

Report to:	HEALTH AND WELLBEING BOARD
Relevant Officer:	Dr Arif Rajpura, Director of Public Health
Relevant Cabinet Member	Councillor Graham Cain, Cabinet Secretary (Resilient Communities)
Date of Meeting	20 June 2018

BLACKPOOL FULFILLING LIVES – HELPING ADULTS WHO HAVE MULTIPLE COMPLEX NEEDS

1.0 Purpose of the report:

- 1.1 To update the Health and Wellbeing Board on the work being undertaken by the Blackpool Fulfilling Lives Strategic Board to including those actions designed to cause systemic change in Blackpool for people with Multiple Complex Needs (MCN).

2.0 Recommendation(s):

- 2.1 To note the presentation on the work of Blackpool Fulfilling Lives.
- 2.2 To note the work being undertaken by the Blackpool Fulfilling Lives Strategic Board to cause systemic change in Blackpool for people with Multiple Complex Needs.
- 2.3 To agree to receive an update on the project every 12 months.

3.0 Reasons for recommendation(s):

- 3.1 Blackpool Fulfilling Lives is the only service in Blackpool that works with people who have multiple complex needs not currently engaged with services. It is also entirely funded by the Big Lottery.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

None.

4.1 The relevant Council priority is: “Communities: Creating stronger communities and increasing resilience”.

5.0 Background Information

5.1 Blackpool Fulfilling Lives (BFL) is one of 12 pilot areas in England that has received Big Lottery Fund funding to support people with multiple and complex needs.

5.2 Blackpool Fulfilling Lives is funded for 7 years and is part of the larger research and evaluation being undertaken by the Big Lottery. Blackpool Fulfilling Lives works with people aged 18 years and over who are leading chaotic lifestyles to support them to live more fulfilling and productive lives. Blackpool Fulfilling Lives engages and supports people who are not currently engaged in services, and who are living with Multiple Complex Needs (MCN). Multiple Complex Needs is a combination of (at least 2 of the following) issues: homelessness, offending, problematic substance use (including alcohol) and mental ill health.

5.3 Blackpool Fulfilling Lives works in a person centred, non-judgemental way and understand that a “one size fits all” model does not work for this client group.

5.4 Blackpool Fulfilling Lives workers (Navigators) have small caseloads and are able to work with people for around 2 years. Blackpool Fulfilling Lives has 20 Navigators (including 4 associate navigators with lived experience who are trained to NVQ level 3 and employed for 2 years). Blackpool Fulfilling Lives has introduced “specialist” link roles in A+E, custody suite and housing in 2017. Of these two are working in the ‘Housing First’ project (small caseloads, intensive work), which is a partnership with Blackpool Council Housing Support and Access Team.

5.5 The Blackpool Fulfilling Lives Partnerships Manager also links in with the leads for Better Start and Head Start, two other lottery funded projects in Blackpool. Although Blackpool Fulfilling Lives is for over 18’s only, there is a strong evidence base emerging that the causes of Multiple Complex Needs in adults is Adverse Childhood Experience and Childhood Trauma, and so the learning from all three projects will create a robust evidence base for Blackpool.

At strategic level, there are four intended outcomes;

- 1 Better Outcomes for service users (as they were navigated them into local services)
- 2 System Change (using learning from the programme here in Blackpool and nationwide to better support people who have Multiple Complex Needs)
- 3 Coordinated Approach (working with service users, partner organisations on

operations, and other lottery funded projects to agree what system change should be)

- 4 Empowerment of Service Users (this includes having service user involvement throughout the project's governance structure, removing stigma, and co-producing the service model)

5.6 There are four main elements to the performance management of the Blackpool Fulfilling Lives programme:

- 1 National Evaluation
- 2 Local Evaluation
- 3 Quarterly Report to Big Lottery Fund (BLF)
- 4 Performance Management Report to Strategic Board and Operational Steering Group

5.7 To date the programme has worked directly with 366 beneficiaries in Blackpool. All beneficiaries have a combination of multiple and complex needs including homelessness, problematic substance misuse, re-offending behaviour and mental ill health and do not engage with services.

Highlights of progress evidenced by reported data include:

- 83% of beneficiaries who have had at least two Neuro-Developmental Treatment assessments have improved their score
- 62% of beneficiaries have improved their community living skills, self esteem and well being
- 46% of beneficiaries previously rough sleeping or homeless have moved into stable accommodation
- 55% of beneficiaries have improved their emotional and mental health

Alongside experienced professional staff, Blackpool Fulfilling Lives also employs Associate Navigators, (people with lived experience of areas of multiple needs) who have limited recent work experience. These people are trained as Navigators and supported to obtain a Health and Social Care qualification. To date a total of eight out of the ten Associate Navigators recruited have progressed to permanent professional roles either within Blackpool Fulfilling Lives or with external organisations. The remaining two Associate Navigators are still within their two year contract with Blackpool Fulfilling Lives.

- 5.8 During 2018, the Blackpool Fulfilling Lives Strategic Board has been working with partner agencies to agree a definition of systemic change and to agree a set of actions that will help to achieve this. Blackpool Fulfilling Lives now needs the support of strategic leaders across Blackpool.

The System Change definition is:

System Change will have occurred in Blackpool when through collaboration and partnership, a culture change for life occurs so that people at every level experience honesty, integrity, flexibility and kindness and then practise this with those asking for help, whoever they are, however they present, and whatever their need.

A list of actions agreed, that direct a more granular plan are:

Culture Change – Workforce and System Leaders

- Communicating insights and achievements from Fulfilling Lives. A communications strategy is needed that will create a compelling and current narrative on the challenges and solutions to the barriers faced by people with Multiple Complex Needs in Blackpool
- Recognise organisations that live up to the values of Fulfilling Lives Blackpool, and who can demonstrate delivering on the system change definition. Develop a 'charter mark' and recognition scheme.
- Develop a community of practice for Multiple Complex Needs, possibly using the Frontline Network
- Encourage staff across organisations to adopt the values of working in partnership with Multiple Complex Needs, so people are helped and stigma becomes a thing of the past.
- Create support from strategic colleagues and commissioners. Connect the Integration 2020 Health Plan to the Blackpool Fulfilling Lives partnership's goals
- Explore transferability of existing current models. Explore the feasibility of adopting Lancashire Constabulary's 'transformation model' so success is measurable
- Create a community of interest within Blackpool System Leaders and senior decision-makers.

- 5.9 Does the information submitted include any exempt information? No
- 5.10 **List of Appendices:**
- None.
- 6.0 **Legal considerations:**
- 6.1 None.
- 7.0 **Human Resources considerations:**
- 7.1 Consideration will be needed in the future to workforce development, competency and service capacity for dealing with people who have multiple complex needs. Learning from the project will help to inform the workforce needs and the most effective approaches to working with people who have multiple complex needs.
- 7.2 Initial evaluation has shown that staff resilience is crucial. Therefore the way staff are selected and supported is a key consideration to a successful service.
- 8.0 **Equalities considerations:**
- 8.1 The project has an equality and diversity strategy, and action plan, tailored to Blackpool's demographics.
- 9.0 **Financial considerations:**
- 9.1 The project is entirely funded by the Big Lottery until 31 March 2021.
- 10.0 **Risk management considerations:**
- 10.1 All risks to public, staff and service users are managed by Addaction's Health and Safety Policy.
- 11.0 **Ethical considerations:**
- 11.1 The work on systemic change to remove stigma across the whole town is a huge ethical consideration. This will require work from all sectors to ensure that the Blackpool Fulfilling Lives system change action plan is realised and the definition of system change is widely used.

12.0 Internal/ External Consultation undertaken:

- 12.1 Blackpool Fulfilling Lives has an active Lived Experience Team (LET) within all layers of governance of the programme. The Lived Experience Team is also speaking to people who may need, but are not engaged in, the Blackpool Fulfilling Lives service to understand what could motivate them. The Lived Experience Team is part of Blackpool Fulfilling Lives, but independent, having been subcontracted to local charity Empowerment by Addaction under the supervision of the Blackpool Fulfilling Lives Partnership Board.
- 12.2 The Blackpool Fulfilling Lives Programme was co-designed with service users in 2013 as part of the original bid for the work, submitted by Addaction.

13.0 Background papers:

- 13.1 www.blackpoolfulfillinglives.org.uk
- <https://www.addaction.org.uk>
- <http://www.empowermentcharity.org.uk/>