

SIMPLE CHANGE

FOR TROUBLED LIVES

Five actions for effective help

May 2015

ACTION:



FOR TROUBLED LIVES
five actions for effective help

A TROUBLED LIVES STRATEGY: IT'S TIME TO ACT



Mental ill-health, problematic substance misuse, repeat offending and homelessness would each challenge any of us: for the estimated 60,000 people in England whose lives are troubled by three or more of these experiences they amount to multiple and complex needs. The cost to those affected, and the communities in which they live, is high.

The time has come to meet this challenge and reduce the cost of troubled lives. To do so requires coordinated policy, implemented with commitment and determination. Fortunately there is now a secure evidence base to inform what needs to be done. Excellent research studies have recently been published; successful pilot programmes have taken place, and proven templates exist for a national strategy.

With the evidence in, now is the time for action. So the reference to a *Troubled Lives* programme in the 2014 Autumn Statement was encouraging. A more detailed statement in the March 2015 Budget confirmed the government's aspiration to improve the help offered to people with multiple and complex needs. The opposition's endorsement of a report containing a similar proposal leads me to hope and believe there is now cross-party agreement on this.

However, as demonstrated in the pages to come, a *Troubled Lives* programme is not sufficient to tackle the various dimensions of this problem on its own. To reduce the need for a special programme in the future, a **Troubled Lives Strategy** is needed. Framework's proposals in *Simple Change for Troubled Lives: Five Actions for Effective Help* are the key components around which to build it.

The **Five Actions** have arisen from our front-line experience of what works: they are our informed and action-focused response to the emerging agenda. Their impact is complementary and cumulative; they are not a menu of options from which to choose. We describe them as simple because they build on existing policy and practice.

The growing interest in this issue is welcome, as are the important commitments that have been made. We ask the Government and its advisers to adopt the Five Actions proposed here as the basis for a strategy to deliver simple change for troubled lives. We urge all MPs to support these proposals: help for people living troubled lives should not be a party-political issue. Finally we encourage concerned members of the public to continue pressing their MP and the Government for the effective action outlined here.

Adoption and implementation of a **Troubled Lives Strategy** by the new government would be a major step in public service reform. A wealth of supporting evidence, expert knowledge and practical skills is available for it to draw upon. I hope that 2015 will be the year in which we begin acting decisively together to help people living troubled lives.

Andrew Redfern
CHIEF EXECUTIVE
FRAMEWORK



**SIMPLE
CHANGE**

**FOR TROUBLED
LIVES** five actions for
effective help

AIM

To secure cross-party agreement on effective action to help people living ***Troubled Lives*** due to multiple and complex needs.

We define this group as those with two or more of the following characteristics:

- **MENTAL ILL HEALTH**
- **PROBLEMATIC SUBSTANCE MISUSE**
- **REPEAT OFFENDING**
- **HOMELESSNESS AND ROUGH SLEEPING**

Robust evidence shows there are more than two hundred and twenty thousand (220,000) people in England who experience two or more of the above. Around sixty thousand (60,000) of these individuals have three or all four characteristics. Most have also experienced multiple deprivations leaving them very vulnerable. This paper by Framework argues for ***Five Actions*** that can help turn around these troubled lives. All five require central policy direction.

WHO IS REQUESTING THIS HELP?

Framework is a specialist charity and housing association in the East Midlands that provides housing, support, treatment, training and resettlement services for more than 11,000 vulnerable and excluded people every year. Our website (www.frameworkha.org) has case studies of individuals who have agreed to tell their stories and more can be found at the dedicated website www.fiveactions.org. The **Five Actions** proposed here arise directly from our experience of working with these and many other people.

WHO IS BEING ASKED TO HELP?

Our request is initially to central Government. The 2014 Autumn Statement and 2015 Budget made commitments to better support and more integrated services for people living troubled lives due to multiple and complex needs. This priority is shared by all the main parties. The **Five Actions** are relatively simple. They will succeed as the foundations of a new policy position with an accompanying strategy for local implementation.

WHAT IS GOVERNMENT BEING ASKED TO DO?

We are asking the incoming government to take these **Five Actions**:

- 1 Support people** with multiple and complex needs using tried and tested solutions a – *Troubled Lives* programme
- 2 Amend the rules** on access to social and health care to stop excluding this group – the Guidance to the Care Act must be explicit about their inclusion
- 3 Invest in specialist housing** for those who need it – by designating part of the Homes and Communities Agency’s existing capital programme
- 4 Make welfare work** for people living troubled lives – a **Work Programme Plus**
- 5 Join up policy** where it affects people living troubled lives.

A TROUBLED LIVES PROGRAMME IS URGENT AND NECESSARY, BUT IS INSUFFICIENT ON ITS OWN. IT WILL SUCCEED ONLY AS PART OF A STRATEGY WITH THE OTHER FOUR ACTIONS OUTLINED ABOVE.

WHAT SHOULD HAPPEN - THE FIVE ACTIONS

These **Five Actions** will bring strategic direction and focus to the role of government in helping people who live severely troubled lives. The ideas are not new – they build on experience of what works and will save public money. Their cost is less than the existing and future cost of continuing failure in this area of policy.

In his foreword to a report from the Ministerial Working Group on Homelessness (March 2015), Kris Hopkins MP (Parliamentary Under Secretary at the DCLG) describes a group who are:

...beyond the reach of mainstream services because they face complex and overlapping problems with alcohol, drugs, mental health or an offending history. Without the right specialist support, these people are at risk of ending up on the streets, or returning again and again to temporary accommodation, prison or emergency health services.

'And the consequences can be severe. As well as the human cost, there's also a financial one, through the chaotic use of our health services and frequent and repeat interaction with the criminal justice system.'

The recognition by Government that this problem carries serious human and financial costs is very welcome. Adopting a recommendation by the Challenge Panel of the Public Service Transformation Network (PSTN), the 2014 Autumn Statement said:

Further integration of services will be delivered by developing and extending the principles underpinning the Troubled Families programme approach to other groups of people with multiple needs.'

Developing this in the 2015 Budget, the Treasury said it was assessing the scope:

...to reduce the estimated £4.3bn spent because of a failure to support troubled individuals struggling with homelessness, addiction and mental health problems...'

Also explicit on the need for a *Troubled Lives* programme is the 'The Condition of Britain' Report by the Institute for Public Policy Research (IPPR) that Ed Miliband endorsed in June 2014.

Cross-party support presents a unique opportunity for a long-term strategy to replace the periodic and localised initiatives that have characterised this area of policy until now. Scope does indeed exist to reduce expenditure while improving the lives of people with multiple and complex needs – but only with a determined and directed strategic approach.

The proposed *Troubled Lives* programme cannot deliver the systemic change needed to achieve these ambitious outcomes on its own, but it will be an important catalyst for the concerted national and local activity that is required – a **Troubled Lives Strategy**.

ACTION:

TROUBLED FAMILIES AND TROUBLED LIVES

The Troubled Families Programme is an example of how public services can be improved and made more cost-effective. Over three years from 2011 it reached 110,000 families, 53,000 of which are described as being ‘turned around’ in that period. Eligibility for the programme is defined by the number of presenting issues. The measured outcomes focus on pathways to work, school attendance and reductions in crime and anti-social behaviour.

Under Louise Casey’s leadership the Troubled Families Programme is regarded by government and others as very successful – it will now be expanded.

So far, estimated savings of around £1.2 billion have arisen from the Troubled Families programme; this is two and a half times its cost to the exchequer. The savings/cost ratio is remarkably similar to that found by Cap Gemini’s appraisal of Supporting People. It appears that the joining up of public services can pay both social and financial dividends. This is part of the rationale for a new *Troubled Lives* programme as presented by the IPPR, the PSTN Challenge Panel, and now by HM Government.

There are similarities between the families targeted by the current programme and the individuals on whom a *Troubled Lives* programme would focus – not least in their ability to reduce the burden on the public purse. There are also some important differences. By comparison, the individuals are more likely:

- to have chronic physical and/or mental health problems
- to be chaotic substance misusers or street drinkers
- to be homeless and in some cases to sleep rough
- to have been institutionalised (for instance in hospital or prison).

Individuals with multiple and complex needs also tend to be excluded from the appropriate use of mainstream public services. Their profile doesn’t fit the established needs categories, effectively allowing commissioners and providers to define them out of existence – at least in terms of eligibility for housing, support and care. A *Troubled Lives* programme can tackle the consequences in 60,000 extreme cases, but it won’t solve the underlying problem. For this to happen it must form part of wider, joined up strategy.

THE FIVE ACTIONS AS A TROUBLED LIVES STRATEGY: HOW THEY LINK TOGETHER

The power of the **Five Actions** as key components of a **Troubled Lives Strategy** is in the linkages between them. We envisage a *Troubled Lives* programme (Action One) initially targeting everyone with three or all four of the defining characteristics listed on page four. The number of these people is currently estimated at 60,000 – the aim of the Strategy should be to reduce this figure to as near zero as possible by 2025.

To achieve this, the programme will need to be accompanied by wraparound actions. As well as maintaining support for those leaving the *Troubled Lives* programme, these actions will prevent at least 160,000 others with two or more of the defining characteristics from acquiring more. The Care Act entitles these individuals to a full assessment of their needs on the same basis as everyone else. The Guidance to the Act must be explicit about this (Action Two).

Some of those assessed as needing support or care will also need accommodation. We propose that capital (Action Three) and revenue (Action Five) be designated for the provision and management of housing that is suitable for them. We also propose a fourth Action – ‘Work Programme Plus’ – to encourage their meaningful occupation, avoiding disruptive sanctions and leading wherever possible to paid work.

FIVE ACTIONS: THE RATIONALE FOR EACH...

FIRST ACTION

SUPPORT PEOPLE LIVING TROUBLED LIVES USING TRIED AND TESTED SOLUTIONS

This is the *Troubled Lives* programme proposed by the Public Service Transformation Challenge Panel (*Bolder, Braver, Better*, 2014) and the Institute for Public Policy Research (*The Condition of Britain*, 2014) referred to in the 2014 Autumn Statement and described in the 2015 Budget.

We propose that it should **initially** target people with three or more of:

- MENTAL ILL HEALTH
- PROBLEMATIC SUBSTANCE MISUSE
- REPEAT OFFENDING
- HOMELESSNESS AND ROUGH SLEEPING

It is recognised that some people may have complex needs for other reasons – for instance as a victim of abuse, domestic violence or poor institutional care. The eligibility criteria for *Troubled Lives* should be subject to regular review.

The DCLG's Troubled Families Programme and the Big Lottery Fund's Fulfilling Lives are both good models of effective intervention. We propose that central Government should draw on these to design a new *Troubled Lives* programme. It would target those individuals in the greatest need of support – around 60,000 people identified by recent research.

THE RATIONALE FOR ACTION ONE is that this group of people need assertive, intensive and personalised interventions to transform their lives. This is best delivered by local partnerships with a single accountable body. Every service user would have a named key worker who would receive referrals, check

eligibility and carry out a comprehensive needs and risk assessment. This would inform a Personalised Plan for stability, aspiration, learning and occupation, comprising:

- emergency health interventions, specialist support and social care as needed
- a suitable accommodation and resettlement pathway
- a realistic daily routine with gradually rising expectations
- education and training towards meaningful occupation or paid employment
- reconnection (where appropriate) with family and friends.

THE ESTIMATED COST of the *Troubled Lives* programme would be £500 million per annum from central government, falling to half this figure over a ten year period. We propose that five 'sponsor' departments – DCLG,

Department for Work and Pensions (DWP), Department of Health (DoH), Ministry of Justice (MoJ) and Cabinet Office – be asked to contribute to this. Local authorities and their partner providers should be incentivised for match funding, budget integration and outcome delivery.

- ii) Those with two or more of the defining characteristics (and those with other multiple and complex needs) should be assisted so they do not require a *Troubled Lives* programme in the future.
- iii) Implementation of the other four Actions should allow the eventual winding down of the *Troubled Lives* programme.

THE LINKAGES TO THE OTHER FOUR ACTIONS

are that:

- i) People exiting *Troubled Lives* will need ongoing support and challenge from mainstream housing, support, and employment services

I COULD HAVE BEEN BETTER HELPED IF MY PROBLEM HAD BEEN RECOGNISED EARLIER.

IT'S NOT JUST ALCOHOL THAT'S A PROBLEM – IT COULD BE FOUR OR FIVE DIFFERENT ISSUES: YOU ARE DEALING WITH THE DRINK, WITH MENTAL HEALTH, WITH PHYSICAL HEALTH, WITH HOMELESSNESS. THERE'S THAT MANY THINGS YOU'LL BE GOING EVERYWHERE, EVERYWHERE, EVERYWHERE. SO YOU NEED A SINGLE POINT OF CONTACT TO GIVE YOU THE SUPPORT YOU NEED. **STUART.**



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SECOND ACTION

2

AMEND THE RULES ON ACCESS TO SOCIAL AND HEALTH CARE TO STOP EXCLUDING THIS GROUP

The Care Act became effective on 1st April 2015. It creates a single, consistent route to establish entitlement to public care and/or support. Local authorities are required to assess the needs of any adult who appears to need these services and to ensure their provision in cases where the eligibility criteria are met.

The eligibility criteria are that the adult's needs must arise from (or be related to) a physical or mental impairment or illness, as a result of which they are unable to achieve **two or more** of the following:

- a) managing and maintaining nutrition
- b) maintaining personal hygiene
- c) managing toilet needs
- d) being appropriately clothed
- e) being able to make use of the home safely
- f) maintaining a habitable home environment
- g) developing and maintaining family or other personal relationships
- h) accessing and engaging in work, training, education or volunteering
- i) making use of necessary facilities or services in the local community
- j) carrying out any caring responsibilities the adult has for a child.

If this has a significant impact on the adult's wellbeing then s/he is eligible for local authority support or care. Separate criteria determine how it is funded.

THE RATIONALE FOR ACTION TWO is that homeless people and others with multiple and complex needs still find themselves excluded from the assessment process that is the gateway to help. This unfair discrimination has no rational basis.

On the face of it the criteria leave no room for doubt that many of these people do qualify for public support. The number of the above outcomes that they can't achieve without help is frequently more than two – sometimes five, six or more.

Homeless Link and others (*The Care Act, Personalisation and the New Eligibility Regulations, February 2015*) state that the new regulations 'potentially open the door' to previously excluded groups. This is not enough. The Statutory Guidance to the Care Act needs amendment to confirm that people with multiple and complex needs qualify for full assessment on the same basis as everyone else.

THE ESTIMATED COST of changing the guidance depends on whether government increases social care allocations to local authorities to accommodate a relatively small

increase in demand. We argue that this is a matter of equality – fair access to care within whatever budget is set.

THE LINKAGES TO THE OTHER ACTIONS

are that:

i) Access to support and care for a wider range of individuals will complement the narrower focus of a *Troubled Lives* programme.

- ii) This Action promotes integration in mainstream services and has a preventative effect – reducing the need for special interventions in the future.
- iii) It dovetails with the Third Action for those who need support in their homes.

IT WAS VERY RARE TO SEE THE SAME PERSON TWICE: YOU ARE EXPLAINING YOUR STORY TO MANY, MANY, MANY PEOPLE.

I EITHER WOULDN'T SCORE ENOUGH ON THEIR TABLE OF HOW ALCOHOLIC I WAS; OR I DIDN'T HAVE ENOUGH ISSUES FOR THAT SERVICE TO HELP ME. THERE ARE A LOT OF PEOPLE WHO I KNOW OF PERSONALLY WHO HAVE DIED ON THE STREETS NEVER HAVING ACCESSED ANY KIND OF HELP. ♣ **MANDI.**



THIRD ACTION

3

INVEST IN SPECIALIST HOUSING FOR THOSE WHO NEED IT

People with multiple and complex needs face a disproportionate risk of homelessness. They also find it difficult to obtain suitable housing. The barriers include low supply/ high cost, the prioritisation of other groups and landlords' reluctance to take risks when allocating tenancies. Yet decent homes are a cornerstone of public health strategy. The Building Research Establishment has estimated that poor housing costs the NHS at least £600 million per annum.

Specialist supported housing is chronically underfunded, but essential in enabling some people with support needs to live in the community. Until the 1990s, the Housing Corporation ran a capital budget for 'special needs' housing. Grant rates then began to fall and the separate provision eventually disappeared. Ongoing lack of investment now affects the supply and the quality of the stock that remains.

The DCLG and the Homes and Communities Agency (HCA) are asked to designate at least 10% of the Affordable Homes Programme (AHP) for supported and move-on housing. The Department of Health is asked to extend the remit of the Care & Support Specialised Housing Fund (which currently mirrors statutory priorities as they existed prior to the Care Act) to include people with multiple and complex needs and integrate it with the Homelessness Change Programme (HCP).

THE RATIONALE FOR ACTION THREE

is that it is hard to stabilise a troubled life

without somewhere safe and secure to live. Homelessness can have a severe impact on people with multiple and complex needs. Rough sleepers in particular tend to experience a worsening of their health problems and an increase in the number and complexity of needs. Suitable housing is an essential component of an effective **Troubled Lives Strategy**.

Options are needed to personalise the housing offer and integrate it with support and care. The spectrum includes emergency accommodation, specialist supported housing and move-on homes. Recent initiatives where healthcare is commissioned in housing rather than clinical settings have also proved effective. An innovative approach would be to reconfigure, upgrade and refurbish existing provision and complement it with new (primarily self-contained) stock. Supply and demand can be reconciled by allocating specialist housing to those in the greatest need and partnering with mainstream landlords to house other client groups.

THE ESTIMATED ADDITIONAL COST

of designating 10% of the Affordable Housing Programme for specialist accommodation and combining or extending the remit of the Care & Support Specialised Housing Fund and the Homelessness Change Programme is around £70 million per annum. This is needed to ensure that the total number of new units is unchanged despite the higher intervention (grant) rates required for specialist housing.

THE LINKAGES TO THE OTHER ACTIONS

are that:

- i) Each *Troubled Lives* programme service user will have a personalised plan that includes suitable accommodation and a resettlement pathway.
- ii) The Statutory Guidance to the Care Act (15.56) already states that housing is 'a crucial component of care and support, as well as a key health-related service'.

WITH SPECIALISED ACCOMMODATION YOU BUILD UP A RELATIONSHIP WITH YOUR MEMBERS OF STAFF.

YOU NEED TO BE ABLE TO TRUST THAT PERSON. IT'S A LONG TERM THING; IT CAN'T BE DONE OVERNIGHT. WE ARE NOT TALKING A MATTER OF WEEKS – IT'S MONTHS AND SOMETIMES YEARS. ACCOMMODATION AND TREATMENT HAVE TO GO HAND IN HAND BECAUSE IF NOT YOU ARE FIGHTING A LOSING BATTLE. **MANDI.**



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FOURTH ACTION

MAKE WELFARE WORK FOR PEOPLE LIVING TROUBLED LIVES

It is unusual for someone with multiple and complex needs to be in full-time paid work. This doesn't prevent them from contributing to the community. Some may be able to sustain a part-time job, others a volunteering role with associated training. The value of these should be affirmed. It is better to do something useful that the market won't pay for, than nothing at all. The aspiration to work should be encouraged and supported by a **Troubled Lives Strategy**.

The public expects the benefit system to offer a safety net for people in need whilst supporting aspiration and discouraging dependency. For people with multiple and complex needs it is better to think of the movement towards greater independence as a journey rather than an event. The benefit system should promote stability through the process. Disruptive interventions are likely to do more harm than good.

The majority of people with multiple and complex needs are in the 'support' category of ESA claimants. This means they don't have to undertake work-related activity or have work-focused interviews, and there is no risk of sanctions. We propose that **Work Programme Plus** (from 2017) should include an additional (fourth) strand for, among others, people with multiple and complex needs:

- Everyone in the ESA support category would be eligible
- Participation would be voluntary, not mandatory, for up to two years

- The emphasis would be on basic skills (eg. literacy, numeracy and IT)
- Positive outcomes would include volunteering, part-time work and formal education.

THE RATIONALE FOR ACTION FOUR is that people with multiple and complex needs have something to contribute to the life of the community. Enabling them to do so enhances their wellbeing and strengthens the networks that may ultimately be able to support a vulnerable person without the need for special interventions.

The possibility of sanctions would only arise on transfer to mainstream ESA or JSA. We propose that *Troubled Lives* keyworkers and Care Act Assessors should be responsible for maintaining contact with Jobcentre Plus. The protocol should be that where a claimant has support or care needs, no disruptive action occurs until a risk management plan has been agreed to limit the possible consequences.

THE ESTIMATED ADDITIONAL COST

of a Work Programme+ fourth strand is around £120 million pa. We propose that it be jointly sponsored by DWP and the Skills Funding Agency. This strand should be procured directly from specialist providers, charities and social enterprises rather than through prime contractors. There should be an element of Payment by Results (PBR) for realistic outcomes including part-time work.

THE LINKAGES TO THE OTHER ACTIONS

are that:

- i) *Troubled Lives* service users will have personalised plans that include education and training towards meaningful occupation and employment.
- ii) The Care Act highlights an increasing trend for people receiving long-term social and health care to remain active in the labour market.
- iii) People with multiple and complex needs can and should be included in this.

I RECOGNISED THAT THERE WAS A NEED TO CHANGE, THAT IT WAS TIME TO CHANGE.

FROM THERE I GOT MYSELF INVOLVED IN VOLUNTEERING. NOW I'M A NIGHT SUPPORT WORKER IN AN ACCOMMODATION SERVICE FOR THE HOMELESS. IT GIVES ME BACK MY SENSE OF SELF-SOVEREIGNTY. I FEEL WORTHY AND OF SOME USE IN SOCIETY AND THAT I FEEL LIKE I'VE GOT A PART TO PLAY. **VINCE.**



FIETH ACTION

5

JOIN UP POLICY WHERE IT AFFECTS PEOPLE LIVING TROUBLED LIVES

The fifth of our proposed actions is our call for cross-party agreement on a new policy direction. The indications are that this already exists – at least in principle. This document invites the main parties to support not just the principle of a *Troubled Lives* programme, but the key components of a ten year **Troubled Lives Strategy**. This is the time horizon that we think is needed to tackle the problem.

A **Troubled Lives Strategy** would change the way central and local government respond to the cross-cutting challenge of multiple and complex needs. The issue touches many areas – housing, social and health care, criminal justice, education and the supply side of the labour market. We do not say that departments are failing to engage with it (they have no choice) but rather that they seem to act in isolation on different and sometimes conflicting priorities. A policy on turning around troubled lives must be joined up in order to succeed.

THE RATIONALE FOR ACTION FIVE

is that some departmental actions can have unforeseen and unintended consequences. A current example is the **Review of Exempt Accommodation** (EA) being undertaken by IPSOS Mori for the DWP. This explores the role of Housing Benefit in helping to meet the revenue cost of supported housing. The demise of Supporting People increases its importance.

Depending on its outcome, the potential

impact of the EA Review has significant implications for several other departments, their agencies and local government. DWP, DCLG, DoH, MoJ and the Cabinet Office should all participate in the EA review. The Homes & Communities Agency and Public Health England should also have an input. So should housing associations, specialist providers and their service users. These include a very wide range of people who live in various types of supported housing – not just people with multiple and complex needs.

Local examples of policies that need to be aligned are housing allocations, the rehabilitation of offenders (Transforming Rehabilitation) and drug & alcohol treatment pathways. The linkages are obvious but the responsible public body is different in each case. It is argued that devolution will promote the integration of services. We agree, but the devil is in the detail. If central government accepts the need for a **Troubled Lives Strategy**, devolution settlements must be explicit about whether and to what extent the responsibility for its delivery is being passed to local level.

THE ESTIMATED COST of joined-up policy is the additional time and resources needed for cross-departmental communication and consultation. The sense of direction and longevity associated with a coherent strategy that has cross-party support would reduce this cost: we believe it is far exceeded by the additional social and financial cost of working in silos.

THE LINKAGES TO THE OTHER ACTIONS

are that:

- i) A *Troubled Lives* programme is very welcome but not enough on its own.
- ii) A **Troubled Lives Strategy** would join up action at national and local level.
- iii) Taken together, the **Five Actions** are the key components of a strategy.
- iv) Responsibility for each must be located clearly in devolution settlements.

THE COST OF MY PROBLEMS TO SOCIETY HAVE BEEN MASSIVE REALLY. I'VE COST THE PROBATION SERVICE, THE PRISON SERVICE, THE COURT SERVICE, THE MENTAL HEALTH SERVICE ESPECIALLY AND JUST SOCIETY IN GENERAL.

BECAUSE THERE WAS NO INTEGRATED SERVICES BACK THEN - NO ONE STOP HELP AND CURE - IT JUST LED ME TO CONSTANTLY FLIT FROM ONE SERVICE TO THE NEXT, NEVER QUITE PUTTING ALL THE PIECES OF THE JIGSAW PUZZLE TOGETHER AND SO KEEPING THAT CYCLE GOING. ♣ **VINCE.**





CONCLUSION: AVOIDING THE DISTRACTIONS AND SEIZING THE MOMENT

In this paper, Framework calls for cross-party agreement on Simple Change for Troubled Lives. The **Five Actions** it proposes would be the key components of a **Troubled Lives Strategy**. A strategy is needed because a *Troubled Lives* programme will not be sufficient on its own. We envisage that such a programme will target around 60,000 people with the most complex needs in England.

There are at least 160,000 others who present with more than one need who are finding it difficult to access the care system. A **Troubled Lives Strategy** will help them and others with support and care needs to avoid the extremes of exclusion and deprivation that have led to the need for a *Troubled Lives* programme. Government should aim for mainstream provision that is sufficiently robust to prevent the need for special initiatives in the future. This paper describes the action that is needed to achieve this.

Although the **Five Actions** are relatively simple in themselves, their impact is complementary and cumulative. They should not be seen as a menu of options from which to choose: one or two without the others will have limited impact. We recognise that this poses a challenge to existing practice in requiring agreement across many government departments and beyond. There is a history of policies to tackle social exclusion being frustrated by failure to secure this 'buy in'. Strong leadership will be needed to overcome obstacles and avoid the potential distractions.

There is a wealth of research on this topic, nearly all of which reaches the same conclusion – that joined-up government is needed to tackle multiple and complex needs. This is not a proposition that requires further evidence. The appropriate response to this paper is not a call for more research, but a resolution to act.

We welcome the interest shown in this issue and the important commitments that have been made. We urge all MPs to support these proposals: help for people living troubled lives should not be a party-political issue. We also encourage concerned members of the public to continue pressing their MP and the Government for the effective action outlined here.

Above all we ask that the Government recognises the need for a **Troubled Lives Strategy** as the most effective way to tackle this problem; that it considers these five specific actions as the basis for that strategy, and then acts to implement it.

There is now an opportunity to embed a new **Troubled Lives Strategy** in long-term plans for the integration, devolution and improvement of public services. This opportunity should be taken and the moment seized. The time for action is now.

Simple Change for Troubled Lives: Five Actions for Effective Help

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This document is available as a pdf at the website www.fiveactions.org

If you have any enquiries about this document or would like to discuss the proposals it contains please email info@fiveactions.org or write to the address below marking your envelope 'Simple Change for Troubled Lives'.

On social media you will find us at:

 @fiveactions #troubledlives

 SimpleChangeUK

 Five Actions

Acknowledgements

The ideas expressed in this proposal belong to Framework. You may re-use this information free of charge in any format or medium with appropriate acknowledgement. In our turn we acknowledge the contribution of several organisations and publications in helping to develop our thinking on the Troubled Lives agenda. In particular:

- Big Lottery Fund: *Fulfilling Lives* programme
- Department for Communities and Local Government (DCLG): *Adults facing Chronic Exclusion Evaluation – final report* (2011) and *Addressing complex needs – Improving services for vulnerable homeless people* (2015)
- Fabian Society in association with CentreForum and the Centre for Social Justice: *Within Reach – the new politics of multiple needs and exclusions* (2014)
- Homeless Link: *Who is Supporting People now?* (2013) and, with others, *The Care Act, Personalisation and the New Eligibility Regulations* (2015)
- Institute for Public Policy Research (IPPR): *The Condition of Britain – Strategies for Social Renewal* (2014)
- Joseph Rowntree Foundation: *Tackling homelessness and exclusion: Understanding complex lives* (2011)
- LankellyChase Foundation: *Hard Edges – Mapping severe and multiple disadvantage* (2015)
- Making Every Adult Matter (MEAM): *Voices from the frontline* (2014) and evidence from the MEAM approaches nationwide
- MEAM and Revolving Doors: *Turning the Tide* (2011)
- Service Transformation Challenge Panel of the Public Service Transformation Network: *Bolder, Braver and Better* (2014)

A full list of references, links and further material is available at www.fiveactions.org.

About Framework

Framework is a registered charity and specialist housing association. It exists to serve homeless, vulnerable and excluded people. Each year, more than 11,000 individuals approach Framework for help. The services it provides are located in Nottinghamshire, Lincolnshire and Derbyshire. They include accommodation, support, treatment, training, resettlement and preparation for employment.

Framework is the lead organisation in delivering *Opportunity Nottingham* – the Big Lottery Fund's Fulfilling Lives programme to support people with multiple and complex needs in the city.

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Registered charity no. 1060941

Company limited by guarantee no. 3318404

Registered provider of social housing no. LH4184

**framework**
opening doors to homeless and vulnerable people

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ACTION:

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