



To: **Coventry Health and Wellbeing Board**

Date: **2 July 2018**

From: **Coventry Police Commander – West Midlands Police
(Chair, Coventry Multiple Complex Needs Board)**

Title: **Coventry Multiple Complex Needs Programme Progress Update**

1 Purpose

This report sets out the progress that has been made by the Coventry Multiple Complex Needs Programme to improve the outcomes of people experiencing multiple complex needs in Coventry. In the past year, the programme has become one of twenty-five *Making Every Adult Matter* approach areas across the country; established a working relationship with people with lived experiences of homelessness, substance misuse and offending behaviour as *experts by experience* to co-design service transformation; and began case-managing a small cohort of people experiencing severe and multiple disadvantage in co-ordination with the city's Harm Reduction and Vulnerable Persons Forum. There is buy-in to the programme from partners across the public and voluntary sector in the city, as well as co-ordination and support with the West Midlands Combined Authority public sector reform programme.

2 Recommendations

Coventry Health and Well-being Board is asked to:

1. celebrate the significant progress made on the Coventry Multiple Complex Needs programme;
2. consider how approaches being tested and piloted in the Multiple Complex Needs programme may be adopted in other public health programmes;
3. embed and mainstream the Making Every Adult Matter approach across all partners – a priority for the Health and Wellbeing Board; and
4. ensure Multiple Complex Needs continues to be a Health and Wellbeing Strategy priority post-2019, in line with the city's agreement as a Making Every Adult Matter approach area from 2018-2022.

3 Information/Background

There is growing awareness that populations experiencing the sharp end of problems such as homelessness, drug and alcohol misuse, poor mental health, and offending behaviours overlap considerably. There is also concern that these vulnerable individuals may 'fall between the gaps' in policy and services altogether or be viewed through a succession of separate and uncoordinated 'professional lenses'.

The LankellyChase Foundation report *Hard Edges* found that Coventry has a higher than average prevalence of adults experiencing severe and multiple disadvantage (SMD) given the relative levels of poverty seen in the city. Coventry's rate per 1,000 population is 28.9 compared

to an England average of 17.4. Coventry has the 19th highest rate out of all upper tier local authorities. People with SMD are mainly male and most age groups have some people experiencing SMD, although numbers are very low in the over 65 age category. Within Coventry, SMD is most prevalent amongst 25-44 year olds. The research also demonstrates that quality of life for those individuals with complex needs tends to be much poorer than that reported by other low income and vulnerable groups.

In 2016, Coventry's Health and Wellbeing Board (HWBB) selected 'improving health and well-being of individuals with multiple complex needs' as one of its three priorities. This is set out in the Coventry Joint Health and Wellbeing Strategy (JHWBS) for 2016-19. The Board recognises the significant challenges that this vulnerable group of the city's population faces and is keen to stimulate thought and action on whether single issue systems and services are any longer the most effective response, and to shift the focus of policies and plans from organisations to places.

"Individuals with multiple complex needs" have also been selected as one of the strands of work under the West Midlands Combined Authority (WMCA) public sector reform programme.

The Coventry multiple complex needs programme intends to respond to the Coventry JHWBS priority to improve the health and wellbeing of individuals with multiple complex needs by looking at ways in which services can be coordinated to deliver better results as well as value for money by reducing demand pressures on services. In particular, the programme aims to:

pilot new interventions for people facing MCN – test and evaluate new co-ordinated services, approaches or interventions for individuals, informed by research evidence and information sharing; and

help bring about systems change – improve understanding of how the range of organisations and services supporting people facing homelessness, substance misuse, offending behaviour, mental health difficulties and worklessness in Coventry can be redesigned and better co-ordinated around helping people facing multiple complex needs manage their lives better to reduce future demand.

An individual facing MCN are people who experience several problems at the same time, often face ineffective contact with services, and live chaotic lives. They are likely to be experiencing two or more factors such as, but not exclusively: homelessness; substance misuse; offending behaviour; mental health difficulties; and worklessness.

The successful delivery of the MCN programme will help bring about systems change and pilot new interventions for people facing MCN that will result in: improvements to the life chances and outcomes of people facing multiple complex needs so that they feel more resilient and connected; are empowered to lead productive lives, free from harm; and reduce their dependency on intensive public services; enable people facing MCN to manage their lives better through access to more person centred and co-ordinated services; and reduce the intensity of demand on public services.

The Coventry Multiple Complex Needs programme is in line with the Council's priority to improving the quality of life for Coventry people by working with local communities, in particular, making communities safer together with the police, to reduce crime and anti-social behaviour; protecting our most vulnerable people by providing early intervention for families who need it, enabling people to exercise choice and control in their daily lives and preventing homelessness and helping people who do become homeless.

In particular it is doing so in an enabling approach: by empowering citizens to uncover and use their own assets to achieve their ambitions; share and improve local services; and design and implement solutions that meet local priorities.

The programme has the potential to improve the quality of life for the city’s most vulnerable and difficult to reach population. In particular, the programme recognises the gendered dimension of multiple complex needs and seeks not only to work with “rough sleepers” who tend to be predominantly male, but also vulnerable females facing multiple complex needs, in particular, sex workers.

The full programme initiation document sets out a timetable of the implementation of the programme. However, as a Making Every Adult Matter approach area, some of the timescales extend beyond 2018, until January 2022. This extends beyond the scope of the current Coventry Health and Wellbeing Strategy and therefore there is a requirement for Multiple Complex Needs to continue to be recognised as a Health and Wellbeing Strategy priority post-2019.

4 Options considered and recommended proposal

Following the previous update in October 2017 when the Multiple Complex Needs Board informed the Health and Well-being Board that the programme initiation document was going to be refreshed, the Coventry Multiple Complex Needs Programme has now revised its programme initiation document. The changes between the previous (version 2) and current (version 3) of the programme is set out below:

	PID version 2	PID version 3
Summary	The PID sets out a proposal for a traditional delivery of a new service. It sets out an evaluation of the existing service to the design, implementation and evaluation of a new model of working.	Recognising that it wasn’t feasible nor desirable to be creating a new service, the PID have been substantially revised. The primary objective is to pilot and evaluate new interventions that will lead to cultural and systemic change.
Stages	There were five stages: 1. data gathering and baseline; 2. service vision and outcomes; 3. model design; 4. implementation plan; and 5. evaluation.	There are now three stages: 1. determine current needs and service provision; 2. pilot new interventions for people facing mcn; and 3. evaluate interventions and make recommendations for systems change.
Projects	None specified	Case management forum Experts by experience (co-production) Making every adult matter Steps for Change Housing First (proposed) Evaluation
Evaluation	Not specified	Evaluation framework developed

To “help bring about systems change” and “pilot new interventions for people facing MCN”, the deliverables have been divided into a number of stages of activity. These are set out in the following table:

Stage description	Stage reference	Timescales
Determine current needs and service provision	1	Apr 2016 to Mar 2017

Stage description	Stage reference	Timescales
Pilot new interventions for people facing MCN	2	Apr 2017 to Mar 2019
Evaluate interventions and make recommendations for systems change	3	Apr 2018 to Mar 2019

In the past year, the Multiple Complex Needs programme has made significant progress. In November 2017, the city became one of twenty-five *Making Every Adult Matter* approach areas across the country; in February 2018, the programme began case-managing a small cohort of people experiencing severe and multiple disadvantage in co-ordination with the city's Harm Reduction and Vulnerable Persons Forum; and in April 2018, the programme established a working relationship with people with lived experiences of homelessness, substance misuse and offending behaviour as *experts by experience* to co-design service transformation. There continues to be buy-in to the programme from partners across the public and voluntary sector in the city, as well as co-ordination and support with the West Midlands Combined Authority public sector reform programme.

Making Every Adult Matter – people experiencing multiple needs often have ineffective contact with services, as in most cases they are designed to deal with one problem at a time and to support people with single, severe conditions. This can mean that people experiencing multiple needs are more likely to access emergency, rather than planned services, such as going to accident and emergency rather than the local GP. This group tend to be known to everyone, but often are served by no one as they are perceived to be 'hard to reach' or 'not my responsibility.' This can make services seem unhelpful and uncaring to someone experiencing multiple needs who is seeking help. In July 2017, Coventry signed up to become a Making Every Adult Matter (MEAM) approach area, and in November 2017, we were informed that we have been successful in becoming one of twenty-five MEAM approach areas in the country. The MEAM Approach helps local areas design and deliver better coordinated services for people with multiple needs. MEAM Approach areas consider seven principles, which have been adapted to local needs and circumstances. It is a cross-sector approach that aims to ensure adults with complex needs receive co-ordinated support, helping individuals to reach their full potential and to contribute positively to their communities. Becoming a MEAM approach area has given Coventry access to hands-on support from the MEAM partners – as well as access to a network of other local areas implementing MEAM, as part of the MEAM network.

Case Management Forum – at present, four individuals experiencing multiple complex needs, known to everyone, but often are served by no one, have been identified for support by the case management forum, and identified to receive intensive support. The cases are being discussed at the monthly operational group meeting, and where required, individuals are flagged up for discussion at the Harm Reduction and Vulnerable Persons Forum. The programme is looking at implementing a person-centred and asset-based approach to our case work – and experts-by-experience are now part of the Operational Group.

Experts by Experience – a group made up of people with lived experiences of homelessness, substance misuse and offending behaviour, including representatives from Coventry Recovery Community, as well as Birmingham Changing Futures and ExpertLink, a national organisation, met in April 2018 alongside professionals from West Midlands Police, Coventry City Council, the Salvation Army and Grapevine Coventry and Warwickshire, to look at the most appropriate way for professionals and people with lived experiences to work as experts by experience, together, to co-design improvements to the Coventry system. An informal Multiple Complex Needs Board meeting is being proposed to ensure that professionals and experts by experience meet in an informal context to ensure that each person is clear about the expectations of what this work will entail. The programme intends to use a co-production approach, working closely with people with lived experiences as experts by experience – hence the Experts by Experience project is a

critical part of the delivery of the programme.

Steps for Change – a multi-agency weekly drop in advice & information shop to address problems of homelessness, begging & drug/alcohol addiction in Coventry city centre has been established. The objectives of this are to provide easy access to help, support & advice; quicker access to health services; support individuals into finding suitable accommodation; reducing the amount of begging, drug and substance abuse across the city centre. The Coventry Multiple Complex Needs Programme has adopted Steps for Change as one of the projects of the programme.

Housing First (proposed) – the Multiple Complex Needs Programme will be supporting the pilot implementation of Housing First in Coventry. Housing First is an evidence-based approach, which uses independent, stable housing as a platform to enable individuals with multiple and complex needs to begin recovery and move away from homelessness. Unlike other supported housing models, individuals do not need to prove they are ready for independent housing, or progress through a series of accommodation and treatment services. There are no conditions placed on them, other than a willingness to maintain a tenancy agreement, and Housing First is designed to provide long-term, open-ended support for their on-going needs.

Evaluation (in development) – an evaluation framework is being developed to determine the extent to which the programme improved outcomes from an individual, organisation and system perspective, looking at metrics, attitudes and behaviours and predictive modelling. It is proposed that this work takes place in consultation with experts from Coventry University.

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This report is published on the Council's website: www.coventry.gov.uk/meetings/

Appendices

Appendix I – Coventry Multiple Complex Needs Programme plan-on-a-page

Appendix II – Coventry Multiple Complex Needs Programme project initiation document

Appendix III – Coventry Multiple Complex Needs Programme Evaluation Framework

Appendix IV – Making Every Adult Matter First Quarter Progress Report (Y1Q4)

Other useful documents

Coventry Health and Wellbeing Strategy 2016-2019 www.coventry.gov.uk/jhwbs/

Coventry Joint Strategic Needs Assessment (updated 2018) www.coventry.gov.uk/jsna/