

Fulfilling Lives

Changing systems
for people facing
multiple disadvantage

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Introduction

Fulfilling Lives is a National Lottery funded programme set up by The National Lottery Community Fund. Launched in 2014, it's investing £112 million in England. Working with 12 partnerships across the country over eight years, the programme will understand how to better support individuals experiencing multiple disadvantage.

Multiple disadvantage is defined in this programme as people who experience two or more of homelessness, current or historical offending, substance misuse, and mental ill health.

The 12 Fulfilling Lives partnerships provide intensive support to help people experiencing multiple disadvantage navigate their way through local services. They are also committed to changing the wider 'system' that affects people facing multiple disadvantage on a daily basis. Based on an understanding of what works and what doesn't, areas are trialling new ideas and initiatives and working with local stakeholders, including those with lived experience of multiple disadvantage, to create long-term and sustainable change.

The Fulfilling Lives programme doesn't see people experiencing multiple disadvantage as having 'fallen through the cracks' but in need of a system that works more effectively for them. To date the programme has supported 3,740 individuals and a wide range of initiatives have been implemented to change the way that services are designed, commissioned and delivered in local areas.

We have grand ambitions to work together to change lives, change systems and involve beneficiaries in the remaining three years of the programme. This publication sets out how we intend to do this both locally and together as one national programme.

Laura Furness

Head of Funding

The National Lottery Community Fund

Programme Aims

The Fulfilling Lives Programme has three aims.

In every local area partnerships of statutory and voluntary sector agencies, and people with lived experience, are changing systems so that:

People experiencing multiple disadvantage are able to manage their lives better through access to person-centred and co-ordinated services;

Services are tailored and better connected, with people with lived experience able to fully take part in effective service design and delivery;

Shared learning and the improved measurement of outcomes will demonstrate the impact of service models to key stakeholders and influence future programme design by local services.

What do we mean by systems change?

‘System changes’ are changes to the people, organisations, policies, processes, cultures, beliefs and environment that make up the system.

They are:

- Beneficial,
- Sustainable in the long-term (i.e. resilient to future shifts in the environment),
- Transformational.

They are not:

- Tokenistic,
- Doing the same thing under a different name,
- Overly reliant on key individuals.

Flexing the system (e.g. making a one-off exception) is not systems change in its own right, but a good first step towards sustainable systems change.

Our systems change ambitions

All twelve Fulfilling Lives areas are committed to changing systems for people experiencing multiple disadvantage.

Each area has created its own local systems change plan with a series of priorities for the remainder of the programme.

This document contains 58 systems change priorities from across the twelve areas.

Taken together, five common themes emerge:

- | **Developing and expanding the role of co-production in creating effective systems change;**
- | **Embedding a culture of systems thinking and ‘what works’ in creating systems change;**
- | **System-wide workforce development, including the importance of trauma-informed and strengths-based approaches;**
- | **Improving access to services – particularly mental health services;**
- | **Improving service transitions – including hospital discharge and prison release.**

As one national programme, we are committed to:

- Exploring each of these five themes in the national evaluation data and publishing the evidence;
- Understanding the policy implications and formulating recommendations based on national data and local practice; and
- Sharing our learning with relevant decision makers.

Birmingham Changing Futures Together

The Birmingham Changing Futures Together (BCFT) programme is led locally by BVSC; The Centre for Voluntary Action. The programme works with service users and organisations to shape how services are delivered to people facing multiple disadvantage.

The eight-year programme has been designed by local partners. It focuses on long-term service and systems change to support individuals to lead fulfilled lives and to ensure that successful models and approaches pioneered through the project become mainstream. With a strong focus on working in partnership with experts by experience, the project aims to develop the collaboration and integration of agencies to improve the client journey.

What we do

- **In-Reach, Out-Reach Service:** reaching those not currently accessing services.
- **A Navigator Service:** direct support to access services across the 'No Wrong Door' network.
- **A Lead Worker, Peer Mentor service:** led by Shelter and in partnership with Birmingham Mind and SIFA Fireside. Includes paid staff with lived experience.
- **A Care Navigator service:** delivered through Birmingham Shelter and Birmingham Mind, working with patients referred from A&E.
- **A Liaison and Diversion service:** working with partners from Birmingham and Solihull Mental Health Trust to provide support for offenders with identified mental health issues.
- **The 'No Wrong Door' (NWD) Network:** collaborative working between agencies across Birmingham.
- **Management and coordination of the Bridging Fund:** financial assistance to those in hardship.
- **Coordination and support for the implementation of Housing First:** covering the West Midlands Combined Authority and the Rough Sleeping Initiative in Birmingham.
- **Every Step of the Way:** delivered by Birmingham Mind supporting individuals with lived experience to participate in the programme and influence the local system.
- **The promotion and delivery of psychologically informed environment (PIE) training:** across the BCFT workforce, led by our partner St Basils.

Our successes to date

- Development and roll-out of a shared IT system used across the ‘No Wrong Door’ Network agencies to share information and track progress.
- Development of a Quality Standards Framework for organisations working with people facing multiple disadvantage.
- Adoption of service delivery models which include paid staff with lived experience in newly commissioned services such as Housing First, Liaison and Diversion and In-Reach Out-Reach.

Our systems change priorities

People facing multiple disadvantage can access the right service at the right time: ensuring accessibility, engagement and flexibility are designed into commissioned models; access and referral pathways are transparent and flexible; and service users know their rights and what services they can access.

The people who design and deliver services are reflective of the community they serve, respectful of the value of lived experience and have the skills and empathy to work effectively: we will ensure that people with lived experience are represented at all levels of the workforce and that the workforce is supported and empowered to provide agile, innovative and evidence-based services. This will make service users feel welcome and their voices heard.

Services are committed to connection, collaboration and change: allowing the time and space to share best practice, work together to find solutions to problems and ensure the best possible support is in place for people who use services.

The city is invested in a forward-thinking strategy that responds to and prevents multiple disadvantage: informed by people with lived experience, drawing on research and evidence from the programme and with a commitment from partners across BCFT and the wider public and third sectors to embed its principles.



Blackpool Fulfilling Lives

Blackpool Fulfilling Lives (BFL) supports adults in Blackpool facing multiple disadvantage to live happier lives. Our team of navigators focus on connecting with individuals, building rapport and mutual trust, and then helping them engage with local services.

Addaction is the lead organisation and our partners include a wide range of voluntary and statutory sector organisations. The partnership supports the implementation of our priorities for sustainable systems change within Blackpool. At the heart of BFL are people with lived experience of multiple disadvantage and our lived experience team sit on the strategic board driving systems change.

What we do

- **Navigators:** front line workers assigned to individual clients to provide intensive support. Navigators have lead roles linking to adult social care, custody, prisons, mental health, drug services and MARAC.
- **Associate Navigators:** front line workers with lived experience employed under a two-year fixed term contract plus training up to NVQ Level 3.
- **Volunteers:** a volunteer coordinator oversees the training and induction of volunteers that assist navigators and help with therapeutic activities. The cohort is 50% people with lived experience and in the last 12 months several have found paid employment.
- **Therapeutic activities:** drop in sessions teaching life skills and group social activities.
- **Personalisation fund:** one-off grants for items such as haircuts, clothing and mobile phones, leading to an increase in retention rates and self-reported outcomes.
- **Housing First:** supporting clients facing multiple disadvantage through the Housing First model.
- **Lived experience 'Multiple disadvantage friendly' accreditation scheme:** organisations are assessed and then an agreed action plan drawn up to ensure there is true co-production of service design and that service users feel staff genuinely understand what it is they need.

Our successes to date

- Commissioning an independent lived experience team which has created a peer mentoring service and a multiple disadvantage accreditation scheme for local agencies.
- Partner agencies implementing systems change based on collaborative test-and-learn activities. Examples include DWP and Blackpool drug services now adopting psychologically informed environments.
- Developing best practice in workforce development for multiple disadvantage including the role of navigation and trauma-informed care. This will form part of the legacy of the programme as partner agencies in both commissioning and delivery adopt these approaches.

Our systems change priorities

People with lived experience of multiple disadvantage are meaningfully involved in service design and delivery in Blackpool: involving our lived experience team in a range of commissioning projects.

An area-wide multiple disadvantage strategy: ensuring policy and commissioning decisions better meet the needs of people experiencing multiple disadvantage in Blackpool.

Develop the health, social care, housing and criminal justice workforce to better understand and support people experiencing multiple disadvantage: using our lived experience led 'multiple disadvantage friendly' accreditation scheme.

Improve access to mental health services for people experiencing multiple disadvantage: overcoming common barriers around assessment, ensuring that access to community treatment is appropriate for people experiencing multiple disadvantage, and preventing people entering crisis.

Improve information sharing systems and collaboration/partnership working around multiple disadvantage: including pilots for joint databases between key partners.



Fulfilling Lives South East Partnership

The South East Partnership (which operates in Brighton and Hove, Eastbourne and Hastings) works on two levels: an immediate level, supporting people who are most in need of help right now; and on a lasting level, changing systems to enable people facing multiple disadvantage to receive the support they need at the right time.

People who use services and those with lived experience inform and direct the work of the partnership. They work in staff teams, research needs and solutions, provide support and aspiration to peers, and are involved at strategic governance levels.

Using learning from the programme, providers, policy-makers and commissioners will ensure the development of systems and services that are welcoming, responsive, flexible and coordinated.

What we do

- **Frontline delivery teams:** work directly with clients, providing assertive, specialist, personalised interventions. This work is used to showcase best practice and innovative ways of working and provides an evidence base to inform and support the project's wider systems change work.
- **Service-user engagement team:** formed of nine staff with lived experience, employed as project consultants supported by a coordinator. The team recruit and support a number of project volunteers. The team ensures the active and genuine involvement of those with lived experience of multiple disadvantage at all levels within the project, and team members act as champions for maximising co-production in all project activities.
- **Systems change team:** work directly with local partners and stakeholders agreeing action plans to achieve real change and improvements in local services and systems. They coordinate systems change projects around six themes which have been identified via service-user engagement as priority areas for people experiencing multiple disadvantage.

Our successes to date

- Increasing and embedding co-production through access to employment, volunteering and meaningful shared decision making across all project activities.
- Co-produced and co-delivered training on multiple disadvantage, trauma and stigma to DWP and local authority housing teams. This has led to ongoing positive engagement around workforce development and service improvements.
- Volunteer action groups working with commissioners. Examples include peer research to inform the design of new specialist services and sitting on a CCG procurement panel for a primary healthcare service for homeless people. There is an ongoing commitment from commissioners to incorporate lived experience in designing, planning and evaluating local services.

Our systems change priorities

— **Address inequalities of access and quality of treatment:** in both acute hospital settings and primary care settings.

— **Address gaps in domestic abuse support pathways:** particularly for vulnerable homeless women.

— **Address the revolving door of reoffending:** ensuring more joined up support on transition from criminal justice to community support services.

— **Ensure specialist treatment pathways:** for those with co-existing mental health and drug and alcohol problems.

— **Improve experiences in unsupported temporary accommodation:** including out of area placements.

— **Address experiences of repeat removal of children into the care system:** to improve advocacy and increase access to therapeutic aftercare.

To achieve these we have identified three positive mechanisms for change: increasing and promoting the role of those with lived experience in designing, delivering and commissioning services; developing the wider health and social care workforce to be more psychologically and trauma informed; and promoting and sharing tools which represent excellence in frontline practice.



Golden Key

Golden Key is a partnership of 19 organisations from Bristol. We work together to improve services for Bristol citizens facing multiple disadvantage. Our work is continuously and independently evaluated to ensure lessons can be learned about how services can be made better for the most vulnerable, not just here in Bristol, but across the whole of the UK.

By working closely with clients who have been identified as facing multiple disadvantage we are able to see the system through their eyes and pinpoint areas where it is not working. We use this information to identify change that services need to make for the better, both strategically and operationally.

We are bringing about change at every level, from the way we structure services, to the way the city is run. We believe in a system that is fair to all, where everybody can and will access the services and support they need.

What we do

- A range of services designed to understand the needs of people facing multiple disadvantage, explore innovation and create new opportunities.
- A team dedicated to supporting the wider system workforce in 'complexity-friendly' ways of working.
- A partnership which has representations at all levels across the system who are working together to drive change.
- A service coordinator team and peer mentor service working to co-ordinate and enable access to services through tailored engagement and support. All interventions are trauma and psychologically informed, developing new ways to engage.
- Independent Futures, our advisory forum for people with lived experience, is at the heart of the programme.

We annually work on numerous projects, some examples this year are:

- Embedding the Housing First pilot sustainably in Bristol and sharing learning.
- Implementing a trusted assessment process across four homelessness pathways and 16 providers, meaning clients will only have to tell their story once.

Our successes to date

- Golden Key is driving system leadership approaches in Bristol and is working on system change with a number of partners, including the Mayor's City Office, the CCG, the city council and the local executive reducing reoffending board.
- Following a request from our lived experience group, Golden Key has worked with a range of partners to implement trusted assessments across homelessness services. This work is now being led by the homelessness pathways with support from the homelessness commissioner and is due to complete in summer 2019.
- Lived experience experts (Independent Futures) have been involved in all key aspects of Golden Key for seven years, including increasing involvement in commissioning processes across homelessness, substance misuse and criminal justice services.

Our systems change priorities

Support the development of systems leadership across Bristol: creating capacity and understanding for this way of working across a wide range of partner organisations, across all levels of the system.

Support the Bristol One City Plan: supporting the establishment of city-wide programmes and partnerships including Thrive.

Responding to client experience – mental health challenges: exploring and addressing the systems barriers that prevent our clients receiving the most appropriate support for their mental health.

Co-production: ensuring co-production with people with lived experience is genuine, robust and sustainable.

Criminal justice and homelessness: taking advantage of emergent opportunities to influence positive change across Bristol in criminal justice and housing pathways.

Fulfilling Lives Islington and Camden

Fulfilling Lives Islington and Camden (FLIC) supports people facing multiple disadvantage to both build positive and fulfilling futures and to shape the design and delivery of local systems and services.

We work across the whole system, with statutory and voluntary partners, to improve services for people experiencing multiple disadvantage and to drive systems and practice change; influencing how services are designed and delivered.

The work of FLIC is entirely informed by our learning from the lives and experiences of our clients. Together we ensure that successful models and approaches, pioneered through the programme and in collaboration with local partners, become mainstreamed into local systems.

What we do

- **Assertive outreach service:** modelling effective interventions for people experiencing multiple disadvantage.
- **Peer mentoring programme:** working with local partners to develop capacity to deliver peer mentoring programmes.
- **Gender-informed development:** piloting a multi-agency case conference tool across the sector; WiSER programme (a collaboration between the women's and homelessness sectors on effective interventions for women experiencing multiple disadvantage and domestic abuse); piloting Housing First for women experiencing domestic abuse and multiple disadvantage and the development of gender-informed models in local hostel pathways.
- **Access to mental health services:** evaluating the impact of therapeutic and psychological interventions; developing pre-treatment approaches and piloting a 'dual diagnosis' project in partnership with the mental health trust for people presenting in mental health crisis at A&E.
- **Access to physical health services:** testing the efficacy of nurse-led outreach to people experiencing multiple disadvantage with chronic and acute physical health issues; a community-based wound care service alongside a programme of training for local practice nurses; and supporting the development of local health navigator programmes.
- **Housing and homelessness:** Housing First; a multi-agency case coordination model across the hostel pathways; identifying women who are 'hidden homeless'; and hosting an MHCLG-funded cross-borough Navigator service.

Our successes to date

- Delivering an effective Housing First programme with a tenancy sustainment rate of 84% and significantly improved client outcomes such as reductions in offending and increased engagement with substance misuse treatment.
- The development of a widely adopted, innovative case conference tool and training programme ‘Team Around Me’. The model places the client at the heart of the meeting and tasks participants with unlocking system barriers in order to meet the needs and aspirations of the client.
- Working with commissioners to develop the Camden hostels pathway to better meet the needs of clients experiencing multiple disadvantage by adopting a psychologically informed model and programme of workforce development.

Our systems change priorities

Develop a strategic, whole-system response that delivers consistent, co-ordinated support for people experiencing multiple disadvantage: ensuring a coordinated model that links people into intensive, personalised support while improving effectiveness of multi-agency practice.

Peer mentoring embedded within the local system: establishing consistent standards for peer mentoring schemes that are built into service specifications.

Gender-informed models embedded across all local services with improved partnership working between outreach services and the women’s sector: ensuring Housing First is recognised as appropriate for women facing multiple disadvantage fleeing domestic violence and abuse.

Improve effective housing solutions and the support provided to clients in housing services: ensuring a combination of Housing First, trauma-informed models in hostels, gender-informed service design and delivery and adoption of the ‘Team Around Me’ multi-agency case conference model.

Improve the assessment and treatment of physical health issues amongst people experiencing multiple disadvantage: testing the efficacy of health navigators and improving community wound care provision.

Improve access to psychological, psychiatric assessment, therapeutic interventions and timely crisis care: ensuring delivery of established models of pre-treatment support, access to flexible psychological and psychiatric assessments and embedding trauma-informed care.



Fulfilling Lives Lambeth, Southwark and Lewisham

Fulfilling Lives Lambeth, Southwark and Lewisham (known previously as You First) supports people facing multiple disadvantage.

We believe that people facing multiple disadvantage are not hard to reach but rather the system is hard to access.

We focus on the importance of developing trusting relationships with the people we support, understanding the psychological trauma that may have been experienced and how that has shaped how people relate to others and the system around them. We adapt and learn from our approaches to avoid discharging/excluding people for non-engagement, working collaboratively with all stakeholders around the person including their families, providers, clinicians and commissioners to share the learning. We embed co-production to inspire hope and shape service redesign and systems change.

What we do

- **Link workers:** flexible and personalised outreach support to help people navigate health and social care pathways. Link workers focus on those not accessing services and are supported by an external clinical psychologist providing clinical consultation and reflective practice.
- **Transitions:** testing a US evidence-based model Critical Time Intervention (CTI) to understand how best to support people transitioning within the system such as care leavers and prison leavers.
- **Community Partners:** developing a community that lives beyond the programme, reducing stigma and isolation through strengthening individual participation and community infrastructures.
- **Trauma, gender and culturally informed specific pilots:** How trauma, gender and culturally informed approaches can provide greater understanding of the impact of trauma and intersectionality to help to improve access and prevent women returning to dangerous environments.
- **Co-production culture:** embedding a co-production culture through strategic governance, co-training, service co-design and commissioning. Strengthening a lived experience network across the boroughs to influence systems change.
- **Innovation and evaluation team:** understanding how services and systems are working, identifying system behaviours and sharing best practice across the programme to influence policy change.

Our successes to date

- We listened to the voice of women with lived experience and the difficulties accessing male-dominated environments. We are piloting gender-informed approaches to better understand how we can break down these barriers.
- We listened to the importance of the ‘link worker’ relationships to the people we support and the continuing need for their flexibility, continuity and responsiveness, particularly during key transitions.
- We learned the importance of rebalancing the power dynamics between people with lived experience and those with professional experience, ensuring voice and experience is represented at all levels of the programme to shape and design systems change.

Our systems change priorities

Improve access to services via implementing a trauma-informed approach both operationally and strategically: sharing learning across organisations on the impact of trauma and removing the barriers that prevent people getting the services and support that they need, at a time when they need it.

Improve access routes specifically for women facing multiple disadvantage: embedding trauma-informed approaches that overcome barriers to access for women and prevent the return to dangerous environments.

Embed a framework that supports the navigation of a health and social care system for people facing multiple disadvantage: using Critical Time Intervention and other community approaches, creating networks and collaborations that sustain relationships and reduce isolation and loneliness.

Rebalance power dynamics when delivering and commissioning services with people facing multiple disadvantage: ensuring people are treated with compassion and dignity, respecting their individual needs and experiences, and their value in society.

Each borough develops a systems change strategy and has action plans in place to deliver change: based on an understanding of the system and the skills needed to support people facing multiple disadvantage.

Liverpool Waves of Hope

Liverpool Waves of Hope supports adults in Liverpool facing multiple disadvantage.

Liverpool Waves of Hope focuses its efforts on those with the most acute needs and entrenched lifestyles. The program seeks to empower individuals to achieve better housing, health and wellbeing, and learning and employment outcomes.

Service-user engagement is at the heart of what we do, across the development, management, delivery, monitoring and evaluation of our work.

In collaboration with our partners and service users, we have developed a suite of interventions designed to achieve maximum impact, optimise match investment and to be sustainable beyond the life of our project.

What we do

- **Intensive support:** the intensive support service engages clients to provide them with an initial assessment of their personal needs and the development of a personalised support package so they can start their journey to recovery.
- **Peer mentoring:** the peer mentors offer clients one-to-one and group focussed support via a team of trained volunteers with lived experience to support clients on their recovery journey.
- **New Beginnings:** offers clients personalised meaningful activities that may involve picking up an old hobby, learning new skills, starting training, beginning voluntary work or finding a job.
- **Psychologically Informed Accommodation:** the accommodation provides clients with a place of safety accompanied by 24-hour support tailored to their needs using the Cognitive Analytical Therapy model. Clients receive a self-contained, fully furnished flat and join a community designed to provide the support they need to make the changes they want.

Our successes to date

- The creation of psychologically informed accommodation in the city. With successful move-on rates, reduced abandonments and evictions and improved team resilience and staff skills improving continuity of care for clients.
- Acquired brain injury test and learn pilot based on a 'link worker' approach and multi-agency delivery model. Liverpool City Council have now commissioned their own neuro project for people facing multiple disadvantage.
- Workforce development test and learn pilot co-produced with the lived experience team, staff and strategic partners. Delivery of the strategy has been adopted by Liverpool City Council with elements delivered by people with lived experience and will apply across organisational and sector boundaries.

Our systems change priorities

Co-ordinated transitions between mainstream services: ensuring the development of individual pathways.

Organisational and workforce change: ensuring services across the system are effective and sustainable in addressing the needs of service users facing multiple disadvantage.

Co-production in policy and service design: ensuring the involvement of service users from the pre-design stage.

Adopting innovative practices in service delivery: using evidence from test and learn pilots.

Demonstrate the economic and social benefits of effective support and collaboration: resulting in the reduction in the use of acute services.

Inspiring Change Manchester

Inspiring Change Manchester (ICM) exists to make Manchester a better place for people experiencing multiple disadvantage. It delivers support alongside social and creative activities, developing a welcoming and inclusive community working together for social change.

The programme has been designed to ensure that every Mancunian has an opportunity to lead a fulfilled life.

To deliver this we are committed to ensuring services are person-centred and designed to meet the needs and wants of the people who are receiving them; that services are joined up and cross-sector relationships are built; that information is shared to avoid people re-telling their stories; and that all people involved with ICM feel valued, recognised, accepted and included.

What we do

- **Getting Real Opportunities of Work (GROW) traineeships:** paid work opportunities for people who have experienced multiple disadvantage to develop a career.
- **Housing First:** sharing learning through our evaluation and bringing organisations across the North of England together to explore best practice in Housing First.
- **GM-Think:** a multi-agency database that lets services across Greater Manchester share information quickly and securely. Organisations can coordinate work and prevent people from re-telling their story every time they approach a different service. Individuals are involved in their own support planning by updating their goals and achievements.
- **No Wrong Door:** co-produced in partnership with people who have lived experience. Based on four principles of access, practice, information and expertise.
- **Lived experience involvement:** Xchange, Women's Voices and our Core Group have provided platforms for current service users to participate with programme governance, research, influencing and delivery.
- **Women's Voices:** a group run by women, for women, to create equal opportunities. The movement unites women to improve communities and services through regular campaigns and events.
- **Membership:** ICM membership is being developed to create a less transactional, asset-based approach to our organisation and move beyond the traditional service provider/service user relationship.

Our successes to date

- Greater Manchester adopting the Housing First model following the success of the ICM pilot.
- GM-Think becoming the commissioned database and shared case-working system for Greater Manchester.
- The GROW traineeship model has provided over 40 work placements to date through ICM, more than twice as many as we originally planned, and the model has been adopted nationally by Shelter.

Our systems change priorities

People facing multiple disadvantage in Manchester have the opportunity to be involved in the design and delivery of the services they need and to influence decisions that affect them: we have developed the GROW traineeship programme, commissioned an evaluation of involvement, and worked with partners in the city to develop co-designing services.

Influence and develop services that are adaptable and flexible to the needs of people facing multiple disadvantage: this work has created an innovative package of wellbeing, support and accommodation services, accessible in our Hub which has been co-designed as a psychologically informed space. We are also working to break down the barriers between services and service users through our asset-based membership model.

Improve information sharing across services to better co-ordinate interventions for people facing multiple disadvantage: the GM-Think data system has been created as a tool for supporting person-centred services across Greater Manchester.

Promote inclusion for people facing multiple disadvantage: ICM is working to ensure we provide wide-ranging involvement opportunities to influence inclusive systems change, acknowledging those who remain excluded from services by their identity or experience.

Influence policy and commissioning in Manchester to better meet the needs of people experiencing multiple disadvantage: we design and support more inclusive approaches to policy development and commissioning. This has resulted in people with lived experience becoming involved in strategic work and service redesign. We also promote peer research as a method of drawing in new evidence to support transformational change.

Fulfilling Lives Newcastle Gateshead

The Fulfilling Lives Newcastle and Gateshead programme is led by a core partnership of Changing Lives (lead partner), Mental Health Concern and Oasis Community Housing.

We work with people who are often excluded from the support they need and are experiencing poor engagement with services.

Our vision is to build a culture of learning, hope and collaboration across Newcastle and Gateshead, helping the workforce create a community that understands and welcomes people experiencing homelessness, substance misuse, mental ill health and offending. Together, we will develop ways their voices can be heard, their views valued, and they can actively influence and shape the services, policies and practice that exist to support them.

What we do

- **Direct client work:** systems change practitioners (formerly service navigators) and our operational lead continue to use our navigation approach. We are also piloting an innovative American model of support called Critical Time Intervention (CTI) with our existing client base between 2018–20.
- **Experts by experience (EBE):** co-production workers facilitate and build a network of people that value the voice of lived experience, use peer research to understand how services can better support people experiencing multiple disadvantage, and inform all programme activity.
- **Workforce development:** all members of the FLNG team, including our experts, help the workforce development lead deliver training to build understanding and skills in co-production, awareness of multiple disadvantage, peer research, psychologically informed environments and systems thinking.
- **Systems change:** our systems change lead, supported by all members of the FLNG Team including experts by experience, supports the ‘system’ to think differently about multiple disadvantage focusing on mental health, transitions and commissioning.
- **Research and evaluation:** led by the research and evaluation lead, supported by the data analyst, peer researchers, volunteers and the communications team, we promote and share our evidence to influence policy and practice.

Our successes to date

- An accredited peer research model that trains and supports people facing multiple disadvantage. Research has been commissioned by Gateshead Public Health, Healthwatch, Mental Health Concern and Changing Lives.
- Community partnership working with DWP to tackle stigma when accessing the work coach offer. Co-produced and co-delivered training from Experts by Experience has reached 205 DWP staff.
- Working with Gateshead senior leaders to create a multi-agency partnership approach to transform the system. This includes FLNG funding a 6-month post within Gateshead Council to understand the possibilities for better information sharing, cost-benefit analysis and how duplication within structures, particularly assessment structures, can be reduced.

Our systems change priorities

Improving access to mental health support for people experiencing multiple disadvantage: understanding what the mental health support offer is across Newcastle and Gateshead and improving access to it.

Improving support for people experiencing multiple disadvantage who are going through key transitions: piloting a Critical Time Intervention (CTI) approach for people leaving prison, while ensuring access to Universal Credit, housing and community treatment.

Workforce development across the Newcastle and Gateshead workforce: embedding a collaborative and trauma-informed approach, a programme of co-production apprenticeships, multiple disadvantage awareness training and psychologically informed environments (PIE) training.

Co-production of services across Newcastle and Gateshead: with experts by experience involved in the design and delivery of services with support from our co-production and peer research training.

Commissioning services that are better able to meet the needs of people facing multiple disadvantage: using our resources and learning towards systems thinking approaches.

Addressing the increasing number of deaths of people facing multiple disadvantage across Newcastle and Gateshead: adopting a collaborative approach to review and understand the root causes.

Opportunity Nottingham

Opportunity Nottingham exists to improve the lives of people facing multiple disadvantage in Nottingham City, and we deliver our work through a partnership of local agencies.

The service employs personal development co-ordinators who provide tailored support at the individual's pace, and partnership decisions are informed by the voice of people with lived experience.

The aims of Opportunity Nottingham are to empower people facing multiple disadvantage and enable them to take control of their lives, to change frontline services and make them more effective by listening to what beneficiaries want and need, and to deliver systems change.

What we do

- **Multi-disciplinary meetings with partners:** to improve understanding and joint working in relation to beneficiary support.
- **Cognitive behavioural therapist and a clinical psychologist:** to offer assessment, treatment and access to treatment services.
- **Trauma-informed care and psychologically informed environments:** training for staff and partners.
- **A peer-mentoring programme:** enabling beneficiaries to participate in social activities and provide routine through regular meet-ups.
- **An expert citizen group:** to ensure beneficiaries are fully involved in meaningful programme development, inclusion and consultation.
- **A practice development unit:** for partners and frontline services in the city to access learning, training and best practice about multiple disadvantage.
- **A dedicated systems change lead worker:** supported by a partnership systems change group who work to overcome system blockages and identify and share best practice that will lead to change.
- **A social worker:** delivering joint work with the local authority adult social care team to increase access to support under the Care Act.
- **A lived experience team:** to ensure that beneficiaries get access to a wide package of structured and meaningful activity.

Our successes to date

- Increasing awareness and understanding of multiple disadvantage. Multiple disadvantage now features in our local Joint Strategic Needs Assessment. Nationally, a parliamentary debate discussed research completed by Opportunity Nottingham with Nottingham Trent University, and local beneficiaries have presented to an All Party Parliamentary Group (APPG) meeting.
- Achieving meaningful co-production to shape the Nottingham Homelessness Strategy as well as innovative service developments such as ‘The Pledge’ and ‘Facts About Me’ which have been adopted by a range of local agencies.
- Co-commissioning with the primary care mental health service has led to a number of beneficiaries accessing mental health assessments and treatment for the first time.

Our systems change priorities

A system that works as one: identifying opportunities to align or co-locate services, prioritising engagement with multi-disciplinary problem solving, and developing ways in which our service users can have a *passport* of information including ‘Facts About Me’.

Services that are welcoming: producing a multi-agency workforce development plan, improving the effectiveness of our services by adopting psychologically informed approaches, and prioritising the role of the Practice Development Unit.

A system that is service user led and informed: embedding an agreed participation standard for Nottingham City and ensuring we are devoting enough time, resource and attention to meaningful participation.

Building resilience in our service-users and workforce: making sure that the long-term wellbeing and independence of our service users is one of the measures of our success, and creating flexibility and persistence in the way our services work with individuals.

Acknowledging and responding to multiple disadvantage: challenging stigma and the negative perceptions of people facing multiple disadvantage and ensuring that a legacy plan sets out how services will support people experiencing multiple disadvantage after the Opportunity Nottingham project ends.



VOICES (Stoke-on-Trent)

VOICES is a partnership project involving a wide range of organisations from the voluntary and statutory sector in Stoke-on-Trent. We have come together to listen, learn and lead through the lived experience of local people experiencing multiple disadvantage.

Our customers are people whose lives have been seriously affected by events and conditions over a prolonged period. They may present frequently at emergency health care facilities, drug and alcohol services, homelessness and/or mental health services. Similarly, they may be well known to blue light services such as the fire and rescue, police and ambulance services. Labels such as chaotic, hard to reach or frequent-flyer may have been applied by some services and there may have been exclusions from services in the past. For some of our customers, they may even feel that services have given up on them.

We believe that in order to be effective for people experiencing multiple disadvantage, services need to welcome people with unconditional positive regard, listen to people actively, learn by understanding what works well and lead by sharing insight with others.

What we do

- **Service co-ordination:** for people experiencing multiple disadvantage.
- **Supporting a community of interest for people with lived experience:** Expert Citizens CIC, which influences local and national systems.
- **People with lived experience take the lead in evaluating services:** VOICES and Expert Citizens have co-created a set of quality standards for services working with people experiencing multiple disadvantage. Services are evaluated by Expert Citizens who make recommendations for continuous improvement.
- **Peer mentoring:** and other volunteering opportunities.
- **Housing First:** VOICES successfully piloted Housing First within the frontline team. As a result, the city council included the approach in its homelessness strategy. Housing First is now being delivered by a partnership of local organisations funded via VOICES.
- **A comprehensive learning programme for professionals:** VOICES and Expert Citizens are offering a comprehensive programme of professional development for people and organisations working with people experiencing multiple disadvantage, informed by lived experience.
- **A systems change prospectus:** for partner organisations to resource learning and implementation of systems change priorities.

Our successes to date

- The creation of the Multiple Needs Care Act Toolkit, helping people articulate their needs in the context of the Act. This is beneficial to assessors as it avoids unnecessary referrals and provides relevant detail from the outset.
- Housing First Stoke-on-Trent. VOICES influenced the local authority to include Housing First in its homelessness strategy, demonstrating the effectiveness of the model locally by housing more than 60 people using the approach.
- The creation of a community interest company, Expert Citizens CIC, and the Insight Conference and Awards. In the first event of its kind, Expert Citizens are using their insight to celebrate positive practice with an annual awards ceremony, where shortlisted people and services are selected by people with lived experience. Expert Citizens are also contributing to our learning and development programme by informing people about their lived experience of services. Commissioners are using their experience in the commissioning of local drug and alcohol services and the evaluation of the Rough Sleeping Initiative projects.

Our systems change priorities

Invest in a strategy for people experiencing multiple disadvantage in Stoke-on-Trent: securing commitment from key stakeholders in the city to continue to implement learning from the programme beyond the life of the VOICES project and informed by research into the nature of hardship in the city in partnership with the Hardship Commission.

Ensure fair access to services for people facing multiple disadvantage: including the use of Housing First; the Multiple Needs Care Act Tool Kit; and research on access to primary care, hospital discharge and gender-specific services.

People with lived experience will become leaders in service design and commissioning: including the establishment of a community interest company, development of the Insight Service Standards; evaluation of services, peer mentoring services, and training and educational services related to multiple disadvantage.



West Yorkshire – Finding Independence

West Yorkshire – Finding Independence (WY-FI) works across the five local authority areas of West Yorkshire – Bradford, Calderdale, Leeds, Kirklees and Wakefield.

We work to better co-ordinate existing services and our delivery is designed to identify, motivate, engage and retain people in services that are person-centred and help people to lead positive lives.

WY-FI's vision is that by 2020 adults facing multiple disadvantage in West Yorkshire should have the opportunity of a settled home, positive health and wellbeing, access to education and employment and trust in a positive future.

What we do

- **Personalised support planning:** with a dedicated and trusted 'navigator' and peer mentors, working to access flexible and integrated multi-agency support, to meet each individual's priority needs.
- **Navigator teams:** based in the five locality areas carrying low caseloads of individuals with complex support needs.
- **Multi Agency Review Boards (MARBs):** established in each locality area. MARB members include a range of statutory and voluntary sector service providers and commissioners.
- **Network of people with lived experience:** to influence and embed co-production in service design, delivery and governance locally, regionally and nationally.
- **Workforce development:** including training for professionals, multi-agency practice development groups, and communities of practice.
- **Employment, training and education team:** providing pathways to employment including training and engaging peer mentors who bring real life experience to the programme.
- **Regional evaluation and support hub:** for media and communications and evaluation and learning.

Our successes to date

- Embedding the navigator model which has led to 50% of beneficiaries having a planned exit and over 60% of beneficiaries showing improvements in their Housing Outcome Star and NDT assessments after six months. After two years support, almost 90% of beneficiaries show an improvement.
- Establishing Multi Agency Review Boards (MARBs) which have been instrumental in facilitating service flexibilities for beneficiaries. The MARB has become the pre-eminent multi-agency partnership model.
- Using a personalisation fund to support beneficiaries to achieve better outcomes through housing, emergency accommodation, furniture, social activities, education, training and employment.
- Developing and piloting a multiple disadvantage training package which includes modules on psychologically informed environments, risk enablement, trauma informed practice, working with personality disorders, dual diagnosis and psychosis. Reflective practice was embedded throughout this training and participants had the opportunity to join WY-FI facilitated multi-agency practice development groups across West Yorkshire. Participants have reported positive changes in their working practice and improved engagement of beneficiaries.
- Pathways to employment: One hundred and five people completed accredited peer mentor training, 19 beneficiaries started the training and 72 peer mentors gained placement opportunities. Thirty-two of these peer mentors have now gained paid employment.

Our systems change priorities

The navigator model of working is adopted by commissioners in future service delivery models: ensuring people facing multiple disadvantage receive effective support from accessible and co-ordinated services across West Yorkshire.

Multi-agency working is embedded in services working with people who experience multiple disadvantage: maintaining and further developing the Multi-Agency Review Boards as the pre-eminent multi-agency partnership model in all five areas of West Yorkshire.

Embedding coproduction: supporting a network of people with lived experience of multiple disadvantage to influence and embed co-production in service design, delivery and governance across the region.

Can you help to change the system for people experiencing multiple disadvantage?

The Fulfilling Lives programme is working to show how coordinated and effective local systems can support people experiencing multiple disadvantage to live healthier and fulfilled lives, to support people effectively when they are in crisis, and work together to prevent more people from reaching crisis in the first place.

If you live or work within a Fulfilling Lives area, have lived experience of multiple disadvantage, or are a Member of Parliament, we invite you to talk to your local Fulfilling Lives partnership.

For enquiries about the programme please contact: Laura.Furness@tnlcommunityfund.org.uk

Programme groups and partners

Systems Change Action Network (SCAN):

SCAN comprises the programme leads for each of the 12 Fulfilling Lives areas. The group share their experiences of implementing change within their local systems and combine this learning to inform national policy debates.

National Expert Citizen Group (NECG): The NECG is the national board of the 12 regional groups of Expert Citizens. Supported by Revolving Doors Agency, the group raise awareness of local and national issues as they affect people facing multiple disadvantage. The group ensure that this is achieved through effective co-production with the service user at its heart.

National Communications Group (NCG):

Local communications leads across the 12 areas are working together to deliver a series of national communication campaigns to enhance the profile and impact of the Fulfilling Lives programme.

BAME Network: The BAME Network exists to share project experiences on BAME engagement and access across the national

programme, provide a mechanism for peer support, and advocate for better equality of access for BAME communities experiencing multiple disadvantage.

Research and Evaluation Group: Local evaluation leads share findings from local evaluation activities, in addition to those collated under the national evaluation, in order to support both local and national systems change priorities.

CFE Research and The University of Sheffield:

A team led by the University of Sheffield and CFE Research are delivering a national evaluation of the Fulfilling Lives programme over eight years. Findings from the national evaluation are communicated through a combination of practice guides, briefings, thematic studies and events. All outputs from the national and local evaluations can be found at mcnevaluation.co.uk

Making Every Adult Matter (MEAM): The MEAM coalition provides support and development activities to each of the 12 Fulfilling Lives areas. The MEAM coalition has also worked with the Systems Change Action Network to produce this publication.



