



**West Yorkshire - Finding Independence**  
Delivering Fulfilling Lives:  
Supporting People with Multiple Needs Programme

# **West Yorkshire – Finding Independence (WY-FI)**

## **Year One Report**

Project ID: 10077899

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# 1. Executive Summary

## 1.1 Purpose of the report

The purpose of this report is to provide a summary of the key achievements and progress of the West Yorkshire – Finding Independence (WY-FI) Project, funded by the Big Lottery Funds Fulfilling Lives Programme: Supporting people with multiple needs. The reporting period covered is 1<sup>st</sup> June 2014 to 31<sup>st</sup> May 2015.

## 1.2 Background

WY-FI's aim is to support people with multiple needs to access the services and interventions they need, build their resilience, gain confidence and acquire the personal and social assets they need to meet their individual aspirations.

Adults with at least three of the following needs; homelessness, re-offending, problematic substance misuse and/or mental ill health and who are not effectively engaged or are excluded from services are the focus of the WY-FI project.

Delivery has been designed to identify, motivate, engage and retain people in services providing them with transformational experiences whilst also equipping staff and services with the skills and knowledge to achieve this.

By enabling integrated working between services and agencies WY-FI's vision is to achieve 'system change' including:

- **Improved Service User Outcomes** – service users have control over their support plans and are more engaged in the design, delivery and management of services
- **Service Delivery** - more effective and efficient through organisations collaborating and sharing information about themselves and about service users
- **Commissioning** - of services is increasingly integrated, cross agency and more focused on outcomes and impact, which looks at the service user journey rather than individual episodes in the journey

- **Policy Change** - is effected to improve opportunities for this cohort of people to engage positively in society, benefit from mainstream services and the dialogue around this marginalised group moves from a negative, to a positive, set of perceptions

The project is led by DISC and overseen by a Board made up of Experts by Experience, representatives from voluntary sector delivery partners and statutory organisations including local authorities, police, prison and probation, public and mental health.

The project Delivery Partners include; DISC (Lead Partner), Bridge, Barca, Community Links, Foundation, Shelter, Spectrum CIC, Touchstone and Together Women Project.

### 1.3 Overview of Key Achievements and Progress

#### Improved service delivery for people with multiple needs

On June 1<sup>st</sup> 2014 the project became operational having recruited 95% of staff posts to provide all elements of the WY-FI delivery model:

- Navigator teams based in the five locality areas of Leeds, Bradford, Calderdale, Kirklees and Wakefield
- An employment, training and education team
- Advocacy and specialist advice service
- Capacity building and engagement support to thematic groups; minority ethnic groups, women and male prison leavers
- and the Regional Policy, Innovation, Evaluation and Support Hub

DISC and its delivery partners came together to deliver WY-FI with a shared ethos of supporting people to achieve their potential and in this first year the service has:

- Received 317 individual notifications
- Been in contact with 142 individuals
- 50% of those contacted are now on full navigator support having been approved by Multi-agency Review Boards (MARB)
- A further 24 individuals in pre-navigation
- Trained 21 Peer Mentors of which 11 are currently supporting beneficiaries in Navigator teams

- 1 Expert by Experience in a trainee role with a WY-FI Navigator team, 1 in a trainee role with a Locality partner and 1 in employment with a Locality partner.

Working with low caseloads, Navigators and specialist workers have provided intensive support after building trusting relationships. Engagement has been on average longer than expected (we allowed a 6 – 12 week window for engagement assuming the average would be 8 weeks ) in reality the variance has been from 2 to 41 weeks with an average of around 16 weeks.

Locality MARBs have supported co-ordination between multiple service providers and flex to meet individual beneficiary need that had not previously existed. Section 2 gives examples from Navigator Teams of flex achieved in services for beneficiaries.

### Genuine and meaningful Expert by Experience engagement

Expert by Experience engagement is integral in all aspects of the project. Co-production is at the heart of all WY-FI activities and in the last 12 months Experts by Experience have met regularly and within the project been involved in:

- Developing the Passport
- Peer Research, including the redesign of the questionnaire used in the initial development of WY-FI.
- Delivering workshops and producing a theatrical piece at the WY-FI Launch and multiple needs conference.
- Review of Peer Mentor training, lapse policies and lone working.
- Recruitment.
- Providing representation at all levels of the WY-FI Governance Structures.

Experts by Experience have also been invited to attend and be involved in wider external activities, these include:

- Homeless Link work with the DWP
- Presenting their experiences at a West Yorkshire Police and Crime Commissioner event
- Helping to reduce stigma of the HARM issues for example, producing a video for new police officers to challenge stereotypes.

## System change and strategic influence

Individual beneficiaries have obtained flex in services via Navigators and via the MARB (*appendix 3.2 Navigator Flex*). This information is directing work in areas where system change can be evidenced to need to take forward.

Two locality group partners in Bradford are adopting the WY-FI Navigation and MARB Support Model for their organisations. A direct result of these organisations being involved in the WY-FI project and seeing the positive impacts that have been achieved for beneficiaries with multiple needs.

The project has benefited from having strong long term strategic links with key local authority commissioners. In the last year the project has been referenced in 5 tenders, supported housing/homelessness (Calderdale) and Drugs and Alcohol services (Leeds and Calderdale).

DISC has commissioned the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University to undertake an evaluation of WY-FI. Their first year report headlines that:

- Many wider stakeholders valued the ability of WY-FI to provide intensive support to those disengaged from provision and the potential to improve the level of co-ordination between multiple service providers.
- There is a genuine appetite to improve partnership working although some difficulties were highlighted engaging mental health service providers. However, mental health service providers felt that partners did not always understand what constitutes mental illness and meets service thresholds.

## 2. Key achievements and progress

## 2.1 Outcomes and milestones

The tables explain how much progress we've made towards achieving our project outcomes so far (*relating to part 1.2 of the system generated template*).

<b>1. Adults with 3+ complex needs will experience improved physical and mental health, relationships, life-skills, housing, employability and reduced re-offending through access to person-centred and co-ordinated services.</b>			
<b>Change indicators</b>	<b>Amount of change</b>	<b>By when</b>	<b>How much change has happened so far</b>
Adults with MN report; they are better able to; manage accommodation; take responsibility; manage money. Have improved; self-care and living skills; relationships; physical and mental health. Have reduced; offending behaviour; drug and/or alcohol misuse	Service users report increased scores in at least two areas of need on completion of the Homelessness Outcomes Star after 6-8 months of Navigator support; 8 in yr 1; 105 in yr 2; further reprofile following receipt of second business plan	End of project	The number of homelessness outcome stars completed was 8. * The average change reported in the HOS across all areas of need is an increased score from 1 or 2 to 3. The most significant improvement is in managing tenancy and accommodation. **
<b>If you've achieved more or less change than you planned, explain why you think this is.</b>			
*NDT Assessment scores have reduced from an average of 37.5 (with 20% scoring 43 or more) to 32.5. The average score improved on nine of the 10 areas, with 'alcohol/drug abuse' and 'housing' seeing the largest score reductions. Only social effectiveness moved in a negative direction.			
**Evidence: ( <i>Appendix 2.1 CRESR Annual Review June 2015</i> )			

**2. Services for People with multiple needs are informed by service users themselves and become more accessible and provide a person-centred response allowing the service user choice and control.**

Change indicators	Amount of change	By when	How much change has happened so far
Service users will benefit from the development of a co-produced portable care plan 'passport' reducing the need to 'repeat their story'.	50 agencies sign up to the WY-FI Information Sharing Protocol and adopt the passport by the end of year four; 8 in year two; a further 12 in year 3; a further 30 in year 4.	End of project	<ul style="list-style-type: none"> <li>• 2 “findings” workshops with a mixture of Experts, Peer Mentors, WY-FI staff and staff from other agencies were held.</li> <li>• WY-FI commissioned the Open Data Initiative (Leeds) to scope the elements of design and delivery that will underpin the procurement process. This has brought together professionals and Experts to synthesise their different needs into one (suite of) product(s) that will make up the passport.*</li> </ul>
Service users report that local services; are more accessible, providing timely and flexible support; provide a person-centred response to service user needs, allowing them choice and control.	Results of Q13 of the annual QA report; based on a 20 per cent sample of service users; 8 in yr 1; 37 in yr 2; 68 in yr 3; 78 in yr 4; 78 in yr 5; 61 in yr 6.	End of project	<ul style="list-style-type: none"> <li>• We were informed towards the end of year 1 that this information would not be available from QA/CFE **. As a result WY-FI will obtain this information through a “customer insight” process that will run alongside our data auditing procedures. This will be rolled out in year 2 with 40 beneficiaries surveyed (approximately 8 per locality).</li> </ul>

**If you've achieved more or less change than you planned, explain why you think this is.**

\*Passport development work continues with roll out on target for year 2.  
 \*\*QA reasons known by Big Lottery Fund (revised forecast, 40 beneficiaries in year 2 to be agreed by the Big Lottery Fund).

<b>3. People with 3+ complex needs will achieve positive outcomes in peer mentoring, volunteering, training and improved employability during the project.</b>			
<b>Change indicators</b>	<b>Amount of change</b>	<b>By when</b>	<b>How much change has happened so far</b>
People with MN achieve their self-defined employability goals as included in the individual support plan	265 service users are trained as Peer Mentors and support delivery of the programme across all Localities; 20 in year 1; 45 in yr 2; 60 in yr 3; 60 in yr 4; 60 in yr 5; 20 in yr 6.	End of project	<ul style="list-style-type: none"> <li>21 Peer Mentors have completed the course. 11 Peer Mentors are in placement with Navigator teams. *</li> </ul>
People with MN benefit from pathways to employability through volunteering, training and work experience.	210 service users take up volunteering employment or training; 10 in yr 1; 35 in yr 2; 45 in yr 3; 50 in yr 4; 50 in yr 4; 50 in yr 5; 20 in yr 6.	End of project	<p>Volunteering, Employment and Training outcomes for year 1 include**:</p> <ul style="list-style-type: none"> <li>Trainee role with WY-FI</li> <li>Trainee role with Locality Partner</li> <li>Employment offer Locality Partner</li> <li>Volunteering in Wakefield Locality</li> <li>Volunteer with CPMB co-opted Partner</li> <li>10 x trained volunteer Peer Researchers</li> <li>7 x trained QA Researchers</li> </ul>
People with MN benefit from pathways to employability through volunteering, training and work experience.	125 service users complete work placements in locality services; 25 in each of years 2 to 6. In addition 25 service users take up trainee posts; 1 per year with each Navigator Team	End of project	Not applicable in year 1

**If you've achieved more or less change than you planned, explain why you think this is.**

\*Training delivered to 3 cohorts of Peer Mentors. Not all 21 trained Peer Mentors are in placement with Navigator teams due to the current capacity of teams to support the new Peer Mentors and new staff recruited to year 2 of the project. ETE lead worker and team are still in contact with Peer Mentors awaiting placement. (*Appendix 2.2 ETE KPI Considerations for year 2*) (revise forecast 35 Peer mentors trained in Year 2, 20 beneficiaries take up ETE and volunteering opportunities, 20 complete work placements and 5 trainees appointed to the project, to be confirmed with the Big Lottery Fund).

\*\* Service users are currently not beneficiaries of the project.

<b>4. The needs of people with Multiple Needs are better met through improvements in the way services are commissioned.</b>			
<b>Change indicators</b>	<b>Amount of change</b>	<b>By when</b>	<b>How much change has happened so far</b>
Key commissioners in West Yorkshire alter their approach based on project evidence	A baseline is established in year 1; 1 commissioner in yr 1 and one additional commissioner annually alters their approach in yrs 2 - 6.	End of project	<ul style="list-style-type: none"> <li>• 3 Supporting People Housing Support tenders in Calderdale have referenced the WY-FI Project.</li> <li>• The Calderdale Drugs Service has been radically re-designed and tendered to focus on recovery.</li> <li>• The Leeds Drug and Alcohol services have been combined and re-designed to become more person centred and recovery focused.</li> <li>• All 3 of these commissioners have been involved in the WY-FI Project as it has developed.*</li> </ul>
The issue of MN is identified in local and regional plans / strategies (JSNA, Market Position statements and commissioning plans).	A baseline is established in year 1; 1 plan in each Locality or region shows changes evidenced by, or references, the WY-FI project; annually in years 2 - 6.	End of project	Meetings with Locality Chairs underway to scope: Commissioner and strategic engagement, commissioning timelines, relevant local plans and strategies. A report is scheduled to be presented at the October CPMB meeting to discuss findings and present an action plan**.

<p>The long-term public finance costs of people with MN are reduced</p>	<p>Annual evidence generated by the Local and National evaluation; Establish a local cost effectiveness analysis; yrs 1 and 2; Report annually on the response of commissioners to evidence of evaluation and local cost effectiveness analysis; yrs 3 - 6.</p>	<p>End of project</p>	<ul style="list-style-type: none"> <li>• Based on a statistical apportionment from the Development Plan research we estimate that for the 71 individuals on Navigator Caseload there have been savings of just under £670,000 of criminal justice and emergency health costs. <i>(Appendix 2.3 KOT Savings June 2015).</i>***</li> <li>• An individual case analysis shows that in 8 months of engagement the individual has cost almost £70,000 in arrest, emergency healthcare, welfare, failed tenancies, eviction, hospital and community psychiatric care. This information is supporting the WY-FI Advocates in seeking to challenge the care provided by the local authority. <i>(Appendix 2.4 Cost Benefit).</i></li> </ul>
<p><b>If you've achieved more or less change than you planned, explain why you think this is.</b></p>			
<p>*The achievement is more due to Commissioner involvement and engagement at the CPMB, Locality Groups and MARB.</p> <p>** Meetings with Locality Chairs (CEO's of Delivery Partners) have needed to be rescheduled due to Chairs having other priority commitments.</p> <p>***We have only recently developed a cohort of WY-FI beneficiaries large enough to be statistically robust and large enough to create a working typology of "low, medium and high" cost beneficiaries. We will continue to develop this in year 2 with our local evaluation partners.</p>			

## 2.2 Regional Support Hub – DISC Lead Partner



There are 10 staff in the Regional Support Hub (*appendix 2.5 Team Structure Hub Staff*) who over the last year have worked across all elements of the project as well as their areas of specialism. Key achievements of the Hub Team include:

- Experts by Experience have met regularly and been involved in a range of activities; Passport Development, Peer Mentor Training including developing course content, Peer Research, Homeless Link work with the DWP, presenting their experiences at a West Yorkshire Police and Crime Commissioner event, recruitment, providing representation at all levels of the WY-FI Governance Structures, helping to reduce stigma of the HARM issues for example, producing a video for new police officers to challenge stereotypes.
- Co-production achievements and progress include
  - The ongoing development of the Passport, linking with the Leeds Open Data Initiative (Action Research).
  - Peer Research, co-ordinating peer research activity including the redesign of the questionnaire used in the initial development of WY-FI.
  - Delivery of co-production training; taster session, 14 attended and Asset Based Community Development 14 attended.
  - Designing a framework to allow training to be Co-Produced.
  - Co-Production of Peer Mentor training and lapse policies.
- A six week induction training programme developed and delivered for staff at the start of the project. This programme has been redesigned for year 2 and has 2 core training days with any additional training needs identified being met through the workforce development plan.
- Practice Development Groups have been established and meet regularly. 2 Away Days have been facilitated. A bespoke train the trainer course has been developed and facilitated for specialist staff who will be delivering training to professionals.
- An annual Training for Professionals programme has been developed <http://wy-fi.org.uk/training-to-professionals-programme/>
- The website has been launched ([www.wy-fi.org.uk](http://www.wy-fi.org.uk)), Twitter account set up (@WYFIProject) and Facebook page ([www.facebook.com/wyfiproject](http://www.facebook.com/wyfiproject)). These channels of communication are well used. Additional promotional materials; banners, leaflets and postcards have been designed with expert involvement.

- The launch of the project and multiple needs conference in December 2014 attracted over 160 delegates. Experts by Experience contributed to the event, co-delivering workshops and producing and performed a drama piece.
- Pulling together work on No Recourse to Public Funds (NRPF) across the Fulfilling Lives programme. The learning has been disseminated to localities and has led to links between local service providers and community groups being established to help support any beneficiaries with NRPF. This work is on-going.
- Providing regular policy briefings to stakeholders, including timely updates e.g. on proposed changes in drugs legislation. Consulting with Experts and responding to a Substance Misuse Consultation Review in Bradford.
- Training in the use of the WY-FI bespoke Management Information System (MIS) has been delivered and support is provided as needed. A full review of the system took place in March 2015.
- Action Learning Research in the areas of mental health, BME, women and male prison leavers agreed and due for completion in Q2 of year 2.
- Access to and use of WY-FI Personalisation Fund agreed
- Purpose and application process for the Co-Production and Innovation Fund agreed and disseminated to Locality Groups for yr2 applications.

The Hub Team also lead on key elements of the project; Programme Management, ensuring Partnership and Governance structures are implemented as well as co-ordinating national, regional and local evaluation.

#### Programme Management

- Quarterly project monitoring meetings with delivery partners ensure robust project management is in place, identifying areas of over and under performance and enabling these to be addressed through clear action planning.
- On the 1 June 2014, 95% of staff were confirmed in post. Year 2 recruitment took place and before the end of May, of the 7 new posts advertised 5 had confirmed offers of employment with 2 posts remaining vacant.
- The bespoke Management Information System provides a real time snapshot of activity and has been in operation since September. The system was reviewed in February and it is being refined and will be rolled out in quarter 2 of year 2.

- The Operational Managers Group meet on a bi-monthly basis. The meeting provides a forum for keeping delivery partner operational managers informed on project development, workforce development needs, learning and sharing of good practice.

## Partnership and Governance

- Governance structures are in place regionally and locally and meetings are regular and well attended. Experts by Experience have actively participated in the WY-FI governance structures, actively contributing to Locality, Core Partnership Management Board and Strategic Stakeholder meetings.
- The Core Partnership Management Board (CPMB) meetings are held quarterly. Performance is reviewed, future strategy directed and effective service design and system change is informed through the evaluation of the WY-FI operational activity. (Membership: DISC CEO (Chair), and Senior Directors of its Voluntary sector delivery partners; Barca, Bridge, Community Links, Foundation, Together Women, Touchstone, Spectrum CIC, Shelter and Senior representation from Local Authorities, Criminal Justice, Health, Homeless Link and DWP)
- 5 Locality Groups (Bradford, Calderdale, Kirklees, Leeds and Wakefield) meet at a minimum every 3 months and are chaired by a Core Partnership Management Board member. VCS and statutory organisations facilitate planning, development and communication to improve access to services and outcomes for people with multiple needs within their Local authority area.
- In each Locality Multi-Agency Review Boards (MARB) meet monthly to agree multi-agency support, flexing services where need is identified, for individual cases presented by the Local Navigator Team. These Board's membership include representatives from Local Authority Commissioners, Police and Probation, Mental Health services, housing providers and other Locally identified services.
- Regional Experts by Experience Group meet at a minimum 8 times a year. People with lived experience meet regionally and in each Locality to inform all the above groups to ensure their views and experiences influence and ensure co-production of effective, integrated service provision. At least 2 Experts by Experience are active members of each element of the WY-FI Governance structure.

- WY-FI Strategic Stakeholders Group has been meeting quarterly, with DISC, as the lead organisation, hosting breakfast meetings over the last 18 months both pre-contract and during the first year of activity.

## Research and Evaluation

### National Evaluation

- WY-FI has submitted data in a timely and complete manner to CFE as well as continuing to comment on revisions to data to be collected and views on what would be useful to have fed back.
- Staff have attended all the National Evaluation learning events, contributed to the VLE and participate in Action Learning Sets
- Experts by Experience from WY-FI have been trained as peer researchers by QA for the national evaluation and have undertaken interviews.
- Experts by Experience have also been active in the National Expert Citizens Panel and will be hosting the August 2015 meeting.

### West Yorkshire Evaluation

- DISC has appointed a local evaluator (CRESR, Sheffield Hallam University) after an OJEU tendering process. The Local Evaluators were involved in the WY-FI Launch Event (Dec 2014); attended the System Change workshop and Core Partnership Management Board (April 2015), produced 2 interim reports and an annual review of the project. (*Appendix 2.1 CRESR Annual Review June 2015*)
- The Local Evaluators have conducted interviews with WY-FI staff and stakeholders to start to measure the effectiveness of partnership work and also to baseline system change work.
- They have created a baseline of the beneficiary data for West Yorkshire including initial work on beneficiary progress/ improving outcomes.
- Peer Research has been completed early findings (*Appendix 2.6 Peer Research Headline Information*) indicates that there are a higher percentage of individuals who have needs in; substance misuse, offending/probation and mental health. There was also a rise in individuals in temporary accommodation.

## Change and Influence

- The WY-FI Project has stimulated strategic discussion in Leeds, Bradford and Calderdale around system change and has started to have an effect on tenders being issued in supported housing/ homelessness (Calderdale) and Drugs and Alcohol services (Leeds and Calderdale).
- Leeds and Bradford have set up System Change groups linked to WY-FI Locality Groups; Kirklees have negotiated a place for the WY-FI delivery partner on the Reducing Re-Offending Board from quarter 1 year 2 which will provide an opportunity to influence system change in respect of services for people with multiple needs.
- In April CPMB members took part in a workshop facilitated by MEAM to explore further what System Change within the individual localities of West Yorkshire.

In compiling this report we asked each of our delivery partners to provide us with their key achievements and progress during the first year of the project. All data is from 1 June 2014 to 31 May 2015.

### 2.3 Navigator Teams

The project has a navigator team in each of the 5 local authority areas of West Yorkshire.

#### Bradford Navigator Team – Bridge



The team have 35 individuals in pre-navigation and 18 beneficiaries who have been through the MARB. Key achievements include:

- There has been a noticeable reduction in the re-offending behaviour for beneficiaries and positive feedback from the Police and Probation has been received. *'Whatever you are doing keep doing it'*, this comment was in response to a prolific offender not re-offending for over 30 days this previously had been unheard of.
- 2 locality group partners in Bradford are adopting the WY-FI Navigation and MARB Support Model for their organisations. This is a direct result of these organisations being involved in the WY-FI project and seeing the positive impacts that have been achieved for beneficiaries with multiple needs.

- Working closely with Health Services enabled continuity of care, reducing risk of relapse. To date 2 beneficiaries have been moved from Safe Haven into mainstream medical services.
- The Trainee role has been filled by a WY-FI Expert by Experience who became involved with the project during its development in June 2013. Additionally the Trainee Navigator has spoken in the House of Lords supporting launch of the Homeless Link manifesto for people with Multiple Needs, January 2015.

#### Calderdale Navigator Team – Foundation



The team have 26 individuals in pre-navigation and 18 beneficiaries who have gone through the MARB. The key achievements and progress made include:

- Flex in a number of services for individual beneficiaries for example:
  - Housing Support Extension for more than 12 months, until end July 2016
  - Mental health assessment offered whilst in custody
  - An Anti-Social Behaviour Order (ASBO) not issued providing the conditions of the banning order are adhered to which includes continuing engagement with the WY-FI Team.
- Notifications are being received from the Todmorden and the current Navigators do not have the capacity due to geography, distance and time.

#### Kirklees Navigator Team – Community Links



The team have 30 individuals in pre-navigation and 12 beneficiaries who have been through the MARB. Their key achievements and progress include:

- Establishing excellent working relationships within the MARB. The MARB co-ordinated a mental health assessment for a beneficiary. This had been attempted previously by other agencies but always declined.
- Good representation at local forums and partnership links including, an invitation to attend the Reducing Re-offending Board.
- Developing and building some good and trusting relationships with beneficiaries in a relatively short space of time. This has resulted in significant disclosures being made to

navigators which have informed the support needed. Partner agencies have then adapted their approach, resulting in beneficiaries being better supported.

- Despite staffing difficulties the team has remained positive & motivated and kept up to all admin tasks including the MIS.
- Time spent screening potential notifications in detail was beneficial as other appropriate support channels were identified. This was helpful for several reasons as it helped the referrer to understand the remit of the project and also ensured that we undertook a 'no closed door' approach to service delivery whilst familiarising navigators with the local area provision.
- Lots of positive feedback from partner agencies and beneficiaries about the work of WY-FI in Kirklees. *'The project is able to engage with people we should be engaging with but don't have the capacity to'.*

#### Leeds Navigator Team – Barca-Leeds



The team have 35 individuals in pre-navigation and 11 who have been through the MARB. Their key achievements and progress include:

- The MARB runs each month and continues to be well attended and pro-active in addressing individual beneficiary needs. For example, St Anne's flexed their conditions for a beneficiary who was working well with their Navigator, lifting a life time ban to allow the beneficiary to attend the breakfast club when a Navigator was present.
- Successfully managing to get a beneficiary into hospital for treatment. The beneficiary had been living in a bush for several months and was in need of health care services.
- A beneficiary scoring 45 on the chaos index has moved to 15 on the chaos due to interventions being put in place to encourage and develop a more settled lifestyle.
- A Navigator in the team is a designated voucher holder for the Food Bank. If a beneficiary needs food bank vouchers the staff member is able to facilitate this.



The team have 16 individuals in pre-navigation and 12 beneficiaries have been through the MARB. Their key achievements and progress to date include:

- Co-location with the police and probation service has been a major benefit to the project in terms of information sharing for risk assessments and joint visits in partnership with the police.
- ‘Everyone should have a Navigator’, this comment was from an agency in the district who were really impressed with the work of the WY-FI Navigator. The beneficiary the project had been working with has a history of street homelessness and enduring mental health issues that had never been formally assessed. At the MARB a mental health assessment was agreed, this has led to the beneficiary being awarded with a supported living assessment and a Community Practice Nurse provides support.

## 2.4 Specialist Teams

The project employs a number of specialist teams, these include; Advocacy, Prison Leavers, Women’s Engagement, BME Engagement, Peer mentoring and ETE.

### Advocacy



The advocacy team have supported 24 beneficiaries from across the 5 locality areas. Their key achievements and progress include:

- An Advocacy and Navigator protocol developed and in place, due for review in June 2015.
- Training courses delivered to WY-FI staff; an overview of the Care Act and Homelessness Law.
- Specific beneficiary achievements include:
  - Backdated Personal Independence Payment award of £5,000 and DHP award of £300.
  - Repairs to a flat, which had caused significant damp, implemented.

- Beneficiary currently being supported intensively to access necessary NHS funded accommodation, has been accommodated twice, weekly visits actively supporting to maintain property, fire safety check done, advocating for Brain Injury placement, Support during Voluntary Attendance at Police station, two solicitors instructed-one to defend possession hearing for property and one to facilitate access to CHC services.
- Providing advocacy to beneficiary undergoing Care proceedings for their child.
- Successfully Advising Navigator Teams; on under 35 rule and property suitable for hospital discharge with occupational therapy assessments carried out.

### Prison Leaver

The post holder was appointed in November 2014, prison clearance took 6 months. Engagement with beneficiaries has been limited and 1 case has been taken to a MARB. Key successes include:

- A beneficiary has been in and out of prison since the age of 15, he is now 24. The longest time spent out of prison without being arrested was 2 hours before being arrested. Working intensively with a trained Peer Mentor and Prison Engagement Worker the beneficiary has been out of prison for over a month. The beneficiary has started a basic Numeracy and Literacy course at college.
- A lot of positive multi-agency working has been achieved with the Prison Engagement Worker co-ordinating support and providing weekly updates to all agencies involved in the case. WY-FI Prison Engagement Worker and Peer Mentor were praised at Kirklees IOM meeting by Kirklees Integrated Offender Management Team and at the 6<sup>th</sup> Hub IOM Team at HMP Leeds for their work with this beneficiary.

### Women's Engagement



The team have worked intensively with 17 individuals and 5 cases have been through the locality MARB. Their key achievements include:

- Working well across all localities, developed strong relationships with navigator teams.
- 6 Women champions have been trained to support the work of the Navigator teams.
- *'A chance to be a mum again'* is how a beneficiary described what the project meant to her. The team supported a beneficiary with a history of re-offending, homelessness, substance

misuse (amphetamines, crack and heroin), bipolar and personality disorder to develop a more settled lifestyle. Initially accommodation was secured, then a tenancy, beneficiary stabilised on prescription, linked in with family members, engaged with probation, attended court, and made appointments with CMHT and GP. The beneficiary now has regular contact with her child and is looking forward to her first family holiday.

## BME Engagement



The BME Engagement Worker has worked intensively with 6 individuals and 3 have been accepted at the locality MARB. Key achievements and progress are detailed in (*appendix 2.7 Summary of Q3 BME Update Report (3)*) include:

- In the last 3 months there has been a significant increase in referrals from BME communities as a result of building strong and effective partnerships.
- The BME Engagement Worker successfully overturned a welfare payment sanction, reducing the effects of poverty and destitution as well as the prevention of crime activity.
- A beneficiary with an underlying mental health issues was released from prison into the community without a care plan by respective services. Within 2 days the beneficiary had breached bail conditions, resulting in his mental health deteriorating. The WY-FI BME Worker advocated for a multi-agency release plan to be put in place. This approach is also currently in place for another beneficiary who accessed A&E 19 times between April and May and dealt with a range of services sporadically. Since the application of this joint working model, we are witnessing better outcomes for the beneficiary. Also, service provision is more effective and improved quality of service delivery.
- Strategic partnerships have been built with BME led and community based organisations across all 5 localities. One key outcome is the planned West Yorkshire BME multiple needs TALKSHOP on 8 June which will examine the challenges of access to services and strategies to improve engagement and access for BME beneficiaries. Following the TALKSHOP, we are hoping to establish a BME multiple needs network to serve as a strategic mechanism to, advocate and influence system change around BME engagement/access.

## Peer Mentoring

In the last year the Peer Mentor Training and Support Team have accepted 38 individuals onto the Peer Mentoring course and 21 have completed the training. Key achievements and progress for the team include:

- 3 Peer Mentor courses have been delivered. The course has been written and facilitated by individuals with lived experience.
- One Peer Mentor has been recruited to the first paid Trainee Role in WY-FI.
- Supporting Peer Mentors with a range of needs for example, successfully supporting a Peer Mentor to overcome their anxieties of working with men and supporting a learner to achieve their personal goals.
- Peer mentors achieving ETE outcomes, including; paid trainee roles, volunteer roles and paid employment.

## ETE Team

- Links with social justice teams have been developed. For example, a Peer Mentor was supported to overturn a 3 month benefit sanction as the ETE team advised on a letter of appeal and used existing links to the social justice team.
- The Trainee role has been developed and the evaluation of this role has been through co-production.
- A variety of ETE opportunities links have been made and the team are exploring how to engage beneficiaries in volunteering and education.
- Working with Navigators, the Service User Involvement Officer and Workforce Development Officer a strategy to support individuals in recovery into the workplace is being developed.

### 3 Key learning and the Year ahead

*This section covers the mandatory system generated template: '1.3 - What have you learnt'.*

#### 3.1 Key learning and unexpected outcomes and problems encountered and how these have been/will be tackled

##### **Beneficiary Engagement**

It took a long time for beneficiaries to be confirmed on the project, our first beneficiary was accepted onto the project on 2 September 2014. Reasons for this include:

- Getting systems and processes in place including IT, agreeing procedures in practice across a large number of partners.
- Getting information about the project out across the localities and getting the right referrals.
- Embedding the idea of the project among wider locality-based delivery agencies.
- Engagement has been on average longer than expected (we allowed a 6 – 12 week window for engagement assuming the average would be 8 weeks, in reality the variance has been from 2 to 41 weeks with an average of around 16 weeks.

There is evidence to show that the time taken for individuals to reduce from a level of chaos to crisis to a personally planned recovery journey takes longer than the 6 month period used in the initial business plan. This will impact on ETE outcomes for year 2 resulting in the request to amend the related outcomes for Peer Mentors and Employability. (See outcome 3 and (*appendix 2.2 ETE KPI Considerations for year 2*))

##### **Staffing and recruitment**

- Having a 95% complement of staff at start-up resulted in more staff to manage without enough work to do (given slow beneficiary take-up). Savings made by doing mass recruitment were probably offset by inefficiencies and overstaffing in the first 3-6 months. Staggering recruitment would be a solution in the future.
- Prison clearance has taken 6 months impacting on the project's Prison Leaver Engagement Work.
- The "bringing on" of beneficiaries to peer or expert roles in the project has been slower than anticipated. We are working with individuals who will take years to get to the stage of our Experts by Experience in the development phase of the project. As a result we are working

more with experts and service users of other services who may have a more limited range of needs.

- It has been difficult to maintain the commitment and consistency of the involvement of people with lived experience in the project. This can be attributed to; progression into other volunteering or work opportunities; occasionally due to relapse and partly because of the varying nature of the opportunities for involvement in the project management and delivery during the implementation and establishment of the project.

### **Thematic issues**

- BME involvement on the project. Although the statistics reflect our early findings on the proportion of BME beneficiaries (80% White British: 20% BME) there is a strong sense that BME communities have different cultural interpretations and ways of addressing the 4 areas of need we work with. The CPMB in April agreed to relax the criteria from 3 to 2 of the HARM areas and 1 significant other need for working with BME and Women.
- No Recourse to Public Funds is an issue identified in the development of the project and it has been shown to have a huge effect on individuals although it affects a very small proportion of beneficiaries. As welfare reforms become more restrictive this is an issue that is beginning to affect the White British population as well as migrant communities.

### **Mental Health**

- In common with many other Multiple Needs projects this is an area that is extremely challenging, to make progress in. The most effective relationships have been at Navigator/practitioner level where it has been possible to build personal, professional relationships with sympathetic individual workers who can exercise flex in their own areas.
- With a multitude of institutional actors across 3 mental health trusts and other mental health service providers it has been a challenge to identify and secure consistency of the “right” individuals at a strategic and even a locality level.
- Not only is mental health a silo in itself, it is subdivided into a number of specialisms which are also “silo-ed” and don’t link coherently.
- The medicalisation of the mental health profession works against the holistic and social approach the WY-FI project takes in working with beneficiaries. In particular it sets up a power imbalance which problematises the asset based, empowered citizen approach of the project.

## **Commissioning**

The commissioning for housing support and substance misuse in Leeds and Calderdale have referred to the project in the tender specifications and have taken a compatible, recovery based approach to the delivery of services.

## **Geographical need**

There is evidence from year 1 activities (*appendix 3.1 Geographical concentration of the multiple needs population*) that within the Calderdale locality area there is a need for an additional Navigator to work in the Todmorden/Upper Valley's area because of the rural nature and distance from the main urban population and services in Halifax. The numbers from WY-FI notifications and the Calderdale drug and alcohol services demonstrate this need. The Project is looking at the year 2 budget to finance a Navigator for 12 months in the Todmorden/Upper Valley area.

## **System Change**

- The WY-FI Project has stimulated strategic discussion in Leeds, Bradford and Calderdale around system change. In April CPMB members took part in a workshop facilitated by MEAM to explore further what System Change would look like in West Yorkshire. It was agreed that system change would look different within the individual localities and the workshop is to be rolled out to localities.
- Leeds and Bradford have set up System Change groups linked to WY-FI Locality Groups; Kirklees have negotiated a place for the WY-FI delivery partner on the Reducing Re-Offending Board from quarter 1 year 2 which will provide an opportunity to influence system change in respect of services for people with multiple needs.
- WY-FI experts have been asked to comment on consultations for the West Yorkshire PCC and Homeless Link.

## **MARB**

The MARB have been successful in flexing services (*appendix 3.2 Navigator Flex*) for beneficiaries. Additional the MARB model is going to be used by a Bradford locality partner as a direct result of being involved in the project and seeing how the model improves the lives of individuals with multiple needs.

## 3.2 How you will use/share the learning

We will use our learning to inform the future development of the project for our year 3 and 4 business model.

The learning will be shared and disseminated through a range of mediums:

- Annual WY-FI Event
- Governance Structures; Strategic Stakeholder, CPMB and Locality Groups
- Website and social media
- Using existing media channels e.g. local newspapers, community radio as well as regional publications.
- Responding to policy consultations

## 3.3 Any changes for the year ahead based on what you have learnt

### Change to Delivery model

As increased need for geographical coverage in Calderdale has evidenced (*appendix 3.1 Geographical concentration of the multiple needs population*) there is a need for an additional Navigator post based in the Todmorden/Upper Valley area. Pre contract research did not provide evidence of need in the Todmodern area although services and practitioners indicated that this gap would become evident as WY-FI became operational. The initial delivery plan provides for no increase to Navigator capacity in Calderdale and therefore WY-FI plans to trial an 18 month Navigator post starting in Q2 of year 2. This has been built into the revised budget forecast and awaits the Big Lottery Fund's approval.

### Change to outcomes

Following changes to reporting by the Big Lottery Fund's National Evaluation Partner QA/CFE, WY-FI can no longer use this data to evidence Outcome 2, change indicator 2. As a result WY-FI plan to obtain this information through a "customer insight" process that will run alongside our data auditing procedures. This will be rolled out in year 2 with 40 beneficiaries surveyed (approximately 8 per locality).

The Year 2 ETE outcomes have been reviewed and amended following consultation with WY-FI teams, with knowledge current beneficiary engagement and as report in Appendix 2.2. The proposed adjustment to WY-FI Outcome 3 are:

- 35 Peer Mentors trained in year 2 (*a change from 45*)
- 20 Service Users take up volunteering employment or training (*a change from 25*)
- 20 Service Users complete work placements in locality services (*a change from 25*)

## 4 Beneficiary Numbers

### 4.1 Beneficiaries in pre-navigation and accepted at MARB

During year one we asked localities to notify the Navigator Teams about known individuals that would meet the project criteria. During the year we received 376 notifications, duplicate referrals meant the figure needed to be adjusted the project received 317 individual notifications. The table below indicates the numbers in pre-navigation and accepted at MARB by locality at 31 May 2015.

Locality	Pre-Navigation	Accepted at MARB
Bradford	35	18
Calderdale	26	18
Kirklees	30	12
Leeds	35	11
Wakefield	16	12
<b>Total</b>	<b>142</b>	<b>71</b>

### 4.2 Individuals referred to the project not proceeding to pre-navigation

175 individuals referred to the project during Year 1 did not progressed to Pre-Navigation. The following table is a breakdown of referral outcome/rationale for not proceeding to Pre-Navigation.

Reason	Count
Active Case finding (ongoing)	34
Currently in HMP	10
Declined support/Did not engage	24
Inappropriate Referral - Criteria not met	40
Moved out of the Area	6
No Capacity on Navigator Caseload*	15
Other: Beneficiary deceased before contact made	2
Other: Notification retracted by referral agency	4
Other: Released from HMP before seen by PLE Worker	3
Signposted to Other Services	14
Unable to contact	23
<b>Total</b>	<b>175</b>

\*The 'No Capacity on Navigator Caseload relate to the Bradford Navigator team. The team have appointed 2 additional navigators in the year 2 recruitment and these individuals are being allocated to the new members of staff.

## 5 Equality Information

*This section covers Part 2; 2.1 'Who has benefited from your project', 2.2 'How have you arrived at these percentages' and 2.3 'How well did you reach everyone who could benefit from your project.*

### 5.1 Equality Data

The following table gives the equality monitoring data of direct beneficiaries who have benefited from the WY-FI project during year 1.

<b>Ethnic Background</b>	<b>Percentage (%)</b>
White	
English / Scottish / Welsh / Northern Irish / UK	81
Irish	1
Gypsy or Irish Traveller	1
Any other white background	3
Mixed / Multiple ethnic groups	
Mixed ethnic background	5
Asian / Asian UK	
Indian	0
Pakistani	0
Bangladeshi	1
Chinese	0
Any other Asian background	0
Black / African / Caribbean / Black UK	
African	1
Caribbean	1
Any other Black / African / Caribbean	0
Other ethnic group	
Arab	1
Other	5
<b>Total</b>	<b>100</b>

<b>Gender</b>	<b>Percentage (%)</b>
Male	70
Female	30
<b>Total</b>	<b>100</b>

<b>Age</b>	<b>Percentage (%)</b>
0 - 24 years	8
25 - 64 years	88
65+ years	4
<b>Total</b>	<b>100</b>

<b>Sexual orientation</b>	<b>Percentage (%)</b>
Heterosexual	87
Lesbian, gay men or bisexual people	13
<b>Total</b>	<b>100</b>

<b>Detailed Age background</b>	<b>Percentage (%)</b>
0 - 4 years	0
5 - 9 years	0
10 - 14 years	0
15 - 19 years	2
20 - 24 years	7
25 - 34 years	27
35 - 44 years	33
45 - 54 years	22
55 - 64 years	6
65 - 74 years	3
75 - 84 years	1
85 + years	0

## 5.2 How we collect our equalities data

The percentages are based on the routine data we collect about our beneficiaries as part of our bespoke WY-FI monitoring information system.

## 5.3 How we reached everyone who could benefit from the project

During year 1 we have worked with beneficiaries who are known to the agencies who are engaged with the project. During year 2 there will be an open referral process.

In the development of the project our research suggested that prison leavers, women and BME beneficiaries would need additional support to access services. We have built this into our project and this year our specialist workers (BME, Prison Engagement and Women) have worked with individuals at the pre-navigation stage and supported individuals to the MARB.

Our 5 locality Equality and Diversity plans have been monitored on a quarterly basis and have captured the demographics and diversity profile of individuals with multiple needs. We are using this information to inform our delivery.

We have procured action research, due for completion Q2 year 2. The areas of research include to mental health, BME, women and male prison leavers.

## 5.4 Updates from the equality and diversity plan

We have carried out all actions in our Equality and Diversity Action Plan and (*Appendix 5.1 WY-FI ED Action Plan Review May 15*) demonstrates our progress to date. The plan has been updated to reflect the work in the localities and going forward the equality and diversity action plan will be reviewed at the next WY-FI Core Partnership Board meeting. Key updates for this year include:

- An overall challenge around engagement with BME communities, due to the fact that people don't engage with mainstream services at all and also the needs don't present in the same way e.g. no street-homelessness as BME communities, tend to support individuals within their community's e.g. friends sofas, church hall.

- In some communities, stigma and language issues are also strong barriers to engagement. One of the ways we have worked around this, is to say that two out of the four HARM needs is sufficient criteria for engaging with WY-FI.

From data we have collected we know that:

- From the diversity survey of WY-FI staff in line with the protected characteristics of the Equality Act 2010, completed in April 15, almost a quarter (23%) of Peer Mentors have experience of all four needs
- The number of confirmed BME beneficiaries that we currently engage (13%) mirrors the confirmed BME staff and stakeholders of the project (12%)
- We have recruited from all parts of the community. Following our recent recruitment drive we monitored equality and diversity data it showed that we were successful in reaching all parts of the community for example, 23.3% of the population in Kirklees is from BME background and 30% of applicants for WY-FI navigator posts there were from BME background.

## 6 Financial Information

### 6.1 Expenditure for year 1

*This section covers 1.4. 'What did you spend the money on.'*

Section 6 information will be forwarded separately by the DISC finance Manager

### 6.2 Budget for year 2

*This section covers 3.2 'How much do you plan to spend and how much will you receive from BIG?'*

### 6.3 Utilising Underspend

## 7 Next Reporting Period

*This section covers 3.1 of the mandatory information required.*

The table illustrates how well we feel we are prepared for the challenges ahead.

GREEN	Everything's on track and we don't expect any problems
AMBER	A problem may arise but we're confident we can handle it
RED	A problem is likely to arise that could seriously affect our project

Our rating	
GREEN	Our ability to deliver the planned project activities
GREEN	Our ability to secure other funding we need for this project
GREEN	Our ability to control project costs
AMBER	Our ability to get or retain staff or other resources we need for this project
GREEN	Our ability to achieve our project outcomes and indicators
GREEN	Our organisation's ability to remain financially healthy
GREEN	A change to our organisation's legal status or governance
GREEN	External factors, including changes in legislation
GREEN	Our ability to deliver our equalities plans for this project
GREEN	A potential change in the need for the project

We have flagged up our ability to retain staff as amber as we have a number of posts that are due to finish in year 2 (Women Engagement Workers). Individuals in these posts may look for secure employment during year 2.

# 8 Further Information

## 8.1 Media coverage

The project has benefitted from a range of media coverage in the last 12 months with coverage in the Yorkshire Post and the Telegraph and Argos (Bradford). There has also been coverage on a local radio station in Leeds



Article from the Yorkshire Evening post

## 8.2 Beneficiary Testimonies

"I feel listened to and understood"

"It means the world to me and has helped me turn my life around... tell the truth"

"I no longer find talking to people daunting, I can converse with people about everyday things, or attend meetings and talk about my experiences. I would never have been able to do any of these things before"

"I'm seen as a person and not a problem"

### 8.3 Case studies

#### Case Study 1 – Flex in Service

V. was on a six month probation order but struggled to stick to the appointments arranged for her. Following on from work with the Wakefield navigator team, it was arranged that instead of attending probation meetings at the usual meeting place she could attend an appointment once a week at the Well Women's Centre, as those appointments were more suited to her needs. If she couldn't attend a meeting, the navigator would speak to her and then update probation on her situation. Probation agreed that this was classed as her still engaging with services and so didn't breach her probation order. The Well Women's Centre provided a lot of support and really understood her needs. The flex in services meant that for the first time ever V. completed her probation order.

#### Case Study 2

P had been sentenced for 6 different sexual offences and had breached his S.O.P.O (Sexual Offences Protection Order) on a further 5 occasions. He was residing on the vulnerable persons unit at HMP Leeds, serving a short sentence for breach of failing to sign on the register, which constituted a breach of his S.O.P.O. It was noted that P was homeless, drank alcohol to high levels (120 units per week), was re-offending and may have mental health difficulties.

P was referred to WY-FI in August 2014 and went on to full Navigation Case Load in December 2014. He is the oldest of our current beneficiaries aged 68 years. Following his release in October 2014 he was again homeless and after making contact with a long time "girlfriend", admissions to A&E and copious alcohol consumption, he failed to fulfil the requirements of his S.O.P.O. and returned to HMP Leeds. The WY-FI Navigator met with a Court Liaison Nurse (mental health), P and his Lawyer later that month at the court, where the judge remanded P in custody to allow an assessment of his cognitive functioning to be undertaken.

A Consultant Forensic and Clinical Psychologist prepared a report for Court. The assessment concluded that P was suffering from Korsakoff's (memory deficits, confabulation and lacking insight). He was sentenced to 10 months imprisonment on 24<sup>th</sup> February 2015 and due to the time spent on remand was due for release on 17<sup>th</sup> April 2015.

Whilst in HMP Leeds the Navigator arranged with Adult Social Care to carry out an assessment of P's Mental Capacity. The conclusion of this was that P lacks the capacity to make informed decisions about accommodation and care arrangements. The 4 areas which were assessed were: retaining information, understanding information, weighing up risks and communicating decisions - P lacked capacity in all areas.

P was allocated a social worker and was released from Prison to Beckfield Care Home for assessment of his full needs. Deprivation of Liberty Safeguards are in place to prevent P leaving Beckfield without an escort and extra funding was secured for 1:1 support and a male carer. A best interest's assessor is also involved and will be making a full assessment.

P is housed appropriately, has not had an alcoholic drink for 40 days and 40 nights, has not re-offended and has more stable mental health.

## 9. Appendices

This is a list of appendices used in the report.

Appendix 2.1 CRESR Annual Review June 2015

Appendix 2.2 ETE KPI Considerations for year 2

Appendix 2.3 KOT Savings June 2015

Appendix 2.4 Cost Benefit

Appendix 2.5 Team Structure Hub Staff

Appendix 2.6 Peer Research Headline Information

Appendix 2.7 Summary of Q3 BME update report (3)

Appendix 3.1 Geographical concentration of the multiple needs population

Appendix 3.2 Navigator Flex

Appendix 5.1 WY-FI ED Action Plan Review May 15