

Executive

Meeting Date: 02 August 2021
Portfolio: Economy, Enterprise, and Housing (Cllr Nedved)
Key Decision: No
Policy and Budget Framework: No
Public / Private: Public

Title: Changing Futures
Report of: Corporate Director of Governance and Regulatory Services
Report Number: GD.45/21

Purpose / Summary:

The purpose of this report is to outline the purpose and principles of the Changing Futures Programme.

Recommendations:

For Executive to support the multi-agency recommendations outlined by the Changing Futures Programme Board:

1. To commit to the purpose and principles of the Changing Futures Programme
2. Agree that the Changing Futures work will require organisations to work outside statutory thresholds to effect change for individuals identified
3. Recognise the realignment of existing and emerging organisational resources is critical to the success of the Changing Futures programme

Tracking

Executive:	02 August 2021
Scrutiny:	
Council:	

1. BACKGROUND

- 1.1 On the 10th December 2020, MHCLG launched a ***Changing Futures: changing systems to support adults experiencing multiple disadvantage*** Prospectus for local Expressions of Interest (Eol).
- 1.2 Cumbria County Council agreed to act as lead partner and submit an Eol on behalf of Cumbrian partners (multi-agency). The MHCLG prospectus asked any Eol to address a number of areas:
- Focus on the most excluded adults – those experiencing multiple disadvantages and placing repeated demand on local response services, but for whom current systems of support are not working.
 - Adults experiencing **three or more** of the following five: **homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system.**
 - Particular focus on reaching those not well connected to existing support services.
 - Cohort who often face other needs where a coordinated, ‘whole person’ approach is required.
- 1.3 There was significant interest from partners, including all District Councils, Cumbria Police, OPCC, National Probation Service, Community Rehabilitation Company, Health and the Third Sector; with recognition there is a cohort of high impact individuals who are currently potentially falling between different services and thresholds.
- 1.4 An Eol was agreed by partners and submitted to MHCLG (**refer to appendix 1**).
- 1.5 The Eol set out a model based on use of the district-based Focus Hubs where existing and emerging services would be aligned. These could include:
- Development of District based Focus Hubs (Police/Office of the Police and Crime Commissioner (OPCC) - match funding in kind)
 - The establishment and support for multidisciplinary teams to undertake case spotting and management (all partners match funding in kind)
 - The Community Rehabilitation Company and the National Probation Service would commit resource to hubs (either virtual or in person) either probation officer or probation support officer – and be able to provide administrative support (NPS and CRC match funding in kind)
 - Recommissioning the addiction support services to fit with the proposed model (Cumbria County Council - match funding in kind)
 - Work with high risk domestic abuse perpetrators (Victim Support - match funding in kind)
 - Use of Health and Wellbeing Coaches to support individuals. (Cumbria County Council - match funding in kind)
 - Potential to link to district-based women centres and services for men (OPCC exploring commissioning opportunities – potential match funding in kind)

- Winter Wellness Hubs – (Morecambe Bay CCG – potential match funding in kind)

1.6 In addition there are a number of other developments that are being pursued by partners which could potentially align to the Changing Futures model.

Pathways

The OPCC and Police are developing a Cumbria Out of Court disposal framework together with an early intervention offender management programme.

Community Mental Health Transformation Funding

Changing ways of working for people with severe mental illness and adopting a partnership approach across health, social care, housing, substance use and voluntary services.

Focused Families

Expand the Focused Families outreach service provision - improve joined up working with marginalised and excluded adult family members.

MHCLG Domestic Abuse Funding

From April 2021, Upper Tier local authorities will receive grant funding to enable them to fulfil their new duty with respect to supported accommodation for victims of domestic abuse for Cumbria this is £995,000. This will enable a refreshed look at how victims with multiple complex needs are helped to recover from their abuse.

Rough Sleepers Initiative

Cumbria has been working in partnership to address and meet the needs of rough sleepers across the county since 2019. District housing authorities have committed resource and receive grant funding from the MHCLG to achieve key objectives.

Health Outreach

Work has been undertaken to ensure the health system wraps around the provision for homeless and temporarily housed, with Integrated Care Communities ensuring holistic assessments and referral into health services.

Agreement has been reached that these will be aligned to the Hub model.

1.7 To enable these currently disparate initiatives to be aligned, the Changing Futures bid set out a number of areas where a whole system approach would be developed to ensure coordination and alignment of these services and resources. To support this a number of system changes would need to be developed and embedded, including:

- Formation of multi-disciplinary teams with support mechanisms
- Standard Operating Procedures
- Common referral mechanisms
- Data sharing systems
- Revised information governance arrangements

1.8 As a result, at the operational level, there would be greater integration and collaboration across services, more effective support and reduced “demand” on

reactive services. This would ensure fewer gaps between services and a reduction in people being passed between services.

- 1.9** Unfortunately, despite the work put into the bid, on 26th February 2021 we were informed that the bid was not successful. Since then partners have reaffirmed their interest in continuing to explore the proposed model with potential new ways of working and the alignment of existing and new services to provide a systemwide response.

2.0 ACCOMMODATION

- 2.1** In addition to the work taken on Changing Futures there has been considerable discussion about support for individuals with complex needs who also have housing needs. This is a long standing challenge but has been risen sharply during the pandemic and the Governments “Everyone In” policy has shone a spotlight on the issue of homeless people who cannot sustain general needs or low level supported accommodation due to multiple complex needs.
- 2.2** As a result of conversations between the District Councils and Cumbria County Council it has been agreed that these partners remain supportive of the Changing Futures concept and there is synergy between the Homelessness and Rough Sleeper Strategies and the Changing Futures proposal.
- 2.3** It is recognised that a multi-disciplinary case management approach to complex individuals is core to the thinking - bringing together Housing, Adult Social Care, Mental health, Drug and Alcohol Services, Offender management, Police, Third Sector Providers, etc.
- 2.4** This would overlap and complement the existing and suggested pipeline projects such as: MHCLG Rough Sleeper Project Officers; Domestic Abuse funding; 2021 RSAP (Rough Sleepers Accommodation Programme) grant; Rapid Rehousing Pathway Officers and Accommodation for Ex-Offenders.
- 2.5** There is also a commitment to MEAM (Making Every Adult Matters) methodology and to co-production, building capacity through greater alignment and coordination of existing resources.

3.0 CHANGING FUTURES BOARD

- 3.1** As an outcome of these discussions a multi-organisational Changing Futures Board has been established.
- 3.2** The inaugural meeting of the Board identified a number of areas which placed barriers or challenges in the way of support:
1. Individuals not meeting statutory thresholds and hence not receiving any support
 2. No one single point of contact and perceived silo working arrangements. This is backed by the lived experiences of survivors.

3. Information Sharing between organisations is limited by data protection regulation and institutional reluctance.
4. Duplicated work leading to an inefficiency in current resourcing.
5. Support is closed to individuals who make risky personal choices or do not engage in the support available.
6. Assessment Refusals due to intoxication. Service users may be unable to deal with addiction due to other unsupported underlying needs.
7. Commissioning of services often do not look at the wider picture. Process based KPIs drive services towards easy/quick wins rather than complex or hard to manage cases.
8. Employees are already stretched due to COVID-19 pressures.
9. Buy-in from Members and Leaders to agree to working “up-stream” of the statutory minimums.

3.3 After consideration of these barriers, partners restated an in principle, commitment to the Changing Futures model. It was agreed that a covering paper and the Terms of Reference (**refer to appendix 2**) be circulated to partner organisations to ensure that the relevant internal governance routes were followed to allow appropriate individual organisational sign-off.

4.0 FUNDING IMPLICATIONS

4.1 As the Changing Futures bid has not been successful, and there is no additional government funding, the capacity to progress the development of a new model is reduced. However, the Changing Futures bid did not rely on any newly commissioned services as it did not want to face a funding cliff edge after the one-off funding ended– rather it was based on the realignment of existing or emerging services and projects.

4.2 There were a number of funding streams identified through the Changing Futures EoI which were not dependent on the bid being successful. There is still momentum behind the proposals with effective partner buy-in and considerable resource in the system across partners.

4.3 It is the intention these will be more effectively aligned and mobilised through the development of a co-ordinated model. This will have implications for system and organisational working and it is recognised that, due to the partnership nature of the Board, that decisions, especially those that require commitment of resources, may have to be approved through the internal governance process of individual organisations.

4.4 Access to funding to support this development is being pursued by Cumbria County Council through the COMF grant. The proposal, in principle, has been endorsed by the Health Protection Board and more detailed proposals are in development subject to final decision making. This would allow pump-priming money to be used to fund the system development work outlined in paragraph 3.2.

- 4.5** To complement this work, one off funding by Cumbria County Council through COMF is also being sought to allow a shift in current accommodation model to ensure that sufficient suitable accommodation is available on a sustainable basis for those identified and prioritised with multiple complex needs.

5. RISKS

- 5.1** The key risk for Carlisle City Council will be managing capacity challenges and partners expectations around suitable available accommodation options (including emergency accommodation); balancing statutory responsibilities and demands with discretionary placements as part of the Changing Futures commitment.

However as previously stated, Carlisle City Council already delivers several key projects for non-statutory cases and provides support to those experiencing homeless, ex-offenders, rough sleeping or at risk of rough sleeping and domestic abuse. Many of these cases already have complex needs and experience multiple disadvantage.

- 5.2** A key component for the board will be to work through the issues associated with case identification, assertive outreach, and triage to ensure it is those individuals with sufficient complexity and impact that are covered by the Changing Futures programme model. Partners may well be coming from different perspectives around needs and risks, as such the board will need to triangulate between potentially competing prioritisation and resource.

6. CONCLUSION AND REASONS FOR RECOMMENDATIONS

- 6.1** Executive are asked to support the multi-agency recommendations outlined by the Changing Futures Programme Board:

1. To commit to the purpose and principles of the Changing Futures Programme
2. Agree that the Changing Futures work will require organisations to work outside statutory thresholds to effect change for individuals identified
3. Recognise the realignment of existing and emerging organisational resources is critical to the success of the Changing Futures programme

7. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

- 7.1** Addressing Carlisle's current and future housing needs

Contact Officer: Tammie Rhodes

Ext: 7217

Appendices

attached to report:

A1. MHCLG Changing Futures Expression of Interest

A2. Changing Futures Programme Board Terms of Reference

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- None

CORPORATE IMPLICATIONS

LEGAL: The Council has the legal power to work in Partnership with the other organisations. Further, appropriate Governance is in place with the Programme Board having terms of reference and operational procedures. The aspiration is to coordinate activities help people in need who otherwise would not qualify for such help. In working such a manner the Council must have regard to the statutory rules and guidance to which it is subject.

FINANCE: Any financial implications arising from this report will be contained within existing budgets and resources.

EQUALITY: Terms of Reference for the Changing Futures Programme Board states: 'Many people in this situation may also experience poverty, trauma, physical ill-health, and disability, learning disability, and/or a lack of family connections or support networks.'

INFORMATION GOVERNANCE: All data sharing / info governance arrangements and documentation is to be developed and agreed by all parties; Carlisle City Council Information Governance Manager to be engaged in this process.#



Ministry of Housing,
Communities &
Local Government

Changing Futures: changing systems to support adults experiencing multiple disadvantage

Expression of Interest (Eoi) form

Please email your form to MCN@communities.gov.uk no later than **23:55 on 21 January 2021**

Please include 'Changing Futures' and the name of your local area in the subject line.

December 2020
Ministry of Housing, Communities and Local Government

Applicant

1.1 Area	Cumbria	
1.2 Named contact (a) name (b) main role	(a) Derek Houston	(b) Senior Manager – Health and Care Integration
1.3 Address	Cumbria County Council Cumbria House 107-117 Botchergate Carlisle CA1 1RZ	
1.4 Telephone number (a) organisation (b) contact	(a) 01228 606060	(b) 07771 975902
1.5 Email address of named contact	derek.houston@cumbria.gov.uk	

Co-applicants details

Please provide named contacts supporting the EoI from each of the core partners listed in section 2.4 of the Prospectus.

	Name	Organisation	Job Title	Email address
2.1 Local Political lead (required)	Deborah Earl	Cumbria County Council	Cabinet Member for Public Health and Communities	Deborah.Earl@cumbria.gov.uk
2.2 Local Authority contact (at least one name required)	John Readman	Cumbria County Council	Executive Director – People	John.Readman@cumbria.gov.uk
	Barry Chambers	Allerdale Borough Council	Safety Resilience and Homelessness Manager	barry.chambers@allerdale.gov.uk
	Jan Sharp	Barrow Borough Council	Assistant Director of Housing	jsharp@barrowbc.gov.uk
	Mark Lambert	Carlisle City Council	Corporate Director of Governance and Regulatory Services	mark.lambert@carlisle.gov.uk

	Amanda Starr	Copeland Borough Council	Housing Strategy and Social Inclusion Manager	amanda.starr@copeland.gov.uk
	Les Clark	Eden District Council	Director of People and Place	les.clark@eden.gov.uk
	Simon Rowley	South Lakeland District Council	Director of Customer Services	s.rowley@southlakeland.gov.uk
2.3 Health contact (at least one name required)	Julia Westaway	Morecambe Bay CCG	Population Health and Childrens System Senior Manager	Julia.Westaway@MorecambeBayCCG.nhs.uk
	Anita Barker	North Cumbria CCG	Deputy Director (Commissioning)	Anita.Barker@northcumbriaccg.nhs.uk
2.4 Police contact (at least one name required)	Sarah Jackson	Cumbria Constabulary	Acting Assistant Chief Constable	Sarah.Jackson@cumbria.police.uk
	Vivian Stafford	Office of the Police and Crime Commissioner	Chief Executive	Vivian.Stafford@cumbria.police.uk
2.5 National Probation Service contact (at least one name required)	Lisa Thornton	National probation Service	Interim Head of Cluster	lisa.thornton1@justice.gov.uk
2.6 Voluntary and community sector contact (at least one name required)	Carolyn Otley	Cumbria CVS	Community Resilience Coordinator	CarolynO@cumbriacvs.org.uk

Guidance notes

- Please refer to the [prospectus](#) when completing this form, including section 2.1 on the aims of the programme; 2.2 on defining the cohort; 2.3. on core delivery principles; and 2.4 on core partnership requirements.
- To note, the goal of the programme is to generate learning and test a new partnership approach between government and local areas. Therefore, we are seeking a balance of different areas of the country, scales of operation, partnership structures and delivery models to maximise learning. This light-

touch EOI process is an opportunity to learn more about interested local areas' current delivery, priorities and plans to inform this selection process.

- Information in your application may be shared with other government colleagues for the purpose of developing our understanding and informing wider policy development and best practice.
- Additional supporting material will not be accepted. Please use black type, Arial font 12.

1. Existing partnership work to address multiple disadvantage

Provide a brief summary of existing partnership work that supports adults experiencing multiple disadvantage in your area, and how this aligns with local strategic ambitions and priorities.

Maximum 300 words

Over the last few years Cumbria has developed stronger partnership working:

- The Health and Wellbeing Board has established the Public Health Alliance – an innovative partnership of the county council, district councils, the Police and Crime Commissioner and the voluntary and community sector - which is responsible for developing and delivering the Public Health Strategy across Cumbria.
- Both North Cumbria and Morecambe Bay Integrated Care Partnerships have developed health and care system strategies which embed population health approaches.
- Safer Cumbria, the countywide criminal justice and community safety partnership, is adopting the public health approach to crime and is concentrating on harm reduction for vulnerable individuals.
- The longstanding and robust countywide partnership Cumbria Housing Group, which includes the County and District councils, has a sharpened focus on housing, homelessness and wellbeing.

Strategic Priorities

The multi-agency Cumbria Strategic Recovery Coordinating Group is producing the recovery strategy for Cumbria - providing the overarching strategic ambitions and priorities for a reinvigorated Cumbria following Covid.

During Covid organisations have been more agile and responsive with traditional barriers being broken down. The emphasis of the recovery strategy is to capture and build on the more integrated and innovative ways of working that are evident both systematically but also by developing the relationship-based collaboration across a wider range of organisations, including community groups.

The recovery strategy is very firmly based on an asset-based approach. Fundamental to this is recognising the role that individuals and communities have in taking ownership of and co-producing services. An approach which is also fundamental to this bid.

In addition, the recovery strategy recognises that Covid has exacerbated inequalities and has had a particularly large impact on members of the Changing Futures cohort. This is recognised within the strategy by setting specific targets around members of this cohort.

2. Evidence of local need

Set out evidence of local need relating to adults facing multiple disadvantage, as defined in section 2.2 of the prospectus.

We acknowledge that at this stage there will be evidence and data gaps around the most excluded and 'hard to reach' individuals, so please set out:

- a) Evidence and available data on local need and supporting evidence for any local priority groups identified, including with reference to protected characteristics.
- b) How you would plan to address evidence gaps and improve data and mapping of the cohort through participation in the programme, and to engage people who are currently not well-connected to support services.

Maximum 400 words

Data collected shows:

- For 2020 the police recorded 5559 incidents where vulnerable adults were flagged - 3398 had mental health and 920 with substance abuse issues – both increasing by over 40%.
- The police recorded 8020 domestic abuse incidents with 1534 (19%) being related to mental health and 2465 (31%) related to substance abuse.
- For NPS the overall caseload is 788. Of those 413 (52%) have 3 or more identified needs.
- For CRC the overall caseload is 1068. Of those 993 (93%) have 3 or more identified needs.
- This year to date, Districts councils recorded 126 repeat homelessness cases - 114 (90%) of those having three or more specified need areas.
- The Troubled Families programme shows that from April 2015 the number of adults known to have the markers for "contact with the criminal justice system", "mental health issues", "substance misuse" and/ or "domestic abuse" is 2905.
- Alcohol consumption is higher in Cumbria than nationally. Despite this, only about 19% of the 5,373 individuals with an alcohol dependency are currently in treatment.
- 50-60% of all clients entering treatment also have a Mental Health need identified, and approximately 25% of these were not currently receiving treatment.

This bidding partnership has identified a need for a more mature data collection, sharing and analysis arrangements in place across sectors and partners to enable a more comprehensive understanding of needs – both at an individual and system level. In addition, the collection and analysis of data on those with protected characteristics is not as well developed as it could be. There is also a need to move from to outcome measures rather than process measures.

A key part of the proposal is to ensure that organisations and systems develop a shared information collection protocol based on a common standard, with investment into data analysis and evaluative techniques to build an evidence informed approach to interventions.

As well as using data from public bodies there is a commitment to use a wider range of evidence. This will include voluntary and community groups, however key to this is how the lived experience of people who have multiple complex needs will help shape services and evaluate the effectiveness of interventions.

If the bid is successful, we will use the opportunity to develop an asset-based approach to capture direct experience of services to generate co-production of formal and informal services and support mechanisms – both at a local and strategic level.

3. Proposed delivery model and theory of change

Provide an initial proposal that sets out how you would build on existing work to improve support for adults experiencing multiple disadvantage in line with the core principles set out in section 2.3 of the prospectus. Your response should:

- a) Provide a summary of multi-agency partnership arrangements that would operate at an operational and strategic level to support delivery of the programme and provide local governance and oversight.
- b) Articulate how your proposed approach would lead to improved outcomes at the individual, service and system level as set out in section 2.1 of the prospectus.

Maximum 750 words

Partners have agreed a model that will address the unique circumstances in Cumbria. As the second largest county in England, the diverse nature of the county - with deprived urban areas and sparsely populated rural areas - means that the volume and type of need and the ability to access support varies across the county.

The model will also have to achieve the following design principles:

1. Redesign services around lived experience
2. Work using Making Every Adult Matter methodology
3. Building capacity through greater alignment and coordination of existing resources
4. Developmental approach to coproduction of community assets
5. Building the skills to work collaboratively with users (and other organisations)

The bid sets out a two-pronged approach to ensure the greatest impact:

- Creation of countywide system architecture that will make more effective use of existing and proposed operational capacity.
- Development of community assets to meet the needs of the different communities in Cumbria.

Operational Arrangements

Underpinning the model will be an operational framework that ensures that there is an aligned approach across different partnerships, organisations and professionals.

The backbone of this approach will be the six district-based Local Focus Hubs - locality-based forums for discussing complex multi-agency issues. All partners have committed to supporting their development to ensure that they can become the spine around which the operational model is built.

Set out in the next section there are a number of initiatives which are currently being developed by partners. Agreement has been reached that these will be aligned to the Hub model.

As a result, at the operational level there would be greater integration, collaboration across services, more effective support and reduced “demand” on reactive services. This will ensure fewer gaps between services and a reduction in people being passed between services.

A number of system changes will be developed and embedded, including:

- Formation of multi-disciplinary teams with support mechanisms
- Standard Operating Procedures
- Common referral mechanisms
- Data sharing systems
- Revised information governance arrangements.

However, as well as these transactional system changes, it is also recognised that work will be required to develop more transformational cultural changes. A key part of the bid is therefore investing in building the skills for collaborative working to create lasting change.

Asset Development

The Hubs will also provide a focus for generating a better understanding of both the needs and available assets currently in a local community. Working with local partners, community groups and with people with lived experience they will build community infrastructure and social capital.

This will build on award winning good practice, which is being further embedded by Hilary Cottam and Cormack Russell, in a local District to create a stronger, asset-based relationship between individuals and formal and informal support mechanisms.

Impact on Individuals

As a result of this approach, an individual would expect to see the following changes:

- Individuals being supported in a coherent manner coordinated across both formal and informal support mechanisms
- A single point of contact to support the individual
- Working with the individual to enable them to build the confidence and self-esteem to change and take back control of their lives
- Individuals active in identifying their priorities and support needs
- Help to build social network and connect to community support - family, friends, neighbours
- A no wrong door approach
- An ongoing support process – with no arbitrary cut-off point

Target Cohorts

Using the learning from the MEAM approach, the model is intended to be a targeted rather than universal approach with a focus on individuals whose behaviours/circumstances are having a high impact on themselves, others, communities, or services.

We will take a harm reduction approach providing particular support for those individuals who are vulnerable to exploitation. This will include, but is not limited to:

- Women within or at risk of entering into the criminal justice system;
- Individuals at risk of multiple exclusion linked to repeat homelessness and rough sleeping;
- High risk domestic abuse perpetrators
- Repeat offenders;
- Young adults in transition from children's services.

Strategic Governance

Overarching the proposal are new governance arrangements which will bring together all partners, including the voice of those with lived experience.

The model will use existing partnership arrangements and create a cross partnership group that reports into Safer Cumbria, the Public Health Alliance and the Cumbria Housing Group.

This will provide strategic oversight of the programme with evidence-informed decisions about prioritisation through robust analysis of a shared data set and evaluation of effectiveness of the programme; coupled with a rapid escalation mechanism to tackle barriers at senior level.

4. Commitment to lasting system change

Set out your commitment to driving lasting system change so that the benefits of the Changing Futures programme are sustained beyond the lifetime of the initial funding. Please also set out commitments to provide match-funding from partner agencies, either through direct funding or in-kind contributions as set out in section 2.6 of the prospectus. To note: we are looking to understand level of commitment from partners at this stage, and detailed match-funding commitments can be developed further at the delivery plan stage.

Maximum 300 words

An explicit and intentional design principle for this model is to ensure that it will be sustainable. To enable this the model has focussed on three key areas to ensure that there is no funding cliff edge:

- Long-term system capacity improvement through realignment of existing and proposed services to provide a more coherent and efficient support offer.
- Use of the programme monies to produce the system architecture to support this – including supporting the development of a new shared culture.
- Use of the programme monies to develop localised and self-sustaining community assets including those designed, developed and delivered by people with lived experience.

Partners have welcomed the opportunity to rethink the system response to individuals and have committed to the long-term realignment of services to support this. This includes:

- Development of District based Focus Hubs (Police/OPCC - match funding in kind)
- The establishment and support for multidisciplinary teams to undertake case spotting and management (all partners match funding in kind)
- CRC and NPS would commit resource to hubs (either virtual or in person) either probation officer or probation support officer – and be able to provide administrative support (NPS and CRC match funding in kind)
- Recommissioning the addiction support services to fit with the proposed model (Cumbria County Council - match funding in kind)
- Work with high risk domestic abuse perpetrators (Victim Support - match funding in kind)
- Use of Health and Wellbeing Coaches to support individuals. (Cumbria County Council - match funding in kind)
- Potential to link to district-based women centres and services for men (OPCC exploring commissioning opportunities – potential match funding in kind)
- Winter Wellness Hubs – (Morecambe Bay CCG– potential match funding in kind)

In addition to the services outlined above, partners have agreed that the developments set out in the next section will also align with the bid model.

5. Overlap with existing projects

A range of government or local programmes are underway led by different parts of the public sector or targeting specific groups with high levels of multiple disadvantage, such as (but not limited to): Rough Sleeping Initiative funding; NHS England long-term plan mental health funding; or other Shared Outcomes Fund programmes.

Please provide:

- a) A summary of other government funding and local programmes impacting adults with multiple disadvantages in your area
- b) Set out how involvement in the Changing Futures programme would provide additionality to complement and enhance these other programmes and interventions as part of a whole system approach.

Maximum 400 words

Some key programmes linked to Changing Futures are set out below. As part of the revised governance arrangements, connections between Changing Futures and these programmes will be established.

Operationally there will be seamless connections to ensure that systemic barriers to support – which will be broken down through Changing Futures– do not re-emerge when linking into these other programmes.

Pathways

The OPCC and Police are developing a Cumbria Out of Court disposal framework together with an early intervention offender management programme, providing a disposal framework in Cumbria known as Pathways.

This is a culture changing initiative that seeks to address the root cause of offending at an earlier stage of the “offending journey” and to address the consequences of those actions.

Involvement in the Changing Futures programme would assist to improve delivery of Pathways with collaboration with local partners across government departments, NHS, Voluntary and community sector.

Mental Health

Community Mental Health Transformation Funding is about changing ways of working for people with severe mental illness and adopting a partnership approach across health, social care, housing, substance use and voluntary services.

This will close the gap between primary and secondary care for people with severe mental illness many of whom have co-existing issues with substances, employment, accommodation etc. Integral to this is a co-production and a partnership approach to re-designing services which will link to the Changing Futures programme.

Troubled Families

The team are keen to expand the Troubled Families outreach service provision and it is envisaged the work through the Changing Futures programme would improve joined up working with marginalised and excluded adult family members, thereby improving relationships and reducing service duplication.

MHCLG Domestic Abuse Funding

From April Upper Tier local authorities will receive grant funding to enable them to fulfil their new duty with respect to supported accommodation for victims of domestic abuse. This will enable a refreshed look at how victims with multiple complex needs are helped to recover from their abuse.

Rough Sleepers Initiative

Cumbria has been working in partnership to address and meet the needs of rough sleepers across the county since 2019. District housing authorities have committed resource and receive grant funding from the MHCLG to achieve key objectives.

Health Outreach

During the pandemic work has been undertaken to ensure the health system wraps around the provision for homeless and temporarily housed, with Integrated Care Communities ensuring holistic assessments and referral into health services.

CHANGING FUTURES PROGRAMME BOARD

TERMS OF REFERENCE

PURPOSE

People with multiple complex needs are:

adults experiencing **three or more of the following five: homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system.**

Many of these individuals are not well connected to existing support services and it is recognised that there are many who fall outside single agency statutory thresholds but cumulatively have high impact on themselves, communities and service provision.

Many people in this situation may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections or support networks.

The role of the programme board is to provide the whole system oversight and coordination required to develop and deliver a “Changing Futures” model for supporting this cohort of people with multiple complex needs – as set out in the previously agreed Expression of Interest.

The Changing Futures model develops a coordinated, ‘whole person’ approach taking account of the full range of a person’s needs, strengths and resources. This will ensure that systemic, multi-agency, arrangements for people with multiple complex needs are put in place to ensure that the most vulnerable are able to be supported by a holistic range of services.

PRINCIPLES

In order to achieve change the programme Board will work to the following principles:

1. Co-produce the redesign of services around lived experience
2. Work using Making Every Adult Matter methodology
3. Support for service users to take account of the individual’s circumstances and context and should include support for families and personal support networks as necessary
4. Building capacity through greater alignment and coordination of existing resources
5. Developmental approach to coproduction of community assets
6. Building the skills to work collaboratively with users (and other organisations)
7. Recognition that statutory thresholds for services may not be an appropriate gatekeeping method in many cases

WORKSTREAMS

To enable this to happen there are three related workstreams

Systems - putting in place systems to ensure effective data management, case spotting, triage, assertive outreach multi-organisational working and evaluation; ensuring that there is an agreed process for case managing individuals

Commissioning - a review of commissioning practice to ensure that there are no gaps in service for those who do not meet statutory requirements and are complex or challenging. Ensure that there is appropriate support for service users to access.

Accommodation – to develop a sustainable accommodation market for those with multiple complex needs

FUNCTIONS OF THE GROUP

- Maintain an overview of performance issues across Cumbria.
- Provide analysis and challenge performance across the county against agreed evaluation outcomes.
- Develop and deliver an action plan to deliver the Changing Futures programme priorities.
- Support implementation of national and local new initiatives related to this issue.
- Provide oversight to operational task and finish groups and respond to issues escalated from those groups.
- Identify and respond to emerging threats, trends and opportunities.
- Develop and enable implementation of operational systems.

MEMBERSHIP

Work on addressing the needs of people with multiple complex needs can only be effective if multi-agency cooperation is achieved. The services, expertise and resources that partner agencies can bring to the development and delivery of a strategy are crucial to its success. Organisations from all sectors, statutory, voluntary and private, have a contribution to make.

Members are expected to:

- Regularly attend (or ensure attendance of a named deputy) and actively contribute to the group.
- Have sufficient authority and seniority to drive forward recommendations on behalf of the agency they represent.
- Commit to working in partnership to ensure a coordinated response to promote joint working, cooperation and mutual support.
- Ensure that relevant information from their organisation/sector is made available to the board and that information is communicated back to the organisation/sector they are representing, ensuring that Data Protection rules apply.

- Champion the cause individually, and take responsibility to make links to this work at other meetings and in their organisation.

Membership

Chair – Joint Chair by a District and County Council Officer
 Representative from each of the 6 Districts
 Adult Services, CCC
 Children Services, CCC
 Commissioning, CCC
 Public Health, CCC
 Cumbria Constabulary
 Office of the Police & Crime Commissioner
 National Probation Service/Community Rehabilitation Company
 Representative from Bay Health and Care Partners
 Representative from North Cumbria Integrated Health and Care system
 Representative from Third sector
 Representative from housing provider
 Department of Work and Pensions

NB members should identify a named deputy to ensure consistent attendance.

QUORACY

For a meeting to be quorate, either the Chair or Vice Chair must be in attendance, plus three other members from separate agencies.

REPORTING

The Group is accountable to, and will make recommendations to, Safer Cumbria - Community Safety Group and the Cumbria Housing Group.

For the use of the COMF Funding – this Board will report to the Health Protection Board as required.

It is recognised that there will be many organisations and funding streams supporting this work and the Programme Board will provide updates to support governance requirements associated with these.

DECISION MAKING

Decision will be made by consensus but if voting is required, decisions will be made by simple majority vote of all members present at any given meeting. It is recognised that, due to the partnership nature of the Board, that decisions, especially those that require commitment of resources, may have to be approved through the internal governance process of individual organisations.

MEETING ARRANGEMENTS

Frequency of meetings – Teams meetings every two months

Meeting Structure

In addition to the formal meetings of the Changing Futures Partnership Board, we will have alternative mechanisms in place for effective consideration of operational proposals and engagement with the full range of partners and stakeholders. Different types of meetings will be held – which will happen in the following formats:

- ***Changing Future Partnership Board***– Formal meeting providing interface with reporting mechanisms. Consideration of Action plan to deliver priorities. Co-ordination of multiagency activity. Oversight of task and finish groups.
- ***Task and Finish Groups*** – Small groups set up to consider specific issues and to produce recommendations for adoption by the Board
- ***Developments Sessions*** –Deep dive sessions to focus on single area for action and provide mechanisms for wider engagement with stakeholders around a specific issue.