



Ministry of Housing,  
Communities &  
Local Government

# Changing Futures: changing systems to support adults experiencing multiple disadvantage

Expression of Interest (EoI) form

Please email your form to [MCN@communities.gov.uk](mailto:MCN@communities.gov.uk) no later than **23:55 on 21 January 2021**

Please include 'Changing Futures' and the name of your local area in the subject line.

### Applicant

1.1 Area	Cambridgeshire & Peterborough	
1.2 Named contact (a) name (b) main role	(a) Rob Hill	(b) Assistant Director: Community Safety
1.3 Address	Peterborough City and Cambridgeshire County Council Sand Martin House Bittern Way Fletton Quays Peterborough PE2 8TY	
1.4 Telephone number (a) organisation (b) contact	(a) 01733 747474 / 0300 045 5200	(b) 07815 558081
1.5 Email address of named contact	rob.hill@peterborough.gov.uk	

### Co-applicants details

Please provide named contacts supporting the EoI from each of the core partners listed in section 2.4 of the Prospectus.

Name	Organisation	Job Title	Email address
<b>2.1 Local Political lead (required)</b>			
Cllr Steve Criswell	Cambridgeshire County Council	Chair, Communities & Partnerships Committee	<a href="mailto:steve.criswell@cambridgeshire.gov.uk">steve.criswell@cambridgeshire.gov.uk</a>
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Cllr Irene Walsh	Peterborough City Council	Cabinet Member for Communities	<a href="mailto:Irene.Walsh@peterborough.gov.uk">Irene.Walsh@peterborough.gov.uk</a>
Cllr Richard Johnson	Cambridge City Council	Executive councillor for Housing	<a href="mailto:Richard.johnson@cambridge.gov.uk">Richard.johnson@cambridge.gov.uk</a>
<b>2.2 Local Authority contact (at least one name required)</b>			
Adrian Chapman	Cambridgeshire County Council / Peterborough City Council	Service Director: Communities & Partnerships	<a href="mailto:adrian.chapman@peterborough.gov.uk">adrian.chapman@peterborough.gov.uk</a>
Liz Watts	South Cambridgeshire District Council	Chief Executive & Chair, Cambridgeshire Public Services Board	<a href="mailto:Liz.Watts@scambs.gov.uk">Liz.Watts@scambs.gov.uk</a>

Name	Organisation	Job Title	Email address
Charlotte Black	Cambridgeshire County Council / Peterborough City Council	Service Director: Adults & Safeguarding	<a href="mailto:charlotte.black@cambbridgeshire.gov.uk">charlotte.black@cambbridgeshire.gov.uk</a>
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Suzanne Hemingway	Cambridge City Council	Strategic Director	<a href="mailto:Suzanne.Hemingway@cambridge.gov.uk">Suzanne.Hemingway@cambridge.gov.uk</a>
Angela Parmenter	East Cambridgeshire District Council	Housing & Community Advice Manager	<a href="mailto:Angela.Parmenter@eastcambs.gov.uk">Angela.Parmenter@eastcambs.gov.uk</a>
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2.3 Health contact (at least one name required)			
Adele McCormack	Cambridgeshire & Peterborough Foundation Trust	Service Director: Adults & Specialist Directorate	<a href="mailto:Adele.McCormack@cpft.nhs.uk">Adele.McCormack@cpft.nhs.uk</a>
Sandra Pedley	Cambridgeshire & Peterborough Clinical Commissioning Group	Commissioning Manager – Integration	<a href="mailto:Sandra.pedley@nhs.net">Sandra.pedley@nhs.net</a>
Marek Zamborsky	Cambridgeshire & Peterborough Clinical Commissioning Group	SRO for Mental Health & LD Services	<a href="mailto:marek.zamborsky@nhs.net">marek.zamborsky@nhs.net</a>
Val Thomas	Cambridgeshire County Council / Peterborough City Council	Deputy Director of Public Health/Consultant in Public Health	<a href="mailto:Val.thomas@cambridgeshire.gov.uk">Val.thomas@cambridgeshire.gov.uk</a> <a href="mailto:Joseph.Keegan@cambridgeshire.gov.uk">Joseph.Keegan@cambridgeshire.gov.uk</a>
2.4 Police contact (at least one name required)			
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Ray Bisby	Office of the Police & Crime Commissioner	Police & Crime Commissioner	<a href="mailto:Cambs-pcc@cambs.pnn.police.uk">Cambs-pcc@cambs.pnn.police.uk</a> / <a href="mailto:Cristina.strood@cambs.pnn.police.uk">Cristina.strood@cambs.pnn.police.uk</a>
2.5 National Probation Service contact (at least one name required)			
Matthew Ryder	National Probation Service (NPS)	Head of Cambridgeshire & Peterborough Local Delivery Unit	<a href="mailto:Matthew.ryder@justice.gov.uk">Matthew.ryder@justice.gov.uk</a>
Jo Curphey	BeNCH Community Rehabilitation Company (CRC)	CRC Deputy Director & Head of Cambridgeshire Local Delivery Unit	<a href="mailto:jo.curphey@probation.sodexogov.co.uk">jo.curphey@probation.sodexogov.co.uk</a>
2.6 Voluntary & community sector contact (at least one name required)			
Christina Alexander	Peterborough Council for Voluntary Services	Communities Manager	<a href="mailto:Christina.alexander@p cvs.co.uk">Christina.alexander@p cvs.co.uk</a>

Name	Organisation	Job Title	Email address
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Anne Taylor	Co-production group	Chair	<a href="mailto:annie.taylor14@gmail.com">annie.taylor14@gmail.com</a>
Rev Jon Canessa	Ely Diocese	Bishop's Officer for Homelessness	<a href="mailto:jon@cchp.org.uk">jon@cchp.org.uk</a>
Johannes Lenhard	Max Planck Cambridge Centre for Ethics, Economy & Social Change, Cambridge University	Centre Coordinator / Research Associate (co-founder of Cambridge University Homelessness Alliance)	<a href="mailto:jfl37@cam.ac.uk">jfl37@cam.ac.uk</a>
Gemma Burgess	Cambridge Centre for Housing & Planning Research	Acting Director (co-founder of Cambridge University Homelessness Alliance)	<a href="mailto:glb36@cam.ac.uk">glb36@cam.ac.uk</a>

### Guidance notes

- Please refer to the [prospectus](#) when completing this form, including section 2.1 on the aims of the programme; 2.2 on defining the cohort; 2.3. on core delivery principles; and 2.4 on core partnership requirements.
- To note, the goal of the programme is to generate learning and test a new partnership approach between government and local areas. Therefore, we are seeking a balance of different areas of the country, scales of operation, partnership structures and delivery models to maximise learning. This light-

touch EOI process is an opportunity to learn more about interested local areas' current delivery, priorities and plans to inform this selection process.

- Information in your application may be shared with other government colleagues for the purpose of developing our understanding and informing wider policy development and best practice.
- Additional supporting material will not be accepted. Please use black type, Arial font 12.

### **1. Existing partnership work to address multiple disadvantage**

Provide a brief summary of existing partnership work that supports adults experiencing multiple disadvantage in your area, and how this aligns with local strategic ambitions and priorities.

#### **Maximum 300 words**

In our area we have two Making Every Adult Matter (MEAM) partnerships supporting adults experiencing multiple disadvantage. These have

- Built effective networks of agencies, committed to system change (our co-applicants).
- Developed a local approach to defining multiple disadvantage and triaging people experiencing it.
- Implemented and promoted trauma-informed and person-centred approaches for individuals.

The MEAM approach work is supported by Cambridgeshire's Public Services Board (CPSB) and our co-applicants working together to develop solutions for individuals.

We have a strong track record of work around multiple disadvantage which began with the pilot MEAM approach in Cambridgeshire, extending to Peterborough in 2019. We have used investment opportunities to cultivate innovation including the Trailblazer, Housing First and Everyone In.

Informed by people with lived experience, we want to change our system so working together is our default. *Changing Futures* allows us to

- ▲ **Expand** provision of "trusted person" support to a wider group.
- **Enhance** the ability of local services to provide integrated approaches to **flexible, person-centred and trauma-informed support** for the most disadvantaged individuals.
- **Ensure** together as a system we learn, reflect and adapt as a result of frontline work, creating a **new ecosystem**.

Key existing partnerships include

#### **Think Communities**

Multi-agency partnership putting residents at the centre of what we do.

### **Community Reference Group (CRG)**

Coordinates system-wide responses to COVID-19, overseeing the approach for socially vulnerable groups.

### **It Takes A City** (Cambridge), **Safer Off the Streets** (Peterborough)

Provide frameworks enabling cross-sector approaches to end rough sleeping.

### **Countywide Community Safety Strategic Board**

Provides strategic oversight to the MEAM approach with the support of delivery groups including substance misuse and criminal justice.

Other emerging systems work such as Cambridge University Homeless Alliance demonstrate the energy and appetite in the local system.

Co-applicants and wider partners will form two new partnership structures (see Q3).

**Word count 299**

## **2. Evidence of local need**

Set out evidence of local need relating to adults facing multiple disadvantage, as defined in section 2.2 of the prospectus.

We acknowledge that at this stage there will be evidence and data gaps around the most excluded and 'hard to reach' individuals, so please set out:

- a) Evidence and available data on local need and supporting evidence for any local priority groups identified, including with reference to protected characteristics.
- b) How you would plan to address evidence gaps and improve data and mapping of the cohort through participation in the programme, and to engage people who are currently not well-connected to support services.

**Maximum 400 words**

- 97,000 people in Cambridgeshire and Peterborough live in the 20% most deprived areas.<sup>1</sup>
- 1.8 people per 1,000 working-age population in Cambridgeshire and 3.4 per 1,000 in Peterborough faced multiple disadvantage<sup>2</sup>
- Our draft health and wellbeing strategy identifies that while many communities are prosperous and healthy, a significant minority experience poverty, low education and poor health outcomes.<sup>3</sup>
- Rough sleeping is high in both Cambridgeshire and Peterborough, with significant challenges in supporting people with entrenched needs into long-term accommodation.

<sup>1</sup> 20% most deprived areas in England – source Impacts of Covid 19 in Cambridgeshire and Peterborough Needs Assessment (2020)

<sup>2</sup> Lankelly Chase analysis, Hard Edges, 2016

<sup>3</sup> [file:///C:/Users/90152199/Downloads/Draft\\_Cambridgeshire\\_and\\_Peterborough\\_Joint\\_Health\\_and\\_Wellbeing\\_Strategy\\_2020-24.pdf](file:///C:/Users/90152199/Downloads/Draft_Cambridgeshire_and_Peterborough_Joint_Health_and_Wellbeing_Strategy_2020-24.pdf)

## Needs encountered by MEAM teams

From April 2019 to Dec 2020, 118 individuals were referred to the existing MEAM local partnerships. 80% faced multiple disadvantage as defined by the programme but only 37% received MEAM interventions. Others remain in need.

### Issue-specific needs

- 87% of adults assessed by the National Probation Service had 4+ needs.
- Of people in drug / alcohol treatment reporting mental health needs, 30% had not received treatment (national figure 25%).
- Of 202 people in hostels having mental health and substance misuse issues; 58% had 3+ needs; 18% had five.<sup>4</sup>
- 65 extremely vulnerable street workers had been in contact with the Street Sex Worker service in Peterborough in 2020 (around 62% of the known cohort).<sup>5</sup>

### Future work

- Multiple JSNAs<sup>6</sup> from 2013-2019 were reviewed in 2020. They highlighted the need for better governance, accountability and data systems around multiple disadvantage. Our *Changing Futures* work will contribute to this local priority.
- Bring together datasets to identify individuals supported by one agency but with multiple needs
- Use of lived experience to improve services and define outcomes
- The opportunity to be involved in the *Changing Futures* national evaluation would strengthen data around our work and help maintain a strong focus on individual and system-level outcomes.

**Word Count 399**

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<sup>4</sup> Housing Related Support review (2018) <https://cambridgeshireinsight.org.uk/wp-content/uploads/2021/01/draft-hrs-report-2018.pdf>

<sup>5</sup> Draft evaluation of the Peterborough street sex worker service (2019)

<sup>6</sup> Violence Against Women and Girls Needs Assessment 2017; Offender Needs Assessment 2017; Children and Young People Needs Assessment 2013; Mental health of children and young people – needs assessment 2017; Migrant and refugee JSNA 2016; Drug and Alcohol 2016; Vulnerable children and families 2015; Housing and Health JSNA 2013; Adult Mental Health: Autism, Personality Disorder and Dual Diagnosis (2014) 2014; Child Poverty Needs Assessment 2014; Older People's Mental Health 2014; Physical and Learning Disability through the Life Course 2012-2013.

### 3. Proposed delivery model and theory of change

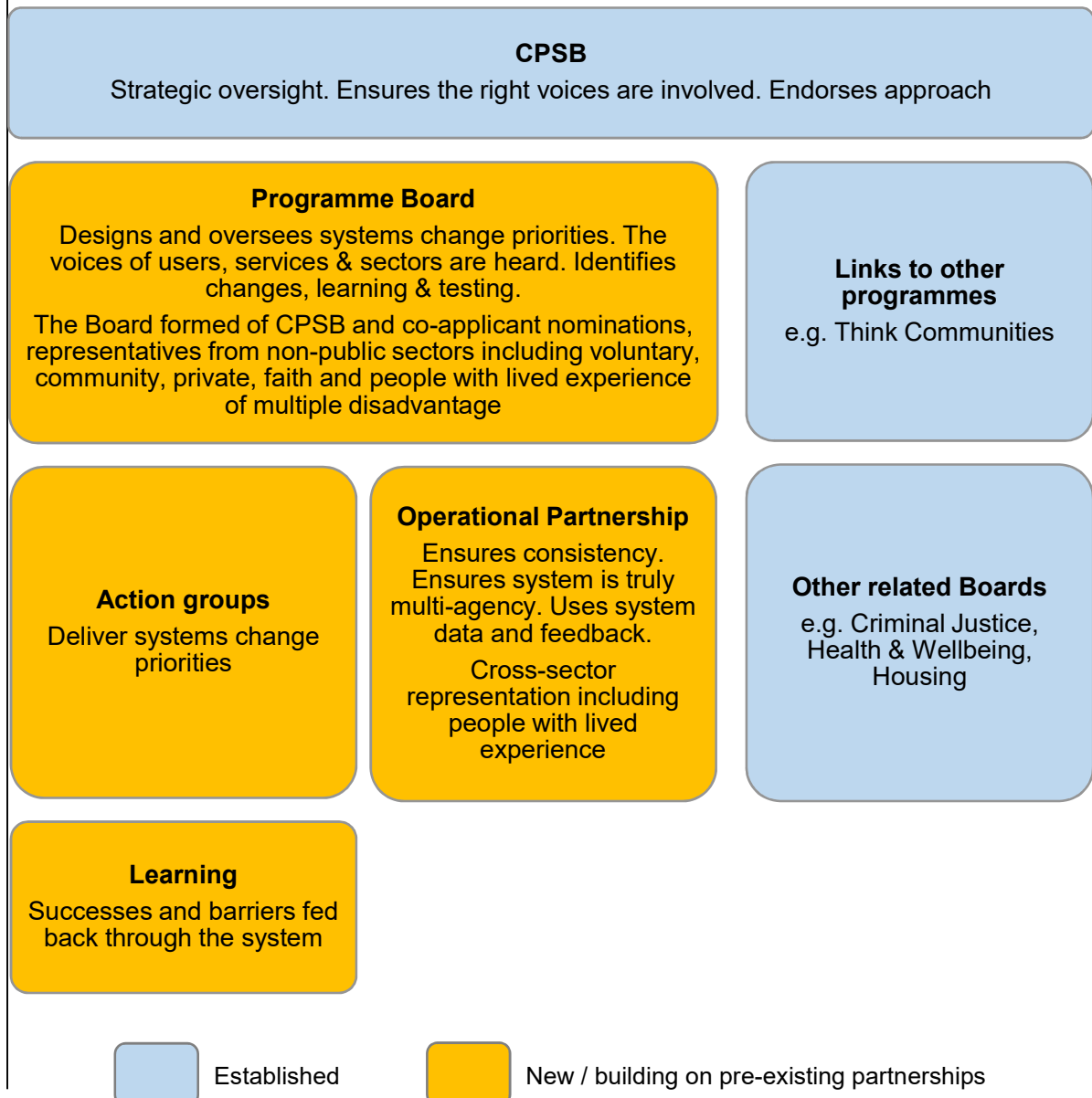
Provide an initial proposal that sets out how you would build on existing work to improve support for adults experiencing multiple disadvantage in line with the core principles set out in section 2.3 of the prospectus. Your response should:

- a) Provide a summary of multi-agency partnership arrangements that would operate at an operational and strategic level to support delivery of the programme and provide local governance and oversight.
- b) Articulate how your proposed approach would lead to improved outcomes at the individual, service and system level as set out in section 2.1 of the prospectus.

**Maximum 750 words**

- a) We plan to develop a new partnership structure to oversee our *Changing Futures* work, building on existing partnerships and relationships among the co-applicants.

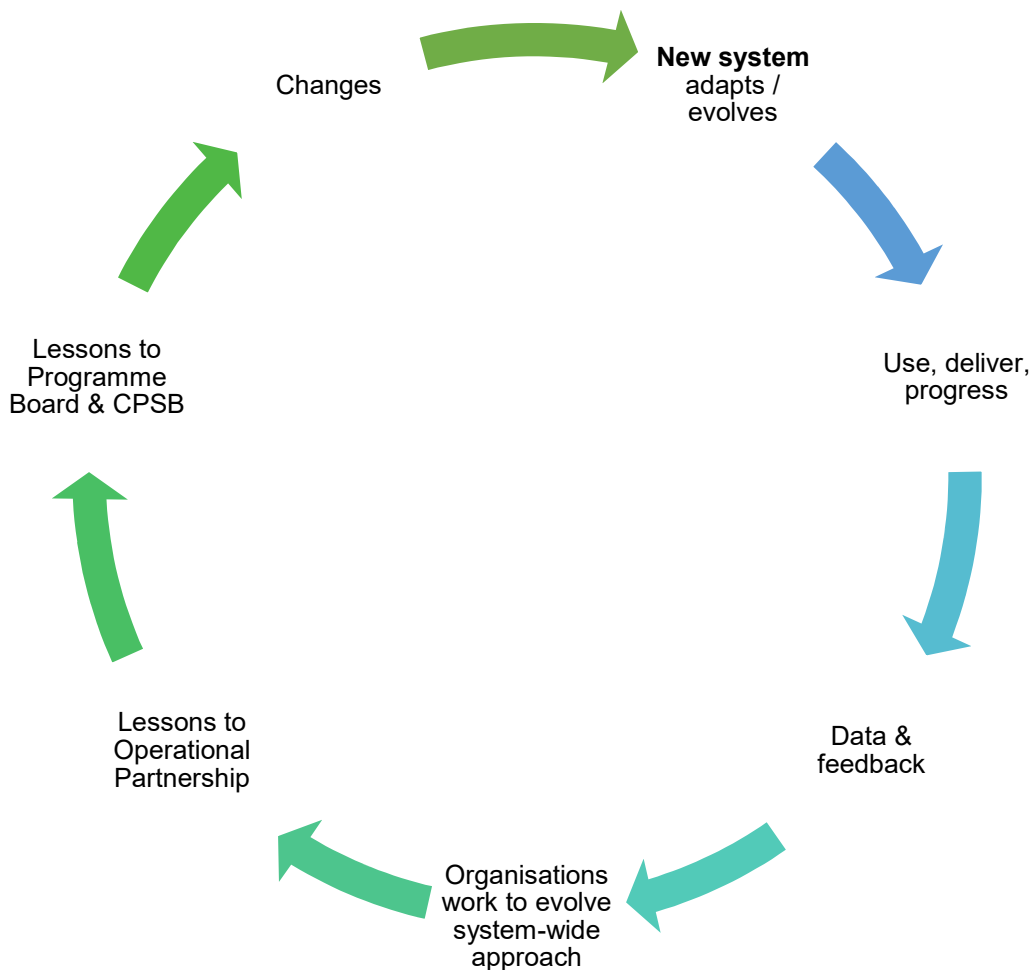
Figure 1 Our partnership structure





The work of the partnership will be guided by a practical theory of change.

Figure 2 Our learning, evolving system



b) The partnership will oversee the following model, with actions at the individual, service and systems levels

### ▲ Individual

We will **expand** the provision of “**trusted person**” support. Each person with multiple disadvantage will have a trusted lead within the existing system, linking with others to implement that person’s plan. A “systems navigator” will oversee each individual’s journey, working to create flexibility and ensure system-wide learning.

#### Priority actions

- ▲ Identify people with multiple disadvantage sooner and intervene earlier
- ▲ Implement flexible, trauma-informed personalised approaches
- ▲ Increase the network of people supporting individuals, using a ‘trusted lead’ model, including peer support, mentoring and befriending
- ▲ Create joined up provision utilising a strengths-based approach

## Outcomes

- ▲ Individuals placed at the centre with services focussing on those individuals' aspirations
- ▲ More disadvantages tackled, removed and prevented
- ▲ Fewer repeat returners
- ▲ Everyone can access the help needed wherever they access the system

## ■ **Service**

We will **enhance** the ability of local services to provide **flexible, person-centred and trauma-informed support**. The Operational Partnership will bring services together, supported by system-wide workforce development.

### Priority actions

- Involve people with lived experience in service development plans
- Encourage learning, sharing and workforce development via the Operational Partnership; enable services to evolve
- Partners step away from rationing services and towards collaboration
- Services meet 'whole person' needs, focused on outcomes for the individual

## Outcomes

- Barriers removed by developing shared understanding
- Extended networks of expertise
- More effective workforce, greater consistency and fairness
- Agreement on sharing resources and "in kind" exchanges

## ● **System**

We will **ensure** there are processes in place for the system to learn, reflect and adapt as a result of the frontline work, creating new finance and commissioning approaches and a **new ecosystem** for services.

The Programme Board will play a leading role supported by new system focussed posts. Services will be enabled to prioritise systems change so it becomes part of our culture.

### Priority actions

- Create flexibility in how local services respond so at whichever point an individual touches, it brings them in and does not push them away
- Improve data sharing and systems
- Agree definitions, triage system and ways to identify a person's network including new partners - the shopkeeper, nurse, faith community, charities, community groups – to be mapped following *Think Communities* principles.

- Create new ways to work together, building on a strong record of cross-sector partnership including third sector and reaching out to communities to help create stronger networks for people in need
- Align funding, co-commissioning outcomes around cohort
- Consolidate governance and create system wide accountability
- Feed into evaluation of the new system
- Consider the costs involved in “free” contributions from the voluntary, charity and community sectors which support a person’s wellbeing and reduce their need to call on more expensive services.
- Inform early years strategies as a person’s whole life journey is reviewed

#### Outcomes

- There is no ‘wrong door’
- Greater system visibility of cohort
- A system which is co-produced, listening better and includes place-based change
- An evolving system which learns across public, voluntary, community and academic sectors
- No ‘postcode lottery’ for people with multiple disadvantage.
- More widespread and longer-term approach to co-commissioning, devising cost / benefit / savings sharing approaches.
- Continued systems leadership via CPSB

**Word count: 749**

#### **4. Commitment to lasting system change**

Set out your commitment to driving lasting system change so that the benefits of the Changing Futures programme are sustained beyond the lifetime of the initial funding. Please also set out commitments to provide match-funding from partner agencies, either through direct funding or in-kind contributions as set out in section 2.6 of the prospectus. To note: we are looking to understand level of commitment from partners at this stage, and detailed match-funding commitments can be developed further at the delivery plan stage.

#### **Maximum 300 words**

CPSB and co-applicants are committed to making this change together.

The Service Director report to the Communities and Partnership Committee on 21 January 2021 says:

*“The time feels right to.....apply strong and consistent leadership at the local level, utilising the strength and power of the Cambridgeshire Local approach and the diversity and absolute commitment of our incredible partnership of public, voluntary, community and faith sector partners, to provide a concentrated focus on social mobility for all of our citizens and businesses”*

The report gives commitment to the *Changing Futures* programme based on the MEAM principles.

CPSB supports the need to tackle entrenched issues in the way our systems support vulnerable people. We welcome the opportunity to widen and deepen the MEAM approach, and to deliver a new joint approach to multiple disadvantage as recommended by ARC4's recent review of homelessness services<sup>7</sup>.

Members of CPSB, the Programme Board and Operational Partnership would commit individual 'in-kind' resource at a senior level to support the programme and address the challenges it poses to our established ways of working.

Various local systems change projects share person-centred approaches. We are committed to combining these into a new system-wide approach to secure upstream outcomes with the help, input and agreement of people with lived experience.

We are committed to:

- Embedding a learning, adapting and evolving culture between organisations and issues, which are too often dealt with in isolation.
- Using the infrastructure set up in the first two years, work together to ensure continuity when the *Changing Futures* programme completes.
- A *Changing Futures* national learning community, sharing local insights and best practice with others.
- Looking at a range of different options to fund the programme in future years
- Considering how to align other funding/initiatives around the *Changing Futures* programme to embed whole system change.

**Word count 299**

## **5. Overlap with existing projects**

A range of government or local programmes are underway led by different parts of the public sector or targeting specific groups with high levels of multiple disadvantage, such as (but not limited to): Rough Sleeping Initiative funding; NHS England long-term plan mental health funding; or other Shared Outcomes Fund programmes.

Please provide:

- a) A summary of other government funding and local programmes impacting adults with multiple disadvantages in your area
- b) Set out how involvement in the *Changing Futures* programme would provide additionality to complement and enhance these other programmes and interventions as part of a whole system approach.

**Maximum 400 words**

Across the wider geography of Cambridgeshire and Peterborough, significant resources are targeted at people with a focus on those already experiencing multiple disadvantage.

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<sup>7</sup> <https://cambridgeshireinsight.org.uk/housing/priority-themes/housing-need/homelessness-transformation/>

These programmes include:

- **Rough Sleeper Initiative fund<sup>8</sup>**

Totals £1,783,353 for 2020/21 supports rough sleepers many of whom have multiple complex needs

- **Next Steps Accommodation funding**

Total £3,113,274 capital & revenue in 2020/21 supporting people rehoused under Everyone In, including many with entrenched needs

- **NHS England long-term plan mental health funding (The Peterborough Exemplar)**

In the region of £1.8M in 2020/21 to pilot an integrated solution in Peterborough, providing community-based mental health care and support for people with mental health needs at local population (primary care network) level

- **Out of Hospital Models for People Experiencing Rough Sleeping**

£68,869 in 2020/21 from the Department of Health for Peterborough City and Cambridge City in partnership with County adult social care commissioning.

A bid has been submitted for £332,001 in 2021/22.

- **Rough Sleeping Drug and Alcohol Treatment Grant Scheme 2020-21**

£714,139 for Cambridge and Peterborough to help ensure current rough sleepers with substance misuse needs and those who have been resettled under the COVID 19 “Everyone In” programme receive enhanced support to address their substance misuse issues.

- **Criminal Justice**

Partnership funding of £1.3m is in place for in 2020/21 to prevent and tackle crime and disorder.

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<sup>8</sup> Provisional figure. For 2021/22 we are assured of a similar allocation, possibly slightly more.

Figure 3 Funded programmes linked to Changing Futures

Funded programme	Benefit of <i>Changing Futures</i>
Rough Sleeper Initiative	Funding spent effectively to tackle the need
Next Steps accommodation funds	Person with multi disadvantage is at centre of their network & plans
Out of hospital for rough sleepers	Partners work to tackle each aspect of disadvantage
Drug and alcohol treatment grant	Partners learn from each others' experiences saving inefficiency and delay
Criminal Justice partnership funding	Partners, projects & customers built into listening network

While these programmes are essential to addressing the immediate issue we face, it is striking how many people with multiple disadvantage remain with entrenched difficulties.

*Changing Futures* would enable us to bring these programmes together, to ensure a MEAM approach across core services and to identify where there are capacity gaps in the system (as well as areas where access is difficult). Including the third sector and community organisations is vital in building networks for people who do not experience a settled and supportive sense of home.

**Word count: 397**