

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, 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 contract was awarded in 2019.

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 and for services for the treatment of drug & alcohol use (including dependency). 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 – 2023**
 - **Harbour**
 - 91 Brief Intervention Treatments Offered
 - 775 Naloxone Kits provided across the City
 - 1646 Customers who received structured 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**
 - Drop-in Clinics saw 18 clients / week
 - 4 new staff members recruited to the Complex Needs Team
 - Physical Health Clinics developed
 - Rapid Access to Treatment process supported 750 clients
- **Throughout April 2023 – Current**
 - Shekinah (Day Centre Support for Homelessness Provision) – has moved to Stonehouse Creek to a new building. Stonehouse Creek is a community space offering a wide range of services to members of the local community, including those who are rough sleeping. Shekinah has moved to an open access building which seeks to become 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 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) – this decline was not matched in national statistics and reflects the positive impact of the work of the 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

Rough Sleeping Initiative Service.

Rough Sleeping Initiative 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): Funding relating to this service provision for the financial year 24 25 are outlined below:

• Path	£333,000
• BCHA	£622,851
• Hamoaze House	£17,000
• Shekinah	£134,000
Total	£1,106,851

These sums will be distributed across the Alliance (as outlined above) to provide continued support services in line with our Rough Sleeping Plan submitted to DLUHC.

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)

Multi-Agency Rough Sleeper (MARS) Team - (PATH, BCHA & Shekinah)

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 2024/25.

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 24/25 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 continue 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.

The Ending Rough Sleeping Plan for 2024/25

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 2024/25 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:

Prevention – activities to stop people sleeping rough for the first time

Intervention – Support for those currently sleeping rough to move off the streets

Recovery – Support for those who have slept rough to ensure they do not return to the streets

Systems support – Systems and structures to embed change and monitor progress

Single Homelessness Accommodation Programme (SHAP).

Plymouth City Council, alongside Alliance partners, was successful in a number of bids to the Single Homelessness Accommodation Programme in 2023. This programme provides both capital and revenue funding for additional single accommodation provision across the city. Funding was awarded to Young Devon for an additional 51 accommodation units for young people, to PATH for 12 additional accommodation units for Rough Sleepers and to PCC via BCHA for 10 units of single accessible accommodation. Revenue funding has been allocated to these providers in order to provide the staffing necessary for these additional supported accommodation placements. (The Capital Funding has been dealt with via an alternative Cabinet process). The Revenue Funding awarded to these providers under the successful SHAP bids amounts to **£1,274,587** for the period 01 April 24 – 31 March 28.

PATH

The funding provided to PATH will allow for the provision and delivery of support to two additional MARS houses. These houses will provide an additional 12 units of accommodation. These houses will be homes of Multiple Occupation with intensive, trauma informed support. Additional staff funding through SHAP will 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 will have often been barred from most services and settings.

Under this funding stream PATH will receive **£571,788** for the four-year duration of the funding (April 2023 – March 2028) to fund the staff team to support these houses.

YOUNG DEVON

Young Devon are a Charity (and sub-contractor partner of The Plymouth Alliance) who provide accommodation and support to young people with complex needs aged (16 – 25 years). Among the successful bids to the SHAP, Young Devon received funding to purchase a property providing four individual separate units of accommodation (flats) alongside staffing support within the city.

Under this funding stream Young Devon will receive **£303,645** for the four-year duration of the funding (April 2023 – March 2028) to fund the staff team to support these houses.

BCHA

Additional SHAP Funding awarded to BCHA amounts to **£399,154** for the four-year duration of the funding (April 2023 – March 2028). This revenue stream will cover the costs of 2 Full Time Complex Needs Workers who will provide staffing support to 10 additional units of accessible homes and to enhanced provision of staffing support to the Night Shelter which has now received permission to open all year round.