



London Together

A Manifesto to transform services for the most excluded in the capital



Multiple and complex needs in London

London is a prosperous city, which generates significant wealth and opportunity. However, too many Londoners still face entrenched social and economic exclusion linked to a range of problems, including: poverty; poor mental health; homelessness; substance misuse issues; repeat victimisation; and offending. For the most disadvantaged people, these problems overlap and they become caught in a negative 'revolving door' cycle.

Evidence from one national study suggests there are at least 7,000 individuals experiencing a combination of substance misuse, offending, and homelessness across London each year. There are a further 32,000 facing two of these needs at once. People in this group also face a range of additional problems, including:

- **poor mental health** - 55% of those facing all 3 needs above had an identified mental health problem
- **high levels of unemployment and poverty** - over half of those experiencing all 3 needs had been reliant on welfare benefits for most of their adult lives
- **histories of trauma** - 85% had traumatic experiences in childhood.

A conservative estimate suggests that the repeated demand generated by this combined group results in a combined cost of at least **£760 million per year to London's public services**. The 7,000 people facing all three needs generate at least £160 million of this total.¹ However, these figures are likely to underestimate the cost of multiple needs across London. Research in some London boroughs suggest that those facing the most complex needs can typically generate higher individual costs to local services of around **£30,000-£50,000 per year**.² Research may also underestimate prevalence, for example vulnerable repeat attenders in A&E and police custody, rough sleepers and women involved in prostitution.

Changing systems and services in the Capital

Evidence shows that working intensively to co-ordinate support for people facing multiple and complex needs can improve health and wellbeing outcomes, reduce offending, and ultimately prove cost-effective by moving people away from a costly cycle of crisis and crime³

Additionally, while there are significant challenges facing London's public services in the current context, there has been a growing awareness at a policy level of the need to co-ordinate support more effectively for those facing the most complex needs. And there are promising programmes and pilots across London originating from different sectors. This includes developments in:

- **The devolution agenda**, which could provide significant opportunities over time to strengthen local partnerships, pool funds, and redesign services for people facing multiple needs.

¹ Based on estimates in Fitzpatrick, S; Bramley, G et al (2015) Hard Edges: Mapping severe and multiple disadvantage – England. London: Lankelly Chase Foundation: http://lankellychase.org.uk/wp-content/uploads/2015/01/Hard_Edges_Appendices_FINAL.pdf

² Based on calculations for London boroughs by Resolving Chaos

³ See Revolving Doors Agency & Centre for Mental Health (2015) Comprehensive Services for Complex Needs: A summary of the evidence London: Revolving Doors Agency: <http://www.revolving-doors.org.uk/documents/comp-services-complex-needs-summary-of-the-evidence/?preview=true>



There are at least 7,000 individuals experiencing a combination of substance misuse, offending, and homelessness across London each year.

- **Support for families facing multiple and complex needs**, with London boroughs delivering co-ordinated support for so-called 'Troubled Families' as part of the national programme, although there is no equivalent focus on *individuals* facing multiple needs.
- **Police responses to vulnerability and mental health**, with London's Mental Health Partnership Board helping to drive significant improvements in crisis responses, and the Metropolitan Police developing new approaches to respond earlier to vulnerability with community partners.
- **Responses to rough sleeping**, with the No Second Night Out scheme seeking to improve initial responses to those sleeping rough, and a rough sleeping social impact bond generating social investment to fund intensive support for entrenched rough sleepers.
- **Co-ordination of support for 'revolving door' offenders**, building on existing integrated offender management approaches with significant investment in a new pilot programme to "grip" repeat offenders with an enhanced co-ordinated model in North and East London.



However, while many are developing important work in different parts of London, they face significant systemic barriers and schemes vary in terms of their scope, their funding, their levels of strategic backing, and their geographical availability. There is a need for greater strategic leadership on this agenda in order to co-ordinate and build on these developments, and to ensure that improved responses for the most excluded Londoners are embedded across the capital.

Towards a multiple needs strategy for London: six strategic priorities

In a challenging context for London's public services, there is a strong case for a more co-ordinated approach for individuals facing multiple and complex needs across London.

The challenge of transforming services for this group cuts across service boundaries, and will require strong political and strategic leadership. The response should be locally-led, with London boroughs and partners across policing, health, criminal justice, housing, and the voluntary sector working together to pool resources, should integrate services and should co-ordinate a more effective approach.

However, with key decisions around areas such as policing, health, and criminal justice made at a regional level, there is a strong case for a London-wide focus on this agenda to complement local leadership and to ensure the right support is available across London. **We call for a commitment from the next London Mayor to improve outcomes for the most excluded Londoners facing multiple needs.** This should be supported by a London-wide partnership strategy to transform services for those facing multiple and complex needs, with joint oversight from the London Mayor, local government leaders, and key health and criminal justice partners.

Six strategic priorities that should inform the development of a new approach for the most excluded Londoners:



1. Earlier intervention in people’s problems – developing improved systems and tools to identify those at risk of falling into a negative ‘revolving door’ cycle wherever they come into contact with the system, and link them into appropriate co-ordinated support.

“they [the police] know the faces of the regulars, people they see a lot. But they don’t know where to send them”

2. Greater access to targeted and intensive support for those facing the most complex needs – ensuring there are links into intensive and co-ordinated support for those facing severe complex needs in every borough, including gender specific responses for women and girls facing complex needs.

“At the hostel, I’d be surrounded by drug addicts and be back in the same boat. . . . so they just take you out of the shallow end and put you in the deep end.”

3. Co-ordinated rehabilitation for offenders facing multiple needs – ensuring criminal justice responses are tailored to work more effectively and reduce ‘revolving door’ offending

“I had a lot of problems. . . . so it wasn’t rocket science to offer me a bit of rehabilitation. If they’d have intervened earlier, and given me another way to go I would have taken it and I wouldn’t have wasted 35 plus years of my life.”

4. Improved health and wellbeing for the most excluded adults – reducing the health inequalities experienced by those facing multiple and complex needs, and targeting improved access to healthcare for the most excluded groups.

“I’m doing well, but I want to get myself healthy in mind as well as body”

5. Creating a system that supports long-term recovery – building a system that takes account of the recovery journey, does not remove support too quickly, and helps to build resilience and networks for the most excluded individuals.

“They’re always telling you to be independent. I don’t want to be independent, I want to have friends. That’s interdependent.”

6. Greater user involvement in the design and delivery of services – service users should be involved in the design and delivery of services, coproducing their own support and being involved in the commissioning process. A multiple needs strategy should be coproduced with input from those with ‘lived experience’ to help set outcomes and advise on delivery.

“Developing good service user involvement within a project requires thought, planning, implementation, evaluation and shifts in power and ownership”

This is a call to the next London Mayor, and to local leaders across London, to make an improved response for Londoners facing multiple and complex needs a priority. By setting out the latest research and practice across London, and working with people with lived experience from right across the city, we make the case that the whole capital gains from a new and more effective approach for the most excluded adults.

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”**



Revolving Doors Agency is a charity working across England to change systems and improve services for people who face multiple and complex needs, including poor mental health, and come into repeated contact with the police and criminal justice system. Our mission is to demonstrate and share evidence of effective interventions and to promote reform of public services through partnerships with political leaders, policymakers, commissioners and other experts. We involve people with direct experience of the problem in all of our work.



Trust for London
Tackling poverty and inequality

Trust for London is the largest independent charitable foundation funding work which tackles poverty and inequality in the capital. It supports work providing greater insights into the root causes of London's social problems and how they can be overcome; activities which help people improve their lives; and work empowering Londoners to influence and change policy, practice and public attitudes.

About this manifesto

This manifesto has been produced as part of Revolving Doors Agency's Capital Gains Project, funded by Trust for London, which aims to change policy and improve service responses for people facing multiple and complex needs across the capital.

Members of our **London Service User Panel** with lived experience of the problem have shaped and steered this project throughout. Their insights and contributions have been invaluable in shaping the key priorities and message here. The Panel will play a key role in coproducing our influencing plans and further programme of work.

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