

Report to:

ADULT SOCIAL CARE AND HEALTH SCRUTINY COMMITTEE

Relevant Officer:

Mr Ian Treasure, Partnership Manager, Blackpool Fulfilling Lives

Date of Meeting:

6 February 2020

BLACKPOOL FULFILLING LIVES

1.0 Purpose of the report:

1.1 To update the Adult Social Care and Health Scrutiny Committee on the work of Blackpool Fulfilling Lives (BFL) and on the work being undertaken by the BFL Strategic Board to effect systemic change in Blackpool for people with Multiple Disadvantages.

2.0 Recommendation(s):

2.1 To note the work of Blackpool Fulfilling Lives, a project that ends on 31 March 2021.

2.2 That the Adult Social Care and Health Scrutiny Committee note the work being undertaken by the BFL Strategic Board to effect systemic change in Blackpool for people with Multiple Disadvantages.

2.3 That the Adult Social Care and Health Scrutiny Committee receive an update on the project in 12 Months' time.

3.0 Reasons for recommendation(s):

3.1 Blackpool Fulfilling Lives is the only service in Blackpool that works with people who have multiple disadvantage not currently engaged with services. It is also entirely funded by the National Lottery Community Fund.

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

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

4.0 Other alternative options to be considered:

4.1 None.

5.0 Council priority:

5.1 The relevant Council priority is:

- Communities: Creating stronger communities and increasing resilience.

6.0 Background information

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

BFL is funded for seven years (2014-2021) and is part of the larger research and evaluation being undertaken by the National Lottery Community Fund. BFL works with people aged 18 years and over who are leading chaotic lifestyles to support them to live more fulfilling and productive lives. BFL engages and supports people who are not currently engaged in services, and who are living with Multiple Disadvantage (MD). MD is a combination of (at least two of the following) issues: homelessness, offending, problematic substance use (including alcohol), and mental ill health. BFL work in a person centred, non-judgemental way and understand that a “one size fits all” model does not work for this client group.

Fulfilling Lives workers (Navigators) have small caseloads and are able to work with people for around two years. There are 19 Navigators, of these three are working in the ‘Housing First’ project (small caseloads, intensive work), which is a partnership with Blackpool Council Housing Support and Access Team.

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

This report follows on from a report to the Blackpool Health and Wellbeing Board in June 2018.

6.2 At strategic level, there are four intended outcomes;

- 1 Better Outcomes for service users (as we navigate them into local services).
- 2 System Change (using learning from the programme here in Blackpool and nationwide to better support people who have Multiple Disadvantage) – *this is discussed in more detail below.*
- 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).

There are four main elements to the performance management of the BFL programme:

- 1 National Evaluation.
- 2 Local Evaluation.
- 3 Quarterly Report to The National Lottery Community Fund (TNLCF).
- 4 Performance Management Report to Strategic Board and Operational Steering Group.

- 6.3 To date the programme has worked directly with 523 'beneficiaries' in Blackpool (beneficiary is the term BFL was asked to use). 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 NDT 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, we also employ volunteers including 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. A previous 'Associate Navigator' model has ceased as the programme does not have sufficient time to allow for training of associates, however eight out of the ten Associate Navigators have progressed to permanent professional roles either within BFL or with external organisations.

- 6.4 During 2018, the BFL strategic board worked with partner agencies across Blackpool to agree a definition of systemic change and to agree a set of actions that will help to achieve this. The support of strategic leaders across Blackpool is now required. The System Change definitions 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.

The system change event in 2018 was followed by one in 2019 and this years is being held on the morning of Tuesday 25 February 2020. Any elected members wishing to attend are more than welcome but must book a place (this can be done on 6 February 2020). In terms of progress made in relation to system change, whilst the following list makes positive reading, there is still a long way to go:

- A Lived Experience Team which is facilitated by local charity Empowerment has been instrumental in assisting statutory and voluntary sector organisations across Blackpool who want to change to do so.
- A communications strategy that has created a compelling and current narrative on the challenges and solutions to the barriers faced by people with Multiple Disadvantage in Blackpool is underway. This includes recognising organisations that live up to the values of Fulfilling Lives Blackpool, and who can demonstrate delivering on the system change definition, and achieving a Charter Mark and recognition scheme.
- Fulfilling Lives has developed a community of practice, a Frontline Network that incorporates all aspects of Multiple Disadvantage in a regular forum so Blackpool (and Fylde coast) frontline workers can keep up to date with evidence based practice with this client group.
- Fulfilling Lives has launched Encourage staff across organisations to adopt the values of working in partnership with MCN, so people are helped and stigma becomes a thing of the past.
- Create support from strategic colleagues and commissioners. There has been a good response from Blackpool Council's Public Health Commissioning (linking with our Lived Experience Team) and Adult Social Care (Secondment opportunities fully funded by BFL for 12 months). Blackpool Clinical Commissioning Group have also shown interest in the findings from our evaluation reports.

6.5 All evaluations for Fulfilling Lives are independent. The most recent is embedded in additional reading. Key points are:

1. Investment in this type of support for people with Multiple Disadvantage can save money – saving of £500k for around 180 people in a 12 month period (£2,822 per person, over double the national average).
2. There will continue to be a future demand for specialist support for people with

Multiple Disadvantage in Blackpool.

3. Long Term intensive work with smaller cohorts is effective.
4. Specific elements of the BFL model make a difference – navigator/client relationship; tailored; connecting people; housing first.
5. Co-production works and BFL has several examples of how they have done this, including starting to engage with commissioners on how to globalise co-production with services that people experiencing MD will ‘touch’.
6. A strategic approach to multiple disadvantages is needed.
7. Blackpool can become a model of good practice in supporting the workforce, drawing on the experience of BFL, and partner agencies.
8. Changing systems takes time, persistence and relies on the interest of those that can make it happen.
9. Access to mental health services remains a barrier to individual client improvement.
10. Therapeutic activities and activity based support is a key facet of successful engagement.

6.6 Legacy is now the focus of the final year of Blackpool Fulfilling Lives. A comprehensive ‘closedown plan’ articulates the pace of change for winding up client work and employment of staff, including secondment opportunities for some navigators. It is anticipated that:

1. The Lived Experience Team can continue with ‘legacy funding’ from Fulfilling Lives, subject to Lottery approval, for 12-18months post 2021.
2. A social enterprise, overseen by Blackpool and Fylde Street Angels, to run a crazy golf course (Princess Parade, Blackpool Promenade) should be self financing by 31 March 2021.
3. A series of learning events will be held across Blackpool throughout 2020/2021 performance year to share the learning from the programme across the town.
4. Blackpool Fulfilling Lives continues to be an active partner in the national learning from the programmes.

6.7 Does the information submitted include any exempt information?

No

7.0 List of Appendices:

7.1 None.

8.0 Legal considerations:

8.1 None.

9.0 Human resources considerations:

9.1 Considerations 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.

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.

10.0 Equalities considerations:

10.1 The project has an equality and diversity strategy, and action plan, tailored to Blackpool's demographics.

11.0 Financial considerations:

11.1 The project is entirely funded by the Big Lottery until 31 March 2021.

12.0 Risk management considerations:

12.1 None.

13.0 Ethical considerations:

13.1 None.

14.0 Internal/external consultation undertaken:

14.1 Blackpool Fulfilling Lives has an active Lived Experience Team (LET) within all layers of governance of the BFL programme. The LET are also speaking to people who may need, but are not engaged in, the BFL service to understand what could motivate them. The LET are part of Blackpool Fulfilling Lives, but independent, having been subcontracted to local charity Empowerment by Addaction under the supervision of the BFL Partnership Board. The LET have grown from strength to strength and are now key partners in co-design of local Public Health commissioning, Probation Services, Drug Services and local Department of Work and Pensions services.

The BFL Programme was co-designed with service users in 2013 as part of the original bid for the work, submitted by Addaction.

15.0 Background papers:

15.1 None.