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withyou**



Blackpool Fulfilling Lives' Final Programme Report December 2021

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1. **Executive Summary and Foreword**

The Blackpool Fulfilling Lives Programme received £10,000,000 over 7 years, plus a legacy year extension to enable completion of some of the programme outcomes scheduled for 2020-21 that were suspended due to the Covid-19 pandemic.

This report contains information about the achievements of the programme, the legacy and reflections on the learning that have already informed similar programmes in Blackpool (ADDER) and across Lancashire (Changing Futures). This report also forms part of that legacy work and is the penultimate output from the programme in Blackpool. A final finance report is due in April 2022 from the BFL Delivery Partner 'We Are With You' to provide a detailed breakdown of the investments made during BFL and how £9.9m was utilised to deliver the programme's aims.

The Fulfilling Lives Programme was the first of its kind, in terms of level of investment, developing Lived Experience involvement, and creating an evidence base through the national System Change Action Network involving all 12 FL programmes. The latter devised a format for writing guidance documents as a reference point for policy makers and local commissioners, and as part of the legacy.

In Blackpool, undoubtedly the investment in schemes to help develop people with Lived Experience was the biggest success. Two organisations of note, Empowerment Charity and Blackpool and The Fylde Street Angels showed that with some funding and opportunities, and some support (time investment) from BFL anything was possible. The Empowerment Team are now mainstreamed and work with services in Blackpool, and BFL funding helped buy in support to enable The Street Angels to become a Community Interest Organisation (CiO) to run a crazy golf course. The Delivery Partner 'We Are With You' also employed 13 people with Lived Experience through the Navigator Academy Model, and many of these brilliant individuals still work in Blackpool, having been developed professionally through BFL. Overall the investment in Lived Experience contracts with Empowerment and Street Angels, and development and training funds was approximately £500,000, and a further approximately £500,000 in Associate Navigators over the lifetime of BFL (e.g. 10% of the overall programme spend). BFL also supported recovery housing and a housing first pilot, the latter of which has been continued beyond BFL's end.

BFL also helped 529 beneficiaries, all of which made significant improvements to their lives as measured on Homelessness Outcomes Star and the Warwick Edinburgh Mental Wellbeing Scores. The final independent evaluation for BFL also showed significant cost savings across the system (see section 4 and Appendix 1).

The sharing of learning across Blackpool from the BFL programme was consistent and bi-monthly BFL Board meeting was instrumental in the 'test and learn' element of the BFL programme. The Board was consistently well attended, and this time commitment from all involved was also key to the success of the programme. The ongoing commitment of the Chair of the Board, Dr Arif Rajpura must also be recognised, including his willingness to connect the programme up to other leaders across the Health and Care system.

2. System Change Priorities & Legacy

In 2017, there were five system change priorities agreed by the BFL strategic board during a summer workshop. These were formulated in an action plan with milestones that if achieved, would enable system change to happen. This action plan was also followed up by a System Change Workshop in 2018 where a longer term strategic vision was agreed that articulated what System Change would actually be (supported by the action plan).

This chapter will look at the action plan and the definition separately:

a) The 2017 System Change Action Plan

i) People with lived experience of multiple and complex needs are meaningfully involved in service design and delivery in Blackpool.

The Lived Experience Team (LET) has been fully operational since May 2018 and has been extremely effective in developing the influence and voice of people experiencing multiple disadvantage across Blackpool. Members of the LET have played a key role in supporting and consulting with this group of people during the course of the COVID lockdown and subsequent response. Funding has been allocated to enable the LET to continue after the end of BFL as part of the programme legacy. Although the LET has always been an integral part of BFL, it has already established its own identity and reputation in Blackpool and beyond to ensure its continuing influence post BFL. An example of its success is the pivotal role the LET plays in new schemes such as 'operation ADDER' (Addiction, Disruption, Diversion, Enforcement and Recovery) for which Blackpool is a pilot area. The Lived Experience Team are also delivery partners for Changing Futures.

Women's Lived Experience Team (LET)

A women's lived experience team is now in place and the group are currently working with the Northern National Expert Citizens group. The women have participated in a Parliamentary review and at national Fulfilling Lives System Change Action (SCAN) group meeting.

Work has started on a Multiple Disadvantage female accreditation, which it is hoped to establish nationally and locally as there is, still many barriers within services for women to engage. The group are currently compiling a questionnaire to gather feedback from women in Blackpool as to why they do not engage with services and the barriers that stand in their way.

ii) Influence commissioning and policy to better meet the needs of people experiencing multiple and complex needs in Blackpool, including the development of an area wide multiple needs strategy (this is a priority for legacy over the next 12 months).

Early on in 2020 the Board began the process of changing its primary focus from that of overseeing and reviewing performance and projects to that of preparing the legacy for BFL. This resulted in the name change from Strategic Board to that of Legacy

Board which will transform to a MEAM Board post March 2021 to take forward system change priorities in the extended legacy year.

There is clear evidence of LET feedback and BFL learning being used in commissioning and service design across the town, most notably in the design of operation ADDER and in the forthcoming substance misuse service commissioning cycle.

Recognition of the specific needs of people with multiple disadvantage and different approaches to supporting them amongst agencies in Blackpool will result in more positive outcomes for beneficiaries. Three factors will help in securing these better outcomes:

- a) Employment by local agencies of people who have worked in Fulfilling Lives will greatly help in sharing knowledge, skills and experience.
- b) Recommendations contained within the comprehensive Year 5 Local Evaluation report will help to shape and guide commissioning and the system's response to multiple disadvantage.
- c) The development of evidence based approaches such as those used over a number of years by BFL will help achieve better outcomes. The recently commenced Project ADDER (Addiction, Disruption, Diversion, Enforcement and Recovery) in Blackpool has integrated some of the BFL approaches such as the Navigator Model into its work.

It is evident from the local response to the pandemic that the system is responsive to change and influence. As regard's BFL's lasting influence, one example is the local roll out of the Project ADDER programme, and a second example is the extension and expansion of the Housing First programme developed jointly between BFL and Blackpool's Housing Options Team.

The Fylde Coast Clinical Commissioning Groups (prior to Integrated Care System and Place Based Practice) have also used the BFL service model as a basis for commissioning a Homeless Mental Health Service and used LET feedback to create a Homeless Health Nurse Post that is also going to be continued. As the other projects in Blackpool are fixed term the fact that some mainstreamed provision, specifically for people with Lived Experience supported by the Lived Experience Team will continue adds to the legacy of BFL.

iii) Develop the health, social care, housing and criminal justice workforce to better understand, and support people experiencing multiple and complex needs.

It was long been recognised within BFL that, in order to improve access to services and the experiences of people with multiple disadvantage in using those services in Blackpool, the frontline workforce employed in those services need to develop a greater awareness and understanding of the issues facing people with multiple disadvantage. The development of a Community of Practice (CoP) for frontline workers in Blackpool has been identified as a key means of helping to deliver on this objective. Additionally, the creation of a MCN Friendly Accreditation Scheme (see Lived Experience Section above) has helped organisations support the development of their staff knowledge and awareness of approaches to best support people with multiple disadvantage.

As another method of sharing learning and raising awareness of multiple disadvantage over the programme was staff secondments to partner agencies in Blackpool including Adult Social Care and the Probation Service, and vice versa. The BFL staff seconded to these agencies have been tasked with sharing their knowledge and experience of working with people experiencing multiple disadvantage with their new colleagues. Additionally, this represents a learning and development opportunity for these staff which has helped them to secure employment post BFL.

The response to the Covid pandemic changed services' relationships with people living with multiple disadvantage, ensuring that people have not been completely isolated from other support agencies during lockdown. BFL have also provided informal training to people working in the emergency bed units set up immediately prior to the lockdown. This has helped to raise awareness of the issues and challenges amongst that team of working with people experiencing multiple disadvantage.

The development of the LET academy model which provided coaching, mentoring and formal training and education opportunities for members of the team and its continuance beyond the end of the BFL programme in March 2021 is a clear example of workforce development. The model, which provided a pathway from volunteer to associate and to fully fledged professional, has been shown to help build professional resilience capability and confidence.

It has taken a relatively long period of time to build up relationships with partner agencies to a sufficient level to enable BFL to have a meaningful impact on raising awareness of multiple disadvantage within workforces. As BFL's reputation for working effectively and positively with people with multiple disadvantage has grown it has become easier to negotiate secondment opportunities for BFL staff, and subsequent employment opportunities.

The BFL programme also had significant input into the national learning on workforce development and staff support. The terms 'Trauma Informed and Psychologically Informed' are common language now and were not at the start of the Fulfilling Lives Programme (Blackpool will have contributed to this).

iv) Improve access to mental health services for people experiencing multiple complex needs.

This had been the most difficult of all the system change objectives. There was significant partnership work attempting to develop better pathways but there was little traction. This was recognised at the BFL board, and the Chair supported various meetings, which took place, only for key people to leave soon after. The Mental Health Service landscape in Blackpool is complex with Primary being delivered by the Hospital Trust and Secondary a county wide Mental Health Trust. The local Clinical Commissioning Group (CCG) took the ambitious step of commissioning a homeless mental health service and this trauma informed model will support clients experiencing multiple disadvantage to access support for poor mental health. Although commissioning a new service isn't system change in itself, what is really positive about this new service is that it had significant involvement from the Lived Experience Team in its creation, and it used the BFL operating model in part to design its position in the

local service structures. It has all the makings of a remarkable service. It also shows that commissioners have listened to the impact that services like BFL made.

v) Improve information sharing systems and collaboration/ partnership working around multiple and complex needs

This was achieved by opening up the 'inform' database to partner agencies which proved to be successful in case management (Probation and Housing), however along with the closure of BFL was the cessation of this database. This was still a success though as it gave insight into what a shared database could deliver in terms of quality of care and communications.

The Multiple Disadvantage Alliance idea is well developed now. There are a number of local agencies willing to support this way of working and an 'Alternative Giving' campaign has been created to raise funds from the public to help fund smaller organisations who support disadvantaged people. The campaign has now been handed over to the Blackpool Foodbank as they will hold the bank account, with funds distributed as decided by the Blackpool Homelessness and Multiple Disadvantage Support Group, which has a membership of 60 organisations (another legacy from BFL).

The final part of this section is the 'street support' app, which is an online directory of services in Blackpool. This has been well administered to date, however the funding will end on 31/3/2022 and although discussions about continuity funding are underway, street support may well end if organisations from across Blackpool cannot find the £4,250 to fund it recurrently. It is an excellent way of supporting communications across different services and is a *one stop shop* directory.

3. Legacy Action Plan

Due to the ongoing pandemic restrictions and the fact that the final planned year of BFL soon morphed into helping with the pandemic response, an additional 'Legacy Year' was agreed with TNLCF, WeAreWithYou and the BFL Board. A legacy work plan was also agreed and this section reflects on the success of that.

- a) Overseeing the completion of the business support plan to the Street Angels and arranging a COVID-secure launch of the Crazy Golf Course in May 2021.
- b) Facilitating workshops with the next generation 'Lived Experience Team' on system change and the Multiple Disadvantage Friendly Accreditation, including expectations about the accreditation how they can get involved
- c) Liaising with Housing, Mental Health Services and Lancashire Police about adopting the accreditation – significant input into developing this, and linking the LET co-ordinator to the relevant leads to take the work forward
- d) Ongoing partnership work with the LET coordinator (unfortunately the LET coordinator has been off work for several months so the development of b) and c) are complete to a point in time
- e) Developing the Multiple Disadvantage Alliance concept with the 'Poverty Truth Commission'; a concept which now has a clear developmental path for others to drive forward.
- f) Devising the 'Alternative Giving Campaign' – this is now fully ready to go and has been handed over to launch in Jan/Feb 2022. A further delay was due to public perceptions of the 400 asylum seekers who arrived in Blackpool – it was not the right time to launch a campaign of this type.
- g) Ongoing legacy work of sharing BFL learning and approaches, most notably through the development of Changing Futures Lancashire
- h) A young persons LET is being developed within Young Adder
- i) The coproduction strategy is within Empowerment and is being used within the Lived Experience Team
- j) Sharing the learning has been multifaceted – involvement in formulating the changing futures bid, advising on the ADDER programme
- k) Social Media has been managed ongoing and proportionately. These platforms will be closed down at the end of BFL. The website will be kept running for 2 years, as agreed with We Are With You as part of closedown.

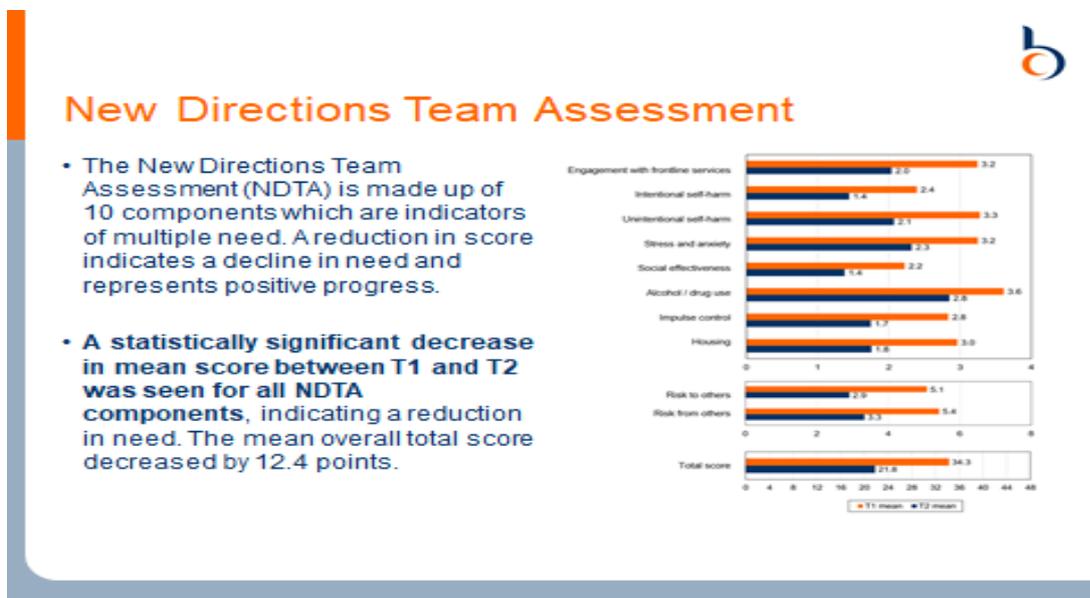
4. Key outcomes and data

Our independent evaluation was done by Cordis Bright, here are some of the findings:

4.1 The number of people supported through BFL was 529, and key improvements/outcomes as a result of engagement was measured across 335 of them

Onward destination	Count of clients	Percentage
Moved to other support (not funded through BFL)	17	5%
No longer requires support	109	33%
Client disengaged from project	93	28%
Prison	32	10%
Hospital	6	2%
Deceased	29	9%
Moved out of area	43	13%
Excluded from the project	2	0%
Other	4	1%
Total	335	100%

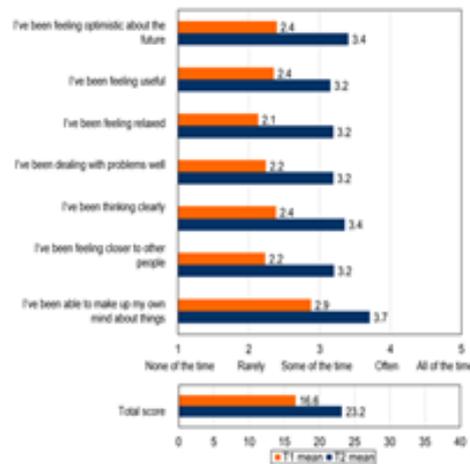
4.2 Statistically significant improvements in the mean scores for each component and overall were seen for clients across every outcome measure. This suggests that clients have consistently seen improvements in their situation, need, mental health and self-esteem as a result of their involvement with BFL and the services with which they engaged:



Warwick Edinburgh Mental Wellbeing Scale



- The shortened WEMWBS is a scale of mental well-being covering seven items of wellbeing and psychological functioning. Items are scored on a one to five Likert scale, where one indicates 'none of the time', and five indicates 'all of the time'.
- A statistically significant increase in mean score between T1 and T2 was seen for each component of the shortened WEMWBS, indicating an improvement in wellbeing. The increase in mean score was around 1 for each component.



4.3 The Financial Case

Based on health service usage data for 175 beneficiaries and arrests data for 30 beneficiaries, with a comparison of 12 months before engagement with BFL and 12 months afterwards, and using applied tariffs to the change in number of A&E visits, number of non-elective hospital admissions and number of arrests:

Type of service use	Tariff	Source / information
A&E attendances	£166 per attendance	NHS Improvement (2018) Reference costs 2017/18: highlights, analysis and introduction to the data, NHS Improvement, p.5: "A&E attendance 2017/18" (£160 which we inflated to 2019 prices).
Non-elective admissions (NELs)	£3,053 per episode	Personal Social Services Research Unit (2019), Unit Costs of Health and Social Care 2019 : "Non-elective inpatient stays (long stays)"
Arrests	£750 per arrest	Greater Manchester Combined Authority (2019), Unit Cost Database : "Arrests – detained".

4.4 Change in Service Use and Cost

		T1	T2	Change	Change in cost	P value
A&E visits (n=175)	Mean	4.5	1.6	-2.9	-£489.13	<0.0001
	Total	796	280.4	-515.6	-£85,597.75	
Non-elective admissions (n=121)	Mean	2.5	1.0	-1.5	-£4,623.77	<0.0001
	Total	299	115.7	-183.3	-£559,476.66	
Arrests (n=30)	Mean	7.9	1.6	-6.3	-£4,700.00	<0.0001
	Total	237	49	-188	-£141,000.00	

4.5 Overall Cost Savings

The analysis shows a mean cost saving of £9,812.90 per client over a 12-month period, as a result of reduced use of these services. This analysis suggests that BFL has been successful in its aim of supporting people to reduce their use of these 'crisis' or 'reactive' services. This implies improved outcomes both for the health and wellbeing of the individuals themselves, and for the system in Blackpool by reducing strain on stretched local services.

Service	Change in mean 12-month cost per client
A&E attendances	-£489.13
NEL admissions	-£4,623.77
Arrests	-£4,700.00
Total	-£9,812.90

5. Learning points – How did success materialise and where this was a challenge

5.1 Engagement

The Partnership Board remained strong both in form and function. The delivery plan for Fulfilling Lives had slipped, which was part of the learning for programmes of this type, but the commitment of the partners at the board enabled a rounded view of issues. Engagement was made possible by honesty and by an appreciation of how challenging working with this client group is, but against a constant theme of success.

5.2 Funding to try new things

There was a constant unallocated budget which enabled 'test and learn' schemes such as additional LET staff and the Crazy Golf Course, refurbishing Angels Rest and young persons workers. All schemes were costed and evaluated and these became valuable learning for the future.

5.3 The length of the programme

Seven Years is a relatively short time but still long enough to properly evaluate what was going well and what needed adjusting. It also enabled a 'rescue' plan when at the midway point, it needed remedial action. This is key learning for future programmes

5.4 Coproduced Coproduction

The model for the Lived Experience Team was itself coproduced by Revolving Doors Agency. Previously an internal Lived Experience Team had done some good engagement, but an externally commissioned service acted not only as an independent critical friend to BFL, but as a catalyst for change across service systems in Blackpool.

5.5 Secondments

The support of Lancashire Constabulary via a PC and PCSO in the team, probation staff involved and adult social care, plus housing first, all meant better multi agency working. An NWS secondment was cut short due to the pandemic, but still provided valuable insight into and out of the BFL programme

5.6 External Engagement

Partnership work outside of the service, across local health and social care and nationally, provided opportunities to learn and share learning. There was huge local interest in Blackpool Fulfilling Lives and the learning here was that understanding the impact of something as complex as BFL takes time.

5.7 Staff Support

The support to beneficiaries was clearly understood and the outcomes stated above, however staff support was also a part of learning. Reducing opening hours, and bringing in specialist support on mental health and spiral dynamics gave staff the opportunity to check in how they were feeling. Sickness absence dropped massively as a result of these interventions, and retention increased. The final facet of this was giving staff the opportunity to retrain and write development plans for themselves to secure employment after the programme ended.

5.8 Contribution to the evidence base

There was significant input from Blackpool to regional and national conferences, but also work in and around the System Change Action Network (SCAN) on workforce development, the role of the navigator, and policy documents that were styled like NICE guidance documents. Blackpool also hosted full days for junior doctors and hospital directors and part of the Aspiring Leaders Programme for the NHS.

5.9 Learning during the lockdown response

The BFL navigator team provided advice to other professionals and where possible direct support to people experiencing multiple disadvantage that were isolated during the lockdown throughout 2020 (in the Northwest). This enabled more learning about suitable support to disadvantaged people experienced by professionals who were 'stepped down' from regular roles into frontline workers.

The BFL funded Lived Experience Team were the most mobile and engaged with beneficiaries and partner agencies to formulate excellent responses to needs.

The BFL operations were switched to remote working a week ahead of lockdown, thanks to a pre-written business continuity plan that when executed worked well.

5.10 It would be remiss to write a programme report and not mention the efforts of the Camerados, who operated a service for disadvantaged people from the Blackpool Central Library Café. It is without doubt that the work of Camerados, although short-lived, helped to inform the delivery model for the Crazy Golf Course, using the Camerados vision of 'providing connection and a sense of purpose' to underpin the work on the golf course.

6. Contribution towards National Learning and developing the evidence base for Multiple Complex Needs (Multiple Disadvantage) services

Blackpool Fulfilling Lives attended SCAN consistently from 2017 and during the lockdown on line. BFL Partnership Manager collaborated with other FL leads to write and review the evidence documents. BFL Partnership Manager also and ensured significant input and attendance at local, regional (hosting in 2017) and national conferences. The work of SCAN is listed in the appendices.

BFL also helped to launch the first #seethefullpicture multiple disadvantage day at Portcullis House, Westminster Palace, London. Blackpool also held a high profile campaign day, and took part in this campaign three years running (2019, 2020, 2021).

7. Financial Summary

An end of programme budget will be available after April 2022, however the following is a high level list of spend against the circa £9.9m that was used to deliver BFL:

- Directly Employed Staff Costs accounted for approx. 60% of spend (£6m)
- Secondments accounted for approx. 4% of spend (£400k)
- Lived Experience Costs, including the commissioned LET and Volunteer Co-ordinator, Associate Navigators and Street Angels accounted for approx. 8% of spend (£800k)
- Housing First accounted for 2% of the spend (£200k)
- The response to the pandemic, including electrical equipment, support to hostels and hotels, clothing, laundry services, and flat refurbishments accounted for 0.5% of spend (£50k)
- Independent evaluations, including printing and design, accounted for approximately 3.5% of spend (£350k)
- Client Expenses (personalisation) accounted for approx. 8% of spend (£800k)
- Office and premises costs including renewals accounted for approximately 5% of spend (£500k)
- The remaining approx. 8% was spent on staff training (£50k or 0.5%), test and learn projects (£150k or 1.5%), partner agency costs/room hire (0.5%) and delivery partner infrastructure (IT/PHONES/FACILITIES) overheads not included in staff on costs (6%).

8. Organisational impact on We Are With You

The learning and practice from BFL has helped We Are With You to bid for similar work across England and include the Fulfilling Lives learning in its approaches to bidding as and when opportunities arise. The Partnership Manager has supported several bid method statements, some of which have been successful.

The organisation held a series of 360' workshops early in 2020 and late 2021 that involved the executive team, to discuss how BFL had worked and how that could be included in We Are With You services.

The organisation has also published news articles on the success of BFL including a blog on the golf course and also blogs on system change. These have both received national interest.

Appendices

Appendix 1 - Links to key learning resources

<https://www.fulfillinglivesevaluation.org/about/the-partnerships/blackpool/>

<https://sites.google.com/addaction.org.uk/blackpool-fulfilling-lives/home>

<https://www.fulfillinglivesevaluation.org/>

<https://www.fulfillinglivesevaluation.org/turning-the-tide-in-blackpool/>

Appendix 2 – Final Independent Evaluation from Cordis Bright

https://drive.google.com/file/d/1ur8y7593B_ojMnIWk-xfINmbLt4Szil/view