

DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	ENVIRONMENT, HEALTH AND HOUSING COMMITTEE	4 JANUARY 2022	6
CHANGING FUTURES: CHANGING SYSTEMS TO SUPPORT ADULTS EXPERIENCING MULTIPLE DISADVANTAGE			

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

The Changing Futures programme was announced by MHCLG in December 2020 and local authority areas were invited to submit an expression of interest for the funding. Changing Futures is focussed on improving outcomes for people facing multiple disadvantages. It arose from examples of local partnerships to support vulnerable people in communities during the Covid 19 pandemic. The programme is a significant cross-cutting challenge and collaboration between local partners, government departments, the NHS, the voluntary and community sector and those with lived experience to co-ordinate a better system-wide response to address multiple dis-advantage.

The bid to the Changing Futures Fund for Lancashire was led by Blackburn with Darwen Council on behalf of the whole county (including Blackpool). The EOI proved sound, and a formal bid was invited, and a team involving partners from across Lancashire, submitted an ambitious plan, which has now been approved, awarding Lancashire £6.5m in July 2021. The target cohort the programme is to support is Lancashire adults, experiencing 3 or more multiple complex needs indicators, for example mental health issues, substance misuse and history of failed tenancies. The project projects that approximately 1,382 individuals will be supported over the life to the programme across Lancashire.

The project is based around an integrated model of Enhanced Service Hubs with lived-experience Navigators supporting engagement and delivery. Navigators will advocate on behalf of individuals experiencing multiple disadvantage and connect them with the service hub provision. This model includes accessing Enhanced Service Hub support, which is existing provision from Statutory Agencies, enhanced with additional resources as part of the bid.

As part of the Enhanced Service Hub support 'Fylde Coast', there are to be appointed three 'Housing Support Workers' within each of the Fylde Coast authorities. Fylde Council has been awarded £62,500 to appoint a Housing Services Officer for a 25-month period as part of the enhanced service hub support offer.

The purpose of this report is to inform Committee about the Lancashire Changing Futures programme and to request Committee recommend to Finance and Democracy Committee approval of a fully funded revenue budget to appoint a Changing Futures Housing Services Officer post within the Housing Services Team as part of the Fylde Coast Changing Futures Locality project and approval of a virement from Homeless Reduction Act initiatives (5270/46712) for 21/22 and 22/23 to supplement additional employee costs

RECOMMENDATIONS

1. The Committee is invited to note the contents of the report and the intention that the Lancashire Changing Futures Programme will aim to support 1,382 multiple disadvantaged individuals across Lancashire across the life of the project.
2. To recommend to the Finance and Democracy Committee approval of a fully funded revenue budget increase to enable the appointment of a Changing Futures Housing Services Officer post within the Housing Services Team for 25 months totalling £62,500 funded by monies to be received as part of the Lancashire Changing Futures Programme (21/22 £5,913, 22/23 £40,000 and 23/24 £26,587).
3. To recommend to Finance and Democracy Committee approval of a virement from Homeless Reduction Act Grant initiatives (5270/46712) for 21/22 £6,462 and 22/23 £4,965, to supplement additional employee costs.

SUMMARY OF PREVIOUS DECISIONS

[Homeless Reduction Act 2018](#)

[Fylde Coast Homelessness Trailblazer Evaluation 05/06/18](#)

[Final update on Fylde Homelessness Strategy 2013-18 06/11/2018](#)

[Fylde Council Homelessness and Rough Sleeping Strategy 2020-2015 draft for consultation 03/09/2019](#)

[Fylde Council Homelessness and Rough Sleeping Strategy 2020-2025 07/01/2020](#)

k.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/1099/Committee/19/SelectedTab/Documents/Default.aspx" [Final Fylde Council Homelessness and Rough Sleeping Strategy 2020-2025 07/01/2020](#)

[MHCLG Next Steps Funding to support homeless households 19/10/2020](#)

HYPERLINK

"https://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/1164/Committee/19/SelectedTab/Documents/Default.aspx" [Update Fylde Council Homelessness and Rough Sleeping Strategy 05/01/2021](#)

[Rough Sleeper Initiative Funding 15th June 2021](#)

[Domestic Abuse Act 02/09/2021](#)

[Accommodation Project for Ex-Offenders and Rough Sleepers 02/11/2021](#)

CORPORATE PRIORITIES

Economy – To create a vibrant and healthy economy	
Environment – To deliver services customers expect	√
Efficiency – By spending money in the most efficient way	√
Tourism – To create a great place to live and visit	

CHANGING FUTURES PROGRAMME EMERGED FROM LOCAL PARTNERSHIP WORKING DURING THE COVID 19 PANDEMIC

1. At the 2019 Spending Review, the government announced a new Shared Outcomes Fund to test innovative ways of bringing together the public sector to address cross-cutting issues and drive the modernisation of public services. £46m of this fund has been committed for the 'Changing Futures Programme' (CFP) to improve the way that systems and services work to support individuals experiencing multiple disadvantage – including a combination of homelessness, substance misuse, mental health issues, domestic abuse and contact with the criminal justice system.
2. On the 26 March 2020 the then Ministry of Housing Communities and Local Government (MHCLG) wrote to local authorities outlining a joint responsibility to safeguard as many homeless people as possible from COVID-

19, 'Everyone In'. MHCLG outlined a strategy based on NHS medical guidance and support which aims to reduce the impact of COVID-19 on people facing homelessness and ultimately prevent deaths during this public health emergency.

3. The guidance also suggested that all partners need to be involved in a coordinated and planned way including; Local Authority – for leading on securing and funding accommodation, Local Authority public health including commissioned drug and alcohol treatment services, social care and support; NHS - for commissioning and provision of primary care, community services, urgent and emergency care, hospital discharge and mental health; the voluntary sector for providing shelters, hostels, outreach support and food banks. It stated that this multi-agency response should be organised and coordinated through local response cell and via emergency response arrangements, specifically with Local Resilience Forums (LRF).

4. The 'Everyone In' scheme in March 2019 sought to house people at risk of or sleeping rough during the pandemic response and saw enhanced local partnership working and a step change in support. Across the Lancashire, statutory and third sector partners worked together to demonstrate their commitment to finding ways to effectively support those with multiple complex needs. There is a need to capitalise on this partnership working.

5. Within the Fylde Coast a 'Homeless Response Cell' was set up in response to 'Everyone In'. During the first and second lockdowns, daily Fylde Coast Homeless Response Cell strategic meetings were held to discuss homeless clients, facing multiple dis-advantage, within the service across Fylde, Blackpool and Wyre local authorities. The intention to develop referral pathways into support, health care and accommodation.

6. This group went on to meet weekly and continues to do so periodically, to discuss strategic issues across statutory and voluntary agencies to manage support for vulnerable clients

7. In March 2020 Fylde Council had accommodated 30 households, mainly single persons with multi disadvantaged support needs, in emergency and short-term accommodation, as part of the Covid 19 pandemic response. By July 2020 the number accommodated remained high at 29. In October 2020 this number reduced to 21 and by March 2021 it was down to 10.

8. Multiple Disadvantage is when a person experiences a combination of **homelessness, addiction, re-offending behaviour and/or mental ill health** at the same time. People facing this complex mix of challenges are also sometimes victims of domestic abuse, are likely to have poor physical health, may be sex-working and may be in debt. Around 90% of the clients that approach the housing services have multiple disadvantaged support needs.

CREATING THE FYLDE COAST LOCALITY CHANGING FUTURES PROGRAMME

9. The Changing Futures programme was announced by MHCLG in December 2020 and local authority areas were invited to submit an Expression of Interest for the funding. Changing Futures is focussed on improving outcomes for people facing multiple dis-advantage. It arose from examples of local partnerships to support vulnerable people in communities during the pandemic.

10. The programme is a significant cross-cutting challenge and collaboration between local partners, government departments, the NHS, the voluntary and community sector and those with lived experience to co-ordinate a better system-wide response to address multiple dis-advantage.

11. The EOI bid to the Changing Futures Fund was led by Blackburn with Darwen Council on behalf of the whole county (including Blackpool). The EOI proved sound, and a formal bid was invited, and a team involving partners from across Lancashire, submitted an ambitious plan, which has now been approved awarding Lancashire £6.5m in July 2021.

12. The target cohort the programme is to support is Lancashire adults, experiencing 3 or more multiple complex needs indicators, for example mental health issues, substance misuse and history of failed tenancies. Appendix 1 details in diagrammatic form the district authority areas that form each locality area and anticipated number of multiple disadvantaged individuals that the programme aims to support. The project projects that approximately 1,382 individuals will be supported over the life to the programme.

13. The delivery model for the project is available in Appendix 2. It is based around an integrated model of Enhanced Service Hubs with lived-experience navigators supporting engagement and delivery. Navigators will advocate on behalf of individuals experiencing multiple dis-advantage and connect them with the service hub provision. This model includes accessing Enhanced Service Hub support. This is existing provision from

Statutory Agencies, enhanced with additional resources as part of the bid.

14. The Enhanced Service Hub includes:

- *Social Care*
- *Primary/Secondary Health Care provision*
- *Substance Misuse Provision*
- *Mental Health Provision*
- *Criminal Justice Agencies*
- *Housing and Homelessness Provisions*
- *Domestic Abuse Services*
- *Community, Voluntary and Third Sector agencies*

15. The project is now looking at building the teams in Appendix 2 across the 4 localities. Appendix 3 contains the first briefing of the Changing Futures Lancashire Programme. The project is due to go live on the 1st December 2021 and is due to run for a 25-month, period initially.

16. As part of the Enhanced Service Hub for Locality 1, 'Fylde Coast', there are to be appointed three 'Housing Support Workers' within each of the Fylde Coast Local Authorities. Fylde Council has been awarded £62,500 to appoint a Housing Services Officer as a part of this pan-Lancashire funding bid for a 25-month period as part of the enhanced service hub support offer.

17. It is envisaged that this specialist Housing Services Officer will provide homelessness and housing advice services to multiple disadvantaged clients.

18. Table 1 below details the project costings. The Housing Services officer role is a post within the Housing Service that has been to Job Evaluation Panel and been awarded Scale 6. To appoint an additional Housing Services Officer a virement to supplement funding of the post is proposed from Housing Reduction Act Initiatives 21/22 and 23/24.

Table 1 – Changing Future project costings	21/22	22/23	23/24	Total
Housing Services Officer (Changing Futures Programme)	5,772	35,616	£30,847	£72,234
Essential car allowance	141	846	705	£1,692
Changing Futures funding	5,913	30,000	26,587	£62,500
Annual shortfall	0	-6,462	-4,965	-£11,427
Virement to supplement funding of posts Homeless Reduction Act Initiatives 5270/46712	0	£6,462	£4,965	£11,427

ALIGNMENT TO CURRENT SUPPORT IN PLACE AT THE HOUSING SERVICE

19. The Housing Services has seen an increase in the past few years from clients accessing homelessness and housing advice support with multiple disadvantage support needs. As a result, the service has evolved to meet the needs of these clients:

a. Tenancy Support Service

The Tenancy Support package was introduced as part of the Fylde Homelessness and Rough Sleeping Strategy 2020-25 and is designed to assist vulnerable tenants with settling into accommodation. The initial tenancy support that we provide will last for a period of 12 weeks however, if we feel that additional support is required, we can look to review this dependent on the needs of the individual. Support is provided in several different areas including : welfare benefits, referrals for debt advice, referrals to mental health services and substance misuse agencies, assistance with setting up bills once a tenancy is obtained and completing regular home visits to discuss how the

tenancy is progressing and how they are managing to live independently.

The intensity of the support provided is defined by reviewing the needs of the client and categorising them into one of three of the support services that we have available. Appendix 4 details the Tenancy Support Service and dependent on the identified support needs informs service provided. Clients approaching with 9-10 support needs are classed as multiple disadvantaged and referred into the Rapid Rehousing service as soon as they approach.

b. Rapid Rehousing Service

In December 2018 Fylde Council, working jointly with Lancaster and Wyre councils applied for and was awarded **Rough Sleeper Funding** to support the MHCLG Rough Sleeping Strategy 2018 to 2027 (Year 2 funding stream). The funding was launched as part of MHCLG Rough Sleeping Strategy in August 2018, to half rough sleeping in the UK by 2022 and to end it by 2027. The pathway brings together 4 policy elements – somewhere safe to stay, supported lettings, navigators and local lettings agencies.

This funding has enabled a Rapid Rehousing Officer to be employed to undertake support for clients presenting with multiple complex support needs who are at risk of, or are rough sleeping funded till March 2022. The Officer works with at any one time 10 clients who are presenting with multiple disadvantage support needs to engage with the Homelessness Service to receive support, source accommodation and tenancy support when they move into accommodation. Due to the support this Post provides to the wider Housing Team in January 2021 it was approved by Environment Health and Housing Committee the re-allocation of the Flexible Homelessness Support Grant and Homeless Reduction Act funding for 19/20 to continue the funding of the Rapid Rehousing Officer post from 2022 to 2026 in line with MHCLG Rough Sleeping Strategy to 2027.

Due to the Covid pandemic and award of Next Steps Funding to support households affected the service was not expecting Year 3 funding to be awarded under the Rough Sleeper Funding. This was awarded in June 2021 and a report was approved by Environment Health and Housing Committee to utilize the Rough Sleeper Initiative Funding, no longer required to fund the Rapid Rehousing Officer, to continue the Next Steps programme developed in 20/21 and bring in extra support for 21/22 for clients presenting with substance misuse and related problems, including mental health issues, to improve their self-worth, access and continue with the support that is available.

c. Accommodation funding service Ex-offenders and Rough Sleepers

In April 2021 MHCLG launched a new scheme to provide additional funding to local authorities to support ex-offenders into their own Private Rented Sector (PRS) Tenancies. The scheme aims to build a pathway from prison into the PRS and is supported by the Ministry of Justice (MoJ). The funding is to enable the introduction of new schemes specifically focused at supporting ex-offenders, increasing their access and sustainment of PRS tenancies.

Fylde and Wyre Councils jointly submitted an application to support 50 ex-offenders based on the number of prison releases to both boroughs in 2020/21. Funding was approved at a lower level to support 20 service users totalling £68,345, split between both authorities. Fylde Council are to receive £34,172. Support will include rent bond, rent in advance, rent top up for 6 months and assistance with essential items, white goods and carpets if required.

In November 2021 Environment, Health and Housing Committee approved the merger of this funding stream with the Tier 3 Rough Sleeper Initiative funding to appoint an external agency to work with Fylde Council Homelessness and Housing Advice service to support rough sleepers and ex-offenders into accommodation into accommodation and to ensure the support service required are in place.

d. Domestic Abuse Act 2021

The Domestic Abuse Act 2021 creates a cross-government statutory definition of domestic abuse, to ensure that domestic abuse is properly understood, considered unacceptable and actively challenged across statutory agencies and in public attitudes. The four main objectives of the act are to promote awareness of domestic abuse, protect and support victims, transform the justice process and improve performance from agencies in the response to domestic abuse. Part IV duties placed on Tier 1 and Tier 2 Authorities are to ensure safe accommodation and Local Domestic Abuse Partnership Boards are in place to manage a Domestic Abuse Strategy for the area.

Fylde Council were awarded funding for 2021/2022 totalling £33,196, to undertake new Part 4 duties to and provide support within their local authority area. Funding is paid on an annual basis in the form of un-ring-fenced grants under Section 31 of the Local Government Act 2003 by MHCLG for a period of three years. Fylde

Council are working in partnership with Wyre Council and Fylde Coast Women's Aid (FCWA) to support victims and their children and commission a Housing Outreach Worker to engage and support female and male victims and their children, employed by FCWA.

The role will provide advocacy services for victims with agencies who can help to address the support needs of victims of domestic abuse and initiate measures to support clients in their existing and new homes. The cost of the Housing Outreach Worker is £18,500 for 12 months leaving £14,696 available to enhance other support services in place, for example assistance with legal costs above that budgeted in the project and financial support for victims to move into new accommodation.

e. Hospital Link Workers

The partnership arrangements during the Covid 19 pandemic to improve outcomes for people facing multi disadvantage identified locally that there are challenges in discharging people who are homeless from hospital. A no fixed abode (NFA) discharge can have a negative impact on the physical and mental health outcomes and wellbeing of the individual and can create delayed transfers of care within Blackpool Teaching Hospitals NHS Foundation Trust.

In 2020/21 and 2021/22 funding has been made available to the Fylde Coast Integrated care Partnership, (ICP) for delivery of two Homeless Discharge Workers working across the Fylde Coast. The workers will:

Identify inpatients who are homeless – including people who are NFA, people at risk of homelessness, and/or people who cannot safely return to their home

Supporting people who are homeless, or at risk of homelessness, to have a safe, planned discharge from hospital following an inpatient admission

Liaison between Fylde Coast Local Authority Housing teams and the Blackpool Teaching Hospitals Bed Flow Team and Emergency Department.

Reducing admissions and re-admissions to both A&E and inpatient wards at Blackpool Victoria Hospital from homeless households.

CONCLUSIONS

20. The Environmental Health and Housing Committee is invited to note the contents of the report and the Lancashire Wide Changing Futures Programme to support across the lifetime of the project, 1,382 multiple disadvantaged individuals across Lancashire.

21. To recommend to the Finance and Democracy Committee that a fully funded revenue budget increase is approved to appoint a Changing Futures Housing Services Officer post within the Housing Services Team for 25 months totalling £62,500 funded by monies to be received as part of the Lancashire Changing Futures Programme (21/22 £5,913, 22/23 £40,000 and 23/24 £26,587).

22. To recommend to Finance and Democracy Committee approval of a virement from Homeless Reduction Act Grant initiatives (5270/46712) for 21/22 £6,462 and 22/23 £4,965, to supplement additional employee costs.

Housing Service Show and Tell

23. On the 15th March 2022 Fylde Council Housing Services are running our second Housing Service Show and Tell. The event will be open from 10am to 3pm in the Town Hall and will have displays and information from all services with staff available to answer queries and questions. Services include: Affordable Housing Delivery; Disabled Facilities Grants; Homelessness and Housing Advice; Private Sector Inspection; and Tenancy Support.

Finance	<p>The report recommends that Finance and Democracy Committee approve a fully funded revenue budget increase totalling £62,500 funded by monies to be received as part of the Lancashire Changing Futures Programme (2021/22 £5,913, 2022/23 £40,000 and 23/24 £26,587); and,</p> <p>To authorise a revenue budget virement from Homeless Reduction Act Grant initiatives (5270/46712) for 2021/22 - £6,462 and 2022/23 - £4,965, to supplement the additional employee costs as detailed within the report.</p>
Legal	None arising directly from this report.
Community Safety	None arising directly from this report.
Human Rights and Equalities	None arising directly from this report.
Sustainability and Environmental Impact	None arising directly from this report.
Health & Safety and Risk Management	None arising directly from this report.

LEAD AUTHOR	CONTACT DETAILS	DATE
Kirstine Riding	Kirstine.riding@fylde.gov.uk & Tel 01253 658569	03/12/2021

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Changing Futures: changing systems to support adults experiencing disadvantage	Dec 2020	ications/changing-futures-changing-systems-for-adults-experiencing-multiple-disadvantage" https://www.gov.uk/government/publications/changing-futures-changing-systems-for-adults-experiencing-multiple-disadvantage
Everyone In – Keep rough sleepers safe and off the streets during coronavirus pandemic	June 2020	<u>£105 million to keep rough sleepers safe and off the streets during coronavirus pandemic - GOV.UK</u> (www.gov.uk)

Attached documents

- Appendix 1 – Lancashire Changing Futures Programme structure
- Appendix 2 - Fylde Coast Changing Futures delivery model
- Appendix 3 – Changing Futures Lancashire Briefing – Issue 1
- Appendix 4 – Fylde Council Tenancy Support Service