



**GOLDEN  
KEY**

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# **ANNUAL REPORT 2016 – 2017**

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**Cover photo:** Robert Thomas (17.12.67 – 24.06.17) was the Golden Key Data Analyst from 2016 to 2017. A keen photographer, Bob worked for the Golden Key Programme until his death this year. His contribution to the programme was invaluable and he lives on through his work and images.

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## Our Vision:

People with the most complex and multiple needs feel safe, have choices and drive their own recovery journey.

Systems are flexible, dynamic and responsive to the needs of people with histories of complex trauma.

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# 2016-17 Highlights

# Transformational Change

## New Systems Leadership Challenge Launched

Leaders from a cross-section of Bristol will join the Bristol Leadership Challenge run by UWE, designed to address Bristol's 'wicked' problems and build systems behaviour

## Homelessness

Golden Key developed a homelessness position statement to drive priorities. Working with the Bristol Homelessness Partnership and City Office, achievements have included 34 additional beds made available for rough sleepers and a new partnership-based Housing First model will be launched next year

## Commissioning Bristol

A GK Board member is working with criminal justice partners across the city to support a partnership and systems approach to criminal justice services

## PIE Strategy

The GK PIE lead has co-created an 'Understanding PIE, The Current Context' document with people with lived experience and key partnership stakeholders

## Raising the Client Voice

Developing a Lived Experience Strategy will be a Golden Key priority for 2017/18

## UWE Evaluation

Local evaluation provider, University of the West of England have completed 3 in-depth reviews of our services, service user involvement and our clients' experience. They have outlined positive areas of work and opportunities for the programme to continue to improve

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# 2016-17 Highlights

# Transactional Change

## Increase in System Change Group membership

Our System Change Group now has 40 members across 28 agencies and departments

## Systems-Thinking training

39 members across the GK partnership trained in systems thinking

## Common Understanding

All agencies involved in this work share a common narrative and understanding about the GK system change approach

## Action Experiment Success – Safeguarding

Case study outlined in the full report on page 25

## Trusted Assessments

Bristol Homelessness commissioners have included a trusted single assessment approach within new homelessness commissioning round

## Bristol Agents of Change

After a year of investment in supporting systems thinking and change through action experiments, members of the service coordinator team and the system change group are acting as agents of change within the system

## Client Voice Influencing Change

IF group members delivering workshops to GK partners



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# 2016-17 Highlights

# Client Experience

## Positive change

'Clients we interview who were engaged with GK were almost entirely and overwhelmingly positive about GK's role in their life'<sup>1</sup>

## Trust

'The GK service Coordinator approach is characterised by developing a genuine trusting relationship with clients'<sup>2</sup>

## Progress in all reported areas

'Data from Outcome Star and NDT assessment tools indicates that clients are progressing in all key areas'<sup>3</sup>

## Client Voice

'The 'voice of lived experience' is mainly expressed through the Independent Futures (IF) Group. Members are represented on all GK forums and report a genuine sense of equity and influence'<sup>4</sup>

## Golden Key clients are building hope

"I would like to stop taking drugs, I would like to get a handle on my mental health, I would like to get a full working job where I'm paying for myself and I don't have to be on benefits, I would like to get a flat where I can pay the rent myself. That's the same things I've always been trying to do, but now it feels possible." GK CLIENT<sup>5</sup>

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# Challenges and lessons learned



## A large partnership-based approach takes time

The size of the Golden Key partnership brings value as system-wide representatives are involved. Our systems-change approach has had to adapt and evolve to accommodate the size of the partnership

## Trust

Change cannot happen without trust. GK is focussing on opportunities where there is a commitment to system change evidenced by a willingness to trust other members of the system

## Client Voice

GK maintains a commitment to raising the client voice. The longer we work with the IF group, the more we are aware of needing to do more to deliver a platinum standard co-production model

## Learning to fail well

As a system focussed on outcome measures, we lose the flexibility to fail well and learn from our mistakes. This inhibits innovation by creating risk-averse behaviour. People feel they can't try something unless they are certain of the success

## Sharing our success

Our Bristol Partnership has invested and achieved a lot during 2016-17. Golden Key has the opportunity to better highlight these achievements and will focus on this more during 2017-18



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# Overview

## Golden Key History

**In 2013, the Big Lottery approached 15 areas across the country to develop partnership-based proposals for a complex needs focussed system change and improvement programme called Fulfilling Lives.**

Bristol was one of 12 sites across the country awarded Fulfilling Lives funding, with Second Step being voted by the partnership to lead the programme.

£10 million was committed to an eight year programme in Bristol designed to make improvements to a system which consistently fails to effectively support people with complex needs, and people who have a history of cycling through drugs and alcohol, homelessness, mental health and criminal justice services.

11 other Fulfilling Lives programmes were established across the country and each area has developed a localised approach. All programmes are linked by a learning, development and improvement priority, regularly sharing learning through visits, webinars and meetings. Golden Key is the largest partnership of all programmes.

When the programme began, despite the combined efforts of support organisations and commissioners, those with complex needs continued to cycle around the system.

Pressures on the system which exacerbated these problems included: Changing political climates and interest in with subsequent reduced interest in social care investment; a lack of political interest in driving our agendas due to the political climate; annual budget pressures brought on by austerity.



## What we have done so far:

### YEAR 1, 2014-2015

Year 1 of delivery was the implementation phase where key programme elements were established, these can be considered under 3 key headings: Commissioning, service delivery and system change.

#### Commissioning:

GK commissioned 3 services in year 1, our evaluation provider (University of West of England, UWE), peer mentoring service (Developing Health and Independence (DHI) and support coordination provider for the IF group (Bristol Reconnect.)

#### Service Delivery:

GK recruited our service coordinator team who work directly with GK clients. This included arranging staff secondment contracts with 6 other providers who have focused expertise with different demographic groups. Established a service delivery infrastructure based on our values and focus on innovation. The IF group attended most GK meetings and co-developed our programme values and they produced their own business plan, with support from an external organisation (Creativity Works).

#### System Change:

Establishing a cross-partnership system change group with senior managers to identify and resolve system improvements. Identifying and establishing a chair for this group. Also, recruiting an independent chair for the GK partnership board. The board also undertook a workshop

delivered by MEAM to establish our systems change strategy.

PIE training was delivered to front-line staff across the partnership and staff representatives from 40 agencies took part in an event to identify system blocks. During this period we also monitored client activity and identified 500 blocks and barriers they faced during the course of their service engagement.

### YEAR 2, 2015-2016

Year 2 moved from implementation to a programme-wide delivery phase with all services up and running and moving our focus towards learning, innovation and further developing our system change strategy. A key piece of learning during year 2 was the importance of maintaining a contract and programme management approach by all stakeholders which supported continued innovation, focusing on learning and the ability to be nimble to respond to opportunities.

This was achieved and can be evidenced through our work in year 3. Primary areas were: Service delivery; operational systems change and city-wide systems change.

#### Service Delivery:

Evidence emerged of the good work provided by the service coordinator team and our focus moved towards identifying key learning opportunities. During this period, UWE, our local evaluation provider started qualitative interviews with service coordinators, clients, peers and the IF group with

research published during year 3.

The IF group focussed on building resilience, implanting new structures and taking advantage of new opportunities, such as working with Bristol commissioners.

#### City-Wide Change, now known as Transformational Change:

This work is led by the board with year 2 focus on our approach to this change. The work done during this period focused on improving partnership relationships, identifying leavers and influence and mapping key stakeholders. The preparation work undertaken during year 2 paved the way for subsequent city-wide change activity in year 3.

#### Operational Change, now known as Transactional Change:

Key to achieving positive system change was creating a joined narrative about this work; therefore we agreed that operational system change is called transactional change. The system change group and service coordinator team focus on this area of work and escalate barriers which require a strategic response. An example of operational improvement was all members of the System Change Group 'taking home' the blocks and barriers identified from their services and making internal adjustments to avoid these issues in future.

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# Summary Report 2016-17

## Transformational Change

The Golden Key Partnership Board has driven a number of strategic priorities during 2016-17 with a particular focus on leadership, homelessness and more recently criminal justice.

As Chair of the Golden Key Partnership Board, John Simpson has focussed on leadership development, this has resulted in the Bristol Leadership Challenge, a leadership programme designed to create a common objective for members from different communities and sectors. Cohorts will work together for a year to address Bristol's 'wicked' problems, the first year's challenge will be mental health for people with complex needs and GK will be feeding learning into this work.

In addition, a strategic focus on homelessness has resulted in:

- Partnership agreement that GK develop a Housing First pilot in Bristol to inform future commissioning
- Commissioners adopting a new approach to homelessness recommissioning
- GK working closely with the Bristol Mayor's City Office on a homelessness priority. This piece of work has brought different members of the City together to resolve the ever-worsening issue of homelessness. Work has included creating an additional 34 bed spaces for rough-sleepers.
- Call to Action Golden Key Partnership Event and a Homelessness Position Statement

A Golden Key Board member is driving a criminal justice strategic priority with an aim to improve the experience of people going through this system. The Ministry of Justice are pursuing innovative approaches to commissioning with a focus on integrated solutions for offenders. A Bristol-based strategic group are working out opportunities for improving the system with some pilots being trialled next year.

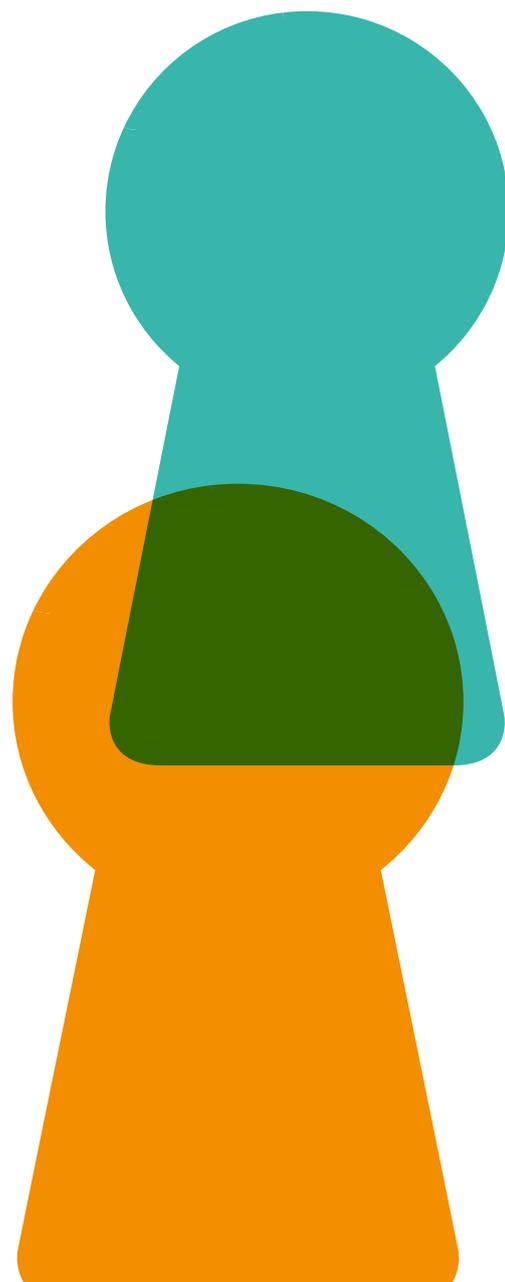
An emerging strategic priority is mental health with Golden Key feeding learning into the Bristol Leadership Challenge (as per above). In addition, GK are developing a Personality Disorder (PD) Pilot which will begin in 2017/18 with a focus on identifying different, more sustainable interventions for people with PD symptoms or diagnosis.

Exploration of the multi-disciplinary team pilot and full personal budget pilots have taken place, with environment changes impacting on the viability of these work areas. GK will be reviewing the potential of these projects in autumn 2017.

Finally, the Golden Key PIE lead has been involved in the homelessness pathways commissioning, ensuring a systemic approach which will create consistency and safety for the client experience.

The Golden Key PIE lead has produced a Bristol PIE context document in consultation with clients, peer mentors and other citizens with lived experience. In addition, in 2017-2018 Golden Key are coproducing with partners a sharing and learning event to

explore how Bristol can become a PIE city. During 2017-18 these areas will be progressed and we will have the potential to review the impact of each work area, and therefore the effect on the client and their experience of services.





## Transactional Change

Focus for this year has been on creating a common narrative with those involved in creating changes. Golden Key has invested in training, consultancy, coaching and a system-change team in order to develop this area. The results are an emerging group of 'agents of change' across the partnership and within GK who are making change happen.

The Manifesto for Change (M4C) team, who focus on system change, have coordinated training, facilitated workshops to respond to requests of members and created an infrastructure for logging change activity and supporting people through blocks in their work. They also coordinate the System Change Group (SCG).

**The SCG is attended by 40 members across 26 organisations or departments with on average 16 attendees per meeting.** It is supported by the M4C team and chaired by a partnership board member. Participants are developing their own action experiments (change activity) which are informed by their clients experience but which linked specifically to their own work priorities. As a result, participants are seeing real change and progressing through blocks. System wide change is also possible as participants work together on handing-over action experiments. **There are 22 logged action experiments running at the moment with a range of outcomes and learning.**

One example is a member of the system change group who has achieved significant positive change in relation to adult safeguarding. This work has increased the percentage of accepted referrals by their

organisation accepted, reduced the number of inappropriate or incomplete referrals and created an additional layer of support for staff across drug and alcohol services in Bristol. This individual has presented the learning at a social work conference, has delivered drug and alcohol training to social workers and has identified an additional training opportunity relating to understanding of domestic violence; this training will be provided by another member of the system change group.

Another example is of a service coordinator who identified misconceptions about relapse policies in dry-houses which was resulting in clients leaving their placement after lapses. Following a review of clients and providers knowledge he developed a range of recommendations for improving these processes. Due to his investment in building good partnership relationships, he was able to present these recommendations to providers which prompted a review of how to improve the system. This work has now been taken on by a dry-house provider in Bristol as an action experiment.

**These successes are as a result of partnership and relationship investment, of building cross-partnership narratives and of creating a jointly recognized approach to logging and progressing work areas.** This has created a sustainable infrastructure of system change being delivered by change agents across the partnership. With further investment, this approach will leave a lasting legacy of systems thinking and joined-up approaches to change.

## Client Voice

Teams involved in client-facing work have invested time, resource and thought into developing innovative systems for client engagement and support. **As a result of these efforts, the client demographic is well-balanced across gender, need, heritage, age and location.** We also have a clear idea of which demographic groups we will work with next following a joint review with MEAM.

Clients are making progress across all Housing Outcome Star (HOS) and Chaos Index (NDT) areas with average improvement in all areas since outset of services.

**"I would like to stop taking drugs, I would like to get a handle on my mental health, I would like to get a full working job where I'm paying for myself and I don't have to be on benefits, I would like to get a flat where I can pay the rent myself... That's the same things I've always been trying to do, but now it feels possible."** GK CLIENT

Client experience peaks and troughs in their well-being ratings, with a particularly significant peak at around the 5th review (2 years into service delivery) followed by a significant drop at the next review, providing useful learning about the complexity of the client need, the challenging nature of their progress and the necessity for longer-term interventions.

**"I've got a job recently, I've managed to complete my course, even though I had low attendance, I'm still doing things, I'm still getting on with my life... I have moved forwards since then because around that time [of joining GK] I was in crisis, I was really suicidal**

**... so yes, my life has improved since then... I don't want to die, I did want to, but now I don't so that's an improvement in anyone's standards."**

GK CLIENT

Highest areas of improvement across the HOS are drugs and alcohol and criminal justice. Reporting on client service use levels corroborates this, showing a reduction in all criminal justice related activity, such as arrest, court or prison, and a reduction in the level of emergency contacts clients are having with services.

During 2016/17, local evaluation provider the University of West of England (UWE) reviewed 3 service areas including the service coordinator team, the Independent Futures group (IF) and interviewed GK clients via peer researchers. This research resulted in 3 evaluation reports and an end of year report. Each paper provided clarity about our current delivery and highlighted opportunities for consideration and development.

Highlighted areas of good practice were:

'The Service Coordinator Team (SCT) bring considerable skills and expertise to the role, which supports their effective practice and operation as a high-performing and engaged team with a deeply embedded culture of learning.'

'Clients we interviewed who were engaged with GK were almost entirely and overwhelmingly positive about GK's role in their life and most saw positive change as a combined result of GK's support and their own endeavours'

Development areas which we are including in our next years delivery are:

'Consolidating the team's learning to share more widely beyond the team.'

The Peer Mentoring Service has developed an inclusive, co-production-based approach and has matched 20 clients to Peers. These matches are providing important support for clients:

'Client is out of prison, creating supportive link with him prior to release, attending court dates with client etc.'

The number of peer/client matches is less than we expected with an original target of 75 clients matched with peers. As a result, this service has focussed on developing opportunities for raising the client voice, on identifying potential peers from hidden areas and reducing stigma in the community. Peer mentors were also trained as researchers to support the local evaluation client interviews.

The IF group continues to evolve and develop with a particular focus this year on building infrastructure, increasing impact at key meetings and developing sustainability opportunities. The number of IF group members has reduced. However, the hold on recruiting new members has allowed them to develop a new recruitment and training approach which has the potential to better engage a wider-group of people with current lived experience, whilst maintaining key experienced members who maintain consistency. UWE noted that IF members are: 'represented on all GK forums and report a genuine sense of equity and influence.'

IF have received four offers of external funding for consultancy work during this period as a result of their efforts and professionalism across key meetings. They have been involved in service redesign and re-commissioning of services.

IF members are looking to the future and are keen to develop a sustainability strategy which builds on this success so far, they also continue to aspire to be an independent user-led organisation but recognise that this will come with time.

**IF have achieved 100% attendance at key Golden Key meetings including the system change group, partnership board, consultations, events and training. IF members reflected that they take pride in this achievement, noting that the way they approach these responsibilities has improved since they first started with IF.**

An important observation emerged during an annual report consultation with IF, which was the positive impact of being an IF member on their well-being and progress. One member stated that during his years of involvement with the group, during ups and downs, he always knew that he could take more advantage of this opportunity; his goal was always to build the skills to be able to do this.

The group went on to reflect on the necessity of having responsibilities, of building different kinds of relationships and of having something important to do with their time.

In 2017-18 the IF group will be undertaking a recruitment drive including inviting Golden Key clients to join. We will review this as the year progresses.

# Full Report 2016-17

# Transformational System Change

**Transformational System Change work areas are overseen by the Partnership Board.** There are 18 members of the partnership board, CEOs, Regional Directors and Managing Directors representing the following agencies: National Offender Management Service (now Ministry of Justice), Police, IF group, 1625IP (young peoples services), NHS, Bristol CCG, Avon and Wiltshire Partnership Mental Health Services, Bristol Drugs Project, Bristol City Council, St Mungo's, Missing Link and Second Step and we have recently welcomed a representative from the Police Crime Commissioners Team and our local Community Rehabilitation Company. Attendance averages at 12 members per meeting with a high proportion of regular attenders and work underway with those less engaged to identify priority alignment. In a recent annual survey a board member stated that GK's approach to partnership working is effective and 'paying real dividends', whilst another commented that 'system change is very difficult' and that 'Golden Key through the events and blocks and barriers work is helping everyone to understand the challenge of system change and working on manageable chunks to achieve it.'<sup>8</sup>

Previously, the role of the board had been to support the development of innovation and concepts. As clear priorities have been established this role is evolving, with board members opening doors and unlocking potential to ensure our priorities are achievable. Examples of this include board member organisations adjusting their working practices and policies, utilising networks to achieve better results and creating opportunities through syncing priorities across sectors and the partnership.

## Transformational System Change Activity

### Activity in progress

#### 1 Bristol Leadership challenge

#### 2 Homelessness Strategic Priority

- 2a Trial a Housing First Approach
- 2b Try new ways of commissioning
- 2c Golden Key and City Office
- 2d 100 beds in 100 days
- 2e Hearts and Minds Campaign
- 2f Livelihood Initiative
- 2g Housing First

#### 3 Criminal Justice strategic priority

#### 4 Mental Health strategic priority

- 4a Informing the Bristol Leadership Challenge
- 4b Personality Disorder pilot

#### 5 Multi-Disciplinary team pilot

#### 6 DWP back-payments

#### 7 Full Personal Budget pilot

#### 8 Psychologically Informed Environments

#### 9 Client Voice

The diagram above highlights key priorities for 2016/17-2017/18, the following report describes work so far and intentions for the next phase of the programme.

The subsequent sections provide a brief update on these areas, with a particular spotlight on the Bristol Leadership Challenge, Homelessness Strategic Priority and the Criminal Justice Strategic priority as progress in these areas are further advanced.

<sup>8</sup>Annual partnership feedback survey, June 2017.

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# 1 Bristol Leadership Challenge (BLC)

## Aims:

- Enable existing and future senior leaders to develop a new set of skills, insights, behaviours, relationships, values and patterns of influence; necessary for systems thinking and systems leadership;
- Enable leaders and organisations with a stake in the future of the City to apply these in order to find new and creative solutions to Bristol's top 'wicked' problems, and to drive service change across the City; and,
- Build an inclusive and diverse local leadership capacity for the long-term interests of Bristol citizens and the whole City.

The BLC has been sponsored and driven forward by John Simpson, the independent chair of the GK partnership board. John says:

**“The notion of the Bristol Leadership Challenge (BLC) emerged from the experience of clients involved in Golden Key. Conversations between GK partners indicated there was much interest in exploring the system leadership implications of providing services to this group. We believe that a more strategic and systematic approach to partnership working will improve needs analysis, service design and commissioning, joint approaches to assessment of an individual's needs, the co-ordination of service delivery, and new ways of managing decision making, resource allocation and risk. We wish to explore these issues in one place - Bristol. To facilitate this work, Golden Key led the creation of the BLC Commissioning Group which duly commissioned UWE to design the BLC programme which will launch in October 2017. It aims to build and strengthen the collective leadership capacity of Bristol so the city can better address the complex issues it faces. We intend BLC to be an annual feature of the local leadership development landscape.**

**The Commissioning Group is sponsored by Bristol's elected mayor and has involved**

## Outcomes 2017/18:

- Over 20 individuals from different sectors and agencies will be trained and accredited in system leadership.
- The applied learning for this cohort will be to mental health and complex needs.
- Golden Key will inform this work via client need and blocks and barriers research.
- This leadership group will create future opportunities for creative city-wide solutions.
- A second cohort for the BLC will be identified for delivery in 2018/19

**a wide range of stakeholders across all sectors. Stakeholders have contributed time, invested resources and shared expertise to enable BLC to be established. A key tenet of the programme is that the organisations which sponsor individual participants pledge to develop system leadership more widely. The BLC design and commissioning process has, in itself, made a significant contribution to strengthening our partnership working. BLC also recognises that Bristol's leadership cohort does not reflect the make up of the local population and that this needs to change.**

**The first BLC cohort of 20 plus participants has now been identified. It is a diverse group in terms of gender, ethnicity, age, role and sector. It has been agreed that the year 1 programme will include a focus on mental health with participants being expected to explore how related services could be improved. The first cycle will be carefully evaluated in terms of its impact to ensure that BLC goes from strength to strength, building, over time, a more confident and diverse cohort of system leaders dedicated to improving public services in Bristol.”**

## 2 Homelessness Strategic Priority

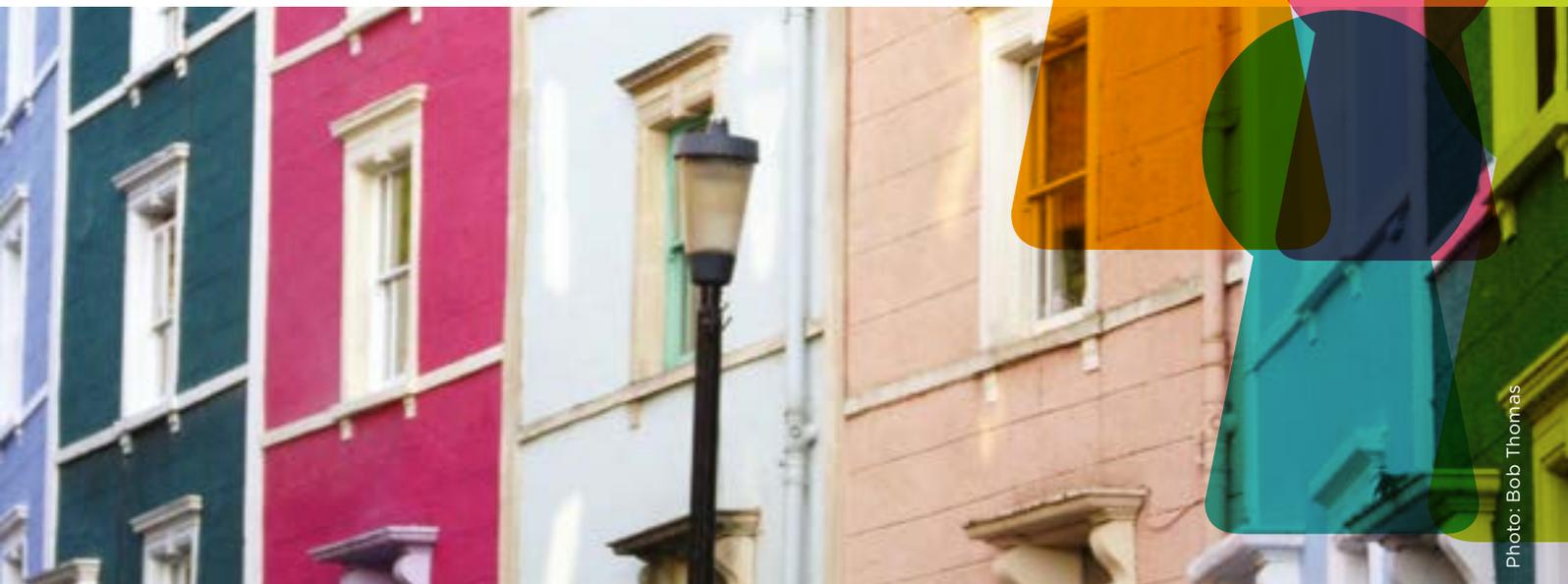


Photo: Bob Thomas

**Bristol has a rough-sleeping and homelessness problem, the highest in the country after London.** This has increased exponentially in the last 3 years, a homeless count of around 10 in 2013 has risen to nearly 100 in 2016.

As a result, In 2016 the Golden Key partnership board decided to drive a strategic priority in homelessness and Golden Key developed a position statement with recommendations to stop homelessness in Bristol.

This is available on our website: [www.goldenkeybristol.org.uk/our-nomore-recommendations](http://www.goldenkeybristol.org.uk/our-nomore-recommendations)

This resulted in a range of partnership work and investment, including the Bristol Mayor, focusing on reducing the numbers of rough sleeping people in Bristol. As a partnership we have achieved the following change:

- For the first time in Bristol, Housing First will be trialled in 2017/18 (see section 2a)
- Homelessness services were commissioned in a different way and now have much-longer contract periods - allowing for system stabilisation and full focus on improving the client experience.

- Bristol MPs supported Homeless Link's Homelessness Reduction Bill.

In addition, a new range of work areas were created:

### 2a Trial a Housing First Approach

Housing First has been trialled globally with varying degrees of success. Having considered this option in relation to our clients' needs and information from our client voice group, Independent Future (IF) Golden Key has agreed to pilot Housing First to inform the cities homelessness resolutions in future.

#### Aim:

- To stop rough sleeping through providing appropriate choices to people with complex needs who are sleeping rough or living in unstable or inappropriate accommodation.

#### Objectives:

- Develop a Bristol Housing First approach with a cross-sector common narrative and understanding of what this approach is
- Provide clients with the accommodation they ask for, with only tenancy-relevant terms

attached

- Provide intensive wrap-around support for clients to build the skills needed to live in and sustain tenancies. This support is an offer, not a pre-requisite for the accommodation.

#### Current position:

Golden Key coordinated the delivery of a Housing First seminar in Bristol by Homeless Link with the aim of identifying interested stakeholders and creating a common narrative.

This resulted in multi-agency project-team and partnership board to implement and deliver the programme.

#### Outcomes:

- Housing First will be tested in Bristol and inform future decision-making around solutions
- 10 clients will be offered accommodation of their choice and an offer of support
- Golden Key will assess the impact of this approach via our standardized monitoring and reporting processes
- Half of the properties will be



provided by city landlords, half from the City Council

- Develop a multi-agency service level agreement to which stakeholders sign-up
- UWE will evaluate delivery of this approach

## 2b Try new ways of commissioning

To stabilise services and systems in order to focus on improvement and development

The Golden Key partnership allowed opportunities for commissioners and housing providers to discuss commissioning processes in a new way. Previously, commissioning processes severely hindered services ability to focus on improving the client experience as their resource was drawn into rounds of recommissioning. This process inhibited our partners' ability to engage in system change activity as many were involved in recommissioning processes.

In 2016, following discussions across the partnership at board and system change group level, Bristol City Council announced their intention to change their approach to commissioning in this round.

Instead of a 'recommissioning' process which requires all providers to bid for work, they were able to undertake a 're-contracting' approach.

Current housing providers are therefore working together to create a more cohesive and sustainable system for the long-term benefit of the clients. Contracts will also be for 5 years, with an extension of an additional 5, compared to a previous process of 3 with an additional 2 years.

Feedback from across the partnership is that this has created significant positive impact. Providers and commissioners are working together to create system change to improve the client experience and increase positive outcomes during a period of economic crisis.

Providers have reflected that this process is hard-work, more than they would expect from a re-contracting process, however it is significantly easier than previous recommissioning processes.

Many partners re-engaged in Golden Key system change activity once this change happened.

## 2c Golden Key & Bristol City Office

The City Office approach is designed to engage new partnerships in addressing the growing numbers of people sleeping rough on Bristol's streets. Sponsored by the Bristol Mayor Marvin Rees, this is a new initiative designed to allow Bristol to self prioritise and address the challenges faced in Bristol.

*Aileen Edwards,  
Mayor Marvin Rees &  
John Simpson 2016*

## 2d 100 Beds in 100 days

Marvin Rees challenged the City Office homelessness partnership to create 100 beds in 100 days for rough sleepers in the city.

As a result of the partnerships efforts, 34 additional beds were made available for homeless people, 24 of which were from Housing Associations and 10 from new guardianship schemes.

The group aims to continue this campaign to increase the bed space available for rough sleepers during 2017/18. They are working with the Resilient Cities initiative<sup>9</sup>, receiving a facilitated session to identify their next-stage priorities and initiation plan. This will be available in autumn 2017.

## 2e Hearts and Minds Campaign

This initiative was developed to explore how communications and public relations activity can support the homelessness agenda. Following a range of exploratory multi-agency meetings, a pre-existing homelessness and communications group have taken over the priorities of this work as they have established an excellent delivery model with strong outcomes and an improvement culture.

## 2f Livelihood Initiative

The Livelihood Initiative will focus on creating development opportunities for people with complex needs through utilising resource in the business sector. Multi-agency partnership meetings has begun mapping this work in partnership with the IF group but hasn't so far been a programme priority. We intend to launch this in 2017.

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## 3 Criminal Justice Strategic Priority

**A member of the Golden Key partnership board, Rob Fenwick, identified an opportunity to develop this work as a result of a range of changes happening within the criminal justice system.**

The changes have created an opportunity to influence positive change for clients with complex needs as systems are being reorganised. Rob's initial inquiry has resulted in an inter-partner group focussed on improving partnership working and systems across criminal justice services.

This group includes representatives from the police crime commissioner, local prisons, NPS, CRC and agencies holding contracts within the prison. If required in the future, Golden Key also has champions within the courts.

Rob stated:

**“During 2017/18 the Ministry of Justice will be pursuing innovative approaches to commissioning with a focus on integrated solutions for complex needs offenders.**

**The GK programme provided a ‘strategic fit’ for commissioners and providers of offender services to align delivery priorities with city wide initiatives in the city of Bristol supporting ‘system change’ imperatives identified by GK. The integrated approach has identified offenders at risk of and subject to recall to custody as a cohort around which to develop an integrated approach to improve rehabilitative outcomes.”**

In summary, this work has brought together key stakeholders across the system to improve outcomes for people who cycle around the system.

Golden Key has ring-fenced funds to support this work during 2017/18 with a priority on improving outcomes for offenders with complex needs. However, this work is likely to improve outcomes for all those going through criminal justice services in Bristol.

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## 4 Mental Health Strategic Priority

**This has emerged as a strategic priority as a result of key work-areas in this arena.**

### **4a Informing the Bristol Leadership Challenge**

The multi-agency steering group for the Leadership Challenge have agreed to focus the first year's activity on resolving the ‘wicked’ problems within the mental health system. In order to allow the cohort to establish a complex understanding of this issue, Golden Key will be developing an overview of the clients experience in relation to this area. This will include: client need, service use, blocks and barriers, system flex, opportunities.

### **4b Personality Disorder Pilot**

#### **Aim:**

- People with diagnosed personality disorder or those exhibiting symptoms of this disorder have access to services and have choices which allow them to improve their quality of life.

This pilot, due to begin in 2017/18, will be service-based and focus on identifying and delivering interventions for complex clients and training and developing staff teams to better-respond to the needs of this group.



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## 5 Multi-disciplinary Team Pilot

**A range of partners have shown interest in this approach during 2016/17 and the programme team have pursued these possibilities.**

However, environmental changes have diverted partnership priorities and reduced interest in this model at present.

Our aim in 2017-18 is to make adjustments to the model to simplify the process and add value to the system.

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## 6 DWP Back Payments (Action Experiment)

**Exploration of this area has resulted in key learning about opportunities to influence nationally within DWP and how austerity and Brexit has impacted on our capacity to lobby parliament members for support.**

We have had no response from any DWP representatives despite a range of contact at different levels. We have been unable to elicit parliamentary support as a result of the impact of Brexit, MEAM supported us in this effort.

We have also explored how DWP delivers in different areas and have found discrepancies, with some areas providing 'complex needs mechanisms' better than others. As a result, during 2017-18 we will shift focus from a national approach to identifying local good practice within DWP and sharing learning to other areas. Brighton is a good practice area and we hope to work with the Fulfilling Lives project there to share learning.

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## 7 Full Personal Budget Pilot

**Commissioners from a range of sectors were involved in the planning and development of this work.**

A viable project approach has been developed with a recommendation for a small test phase to better-understand the potential outcomes of this work.

However, as a result of severe pressures on funding and significant role and resource losses across the sector, the GK Commissioners Group has agreed that this isn't an appropriate time to pursue this model. This will be reviewed during 2017/18 to consider future viability for this work.

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## 8 Psychologically Informed Environments

**The Golden Key Psychologist has been working with homelessness commissioners to include sector-wide principles of PIE within the new homelessness pathways.**

In addition, the Golden Key PIE lead has established a strategic PIE network of psychologists from across the partnership. This group has considered the opportunities for a pan-city approach to PIE. Information from this group and consultations with clients, peer mentors, IF Group members, GK staff and partners has led to the development of the Golden Key, 'Understanding PIE: The Current Context document'.

**Proposed priorities for 2017/18 are:**

- Create a common narrative: Agencies agree what good PIE practice looks like
- Develop a psychological framework tool for organisations to use in internal reviews of their policies and processes, with a spotlight on being trauma informed.
- Explore and develop a partnership-wide approach to staff training
- A spot-light on client transitions, aiming to focus on better, more sustainable transitions for clients
- Review how a PIE approach improves client engagement
- Share learning about care-coordination for people with complex needs.

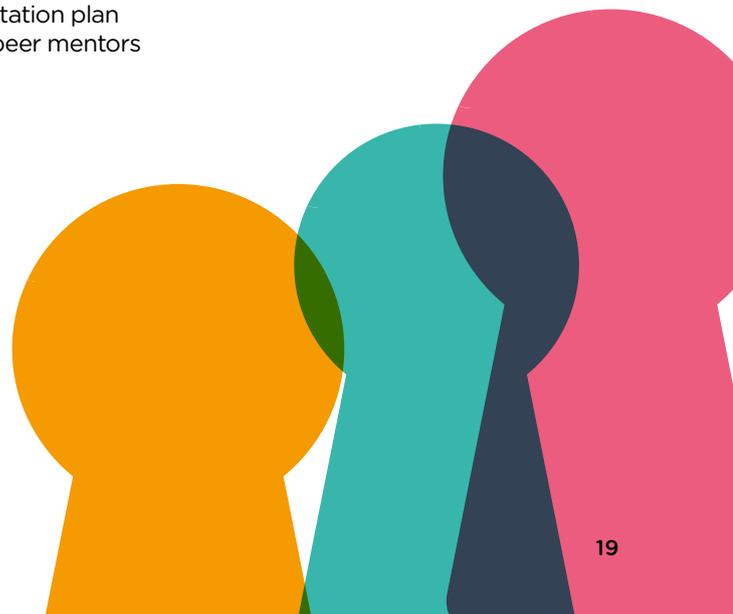
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## 9 Client Voice

**Operational activity in this area has progressed during 2016-17; this information is outlined later in this report.**

Also, co-production is emerging as a key priority within the GK PIE strategy. As a result we intend to make raising the client voice and co-production a strategic priority during 2017-18 in order to share learning, identify opportunities for development and create some system consistencies.

We will be developing a Client Involvement strategy and implementation plan during autumn this year. This will be co-produced with GK clients, peer mentors and IF members.



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# Transformational System Change Summary

**The Partnership Board has driven a number of strategic priorities during 2016-17 with a particular focus on leadership, homelessness and more recently criminal justice.**

As Chair of the Golden Key Partnership Board, John Simpson is sponsoring a focus on leadership development which has resulted in a cross-sector leadership programme designed to create a common objective for members from different communities and sectors. Cohorts will work together for a year to address Bristol's 'wicked' problems, the first years challenge will be mental health and GK will be feeding learning into this work.

In addition, a strategic focus on homelessness has resulted in a partnership agreement that GK develop a Housing First pilot in Bristol to inform future commissioning, commissioners adopted a new approach to homelessness recommissioning, and GK are working closely with

the Bristol Mayor's City Office on a homelessness priority. This piece of work has brought different members of the City together to resolve the ever-worsening issue of homelessness. This work has included creating an additional 34 bed spaces for rough-sleepers.

A Golden Key Board member is driving a criminal justice strategic priority with an aim to improve the experience of people going through this system. The Ministry of Justice are pursuing innovative approaches to commissioning with a focus on integrated solutions for offenders. A Bristol-based strategic group are working out opportunities for improving the system with some pilots being trialled next year.

An emerging strategic priority is mental health with Golden Key feeding learning into the Bristol Leadership Challenge. In addition, GK are developing a Personality Disorder (PD) Pilot which will begin in 2017/18 with a focus on identifying

different, more sustainable interventions for people with PD symptoms or diagnosis.

Exploration of the multi-disciplinary team pilot and full personal budget pilots have taken place, with environment changes impacting on the viability of these work areas. GK will be reviewing the potential of these projects in autumn 2017.

Finally, the Golden Key PIE lead has been involved in the homelessness pathways commissioning, ensuring a systemic approach which will create consistency and safety for the client experience.

Golden Key's City-wide approach to system change has developed significantly during this period with clear activity underway since the project began. During 2017-18 these areas will be progressed and we will have the potential to review the impact of each work area, and therefore the effect on the client and their experience of services.

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**“I didn’t realise since I come off them [tablets prescribed for mental health] how many years I’d been on them, I’d been on them 30 years, one lot, 30 years... So, like, my mood is like really good at the moment and it’s the first time it’s been good in I can’t remember since when, I’m content... now I’m happy and I’ve got a really good relationship with my son, I didn’t see him for 9 years.”** GK CLIENT

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# Transactional System Change

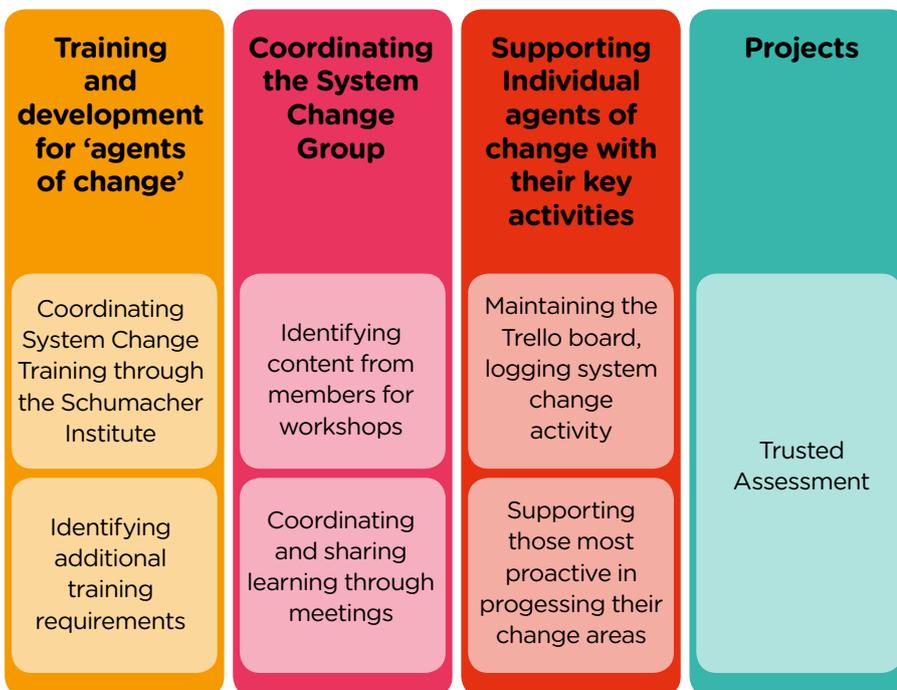
**Transactional System Change focuses on operational or internal agency developments which can be achieved by anyone within the system, including clients, staff, managers or area managers.**

The focus of this work during 2016/17 was to:

- identify and train 'Agents of Change' across the partnership
- for these agents of change to identify their own change interests, or 'action experiments'
- to support these change areas

To support this work, the Golden Key Programme recruited a Manifesto for Change (M4C) project manager in April 2016 and a project support officer who joined the team in May.

This team focuses on four key areas:



'Agents of Change' is a term used to describe partnership members actively involved in systemic change activity. We use the term 'action experiment' to describe change activity. In 2017/18, Golden Key will be undertaking a review and update of our 'theory of change.'

Currently, the Manifesto for Change team are delivering under the current assumptions of the illustration opposite:

## Emerging theory of change



In order to focus resources, our first cohort of change agents were identified as the Service Coordinator team, members of the system change group and members of the IF group; around 50 people (this number has fluctuated throughout the year).

All members of these teams/groups have been trained or are due to train in systems thinking, a 2-day course which allows participants to create a system-wide perspective which supports partnership working, enhancing their understanding of their own involvement in that system and the beginnings of how to identify and create the change they see needs to happen.

### **System Change Group:**

This group works on the basis of two meet-ups every quarter, one meet up being a group workshop and the other a more traditional meeting. The meetings focus on strengthening our system-change approach, agreeing common language, maintaining common understanding and driving work areas forward. The meeting is chaired by Dom Wood, CEO of 1625IP - a local young-persons organization who work with high proportions of complex need. The workshops are designed to share learning, support up-skilling of change agents and work together to overcome barriers faced in individual action experiments. Workshops are coordinated

by the Manifesto for Change team who respond to requests from meetings and include case examples delivered by change agents themselves. The aim is for this meeting to become more self-sufficient, being developed and delivered by change agents as a means to make it more sustainable. GK will continue to support and develop this work as required, including providing external training.

Average attendance is 16 participants, indicating good partnership engagement and the group has been very involved in developing system-change models. During this year the GK System Change Group merged with another strategic Bristol group, the Homelessness and Health Board, which served similar functions. This has been useful as the group numbers have grown and we have a wider mix of service providers and commissioners involved from across sectors. However, merging two groups has required some additional investment in creating common narratives, balancing group objectives and providing additional training for members who haven't already received it.

Despite the disruption caused by the merging of the groups, many members have established their own action experiments and a few have seen significant results. The chart below shows the action experiments of all agents of change.

System Change Group activity: blue

Golden Key Programme Team Activity: orange

Service Coordinator Team activity: yellow

## Transactional System Change Activity

### Activity in progress

Enable services to cater for the needs of homeless women, specifically regarding complexity and hidden homelessness

How can accommodation options for people with severe and enduring mental health issues be improved?

How can services develop a shared understanding of positive risk taking?

How does the implementation of an abstinence agenda in non-commissioned dry houses affect clients?

How can language be best used to have a positive impact on system change activity?

What are the pathway options for clients with problematic alcohol and other drug use to access IAPT Wellbeing support (Step 2 CBT) for common mental health problems?

Cross Organisational Review: Effectiveness of user-involvement policies and processes

How can information sharing between secondary mental health services and housing providers be improved?

What issues impact on the housing of homeless individuals with dogs in the early part of their housing pathway in Bristol?

Independent Futures (IF) Group collaboration in system change activity

Trusted Assessment implementation within the preventing homelessness accommodation providers

Gender segregation in Domestic Violence services and the barriers this creates

How can lapse policy in drug treatment housing be used more effectively to support rather than punish clients?

Training: 2017 Systems Thinking training

How do we help clients to retain the information given to them at assessment, when moving through the housing pathway?

How can adult safeguarding be improved with regard to substance misuse and capacity?

System Change Group facilitation: supporting independent agents of change

Is PIE a useful concept for GK partnership agencies?

How can clients better access multiple services at once: mental health illness, addiction and homelessness?

What have we learnt about the service coordinator role?

How can pathways for prison resettlement be improved?

How do we improve young peoples transition to adult services?

Those highlighted in blue are action experiments held by members of the system change group and a range of activity is underway behind each one. The meeting infrastructure supports these actions, alongside surgeries and other learning activities development by the GK team. Agents are encouraged to identify action experiments which links directly to their current work prioritise - to

ensure they can prioritise this work alongside other responsibilities they hold.

Due to the volume of activity underway, we are spotlighting particular cases which have been underway for longer periods and as a result are further progressed, to illustrate the impact this work has had, and the potential it can have.

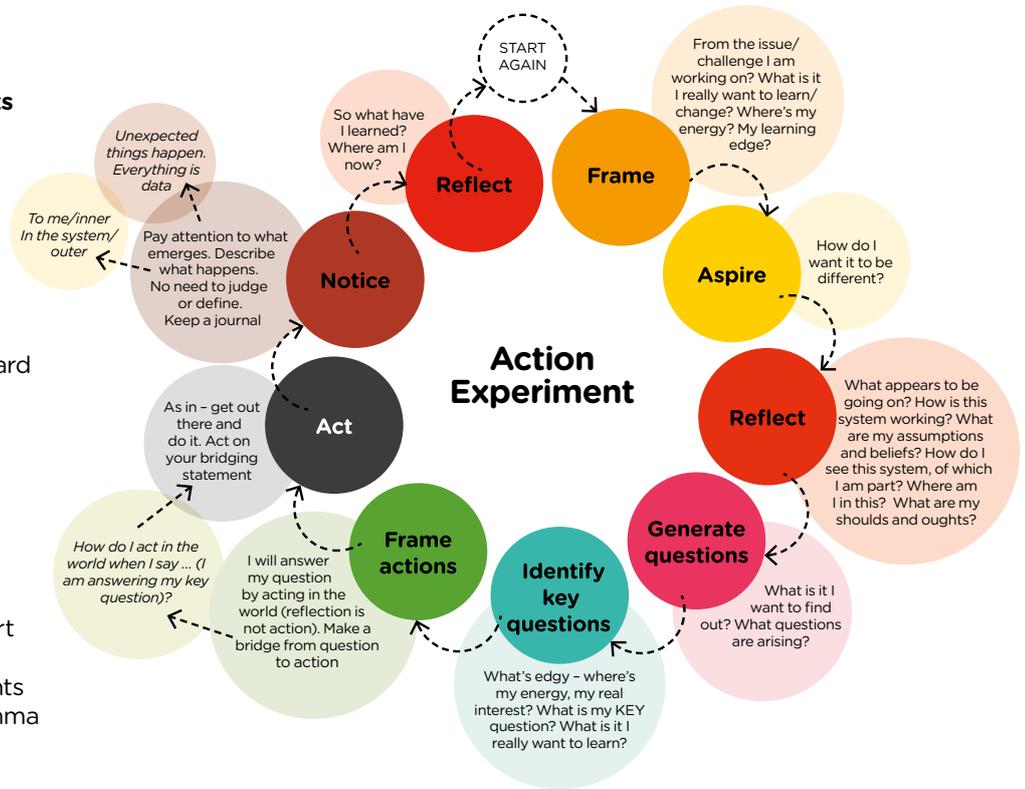
# Case Study 1

**Emma is a change agent who works as a manager for Bristol Drugs Project, a lead agency providing drugs services in Bristol.**

Emma was the adult and children safe guarding lead for her organisation which led to the action experiment 'How can adult safeguarding be improved with regard to substance misuse and capacity?'

The diagram provides a useful reference point for change agents who want to progress their action experiments.

This was provided by Martin Sandbrook, Systems Thinking Expert and provider of our system change training. It provides key activity points such as 'identify question' which Emma achieved, as above.



The next step was to Frame Action which encourages participants to identify actions which are easily achievable within their own sphere of influence. The diagram charts Emma's actions and outcomes utilising the language in this tool.

<b>Question</b>	<b>How can adult safeguarding be improved with regard to substance misuse and capacity?</b>	
<b>Action</b>	Internal review of all BDP safeguarding.	Implement internal system changes (Resulting in increased acceptance of safeguarding referrals)
<b>Review, re-frame question</b>	What other arenas can I influence?	How can I share this learning?
<b>Action</b>	Offer to review safeguarding processes of services in drugs and alcohol partnership	Implement system change across wider drugs and alcohol partnership - resulting in improved outcomes across all services.
<b>Review, re-frame question</b>	What other arenas can I now influence?	How can I share this learning further?
<b>Action</b>	Has now joined the Bristol Adult safeguarding board as volunteer services representative.	Delivered case study at System Change workshop, shared learning across multiple sectors.



Emma has achieved significant system change success within this model and attributes the beginning of her journey to systems thinking training delivered by Golden Key. “Systems Thinking training was a turning point for me”, Emma reflected during a recent GK workshop. This work has resulted in a range of activity which will improve the clients experience around adult safeguarding – an area which emerged as a key issue within Golden Key blocks and barriers reporting in 2015/16.

**Key learning and success points are:**

- Emma focussed on an area which was important within her own work which allowed her to prioritise this over other things.
- This system change activity has reduced the number of forms required, increase uptake of referrals and decreased inappropriate referrals. Improving service efficacy and creating additional resource.
- Improving these systems has resulted in less frustration between services as referrers are more successful and the adult safeguarding team receive less inappropriate or incomplete referrals. This improves partnership working capability and sustainability.
- Staff members working within their framework feel more secure in dealing with high-risk adult safeguarding situations which

don't meet the referral criteria – increasing potential for positive staff well-being

- Emma is confident in the safeguarding systems she has established and has therefore been able to identify 'blocks' in the system which the wider Golden Key partnership could aim to resolve. For example, there is a disproportionately low acceptance of adult safeguarding referrals relating to domestic violence – indicating perhaps a training need for staff members or some cross-partnership awareness-raising. This learning has been taken to the system change group and will be picked up by another member whose work focusses on vulnerable women.
- Emma presented her findings at a social work conference for Bristol and shared learning about identified training needs for social care staff.
- Following this, Emma delivered training to social work staff on impact of drug and alcohol use and personal capacity.
- Golden Key opted for a sustainable approach to system change which focusses on investing skills and resource in a wider group of partners. Emma's success provides some indication of the potential of this approach in the future.

**Service Coordinator Team System Change Activity**

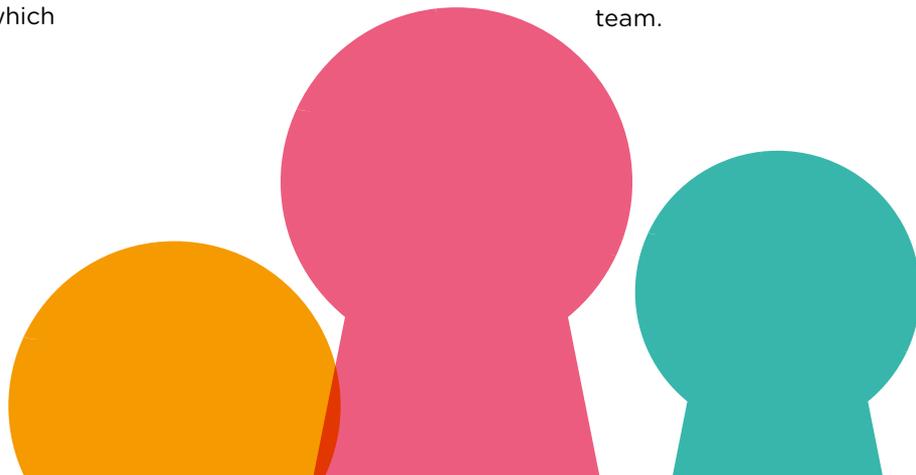
At the beginning of 2016/17 a review of the Service Coordinator team found that our previous blocks and barriers recording process did not support individuals to achieve system change, though there is significant evidence of 'system flex' activity as reported by UWE in our local evaluation reports.

We therefore commissioned an independent organisation, Otsuka to review this area of work and create recommendations for us to improve.

The recommendations subsequently resulted in Otsuka delivering a series of workshops with the service coordinator team to develop an internal system which allowed staff member capacity and a clear process for achieving individual system change activity. This work is now complete and service coordinators are included in the support provided by the manifesto for change team in identifying their questions and framing their actions.

**The System Change activity diagram on page 24 shows their action experiments in yellow.**

We are seeing similar results from this approach as with the system change group members. Opposite is a case study of an action experiment undertaken by a member of the service coordinator team.



# Case Study 2

**Stephen is the drugs and alcohol specialist within the service coordinator team and part of his role is maintaining good relationships with drugs and alcohol support providers.**

Therefore it was key for his approach to encourage partnership working and relationship development whilst keeping the clients voice and feedback at the heart of developments.

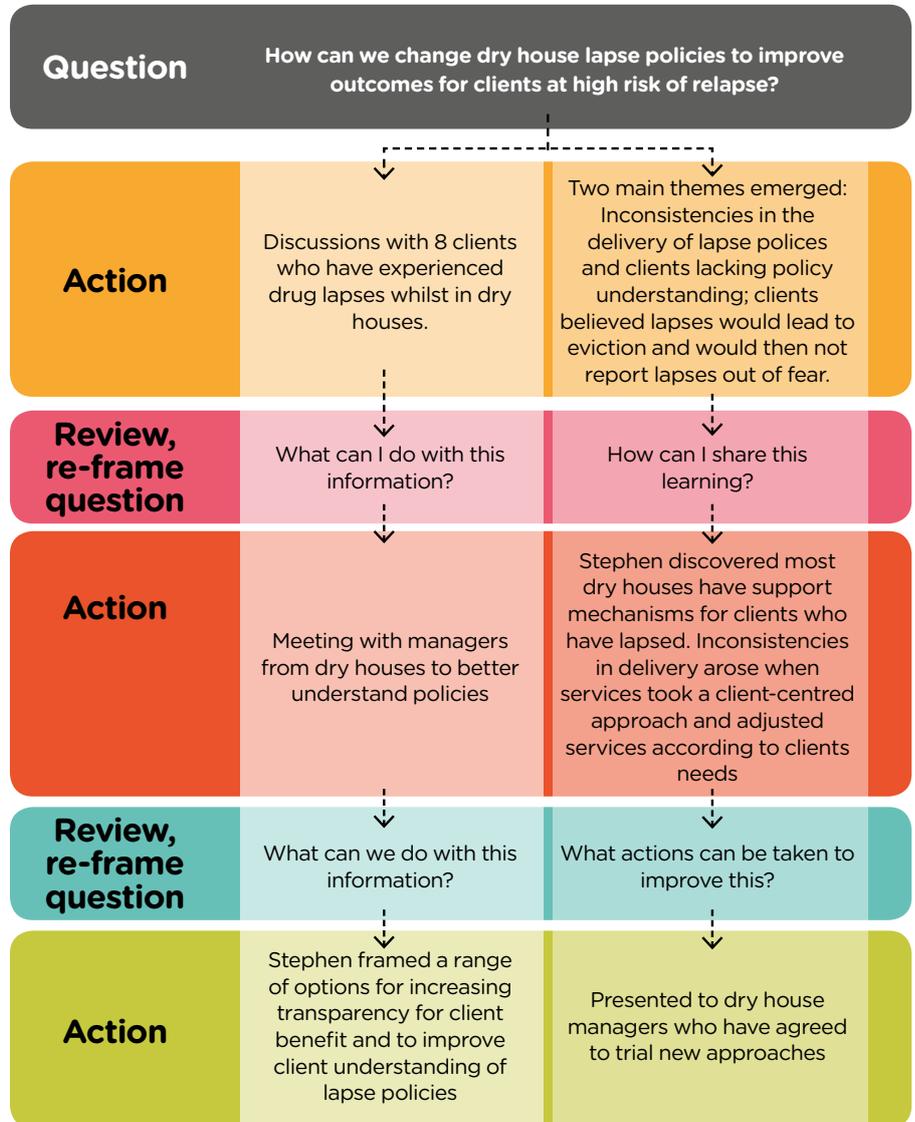
After collecting information from both clients and providers Stephen met with the GK team to move this action experiment forward, what resulted were the recommendations to the service providers of small achievable changes which could improve the client experience and reduce the risk of unplanned evictions of clients from dry houses as a result of relapse.

Stephen's approach has increased the partnership trust within the providers involved as they have all shown a joined narrative in being willing to listen to the client experience and attempt positive system change within their own organisations.

June, an area manager for one of the providers, Addiction Recovery Agency (ARA) has taken this work on as an action experiment within her own organisation and will feedback back into the system change group as this work progresses.

**By creating a common narrative and consistent system change approach across the partnership, action experiments can be shared across the system to achieve positive results.**

The diagram charts Stephen's actions and outcomes.



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# Transactional System Change Summary

**Focus for this year has been on creating a common narrative with those involved in creating changes. Golden Key has invested in training, consultancy, coaching and a system-change team in order to develop this area. The result is an emerging group of 'agents of change' across the partnership and within GK who are making change happen.**

The Manifesto for Change (M4C) team, who focus on system change, have coordinated training, facilitated workshops to respond to requests of members and created an infrastructure for logging change activity and supporting people through blocks in their work. They also coordinate the System Change Group.

The SCG is attended by 40 members across 26 organisations or departments with on average 16 attendees each meeting. It is supported by the M4C team and chaired by a partnership board member. Participants are developing their own action experiments (change activity) which are informed by their clients experience but which linked specifically to their own work priorities. As a result, participants are

seeing real change and progressing through blocks. System wide change is also possible as participants work together on handing-over action experiments. There are 22 logged action experiments running at the moment with a range of outcomes and learning.

One example is a member of the system change group who has achieved significant positive change in relation to adult safeguarding. This work has increased the percentage of referrals accepted, reduced the number of inappropriate or incomplete referrals and created an additional layer of support for staff across drug and alcohol services in Bristol. This individual has presented the learning at a social work conference, has delivered drug and alcohol training to social workers and has identified an additional training opportunity relating to understanding of domestic violence; this training will be provided by another member of the system change group.

Another example is of a service coordinator who identified misconceptions about relapse policies in dry-houses which was

resulting in clients leaving their placement after lapses. Following a review of clients and providers knowledge he developed a range of recommendations for improving these processes. Due to his investment in building good partnership relationships, he was able to present these recommendations to providers in order to prompt a review of how to improve the system. This work has now been taken on by a dry-house provider in Bristol as an action experiment.

These successes are as a result of partnership and relationship investment, of building cross-partnership narratives and of creating a jointly recognized approach to logging and progressing work areas. This has created a sustainable infrastructure of system change being delivered by change agents across the partnership. With further investment, this approach will leave a lasting legacy of systems thinking and joined-up approaches to change.



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**“I’ve got a job recently, I’ve managed to complete my course, even though I had low attendance, I’m still doing things, I’m still getting on with my life... I have moved forwards since then because around that time [of joining GK] I was in crisis, I was really suicidal ... so yes, my life has improved since then... I don’t want to die, I did want to, but now I don’t so that’s an improvement in anyone’s standards.” GK CLIENT**

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# The Client Experience

## Current Client Demographic Overview 2016/2017

**“Our target clients experience a challenging mix of homelessness, long term mental health problems, dependency on drugs and/or alcohol and offending behaviour. Our aim is to find new ways to break this cycle of deprivation and dependency and create new, positive, futures for those with the most complex needs.”**

**John Simpson**, Independent Chair, GK Partnership Board<sup>10</sup>

This report relates to the experience of Golden Key clients and Golden Key services which support them; the Service Coordinator Team and the Peer Mentoring Service.

The Service Coordinator Team role is to identify and work with a demographically diverse group of people who represent those with the most complex needs; to improve the choice, opportunities and outcomes for these clients; to identify the system blocks and opportunities identified during the course of this work and informing other areas of the programme work; to deliver their own change activity (action experiments) to improve the system for the clients they work with. The Peer Mentoring Service role is to identify and train peers to support Golden Key Clients. In addition, they have also focussed on some

community preparation, reducing stigma activity, increasing peer mentor development opportunities and raising the client voice.

### Client Profile

This is based on 120 clients currently open on the Service Coordinators books. This number is lower than expected due to an unfilled staff vacancy.

The team aim during the client recruitment phase was to create a broad spread of demographics and needs to ensure our learning is based on a range of client experiences. Based on the following information we have achieved this goal in terms of age, gender, disabilities and geographical location.

*The BME representation of Golden Key Clients is 36% compared to average service representation in Bristol of between 13-16%. However, as Ethnicity chart opposite shows, there is a significant spread of diversity groups within the BME representation which undermines our ability to develop a rich picture of these groups needs.*

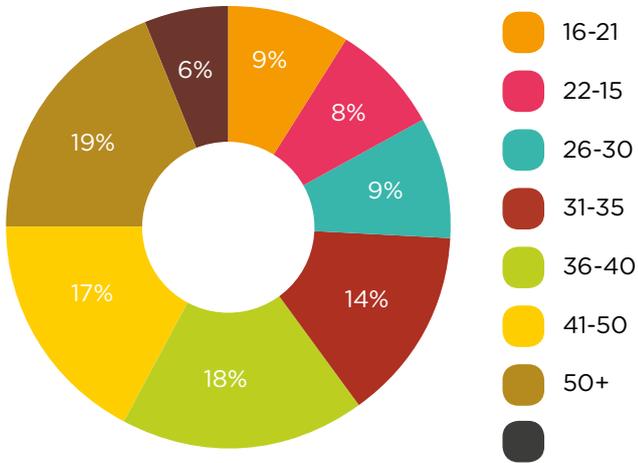
*As the programme progresses and additional clients are recruited to the programme we aim to address this by prioritising the BME community. It is important to clarify at this point that the success achieved in these demography areas are as a result of consistent thoughtful investment in our client recruitment approach.*

*Our models have been co-produced with the IF group, have included a cross spread of over 20 partnership agencies and has been reviewed after each cohort was recruited. This work has recently been followed-up by a joint review conducted with MEAM, considering our current approach, any unrepresented demographics and options for accessing 'hidden' groups. This report is available on request.*

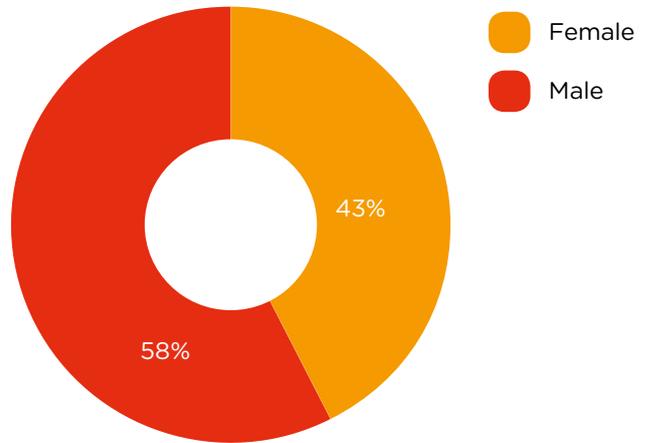
<sup>10</sup>Golden Key Local Evaluation: Service Coordinator Team Approach and Practice Discussion Paper, (University of West of England) 2017, p1.



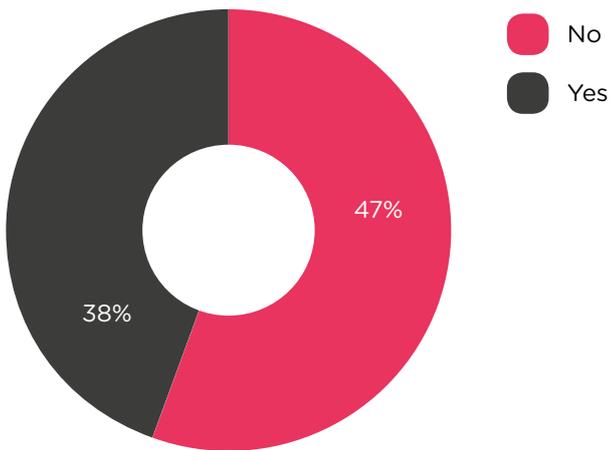
### Age Range of Service Users



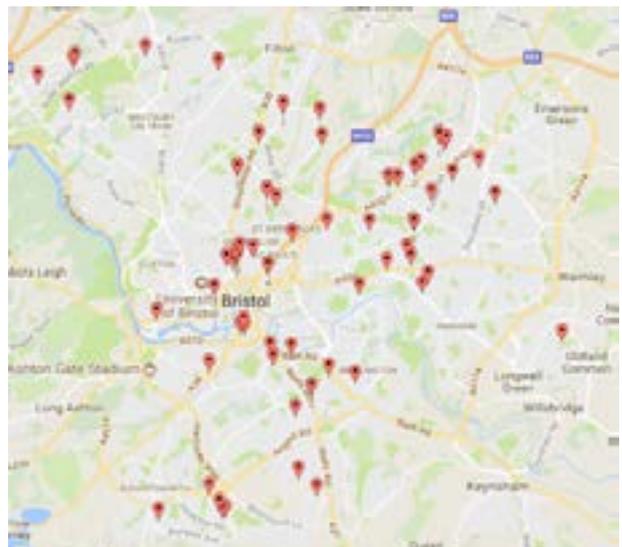
### Gender of Service Users



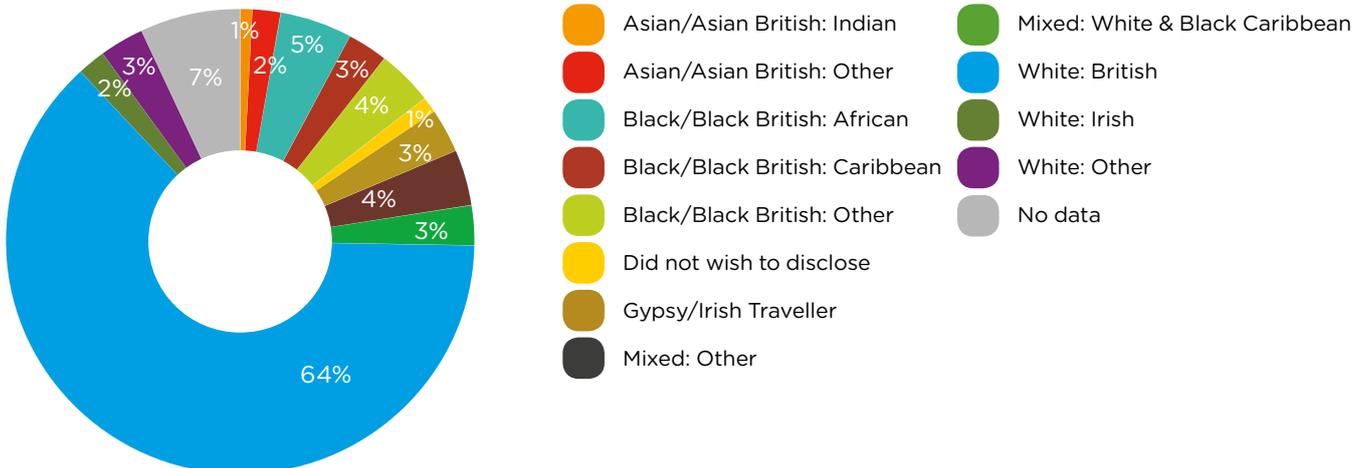
### Is the Service User disabled?



### Geographical spread of Golden Key clients



### Ethnicity of Service User

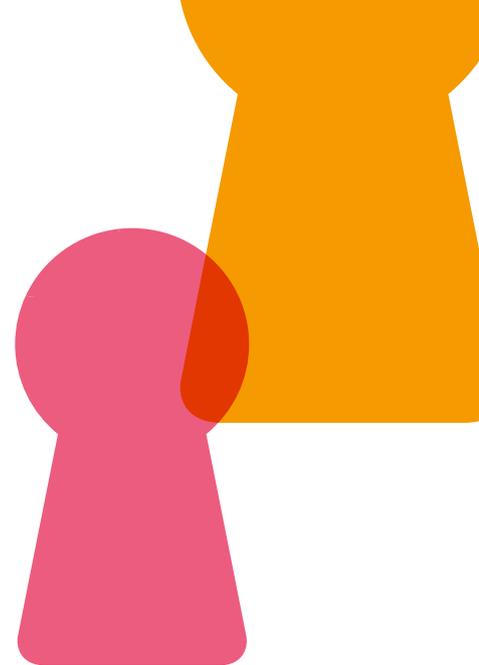


# Client Progress

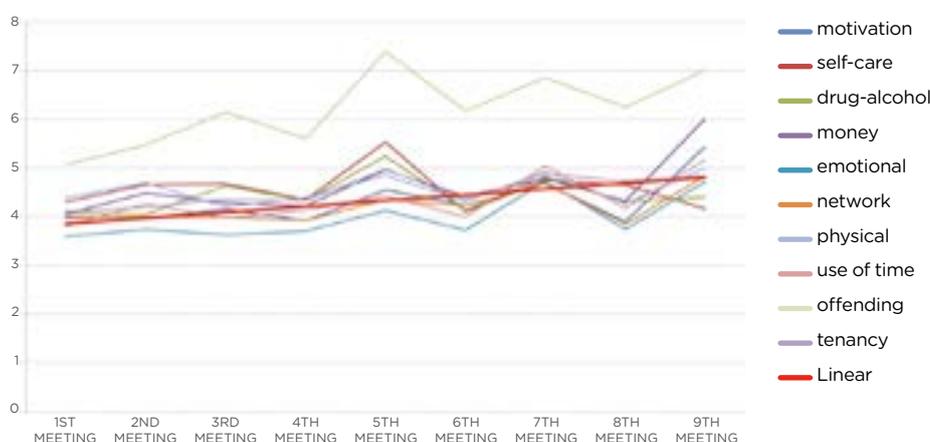
**The Homelessness Outcome Star (HOS) and New Directions Team Chaos Index (NDT) are tools used for quantitatively monitoring client progress.**

The HOS uses scales to monitor 10 key areas and is updated at least every 6 months, in some cases more often. Below is a chart showing the average score for all clients' progress at each meeting.

*Nb. The number of clients who have completed 4 or more assessments varies due to staggered start dates. Each colour represents a different area. The bold red line indicates the median.*



## Homelessness Outcome Star scales



This information shows themes in dips and spikes of a client journey with the 5th meeting showing overall increases and the 6th meeting showing significant decreases. This information is allowing us to map the complexity of the journey and supports our understanding of key pressure points. For example, this chart indicates that clients who are progressing well may need additional support at around the 2-year point of their journey, allowing for the peak and subsequent trough which could significantly impact their progress if not carefully managed.

The median line shows consistent improvement in the clients overall scores, indicating that despite the highs and lows of the journey, clients are achieving positive results. This is reinforced by the table, right, which show the overall points increase for all clients in each area.

This shows there have been significant improvements in offending behaviours, drugs and alcohol, emotional and mental health and money management, with less progress in self care, developing networks and physical health. These messages are mirrored in the client quotes which were included in the local evaluation report, Golden Key Local Evaluation: Peer Research: The Client Experience which will be discussed later in this report.

The NDT utilises a similar scaling approach to the HOS with the scoring focussing on a 'chaos index' which determines the level of complexity or chaos in a client's life. These areas include: Level of engagement; intentional self-harm; unintentional self-harm; risk to others; risk from others; stress and anxiety; social effectiveness; alcohol/drug use; impulse control; housing. The higher the client scores in the scale, the more challenges they have in that area and the higher their life complexity.

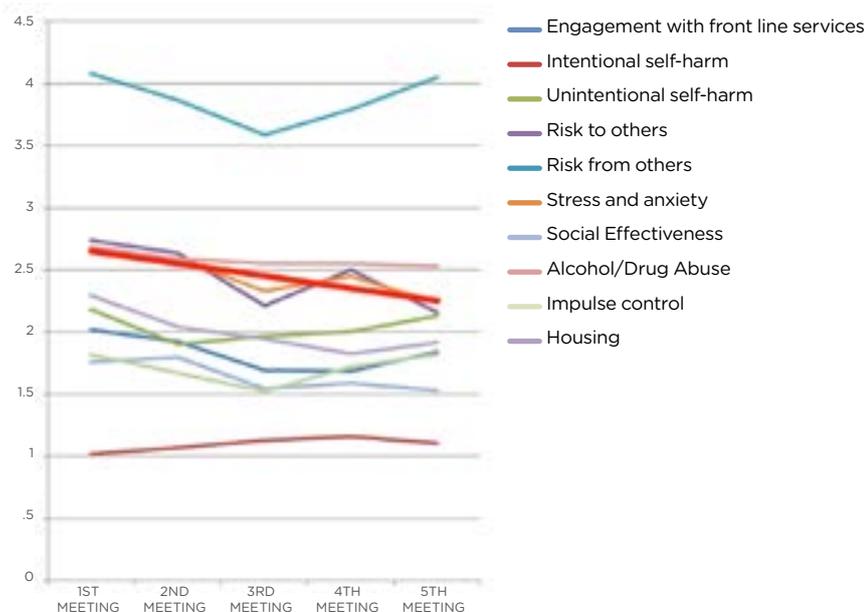
**NDT scores:** NDT is a 6-monthly scale attributed to clients across identified areas

Motivation	33
Self Care	4
Drug/Alcohol	26
Emotional and mental health	26
Money	25
Networks	3
Physical	5
Use of Time	14
Offending	53
Tenancy	15

These scores represent level of improvement across each area.



The chart below shows the average NDT score for all clients at each meeting. The red line shows the average trend on a downward trajectory, indicating reduced levels of chaos.



To provide an alternative perspective, the table (right) shows the actual number of progress points achieved in each area across all clients.

This shows a clear reduction in average client complexity across all areas. There are particular reductions in risk of harm to others, risk from others, unintentional self harm and alcohol and drug abuse, with less impact around intentional self-harm.

**“I would like to stop taking drugs, I would like to get a handle on my mental health, I would like to get a full working job where I’m paying for myself and I don’t have to be on benefits, I would like to get a flat where I can pay the rent myself...That’s the same things I’ve always been trying to do, but now it feels possible.” GK CLIENT<sup>11</sup>**

**NDT scores:** NDT is a 6-monthly scale attributed to clients across identified areas

Engagement	-10
Intentional Self Harm	-3
Unintentional S.Harm	-26
Risk to Others	-48
Risk from Others	-42
Stress & Anxiety	-26
Social Effectiveness	-17
Alcohol/Drug Abuse	-26
Impulse Control	-16
Housing	-20

These scores show the reduction across key challenge areas - for example there have been a reduction of 20 across all clients in assessed housing need.

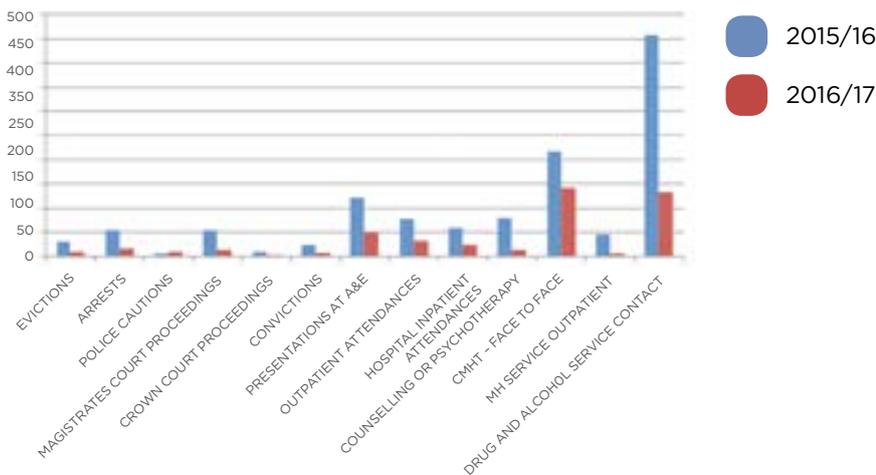
<sup>11</sup>GK Local Evaluation Discussion Paper, Peer Research: The Client Experience





In order to create a richer picture of the client's experience, GK is also logging the number of service contacts had by clients. The chart below shows the service engagement of a snapshot of 40 clients (those who were first involved in GK services.)

**Service contact by GK clients**



We recognise that this data is limited as it focusses on only a snapshot of GK clients and includes only a handful of the services our clients engage with. **However, at this point, this information indicates a downward trend in the level of resource impact GK clients are having on services, particularly criminal justice and emergency health appointments.** We would like to expand this area of recording during 2017/18 to create a richer picture of GK impact.

The data so far indicates general improvements in client complexity of need and in severity of need. There is also emerging evidence of a reduction in service and sector impact by reduce numbers of service contact. That the clients continue to improve despite this reduction indicates that their time with services is more appropriately and productively spent.



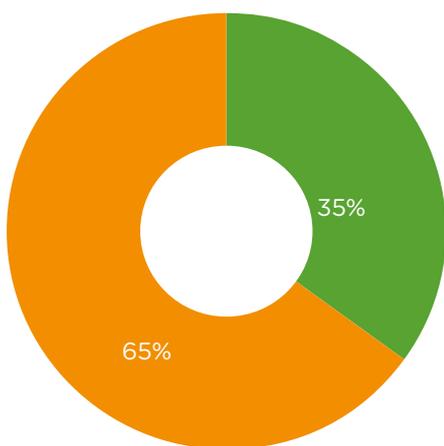
# Peer Mentoring Annual Report 2016/2017



Photo: Aly Hirst

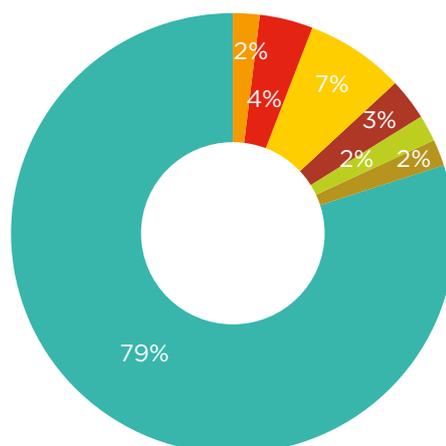


104 peers have self referred or been referred. The charts below show the demographic split. This service has focussed on recruiting peers from new volunteer pools to avoid compromising peer services currently delivering in Bristol.



**Gender**

- Female
- Male



**Ethnicity**

- Asian Other
- Black/Black African
- Black/Black Caribbean
- Black/Black Other
- Mixed White & Black Caribbean
- Other
- White

We have access to other demographic data areas for this service; this information will be reviewed and developed as part of the service evaluation due to take place in 2017-18.



Of the 104 peers who have been referred to or worked with the peer mentoring service, 41 people are still involved and signed up with the service. 10 of these are matched with GK clients and the rest are involved in co-production, developing and co-delivering training for potential peer mentors.

It has been challenging matching clients and peers and the cause of this is currently under review. The aim of this project was to match 75 clients with peers at any one time, however discussion with many clients has resulted in the feedback that they are not ready for a peer or unprepared to build new relationships at that point. This is a contentious point, the peer mentoring service, whose peers are people with a history of complex needs, has reflected that clients would think differently if more direct client-peer contact could be established. A range of methods are being considered to improve this, including social-style settings for

clients to meet peer mentors in group environments, supported by their GK service coordinator.

As a result of the challenges associated with peer mentor/client matching, the peer mentoring service has focused their energy on other key and emerging areas. This includes significant investment in peer development, providing on average 5 different training and development course opportunities per month.

The team have also been raising awareness of the importance of the client voice and peers in co-production and development. To this end they have undertaken over 20 activities designed to raise awareness on this area. These include articles in newsletters, blogs, delivering human libraries, sharing learning with another peer project (Funded by the Oak Foundation), presentations by peers to partners agencies and other similar activities.

Case examples of Peer Support going well (drawn from Peer service monthly reports):

**‘One client is doing well in recovery and has connected well with his peer - and is asking for regular contact with peer.’**

**‘Peer attended a fellowship meeting with client. Client valuing that peer has successfully used fellowship pathway to secure their recovery, and helping with engagement.’**

**‘Client is out of prison, creating supportive link with him prior to release, attending court dates with client etc.’**



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# Evaluation of the Client Experience 2016/2017

**Golden Key local evaluator, University of West of England produced three evaluation reports relating to the client experience during 2016/17, these were summarised in the local evaluation annual report, the executive summary is below: All are available on the Golden Key website.**

## EXECUTIVE SUMMARY

**1 This report summarises findings from Phase 2 of the UWE Local Evaluation of Golden Key (GK) in Bristol (March 2016 to Feb 2017).**

GK is one of 12 Big Lottery funded Fulfilling Lives partnerships across the UK, where local organisations are working together to improve services for people with multiple and complex needs. This is a formative evaluation that will inform learning about how, when and why change happens for individuals, groups and organisations across the City. We will be supporting the initiative throughout its 8-year duration, engaging with different stakeholders to capture a diverse range of perspectives and experiences to produce a multi-faceted understanding of the issues and to stimulate reflection and learning amongst partners.

**2 This phase of the evaluation has focused primarily on the client experience pathway, including the experiences of GK clients, Service Co-ordinators, and members of the Independent Futures (IF) Group (experts by experience).** Within this report, the 'Key findings' sections include insights from our evaluation research, as well as our analysis of client demographics and assessment scores. 'Activity progress summary' sections provide a brief update on other aspects of GK's work, such as the systems change strategy and approach, and are informed by GK documents and meetings.

**3 The Service Coordinator Team (SCT) bring considerable skills and expertise to the role, which**

**supports their effective practice and operation as a high-performing and engaged team with a deeply embedded culture of learning.**

SCT members report feeling well supported through psychologically informed structures and processes. Whilst passionate about their role and environment, however, several are unsure about progression pathways within GK and a number have pursued career development opportunities elsewhere in the sector.

**4 There are some practical challenges to the provision of consistent support to GK clients.**

This is linked not only to staff absences and departures in the SCT but also the unpredictable and changing nature of client needs. The nature and size of caseloads varies, with many Service Coordinators reporting that their workload is challenging to manage, and several feeling overwhelmed at times. Although this is not an uncommon situation for staff working with people with complex multiple needs it does illustrate the time and resilience needed when working with such clients.

**5 The GK Service Coordinator approach is characterised by developing a genuine trusting relationship with clients, being client-led, non-judgemental, working holistically, providing consistent reliable personal and emotional support and building a psychologically informed understanding of client needs.**

Whilst this approach appears to be effective, maintaining professional boundaries and managing dependency can be challenging at times. In order to ensure the team remain focussed on systems change requires

(i) a thorough understanding of Service Coordinator activity in their role supporting clients and  
(ii) consolidating the team's learning to share more widely beyond the team.

**6 Clients we interviewed who were engaged with GK were almost entirely and overwhelmingly positive about GK's role in their life and most saw positive change as a combined result of GK's support and their own endeavours.** When first engaging with GK, clients appreciated and were reassured by the fact that GK is a new and long-term service Golden Key Local Evaluation Phase 2 Report – April 2017 4 especially for people like them. There is more to be learnt about the experience of and support for those clients who are less, or not at all, engaged with GK.

**7 Service Coordinators are achieving some 'flex' in services for their individual clients.** Gaining this flexible response from services relies on a good understanding of the client's needs, strong partnership engagement and commitment to GK, and building good relationships with other service professionals. Service coordination played an important role for the clients we spoke with, in supporting their engagement with services that meet their needs and experiencing more 'joined up' support.

**8 Service Coordinators express excitement and commitment to catalysing wider systems change.**

This involvement, however, may prove difficult to sustain alongside a demanding caseload of clients with chaotic lives and unpredictable needs/demands. There is a risk that Service Coordinators may become demotivated if they continue to feel disconnected from what else is going on in the wider GK partnership and unable to prioritise systems change activity alongside their day-to-day client work.

**9 Data from Outcome Star and NDT assessment tools indicates that clients are progressing in key areas such as addictions, housing and offending.** Analysis highlighted some differences between clients

who joined GK during the earlier and later stages of the program, which could be explored further. Whilst the Outcomes Star and NDT assessments provide useful insights, however, they do not fully account for a client's engagement with GK. Considerable data validity concerns (including assessments with/without the client present; timing differences between assessments; data variations related to engagement levels) merit attention in order to ensure a consistent and reliable evidence base for GK over time, to inform both the local and national evaluations.

**10 The availability of small personal budgets is appreciated by clients and considered valuable by Service Coordinators in engaging clients to move forwards.** However, in some situations Service Coordinators found them difficult to manage due to practical and ethical concerns around managing client expectations. As a pilot initiative, there may be value in reviewing how this money is allocated and administered over time to support client's needs, in order to maximise outcomes for both the individuals involved and the wider GK initiative.

**11 The 'voice of lived experience' is mainly expressed through the Independent Futures (IF) Group. Members are represented on all GK forums and report a genuine sense of equity and influence. At the time of interviews (Spring 2016), a number of IF Group members saw their role as 'scrutineer', holding the programme to account.** However, emerging evidence suggests that this perspective has since evolved and that the IF Group are now primarily focused on their role supporting and enabling GK to achieve its objectives. IF Group members make consistent and valuable contributions to shaping GK and the strong democratic and egalitarian ethos within the group offers a good example of collaborative, shared leadership. The

approach of the IF Group differs to that of traditional organisations and these differences are not always considered fully. We suggest exploring how their contribution and learning can be celebrated and communicated more widely, not only in Bristol but also across the national Fulfilling Lives initiative.

**12 Throughout the past year increasing attention has been given to GK's systems change activity. A 'System Change Strategy' has been written and disseminated, along with an associated action plan.** The strategy identifies key activities that will contribute towards Golden Key Local Evaluation Phase 2 Report - April 2017 5 'transactional' and 'transformational' systems change in Bristol. Over 40 people from across the GK partnership have participated in training workshops on systems thinking and there is emerging evidence that some are now using this to inform their ways of working. Whilst this is promising, there may be value in strengthening connections between different aspects of the systems change strategy and of ensuring that ambitions for 'transformational' change are not diverted by day-to-day activities. Working through the 'theory of change' is a suggested strategic planning exercise to facilitate clear articulation of underpinning assumptions and of mapping an agreed pathway towards change for GK.

**13 Findings from this phase of the evaluation will be shared with key stakeholders and used to inform the next phase of GK activity.** We anticipate that the next phase of the local evaluation will involve exploring how GK is facilitating and enabling systems change (including the role of PIE and innovation pilots), capturing evidence of impact (including economic and social return on investment), and engaging

with partner organisations (police, health, council, voluntary sector, etc.) to gain their perspectives on the contribution of GK.

Golden Key continues to work with UWE to utilise this learning and evolve the programme in line with it.

A note on learning and development.

All Golden Key operational services deliver under a learning and development model. Across these areas there are high levels of innovation, development and responsiveness to the client and whole cohort needs. During 2017/18 we will be spot-lighting key learning points in order to share more widely with partners and nationally. Below are some examples of the type of work underway:

## Learning

A key aspect of client-focused approach across all operational services is our focus on learning and evolution. Work areas such as identifying our clients, engagement, personalisation, client involvement, and managing client ends are some of the areas which yield comprehensive learning. A very recent piece of work by the service coordinator team focussed on clients becoming attached to services or key staff, trialling a pilot to transfer clients to other staff members within the staff team; to build clients confidence and resilience around positive move-on. A paper on this work is available on request.

A priority in 2017-18 will be to identify key learning aspects across the programme, review and, where appropriate, share learning across stakeholders and at events. Currently planned are G.P. training events and a lecture for social work masters students for Bristol university.

# IF Group Annual Report 2016/17

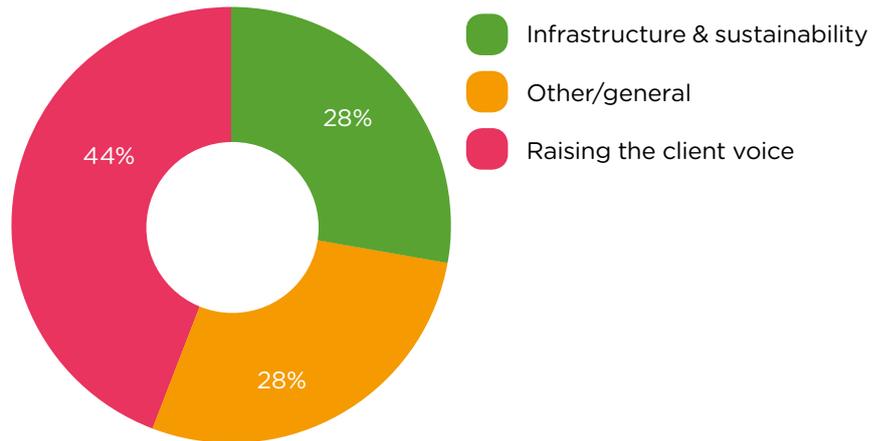
This section includes information drawn from the IF monthly reports and a timeline of their key activities.

I also met with the IF group to discuss their thoughts on the past year, and they were involved in editing and signing off this section of the report. Any quotes from IF members are from that meeting.

## IF activity

The IF monthly reports outlined 63 pieces of activity undertaken by IF during 2016/17. These can be separated into 3 key areas: Infrastructure/sustainability; Raising the Client Voice; other/general.

IF activity by area

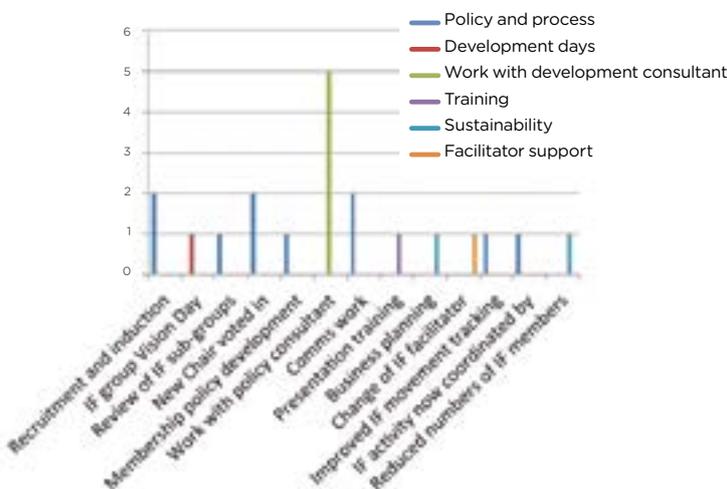


## Infrastructure and sustainability

The chart below offers breakdowns of the spread of activity within each area.

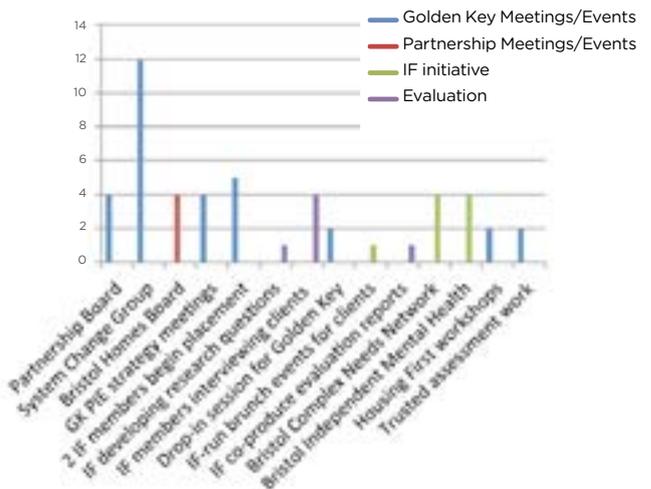
The chart also shows us that a high level of IF time has been invested in improving infrastructures during 2016-17.

This evidence correlates with the IF group's perspective, who reflected that overall this year has been focused on improving their foundations to allow themselves space to focus on their future aspirations.



## IF regular Client Voice activity, 2016/17

Despite this focus, the group has also shown a great deal the chart below.



Due to the volume of work this year, this chart only depicts regular activity. IF were also involved in the following: Key note speaker at GK Homelessness Call to Action event; developing the job description for the IF coordinator role and running the interview process; attending a Travelers consultation event; involvement in planning homelessness awareness week; attending a range of City Office and homelessness events with Bristol Mayor, Marvin Rees; advising the Bristol Royal Infirmary support team steering group - linking homelessness work with hospital; supporting visits from key stakeholders including the Big Lottery; involvement in the GK livelihood programme; presentation to Medsin, a commissioned piece of work advising how this charity could better include people with lived experience; presentations to GK partners about co-production; working with the Golden Key Manifesto for Change team.

Our local evaluation team stated that:

**“Over the duration of the programme to date the IF group have been characterised by their high levels of engagement, strong cohesion and effective functioning. However, recent tensions between individuals have caused some temporary disruption to the business of the group.”**

These reflections relate in particular to an unsustainable Coordinator post which has been filled twice and staff members moving on within short periods of time, disruption caused by a change in the Chair of the group and challenges as members manage their personal journeys.

However, despite these potential pitfalls and UWEs flagged concern:

**IF members have achieved 100% attendance at Golden Key meetings in 2016/17.**

When I met with IF, we reflected on what this meant about them as a group and how they had progressed. Members felt that they **‘have got more professionalism’** and **‘that they [are] a team’** with more joined accountability. One member described his process if he wasn’t able/didn’t want to attend a meeting he was booked on for.

**“I’ll ring around the other members and if no-one else can cover for me I just do it.”**

Some learning about how IF achieved this is reflected in the local evaluation report.

**IF group members report pride in their role and a sense of ownership of the broader GK project. Given the range and scope of GK, there are very few areas where members do not feel consulted, and ‘listened to.’**

**This is a key learning point: Increased accountability towards the programme and feeling valued as members has resulted in 100% attendance at key meetings and high levels of activity.**

IF also reflected that: **‘They are more forgiving of the programme challenges and failures’.**

That these IF members have achieved this shows an increase in their personal and group resilience, and evidences the professional progress mentioned earlier.

A number of other key points arose during my meeting with IF which relate to the ‘Other/General section in the first PIE chart. These areas relate to: Learning; Sustainability; Unexpected outcomes of IF group engagement.

## Learning

### Key Learning points:

- People with lived experience who want to raise the ‘client voice’ need to be able to differentiate, and be able to comment on their own opinions and the combined thoughts of a wider group.
- The need to increase infrastructure resilience leading to the increased focus during this year on policy, process and procedure.
- Evaluators wanting to work with people with lived experience of complex needs should produce reports and briefings in ‘plain’ English
- When undertaking research with complex clients, those who engage are likely to be those further along their journey/experience less chaotic lives. This should be taken into account when reviewing qualitative data.
- IF group members feel autonomous/independent from their commissioners (GK). Key to achieving this has been supporting IF to developing their own robust policies, procedures and process which they own. In addition, the group having their own vision, priorities and aspirations helps them to separate their own ambition from that of their commissioners. This will support the sustainability of the IF group as they continue to expand the range of commissioners they are working with.

## Sustainability

The IF group are keen to become a sustainable group before the end of the Golden Key programme. They are already some way closer to achieving this goal having agreed commissioned work with four separate partners in 2016/17.

Through this activity, IF members have become aware of a need to put more structures in place to encourage external funding. During my meeting

with them we discussed the possibility of a sustainability strategy, with Golden Key supporting IF to achieve this during 2017/18.

## Unexpected Outcomes of IF Group engagement

In their report, UWE identified that:

**“The strong sense of purpose and social bonds experienced by the IF group appear to be instrumental in members’ continued recovery. However, the vulnerabilities of other group members, and risk of relapse, are sometimes experienced as a risk to recovery.”**

The IF group and I discussed this when we met and they reflected upon the continuance of what they call the ‘core’ group of members; people who have been involved with IF for a long time. Members had some interesting insights in relation to this. One member suggested that the recovery rate for those involved in IF was higher than those involved in mainstream services.

Another member who has maintained commitment and attendance with the group during periods of housing difficulties and drug relapse commented:

**“From the beginning, I always knew I wanted to capitalise on this [IF]. I kept coming and over time whether I was up or down I’ve been building the skills I’ve needed to do that.”**

Other comments included:

**“It’s not a pretty rainbow... but we’re luckier than most and it’s how we choose to use the group that dictates our success.”**

I asked the group if they thought having something which builds on their skills and strengths was part of the value of the group and this was generally agreed.

It will be important to respond to this key piece of learning during 2017/18 delivery, I will be working with IF to better understand how we can quantify this and share learning more widely.

## Next Steps: 2017/18

IF members highlighted the following key members for next year:

- Increase membership
- Continue implementation of new policies and process
- Recruit a sustainable coordinator
- Build on sustainability activity
- Maintain levels of engagement with GK groups and events.

Also, In response to feedback from our local evaluation:

**“Commitment within the IF group to the GK project remains high. On such a long project, the continued commitment and resolve may be served by some form of recognition of temporal milestones.”<sup>13</sup>**

To celebrate the success of the IF group and to begin quantification of the merit of the IF group work we intend to co-produce a set of annual outcomes and indicators for the IF group. In response to learning from 2016/17, we intend to include the following outcomes in future reporting.

## 2017/18 Outcome Targets

### Golden Key Meetings:

- 90% attendance at identified Golden Key Meetings
- 90% engagement with activity designed to support meeting engagement, such as preparation or debrief meetings.
- Develop an IF Sustainability Strategy, including core budget elements for external contracts and communications messaging.

### Increase group diversity:

- 50/50 gender split
- 30-40% BME representation (against 13-15% BME representation in services.)

Develop IF equalities strategy, including opportunities for engaging minority groups and reviewing geographical spread of IF membership.

These outcomes are also linked with Golden Key continuing to fulfil our responsibilities around co-production and raising the client voice. As such we intend to outline a Golden Key Client Voice and Co-Production strategy during the first quarter of 2017/18.

This will include outlines regarding effective support for robust client involvement, such as how to ensure members are fully prepared for meetings and managing follow-up or debriefing. The IF group outcomes will be linked to the programme, sustaining any positive work so far and continuing to improve upon its approach.

# Client Experience Summary

## Teams involved in client-facing work have invested time, resource and thought into developing innovative systems for client engagement and support.

As a result of these efforts, the client demographic is well-balanced across gender, need, heritage, age and location. We also have a clear idea of which demographic groups we will work with next following a joint review with MEAM.

Clients are making progress across all Housing Outcome Star (HOS) and Chaos Index (NDT) areas with average improvement in all areas since our set of services.

**I would like to stop taking drugs, I would like to get a handle on my mental health, I would like to get a full working job where I'm paying for myself and I don't have to be on benefits, I would like to get a flat where I can pay the rent myself.... That's the same things I've always been trying to do, but now it feels possible."**<sup>14</sup>

GK CLIENT

Clients experience peaks and troughs in their well-being ratings, with a particularly significant peak at around the 5th review (2 years into service delivery) followed by a significant drop at the next review, providing useful learning about the complexity of the client need, the challenging nature of their progress

and the necessity for longer-term interventions.

**"I've got a job recently, I've managed to complete my course, even though I had low attendance, I'm still doing things, I'm still getting on with my life... I have moved forwards since then because around that time [of joining GK] I was in crisis, I was really suicidal ... so yes, my life has improved since then... I don't want to die, I did want to, but now I don't so that's an improvement in anyone's standards."**<sup>15</sup>

GK CLIENT

Highest areas of improvement across the HOS are drugs and alcohol and criminal justice. Reporting on client service use levels corroborates this, showing a reduction in all criminal justice related activity, such as arrest, court or prison, and a reduction in the level of emergency contacts clients are having in services.

During 2016/17, local evaluation provider the University of West of England (UWE) reviewed 3 service areas including the service coordinator team, the Independent futures group (IF) and interviewed GK clients via peer researchers. This research resulted in three evaluation reports and an end of

year report. Each paper provided clarity about our current delivery and highlighted opportunities for consideration and development.

## Highlighted areas of good practice were:

- 'The Service Coordinator Team (SCT) brings considerable skills and expertise to the role, which supports their effective practice and operation as a high-performing and engaged team with a deeply embedded culture of learning.'
- 'Clients we interviewed who were engaged with GK were almost entirely and overwhelmingly positive about GK's role in their life and most saw positive change as a combined result of GK's support and their own endeavours'

Development areas which we are including in our next years delivery are: 'Consolidating the team's learning to share more widely beyond the team.'

The Peer Mentoring Service has developed an inclusive, co-production-based approach and has matched 20 clients to Peers. These matches are providing important support for clients

**'Client is out of prison, creating supportive link with him prior to release, attending court dates with client etc.'**

The numbers of peer/client matches are less than we expected with an original target of 75 clients



matched with peers. As a result, this service has focussed on developing opportunities for raising the client voice, on identifying potential peers from hidden arenas and reducing stigma in the community. Peers were also trained as researchers to support the local evaluation client interviews.

The IF group continues to evolve and develop with a particular focus this year on building infrastructure, increasing impact at key meetings and developing sustainability opportunities. The number of IF group members has reduced. However, the hold on recruiting new members has allowed them to develop a new recruitment and training approach which has the potential to better-engage a wider-group of people with current lived experience, whilst maintaining key experienced members who maintain consistency. UWE noted that IF members are 'represented on all GK forums and report a genuine sense of equity and influence.'

IF have received four offers of external funding for consultancy work during this period as a result of their efforts and professionalism across key meetings. They have been involved in service redesign and re-commissioning of services. IF members are looking to the future and are keen to develop a sustainability strategy which builds on this success so far, they also continue to aspire to be an independent user-led organisation but recognise that this will come with time.

IF have achieved 100% attendance at key Golden Key meetings including the system change group, partnership board, consultations, events and training. IF members reflected that they take pride in this achievement, noting that the way they approach these responsibilities has improved since they first started with IF.

An important observation emerged during an annual report consultation with IF, which was the positive impact of being an IF member on their well-being and progress. One member stated that during his years of involvement with the group, during ups and downs, he always knew that he could take more advantage of this opportunity; his goal was always to build the skills to be able to do this.

The group went on to reflect on the necessity of having responsibilities, of building different kinds of relationships and of having something important to do with their time.

In 2017-18 the IF group will be undertaking a recruitment drive including inviting Golden Key clients to join. We will review this as the year progresses.



