

Programme Initiation Document

Coventry

Multiple Complex Needs

Programme

6 June 2018

Version 3.3



Coventry Multiple Complex Needs Programme

PLAN-ON-A-PAGE

One of the three priorities in the Coventry health and wellbeing strategy 2016-19 is improving the health and wellbeing of individuals with multiple complex needs (severe and multiple disadvantage). In Coventry, it is defined as two or more of: homelessness, offending behaviour, substance misuse, mental ill health, worklessness. A Coventry Multiple Complex Needs (MCN) programme has been established to begin to make a step change to the lives of people facing or at risk of multiple complex needs.

MCN Board

Chaired by the police commander; sets strategic direction and reports to the Health and Wellbeing Board. Linked to WMCA public sector reform programme.

MCN Operational Group

Ensures delivery of the project and identifies, manages and flags up project risks.

Case Management Forum

Using a person-centred, asset-based approach; currently by the existing Harm Reduction and Vulnerable Persons Forum.

Experts by Experience

Developing an approach to meaningfully working with people with lived experiences with stakeholders including the Coventry Recovery Community, Crisis, MEAM and ExpertLink.

Making Every Adult Matter

A cross-sector approach that aims to ensure people receive co-ordinated support, helping individuals to reach their full potential and to contribute positively to their communities.

Steps for Change

A multi-agency weekly drop in advice & information shop to address problems of homelessness, begging & drug/alcohol addiction in the city centre.

Housing First (proposed)

Using an independent, stable housing as a platform to enable individuals with multiple complex needs to begin recovery and move away from homelessness.

Evaluation (in development)

To establish the extent to which the programme improved outcomes from an individual, organisation and system perspective, looking at metrics, attitudes and behaviours and predictive modelling.



Working as part of
The MEAM Approach

Helping areas design and
deliver coordinated services

Document Location

C:\Users\cvsla230\Coventry City Council\Multiple Complex Needs - Documents\Core\MCN PID.docx

Revision History

| Revision date | Summary of Changes |
|---------------|--|
| 17/03/2018 | 3.0 Third version of the PID |
| 17/05/2018 | 3.1 Added plan on a page and review of contacts |
| 23/05/2018 | 3.2 Rename from “project” to “programme” – as the PID describes a programme with a number of projects and work streams. Updated reference to WMCA in line with revised WMCA public sector reform programme plan. |
| 06/06/2018 | 3.3 Revisions following Stella’s comments to better capture learning. Also revisions to reference the LankellyChase report on women and girls to better recognise gendered experiences of MCN. |
| | |

Distribution

This document has been distributed to

| Name | Date of Issue | Version |
|--|---------------|---------|
| MCN Board | 30/04/2018 | 3.0 |
| MCN Board, MCN Ops Group | 17/05/2018 | 3.1 |
| Health and Wellbeing Board, MCN Board, MCN Ops Group | 02/07/2018 | 3.3 |

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1 Purpose

1.1. This document:

- sets out the aims, objectives and deliverables of the programme;
- defines the scope;
- sets out the activities, resources and responsibilities;
- defines the management structure and controls;
- details the business justification;
- acts as an updated specification for the review and provide a baseline from which the relevant governance can assess progress and apply change control;
- ensures that all parties share a common understanding of the above issues; and
- acts as formal agreement with respect to the commitment of resources, the effort that is required to complete the programme and achieve its outputs.

2 Background and context

- 2.1. 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’.
- 2.2. 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. This report suggested that people facing SMD are mainly male and most age groups have some people facing 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. A subsequent report by LankellyChase Foundation, *Women and girls facing severe and multiple disadvantage* (October 2016) found that women, also, faced SMD but that there were gendered differences which mean that “women and girls are more likely to become visible as clients of mental health, violence and abuse and children’s services, than visible in the criminal justice system or as clients of drug and alcohol services”.
- 2.3. 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.

- 2.4. “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.

3 Purpose, scope, approach and outcomes

3.1 Purpose

The 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 will contribute to this emerging agenda by sharing knowledge of experiences gained through its innovative approach by:

- **contributing to the emerging understanding of the challenges for people facing multiple complex needs** and how these challenges can be alleviated;
- **piloting 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.

3.2 Scope

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.

3.3 Approach

The MCN programme is underpinned by the following approach:

- **iterative** (findings feed into work as we go along);
- **use of visual outputs** (reporting only what is required to do the job);
- **data-driven** (informed by but not constrained by data);
- **hub-and-spoke** (partners undertake/lead different aspects of work, so that organisations have the opportunity to be more aligned and work on a systems approach rather than being constrained by organisational and geographical boundaries); and
- **capturing and sharing of experiences** (learning and sharing findings with key stakeholders – e.g. people with lived experiences, professionals representing commissioning and delivery partners, and sponsors).

3.4 Outcomes

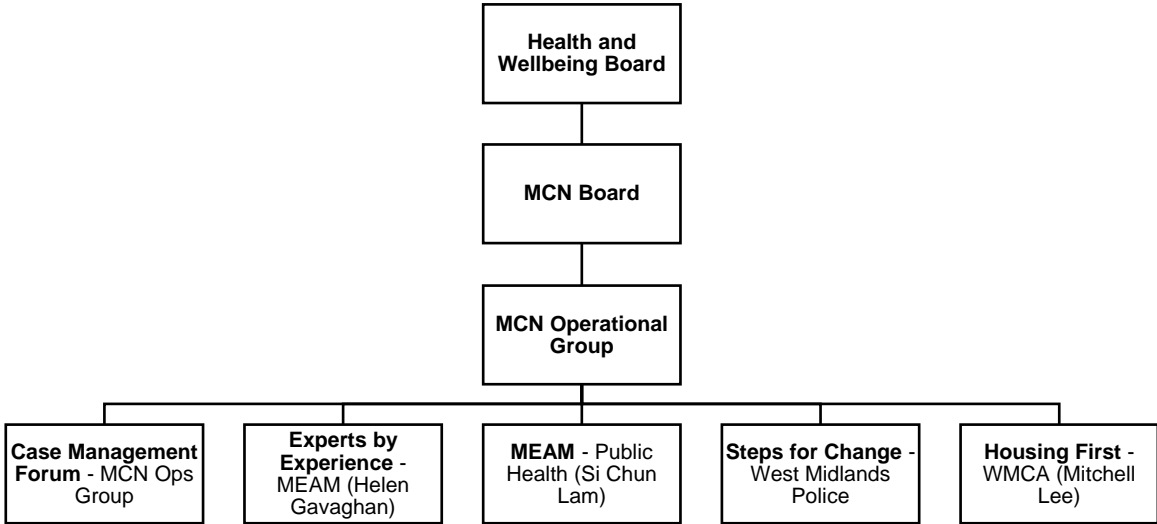
The Health and Wellbeing Board’s ambition is to improve the health and wellbeing of people facing multiple complex needs, to make it as easy as possible for them to access the support they need, as early as possible. The successful delivery of the MCN programme will help bring about improved knowledge and understanding;

progress towards systems change; and successful pilots of new interventions / ways of working 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.

4 Governance

4.1. The MCN programme will be managed, structured and reported as follows:



4.2. **Coventry Multiple Complex Needs Board (MCN Board)**
The MCN Board will be tasked with overall strategic governance of the programme. It will provide overall strategic direction. The MCN Board will provide regular progress updates to the Coventry Health and Wellbeing Board (HWBB).

4.3. **MCN Operational Group (MCN Ops Group)**
The Ops Group will provide operational governance of the programme. This include identifying, managing and flagging up risks; and ensures delivery. The Ops Group reports to the MCN Board.

4.4. Lead partners in both the Board and Ops Group are West Midlands Police and Coventry City Council; and partners signed up will take forward specific areas of work, and report at agreed intervals.

5 Deliverables

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 |
| Pilot new interventions for people facing MCN | 2 | Apr 2017 to Mar 2019 |
| Evaluate interventions, capture learning, and make recommendations for systems change | 3 | Apr 2018 to Mar 2019 |

Stage 1: determine current needs and service provision

Description: undertaking qualitative and quantitative research to identify the extent and nature of multiple complex needs in Coventry; and undertaking a scoping exercise to understand existing the scope and costs of services (statutory services, commissioned services plus other groups ‘out there’).

Purpose: to enable the team to understand current service provision and inform the baseline.

Key activities: the baseline will establish: who are the people facing multiple complex needs; what services are being provided, how much and for whom and at what level; what the reasons for service demand are; what are the blockages preventing people from accessing or achieving the outcomes desired; what efficiencies can be gained (for instance from reducing fragmentation and duplication) at service and partnership level.

Dependencies and inputs: information governance, external research evidence, co-operation from partner agencies, data gathering and analysis.

Owner: Stella Botchway, Sarah Tambling.

Leads: Robina Nawaz, Si Chun Lam.

Progress update (Mar 2018)

Data analysis and research – significant work undertaken to collate data from partnership organisations and begin to understand the extent and nature of multiple complex needs in Coventry. This is published as a poster, [identifying the extent and nature of multiple complex needs in Coventry](#), and presented externally, for example, at the Local Area Research and Intelligence Association (Laria) annual conference 2017, as a workshop, [“connecting stories to data to improve the lives of people facing multiple complex needs”](#).

With the completion of this baseline work, the research arm to the MCN Board will be able to support future decision making in terms of identifying areas, groups, services and/or individuals in order to help the board begin to focus on where to prioritise the next steps.

Service scoping – Board members, connected organisations and city wide partnerships have been consulted to understand a scope of services across the city. Responses highlight gaps in provision around housing young adults.

Both of the above were presented to the MCN Board in January 2017 and an executive summary was provided to the Health and Wellbeing Board in February 2017.

Stage 2: pilot new interventions for people facing MCN

Description: to identify, test, and pilot new interventions, in particular, MEAM approach and Steps for change.

Purpose: to pilot new interventions to provide evidence that demonstrate how new ways of delivering services for people facing multiple complex needs can help improve the outcomes for this group of people.

Key activities: understand statutory responsibilities and good practice elsewhere; gather local aspirations of key stakeholders (experts by experience, elected members, front line workers, providers and commissioners); identify gaps in service provision and pilot new interventions.

Dependencies and inputs: understanding of the baseline; knowledge of good practice elsewhere; Making Every Adult Matter (MEAM) approach; culture change: use of a strengths-based, and trauma-informed approach to working with people.

Owner: MCN Board.

Leads: MCN Ops Group.

Progress update (Mar 2018)

A number of opportunities have presented themselves which the programme is progressing:

Making Every Adult Matter (MEAM) – in November 2017, Coventry was successful in becoming one of 25 MEAM approach areas. MEAM is a national approach to supporting people facing MCN. 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.

Case Management Forum – we are currently working with the Harm Reduction and Vulnerable Persons Forum, an existing forum, to look at how we can jointly case manage individuals with MCN. We will be looking at implementing a person-centred and asset-based approach to our case work, with support from MEAM.

Experts by Experience – we are working with key stakeholders to develop an approach to how we work with service users and those who have experienced MCN previously. The purpose of this is to ensure that we are able to undertake genuine collaboration in developing, designing and implementing any interventions.

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. 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.

Housing First – we are exploring whether Coventry can become a Housing First pilot area, as part of the WMCA bid to government. 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.

Stage 3: evaluate interventions, capture learning and make recommendations for systems change

Description: to evaluate the pilot interventions, capture and share the learning generated by this programme and make recommendations for how the Coventry 'system' can work better to improve outcomes for people facing multiple complex needs.

Purpose: evaluation will provide the Health and Wellbeing Board (HWBB) with a direction for how changes to the way services are delivered can improve efficiency in the system, reduce demand for acute services, and improve outcomes for people facing multiple complex needs.

Key activities: create an evaluation framework and plan, undertake evaluation and report on outcomes; making recommendations for any changes, including contributing to and learning from concurrent activities happening elsewhere for instance, other MEAM partners; and to document new insights to contribute to the emerging body of evidence supporting work on MCN.

Dependencies and inputs: MCN national evaluation.

Owner: MCN Board.

Leads: Si Chun Lam, Robina Nawaz.

Progress update (Mar 2018)

A draft evaluation framework has been developed and circulated to the MCN Ops Group for initial comment.

The draft evaluation will need to be aligned to any reporting requirements from MEAM, and we will need to ensure that we are collecting relevant data for the national MEAM evaluation, of which we are a part.

The draft evaluation will be brought to a future MCN Board meeting for discussion/agreement.

Coventry has contributed to the development of the national MEAM evaluation.

We have also drafted a local MCN Evaluation framework.

6 Resources

There is no dedicated budget for the programme. Leadership and management capacity will be jointly resourced by West Midlands Police and Coventry City Council. All partners will be involved in establishing and implementing the programme. Consideration will be given to bidding for external resource as and when opportunities arise.

7 Risks

The following table provides a high-level risk assessment of the programme:

| Ref | Description | Likelihood Rating (1-5 with 5 high) | Consequence Rating (1-5 with 5 high) | Control measures |
|-----|---|-------------------------------------|--------------------------------------|---|
| 1 | Partners do not share information/data | 1 | 2 | Difficulties in identifying issues within existing service provision and therefore opportunities for improved joint working |
| 2 | Failure to engage stakeholders, including front line staff and users – there is a risk that the programme fails to engage stakeholders. There will therefore be a lack of awareness of the programme and benefits | 1 | 2 | Developing experts by experience approach. Engaging key organisations through Board and Ops group. |
| 3 | Cross agency culture change not achieved. There is a risk that the programme will face difficulties around building trust, shared responsibilities, joint decision-making given the intrinsic and cultural differences of the agencies and professions involved | 2 | 3 | Regular communications, developing agreed protocols, guidance and facilitation |
| 4 | Risk associated with multiple complex adaptive systems | ? | ? | |

8 Representation

Partners represented on the MCN Board are as follows:

- Coventry and Rugby Clinical Commissioning Group
- Coventry and Warwickshire Partnership Trust
- Coventry City Council (adult social care/public health/insight/community safety/housing/planning)
- Coventry University
- Coventry and Warwickshire Mind
- Crisis
- Department for Work and Pensions (DWP)
- Grapevine (a third sector organisation helping people facing poverty, isolation and disadvantage to build better lives)
- Ignite (Coventry Law Centre and Grapevine-led programme building capability and resilience in vulnerable people)

- National Probation Service Coventry Solihull and Warwickshire and Staffordshire and West Midlands Community Rehabilitation Company (Probation)
- West Midlands Fire Service
- West Midlands Police
- Whitefriars Housing

9 Further information

Coventry Multiple Complex Needs Board website
<https://www.coventry.gov.uk/info/190/0/1383/0/3>.