

Evaluation of Northumbria Community Rehabilitation Company (CRC) secondment pilot to Fulfilling Lives Newcastle Gateshead

Author: Ang Broadbridge (Research and Evaluation Lead, Fulfilling Lives)

About Fulfilling Lives Newcastle Gateshead

The Fulfilling Lives Programme is an 8 year programme funded by Big Lottery Fund to 2022. We are seeking to help people with multiple and complex needs to better manage their lives, by ensuring that services are more tailored and better connected to each other. There are 11 other Fulfilling Lives programmes working with people with multiple and complex needs in England. The focus of the programme is on those people who often spiral around the system(s), are excluded from the support they need and experience a combination of at least three of the following four problems; homelessness; re-offending; problematic substance misuse and mental ill health.

Our goal is to improve and better coordinate services to support people across Newcastle and Gateshead living with multiple and complex needs – to see people for the potential they have, rather than for their problems.

The longevity of the programme and level of funding allows real opportunity to make a serious impact upon the lives of people with complex needs living in and between Newcastle and Gateshead. This means that beyond supporting the individual, one of the main aims of Fulfilling Lives is to learn through the programme, and through that learning evoke a change to the system that will allow us all to work more effectively for people with multiple and complex needs.

Fundamental to this learning is the engagement of service users in the delivery of the programme and finding ways of improvement from a service user perspective.

How it works

We offer a combination of Service Navigators to tackle individual need and System Brokers who address systems blockages. The System Brokers identify where the current system may prevent service users from transforming their lives and then work with the Service Navigators to evidence the real issues facing our client group. We are currently working on these four areas of system change:

- 1) Access to mental health
- 2) Transitions
- 3) Workforce development
- 4) Gender specific services

We have established Experts by Experience, Operational and Strategic reference groups. These groups are committed to understanding and changing the way services respond, are commissioned and are delivered, based on evidence of the real issues.

Fulfilling Lives Newcastle and Gateshead puts people with lived experience at the heart of its programme and planning. Our Experts by Experience (EBE) network uses their unique lived experience to promote and support our work towards system change across Newcastle and Gateshead.

Our vision

Our hope is that as the system changes it will become better coordinated and easier to navigate for people with complex needs. The result will be a diminishing demand for Service Navigators and less cost to society. By removing barriers and blockages to support then the help required to negotiate a complex system will lessen, and this will enable our programme to focus on the provision of a sustainable peer support network reaching those that are the 'hardest to reach'.

Background to the pilot

Strategic discussions took place between Fulfilling Lives Newcastle Gateshead and Northumbria Community Rehabilitation Company following a Fulfilling Lives Strategic Group early in 2016 around developing a pilot to embed Fulfilling Lives Navigator provision within the CRC teams across both Newcastle and Gateshead. Fulfilling Lives clients often had and continue to have regular contact with criminal justice services and the intention of the pilot was to provide the means to build reciprocal understanding of each other's services, establish better working relationships and to improve understanding within the CRC staff team of the needs of people experiencing multiple complex needs.

Fulfilling Lives committed financial resource to fund the arrangement which began in April 2016, recruiting a worker to the Newcastle position, based at Cragside House in Heaton, carrying a part time FL and part time CRC client caseload. Due to CRC reconfiguration and delays to new premises becoming available in Gateshead, it was decided to extend the placement of the Newcastle part time post until the end of August 2017 rather than recruit to a Gateshead position for a shorter period of time.

The pilot aimed to:

- Embed some of the Fulfilling Lives programme's learning and approach to working with people with multiple and complex needs within a statutory agency
- Improve understanding within the FL team of the remit, responsibilities and work of the CRC
- Create a clearer pathway for navigators when liaising with probation
- Develop learning to inform practice and have an impact on service delivery

Evaluation Method

This evaluation was completed using a range of methods namely:

- **Multiple and Complex Needs Training:** Thirteen staff at Northumbria CRC received multiple and complex needs training from Fulfilling Lives towards the end of the secondment period, providing feedback on a training evaluation form
- **Northumbria CRC Team survey:** Eight staff and a Team Leader at Northumbria CRC completed a short questionnaire exploring their views on the secondment and whether this has changed practice

- **CRC seconded worker's feedback:** The worker seconded from Northumbria CRC to Fulfilling Lives Newcastle Gateshead was interviewed in the final month of her secondment, and case studies were developed in partnership with the Fulfilling Lives Research and Evaluation team
- **Fulfilling Lives Team feedback:** Fulfilling Lives navigators were asked about their views on the secondment and whether this has changed practice
- **Client case studies:** One Fulfilling Lives client was interviewed (producing an audio tape) about her experience of having the CRC seconded worker as a FL navigator

Findings

Multiple and Complex Needs (MCN) Training

Multiple and Complex Needs (MCN) training has been developed by a Fulfilling Lives Newcastle Gateshead system broker under the programme's Workforce Development strand.

The training is delivered by Ray Middleton, System Broker at Fulfilling Lives NG and co-delivered with a volunteer from Fulfilling Lives Newcastle and Gateshead's Experts by Experience group; a group of people with lived experience of complex needs.

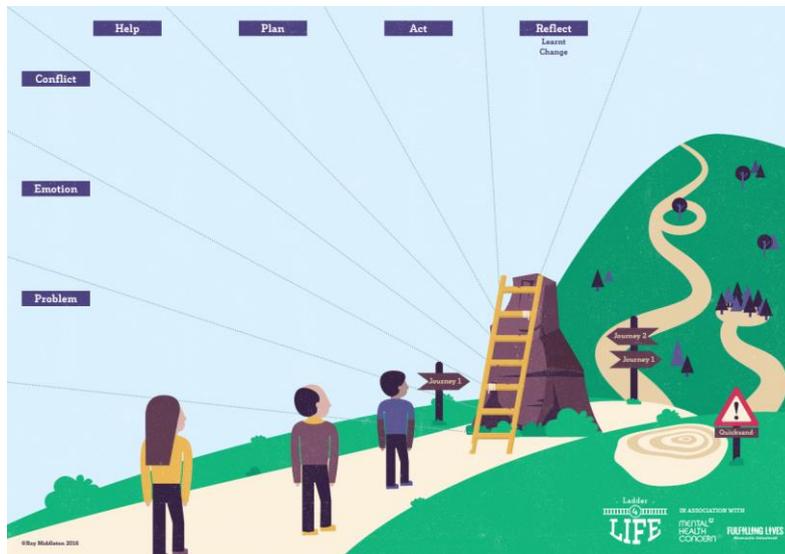
A group reflective practice approach is taken within the sessions, audios from the Experts by Experience group are listened to¹, followed by group reflection on the participants' own working practice around multiple and complex needs clients.

Understanding of clients with Complex Needs is explored in the context of the Ladder4Life (Fig 1.) Psychological framework. This includes understanding that people with complex needs tend to have more than the average amount of trauma and neglect in their past combined with less than the average amount of skills to deal with life's adversities.

Multiple and complex needs training has been delivered to 106 workers across Newcastle and Gateshead, from a range of voluntary sector and statutory organisations. Training takes a group reflective practice approach and we have been flexible about delivering this as a full day or a half-day session, dependent on the needs of the service accessing the training. An evaluation of this training has been [produced](#).

¹ The voice of experts by experience was shared in the training through online films co-produced with our Fulfilling Lives Experts By Experience (EBE). These were Georgia's Journey <https://youtu.be/J6MHidZCAmI> and James's Journey <https://youtu.be/Ac60S0OS8XY> and further films included [Asking for Help](#), [Conflict](#), [Handling Emotions](#), [Problem Solving as a Process](#), [Direction and Motivation](#)

Figure 1. Ladder4Life psychological framework (Ray Middleton, 2016)



13 Northumbria CRC staff were trained in July 2017. Staff were located across the Northumberland and Tyne and Wear area; the 13 staff trained are based in teams working in:

- Newcastle and North Tyneside
- South Tyneside
- Sunderland/South Tyneside
- Newcastle
- Northumberland
- Newcastle/Sunderland
- North Tyneside
- Sunderland

In addition to evaluating their experience of the training, staff were asked about their caseloads and how regularly they work with people with multiple and complex needs.

Staff were asked to score on a scale of one to ten their skills and experience against 11 multiple and complex needs skills areas before and after the training session (see chart 1, page 13).

Improvements were seen across all training areas with the greatest areas of improvement being;

- knowledge and skills around working with people with multiple and complex needs
- building relationships with people with multiple and complex needs
- using a psychological model to help understanding of multiple and complex needs
- having good reactions with people with multiple and complex needs.

The smallest improvements were found in these areas relating to their team;

- reflective practice within the staff team
- my service generally works well with people with multiple and complex needs

These findings reflect our findings from the wider MCN training evaluation completed in August 2017 with other teams in the statutory and voluntary sector both in terms of areas of improvement and areas where the change in improvement ratings is smaller. That smaller improvements are seen in areas relating to team/service skills and experience is perhaps to be expected as training takes time to bed in across teams.

Staff were asked about what they learned and what they would do differently after the training. A wide range of comments were captured, generally these clustered around finding opportunities for reflection *“both myself and with clients”, listening more to service users and doing more of the same for clients; “still carrying on trying to do the best I can, given the circumstances.”*

Generally staff identified they were working with people with multiple needs on a daily basis, but not always people with complex needs.

One staff member commented that at the outset of the training they thought their MCN caseload was probably about 90% of their total caseload, reflecting after the session that *“this is probably more like 50%.”* This staff member highlighted that the training opened them up to thinking about working in a different way: *“I will attempt to work alongside other professionals more closely to attempt to employ the ‘open dialogue model’. I will be more reflective and slow down the process as well as accept that I don’t know everything and that’s ok!”*

Reflecting on their knowledge and skills after the session, three staff members commented that they knew more than they thought they did, feeling validated by the training. One staff member said that *“I realised I am doing a good job in the short time I have allocated to them, only wish I had less caseload and more time on 1:1 basis.”*

Generally staff stated the training was ‘pitched just right.’ Two suggestions were made for improvement, ‘more practical learning exercises’ and making the training a ‘little more interactive’. Reflections on the training included:

“Liked the recordings and the clips”

“Opportunity to work with colleagues in a different way”

“Liked the postcard [Ladder 4 Life]”

“Like open dialogue theory”

Northumbria CRC team survey

A short questionnaire (Appendix 1) was shared with Northumbria CRC staff based in Newcastle to explore their skills and experience around working with people with multiple and complex needs; eight staff members responded. We asked for reflections on the partnership, work carried out jointly by Northumbria CRC & FL, what worked and what has been learned.

Although we secured a relatively small sample of detailed examples of learning were highlighted; these comments relate to information sharing and the time and skills navigators have in supporting people with multiple and complex needs:

“I think there has been a much better information exchange”

“FL now send a representative to the Common Case Management Group (CCMG) weekly this has helped to speed up referrals in my opinion when representatives hear first-hand about the complex needs cases from FL”

“Discussions with FL navigators have helped officers better understand what can be done to help service users with multiple and complex needs”

“Navigators have been useful in supporting service users when we did not have the time to undertake certain roles or the know how to do things alone”

All eight respondees noted there had been positive changes in practice/awareness since working more closely with Fulfilling Lives. Generally it was felt that staff now have a greater understanding of the needs of people with multiple and complex needs. The impact of Fulfilling Lives on client’s lives and in securing positive outcomes was reflected on by two staff members:

“Having worked closely with FL on a number of occasions I have become more familiar with services available in the area. It is interesting how an individual can be assisted in dealing with what we may consider a minor issue, yet is actually something that can change an individual’s circumstances quite dramatically. FL have a huge role to play in this.”

“Female client with MCN - homeless, sofa surfing, non-compliant, issues with benefits, vulnerability, DV. FL were instrumental in supporting the individual with ESA claim, securing accommodation and generally increasing their motivation. This individual managed to get through to the end of her licence without a further conviction.”

Interestingly one staff member stated that involvement with Fulfilling Lives had made a number of their clients *“more compliant once engaging with Fulfilling Lives, it is clear that they play a huge part in breaking down barriers and helping individuals to move forward in many ways.”* The worker seconded to Fulfilling Lives from Northumbria CRC reflected that Fulfilling Lives navigators have the time to secure engagement from clients; clients are more likely to attend at Probation because *“navigators do our utmost to get people to appointments.”*

When asked to give examples of working with Fulfilling Lives or a Fulfilling Lives client, a wide range of comments were captured. Staff members talked positively about the impact Fulfilling Lives has on their clients, the supportive nature of Fulfilling Lives was valued. One staff member commented on how a navigator helped a client with the transition from one probation officer to another, supporting attendance at appointments and resolving issues linked to housing. Another staff member noted Fulfilling Lives providing clients with a phone to keep in contact with other agencies was positive, another reflected that Fulfilling Lives staff seem ‘highly motivated’. Staff were asked to reflect on how they’ve used the CRC seconded worker as a resource; generally staff have valued better information sharing and have tapped into the worker’s knowledge about what is available in the community for people with MCN:

“[Name of worker] is very knowledgeable with what is available for those who are homeless, have benefit troubles, mental health issues”

“[Colleague] takes on the more complex cases due to her links with FL & other agencies - this supports the team and her knowledge about what is available in Newcastle area is a real help.”

The CRC team’s feedback was positive about the links Newcastle and Gateshead CRC have formed with Fulfilling Lives staff:

“This has helped the agency to better understand and manage service users who are facing MCN and in partnership both agencies have been able to help remove barriers and obstacles faced by service users in such situations. The use of MEAM as an approach has been taken forward in South Tyneside & North Tyneside and the links to Fulfilling Lives and to the aims of system change can be clearly identified in both of the models adopted by the wider Community partnership of which the CRC is a part... there are multiple examples of how the CRC & Fulfilling Lives have become a more close partnership as a result of the secondment - not least the high visibility of Fulfilling Lives colleagues working in partnership with CRC practitioners to support service users with multiple and complex needs - this has helped to improve compliance and access to services for service users.” (CRC Team Lead)

The FL-CRC Worker felt that a strong outcome of her secondment would be Northumbria CRC adopting a strategy of working with people with MCN. She suggested this should be a dedicated officer, a specialist role; within probation services there are specialist workers around women’s needs, an MCN role would strengthen the offer to clients. She estimated that 30-35% of probation’s clients have ‘true’ multiple and complex needs. This feedback was reflected by the CRC team lead in relation to the development of the CRC’s dedicated practitioner role:

“The Navigator role is one that has obvious benefits and there is some overlaps with the development of the CRCs “Dedicated Practitioner” role which is intended to offer triage services for service users as part of our new way of working...the navigator role has obvious benefits to the ideas that are integral to the CRC approach to desistance and strength building” (CRC Team Lead)

CRC seconded worker’s feedback

The FL-CRC worker was interviewed by the FL Research and Evaluation Lead in her final month in post. Her reflections have been themed to explore the following:

- Experience of secondment
- Reflections on working with FL clients
- Outcomes brokered for clients
- Reflections on the FL programme and the team

CRC seconded worker’s experience of secondment

The worker reports enjoying her time on secondment, she is positive about the work she has engaged in. She says that the secondment has taken her back to *“good old fashioned case work with a smaller caseload to build relationships.”* When asked about what this looks like, she expanded *“befriending, support, integrating with the person’s family, supporting them with life skills...the model is fantastic,*

it's luxurious to have that time to spend with someone...99% of probation officers would love to work in this way."

She reflects that *"that the FL programme has not had the best"* of her. She feels strongly that a full time secondment would have given her the space and time outside of her substantive post to get the most out of the secondment, stating her time has been *"hijacked"* by her Northumbria CRC caseload.

FL-CRC worker's reflections on working with FL clients

The worker reported feeling at home with the FL philosophy that clients with multiple and complex needs require more time with a worker, building relationships, as well as flexibility and that *"relationship building is key."*

Interestingly Fulfilling Lives has been exploring what makes a good MCN worker. We have spoken to our navigators, brokers and Experts by Experience to explore the skills and experience that contribute to supporting people with multiple and complex needs well, and will be following up with focus groups to firm up our findings.

A report will be produced late 2017 but our early findings shine a light on worker's value set, their hopefulness for clients and safe-to-fail approach to risk taking. The CRC seconded worker's own value set is a close fit with this. The worker was asked about her skills and experience, and whether the way she has worked with FL clients was something she has developed through secondment, or whether these were skills she brought with her to the secondment role. She reflects that she has *"always been like that, making connections, helping people with solutions. People would look over my divider, and say [name of worker] can you help me?"* One navigator commented that the worker is *"very resourceful, so she fitted into this role really well."*

Interestingly we might have expected the worker to have found challenges in the transition from CRC Probation officer to Fulfilling Lives navigator, FL navigators describe the two roles as *"very different"* however she describes the Fulfilling Lives approach as *"nothing new"* sharing a Northumbria CRC case study prior to her time with Fulfilling Lives to illustrate:

"This gentleman is not a FL client, he's 50 years old, homeless, an IV drugs user. I've worked very differently with him, he would have been breached and in custody, I've managed to work with him in the community. We'd meet at Lifeline, he was in Lifeline every day, now Plummer Court. He has trench foot - for him to get to an appointment for 30 minutes at Probation would see him take all of his belongings with him, because he has nowhere and won't leave them anywhere, instead we worked at Lifeline and Plummer Court, and have seen positive outcomes, he is in treatment for first time in his life."

The worker was asked about her CRC colleagues' reflections on FL workers securing greater compliance with people with MCN – *"navigators do our utmost to get people to appointments."* She reflected that her approach as a probation officer has always been to *"work with people, go to them, work in the community where I can, and not breach them"*.

Client case studies

Case study Lee

Referral for Lee was received from Northumbria CRC

The CRC seconded worker was Lee's probation officer before and during her secondment

Background

- Lee is a 32 year old male client
- Rough sleeping, temporary accommodation, moved into supported accommodation for almost a year
- Currently in prison
- Alcohol, street valium, subutex
- Offences – 29 convictions from 61 offences, theft, assault, arson

- The CRC seconded worker was Lee's probation officer before her secondment, so Lee's navigator and the CRC seconded worker had both worked with Lee before and during the secondment, and will work together after the secondment too.
- Lee's FL navigator stated that working with the CRC seconded worker during her secondment was *"the same as before the secondment but she had more time and more flexibility to do more outreach, to come out of her office and to the benefits office to meet Lee"*
- Lee was to attend a court ordered Thinking Skills course, the CRC seconded worker stated that Lee's mental health and chaotic presentation would make a Thinking Skills course impossible and wrote when he was up in Court for another offence to revoke the Thinking Skills order as this was inappropriate for him at that time. The order was revoked. Lee's navigator stated that the CRC seconded worker *"understands what clients can or can't engage with, Lee had done the course a few times, so instead she had the order changed to a rehabilitation activity requirement (RAR)."*
- When Lee misses an appointment at probation the CRC seconded worker will contact CG's Fulfilling Lives navigator to find out how he is doing, and why he missed the appointment, rather than breach him. She will liaise with Lee's navigator to enable other opportunities to meet with him, recently she arranged to go to Lee's Jobcentre appointment with his navigator as she needed to have contact with him: *"while I was off Lee failed to attend probation, his FL navigator is seeing him at Job Centre Plus tomorrow, and I'll go along so I've seen him, and he doesn't get breached."*
- The CRC seconded worker reflects that CRC colleagues might not do this, but she will often contact other services to see if they have had any contact with the client, this helps her build a bigger picture of client's daily routines in the community.
- Lee's navigator was asked about her experience of working alongside the CRC seconded worker in relation to Lee *"She has a great understanding of multiple and complex needs. She treats clients with humanity, compassion and understanding. She tries to get to know them as people to support them with rehabilitation in a person centred holistic way, not solely focused on criminal justice. She is honest and open in her approach and clients respond to her non-judgmental genuine attitude. We worked well together and shared information in order to support Lee."*

CRC seconded worker's outcomes brokered for clients

The CRC seconded worker's Fulfilling Lives colleagues report that she has brought with her to the secondment role strong relationships with some services and some criminal justice system powers which clients have benefitted positively from, as reflected in the below case studies for clients Emma and Kate.

The worker reflects that her Gateshead contacts are not as strong as her Newcastle contacts, having never worked in Gateshead, but she brought with her to the secondment good relationships with housing services in Newcastle. She reflects that traditionally probation staff would have specialisms and her specialism was housing. She said that those connections have been stretched to the benefit of her clients during the secondment, as she has had the flexibility and remit to make greater asks for clients, with a greater advocacy role than in her Northumbria CRC post - *"by doing this secondment I feel I've come close to breaking those relationships, I've been able to work with a very different head fighting for someone, so hopefully I've haven't blotted my copy book!"*

Case study Emma

Referral for Emma was received from Girls are Proud service

The CRC seconded worker was Emma's navigator

Emma had a probation worker from Northumbria CRC

Background

- Emma is a 40 year old female client
- Homeless on referral, supported accommodation and reported as missing person twice
- Heroin and alcohol user
- Multiple offences, drug related, theft, fraud, offences against the person
- DV history

Navigation

- Emma is a vulnerable client; often she would not want her navigator to know where she was living, or would not give her full address. Emma has tended to gravitate towards men stating she thinks they will protect her, but with support of her navigator has made progress recognising that these relationships are not positive
- Emma's navigator initially suspected she was experiencing domestic violence, something Emma denied. Instances of Emma presenting with bruising increased, Emma continued in being adamant she was not in an abusive relationship. As Emma began to trust her navigator she later opened up, finally disclosing that her partner was being controlling, she later made a further disclosure of a traumatic event from her past which she is being supported with at present
- Much of the navigation work done with Fulfilling Lives has been about securing flexibility with services for example 1) Emma breached terms of her license in 2016; navigator asked whether it would be possible for Emma to attend court the following day and surrender to her arrest warrant. This was allowed, in court the navigator was able to expand on the work she and Emma did together. The warrant was withdrawn, the court advised Emma to thank

her navigator advising her to remain in contact with her probation officer and navigator 2) navigator accompanied Emma to Newcastle Magistrates Court for appearance for a public order matter. Navigator went to the Probation Office to give a positive update on Emma and proposed a 12 month conditional discharge “given her progress in the last 6 months since the matter.” Magistrate agreed to this proposal and Emma was fined £100 costs. 3) Emma had left debt in a previous tenancy and her navigator applied to the Vicar’s Relief Fund to help pay it back; with her navigators intervention Emma also received part of a large overpayment back from another housing provider. 4) Emma’s navigator successfully rescheduled Emma’s appointment with DWP assessment centre stating difficulties with addiction as reason for non-attendance

- Emma has 48 convictions for 98 offences and has been in a constant cycle with prison and probation – she recently spent nearly a year out of CJS
- The navigator has excellent connections with housing services in Newcastle, securing emergency accommodation for Emma which Fulfilling Lives broker noted as impressive because “our clients don’t generally get accommodated at this accommodation”
- This accommodation was not long term, Emma was offered a flat Summer 2017, she felt the location of this would hamper her recovery. Emma was given a 28 day notice to leave emergency accommodation, believing she was being evicted Emma stopped paying her rent. Her navigator intervened and a second offer was made, Emma did not turn up to accept the offer which was withdrawn, her navigator intervened again and Emma moved into a flat in July 2017.
- Her navigator reports this next period is crucial for Emma, she has not lived in unsupported accommodation alone before. Emma is currently stable, happy in a new relationship and flat. She was anxious about being allocated a new navigator but is reportedly happy to work with her new worker.
- Emma recently started a new relationship, her navigator views this as one of the most positive relationships Emma has held, they are being treated as a couple for their substance misuse, supporting each other and recently Emma’s navigator saw them out cycling together on the way to a picnic.

Emma asked her navigator, the CRC seconded worker “why have I engaged with you when I’ve never engaged with anyone before?” Her navigator suggested that they explore this and Emma agreed to be interviewed by a Fulfilling Lives broker. She talked about her experience of having a Fulfilling Lives navigator, reflecting on how this interaction felt different to interactions she has had with other services. Largely her reflections centred on her navigator taking time to get to know her and building a relationship of trust based on reciprocal sharing, encouragement and showing an interest in Emma:

“She’ll explain what she used to be, she used to run pubs and that and like getting to know a little bit about you. Instead of like [name of service] wouldn’t mention about anything about anything [about themselves] and I would bat me head and say nah I’m not gonna do anything.”

“She pushes me, well, not pushes me but she talks to me...If I get told to go to HAC [Housing Advice Centre] I’d rather stay on the streets than go myself, she takes me...she just helps me, will have a cup of tea and that...she’ll not give in with you...she’ll keep on getting on your case and working with you and makes things easier, she’ll say I’ll come up to yours and she asks how I am, she’s a decent lass, some workers only want to see you if you have an appointment, she’ll ask how I’m doing.”

Case study Kate

Referral for Kate was received from Evolve
The CRC seconded worker was Kate's navigator
Kate had a probation worker from Northumbria CRC

Background

- Kate was a 42 year old female client
- Homeless on referral, supported accommodation, temporary accommodation and rough sleeping during time with FLNG
- Long term anxiety and depression medication, drug and alcohol misuse
- Multiple offences, shoplifting, though at referral had not had recent offences
- DV history
- Kate died July 2017

Navigation

- Kate was a vulnerable woman experiencing domestic violence. Much of the navigation work done with Fulfilling Lives involved encouraging services to recognise her vulnerability, for example 1) Kate was given a ground floor room at an accommodation with a window which would not lock. Her partner let himself into the property on multiple occasions. Later Kate let her partner into the property and an altercation took place, Kate was to be evicted. Her navigator informed the accommodation manager that she would be making a Safeguarding alert as Kate was street homeless and vulnerable, the accommodation manager gave Kate another chance and did not evict her, moving her into a second floor flat. 2) Kate's navigator secured her safer accommodation, workers would usually check tenants weekdays only, her navigator asked for weekend checks – her navigator encouraged services to offer Kate more flexibility and greater support in recognition of her vulnerability. Her navigator reflects that some accommodation providers bent over backwards for Kate, one giving her a 'fresh start' after breaching tenancy multiple times, but she couldn't sustain these placements. 3) Kate breached her license, her navigator suggested she take part in an alcohol treatment plan to mitigate proceedings, though Kate declined this engaging with FL was made part of her order.
- Her navigator reflects on several instances where Kate pushed her away and struggled with engagement, but stated she was the most regular and continuous engagement Kate had with any professional. On eviction and being offered a final chance by one accommodation provider Kate blamed her situation on her navigator for having been off sick. Kate made cards for her navigator, they went to buy craft materials together, Kate tried to steal craft materials on this visit, her navigator made her return these items, Kate apologised for this.
- Drugs and alcohol continued to be a factor in Kate's lack of engagement with services throughout the time she was supported by FL. After a period of 5 weeks in a coma Kate regained consciousness, she was detoxed. Kate complained about pain, and attended her GP on leaving hospital. She stated she had used heroin, which her navigator doubted, she was prescribed 50ml of methadone increasing to 80ml the following week.
- Kate's navigator queried with Kate's GP whether she could be given her amitriptyline on daily pick up as she suspected Kate's earlier hospital admission was a result of Kate saving this up and taking a large dose at once. Her GP stated their prescribing was within NICE guidelines.

- On leaving hospital Kate’s navigator helped her to ask her supported accommodation worker to allow her to look after her daughter’s dog for a short while to improve her mobility and support her recovery. Her navigator feels that Kate took advantage of this and cites this as an example of Kate’s belief that rules did not apply to her.
- It became difficult for her navigator to support her as she became aware Kate’s partner would often be at her flat in secret. Her navigator sought Multi Agency Safeguarding Hub involvement but they stated many services were already involved. Kate would not engage with IDVA and although she put forward the first stages of a non-molestation order with court and her solicitor she did not engage with the second stage of this order.
- Multiple reports of antisocial behavior made at Kate’s property. Kate moved to a flat in Newcastle, her ‘fresh start,’ but was asked to leave as she was housed with two women who were afraid of the acquaintances invited to the flat. Further breaches of tenancy were logged - non-payment of service charge, allowing a dog on premises, non-co-operation with staff.
- Kate had a period of time where she disengaged from Fulfilling Lives, reportedly sleeping in the hallway of a property in Gateshead. After a short time she re-engaged moving into temporary accommodation. During this time she presented as distressed twice, once after having been assaulted by her partner, another time requesting a change of accommodation stating other residents were asking her to steal things. She moved into another temporary accommodation in Gateshead where she was residing at the time of death. Kate reportedly died on 30th July 2017 on a local bus service, the initial cause of death inconclusive, awaiting toxicology

CRC seconded worker’s reflections on the FL programme and team

The worker reflects positively on working with the FL team, the positivity and hope that they bring to the role has had an impact on her own outlook for clients. She identifies that her Fulfilling Lives colleagues bring an everyday positivity that is not reflected in the everyday working of the Probation service, she said that it’s perhaps natural her Probation colleagues “*focus on the negatives*” where they see the revolving door and their role can feel like “*going over old ground*” with the same clients. The worker shared a recent positive story to illustrate this shift in expectations for clients:

“Emma was difficult, history told me that she wouldn’t engage, that she’d offend again, my relationship with her was very important, she had to trust me, there’s no strong arming with Fulfilling Lives, it’s lovely. It’s very important people have a choice, even not going to an appointment might be the only choice they have that day, the only control they have. Emma is in a more positive relationship now, after years of abusive relationships, she’s doing really well actually, hasn’t come to the attention of the police...I saw them [Emma and partner] out on their bikes at the weekend, she looks so different to when I started working with her, I wish I’d taken photographs to be able to show you how different she looks, other people comment on it all the time.”

The worker reflected that the Fulfilling Lives team feels very different to her team at Northumbria CRC, this comment was made in relation to the Fulfilling Lives approach to risk. The worker felt that her own approach to risk is a better fit with the Fulfilling Lives approach, but commented that as well as being able to take a chance on someone, unlike in statutory services where there are different responsibilities in regards to risk, “there’s someone to call on if it goes wrong.”

The worker shared that she was a fellow Fulfilling Lives navigator's probation officer, that she was delighted when he called to tell her that he had a job first with Changing Lives, later with Fulfilling Lives; that they are now doing the same job was "testimony that these things do work".

Fulfilling Lives Team feedback

The FLNG team spoke positively about the CRC seconded worker; one FL navigator commented that the CRC seconded worker would go "*above and beyond for clients*" in her FL role stating that the worker adapted quickly to a role that is very different from the probation role which involved monitoring - "[*the navigator role*] it wasn't to monitor, but to navigate."

Some FLNG staff reflected positively on the soft outcomes of the partnership, opening up better working relationships and "breaking barriers" where they felt welcomed into the staff canteen and "*felt more comfortable with each other*" and "*it's easier to pick up the phone and ask for information when you both know each other's role and what they're about*".

Interestingly FLNG workers talked about the opportunities opened up from working closely with the worker for information sharing which benefitted clients. These comments clustered around increased flexibility so that clients were not breached, generally workers reflected that this information sharing went in the client's favour in their view but the client might not always have shared this view. One FL worker talked about a client being recalled to prison. In their view this recall was appropriate, and a positive outcome for the client, but because the CRC seconded worker contacted them to let them know this was likely to happen they reflected on feeling "*uncomfortable*" about feeling part of that decision making process. This will be explored further in our Workforce Development workstream as an interesting practice issue about working alongside statutory agencies.

The CRC seconded worker's fellow navigators were asked to feedback on general client benefits; one worker spoke about how the CRC seconded worker's statutory footing conveyed 'informal powers' that they tapped into, for example asking the CRC seconded worker to take the lead on sending an email to another local statutory service copying them in as this would likely secure a better outcome for their client:

"Other agencies would listen more to [her] when she shared the needs of a client on behalf of another navigator when the navigator's views would not be valued or listened to."

Access to rehabilitation was mentioned by one worker as a positive access route opened up by the CRC seconded worker when a client left prison. This was particularly impacted on by the worker's access to the DART team which the navigator felt helped.

In relation to information sharing the FL team valued information sharing both related to clients and in building 'bridges' with other agencies:

"[She] was very useful in providing information about clients, both new referrals to FL who were known to CRC and also about existing FL clients known to CRC. I think this was in both a formal way (around new referrals) and also informal based on relationships with navigators. [She] was really a single point of contact for us which was incredibly helpful (and I hope can continue)."

FL workers valued the increased knowledge they have of the criminal justice system. The CRC seconded worker delivered training for the Fulfilling Lives team to increase their understanding of the

criminal justice system, probation orders and community rehabilitation. This consolidated knowledge for some frontline workers who already had a good overview of the CJS, and others said that they learned about new orders, for example the Rehabilitation Activity Requirement.

One worker commented that they felt the CRC seconded worker provided ‘*legitimacy*’ to the programme, another talked about the benefit of working alongside a colleague who can “*listen to two worlds (probation and voluntary sector)*”:

“I think third sector workers can feel like second class citizens next to statutory workers and [she] was an amazing bridge to this...and also used her CRC role to sway/hold weight for FL clients in CRC – avoid orders/prison sentences. I think it started to break down some of those restrictions and expectations that go with a job title.”

The Fulfilling Lives programme manager reflected on the many benefits of the pilot. Having the Teresa’s expertise within the team was a positive attribute to FL-NG, allowing access, as stated by the team above, to knowledge and influence not previously held. In addition, having CRC input at both the Strategic and Operational groups and actively witnessing the influence of Fulfilling Lives through training etc. on the thinking of CRC staff, other than Teresa, including management, has been rewarding to see.

One point of note included the evaluation process itself and how having a more robust plan in place from the beginning of the pilot would have been more useful. Gathering qualitative and quantitative feedback on an ongoing basis throughout the process would have helped establish real-time levels of any change achieved. Going forward however, we have learned from this experience should we embark on a pilot again.

Conclusions

The CRC secondment pilot seems to have had positive results in terms of CRC workers’ increased understanding of the needs of people with multiple and complex needs, improved information sharing and CRC staff cited positive examples of partnership working alongside Fulfilling Lives navigators with good outcomes for clients. The Northumbria CRC team makes reference to the visibility of Fulfilling Lives and the outcomes this secures for clients in relation to their compliance with probation activities and in securing engagement which supports client engagement with probation and other services.

Similarly the FL team reflected positively on their experience of the pilot and on positive outcomes for clients. Improved information sharing and closer working practices are particularly highlighted as positive outcomes of the pilot.

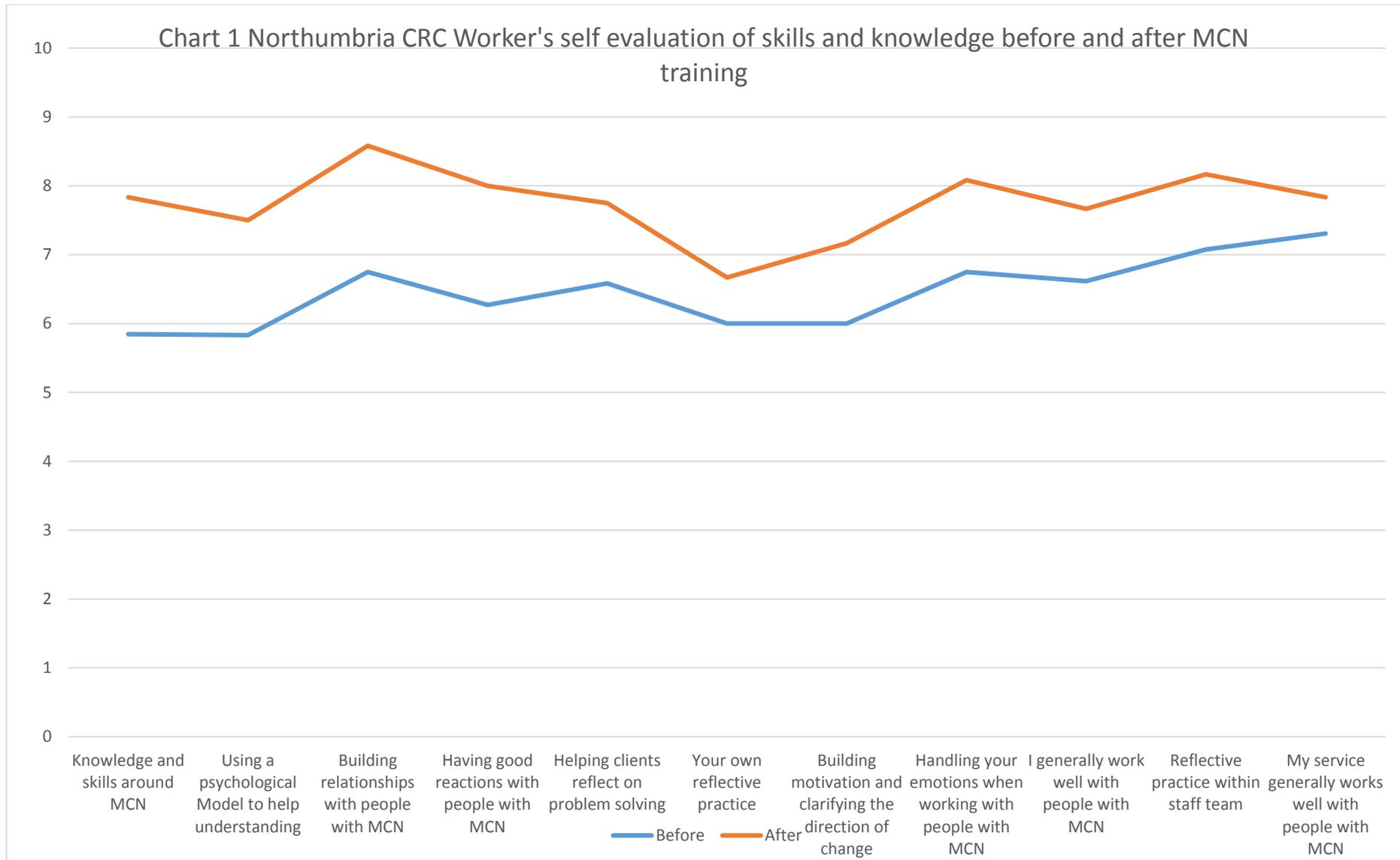
The case studies presented highlight positive examples of engagement with clients with multiple and complex needs by the seconded worker, and reflective practice. We might have expected these engagement techniques to have developed out of the secondment role, however it seems the worker brought these skills with her to the secondment. The worker reported enjoying the ‘*luxury*’ and flexibility of having more time with clients, however she and her colleagues report that she worked with people in this way before the secondment.

This experience will inform our approach to any future secondments or pilots within the programme.

Next steps

- Fulfilling Lives Newcastle and Gateshead's Annual Event 2017 is themed on the experiences of people with multiple and complex needs within the criminal justice system and Northumbria CRC and we will share learning from this pilot with that audience.
- Northumbria CRC are exploring a new model of working, they plan to embed the skills and learning developed by the CRC seconded worker into this new model. Northumbria CRC has identified that a key learning point for practitioners is to understand the lived experience of people with multiple and complex needs. To support this Northumbria CRC is seeking to introduce guidelines for all staff which provides information and advice about the 5 key skills needed to support and engage service users with MCN (maintain professional roles and boundaries, build trusting relationships, validate and support service users positive life choices, collaborate with service users to develop strength building plans, motivate and encourage service users both practically and emotionally). It will encourage Responsible Officers to use their professional judgement and discretion when working with service users with multiple and complex needs, to ensure that they are given every opportunity to succeed when navigating the criminal justice system and supporting an offence free lifestyle.
- The CRC seconded worker will join the FLNG Operations Group to provide an ongoing link between Northumbria CRC and Fulfilling Lives. In a further six months the CRC Team Lead and the worker will be asked to complete a short follow up interview to explore whether the positive outcomes of this pilot have been maintained and built on.
- FLNG will continue to explore what makes a good multiple and complex needs worker, points of interest about working alongside statutory frontline workers will be explored further.
- Following a request from the regional offenders working group Fulfilling Lives completed our prison release report (soon to be published to our website). This report was shared at the Fulfilling Lives Strategic Group and members agreed to convene a Task and Finish group to explore the current criminal justice landscape and the barriers to meeting the needs of people with MCN; as well as considering any key actions to address the issues raised in the report.
- It was really interesting to capture Emma's feedback on the FL programme and her experience of having a navigator. Hearing from a FL client in this audio format draws a powerful focus to positive engagement with people with multiple and complex needs. We will explore options to make this client feedback available online so that the voices of our clients are amplified.

Chart 1 Northumbria CRC Worker's self evaluation of skills and knowledge before and after MCN training



Appendix 1 Northumbria CRC Survey

As part of the CRC’s liaison with Fulfilling Lives (FL) we are undertaking an evaluation of the work which has taken place between the CRC & FL.

Many of you will have referred SU to FL or had contact with Teresa Cardiff in her role as a “Navigator” - the evaluation is not about Teresa and her 1 to 1 work, although I would like to hear any information that highlights the work done for SU as part of this work. It is more about how we as a CRC feel the liaison and work carried out jointly by CRC & FL has worked and what we have learned or what we would like to retain or develop for the process.

I am hoping that you will all take 10 minutes to complete this quick survey so that I can use it to inform the evaluation of the links between CRC & FL

CRC learning:

- Assessing your awareness of issues people experiencing Multiple & Complex Needs (MCN) face:

How would you rate your current level of **knowledge and skills** around working with people with multiple and **complex needs**?

1.....2.....3.....4.....5.....6.....7.....8.....9.....10

(1 low - 10 high)

Please make some comments on your knowledge and skills base in relation to working with people with MCN:

- As a **CRC staff member** has your awareness of issues people experiencing MCN face changed since your links with FL? If yes please explain how?

- Has there been any change in practice/awareness within the **team** since we started to work with FL? (please give examples of work with service users who have had contact with Navigators or Brokers):

- As a CRC staff member has there been a change in your awareness/practice linked to:

More reflective practice?

The way workers work with/relate to people MCN?

A more flexible/change in approach?

More partnership working?

- As a CRC Staff Member have you used Teresa as a resource to explore dealing with SU with MCN ?

Specifically how were MCN CRC cases chosen for Teresa?

- As a CRC Staff member can you give an example of where FL have helped you work with an existing FL client or with a SU you have referred to FL?

- As a CRC Staff member do you feel that you have more of an understanding of FL and the work of Navigators since the CRC & FL commenced working in partnership?

- Any further comments not captured elsewhere: