

FULLING LIVES

Newcastle Gateshead

Year 4 Learning Report: Developing a new model

April 2018



**CHANGING
LIVES**

**NATIONAL
LOTTERY FUNDED**

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Foreword

Changing Lives is proud to lead the partnership that delivers Fulfilling Lives in Newcastle and Gateshead. We are committed to not only making services better for people experiencing multiple and complex needs, but also identifying how we can influence service provision in the future for the better.

From the outset we knew that Fulfilling Lives was a learning programme and have worked with our strong network of stakeholders in the area to flex and change the programme over its first four years. We were carrying out our work in the biggest time of change and contraction of services that I have ever witnessed in my time in the sector. Austerity, welfare reform and privatisation all presented challenges that had only just begun to surface when we first planned the programme.

As our programme progressed, we began to see that, whilst we had developed an excellent service for people experiencing multiple needs, what we had done is fill some gaps, making it difficult to then challenge existing services, including our own, to change.

We therefore knew we had to change our approach and gathered many ideas, through extensive consultation with internal and external stakeholders to do so. Along with our Core Partners Mental Health Concern and Oasis Aquila Housing, we developed an exciting new model which has a much stronger emphasis on system change and we hope this model will, over the next four years and beyond, fundamentally improve services both locally and nationally, as we share our learning from this new phase.

We won't sit on our laurels though, we will continue to review and reflect on the evidence from the new model, and adjust and change as needed, to leave a lasting legacy for people experiencing multiple and complex needs.

Stephen Bell OBE
Chief Executive, Changing Lives

Introduction

About this report

At the half way stage of this eight year programme, Fulfilling Lives Newcastle Gateshead are launching a new delivery model. As a learning programme, this report outlines our key learning to date and gives an overview of our new model implemented in April 2018. There are some changes and additional roles to increase our capacity and focus around system change over the remaining 4 years of the programme and we will pilot a new way of working with our clients to enable their positive move-on. We offer any learning experienced so far in relation to implementing the new approach along with our continued evaluation plans for the programme.

About the national Fulfilling Lives programme

Around 60,000 people in England experience Multiple and Complex Needs (MCN), exhibiting at least two of: homelessness, current/historical offending, problematic substance or alcohol misuse, and mental ill-health. This not only affects their lives, but leads to significant social and economic costs associated with a failure to effectively support them. The Big Lottery Fulfilling Lives Programme funds 12 partnerships of local organisations across England, to work together to improve services for people with multiple and complex needs. It is a test and learn programme and the ambition of the programme is threefold:

- It will change lives. Individuals experiencing multiple needs will benefit through better established partnerships and networks which best support individuals.
- It will change systems. Evidence will be produced showing which elements of the programme are effective. Local and national decision-makers will be encouraged to review and adopt these elements where appropriate.
- It will involve beneficiaries. Both positive changes to individuals and system change will be underpinned by the collaborative, genuine and honest involvement of individuals with lived experience.

About Fulfilling Lives Newcastle Gateshead

Our programme focusses on those people who often spiral around the system(s), are excluded from the support they need and experience a combination of at least three of the following four issues; homelessness; re-offending; problematic substance misuse and mental ill health living with multiple and complex needs.

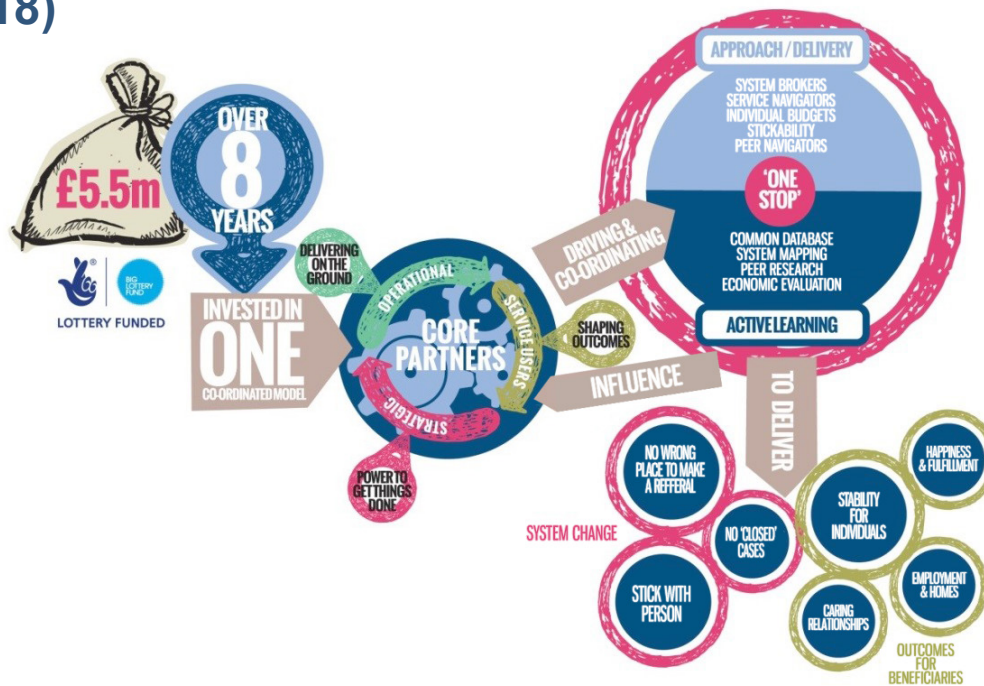
The principles of our work with beneficiaries involve employing a whole person, asset based approach; navigating them to the services and networks they need rather than signposting to other services. We have four key outcomes agreed by the Big Lottery Fund that will remain until the programme ends in 2022:

- Local provisions for individuals with multiple and complex needs are transformed and improved
- Individuals with complex and multiple needs are better able to manage their lives and are more resilient
- Service user contributions are valued and their involvement becomes an integral part of system change
- Evidence and learning from the programme will be shared and used to affect positive changes in policy and practice

The longevity of the programme and level of funding means we can go beyond tackling individual need and learn through the programme; evoking changes to the system that allow us all to work more effectively for people with multiple and complex needs. Fundamental to this learning is the engagement of service users in the delivery of the programme and finding ways of improvement from a service user perspective.

Our principles for working with the 'system' include adopting a whole system approach to enable us to try new things, use reflective learning and development, listen, collaborate and share evidence and learning from the programme at a regional and national level.

Fulfilling Lives Newcastle Gateshead Programme Model (2014-18)



Partnership & governance

The Fulfilling Lives Newcastle Gateshead Core Partnership was selected to lead this project by a panel of public and voluntary sector leaders from Newcastle Gateshead and the wider region, in November 2012. Changing Lives is the lead partner and accountable body for this project, with Mental Health Concern and Oasis Aquila Housing being the other Core Partners.

The Core Partnership is the management and delivery board for the programme, with governance through three distinct reference groups, each with their own terms of reference:

1. The Fulfilling Lives Expert by Experience Network

Ensuring the Programme is delivered in line with service user recommendations by taking note of the experience of people with MCN both in or not accessing services.

“Through the Experts I have gained a lot of self-worth and confidence. This has been really beneficial to me.....it has given me an understanding of what it takes to be employed in this field”

- Expert by Experience Network member

2. The Fulfilling Lives Strategic Group

Independently chaired and acting as a ‘critical friend’ to jointly support the programme’s development and improving and/or changing service provision for people with complex needs by ensuring senior-level strategic commitment across Newcastle and Gateshead.

“The Strategic Group has brought senior colleagues together from across the partnership to consider the strategic issues which have arisen from the programme, and to plan how together we can change the system for the better. We have had some difficult discussions, but we feel we have made a real difference. Our work has been greatly enhanced by the regular input of experts by experience.”

5 - Sir Paul Ennals, Strategic Group Chair

3. The Fulfilling Lives Operational Group

Independently chaired and bringing together Statutory and VCS frontline workers from the homelessness, criminal justice, mental health and substance misuse sectors to learn how to improve services together through active learning.

“Having Chaired the Operational Group since 2017 I can see the potential, the willingness and sometimes the frustration amongst practitioners for system change. Fulfilling Lives has had an impact across Gateshead and Newcastle; now as the project moves to a new phase the group is excited by the possibilities for change this represents. This is an opportunity to help existing clients and just as important, to improve pathways to avoid lives being devastated by exclusion in the future.”

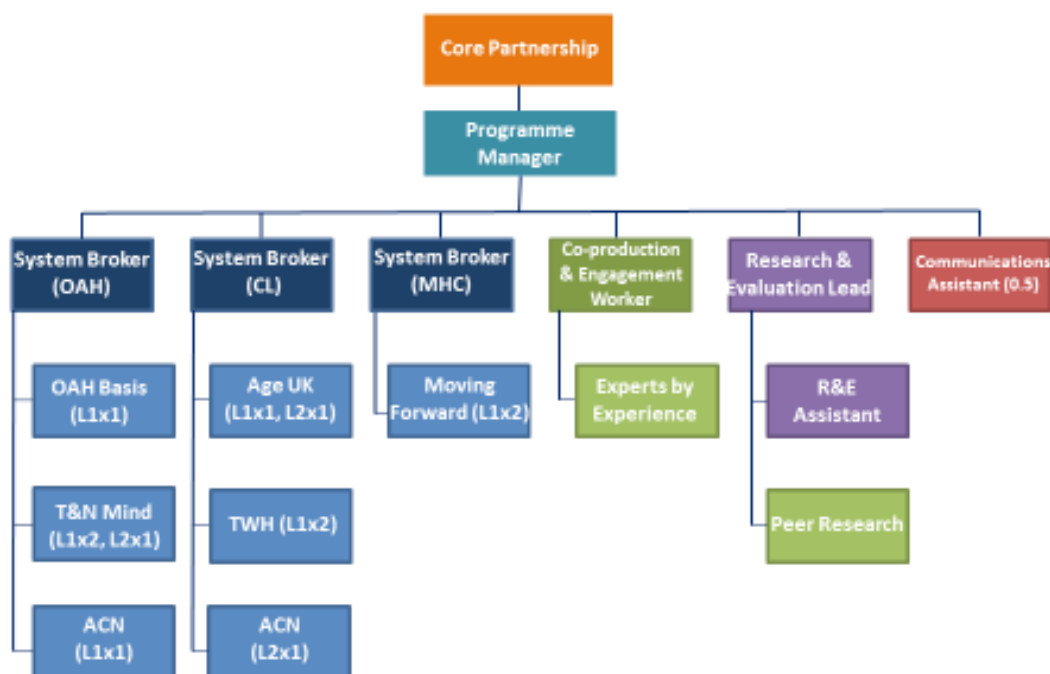
- Andrew Burnip, Operational Group Chair

Programme Structure

The structure of the team was complex, involving matrix management and acknowledged by our partners as a potential challenge at the beginning of the programme. A wider partnership of organisations employed the programme’s Service Navigators: Advocacy Centre North, Age UK, Mental Health Concern, Oasis Aquila Housing, Tyneside & Northumberland Mind, and Tyneside Women’s Health. Blue Stone Consortium managed the delivery contract Employing Organisations had with Fulfilling Lives and convened the Employing organisation Forum every quarter to review progress with Fulfilling Lives Programme Manager.



The Team



We believed this structure to be manageable with clear roles and responsibilities and would result in a wider reach of clients, transparency of the programme and ensuring true partnership work across the sector. It was also envisaged that investment in the new consortium would build and improve the capacity of the voluntary and community sector to bid for larger contracts across Newcastle and Gateshead; bringing additionality to the Big Lottery funding.

Programme roles

Outlined below are the roles funded by the programme according to the original business plan:

Service Navigators Level 1: Nine roles not specifically requiring lived experience but recruited from the range of MCN services to effectively support individual clients to navigate systems and access support. Working intensively with a small caseload of 10 -12 clients, their role included logging system issues or barriers encountered by their clients, as a source of evidence to illustrate and examine system problems.

Service Navigators Level 2: Three roles, all requiring lived experience were employed to support the work of the Level 1 navigators and gradually gain experience and hold a smaller maximum case load of 5 clients.

It is worth noting that Both Level 1 and 2 Service Navigator posts were based within and line managed by one of the six employing organisations contracted through Blue Stone Consortium. Due to the longevity of the programme, the original intention of the level 1 or 2 posts was to offer current level 2 navigators the opportunity to apply and be promoted into a more experienced role should a level 1 position become vacant. This, in turn, would create an additional opportunity for someone with lived experience to become a level 2 navigator.

System Brokers: Three roles, each one employed and managed by one of the Core Partner organisations. Brokers provided case management advice to Navigators, identified themes and priorities in system barriers based on evidence from the Service Navigators and wider policy issues. They also later led on individual areas of systems change to collaborate, influence and support innovative practice and change. Intention to reduce to one Broker role going forward from year 3 of delivery.

Engagement and Co-production worker: Originally funded for only one year, the purpose of this role was to build and facilitate an Experts by Experience (EBE) Network to support people with lived experience to get their voice heard and use their experience to improve services. The role was originally managed through secondment arrangement with Oasis Aquila Housing.

Research and Evaluation Lead: This role manages a Research and Evaluation Assistant post and coordinates the evidence generated within the programme, producing evaluations for ongoing work and develops a Peer Research network. Both posts are funded for the full 8 years of the programme.

Communications Assistant: A part time post within Changing Lives supporting the creation and communication of key messages via, reports, publications, website and social media. To be funded throughout the 8 year programme.

Programme Manager: Oversees and manages the programme, providing direct line management to the Research and Evaluation Lead and System Broker. Role to be funded throughout the 8 year programme.

Blue Stone Consortium Business Development Manager: This part time post was to act as a conduit between the Core Partnership and Employing Organisation and manage contractual issues to ensure programme delivery. Line managers within the employing organisations would raise any employment or programme delivery issues with the Business Development Manager who would in turn discuss with the Programme Manager.

As a learning programme, some changes were made to the original plan after the first full year of delivery which included:

- **Service Navigator:** Reduce number of Service Navigators after year 4 to test the system as it is then and ensure the business plan is thinking about exit strategy. These posts were to reduce by 50% year on year from year 5 according to the plan.
- **Northumbria Community Rehabilitation Company (CRC) Part time Service Navigator:** Additionally in 2016, we began an 18 month pilot with CRC ending 31 August 2017 and funded a CRC worker to take on a part time FLNG case load with the aims of providing reciprocal learning and improved relationships within the CRC, embedding and influencing the use of navigation in Newcastle Probation service. Evaluation showed some success and we continue to develop our partnership with the CRC.
- **System Broker role:** As the programme evolved the importance of the System Broker was recognised and we re-profiled budget to maintain 3 System Brokers through Y3-4 and 1 System Broker throughout years 5-8 rather than reduce to one in year 3.
- **Engagement and co-production worker:** Other national pilots recognised having a dedicated ‘user involvement coordinator’ ensures the continued empowerment and progression of beneficiaries from clients to independence. We extended the funded post from 12 months to a further two years.
- **Blue Stone Consortium:** Extending Consortia Business Manager Role on its current level of funding for a further year to overcome the teething problems of the newly established Newcastle/Gateshead Consortium and to identify alternative sources of development funds. This also resulted in the continuation of current contracts with delivery providers to employ service navigators into Y3 of the programme subject to annual review.

Programme delivery 2014-18: key learning

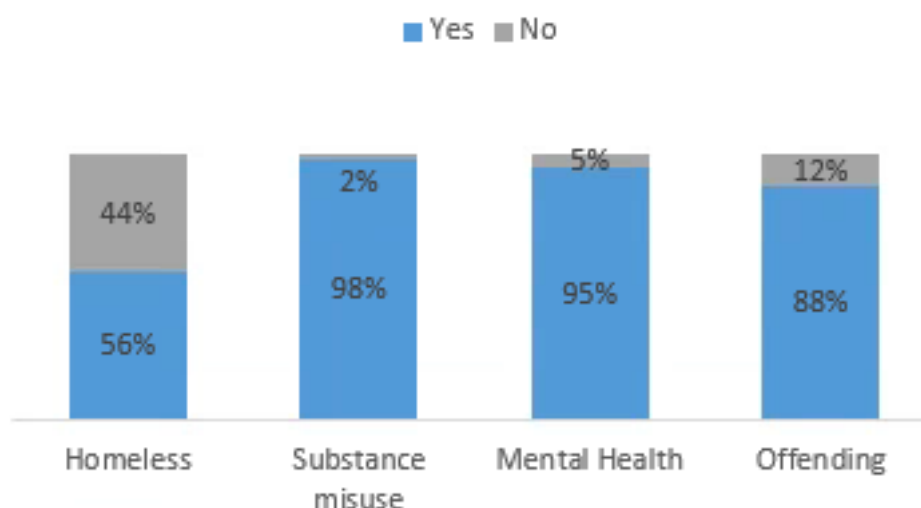
This section sets out the key learning and achievements from our direct client work, Experts by Experience Network and system change activity that led to the programme model review.

Direct client work

Client profile and outcomes data

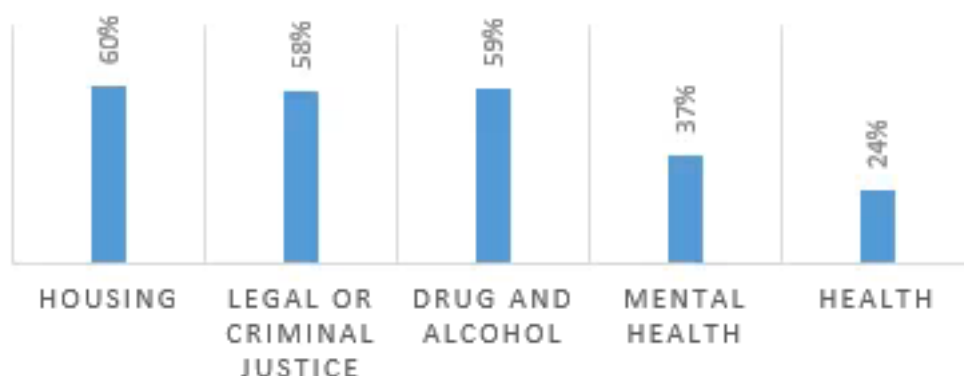
As of 30th September 2017 FLNG had an active caseload of 100 active clients, operating a waiting list of 7 people. Referrals received from 94 agencies (statutory and third sector) with Criminal Justice agencies being our programme’s major referral source.

Table 1: Client support needs at time of referral



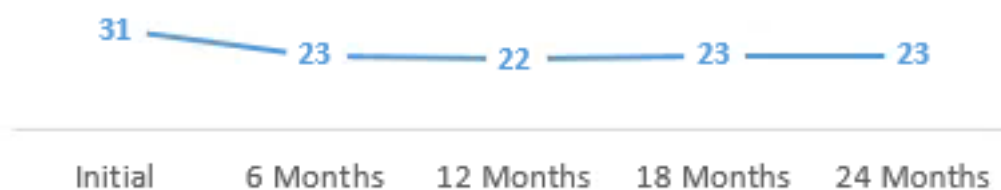
Out of these clients 48% presented with all 4 needs, 41% with 3 needs and 11% with 2.

SERVICES ACCESSED



The clients who continue to make progress tended to have increased motivation, better engagement with addictions services and stronger community and social networks. We do have a number of clients who should ideally 'move-on' and we have found that navigation works to a certain point, then many people plateau. Service Navigators then feel stuck and that they are supporting people who no longer fit the criteria. The client stasis experienced when looking at our client NDTA scores after 24 months of operation and the client progression during that time as seen in table below:

AVERAGE NDTA SCORES



Personalisation

As at end November 2017 our total personalisation cost to date was £39,168, with personalisation used 1878 times; 64% of clients have accessed the personalisation budget. Considering personalisation use by volume the three most popular categories have been refreshments, transport and mobile phones. Generally the key outcomes or impacts of personalisation are client engagement and building rapport. A cup of coffee and a sandwich might be purchased to bring the client into the community, building engagement, but navigators state that a "cup of coffee is way more valuable than people might think," showing clients that they can access coffee shops, be part of public spaces, take part in the 'normality' of going for coffee, that they "are worthy".

We consider that personalisation use has been effective in terms of client engagement, however we have not seen person centred personalisation use to date; Navigators access personalisation for clients, clients are not generally involved in accessing personalisation to increase their choice and control. This will be reviewed in Summer 2018 with a view to involving Experts by Experience in shaping refreshed personalisation use, and this is likely to link to CTI outcomes for clients.

Experts by Experience Network

Key Achievements

Around 45 experts have been involved in the programme since it began in 2014. For many Experts, the group has been a positive safe space and helped their personal development and increased their social network. There have been some really positive outcomes from the Network so far including:

- Employment: two Experts moved on to full time employment due to the opportunities and connections made within the Network, setting up a peer support social enterprise working with young care leavers in Gateshead.
- Co-producing and developing MCN training materials and co-delivering sessions with the workforce lead.
- Co-facilitating Freedom programme sessions for female experts experiencing coercive control to build confidence and resilience.
- Supporting the development of a Simulation training package called Respond and the co-facilitation of the sessions. This is a multi-agency partnership with mental health and police representation, recently expanded across the NE region with the potential for national roll out.
- Representing the Network at the National Experts Citizens group and the personal development this brought for members.
- Attaining NVQ level 2 qualifications in Peer Research Skills and using those skills to contribute to Gateshead's Homelessness Health Needs Assessment which has since been adopted by the Gateshead Health and Wellbeing Board.
- Involving Experts in the recruitment of new Fulfilling Lives staff, shaping questions and forming interview panels.

Key learning

Some areas of the EBE Network have been less successful. These include:

- Lack of clarity and awareness of the EBE group offer to service users both from professionals and service users themselves.
- FLNG Clients: not many accessed the group due to a lack of communication and trust between the EBE group and the rest of the direct delivery team.
- We've struggled to increase and maintain membership, therefore the same people were taking on the majority of the EBE work.
- Some people felt the group was too 'recovery' focused and should link more with system change activity of the programme
- Co-production workers have all been male which could restrict access for women with MCN.
- We have experienced more staff turnover in this Co-production worker role than any other in programme; having 3 different people in post over the period of programme delivery.

Programme Delivery Review 2016

In 2016 a new Programme Manager joined the team and conducted a 'Stop Start Continue' session with the whole team (including Employing organisations) to establish current practice and where improvements could be made. The key issues highlighted in that review included a need for:

- Improved communication and team building
- Better links and information sharing with the Strategic, Operational and Expert by Experience reference groups
- Clearer messages around focus of programme and its current activity
- Consistency and clarity around roles of System Brokers and Line Managers in particular
- Operational practice e.g. risk assessment and data recording to be reviewed and improved.

The following adjustments were made to address the issues identified above:

- Team building days every 6 months to review progress with all Operational staff and EBEs
- New Job descriptions developed for System Brokers
- Better links developed between Programme Manager and Employing Organisations
- BSC asked to specifically support system change in the new contract 2017-18
- Risk and incident reporting procedures reviewed and implemented
- R&E team reviewed appropriate use of data and InForm with team

System Change

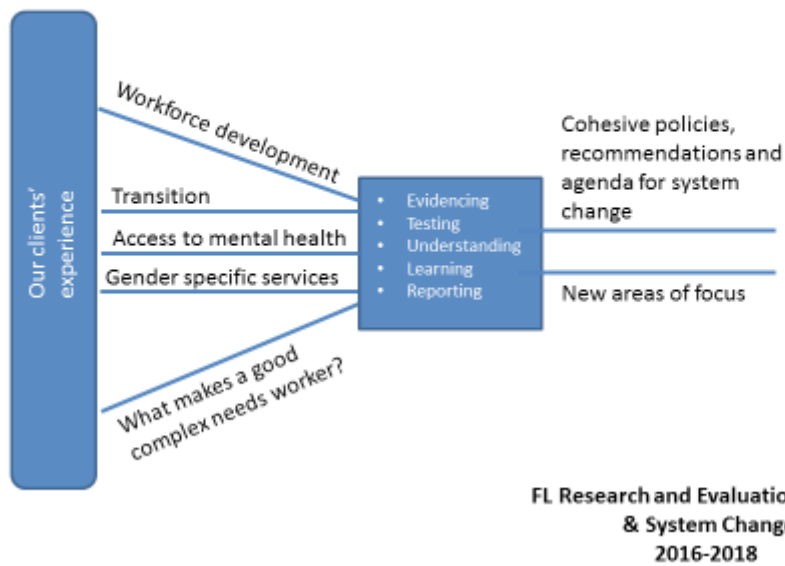
In 2014, Newcastle and Gateshead Fulfilling Lives commissioned New Economics Foundation (NEF) to report on the efficacy of our ongoing system change activity every year for 3 years. NEF conducted a literature review for the programme that summarised selected literature relating to systems change for people with multiple and complex needs.

In 2016 NEF conducted the second phase of their research brief and explored the systems changes being made by the programme in relation to the areas of system change activity it was driving forward e.g. developing pilots and focussing on areas such as hospital discharge, People with No Recourse to Public Funds and access to benefits for our client group.

System change priorities: reviewing our approach

At the end of year two in 2016, we developed a biennial research and evaluation strategy; identifying 4 areas to focus our system change efforts rather than the previous ad-hoc approach:

- Access to secondary mental health services for people with multiple and complex needs.
- Transitions, including prison release, hospital discharge, access to welfare benefits, and moving towards independent living.
- Workforce development, including psychologically informed environments (PIE), multiple and complex needs training, and reflective practice.
- Gender specific services.



Each of the three System Brokers led on one of the first three priority areas in the list, whilst work on gender specific services was supported predominantly by the Research and Evaluation team. Establishing ‘What makes a good MCN worker’ was agreed to become the fundamental strategic aim of our systems activity around workforce development. It is also worth noting that ‘gender specific services’ was removed as a focus area in 2017 to ensure the impact of gender was specifically considered across all system change activity.

The final phase of the New Economics Foundation’s three-year research was conducted in summer 2017 that focused on the effectiveness of the programme’s overall approach to systems change, in order to inform the future direction of the programme. Interviews and focus groups were conducted with 48 people across our partnership including team members, core partners, and stakeholders within the Strategic and Operational reference groups, producing this report: *‘Changing systems for people with multiple and complex needs evaluation of fulfilling lives Newcastle and Gateshead 2017’*.

NEF research: Key findings

- FLNG is using an effective range of approaches to achieve systems change
- We are cultivating many of the pre-conditions of systems change e.g. trusted partnerships, creating a ‘safe to fail’ environment
- Evidence is seen to be a strength of the programme
- We have influenced change within our own core partnership organisations:
- Changing Lives now have dedicated personnel to roll out Reflective Practice in all services
- Mental Health Concern now have Psychologically Informed Environments (PIE) as one of their CQUIN targets in service delivery
- Oasis Aquila Housing altered the service criteria of their emergency accommodation to enable a more ‘chaotic’ client group to access housing.

Recommendations for the future development of the programme

A strong, clear, systems change focus

- Develop a coherent definition of systems change and the programme's role and aspirations in relation to this
- Spread understanding of what systems change is and means for those involved
- Celebrate and communicate the systems changes made through the work of the programme
- Adopt a more asset-based approach when it comes to system change. We use 'barriers' and blockages rather than identifying the positives.
- Review extent the programme is influencing change at all levels
- Move away from identification of systemic issues towards action

Roles and relationships

- Ensure the EBE Network is more closely involved in the systems change process
- Retain a System Broker type function as this supports system leadership and motivates change in the locality
- Consider including more of a system change focus within Service Navigator role
- Strengthen links between different stakeholder groups:
- Reflect on power dynamics in the programme and the system

Learning and evidence

- Build on current R&E Strategy
- Develop a primarily qualitative approach to evaluating systems change
- Capture any changes we've influenced and in particular the difference system changes have made on people with MCN

National System Change Activity

In addition to the local system change activity, FLNG are part of the national Fulfilling Lives action learning set around System Change – now called SCAN (System Change Action Network). Initially part of the Workforce development workstream of SCAN; we continue to share our learning to help identify national commonalities and opportunities to press for change.

Fulfilling Lives Newcastle and Gateshead 2014-18 Programme Review

A comprehensive mid-way review of the Fulfilling Lives Newcastle Gateshead programme took place in the summer of 2017. The Programme Manager interviewed members of the Fulfilling Lives Operational team, Strategic Group and Core Partnership, as well as drawing in views from past reviews of the operational group and other stakeholders.

Review of programme roles and structure

Service Navigator role: USP is the ability to stick with clients, flexibility and not give up approach, however no-one communicated a common philosophy. Navigators feel supported within the Programme but believe communication and consistency still needs improving. Caseloads deemed appropriate at approximately 12, with some saying they could work with more people. Resources and skills are untapped and they should be more connected to / feel involved in system change. No definable difference between Level 1 and level 2 roles now other than pay. (On 28th August 2017 and as a result of a level 2 post vacancy we decided to employ 11 navigators rather than 12, however by promoting the two level 2 posts, we addressed the issues previously raised and continued to operate at maximum capacity of the Service Navigator team according to original case load numbers of 10 – 12 clients)

System Broker: Operational responsibilities reduce the capacity to focus on system change. All 3 Brokers have diverse skill sets and approaches e.g. approval of personalisation spend. This leads to confusion within the Navigator team and issues within the Broker team, exacerbated by each having different line manager.

Blue Stone Consortium: Line managers welcomed the independent nature of BSC at the beginning when contractual issues but need not as great now. Other parts of programme have little contact or don't recognise benefit of BSC. Only since the contract extension included a focus on system change has BSC prioritised this area.

Employing organisations (EOs): EOs started to engage with the System Change agenda and reported some organisational flex but little evidence communicated of system change as a result of being part of FLNG. Line management and accountability clarity of roles improved but senior team still feel responsibility or accountability lines are blurred. The organisations who do not work with the MCN client group as part of their core offer have limited organisational capacity to temporarily fill gaps should staff be on sick leave which impacts on programme delivery. Agreeing common messages/processes e.g. risk assessment and incident reporting, takes too long.

Programme Manager: Too involved in Operational delivery rather than wider Strategic discussion locally and nationally.

EBE Network: More investment in the EBE Network required to build numbers, develop a clearer pathway and service offer. This will support navigators in the move on / community connection process of clients and link the two parts of the programme further to embed it in our provision.

Research and Evaluation: Reducing overall number of clients would enable us to explore our current client stats in more depth and present the data differently. The R&E team could work more with the FLNG Team as Action Researchers which will increase their skill set and support peer research in the long term.

Communications Assistant: Having dedicated resource is useful for the needs of Fulfilling Lives e.g. website management and reworking the Communications strategy will help focus this resource more effectively however, a part time post is not necessary as Changing Lives have a Communications team providing some support to all Changing Lives services as part of overall offer.

Summary of findings

In addition to the findings outlined above, the comprehensive review also took into account:

- Client outcomes and engagement data from the last 3 years 2014-17
- New Economics Foundation research into the effectiveness of our programme's approach to system change, June 2017.
- The programme delivery review conducted in 2016

The findings showed FLNG to be itself a complex system, trying to change a complex system for people with complex needs. They point to the need for a simplification of structure and message in order to have greater impact at the different levels we are operating, for the people we are helping, the local service structure and by influencing national policy and provision. Some key points were highlighted during this review that were very helpful to consider when developing the new programme model.

Client findings

- FLNG clients make good progress at first and then plateau.
- Open ended, personalised support and consistency of worker has worked well
- Those who continue to progress have better recorded outcome scores relating to engagement with treatment services, motivation and social/community networks.

Programme structure and roles

- The complexity of the structure of FLNG acts as a barrier to communication and matrix management takes up more time dealing with operational issues than it should.
- Level 1 and 2 navigators are doing very similar work, albeit different sized caseloads
- The progression pathways for Experts and level 2 roles, as envisaged in original business plan, has not quite transpired.
- Open ended, personalised support and consistency of worker has worked well, however, as new clients are referred, the impact of this diminishes – the first clients had potentially 8 years of support, the last using the current model will have perhaps 2, not unlike existing services.
- Navigators are clear about their direct client work but less clear about system change.
- The expert by experience voice needs to be strengthened

System Change

- FLNG is using an effective range of approaches to achieve systems change and cultivating many of the pre-conditions of systems change e.g. trusted relationships
- We should now establish more fully as a systems change programme and communicate what system change means; moving from identification of systemic issues towards action
- Evidence is seen to be a strength of the programme
- Workforce development is key across the system and should be prioritised going forward.

Fulfilling Lives Newcastle Gateshead: New Delivery Model (2018-2022)

Simplify, invest in systems change, and reduce client numbers

Considering the review findings above we developed a new model with some changed and additional roles to build capacity in order to fulfil the system change requirements over the remaining four years of the programme.

We received Big Lottery's approval to accept no further referrals to the programme, and instead work intensively with existing FLNG Clients throughout 2018-20 to enable their positive move-on. We will use our research team to delve into needs and background experiences of our clients to establish recommendations for the system going forward and alongside our new approach to systems change, workforce development and commissioning support establish a better service landscape for people with multiple complex needs.

The Governance and overall responsibility for programme delivery remains with the Core Partnership of Changing Lives (Lead organisation), Oasis Aquila Housing, and Mental Health Concern retaining. In order to respond to the need to simplify, it was agreed that all staff should be Changing Lives employees and seconded out to a reduced number of organisations (Oasis Aquila Housing and Mental Health Concern) to deliver the Direct Client work. This means we would no longer employ Blue Stone Consortium, leaving Changing Lives to directly manage the contractual arrangements. The new staffing structure and model, including how each component works, are outlined below.

Staffing structure 2018-22

Programme Roles

Existing roles within the programme remain the same unless noted below and staffing structure tables follow to outline the team structure over the next 4 years.

System Change Practitioner (formerly Service Navigator): There will be a phased reduction in direct delivery over the next two years so it is envisaged that as client caseloads reduce, System Change Practitioners will become more involved in system change and support the management team in accordance with the System Change strategy. These 8 posts are line managed by either MHC or OAH and will end in year 6 (2020). One SCP to remain in year 7 to support any FLNG client activity if necessary.

System Broker posts will no longer exist, replaced by three Lead roles, all managed by Programme Manager, to drive forward the new model over the next 4 years:

- **Operational Lead:** Providing case management support to the SCPs and developing relationships with operational teams across the Newcastle/Gateshead locality 2018-2021
- **Systems Change Lead:** Managing the Co-Production Team and delivering the system change strategy 2018-22
- **Workforce Development Lead:** delivering the workforce development strategy 2018-22 and managing Workforce Development Apprentices

Co-Production Worker: Existing post will be increased from 4 days per week to full time.

Co-Production Worker (female engagement): An additional Co-production worker role to increase the voice of women with MCN. The existing Co-Production role will also become a full time post.

Apprentices: over the next 4 years, 6 time bound 1 year, part time apprentice posts in either Workforce development or Peer Research will be employed by Changing Lives and managed by the appropriate Lead worker.

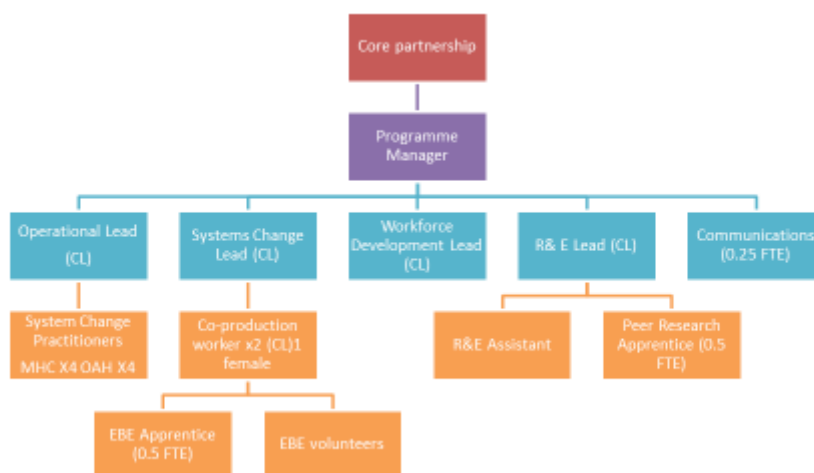
Research and Evaluation Lead: No change to current role and will continue to manage the R&E Team including the Data Analyst. Additional management of Peer Research Apprentice and volunteers as appropriate.

Data Analyst: This role will replace the Research and Evaluation Assistant post to improve support for the Research and Development Lead.

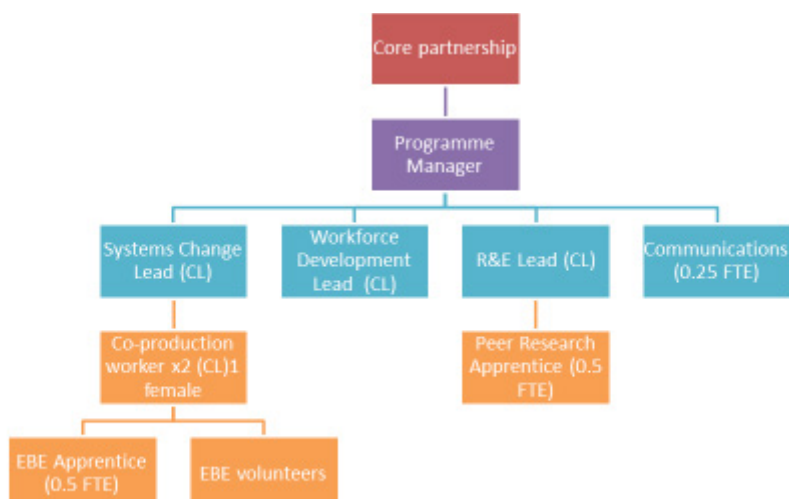
Communications Assistant: Continue to fund 0.25 of a Changing Lives post to receive dedicated Communications support in line with new Communications strategy being developed.

Programme Manager: Overall responsibility for programme delivery and now managing all four Lead posts.

Fulfilling Lives Structure 2018-21:



Fulfilling Lives Structure 2021-22:



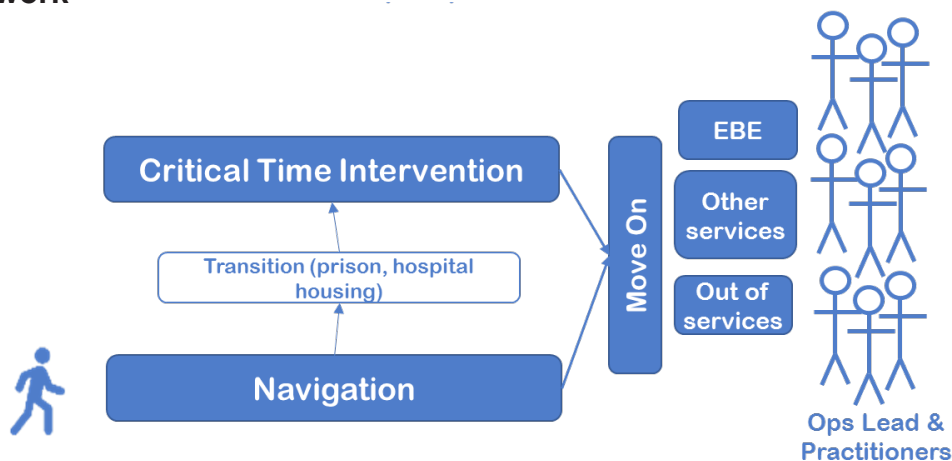
New Delivery model 2018-22

The new model is overseen and coordinated through the Core Partnership, managed by the Programme Manager and key evidence and messages communicated with the support of the Communications Team to influence policy and commissioning of services for people experiencing MCN. There are 5 components within the new model:

- **Direct client work:** Delivered by the System Change Practitioners, line managed by the seconded organisations and overseen by the Operations Lead
- **Experts By Experience Network:** Delivered by the Co-Production workers (x2), overseen by the Systems Change Lead
- **Workforce Development:** Led by the Workforce Development Lead, supported by Apprentice roles and delivered or co-produced by all members of the FLNG Team including Experts by Experience
- **System Change:** Led by the Systems Change Lead, supported by all members of the FLNG Team including Experts by Experience
- **Research and Evaluation:** Led by the Research and Evaluation Lead, supported by the Data Analyst, Peer Research Apprentice and Volunteers

Each component of the model is fully outlined in the sections below.

Direct client work



The new client offer means Fulfilling Lives Newcastle Gateshead will:

- Work with our existing 107 clients only as referrals will cease and no more referrals accepted into the programme. This is to encourage appropriate client move on so we are not 'abandoning clients' at the year 8 cliff edge.
- Retain some navigation work but test a new model with clients appropriate for Critical Time Intervention (CTI) over 2018-20. We believe two thirds of our clients are suitable for this transition model. If successful, we will provide evidence of a replicable model for working with people with MCN. See appendix 1 for CTI overview.
- Work with less clients than originally agreed but we will reach more service users through the renewed EBE activity, Peer Research Network and system change activity.
- Recruit more clients to the EBE network and encourage their involvement in its activity, particularly in the stages of the CTI model to increase clients' community connectivity and move on from the programme.
- Gather more in-depth learning and evidence from existing client experience and share this locally and nationally.

EBE Network

More resource is being invested in the Network to build a robust offer for service users, ensure their voice is heard within any MCN service developments and fully involve Experts in our system change activity.



The new model will ensure:

- The development of a new pathway including training, development and volunteer opportunities for members
- We increase the voice of women in the Network through the recruitment of a Co-Production worker (female engagement) role
- Co-Production Workers and Network members are trained in Peer Research Skills to gather opinion of people with MCN
- Network members provide feedback on System change areas of focus to support thematic research through planned activity e.g. photography.
- Network members co-produce and co-deliver Workforce development sessions
- EBE members receive training to enable effective representation at local and national groups e.g. Fulfilling Lives Strategic group, System Change Group or the National Exerts Citizen Group.

Workforce Development

The new workforce development offer builds on our previous training delivery.



Having a full time Lead role will help increase the capacity and understanding of Newcastle Gateshead's workforce to better meet the needs of people experiencing multiple and complex needs through:

- Capacity building: We will offer ongoing quarterly multi agency training sessions for the sector in Co-Production, MCN, Peer Research, PIE and Systems Change.
- All FLNG team members will also be offered training in the areas above so they become a flexible resource to support our system change offer, particularly as client numbers reduce.
- EBE Network members (and FLNG Team where appropriate) co-producing and delivering training with the Workforce Development Lead supported by apprenticeship roles
- Workforce Development Lead establishing MCN core competencies and good practice examples and share with the sector locally and through the national SCAN group.
- Good practice guide developed for employers with an emphasis on recruitment and support.

System Change

We recognise that our programme is in a unique position to support organisations across Newcastle and Gateshead to think about the system we all operate in. System change is complex and we will focus on 6 key areas to help bring forth changes within the system supporting people with MCN.

Our key priorities are outlined below, some we've discussed already; they will be reviewed annually:

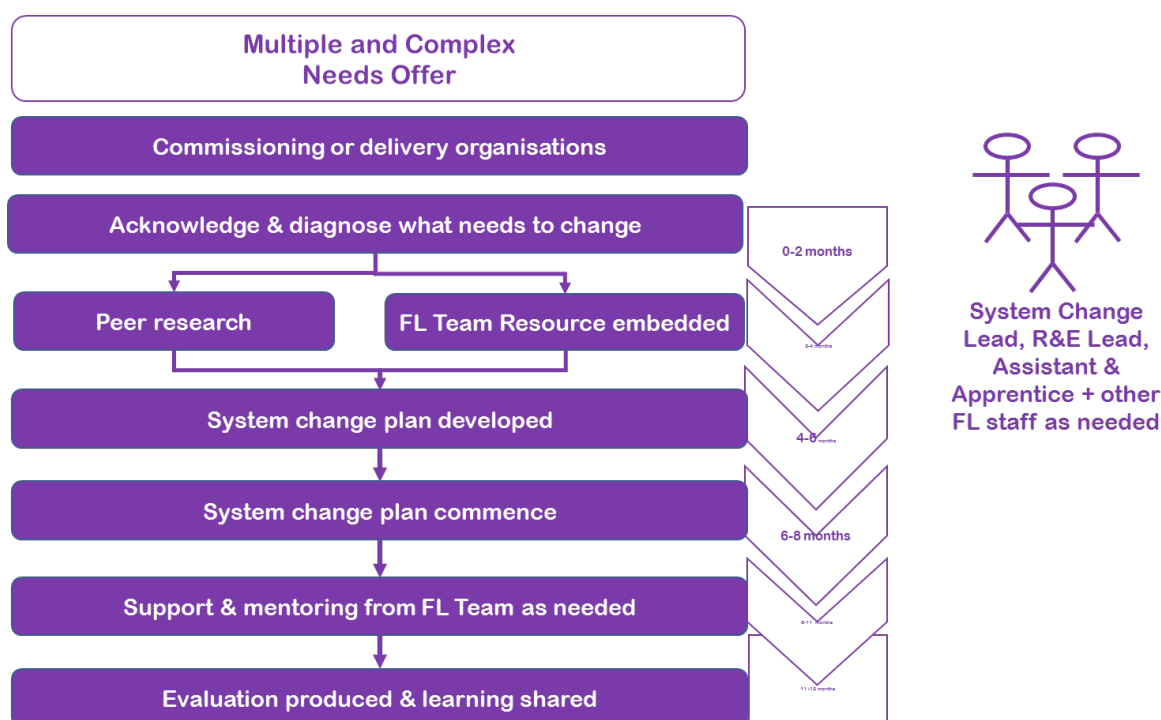
- 1. Cross Sector Workforce Development** so that frontline staff and managers can better meet the needs of people with MCN and engage in wider system change (see Workforce Development section above for actions)
- 2. To embed the voice of Experts by Experience (EBE) across FLNG and the wider system** (see EBE Section for actions)
- 3. To improve access to mental health services for people experiencing MCN:**
 - Adult Social Care: establish current case load and access issues, build relationships with both area safeguarding / ASC teams to help people experiencing MCN better access ASC.
 - Deciding Together Delivering Together: utilise Core Partnership position on the Operational group to ensure MCN issues considered in the development and redesign of mental health provision.
 - Northumberland Tyne and Wear Foundation NHS Trust: continue to build relationships with the Central Business Unit to develop a MCN response
- 4. To ensure people in transition do not fall through gaps in service:**
 - Prison Release Task and Finish group; continue to work through and develop action plan with partners and strategic group members to address issues for prison leavers and capturing voice of lived experience in prison/post release
 - Universal Credit: continue to build an evidence base from our client group to establish gaps and best practice, working with DWP partners to influence national policy

5. To assist commissioners across the 4 key areas and health to develop commissioning that better meets the needs of people experiencing MCN:

- Strategic group to oversee Community of Practices (COP) for commissioners in both Newcastle and Gateshead and co-produce, pilot & evidence how creative commissioning can bring about systems change
- Commissioning COP resourced by Programme Manager, Systems Change Lead, EBE Network, and financial resource of £50k
- Peer research used to inform new commissioning contracts relating to MCN services e.g. treatment access

6. To develop systems thinking/change theory and practice across services supporting people with MCN

- Systems Change Lead will develop a systems change plan to drive the strategic direction of our work over the remaining four years.
- Quarterly systems change group (replacing former FLNG Operational group) and Systems Thinking training session within the WFD offer will bring together partners to consider systemic change.
- In addition a specific MCN service offer will be available every 6 months to organisations or departments within the system that want/need to improve their offer to MCN Clients. This is a direct opportunity to influence workforce practice and overall service provision for people experiencing MCN and will be overseen by the Systems Change Lead. Anticipated outcomes include:
 - Staff voices and feedback heard in a more structured and coherent way; staff reflective practice diaries to give structured data to analyse
 - Service user voices and feedback are heard from a wider pool, in a more structured and coherent way; new case study strategy supports this
 - Training staff and clients in peer research skills leads to Peer Research Network being established and capacity built within NE to develop practice further, leaving participating organisations with ongoing ability to review their service
 - Fulfilling Lives develops WFD action plan around measuring system flex/change
 - Evaluation reports produced from every – relevant findings shared with reference groups



Implementing the new model: Key learning, achievements and challenges to date

The new programme model was agreed and signed off by the Core Partnership in November 2017. The agreed changes to the staffing structure and delivery model meant the Employing Organisations and Blue Stone Consortium would lose contracts going forward, staff would be asked to change employer and current place of employment following TUPE.

Job losses would take place within the team as we were reducing from a team of 11 Navigators to 8 System Change Practitioners. In addition the System Broker roles became obsolete so they had to apply for the three new Lead roles should they wish to remain with the programme April 2018 onwards and were interviewed in January 2018; 2 System Brokers attained a Lead role.

This was a very stressful period for the team so we wanted to minimise the impact as soon as possible. As all the Fulfilling Lives client group experience multiple and complex needs, we also wanted to ensure there was minimum disruption to service delivery.

The initial proposal in order to minimise this stress and uncertainty was to carry out selection interviews for the System Change Practitioner roles within the Navigator team in December 2017 to confirm who would move forward with the programme. This would give ample time for unsuccessful candidates to attain alternative employment and for clients to be transferred to colleagues in the most supportive way before TUPE took place.

Due to the matrix structure of the existing model, there were complex HR issues that required ongoing exploration and discussion throughout this process and it created a great deal of tension within the team as some information was not shared due to legal reasons. The pre-TUPE selection proposal was an unusual, yet legally sound proposal, however it required agreement from all Employing organisations concerned to go ahead. Unfortunately this was not attained and we had to revert to advising the team that recruitment would take place immediately post-TUPE. Two team members secured alternative positions during this time and due to learning subsequently of two employees having fixed term contracts this negated the need for a full recruitment process.

The impact on staff morale is really important to highlight as this affected the quality of service provision our clients received. We have worked through these issues and during the TUPE and induction process have invested a lot of energy in re-building the team.

Induction programme

A full and co-produced programme of activity is in place to prepare the team for the demands of the new model; in particular clarifying our roles and core values, understanding the new CTI model and associated psychological models to help work with people experiencing MCN as well as starting to further consider systems theory and what it means for our programme's work.

This is working well and the team is now feeling more connected, energised and positive about the exciting opportunity we have to make a real difference to the lives of people with MCN by building capacity of the services that support them.

Programme Re-Launch event: April 20th 2018

We held an event to outline our new approach over the next four years. The event was well attended with over 70 external colleagues, many of whom are new faces, particularly from the mental health sector and all very interested in the new service offer. There was some concerns raised about ceasing referrals, however the overall feeling was positive from our attendees; understanding how our shift in focus aims to reduce the need for referrals in the long term and we look forward to following up the expressions of interest.

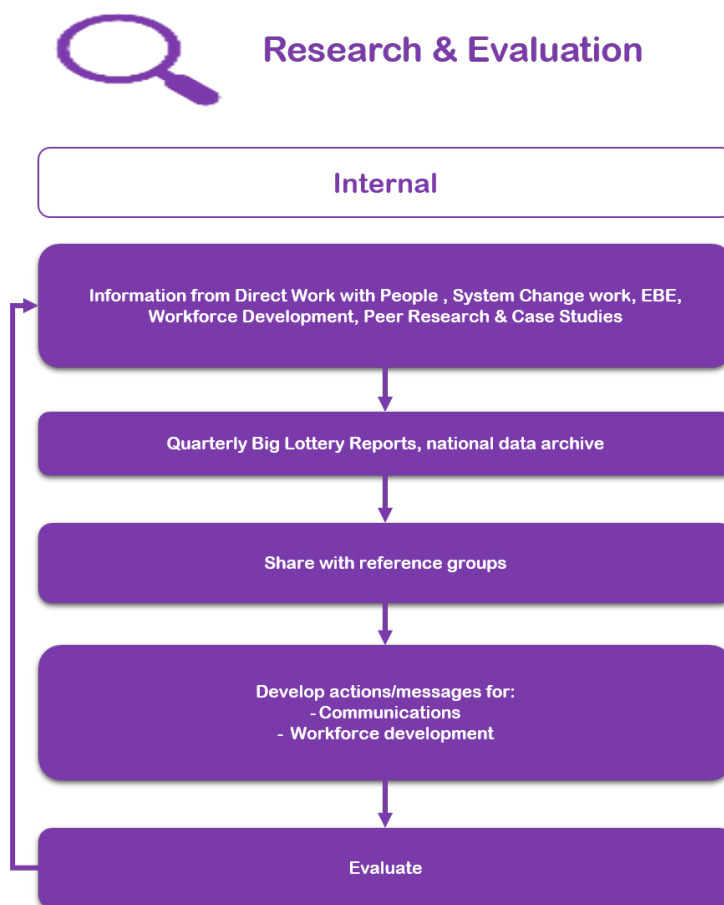
Attendee feedback:

- Concern that referrals cease: what happens to those clients still out there?
- Scepticism about CTI: is it emperor's new clothes?
- Positive about Workforce Development and the offer to agencies
- Interest in Peer Research, both taking part in training and developing a NE network
- Keen interest in the work of the EBE Network, in particular Criminal Justice colleagues interested in using the term Expert by Experience and rolling it out in Prisons
- Particular interest in opportunities to develop apprenticeship positions across the locality

We will be working with our external colleagues to address any concerns and drive forward the new opportunities afforded by our new model across Newcastle and Gateshead. We particularly look forward to co-producing actions to bring about change within the quarterly Systems Change Group led by our new Systems Change Lead.

Research and Evaluation Strategy: Evaluating the programme (2018-22)

The core elements of our strategy falls into exploring two key themes: the service user journey and system change.



Service User Journey

Understanding and evaluating the most effective means of supporting individuals with multiple complex needs will be explored:

1. Through the service user journey
2. Through specific elements of the model and what makes them effective

By looking at these specific focuses we highlight where the Fulfilling Lives programme is producing successful outcomes for the multiple and complex needs client group and look to understand how this can be replicated in the wider system. The service user journey will be explored in a number of ways:

- Looking at client outcomes and evaluating where and why success is seen
- Looking at the economic case
- Capturing the service users opinion and experience of the Fulfilling Lives programme
- Using innovative methods such as body mapping to tell the clients story

System Change

Evaluating system change requires a number of different approaches. The new Systems Change Lead will develop a strategy and subsequent evaluation plan for our system change activity going forward and in order to effectively and comprehensively provide the evidence, evaluation and learning on effective system change the programme uses an ongoing action learning cycle:



We have plans in place to evaluate specific elements of our new model; reviewing them annually throughout the remainder of the programme:

- **Critical time intervention (CTI):** which includes tracking of phase plans, client outcomes and progression, with regular post-CTI follow up supported by Peer Researchers – comparison with Navigation client outcomes and progression.
- **Workforce development (WFD):** Plans include MCN System skills audit and evaluation, PIE evaluation in a greater number of services, and further exploration of what makes a good MCN worker through ongoing 25 key skills for MCN worker’s audits
- **Peer research:** we will offer a weekly Peer Research Network to continue to support peer research engagement which will give us the opportunity to secure peer research input and involvement into the delivery of this research and evaluation strategy. The peer research team are about to embark on several pieces of work including:
 - Experience of the care system
 - Employment barriers for people in recovery
 - Drug and alcohol treatment access (to help inform Newcastle’s contract specification)

We also continue to work on some key areas from year 3 and 4 themes highlighted as ‘ongoing’ relating to specific areas of the client journey and system barriers in the table below. This table is to be updated as specific action plans are developed for the operational activity of the system change strategy and as the literature and policy reviews are completed informing what both that operational and research activity should be.

	Standard reports	Service User journey	System Change	Overarching
Apr – Jun 18	Monthly summary (3) Quarterly report CFE national report Y5	100 active clients report (including economic analysis and case studies)	CTI and WFD InForm and survey development work	
Jul – Sep 18	Monthly summary (3) Mid-year report		Staff skills audit Peer research: care system, drug and alcohol treatment access	Peer research training and network
Oct – Dec 18	Monthly summary (3) Quarterly report		EBE engagement review	Peer research training and network
Jan – Mar 19	Monthly summary (3) End of Year report	Client progress report (including economic analysis and case studies, review of client deaths)	Staff skills audit CTI year one evaluation WFD year one evaluation	Peer research training and network
Apr – Jun 19	Monthly summary (3) Quarterly report CFE national report Y6		EBE engagement review	Peer research training and network
Jul – Sep 19	Monthly summary (3) Mid-year report	Client progress report (including economic analysis and case studies)	Staff skills audit	Peer research training and network
Oct – Dec 19	Monthly summary (3) Quarterly report		EBE engagement review	Peer research training and network
Jan – Mar 20	Monthly summary (3) End of Year report	Client progress report (including economic analysis and case studies)	Staff skills audit CTI full evaluation WFD full evaluation	Fulfilling Lives at Y6: service user and system change learning
Ongoing	InForm development and support Development of tools e.g. cost calculator etc. Personality disorder research Universal credit case study development Adult social care research Personalisation review			

Our Experts by Experience Network will meet monthly and we will continue to facilitate the Fulfilling Lives Strategic Group and new Systems Change Group quarterly; using these as ongoing learning and reflective spaces for key stakeholders within the multiple and complex needs system to consider relevant systemic issues, to co-produce plans and actions for change and to explore and evaluate our key system change achievements and challenges.

In addition, we will continue to review our model and its efficacy through the Core Partnership quarterly meetings, monthly Big Lottery Partnership meetings and relevant national action learning sets, biannual FLNG team learning days and annual learning events for the system to help review our model and the programme's approach.

It is worth noting that our use of CTI will be evaluated as long as FLNG direct client work continues. If CTI is adopted by organisations in the wider Newcastle Gateshead system, we will endeavour to include key learning from partners within our System Change evaluation activity. This also applies to the Workforce Development learning; all of which will be included in the final evaluation report completed when the programme ends in 2022.

Conclusion

The first four years of Fulfilling Lives Newcastle Gateshead brought forth a great deal of learning. Working with 267 clients, we are beginning to understand the needs of this client group and are working hard to understand their client journeys with our increased focus on case studies and peer research. We are working in partnership with many agencies and building relationships to find out what supports and prevents our system from achieving the best results for people with the most demanding needs across Newcastle and Gateshead.

Our new delivery model gives us the opportunity to invest in system change and pilot new and exciting ways of working to ensure positive move on for our clients and to ensure the voice of our clients are heard throughout the system through peer research and our EBE Network.

We are very proud of the work we have achieved so far and look forward to implementing the new model. We truly believe it affords us the best chance of ensuring wider and sustainable change for the system across Newcastle and Gateshead so the lives of people with multiple and complex needs are improved. Moreover, we look forward to building more relationships through our workforce development and system change activity and supporting the system to think about commissioning for MCN needs going forward.

As a learning programme we will continue to revise our approach and would like to thank the Big Lottery for their support and this opportunity to revisit our approach and be brave in trying to meet the needs of people with multiple and complex needs and wrestle with systemic change!

About the CTI Model

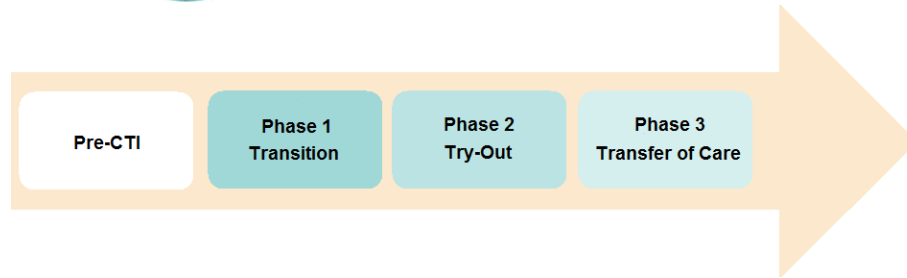
Critical Time Intervention (CTI) is a time-limited evidence-based practice that mobilizes support for society's most vulnerable individuals during periods of transition. It facilitates community integration and continuity of care by ensuring that a person has enduring ties to their community and support systems during these critical periods. CTI has been applied with veterans, people with mental illness, people who have been homeless or in prison, and many other groups. The model has been widely used on four continents.

One reason that transitional periods are especially challenging is that clients are typically expected to navigate a complex and fragmented system of care. The transition period can also be a difficult time in the relationship between the client and his or her family and social network who may not be aware of how best to provide needed support.

CTI shares with long-term assertive community treatment and intensive case management models the aim of integrating clients in the community through development of independent living skills and by building effective support networks. Like ACT and ICM, its approach also relies heavily on effective outreach and engagement by staff working in the community rather than in the office. Unlike ACT and ICM, CTI is time-limited and highly-focused. Rather than providing ongoing assistance, CTI's emphasis is on mobilizing and strengthening client supports during the critical period of transition with the goal of ensuring that these supports remain in place afterwards.

Core Components

- Addresses a period of transition
- Time-limited
- Phased approach
- Focused
- Decreasing intensity over time
- Community-based
- No early discharge
- Small caseloads
- Harm reduction approach
- Weekly team supervision
- Regular full caseload review



Pre-CTI

Develop a trusting relationship with client.

Phase 1: Transition

Provide support & begin to connect client to people and agencies that will assume the primary role of support.

- Make home visits
- Engage in collaborative assessments
- Meet with existing supports
- Introduce client to new supports
- Give support and advice to client and caregivers

Phase 2: Try-Out

Monitor and strengthen support network and client's skills.

- Observe operation of support network
- Mediate conflicts between client and caregivers
- Help modify network as necessary
- Encourage client to take more responsibility

Phase 3: Transfer of Care

Terminate CTI services with support network safely in place.

- Step back to ensure that supports can function independently
- Develop and begin to set in motion plan for long-term goals
- Hold meeting with client and supports to mark final transfer of care
- Meet with client for last time to review progress made

FULLING LIVES

Newcastle Gateshead

Get in touch

If you have any questions regarding the content of this report, our would like to find out more about the Fulfilling Lives programme in Newcastle and Gateshead, please get in touch with our Programme Manager, Lindsay Henderson:

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