



The Big Lottery's Fulfilling Lives Programme: Supporting
People with Multiple and Complex Needs

connecting people, services and commissioners

West Yorkshire Finding Independence Spending Review Representation

About West Yorkshire Finding Independence (WY-FI)

WY-FI is one of the 12 projects in the Big Lottery Fund Fulfilling Lives Multiple Needs Programme which aims "To improve the lives of people with multiple and complex needs. It is estimated that there are 60,000 adults in England with multiple needs (defined as homelessness, mental ill-health, offending or substance misuse) – many of whom lack effective contact with services that meet not just one, but any of their needs. These multiple issues exacerbate each other and can lead to a downward spiral of ill-health and harm to the individuals themselves, family and society as a whole. With this investment, the Big Lottery Fund will support these individuals by bringing different services together to prevent them rotating around various welfare and justice systems which can deepen the problems in their lives. Organisations tackling homelessness, reoffending, addiction and mental ill health, have created partnerships in each area, led by a voluntary and community sector organisation. Their aim has been to bring together other local services, fill gaps in local provision, share results and lessons and involve the beneficiaries in the delivery of the project." More information about the Fulfilling Lives: Supporting People with Multiple Needs Programme is available here: http://www.biglotteryfund.org.uk/prog_complex_needs

WY-FI Project Summary

The Fulfilling Lives Multiple and Complex Needs Project (WY-FI) in West Yorkshire aims to improve the service user journey for people who are a) highly disadvantaged and b) using a number of services. It aims to improve the working between agencies and, by demonstrating practical new ways of working, to achieve "system change" in the way people who experience multiple and complex needs are supported. The project is worth almost £10million and will last for 6 years from June 2014 to June 2020. It covers the largest and most complex geographical area of the Big Lottery fund's Fulfilling Lives Projects.

Key elements of the service delivery model include;

- **'Navigators'**, working with low caseloads
- **'Advocates'**, supporting effective integration of care planning and service provision
- Portable Support Plans (**Passports**)
- **Swift and strong engagement**
- **Personal empowerment** through choice and sustainable change (a personalisation fund has been proposed in the financial budget)
- **'Advocates'** who will challenge existing models of delivery, break down barriers to effective engagement and increase access to relevant services
- **Peer mentors and volunteers** who will bring real life experience to the programme.
- **Service User influence** and contribution to service design and governance
- **Workforce development** opportunities
- **An Employment Pathway** including working directly on the programme
- **Policy development and evaluation** to promote and share good practice

Delivery is designed to identify, motivate, engage and retain people in services, to provide transformational experiences for people and to equip staff and services with the skills and



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knowledge to achieve this. The proposed model will provide person centred planning with simple pathways; a Single Point of Access, agreed Integrated Multi-Agency Assessment, Portable Support Plans and joint review and Case Conferencing.

The Project is a partnership of voluntary organisations and public agencies, with DISC having been appointed as the Lead Organisation and grant holder responsible to the Big Lottery Fund for the management and delivery of the project.

The project is overseen by the **Core Partnership Management Board** made up of Experts by Experience and representatives from VCS Delivery partners and statutory organisations including representation from Local Authorities, Police, Prison and Probation, Public and Mental health.

VCS Delivery Partners are: Bridge, Barca Leeds, Community Links, Foundation, Shelter, Spectrum CIC, Touchstone and Together Women Project. **Locality Groups** operate as a partnership in each of the five local authority districts in West Yorkshire: Bradford, Leeds, Calderdale, Kirklees and Wakefield and these groups bring together service delivery agencies, commissioners, experts by experience and service users at locality level. We have also established a **Strategic Stakeholder Group** with members including the Police and Crime Commissioner, the deputy Chief Constable of West Yorkshire, Heads of the 3 Health Trusts and West Yorkshire Probation, Chief exec of the 5 Local authorities and the 5 Directors of Public Health. People with lived experience of multiple needs participate actively in all levels of the governance, development and delivery functions of the project.

More information about the WY-FI Project is available here: <http://www.wy-fi.org.uk>

Representation

WY-FI welcomes the Government's wish to consult on the priorities for the Spending Review 2015 and wish to make specific suggestions in respect of people who experience multiple needs and exclusion from public services. This representation to the Spending Review sets out our case for a national focus on individuals with multiple needs. We are making it based on commitments made in the 2014 Autumn Statement and March 2015 Budget.

The work of WY-FI is focussed on people experiencing 3 out of 4 of the following: homelessness, addiction (drugs and alcohol); re-offending and mental ill-health (HARM) and who are currently not accessing support services in respect of some or all of these.

The WY-FI Representation is based on research and evaluation undertaken over a period of more than two years in West Yorkshire. The project has had the support of people with lived experience of multiple needs as well as public and voluntary sector agencies and support providers – this has given WY-FI a unique insight into the challenges faced by this cohort of people and their understanding what works for them.

Our research in 2013 and 2015 amongst people across West Yorkshire likely to experience multiple needs conducted by people with lived experience of these needs shows the following consistent profile:



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Key Findings from the 2013 Research (419 responses)	Key Findings from the 2015 Research (120 responses)
80% were White British	84%
60% Male, 35% Female (5% not recorded)	31% male; 69% female
36% have secure accommodation,	40%
64% have temporary accommodation or sleep rough	52% (plus 8% expect to remain in prison)
30% have slept on the streets in the last month	18%
30% Don't engage constructively with services	26%
17% have been excluded from services	22%
Needs	
85% experience substance misuse	97%
65% have offending or probation needs	91%
51% experience homelessness or have nowhere settled to live	38%
81% experience mental health problems	90%
71% of respondents experience 3 or 4 of these	69%
In the last month	
35.5% arrested (2.4% >6 times)	30% (5% 6 or more times)
32% spent time in the cells (2.6% >6 times)	27% (5% 6 or more times)
29% appeared in court	25% (4% 6 or more times)
17% spent time in prison	3.5% (17% 6 or more times)
30% slept on the streets – 15% >6 times (63)	8% (10% 6 or more times)
52% visited a GP or Walk-in Centre (6% >6 times)	59% (8% 6 or more times)
18% travelled in an ambulance	20%(3% 6 or more times)
18% were admitted to hospital	26% (2% 6 or more times)
26% attended A&E (3% >6 times)	30% (3% 6 or more times)

Through our work, WY-FI is linked to and supported by the Making Every Adult Matter Coalition (MEAM) who have made their own representation which we support (and additional representation from MEAM's individual members) and would make the following observations.

- 1 The experience of the WY-FI Project shows that it is possible to work with the most excluded and complex individual presenting with multiple needs. The keys to success are:
 - a. Persistent engagement
 - b. Non-judgemental approach
 - c. Person-centred, not service outcome focussed, solutions to problems
 - d. The ability to form relationships with excluded individuals based on trust and hope – this particular true of women an BME communities
 - e. These are best delivered by workers who are not directly managed or linked to support services or public agencies.

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- 2 Through taking this approach the WY-FI Project has been able to engage people with multiple needs who have either been excluded from or unwilling to engage with support services, instead they have relied on ad hoc help from crisis services such as accident and emergency departments or have been frequently arrested. We have itemised the costs of one such case over an 8 month period (see Appendix 1) which amount to over £53,000 or just under £80,000 over a year. The WY-FI Project aims to work with 1,050 until people until May 2020. Our research indicates that there at the point at which we analysed the data there were between 1,500 and 2,500 people who could meet the project criteria (3 out of 4 HARM needs and disengaged from services).
- 3 To obtain a successful outcome our Care Navigators work intensively with the individual connecting them to the appropriate and relevant support services to meet their needs. This requires the co-ordination of a number of packages care and to sequence them so that the right support is delivered at the right time. A national focus on multiple needs is essential to encourage publicly funded services to share information not only with other support agencies but with each other as well. Data Protection and Information Sharing protocols need to be seen as enabling mechanisms not restrictive ones.
- 4 Early indications are that positive outcomes can be achieved (using recognised assessment tools such as the New Directions Team Assessment or Chaos Index and the Homelessness Outcome Star) but research such as the evaluation of the MEAM Pilots¹ show that sustaining successes in terms of outcomes for the individual requires sustained input over a significant period of time.
- 5 Support for people with multiple needs is an investment which does not necessarily show an immediate return. The services which see the initial returns are accident and emergency and criminal justice (principally the Police) as individuals are diverted away from their inappropriate use. The costs however are often borne by other services, in particular housing providers and the welfare benefits system until people with multiple needs can become active members of their community. This may typically take between two and three years and in some cases longer. The relationship between activity and outcome is difficult to assign mechanistically so simplistic funding models e.g. payment by results may not work.
- 6 Support for people who experience multiple needs is not confined directly to these four needs. People's progress in tackling problems they have around these four issues are bound up with other issues in their lives. Other characteristics of the multiple needs population include physical health issues (including life threatening and chronic conditions), welfare benefits, relationships with partners and family (linked to domestic violence and/ or childhood trauma); poverty and low educational achievement². These also need to be addressed to underpin and make ongoing support successful. This again

¹ Battrick, T et al (2014), *Evaluation of the MEAM pilots – update on our findings*, London, FTI/PBE.

² These issues are discussed more fully in LankellyChase Foundation (2015), *Hard Edges: Mapping severe and multiple disadvantage*



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is why a national and cross-governmental approach is important. Local delivery units of departments such as DWP and the NHS (in particular mental health services) need to have both the understanding and the flexibility to work with the most difficult to engage people in a person-centred and responsive way. This means understanding people as individuals, that their needs present themselves in different ways and that their journey to a sustainable life in the community is not necessarily one of linear progress on a day to day or week to week basis. Discretion in applying rules and providing support by these agencies is often critical in helping people to a fulfilled life over the long term.

- 7 Within a national framework such as that proposed by MEAM in their Representation to the Spending Review it is clear that local partnerships can effect change across a number of relevant partners who work with the population of people experiencing multiple needs. The Big Lottery Fund's Fulfilling Lives Multiple Needs Programme shows that these can be led outside the public sector which has benefits across the organisations and agencies involved, not least because of a degree of independence and role of "honest broker".
- 8 Evaluation and measurement is essential to any national programme of support. The cost benefits analysis in the Evaluation of the MEAM Pilots (*op cit*) suggest that savings can be realised in around three years of intervention. There are other non-cashable benefits which are accrued in the course of this work not least in the more efficient and effective working within and between agencies, the reduction in failure demand and repeat access of services by individuals as well as the evidence based shift in commissioning for outcomes in the four services addressing the HARM needs.

9 A model for the future

In summary - in terms of a national programme what is required is a "partnership investment" model which combines resources of partners (cash and non-cashable resources or assets) matched by an investment from government over a three to four year period (minimum) that can measure the return across a number of different agencies in terms of the reduction in failure demand for services (i.e. inappropriate or repeat referrals). The main beneficiaries are likely to be health and the criminal justice system – it is too early in our work to say what the benefits to local authorities in terms of housing and adult social care are, but for agencies such as A&E departments, GP's, drug and alcohol services, police and probation services tracking reductions in inappropriate service use.

The WY-FI Project would welcome the opportunity to make further representation or discuss the evidence and experience the project has gathered with a view to making a National Focus on Multiple Needs become a reality.

For more information about this Representation please contact the author: Dr. Mark Crowe, Research and Evaluation Co-ordinator, mark.crowe@disc-vol.org.uk tel 0113 8870044 or the Policy and Development Officer: Ivelina Metchkarova-Taylor ivelina.metchkarova-taylor@disc-vol.org.uk tel: 01138870030 or by post at: WY-FI, 45a Park Square East, Leeds LS1 2NP



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Appendix 1

This spreadsheet shows the cost to the public purse (where these can be identified) of Beneficiary1 during his engagement with the WY-FI Project in Leeds during August 2014 - April 2015. For the purposes of calculating ongoing costs we have assumed either 8 months or 32 weeks as the duration of contact. Where actual costs are not available we have used the Unit Cost Database (UCD) prepared by the Commission for the New Economy and promoted by the Cabinet Office and used in the Troubled Families Programme. More information can be found at: Troubled Families Costs Database - http://www.local.gov.uk/c/document_library/get_file?uuid=e59b819b-2030-4bb5-a93f-5a4fbfee472c&groupId=10180 NB these costs are at 2013/14 prices

Expense	Occurrences	Unit cost	Total	source	UCD cost code
Crisis Costs					
Beneficiary1 evicted from Holdsworth Court for criminal damage.	1	733	£ 733.00	UCD	HO1.0
Beneficiary1 provided with a flat in Beeston area – which broke down after 3 months due to criminal damage and anti-social behaviour	1	733	£ 733.00	UCD	HO2.0
Beneficiary1 given a LEAP supported property in Burley area. Now served with an eviction notice - will be evicted in June 2015	1	733	£ 733.00	UCD	HO2.0
Arrested following incident in Sainsbury's	1	700	£ 700.00	UCD	CR6.0
Arrested at St Georges crypt twice	2	700	£ 1,400.00	UCD	CR6.0
Sectioned under section 2 by police (kept for 28 days in the Newsam Centre)	28	445	£ 12,460.00	UCD	HE14.0
A and E presentation	1	130	£ 130.00	UCD	HE5.0
arrested under section 7 (held 42 hours)	2	445	£ 890.00	UCD	HE14.0
Paramedics called out for Beneficiary1 hand – Beneficiary1 refused too got to hospital	1	222	£ 222.00	UCD	HE9.0
Police called out for Beneficiary1 hand – Beneficiary1 refused too got to hospital	1	648	£ 648.00	UCD	CR1.0
CPN allocated for 10 day after care following section	10	162	£ 1,620.00	UCD	HE16.0

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Welfare check arranged by WYFI (police called out)	1	45	£ 45.00	UCD	CR1.1
Arranged for plain clothed police officer to visit Beneficiary1	1	45	£ 45.00	UCD	CR1.1
Sectioned under section 3 by Social Services (initially for 28 days in the York House)	28	445	£ 12,460.00	UCD	HE14.0
Benefits					
Benefits - ESA/ DLA	32	184.8	£ 5,913.60	Worker	
Benefits - Housing Benefit (£190 per week)	8	690.48	£ 5,523.84	Worker	
Benefits - Council Tax (assume £100 per month)	8	100	£ 800.00	est	
Criminal damage to the LEAP property in Burley					
Deep clean – Approx £250 inc clearance (if environmental clean then a further £200 - assume maximum)	1	£ 450.00	£ 450.00	Landlord (HA)	
Re-decoration of the flat - £315	1	£ 315.00	£ 315.00	Landlord (HA)	
New carpets throughout - £440	1	£ 44.00	£ 44.00	Landlord (HA)	
Replace the bedroom window that has been smashed - £85	1	£ 85.00	£ 85.00	Landlord (HA)	
Replace all the internal doors – 5 internal doors at £143.45 = £717.25	1	£ 717.25	£ 717.25	Landlord (HA)	
Re-plasterboard the ceiling in the living room – 2SQM - £60	1	£ 60.00	£ 60.00	Landlord (HA)	
Replace the electrical casings in the living room -					
Replace all living room furniture (sofa/chair/dining table + chairs/coffee table) - £672	1	£ 672.00	£ 672.00	Landlord (HA)	
Replace the kitchen appliances (fridge/cooker/washing machine) - £684	1	£ 684.00	£ 684.00	Landlord (HA)	
Replace the bedroom furniture (bed/wardrobe/chest of drawers) - £465	1	£ 465.00	£ 465.00	Landlord (HA)	
Replace the kitchen cupboard draws/doors - cupboard door - £53 & drawer front - £26.35	1	£ 79.35	£ 79.35	Landlord (HA)	

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Other One off costs					
First washing machine fitted (estimate)	1	£ 200.00	£ 200.00	est	
Fire Brigade attended and completed fire safety check arranged (2 nd smoke detector fitted)	1	18	£ 18.00	UCD	F17.0
Staff paying for taxi's and food cleaning products (£20+)	1	20	£ 20.00	actual	
Deep clean on property (WYFI £145)	1	145	£ 145.00	actual	
3x bus passes	3	5	£ 15.00	actual	
Ongoing Support Costs					
Weekly support from WYFI and Brain Injury Staff Use cost per hour of Social Worker as a proxy assume 2 workers @ 1 hour each per week over 32 weeks	64	58	£ 3,712.00	UCD	SS18.0
Numerous Vulnerable Adult alerts been made (estimate 3 at 2 hours each) (cost per hour [UCD SS18.0] £58)	6	58	£ 348.00	UCD	SS18.0
OT assessment requested as urgent (3 month waiting list due to backlog)	1	145	£ 145.00	UCD	H15.0
Other ongoing or one-off costs unknown					
Food parcels provided by LEAP frequently					
Begging – most likely moved on by street triage several times					
Attends St Anne's to wash clothes and get a hot meal.					
Case presented to commissioners for funding bid					
Psychologist (Rachel) in charge of completing the assessment for CHC funding					
Crisis team contacted twice					
Solicitor (David Acke and co) Legal Aid following Sainsbury's incident					

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WYFI staff and solicitor David Acke and co chasing Beneficiary1 to attend a Voluntary Attendance at police station after hate crime outside St Georges Crypt					
Cost of presentations and assessment for accommodation					
Cost of applications and assessment for housing support					
Cost of assessment for housing benefit/ council tax benefit					
Grand total			£ 53,231.04		
Costs pro-rata up to a full year			£ 79,846.56		

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