreasing availability of social housing;
- Projected further increases in the number of homelessness presentations;

3. CURRENT SERVICE DELIVERY

Despite the national challenges outlined above, the Plymouth Alliance have met the needs of thousands of people over the last 5 years and continue to work as a system response and bring added value to services for those experiencing multiple disadvantage and complex lives, responding to demand and needs. Achievements of the Alliance include: -

- **Throughout April 2022 – March 2023**
 - **Harbour**
 - 91 Brief Intervention Treatments Offered
 - 775 Naloxone Kits provided across the City
 - 1646 Customers who received structure treatment plans
 - 253,984 syringes provided across the city
 - 7 New Needles Syringe Programmes opened across the city
 - Launched a Safer Streets 4 Project
 - A successful pilot of crack pipe exchange scheme began
 - Drug related deaths across the city fell in comparison with 21/22

- **PATH**
 - 149 Households were supported to access privately rented accommodation
 - 75 Rough Sleepers received on-going support from the MARS Team
 - 25 were supported into accommodation
 - The Housing Information, Signposting and Support Service ~-(HISS) worked with 357 people throughout the year, of these
 - 61 were signposted to other services
 - 13 secured a private rented tenancy and were supported to maintain it
 - 21 secured a social housing tenancy and were supported to maintain it
 - 9 were supported to maintain their current tenancy
 - 34 secured temporary accommodation
 - 3 were supported into long stay care homes/hospice
 - 844 people received support from the advice line
 - 126 of these callers were offered a case worker
- **Hamoaze House**
 - 109 Adults supported
 - 66 Family Members attending the Affected Others Group
 - 127 people accessed the Night Shelter
- **Shekinah**
 - Provided day services including support, access to showers and GP outreach
 - Day services now extended to 7 mornings per week
 - 118 People supported by Shekinah's training team
 - 111 Learners achieved accredited qualifications
 - Carpentry Course created and delivered at Devonport House
 - Delivered Mentor L2 training to all new Peer Researchers
- **BCHA**
 - 231 Units of accommodation were provided including 27 family units
 - 68 households were supported by the Families Outreach Team
 - 127 people supported by the B&B Support Workers
 - 467 individual lets were accommodated
 - 233 people supported by the Hospital Discharge Service
- **The Zone**
 - 565 Young People seen throughout the period
 - 526 presented via drop-in resulting in 4,197 separate contacts
 - Average caseload of 48 – 66 with contacts totalling 2,402 hours
 - 201 External enquiries for specialist support
 - 65 young people referred for advocacy and support
- **Livewell**
 - Rapid Access to Prescribing process supported 750 clients receive opiate substitution therapy.
 - Drop-in Clinics at Shekinah, Devonport House and George House saw 18 clients / week
 - 4 new staff members recruited to the Complex Needs Team to support mental and physical health needs.
 - Physical Health Clinics developed
 - Developed a pilot of long-acting depot injection called Buvidal

- **Throughout April 2023 – Current**

- Shekinah (Day Centre Support for Homelessness Provision) – is moving to Stonehouse Creek which is being completely refurbished. Stonehouse Creek will be a community space offering a wide range of services to members of the local community, including those who are rough sleeping. Shekinah is moving to an open access building which becomes a place with a wider purpose; positive for those attending, and for Plymouth as a whole.
- Plymouth Night Shelter opened its doors once again in October providing 12 safe spaces for those rough sleeping. Delivered in partnership with Hamoaze House and BCHA, customers are provided with their own individual space to sleep, with some communal space to prepare food and shower. Throughout the three-month period October - December 23, the Night Shelter has accommodated 70 people away from the streets and resulted in 12 people having positive move on into more permanent accommodation.
- As an addition to existing supported temporary accommodation provision, BCHA recently opened Beaumont House – a 6-bedroom male only recovery project for men who want to engage in recovery from alcohol and substance use and who are currently experiencing homelessness.
- The Salvation Army have opened and are providing The Hope Bereavement Support Café; a safe and confidential space for anyone who has lost loved ones as a result of alcohol or drug related deaths.
- PATH are offering free Tenancy Training for staff.
- TPA are working with a national company to apply to research the working of The Plymouth Alliance and gain an understanding of the impact of Alliance Contracting with the aim of encouraging other local authorities to consider this model of commissioning.
- Data from the Office for National Statistics (ONS) illustrates a significant decline in the number of drug related deaths in Plymouth in 2022 compared to the previous year (a 66.6% decline). Nationally, drugs related deaths went up slightly in this time, which indicates the positive impact of the work of The Plymouth Alliance in supporting people who use substances.

Plymouth - Deaths related to	2022	2021	2020
Drug MISUSE	17	27	28
Drug poisoning	31	45	40

4. USE OF ADDITIONAL FUNDING

The Rough Sleeping Initiative (RSI) 2022-2025

Plymouth City Council, in collaboration with our Alliance partners, submitted bids to DLUHC for funding for additional services to address the needs of those sleeping rough or at risk of sleeping rough and in accordance with the Council's Ending Rough Sleeping Plan for 2023/24. This ring-fenced money has been allocated to enable the delivery of additional services under the Alliance contract.

2023-2024

£1,257,352 of the RSI award for 2023-2024 has been allocated to delivery partners under the Alliance Contract, (£1,146,185 Initial 23/24 allocation + £111,167 Additional targeted funding award).

2024-2025

£134,000 of the Additional Targeted Funding award for 2024-25 has been allocated to delivery partners under the Alliance Contract for the financial year 2024-25.

The RSI funding has been allocated to the TPA to provide additional services via four partners to the Alliance Contract; Shekinah, Hamoaze, BCHA and PATH. Services funded by this allocation include:

- Multi-Agency Rough Sleeper Team (5 staff)
- Night Shelter (4 staff)
- Somewhere Safe to Stay (10.2 staff)
- Saturday Soup Run at Shekinah
- Day Service (3 staff)
- Primrose Support Service (1.5 Staff)
- Homelessness Hospital Discharge Co-ordinator (1 staff)

Multi-Agency Rough Sleeper (MARS) Team

The MARS House is a House of Multiple Occupation with intensive, trauma informed support. The MARS Team has adapted Housing First principles to intensively support those with a history of long-term rough sleeping who have experienced severe and multiple disadvantage, to live in a large, shared house fostering a sense of home and community.

The people they house, and support have often been barred from most services and settings. There is no time limit on how long people can stay in the MARS house and typically people stay for 18 months+

The MARS Support is funded through RSI.

Night Shelter

During Autumn Winter 22/23 the Night Shelter supported 105 rough sleepers off the streets with 96% of those successfully moved on / housed. RSI funding for this financial year will enable further expanded Night Shelter support for 2023/24.

Somewhere Safe to Stay

Throughout 22/23 RSI funded an additional 55 supported housing bedspaces in four accommodation services, as well as 106 private sector lets through the social and local lettings service. Funding for 23/24 will allow for the continuation of this social and local lettings service and continued support in these accommodation services.

Saturday Soup Run at Shekinah

RSI allocation for this financial year will expand the meals services provided by The Soup Run to people at risk of or experiencing homelessness. The additional support will be provided on Saturday mornings at Shekinah.

Day Service – Shekinah

Shekinah delivers a wide range of day service support; the RSI funding allocated for this year funds 3 support workers at this service. This service helps individuals find accommodation, assists with improved physical and mental wellbeing, provides training and personal development opportunities and practical support to find employment.

Primrose Support Service

Primrose is a supported project for 9 women with a history of rough sleeping/ and or homelessness who have experienced trauma (exploitation, prostitution, abuse, etc.)

This is the only female-only specific housing in the Homelessness Pathway. The impact of this project has been significant in keeping an increasing number of women at risk of rough sleeping away from the streets.

The bespoke packages of targeted supported as needed by individuals means that a further 1.5 support workers allow for more targeted interventions and outreach support after a woman moves to longer term housing.

Homelessness Hospital Discharge Team

RSI funding for 2023/24 will allow for the recruitment of one additional hospital discharge worker into the current Hospital Discharge team to work with 30 patients a month to offer a focused service to people with a history of homelessness and rough sleeping in hospital settings to find, source and support referral into suitable housing.

The current capacity in this team has proved invaluable in ensuring discharge and staying alongside the individual to understand their needs and therefore developing bespoke packages to keep them safe and away from rough sleeping and homelessness. As demand outstrips capacity, consolidating this offer will allow maximised prevention of rough sleeping and increased safety from risk of death from rough sleeping.

The Ending Rough Sleeping Plan for 2023/24

Key staff from Community Connections, Changing Futures and the Alliance have focused on understanding the level of need and demand around rough sleeping and homelessness. This has included building evidence on what we think is going well in terms of service measures and outcomes, approaches and processes. This work is shaping the collective response to our housing and homelessness pressures, including our RSI plans, which will also support meaningful co-production.

The Ending Rough Sleeping Plan 2023/24 is part of the wider 'Working Together to End Rough Sleeping 2022-2025' self-assessment previously submitted to DLUHC. This wider assessment forms the basis of the 3 year RSI funded programme. Four key objectives are incorporated into the assessment and plan to tackle rough sleeping effectively:

- 1) Prevention – activities to stop people sleeping rough for the first time
- 2) Intervention – Support for those currently sleeping rough to move off the streets
- 3) Recovery – Support for those who have slept rough to ensure they do not return to the streets
- 4) Systems support – Systems and structures to embed change and monitor progress

The additional funding so far has enabled progress against the key objectives above, shown below, together with ambitions for moving towards March 2025

Service	22/23	Target 23/24 & 24/25
MARS Team	75 rough sleepers supported 33% supported into accommodation	Maintain additional service offer aim to support 50% into accommodation
Night Shelter	105 Rough Sleepers supported; 96% successful moved on / housed	Maintain additional service offer aim to successfully move on 100%
Somewhere safe to stay	55 additional bedspaces across four accommodation services 106 private sector lets	Maintain additional service offer
Homeless Hospital Discharge Team	30 patients / month supported / 233 in total	Maintain additional service offer – support 360 patients per annum
Primrose Support Service	9 bed spaces	Maintain additional service offer – aim to house 50% of the Priority Target Group into longer term housing
Day Service Shekinah	118 People supported 111 Accredited qualifications	Maintain additional service offer aim to achieve 100% achieving accredited qualification

Supplemental Drug and Alcohol Treatment Services

Drug & Alcohol treatment and support services across Plymouth are currently provided by a collaboration between the following partners of the Plymouth Alliance (their respective current core budget allocations in relation to these services is detailed below):

- Harbour £1,739,722
- Livewell £976,809
- Hamoaze House £336,912
- Shekinah £130,444

Supplemental funding from the Supplemental Substance Misuse Treatment and Recovery Grant (SSMTRG) will allow for additional and higher quality services in relation to drug and alcohol treatment and support services.

The key aims of the core Alliance funding and this additional funding are to:

- Reduce drug related deaths (measured as deaths whilst in structured drug treatment)
- Increase adults in structured drug and alcohol treatment
- Improve treatment quality by reducing caseloads for individual drug and alcohol support workers
- Improve continuity of care between substance use treatment in prisons and communities following release (within 3 weeks of prison release)
- Increase the number of people receiving inpatient detoxification

Additional sums payable to the above partners as a result of this expanded service delivery for **2023/24** are proposed as follows:

- Harbour **£308,001**
- Livewell **£516,203**
- Hamoaze House **£96,439**
- Shekinah **£72,000**
- Total** **£992,643**

The additional funding so far has enabled progress against the key aims above, shown below, together with ambitions for March 2025

Metric	Baseline (March 2022)	Current (Nov 2023)	Ambition (March 2025)
Deaths in treatment	1.95 %	1.74%	1.31%
Adults in treatment	1,795	1,895	2,078
Caseload (est. ave)	80	50	40
Continuity of care	18 %	41 %	75%
Inpatient detox	19	47	45

Additional sums payable to the Alliance for 2024/25 will be **£2,044,132**. This will allow for further expansion in Drug & Alcohol treatment service delivery. These sums will be distributed as follows:

• Harbour	£723,026
• Livewell	£840,184
• Hamoaze House	£335,922
• Shekinah	£78,000
• The Zone	£67,000
Total	<u>£2,044,132</u>

Harbour

Harbour are a Plymouth based substance misuse charity. They provide drug and alcohol support services to people with Complex Lives. For over 30 years they have helped people to realise they are not alone and that they have the power to make positive changes in their lives. Additional Supplemental Substance Misuse Treatment and Recovery Grant funding will provide expanded delivery covering the costs of specialist naloxone development programmes, a harm reduction outreach co-ordinator, specialist alcohol and support workers and criminal justice workers.

Livewell

Livewell Southwest is an independent, award-winning social enterprise providing integrated health and social care services for people across Plymouth, South Hams, and West Devon. Livewell provide a range of health-related services under the Alliance contract. The Supplemental Substance Misuse Treatment and Recovery Grant additional funding will cover the cost of an additional nurse practitioner, specialist pharmacist, pharmacist nurse practitioner, Nurse manager, Psychologist, Detox nurse, Support work, dual diagnosis support workers, specialist addiction doctor and specialist GP.

Hamoaze House

Hamoaze House are a local charity that provide opportunities for support to adults, families, individuals, and young people whose lives are affected either directly or indirectly by problematic relationships with alcohol and other substances. Hamoaze House provide a range of day service and counselling opportunities. The SSMTRG additional funding will cover the cost of additional substance misuse day services workers and maintain the uplift to pay across the day service.

Shekinah

Shekinah is a charity providing support to individuals to find accommodation, improve their physical and mental wellbeing, provide training and personal development opportunities, and give practical support to find employment. The SSMTRG additional funding will cover the cost of an additional workforce trainer and a skills and employment trainer.

The Zone

The Zone is a charity providing free confidential information and support to young people around health, wellbeing, relationships, sexual health, and housing. The SSMTRG funding for 24 25 will cover the cost of an additional Youth Support Early Intervention Worker.

Partner	2023/24 funding	2024/25 funding (in addition to 23/24)
Livewell	Pharmacist Non-medical prescriber Detox nurse and support worker Buprenorphine pilot Specialist addiction medical time Psychologist Nurse manager Dual diagnosis (addiction and mental health) support workers	Additional specialist addiction medical time Addiction psychiatrist Additional nurses Additional dual diagnosis support workers
Harbour	Criminal justice support workers Drug support workers Alcohol support workers Harm reduction coordinator Rapid access to prescribing coordinator Naloxone Needle exchange	Drug support workers Alcohol support workers Drug and alcohol treatment manager
Hamoaze	Uplift in pay Substance use day workers	Youth substance use worker Substance use day workers Peer support coordinator Day services manager Community manager
Shekinah	Workforce trainer Skills and employment trainer	-
The Zone	-	Youth support early intervention workers