

Progress on multiple needs and exclusions

An update on *Turning the Tide: A vision paper for multiple needs and exclusions* following the launch of the government's Social Justice Strategy



Making Every Adult Matter (MEAM) is a coalition of four national charities – Clinks, DrugScope, Homeless Link and Mind – formed to influence policy and services for adults facing multiple needs and exclusions. Together the charities represent over 1,600 frontline organisations working in the criminal justice, drug treatment, homelessness and mental health sectors.

Revolving Doors Agency is a charity working across England to change systems and improve services for people with multiple problems, including poor mental health, who are in repeat contact with the criminal justice system.

Introduction

In September 2011 Making Every Adult Matter and Revolving Doors Agency published *Turning the Tide: a vision paper for multiple needs and exclusions*. This document was developed because of our shared concern that across the country a small group of individuals live chaotic lives and face poor life chances, as a result of multiple needs and ineffective contact with services.

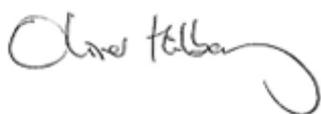
Turning the Tide outlined a simple vision: that in every local area people experiencing multiple needs are supported by effective, coordinated services and empowered to tackle their problems, reach their full potential and contribute to their communities. It called for the government to create an environment where coordinated services are the norm and set out the five building blocks needed for this new approach.

At the launch of *Turning the Tide*, Oliver Letwin MP spoke about the work of the Social Justice Cabinet Committee, the government's commitment to coordinated support for families and that government could now consider a similar approach for individuals.

With this in mind, we liaised with government as it developed and published its Social Justice Strategy, *Social Justice: transforming lives*. We are pleased that the Strategy builds upon the government's previous commitment to families by setting out a new approach for preventing multiple disadvantage among individuals and by providing disadvantaged adults with an opportunity for a second chance in life.¹

Now, three months on from the publication of *Social Justice: transforming lives*, we have an opportunity to revisit the recommendations in *Turning the Tide* and consider the government's progress to date.

This briefing is arranged using the five building blocks outlined in *Turning the Tide*. Each section explores what was said in *Turning the Tide*; what was said in the Social Justice Strategy and what we believe our organisations, central government and local areas should focus on next. Subject to funding considerations and a rapidly changing policy environment, this briefing builds a foundation for our future influencing work in this area. Most importantly, it examines how central and local government, our partners and our members can work together to better support the most excluded individuals in our society.



Oliver Hilbery
Project Director
Making Every Adult Matter



Dominic Williamson
Chief Executive
Revolving Doors Agency

¹ *Social Justice: transforming lives*, Paragraph 173

Building block 1: Communicating a clear message that tackling multiple needs and exclusions is a government priority

What did *Turning the Tide* say?

Turning the Tide identified that at the time of publication there had been no clear or consistent message from government about the importance of tackling multiple needs and exclusions.

It argued that a clear message was central to creating an environment where coordinated services are the norm. It emphasised that with a strong message from central government local leaders can be empowered and enabled to create local change.

In particular, *Turning the Tide* noted that the issue of multiple needs had not yet been given a comprehensive cross-departmental emphasis in policymaking. It recommended that:

- The government should develop a top-level, cross-departmental strategy, which draws together everything the government is doing to tackle multiple needs and exclusions.
- Local leaders should take up this message, leading action in their areas

What did *Social Justice: transforming lives* say?

Social Justice: transforming lives provides a clear message that the government is committed to tackling multiple disadvantage among individual adults. As recommended in *Turning the Tide*, this is a top-level strategy that recognises the subset of people facing multiple needs and exclusions and that better coordinated services will improve outcomes for this group.²

“We know that co-ordinated, outcome-focused support delivers better results for a person’s life changes in the long term. And co-ordinating the way support is funded and delivered can result in significantly improved value for money – ensuring that more money is available to directly benefit those who need it whilst potentially reducing costs to the tax payer.” Paragraph 226

With this clear message, we are pleased to see that the Strategy recognises the essential role that local areas have in supporting individuals experiencing multiple needs and exclusions.³

“We recognise that more can be done to support those who are least well served by current approaches. Through this strategy and the work that follows, we want to encourage local areas to design and commission interventions that are better coordinated and that deliver multiple outcomes.” Paragraph 227

The Social Justice Strategy marks progress on the government’s on-going commitment to support ‘troubled families’. However, the Strategy launch and the subsequent media attention gave greater emphasis to early intervention, children and families and it will be important to maintain a focus on individual adults going forward.

² For further discussion on the difference between multiple disadvantage and multiple needs and exclusions please see page 4.

³ Local leadership and accountability are discussed further in this briefing under building block 3: *Creating accountability, leadership and transparency*.

As emphasised in *Turning the Tide*, a commitment to support individuals must be followed by an action-orientated, cross-departmental action plan which transcends traditional policy silos. While the Strategy discusses a range of departmental policies, a delivery plan specifically for multiple needs and exclusions would help to articulate how these will link together to tackle inter-related issues and support better coordinated services at the local level.

Next Steps

1. We will monitor the government's commitment to improving outcomes for individuals facing multiple needs and exclusions. We would welcome a speech from the Prime Minister that reiterates the commitments within the Strategy for coordinated support for individual adults. This could build on his commitment to 'troubled families'⁴ and help drive social justice in local areas.
2. In March 2013 the Department for Work and Pensions is due to report on the progress made since the publication of *Social Justice: transforming lives*.⁵ In advance of this we would like the government to publish a delivery plan, to outline their plans for supporting local areas to tackle multiple needs and exclusions among individual adults. This could include some of the next steps referenced later in the briefing.
3. We will use the Social Justice Strategy to encourage local leaders to examine how services are delivered in their own area, consider ways to improve coordination and make a clear commitment that tackling multiple needs and exclusions is a priority in their area.

⁴ Troubled Families speech 15 Thursday December

<http://www.number10.gov.uk/news/troubled-families-speech/>

⁵ Department for Work and Pensions (2012) *Business Plan 2012-2015*

<http://www.number10.gov.uk/wp-content/uploads/2012/05/DWP-2012-Business-Plan.pdf>

Building block 2: Defining and identifying people experiencing multiple needs and exclusions

What did *Turning the Tide* Say?

The Vision Paper identified that without a consistent definition of multiple needs and exclusions it becomes difficult for local leaders to identify this group, effectively measure outcomes and build a strong evidence base for action. It defined multiple needs and exclusions as: individuals facing multiple problems, who have ineffective contact with services and who as a result, live chaotic lives.

Importantly, *Turning the Tide* highlighted that there is no clear, nationally agreed definition of multiple needs and exclusions. Previously, the government has identified 5.3 million individuals as multiply disadvantaged. People facing multiple needs are a subset of this group, identified using the criteria outlined above. We estimate that there are 60,000 people facing multiple needs at any one time. *Turning the Tide* recommended that:

- The government should define multiple needs and exclusions as a subset of the larger population facing ‘multiple disadvantage’
- The government should support local leaders to identify this group using methodologies with a level of national consistency.

What did *Social Justice: transforming lives* say?

We are pleased that the Strategy recognises individuals facing multiple needs and exclusions as a subset of the larger five million multiply disadvantaged adult population.⁶ The inclusion of a clear definition of the 60,000 individuals facing multiple needs and exclusions, as defined in *Turning the Tide*, is a crucial step towards improving the local identification of this group.

However, while the Strategy sets out an initial distinction between multiply disadvantaged adults and individuals experiencing multiple needs and exclusions, it subsequently uses the terms interchangeably. This does not acknowledge the different support needs of each group.

Even with a clear definition, local areas will need guidance on how to identify individuals facing multiple needs and exclusions. The Strategy does not discuss any options for methodologies that local areas could apply to ensure a level of national consistency. Examples suggested in *Turning the Tide* include the New Directions Team Assessment⁷ or an analysis of local service use for patterns indicative of multiple needs. The identification method used within the troubled families financial framework⁸ may also provide learning for the identification of this group.

⁶ *Social Justice: transforming lives*, Paragraph 180

⁷ The NDT Assessment framework was developed by South West London and St George’s Mental Health Trust and its partners as part of the Merton Adults Facing Chronic Exclusion pilot and uses a set of behavioural indicators to define individuals facing multiple needs and exclusions. A copy of the NDT Assessment questions is available at <http://www.meam.org.uk/wp-content/uploads/2010/05/NDT-Assessment-process-summary-April-2008.pdf>. Any area using the NDT Assessment framework in full or in part must acknowledge copyright to the South West London and St George’s Mental Health Trust.

⁸ Department Communities and Local Government (2012) *Financial Framework for the Troubled Families programme’s payment-by-results scheme for local authorities*.
<http://www.communities.gov.uk/documents/communities/pdf/2117840.pdf>

Next Steps

- We will seek to work with the government and other research partners to develop guidance on nationally recognised methodologies that local areas can use to identify people facing multiple needs and exclusions. In the interim, local areas should not hesitate to develop and share their own identification methods for this group.

Building block 3: Creating accountability, leadership and transparency

What did *Turning the Tide* say?

As the third building block for a new approach, *Turning the Tide* discussed the need to improve accountability, leadership and transparency for this group. Individuals experiencing multiple needs and exclusions are often excluded from existing frameworks that would ordinarily ensure the level of coordinated support they need. For example, adults in this group are often omitted from statutory social care because local teams traditionally targeted at age, disability and mental health see these individuals as the responsibility of someone else.

Turning the Tide highlighted concerns that no one person or agency locally or nationally is currently responsible for individuals facing multiple needs and exclusions. There is no clarity as to who is responsible for this group as their needs can cross a number of organisational remits. This allows for unchallenged victimisation, neglect and premature death. *Turning the Tide* recommended that:

- Specific roles should be nominated in local areas and national government to be responsible for this group and accountable for the provision of effective support
- Individuals facing multiple needs and exclusions should be explicitly brought into existing coordination frameworks - such as Community Care Assessments and the safeguarding process - or suitable alternatives should be put in place.

What did *Social Justice: transforming lives* say?

The Social Justice Strategy underlines a lack of accountability for this group and identifies it as a barrier to delivering coordinated services. While it does not go as far as to nominate *who* should be accountable for this group, the publication of the Strategy signifies initial leadership on the issue from the Social Justice Cabinet Committee.

“Because a range of services is needed to tackle these complex issues there is a risk that people fall through gaps between different agencies – whether it be the local housing office, Jobcentre Plus or the local health services – with no single party responsible for making sure they are working together. And the problems they face can make it difficult for them to make those links themselves and access the support they need.” Paragraph 24

It also recognises that *“central government is only one part of the broader partnership needed to make Social Justice a reality.”* The Strategy deliberately states its expectation that local leaders will play a key role in developing and delivering a new approach for tackling multiple disadvantages:

“Through this strategy, the Government is signalling its strong support for collaborative work and our intention to ensure local leaders can support and champion innovative delivery approaches focused on tackling multiple disadvantages.” Paragraph 235

While the Strategy identifies that no single party is responsible for this group,⁹ it does not address who should be accountable. It states that *“Health and Wellbeing boards will help drive better co-ordination of services at a local level for families and individuals with multiple needs”* but it does not suggest that full accountability for this group could be located there. Emphasising local leadership is

⁹ *Social Justice: transforming lives* Paragraph 24

significant but as *Turning the Tide suggests*, local action will be slow without first formalising accountability structures for this group.

Next Steps

- We welcome the leadership on this issue from the Social Justice Cabinet Committee and we will seek to work with them to drive increased accountability, leadership and transparency for the outcomes of individuals experiencing multiple needs and exclusions.
- We recognise that improving accountability for this group is not a simple step. To inform future considerations of this issue we will commission (funding dependant) a think-piece on what options are available to improve and formalise local accountability. We will link this research to a roundtable discussion attended by key stakeholders and to the government's current review of adult social care legislation.
- We will continue to monitor the implementation of Health and Wellbeing Boards and consider the extent to which they improve leadership, accountability and transparency for individuals facing multiple needs. We are particularly interested in the government's Inclusion Health agenda and how it will influence Health and Wellbeing Boards to improve outcomes for this group as well as other marginalised groups such as Gypsies and Travellers, homeless people and street sex workers.¹⁰

¹⁰ Inclusion Health: improving primary care for socially excluded people (2010)
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_114067

Building block 4: Making outcomes and commissioning work for this group

What did *Turning the Tide* say?

Turning the Tide highlighted that current outcomes and commissioning structures do not work for individuals experiencing multiple needs and exclusions. While many government departments are in favour of joint-working, departmental remits and responsibilities often take precedence over collaboration. Consequently, this pushes local commissioners to focus on a narrow range of outcomes rather than joint-commissioning for interconnected issues.

Turning the Tide emphasised that commissioning structures must be flexible for this group. It recommended that:

- The government should set out a cross-government outcomes framework for people facing multiple needs, which outlines how all relevant departments will be expected to contribute.
- Local commissioners should ensure that frontline services focus on these agreed outcomes through high quality joint-commissioning processes

What did *Social Justice: transforming lives* say?

Chapter 5, *Delivering Social Justice*, shows that the government is seeking to adapt the outcomes and commissioning environment to better support the delivery of services for people facing multiple needs and exclusions.

“Crucially, we also call on local leaders throughout the country to consider what more they can do to embed the principles of this strategy in a way they fund and commission services” Paragraph 29

“...we want to encourage local areas to design and commission interventions that are better coordinated and that deliver multiple outcomes.” Paragraph 227

While the Social Justice Strategy sets out an ethos for a new approach, the development of an outcomes framework for multiple needs remains important. Without this, local areas may continue to commission services unsuitable for this group and in other areas it will be difficult to measure success.

As outlined in *Turning the Tide*, work around payment by results may help facilitate the development of a cross-government outcomes framework, but there are issues around implementation that must first be addressed. Payment by results is discussed in this briefing in the section on building block 5: *Getting the finances right in local areas*.

Next Steps

- The development of a cross-government outcomes framework for multiple needs and exclusions will be a complex project. As an initial step (funding dependant) we will review current outcome frameworks – in particular for troubled families, reoffending, substance misuse and mental health – and use this to work with government to further progress this agenda.

Building block 5: Getting the finances right in local areas

What did *Turning the Tide* say?

The final building block of *Turning the Tide* explained the difficulty of persuading local agencies and commissioners to work together without first *getting the finances right in local areas*. It identified three financial barriers that make it difficult to improve outcomes for this group.

1. People facing multiple needs require help from a wide range of services funded by separate budgets.
2. A small number of individuals in every community face multiple needs and exclusions whereas services often focus on wider groups.
3. As individuals become less excluded they use services differently. For instance an individual may use emergency health care less while seeking drug treatment, thereby shifting the support cost (and associated savings) from one budget to another.

Turning the Tide raised concerns that there are few financial mechanisms to incentivise areas as a whole to better coordinate services for those facing multiple needs and exclusions. *Turning the Tide* recommended that:

- The government should develop new 'area level' economic arrangements to incentivise sustainable solutions for tackling multiple needs.

What did *Social Justice: transforming lives* say?

The Social Justice Strategy and *Turning the Tide* identify similar financial strategies to encourage more joined-up service provision. The Strategy briefly discusses payment by results and Community Budgets as two possible financial mechanisms to improve service delivery for groups facing multiple disadvantages:

"Payment by results incentivises providers to focus on solutions. These solutions will often rely on developing new approaches based on partnership working with local agencies, the voluntary and community sector and mutuals." Paragraph 239

"Community and Neighbourhood Budgets are allowing local redesign of services and the pooling of budgets across organisational boundaries to address local priorities and improve services, particularly in communities with complex needs." Paragraph 243

While we agree that each of these could encourage greater innovation and the commissioning of more coordinated services, further work is required to ensure that these financial structures will benefit people experiencing multiple needs and exclusions.

Community budgets could potentially improve outcomes for this group by freeing up local services to provide personalised support beyond the constraints of organisational budgets and remits. However, Community Budgets are still in an early stage of development and it is not yet clear what impact they could have. Though the first round of Community Budgets focused on families with multiple problems, there has been no progress on a similar financial structure for individual adults.

As the Strategy notes, payment by results also has potential to incentivise more coordinated support for this group.¹¹ Currently there are a number of payments by results pilots intended to deliver positive outcomes for reoffending, substance misuse, mental ill health and troubled families, all of which present both benefits and drawbacks to service delivery. To improve the outcomes for individuals facing multiple needs and exclusions more widely, further work is needed on an outcomes framework that transcends these silos as discussed in the previous section.

Next Steps

- We will work with government to investigate the feasibility of using a pooled or Community Budget to improve service provision for individuals experiencing multiple needs and exclusions, in a specific local area.

¹¹ *Social Justice: transforming lives* Paragraph 238, 239.

Conclusion

The Social Justice Strategy includes a commitment from government to improve outcomes for the most disadvantaged individuals in our society. This outward commitment represents progress towards the first of the building blocks in *Turning the Tide*.

However, an initial commitment is only the first step. Like the cross-departmental Social Justice Cabinet Committee, we believe that more can be done by government, local leaders and frontline services to support individuals experiencing multiple needs and exclusions.¹²

Collectively, we must now consider the detail of what needs to be done to implement and deliver the ambitions laid out in the Social Justice Strategy. How will the Strategy help local areas to identify people facing multiple needs and exclusions? How can it actively promote coordinated, personalised support on the ground? How can local leaders be made more accountable for this group? And how can commissioning and financial arrangements be developed to support better service provision?

The starting points for answering these questions are contained within the next steps outlined in this document. This briefing signals our commitment to support partners at the national and local level to progress the social justice agenda and ultimately to deliver better outcomes for people facing multiple needs and exclusions.

¹² *Social Justice: transforming lives* Paragraph 227

Progress on multiple needs and exclusions: next steps

Building block 1: Communicating a clear message that tackling multiple needs and exclusions is a government priority

1. We will monitor the government's commitment to improving outcomes for individuals facing multiple needs and exclusions. We would welcome a speech from the Prime Minister that reiterates the commitments within the Strategy for coordinated support for individual adults. This could build on his commitment to 'troubled families' and help drive social justice in local areas.
2. In March 2013 the Department for Work and Pensions is due to report on the progress made since the publication of *Social Justice: transforming lives*. In advance of this we would like the government to publish a delivery plan, to outline their plans for supporting local areas to tackle multiple needs and exclusions among individual adults. This could include some of the next steps referenced later in the briefing.
3. We will use the Social Justice Strategy to encourage local leaders to examine how services are delivered in their own area, consider ways to improve coordination and make a clear commitment that tackling multiple needs and exclusions is a priority in their area.

Building block 2: Defining and identifying people experiencing multiple needs and exclusions

4. We will seek to work with the government and other research partners to develop guidance on nationally recognised methodologies that local areas can use to identify people facing multiple needs and exclusions. In the interim, local areas should not hesitate to develop and share their own identification methods for this group.

Building block 3: Creating accountability, leadership and transparency

5. We welcome the leadership on this issue from the Social Justice Cabinet Committee and we will seek to work with them to drive increased accountability, leadership and transparency for the outcomes of individuals experiencing multiple needs and exclusions.
6. We recognise that improving accountability for this group is not a simple step. To inform future considerations of this issue we will commission (funding dependant) a think-piece on what options are available to improve and formalise local accountability. We will link this research to a roundtable discussion attended by key stakeholders and to the government's current review of adult social care legislation.
7. We will continue to monitor the implementation of Health and Wellbeing Boards and consider the extent to which they improve leadership, accountability and transparency for individuals facing multiple needs. We are particularly interested in the government's Inclusion Health agenda and how it will influence Health and Wellbeing Boards to improve outcomes for this group as well as other marginalised groups such as Gypsies and Travellers, homeless people and street sex workers.

Building block 4: Making outcomes and commissioning work for this group

8. The development of a cross-government outcomes framework for multiple needs and exclusions will be a complex project. As an initial step (funding dependant) we will review current outcome frameworks – in particular for troubled families, reoffending, substance misuse and mental health – and use this to work with government to further progress this agenda.

Building block 5: Getting the finances right in local areas

9. We will work with government to investigate the feasibility of using a pooled or Community Budget to improve service provision for individuals experiencing multiple needs and exclusions, in a specific local area.