Evidence review

Fulfilling Lives

Supporting people with multiple needs

Promising practice

Key findings from local evaluations to date

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CFE Research and the University of Sheffield have been commissioned by the Big Lottery Fund to carry out an evaluation of the Fulfilling Lives: Supporting people with multiple needs initiative.

About this report

This report draws together key findings from local evaluations of all 12 Fulfilling Lives projects (see page 10), with a particular focus on summarising learning relating to particular approaches.

Who should read the report

This report will be of interest to:

- Fulfilling Lives (Multiple Needs) partnerships and other services working to support people with multiple needs.
- Commissioners, decision-makers and other funders of services to support people with multiple needs.
- Evaluators and researchers working to understand how people with multiple needs can best be supported.

You can find further information and reports from the evaluation at www.mcnevaluation.org.uk

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Glossary

Beneficiaries: For the purposes of the national Fulfilling Lives evaluation, a beneficiary is someone who receives intensive support from one of the 12 funded partnerships. A beneficiary is someone who has been accepted as a suitable referral, contact has been made and they are actively receiving support from, for example, a keyworker, service navigator or similar.

Homelessness Outcomes Star™: This is a tool for supporting and measuring change when working with people who are homeless. It consists of self-assessment on a scale of one to ten for ten different issues including offending, managing money and physical health. An increase in the score indicates progress towards self-reliance (so high Outcomes Star scores are good). As part of the Fulfilling Lives evaluation, the Star should be completed within two months of the beneficiaries engaging with partnerships, and then at six monthly intervals thereafter. For more information see www.outcomesstar.org.uk/homelessness/

Housing First: A client-centred model which aims to house individuals in independent housing on long-term tenancies, and provide intensive support throughout. Access to housing is not conditional on changing behaviours.

Keyworker: Keyworkers, whose job titles can include support worker, link worker, personal development coordinator, service co-ordinator and navigator, are the main way in which beneficiaries get the support they need. This support might be provided directly and/or by keyworkers facilitating access to services provided outside of the programme.

Multiple needs: Two or more of homelessness, reoffending, substance misuse and mental ill-health.

Peer mentor: This involves a person with lived experience of multiple needs connecting with beneficiaries and providing additional support to that provided by the Fulfilling Lives keyworkers. They may be volunteers or employed in paid roles.

PIE: Psychologically Informed Environments, also known as PIEs, are services and support designed and delivered in a way that takes into account the emotional and psychological needs of the individuals using them. They are designed to enable non-clinical staff to better understand and respond to the emotional and psychological needs of people with multiple needs.

01. Background and introduction

About this report

In this report we draw together and summarise key findings and learning on selected approaches and interventions to support people with multiple needs based on local evaluations undertaken by Fulfilling Lives partnerships. The report aims to:

- Highlight approaches and interventions that appear promising based on local evaluation evidence
- Share learning on successful implementation of these approaches
- Consider how different interventions are contributing to the programme's systems change ambitions
- Inform further evaluation (both locally and nationally) to allow us to better understand what works, for whom and in what circumstances.

The report covers the following topics:

- the role of the keyworker, and the navigator model in particular
- peer mentoring
- personal budgets
- Psychologically Informed Environments (PIE)
- Housing First
- improving access to services through No Wrong Door networks and information sharing
- the economic impact of Fulfilling Lives.

Each chapter provides a summary of the approach or intervention, evidence of impact, key learning and its contribution to systems change. There is a list of key local reports reviewed at the end of each chapter. You can access all the published reports from the Fulfilling Lives evaluation website www.mcnevaluation.co.uk

This report focusses solely on evaluation evidence that is either in the public domain or is close enough to being published that it has been shared with the national evaluation team for inclusion in this report. The report does not take into account evaluations that are in progress or planned for the future.

It is not a review of the current work or approaches of the Fulfilling Lives partnerships. Some partnerships are using the approaches described, but have yet to evaluate them. In many cases, partnerships have continued to develop and build on work after publishing initial evaluations – again, this progress is not captured by the report.

Furthermore, all the evidence reviewed here comes from Fulfilling Lives partnerships – further evidence of the impact and effectiveness of interventions may be found outside of the programme.

About Fulfilling Lives

The Big Lottery Fund has made an eight-year investment of up to £112 million in helping people with multiple needs access more joined-up services tailored to their needs. The programme defines multiple needs as experiencing at least two of homelessness, reoffending, substance misuse and mental ill health. The Fulfilling Lives programme funds voluntary sector-led partnerships in 12 areas of England that are working to provide more person-centred and co-ordinated services. The initiative aims to achieve the following outcomes:

- People with multiple needs are able to manage their lives better through access to more person centred and co-ordinated services.
- Services are more tailored and better connected and will empower users to fully take part in effective service design and delivery.
- Shared learning and the improved measurement of outcomes for people with multiple needs will demonstrate the impact of service models to key stakeholders.

Systems change

The Fulfilling Lives programme has a strong focus on legacy and systems change to ensure that the approaches developed by the partnerships are sustainable. Each of the 12 partnerships is committed to creating systems change in their local area.

Systems are formed of the people, organisations, policies, processes, cultures, beliefs and environment that surround us all. The systems that surround people with multiple needs are particularly complex and have often failed to provide individuals with the support they need.

The programme sees a successful systems change as a change to any of the elements above that is beneficial to people with multiple needs, sustainable in the long-term (is resilient to future shifts in the environment) and is transformational. Changes which are tokenistic, doing the same thing under a different name, or which are overly reliant on key individuals are not system changes. The implementation of good practice or flexing the system (making a one-off exception for example) are not system changes in their own right, but may be a good step towards longer-term systemic change.

The partnerships

The 12 partnerships were awarded funding in February 2014 and began working with beneficiaries between May and December 2014. They are:

- Birmingham Changing Futures Together
- Fulfilling Lives Blackpool
- Fulfilling Lives South East Partnership (Brighton and Hove, Eastbourne and Hastings)
- Golden Key (Bristol)
- FLIC (Fulfilling Lives Islington and Camden)
- Liverpool Waves of Hope
- Inspiring Change Manchester
- Fulfilling Lives Newcastle Gateshead
- Opportunity Nottingham
- You First (Lambeth, Southwark and Lewisham)
- Voices (Stoke on Trent)
- West Yorkshire – Finding Independence (WY-FI)

National and local evaluations

CFE Research and the University of Sheffield have been commissioned by the Big Lottery Fund to carry out an overarching evaluation of the Fulfilling Lives programme. This national level evaluation has the following aims:

- Track and assess the achievements of the programme and to estimate the extent to which these are attributable to the partnerships and interventions delivered.
- Calculate the costs of the partnerships and the value of benefits to the exchequer and wider society.
- Identify what interventions and approaches work well, for which people and in what circumstances.

The evaluation will also:

- Assess the extent to which the Big Lottery Fund's principles (i.e. co-production, partnership approaches etc.) are incorporated into partnership design and delivery and to work out the degree to which these principles influence success.
- Explore how partnerships are delivered, understand problems faced and to help identify solutions and lessons learned.
- Build an evidence base that can be used to support systems change.

In addition to the overarching national evaluation, each partnership is conducting their own local evaluation. The national and local evaluations should complement each other. The local evaluations can examine particular approaches to addressing local needs in greater detail than is possible at the national level. The national evaluation can take a broader view of the overall programme impact and compare and contrast local approaches to better understand which are most effective.

Drawing together evidence from the local evaluations to date in this report will also allow the national team to plan evaluation activity for the remainder of the programme which builds on what has been done locally, filling gaps and strengthening the evidence base further. Following this report, and in consultation with partnerships, the national evaluation team will undertake further in-depth evaluation of a small number of interventions. This report helps to identify those interventions and the areas where additional evaluation would be most useful.

How we compiled this report

Local evaluations vary in scope and size. Some partnerships have produced annual reports that cover a range of topics, including progress and achievements, number and profile of beneficiaries supported and the impact on beneficiaries and wider systems.

Some partnerships have produced thematic reports on particular interventions and approaches, such as Housing First, and/or on the results from specific evaluation activity, such as surveys or economic analysis. Outputs range from detailed reports produced by academic partners to info-graphics and briefings on key findings.

We began by collating all of the published outputs from local Fulfilling Lives evaluation and research activity and asked partnerships to provide any further evaluation findings they were able to share. We reviewed report titles, contents pages and summaries to identify the different topics that were covered by evaluation reports. We mapped the range of topics (see Appendix 1) and from this we identified the seven that are covered in this report. A summary of all the evidence from all the local evaluations would be a huge undertaking and produce an unwieldy report. We selected topics where there was substantial evaluation evidence from at least three partnerships, in order to make a summary worthwhile. We also took into consideration the approaches and topics that are of strategic interest to the partnerships and Big Lottery Fund.

We read the relevant reports in detail, summarising for each: description of the approach, how it was implemented by the partnership, how it was evaluated, the evidence of impact on beneficiaries, staff and wider systems, and important learning for delivering the approach. Findings from all sources were then summarised for each topic.

The 12 Partnerships

Map by ChrisO modified by User:Xhandler CC-BY-SA-3.0, via Wikimedia Commons

02. The role of the keyworker

Overview

- Keyworkers (job titles vary) are **the main way in which beneficiaries get the support they need**. This support might be provided directly or by keyworkers facilitating access to services provided outside of the programme.

- Where keyworkers focus on securing and co-ordinating services, this is known as **the navigator model**. However, they often also provide some degree of support as well.

- Keyworkers have **successfully engaged** those with the most entrenched needs and **built positive and trusting relationships**.

- The **flexibility** of the keyworker role allows staff to focus on activities that build relationships. The lack of performance targets, freedom from restrictive timescales and small caseloads all assist in providing this flexibility.

- **Consistency of support over the long term** and **persistence** are also important features successful support.

- Beneficiaries often benefit from the **advocacy** provided by navigators, who can also help achieve **flex in the system**. However, to be fully effective the navigator model needs to be part of a wider, transformed system.

- **Support for staff resilience is critical**. The keyworker role can be particularly challenging, and both formal and informal support mechanisms are needed.

What is it?

The keyworker role is at the heart of the support provided by Fulfilling Lives partnerships to people with multiple needs. Keyworkers, whose job titles can include support worker, link worker, personal development coordinator, service co-ordinator and navigator, are the main way in which beneficiaries get the support they need. This support might be provided directly and/or by keyworkers facilitating access to services provided outside of the programme.

How are Fulfilling Lives partnerships delivering this?

Keyworkers fulfil two key functions in Fulfilling Lives. They:

- provide intensive support for beneficiaries, and
- guide beneficiaries through the system, securing and co-ordinating the package of services they need.

In some partnerships the role is very clearly focused on the second of these, with other organisations providing the support – this is often described as **the navigator model**. In other partnerships the role is much more like traditional support work. In practice, we see that there is often some degree of overlap between the two.

Some keyworkers have a specialist focus, this can be thematic (such as housing) or in assisting a particular type of beneficiary (such as women).

Personal Development Coordinators at Opportunity Nottingham

People with multiple needs referred to Opportunity Nottingham are assigned a Personal Development Coordinator (PDC). PDCs provide tailored support to beneficiaries and work with them to coordinate packages of services. This can involve arranging multi-disciplinary team meetings. However, the role goes far beyond just coordinating support. PDCs accompany beneficiaries to appointments and assist them to engage with services. They share social activities with beneficiaries to develop trusting relationships and make time and space to listen to beneficiaries' stories.

PDCs on the team come with a range of different qualifications and have prior experience in a variety of sectors including social work, housing support, criminal justice and mental health.

Working at the frontline with adults with multiple and complex needs: A preliminary evaluation of the work of Personal Development Coordinators

What do the evaluations tell us?

Local evaluations describe the features of keyworkers in the Fulfilling Lives programme, how they work differently to other, mainstream services, and the perceived difference this makes to beneficiaries. Evaluations draw on a wide range of sources, including interviews and focus groups with keyworkers themselves, managers, beneficiaries, board members and other stakeholders, as well as reviews of case notes and observation of meetings and workshops.

Evaluations show how beneficiaries make progress on the programme. This includes reducing risky and negative behaviours, increasing self-reliance, improving engagement with services and undertaking positive activities. As illustrated by this report, partnerships provide a range of support and use different approaches, all of which potentially contribute to these positive results. What is difficult to measure is how much these results are due to keyworker actions.

However, there is a high degree of agreement across local evaluations that it is the nature of support provided by Fulfilling Lives keyworkers that enables positive change

for beneficiaries. Evaluation reports provide valuable insights into the aspects of the keyworker role that are effective and help us understand *how* they contribute to successful outcomes.

What is the evidence of impact?

Partnership evaluations report positive impacts of keyworkers, and the navigator role in particular. Beneficiaries are overwhelmingly positive about the relationships they have built with their keyworker and how this has helped them.

Key impacts are summarised below.

Fulfilling Lives keyworkers have successfully:	**Navigators have:**	**This is said to result in:**
engaged those with the most entrenched needs, including those excluded from other services, and **built positive and trusting relationships** with beneficiaries. Where employed, specialist workers have **engaged particularly 'hard to reach' groups**, such as women	advocated on behalf of beneficiaries, helping them to **express their needs** achieved **flex in services**, and as a result helped beneficiaries to **get the help and support** they need given beneficiaries a **voice**	**Reduced risky and negative behaviours**, including offending and substance-misuse **Reduced use of crisis and emergency services** Beneficiaries taking **greater personal responsibility** Beneficiaries feeling **more confidence, safe, stable, valued and hopeful** about the future

However, **progress is often slow and incremental**, with relapses and periods of disengagement for many.

Key learning

Evaluations suggest that it is the particular way that key-working is delivered in Fulfilling Lives partnerships that is the difference. Key ingredients of the Fulfilling Lives approach that contribute to better outcomes are:

- **Flexibility** that allows keyworkers to focus on what is important to beneficiaries and on building relationships. This flexibility is achieved in the following ways:
- **Freedom from restrictive timescales** allows keyworkers to work at the pace of the beneficiary. Beneficiaries appreciate that keyworkers persevere with them, even if they disengage or relapse.

  One of the things that I remember that particular made me think well this would be really good was that they said GK was a longer term thing, we'll work with you for 5 years or something. That for me was a really positive point because [...] I'd worked with most agencies before, I'd been with some of them 2 or 3 times and stuff always, it always got messed up, probably my fault, sometimes not my fault but it's always stopping and starting.
  Beneficiary, Golden Key[1]

- Similarly, a **lack of performance targets** or other agenda is important in allowing keyworkers to be flexible.

  Beneficiaries realise that WY-FI is not 'regime orientated' and this can help maintain contact: "People with complex needs come looking for us. Every other service may have turned their back on them."
  Navigator Practice in the WY-FI Partnership

- These features mean the support provided can be truly **person centred**. Beneficiaries are empowered to lead their own journey toward recovery. There is evidence that this is attractive to beneficiaries and it helps differentiate Fulfilling Lives from other services.

- As a result, beneficiaries are no longer passive recipients of services. They **work collaboratively with keyworkers** to achieve personal goals.

[1] University of the West of England (no date) *Golden Key Local Evaluation Peer Research Discussion Paper: The Client Experience* University of the West of England

- Keyworkers also appear to work best with **small caseloads**. Both the flexibility and intensity of help provided mean this is important. The substantial funding of Fulfilling Lives makes this possible.

Local evaluations also highlight other important considerations for working with people with multiple needs:

- **First impressions count**. Much initial engagement is through street outreach and the initial approach is seen as essential in ensuring engagement. Keyworkers find a low-key approach is effective, avoiding pressuring people or asking too intrusive questions at first.
- The initial process of **engagement and trust building can take months**. The use of neutral spaces such as cafés and car journeys can be useful in allowing beneficiaries to 'open up'.
- **Consistency of support** over the longer term is said to be important. But many partnerships are also concerned about creating beneficiary dependency if a particular keyworker becomes the conduit for meeting all a beneficiary's needs.[2]
- Keyworkers seek to avoid developing dependent relationship by challenging attitudes that suggest dependency at an early stage, and **reducing the level and type of support provided over a period of time**.
- Some partnerships also **assign 'second' keyworkers** to beneficiaries – someone to cover absences who can also step in if there is concern about dependency on one person. Some provide additional support in the form of a peer mentor (see Chapter 3)
- **Support for staff resilience is critical**. The keyworker role can be particularly challenging – they regularly deal with demanding and difficult behaviour, beneficiary relapse and even death – with a risk of burnout. Support may be formal, such as clinical supervision and team psychologists, informal support of colleagues and self-care. Psychologically informed environments have also been found to help (see Chapter 5).
- **Offering clear progression opportunities** for keyworkers is also important to reduce high levels of staff turnover.
- Some keyworkers may need **additional help with advocacy**. This is a key part of the navigator role, but promoting beneficiaries wishes (rather than what the keyworker thinks is best) may be a new skill for some.

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[2] It has however been proposed that dependency is often misunderstood, and should be perceived as an essential step in developing the attachments necessary for well-being: a necessary life-long skill that makes autonomy possible. See Cockersell, P (2018) *Social Exclusion, Compound Trauma and Recovery*

- The **balance between navigation and support work may change over time** and differs from partnership to partnership. Beneficiaries may need more support in the early stages of engagement, with a greater focus on co-ordinating or navigating external services over time.
- Keyworkers are aware that they often engage in **unorthodox practice** to engage with beneficiaries such as sharing personal experiences, hugging, and meeting them even if they are under the influence of substances.

How might this contribute to systems change?

Keyworkers fulfilling the navigator role are well placed to identify barriers, blockages and problems in the system and thus identify opportunities for change. There are examples of how, by advocating for beneficiaries, navigators have achieved flex in services. In this way, it is argued, the navigator model can help contribute to creating systems change. Negotiating with a service provider on behalf of a particular beneficiary may lead to changes in referral practice and provision more generally. Newcastle and Gateshead report a shift in the language used outside of the partnership to be more in line with the language and culture of Fulfilling Lives.

The navigator model cannot work effectively in isolation, but needs to be part of a wider, transformed system. In the context of mainstream services facing cuts, a navigation service can be at risk of becoming what one evaluation described as a "fall-back service". If navigators become a 'standalone service' and not a function that coordinates access to wider services, this could potentially be damaging when the programme ends if beneficiaries are left without support. Evaluations have highlighted that it can be difficult to move beneficiaries on if other services do not provide the required level and consistency of support.

To be a good navigator requires other services to be willing to provide flexible responses. Fulfilling Lives partnerships have a role to play in influencing this change, and an increasing focus on wider workforce development by a number of partnerships is reflective of this. Yet, the role of navigators is not always well understood by other services and it can take time to develop an understanding of its role and how it can add value. One evaluation highlights that other services questioned what particular expertise navigators brought; another reports that some regarded the navigation service as essentially a free taxi service to get beneficiaries to appointments.

Some reports suggest that co-ordinating care in the way envisaged by the navigator model can be challenging without a specific mandate to do this. When working across organisations and sectors there can be confusion as to who has ultimate responsibility

and decision-making power over a beneficiary's support package. If a beneficiary is accessing numerous services, who co-ordinates the care plans? To maximise effectiveness of the navigator model, wider systemic changes and improvements in collaborative working are needed. As one evaluation commented:

> *Without a clear mandate locally to act as the lead coordinating agency for the target client group there is a very real danger that FLIC will come to be viewed as 'just another' local support provider. Few of the external stakeholders we [the evaluator] spoke to described FLIC as a coordination service and when talking about 'joint working' this was often taken to mean the way in which services could complement each other.*
> **Fulfilling Lives Islington and Camden: A Realist Review of Programme Theory**

What next?

Local evaluation evidence from a range of sources is consistent on the particular aspects of the keyworker role that are effective. As such, the evidence is reasonably strong on *how* Fulfilling Lives keyworkers make a difference. The evidence could be further strengthened by linking the role of keyworkers more closely to outcomes, but it must be acknowledged that this is extremely difficult to do.

Further evaluation and research into the added-value of the navigator model could be useful, and in particular how navigators can effectively contribute to systems changes as well as supporting individual beneficiaries.

Further reading

Bowpitt, G. (2016) Howard, S. and Worthington, S. (2016) *Working at the frontline with adults with multiple and complex needs: A preliminary evaluation of the work of Personal Development Coordinators* Opportunity Nottingham / Nottingham Trent University

Broadbridge, A (2018) *Workforce development insight report: What makes an effective multiple and complex needs worker?* Fulfilling Lives Newcastle and Gateshead

Centre for Regional Economic and Social Research (2016) *Navigator Practice in the WY-FI Partnership – April 2016 Briefing Paper* WY-FI

Cordis Bright (2018) *Blackpool Fulfilling Lives: Year three evaluation report* Blackpool Fulfilling Lives

Cornes, M. Whiteford, M. and Manthorpe, J. (2015) *Fulfilling Lives Islington and Camden A Realist Review of Programme Theory* King's College London

Ipsos MORI (2018) *Liverpool Waves of Hope evaluation: Year 3 evaluation report* Liverpool Waves of Hope

Isaac, B. Bolden, R. Pawson, C, Gulati, A, Gasper, R. Plumridge, A. Kimberlee, R. Tischener, I. and Stern, E. (2017) *Building connections: Golden Key local evaluation phase 2 report* University of the West of England

Mason, K., Cornes, M., Dobson, R., Meakin, A., Ornelas B. and Whiteford, M. (2018) Multiple Exclusion Homelessness and adult social care in England: Exploring the challenges through a researcher-practitioner partnership, *Research, Policy and Planning,* Vol. 33, Issue 1: pp.3-14

Rice, B. (2017) *Independent evaluation of VOICES: Systems change report*. BR Research.

University of the West of England (no date) *Golden Key Local Evaluation Peer Research Discussion Paper: The Client Experience* University of the West of England

03. Peer mentors

Overview

- The **peer mentor role** is a person with lived experience of multiple needs connecting with beneficiaries and providing additional support to that provided by the Fulfilling Lives keyworkers. They may be volunteers or employed in paid roles.
- All evaluations report a **generally positive impact** of peer mentoring on beneficiaries.
- Benefits include **offering hope** to beneficiaries that recovery is possible, helping to **build trust** and providing a **bridge between services and individuals**. Peer mentors also actively advocate on behalf of beneficiaries and can contribute to systems change by challenging traditional service protocols.
- The role can also be **positive for the peer mentors themselves**, giving the opportunity to learn new skills and developing confidence.
- It is important to ensure peer mentor teams work closely with keyworker teams and that staff are bought into the concept. **Co-producing peer support schemes with all stakeholders** is one way to do this.
- **Effective training and ongoing support** for peer mentors is crucial. This can require substantial resource. Care is also needed to ensure volunteer mentors are not exploited.

What is it about?

Including people with lived experience of multiple needs in both the design and delivery of services is central to the Fulfilling Lives programme. Using peer mentors is just one way in which all 12 partnerships are involving people with lived experience.

A peer mentor is someone with lived experience who helps to engage beneficiaries with the programme and provides support in addition to that provided by the Fulfilling Lives keyworkers.

How are Fulfilling Lives partnerships delivering this?

All 12 partnerships provide some form of peer support or peer mentoring to their beneficiaries. Typical peer mentor roles include:

- helping to reach out to and engage beneficiaries in the programme
- accompanying beneficiaries to appointments
- taking part in social activities with beneficiaries, and
- providing a role model for recovery.

Peer mentors may be volunteers or, in some partnerships, paid staff members but all are provided with training. Some partnerships pair peer mentors to work alongside keyworkers. In some areas peer mentors are used to support beneficiaries' transition from the Fulfilling Lives programme to receiving mainstream services.

Peer mentoring is seen as step towards employment, allowing peers to develop skills and gain valuable work experience. Peers may view it as a way of 'giving back' after receiving help with their own recovery.

What do the evaluations tell us?

Local evaluations provide evidence of how peer mentors support beneficiaries and describe the benefits. This is usually based on a small number (between 6 and 13) of interviews (individual and group) with peer mentors, beneficiaries, partnership staff and stakeholders. This also provides useful learning on how to effectively deliver a peer mentoring scheme.

Few evaluations quantify the impact of peer mentoring on outcomes or attempt to compare outcomes for those with and without peer mentors. This means it is difficult to attribute impacts observed to peer mentors. One exception is Birmingham, who

initially assigned peer mentors to half of their beneficiaries to provide a useful comparison of outcomes (see below).

Birmingham Changing Futures Together (BCFT): Lead Worker Peer Mentor Research

Emerging Horizons evaluated the Birmingham Lead Worker Peer Mentor service in March 2016 and again in March 2017 aiming to measure the added value of peer mentors. The staff team was split into two groups: the first group consisted of six lead workers and the second group six lead workers supported by six peer mentors (trained 'Experts by Experience'). Beneficiaries were allocated to one of the groups.

The evaluators interviewed the lead workers, peer mentors, beneficiaries and senior staff. Outcome and destination data was analysed to compare beneficiaries with and without peer mentor support.

The most recent research found that service users allocated both a lead worker and peer mentor "seem to fair better" and average over seven weeks longer on the programme than those without. Those with a peer mentor, on average, had greater reductions in negative interactions with public services – fewer evictions, arrests, convictions and inpatient admissions – compared to those without. Beneficiaries with peer mentors also increased their contacts with community mental health teams to a greater extent than those without.

Beneficiaries were positive about their experience of BCFT regardless of whether they had a peer mentor or not. But the evaluation findings suggest that the peer mentor role provides a valuable bridge between the beneficiary and the service and helps to develop trust and hope through shared lived experience.

BCFT Lead Worker and Peer Mentor Fieldwork Evaluation

What is the evidence of impact?

All evaluations were positive about the role and benefits of peer support. Impacts were found for beneficiaries, staff teams and the peer mentors themselves. These are summarised below.

Impact of peer mentoring on…

…beneficiaries	…staff teams	…peers themselves
Peers **offer hope** that recovery is possible and achievable They help to **engage beneficiaries** with the programme who might not otherwise do so Peers contribute to building the **trusting relationships** needed for progress They are more likely to come up with **creative solutions** to overcome barriers to service access. Beneficiaries are more likely to be **comfortable discussing relapses** with a peer They can also find it **harder to make excuses to** peers	Peer mentors provide valuable **additional capacity and skills** to the team In particular, they provide additional capacity to give **emotional support** and help beneficiaries **participate in social activities** They help to **bridge the gap** between staff and beneficiaries They have different **networks and contacts** the team can draw upon, Peer mentors offer **fresh perspectives** and a different culture	Peer mentoring can allow peers to **progress their own recovery** It provides an opportunity to learn **new skills** and develop **confidence** Peer mentoring can be a safe and supportive mechanism for gaining **work experience** and in some partnerships can lead to **employment** But, peers may be negatively affected on if they are **relied on too heavily or do not receive adequate support**

A peer mentor gave one example where frontline staff had contemplated asking a client with hygiene issues not to sit in reception which, to the peer mentor, contravened the ethos of WY-FI of being non-judgemental. In such circumstances, peer mentors can play an active role in subtly reminding frontline staff that kindness works in a lot of ways.
WY-FI Evaluation Annual Report, 2017

Key learning

Evaluation reports highlight a number of important points to consider when setting up and running a peer mentoring scheme.

- **Substantial resource** is required to train and support peer mentors who are usually still on their own recovery journey.
- Partnerships need to **be clear around the role and purpose of peer mentoring** for the mentor, beneficiary and staff
- Peers mentors need particular support to **develop appropriate skills and navigate procedures**, particularly around maintaining boundaries and professionalism.
- **Ensuring peer mentor teams are integrated with and work closely with keyworker teams** is important for a successful scheme. Challenges can arise where different organisations employ the keyworkers and run the peer mentor programme.
- **Staff may be initially wary** about peer mentoring. Concerns that need to be addressed may include how the service would work, how beneficiaries would remain in control, ensuring consistent support and the professionalism of peer mentors.
- Consideration needs to be given to **the most appropriate time** for beneficiaries to receive support from a peer mentor. Some projects feel that peer mentors are more influential at the start, in engaging beneficiaries with the programme; others feel mentoring should come later in the journey and be more focussed on social activities.
- Partnerships should **ensure that volunteer mentors do not feel exploited**. This may happen if they feel they are undertaking similar work to key workers but without the pay.
- Peer mentors should be **well established in their own recovery** so they are in a position to be able to focus on others.
- A **high turnover of peer mentors** requires repeated recruitment and training. Identifying suitable candidates can be challenging. Mentors leaving the partnership may also have a negative impact on mentees.

One way to mitigate some of the challenges above is to **co-produce peer support schemes with all stakeholders**, including paid staff and potential mentors. This can help integration and the understanding of differing roles.

Appropriate training for peer mentors is vital in ensuring that they understand the role fully and are well prepared to help beneficiaries. West Yorkshire's evaluation identifies the aspects of the peer mentoring training that are considered most useful by participants. These are:

- Expectations of the role
- Maintaining appropriate boundaries and safeguarding issues
- Non-verbal communication and triggers
- Enabling peer mentors to reflect on their strengths and weaknesses.

Peer mentoring is not necessarily right for everyone and should not be mandatory. For example, Liverpool provide case studies of beneficiaries who did not wish to be involved in one-to-one peer mentoring. In response, Liverpool developed less formal ways for beneficiaries to engage with peers, such as group sessions or more ad hoc support. In this way, beneficiaries are still able to benefit from interaction with peers with lived experience. Staff noticed that mentoring relationships sometimes developed naturally through beneficiaries meeting peers during social activities.

How might this contribute to systems change?

The evaluation evidence indicates that peer mentors actively advocate on behalf of beneficiaries and challenge traditional service protocols. Birmingham conclude that peer mentors are more willing to assert the rights and needs of beneficiaries and be less concerned than keyworkers with professional etiquette, office politics and performance indicators. In some areas keyworkers are said to be following this lead and adopting a similar approach. By modelling a different way of working we can see how peer mentors may begin to influence changes in culture and practice that is helpful to people with multiple needs.

There is also emerging evidence that other organisations have seen the benefits of peer mentors in the Fulfilling Lives programme and have consequently changed their approaches or started to commission peer mentor schemes. In Birmingham, peer mentors have been appointed outside of the Fulfilling Lives partnership, and the local police have changed their working practices to go out with lead workers and peer mentors without uniforms on to focus on engagement rather than enforcement. This

change happened after witnessing the positive impact peer mentors in particular were having with the street homelessness.

What next?

The local evaluation evidence provides rich descriptions and examples of the ways in which peer mentoring can be beneficial in engaging beneficiaries and building trusting relationships. Beneficiaries in many cases value the support of people with lived experience. However, evidence clearly linking improved outcomes for beneficiaries to peer mentoring is more limited. Data collected locally and held by the national evaluation team includes indicators that beneficiaries have a peer mentor. This should be used to explore the relationship between peer mentoring, progress and positive outcomes. Given the different ways peer mentoring is used by partnerships, and differing findings from evaluations about which are more effective, the national evaluation team could also usefully explore further how peer mentoring might be used effectively at different stages in the beneficiary journey – from initial engagement to helping to sustain recovery.

Further reading

ABIC Ltd (2017) *A Review of the Impact of Birmingham Changing Futures Together on Systems Change* Prepared on Behalf of BVSC

Birmingham Changing Futures Together (2017) *Year 3 Annual Report* Birmingham Changing Futures Together

Emerging Horizons (2017) *Lead Worker and Peer Mentor Fieldwork Evaluation* Birmingham Changing Futures Together

Isaac, B. Bolden, R. Pawson, C. Gulati, A. Gasper, R. Plumridge, A. Kimberlee, R. Tischener, I. and Stern, E. (2017) *Building connections: Golden key local evaluation phase 2 report* University of the West of England

Ipsos MORI (2018) *Liverpool Waves of Hope Evaluation, Year 3: Evaluation report* Liverpool Waves of Hope

Parr, S. Crisp, R. Fletcher, D. (2017) *West Yorkshire Finding Independence Evaluation, Annual Report 2017* Sheffield Hallam University

Rice, B. and Pollard, N (unpublished report) *Peer Mentoring Review at VOICES*
Contact Andy Meakin at VOICES for further information
http://www.voicesofstoke.org.uk/contact/

04. Personal budgets

Overview

- Personal budgets **set aside money for individual beneficiaries to use** to buy additional support and engage in life-enhancing activities.
- Partnerships report that budgets tend to be used for **basic living costs** such as food, clothes and transport and **crisis situations**, rather than the originally intended use.
- However, the evidence suggests personal budgets can they help to **engage** beneficiaries, support the development of **trusting relationships** and **empower** beneficiaries.
- There is some evidence that personal budgets may be associated with **greater progress in beneficiary recovery**, but further evaluation is needed.
- **Clear guidance** around the use of personal budgets should be provided to beneficiaries, mentors, staff and partner organisations to ensure **coherent understanding and use.**
- Partnerships and keyworkers should set **boundaries around personal budget use to manage beneficiary expectations** and encourage the fund to be used as intended.

What is it?

Fulfilling Lives beneficiaries are overwhelmingly drawn from impoverished communities.[3] As part of a personalised approach, partnerships may provide beneficiaries with a personal budget to empower individuals to make positive spending choices to enhance their lives. The idea is that having control over personalised expenditure can help beneficiaries to engage, improve self-esteem and encourage them to access support and services that might not otherwise be available to them.

How are Fulfilling Lives partnerships delivering this?

Many of the Fulfilling Lives partnerships use personal budgets or something similar, though they vary in their approach to the use and value of personal budgets. Funds can be ring-fenced for individuals or combined in a partnership pot for beneficiaries to apply to. Spending is assessed on a case-by-case basis, often by keyworkers. Personal budgets may be available to all beneficiaries (even if they do not all use them) or associated with a particular initiative (such as Housing First – see Chapter 6). Five partnerships have reported in detail on their use of and learning from personal budgets. The available budgets and intended use are summarised in Table 1 and give a flavour of how personal budgets vary across partnerships.

Several partnerships explore how personal budgets have been spent and most conclude that crisis items and basic living and day-to-day costs dominated. This includes emergency housing, rent, food, clothes, and travel. One reported that money was spent on 'addressing gaps in service provision'. Such expenditure was generally not what was intended. However, ring-fencing money for life-enhancing activities can be challenging when beneficiaries often have very basic needs that need addressing.

> *[We wanted] people to use personal budgets to direct their support. The reality is if someone's got no shoes and no food, you're not going to go like 'oh tell me how having shoes will help you?'*[4]
> **Partnership worker, Fulfilling Lives Islington & Camden**

[3] WY-FI Briefing on Personalisation Fund, 2017.
[4] Whiteford et al (2016) *Fulfilling Lives in Islington & Camden: Year 2 Rapid Evaluation*. FLIC, July 2016.

Lambeth, Southwark and Lewisham identified two phases of beneficiary spending patterns. In the initial engagement phase, funds were largely spent on clothing, travel, food, home start-up kit, and phone credit. Following initial engagement, spending was largely related to food, transport, health and well-being, and education, training and employment (including travel to these activities). This suggests that the use of personal budgets changes over the course of a beneficiary's recovery journey, and greater use for positive activities, such as health-related activities, may emerge over time.

Partnership	Budget	Intended use
Bristol	£500 per person per year for 3 years	Accessing services, crisis situations, meaningful activities
Islington & Camden	£1,000 per person per year	Care services and interventions not readily available
Lambeth, Lewisham & Southwark	Initial budget of £12,000 per person over 8 years, though much less used in reality[5] and the approach has recently changed significantly	Not specified
Newcastle & Gateshead	£90,000 overall budget – not allocated on individual basis	Engagement, access to support, choice and control
West Yorkshire	Not specified, but payments range from £45 to £600	"To support them on a journey towards leading a more fulfilling life"

Table 1: Summary of personal budget schemes at five partnerships

[5] Lambeth, Lewisham & Southwark budgeted for 8 years of personal budget whereas in reality they have been spending 12-18 months with each beneficiary so the actual spending has been much lower that initially forecasted.

What do the evaluations tell us?

As well as helping us to understand how personal budgets have been used, the evaluations published to date provide evidence of the perceived impact on beneficiaries and explore challenges in using budgets. This is based mainly on interviews with staff and/or beneficiaries. One partnership (West Yorkshire) has analysed the link between personal budgets and quantifiable outcomes.[6] This provides a useful starting point for understanding the potential impact of personal budgets on progress towards recovery.

What is the evidence of impact?

Beneficiaries were largely positive about personal budgets.

Personal budgets are shown to:

- Help to **engage beneficiaries** with the programme
- Support the **development of trusting relationships** between beneficiaries and their keyworkers
- **Empower beneficiaries** to control their spending choices and plan better for their future needs
- Provide funds to **deal with crisis situations**, such as covering rent arrears

West Yorkshire's analysis shows that 91 per cent of beneficiaries who received personalisation funds also showed progress towards self-reliance[7] compared to 61 per cent of those who did not receive funding. And more beneficiaries who received funding showed improvement across a range of issues compared to those did not.[8] Different types of spending can be mapped to associated change - for example, of the nine beneficiaries who received payments for rent/deposit/arrears, eight showed improvements in managing tenancy and accommodation. This does not necessarily

[6] As measured by the Homelessness Outcomes Star – see Glossary on page 4.
[7] As measured by the improvements in overall Homelessness Outcomes Star score – see Glossary on page 4.
[8] 58 per cent of the beneficiaries in receipt of funds showed improvements in seven or more Outcomes Star categories compared to just over a third 36 per cent of non-recipients.

mean that it is the personal budget that is affecting outcomes, but the patterns are interesting and worth exploring further.

Lambeth, Lewisham & Southwark: Example of personal budget use and impact

Mark, 52, came to the project with a substantial history of offending, alcohol abuse and homelessness and has difficulty controlling his emotions. A project worker meets with Mark to frequently to address his issues, particularly in reducing his alcohol intake, which improved his engagement.

"Mark has used his personal budget to buy mobile phone and credit, clothes, shoes, toiletries, and items for his flat. These purchases encouraged positive engagement and were a great boost to his self-esteem."

In terms of outcomes, Mark takes more responsibility for rent payments and maintaining his tenancy, with improved interaction between Mark and his housing association, and no complaints of anti-social behaviour.

Improving lives, saving money: An economic and outcome evaluation report of You First, the Lambeth, Southwark & Lewisham Fulfilling Lives Partnership Programme

Key learning

Staff agreed about the benefits of a personal budget to beneficiaries, and also highlighted the challenges that it could provide. Key learning relates to managing and implementing personal budgets and overcoming these challenges:

- **Consistency of approval and approach** is essential to avoid mixed messages.
- Partnerships and keyworkers should set **boundaries around personal budget use to manage beneficiary expectations** and try to ensure that the fund is used as intended and limit reliance on the fund.
- Within these boundaries, a degree of **flexibility** is also important.
- Personal budgets should be implemented in a way that limits **the impact it might have on the keyworker-beneficiary relationship**. Some projects expressed concern that is might be interpreted as 'buying trust'.

- Initial engagement work should be used to **understand beneficiary needs** and what they want to work towards.
- Spending should be **self-directed as far as possible** to maintain the autonomy of the beneficiary.
- Personal budgets can be **time consuming** to administrate – it is important to ensure that sufficient resource is available and consider how to best manage the request and approval process.
- **Clear guidance** around the use of personal budgets should be provided, both to project staff and external partners.
- Keyworkers may need to **manage their own personal opinions** on beneficiary spending choices.

How might this contribute to systems change?

All evaluations reviewed report that personal budgets were being used for basic living costs and managing crises rather than the intended life-enhancing activities. This highlights 'the massive gap in provision for people who have absolutely nothing'.[9]

At least one evaluation suggests that personal budgets are being used by keyworkers to 'plug the gaps' in services. Defaulting to using personal budgets in this way means that problems are circumvented in the immediate term, but it could also lead to a failure to begin to address systemic root causes. It is important that analysis of the use of personal budgets is used to direct attention to system failures that the Fulfilling Lives programme aims to address.

> *I still think personalisation is sometimes used to buy engagement and solve problems quicker rather than persevere with the system and explore other ways.*
> **Keyworker, Fulfilling Lives Newcastle and Gateshead**[10]

What next?

Notwithstanding the fact that personal budgets have not necessarily been used as planned, the evaluations conducted locally so far provide encouraging evidence of the

[9] Whiteford et al (2016) op. cit
[10] Broadbridge, A. (2018) *Workforce development insight report: What makes an effective multiple and complex needs worker?* Fulfilling Lives Newcastle and Gateshead.

benefits. Partnerships should continue to monitor how personal budgets are used, consider what this suggests about how beneficiary basic needs are currently met (or not as the case may be) and how this might influence systems change activity.

Further understanding of how challenges implementing personal budgets might be overcome and examples of effective practice in this regard would also be useful.

The work done by West Yorkshire suggests that personal budgets may, as part of the wider Fulfilling Lives support work, be having a positive impact on beneficiaries' progress towards self-reliance. This is encouraging and extending this analysis across all programme beneficiaries will strengthen the evidence here. This is something the national evaluation team are well placed to undertake.

Further reading

Bingham–Smith, A. and Parkin, D. (2017) *Improving lives, saving money: An economic and outcome evaluation report of You First, the Lambeth, Southwark and Lewisham Fulfilling Lives Partnership Programme* You First

Broadbridge, A (2018) *Workforce development insight report: What makes an effective multiple and complex needs worker?* Fulfilling Lives Newcastle and Gateshead.

Cornes, M., Ornelas, B., Bennett, B., Meakin, A., Mason, K., Fuller, J. & Manthorpe, J (2018) Increasing access to Care Act 2014 assessments and personal budgets among people with experiences of homelessness and multiple exclusion: a theoretically informed case study, *Housing, Care and Support*, Vol. 21 Issue: 1, pp.1-12

Cordis Bright (2018) *Blackpool Fulfilling Lives: Year three evaluation report* Blackpool Fulfilling Lives

Crowe, M. (2017) *WY-FI Briefing on Personalisation Fund* West Yorkshire Finding Independence

Fulfilling Lives Islington and Camden (2017) *Annual Report 2017.* FLIC / SHP

Inspiring Change Manchester (no date) *Flexible Fund Review*

Isaac, B., Bolden, R., Pawson, C., Gulati, A., Gasper, R., Plumridge, A., Kimberlee, R., Tischener, I. and Stern, E. (2017) *Building connections: Golden key local evaluation phase 2 report* University of the West of England

05. Psychologically Informed Environments (PIE)

Overview

- Psychologically Informed Environments (PIEs) deliver services in a way that takes into account **the emotional and psychological needs** of those using them.
- PIEs comprise **five elements**: a psychological framework, the physical environment and social spaces, staff training and support, managing relationships and evaluation of outcomes.
- Staff report they feel **better able to manage challenging beneficiaries** and tackle complex cases as a result of working within a PIE approach.
- Other benefits for the workforce include **enhanced skills, improved morale, increased resilience** and lower levels of staff sickness, absence and turnover.
- Commitment and **support to PIEs from senior and strategic managers** is needed for the approach to be successful.
- PIEs can provide a common purpose, approach and language that can **span diverse organisations and sectors**. This may provide a key mechanism for reducing 'silo' working.

What is it?

Psychologically informed environments, or PIEs, are services and support designed and delivered in a way that takes into account the emotional and psychological needs of the individuals using them.[11] PIEs are designed to enable non-clinical staff to better understand and respond to the emotional and psychological needs of people with multiple needs.[12] PIEs also focus on providing support for staff, so they are both more resilient and better able to support people with these needs.

There are five key elements to PIEs:[13]

- Relationships
- Staff support and training
- The physical environment and social spaces
- A psychological framework
- Evidence generating practice.

How are Fulfilling Lives partnerships delivering this?

Most partnerships have incorporated PIE within their work in some form, although only three partnerships have reported focused pieces of evaluation and/or learning relating specifically to PIE. From this evidence the greatest focus appears to have been placed so far on the staff training and support element. Partnerships have provided staff with specialist PIE training, including in psychological frameworks, as well as regular opportunities to discuss and reflect on practice. Less emphasis appears to have been placed on making changes to the physical environment, although some work has been done in this area. For example, Shelter in Birmingham have reconfigured their offices to provide quieter spaces as the high volumes of drop-in beneficiaries had contributed to making some feel anxious.

[11] Homeless Link (2017) *An introduction to Psychologically Informed Environments and Trauma Informed Care – briefing for homelessness services*. London: Homeless Link
[12] No One Left Out: Solutions Ltd (2015) *Creating a Psychologically Informed Environment – Implementation and Assessment* Westminster City Council
[13] Op. Cit. p3

Fulfilling Lives Newcastle and Gateshead's PIE pilot

Fulfilling Lives Newcastle and Gateshead piloted PIE in three settings – a drop-in homeless day centre, an accommodation-based residential service and a residential mental health rehab and recovery unit. The pilot comprised:

- training sessions for staff
- fortnightly 90 minute reflective practice sessions for six months
- use of a psychological framework – the Ladder4life (see Figure 1), and
- an Open Dialogue approach – a person-centred model of mental health care, currently being used by a small number of NHS Trusts in England.

The first 20 or 30 minutes of the reflective practice sessions were used as brief training sessions covering the psychological framework, and topics such as personality disorders. The partnership is developing plans for future roll-out of PIE.

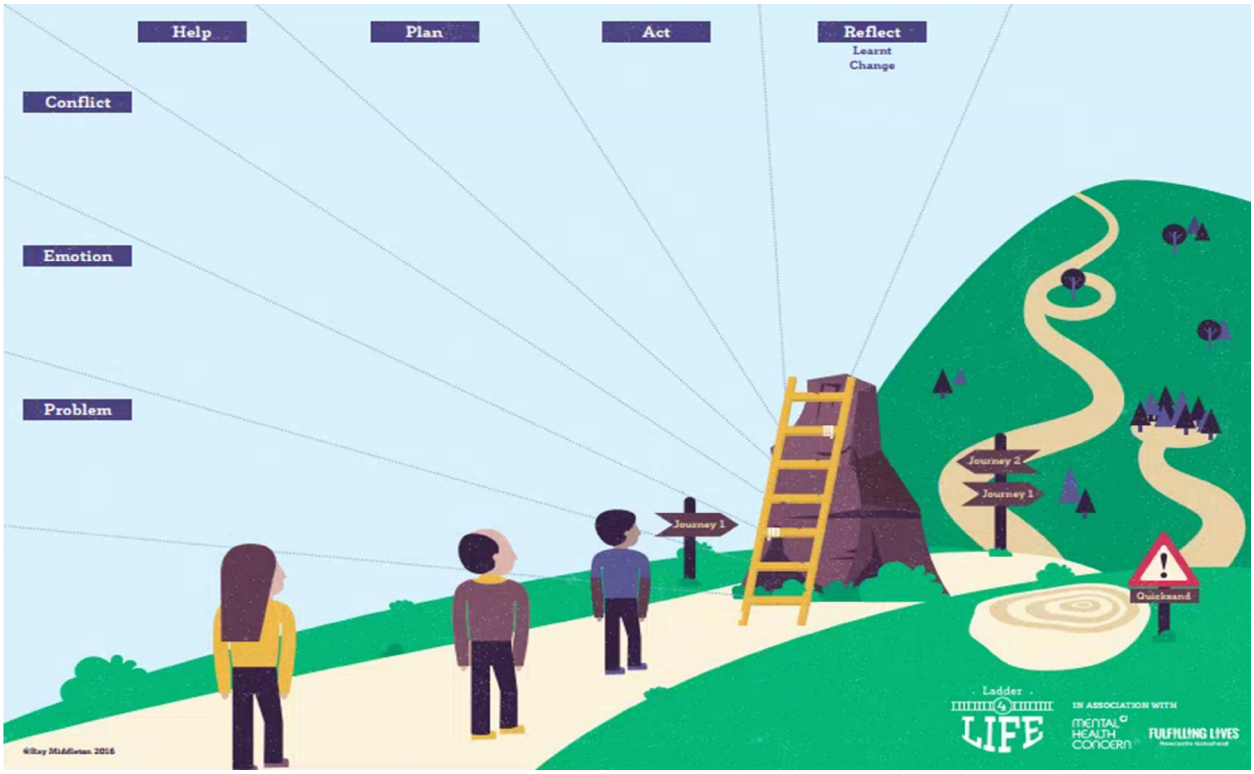

Figure 1: Ladder4Life – Newcastle and Gateshead's psychological framework.

What do the evaluations tell us?

Fulfilling Lives local evaluations provide useful learning about implementing a PIE and evidence of perceived impact on staff, particularly in terms of changes in their knowledge, skills, relationships, confidence, resilience and working practices. This is based on a combination of interviews and focus groups with service managers, staff and other stakeholders and surveys of staff participating in PIE training.

There is much less evidence on the impact on beneficiaries. However, Liverpool's evaluation provides information on selected beneficiary outcomes (such as planned positive moves) benchmarked against those for other, not fully psychologically-informed, services in Liverpool. While any differences in outcomes cannot necessarily be attributed to the PIE approach, this provides an indication of the possible impact of PIE, which could be further build on.

What is the evidence of impact?

All of the evaluations were positive about the impact of the PIE activity on the staff and the support they provide and there was a high degree of similarity in the types of benefits reported.

The more reflective perspective is believed to have contributed to improved care and outcomes for beneficiaries. Liverpool indicate that their psychologically-informed accommodation service had a much higher rate of successful move-on (93 per cent) compared to accommodation services across Liverpool more generally (65 per cent).

PIE can benefit...

...the way staff work with beneficiaries	...and the staff themselves
Staff feel better able to **manage challenging beneficiaries** and tackle complex cases	Being able to develop new approaches and better care gave staff **greater job satisfaction**
Staff reported **more empathy** towards and greater awareness of the way in which they interacted with beneficiaries	Training and reflective practice contributes to enhanced **skills**
They are enabled to **focus more on the person and less on the risks** that they might represent	Mutual support provides an opportunity to off-load and helps staff to realise they are not alone
Reflective practice provides an **opportunity for staff to share concerns and fears openly**	This helps to improve **morale** and increases **resilience**
And to take a constructive and mutually supportive approach to **identifying potential solutions to complex problems**	These all contribute to **lower levels of staff sickness absence and turnover**

> *...colleagues have been becoming quite disillusioned with the care they're providing. Quite often, we can go into a PIE and everyone can discuss new approaches; quite often we come out with renewed vigour, and refreshed and renewed and with a little bit better idea of how to proceed.*
> **Staff participant, Fulfilling Lives Newcastle and Gateshead**[14]

[14] Boobis, S. (2016) *Evaluating a Dialogical Psychologically Informed Environment (PIE) Pilot*. Fulfilling Lives Newcastle and Gateshead

Key learning

- All of the major reports on PIEs that we reviewed were unanimous in recommending that **commitment and support from senior and strategic managers** is needed for PIEs to be successful.
- This is particularly important as **dedicated time and space** is needed for reflective sessions and some initial investment in training is required.

Staff also need support to implement a PIE, with evaluations highlighting:

- The importance of enabling staff to **see benefits of the approach quickly**, which could be achieved by focusing on the most chaotic and challenging beneficiaries.
- The importance of **training** being provided by someone **suitably qualified.**
- The need for staff to have **multi-faceted skills** (such as self-awareness and ability to interpret psychological patterns) - staff recruitment should be extended beyond people with experience in homelessness as a way of achieving this.

How might this contribute to systems change?

The evaluations also suggest that a psychological framework can provide staff with a common language and a shared set of values – and this sometimes crossed organisational boundaries. Birmingham highlighted how the PIE training and reflective practice had helped to create a greater sense of teams working together towards a common goal.

> *PIE is an approach of how we can play our part to support the same person. Reducing the unhelpful rivalry and improving partnership working.*
> **Stakeholder, Birmingham Changing Futures Together**[15]

PIE could potentially provide a basis for overcoming the 'silo' working that can mean people with multiple needs do not receive the co-ordinated and holistic care that they need.

[15] ABIC Ltd (2017) *A Review of the Impact of Birmingham Changing Futures Together on Systems Change*. Birmingham Changing Futures Together

Although some of the initial pilots have come to an end, there is evidence that the benefits are sustainable and plans are in place to widen the reach of PIEs. Following their involvement in Liverpool's programme, the YMCA have invested in Cognitive Analytical Therapy (CAT) training for their own employees. Newcastle reports that the reflective practice sessions are continuing after the initial six months of investment and the pilot has influenced practice outside the day centres where it was piloted. Other partnerships are also seeking to widen the use of PIEs across partner organisations – for example, Golden Key (Bristol) have developed a PIE Assessment Tool and plan to engage partner services with this as part of their PIE strategy.

What next?

Due to the pilot-orientated approach to PIE adopted so far, evaluations published to date are relatively small scale and short-term. Given the number of Fulfilling Lives partnership that have implemented or are planning to implement PIEs, this is a potentially useful approach to explore further.

There is some evidence from the local evaluations that PIE can have a positive impact on staff resilience and empathy. The ways in which this could potentially have a positive impact on beneficiary outcomes is clearly articulated but the evidence on this could be strengthened through larger, longer-term studies with more robust methods, including comparison groups. PIEs are still emerging as an approach with increasing national interest, particularly in the homelessness sector. There is a clear opportunity for Fulfilling Lives to contribute further to enhancing the evidence base on their impact and effective delivery. Partnerships should continue to evaluate locally and the national evaluation team should consider conducting a more detailed evaluation of the role and impact of PIE within the Fulfilling Lives programme.

Further reading

ABIC Ltd (2017) *A Review of the Impact of Birmingham Changing Futures Together on Systems Change* Birmingham Changing Futures Together

Boobis, S. (2016) *Evaluating a Dialogical Psychologically Informed Environment (PIE) Pilot* Fulfilling Lives Newcastle and Gateshead

Nolan, A. and Butler, S. (no date) *Liverpool Waves of Hope Accommodation Based Service: Lessons from a Psychologically Informed Approach* Liverpool Waves of Hope

06. Housing First

Overview

- Housing First is a **client-centred approach** to addressing homelessness that is **not conditional** on beneficiaries first addressing problematic behaviours.
- Most evaluations reviewed report a **high level of tenancy sustainment** amongst Housing First beneficiaries. Two partnerships had 100 per cent sustainment.
- Other benefits of Housing First for beneficiaries include improvements in **community integration**, **physical health** and **mental health** and reductions in substance misuse, anti-social behaviour and offending.
- All partnerships that evaluated their Housing First programme felt it was having a **positive impact on wider systems**, reporting changes in the local housing processes and impact on regional housing strategies.
- The most significant challenge to the successful implementation of Housing First partnerships is the **lack of affordable, suitable housing in the right areas**.

What is it about?

Housing First is arguably "the most significant innovation in service response to homelessness, among people with high and complex needs, that has occurred in the last three decades".[16] In contrast to treatment-led models most commonly used in England, Housing First is a client-centred model which aims to house individuals, in independent housing on long-term tenancies, and provide intensive support throughout. Crucially, access to housing is not conditional on changing behaviours.

Homeless Link are leading the Housing First England project[17], and building on American and European guidance, have identified the following seven principles of a Housing First approach:[18]

- People have a right to a home
- Flexible support is provided for as long as it is needed
- Housing and support are separated
- Individuals have choice and control
- The service is based on people's strengths, goals and aspirations
- An active engagement approach is used
- A harm reduction approach is used.

How are Fulfilling Lives partnerships delivering this?

Over 70 per cent of beneficiaries of the Fulfilling Lives programme have experienced homelessness, many over a long period of time. Many Fulfilling Lives partnerships have or plan to implement Housing First in some form. Four have already published evaluations – which form the basis for most of this chapter. Table 2 summarises key features of these Housing First schemes.

Partnerships have generally implemented Housing First for a relatively small number of beneficiaries. This is often necessary due to difficulties finding suitable accommodation, as well as enabling workers to maintain small caseloads and offer the

[16] Pleace and Quilgars (2017) *The Inspiring Change Manchester Housing First Pilot: Interim Report* University of York.
[17] For more information see https://hfe.homeless.org.uk/
[18] Homeless Link (2016) *Housing First England: The principles*. London: Homeless Link.

intensity of support required. Camden and Stoke-on-Trent had already piloted Housing First in their areas, so the Fulfilling Lives teams had a model to build on. Although ideally Housing First placements come from the private sector, all partnerships used a mixture of social and private housing stock.

Partnership	Time in use	No. of beneficiaries	Target group	Staffing model
Islington & Camden (FLIC)	4 years	10[19]	Fulfilling Lives beneficiaries	PRS[20] access officer, support worker
Manchester	2 years (pilot)	19[21]	Fulfilling Lives beneficiaries, then broadened out to city	Housing development officer, support worker and peer mentor
Stoke-on-Trent (VOICES)	3 years	20 (plus a further 13 in supported accommodation)[22]	Not stated	Engage and work with PRS landlords
West Yorkshire (WY-FI)	12 months initially, extended	6 places	Female sex workers	HF support worker, housing management worker, co-production worker

Table 2: Summary of Housing First partnerships evaluated as part of Fulfilling Lives

[19] As of 2017 evaluation report
[20] Private Rental Sector
[21] As of April 2018
[22] 20 beneficiaries had Housing First tenancies in the private rented sector. A further 13 were placed in supported accommodation. This does not fit the Housing First principle that accommodation and support should be separated. VOICES only considered tenancies in supported housing to be Housing First where the person has a self-contained unit and has moved into this directly from rough sleeping rather than through the hostel pathway.

Inspiring Change Manchester: Housing First Model

In April 2016 Manchester started a two-year pilot of Housing First, as the model was perceived to be highly compatible with the needs of their beneficiaries. The aim was to provide intensive support to up to 20 people with a history of homelessness and high complex needs. The pilot was designed to follow the core principles of the Housing First model.

Housing First support was originally based within the Inspiring Change Manchester service, but soon moved to become a dedicated service with a team leader, Housing First development officer, two Housing First engagement (support) workers and a lived-experience trainee. Caseloads were set at six per worker. Housing was secured from a mixture of private and social rentals, and beneficiaries could visit the accommodation to assess it before moving in. A personal budget of around £1,500 was available to each beneficiary to help with deposit/rent and to buy furniture.

A panel was created to take referrals from Fulfilling Lives beneficiaries. Once this group had been exhausted, referrals were taken from outside of the Fulfilling Lives beneficiary group. As of October 2017, 16 people had been housed through the Housing First project, all with high and complex needs. All had maintained their tenancies at this time.

The Manchester Housing First pilot is part of a larger programme that includes an adult education service, a user-led mental health support service and a mentoring, training and consultancy service led by and for former offenders. Inspiring Change Manchester are due to publish a full report on the two year Housing First pilot this year.

What do the evaluations tell us?

The evaluations provide good evidence of the impact of Housing First on homelessness, beneficiaries and wider systems, as well as highlighting challenges with implementing the model. Evidence is drawn from a range of sourcing including interviews with beneficiaries, partnership workers and representatives from external agencies where appropriate, case notes and monitoring data.

What is the evidence of impact?

Evaluations suggest a number of positive impacts of the Housing First model for beneficiaries and wider systems of support.

The impact of Housing First on...

...homelessness	...beneficiaries	...wider systems
All partnerships reported great success with the **sustainment of tenancies**	Improvements in **physical health**, with a reduction in hospital admissions **Substantial improvements in mental health** and greater willingness to access support Reductions in **substance misuse** Increased **community integration** Reduced **anti-social behaviour and offending** In West Yorkshire, **a reduction in sex-working** and safer working practices	Affecting **allocation approaches** in wider local housing systems Encouraging landlords to consider people with multiple needs, to make **more housing available** Demonstrating the value of Housing First as part of **wider homelessness strategies**

Manchester, Islington and Camden and West Yorkshire all report a 100 per cent success rate in sustained tenancies, although two initial placements in West Yorkshire failed. Stoke-on-Trent report 20 of 33 tenancies sustained.

Key Learning

All Fulfilling Lives Housing First evaluations report similar challenges. By far the most significant appears to be locating appropriate housing in the beneficiaries' choice of area. The cost and availability of housing stock has made this very difficult. This is particularly the case in London; all Islington and Camden Housing First beneficiaries

were housed in neighbouring boroughs. Evaluations provide key learning on addressing this and other things to consider when implementing Housing First.

- Limitations in housing stock are generally beyond the influence of the partnership, but partnerships did report that additional properties could be secured by **engaging with landlords** and **challenging stigma and prejudices** they may have towards people with multiple needs
- Where large amounts of appropriate housing is not available, Housing First could be **targeted at particular at-risk groups**
- **Consistency of support** throughout the housing process is crucial
- Beneficiaries often have difficulty meeting the cost of independent living. **Personal budgets** to cover deposits, rent and furnishings have been vital in enabling Housing First beneficiaries cover increased living costs (See Chapter 4).

How might this contribute to systems change?

As Fulfilling Lives partnerships are designed to work across and co-ordinate support from a range of sectors, they are well placed to deliver Housing First, where holistic and flexible support is key. Further, Housing First in Fulfilling Lives has the potential to affect wider systems, services and attitudes. The success that West Yorkshire have had with their small Housing First pilot for female sex workers suggests that even if suitable housing is not available on a large scale, focussing on supporting a specific at-risk target group through this model might be more realistically achievable.

Housing First involves working alongside local housing providers, services and landlords to find appropriate housing for beneficiaries. This has brought about an opportunity to challenge appraisal and allocation systems. For example, whilst their Housing First approach has not yet been fully evaluated, Newcastle and Gateshead report how they have encouraged Oasis Aquila Housing to consider people with multiple and complex needs for their dispersed housing properties. A year after being housed, their first multiple needs client "walked into our centre in a suit on his way back from a job interview". After that success, Oasis Aquila now specifically target people with multiple and complex needs for their dispersed housing.[23]

[23] Hough, J (2017) Changing systems for people with multiple and complex needs: Evaluation of Fulfilling Lives Newcastle and Gateshead 2017.

What next?

Partnerships currently implementing or planning to start implementing Housing First should continue to monitor the impact of this on beneficiaries. Existing evidence could be strengthened through a more systematic approach to analysing benefits, such as assessing Housing First beneficiaries' progress and combining this with in-depth interviews to highlight the various benefits of the model. Partnerships should also continue publishing evidence of how Housing First pilots have challenged existing systems in the housing and other support sectors and changed processes or ways of working to better support people with multiple and complex needs.

There is a significant evidence base on the effectiveness of Housing First outside of Fulfilling Lives, including controlled studies from the United States of America and Europe. In addition, the government has recently launched three regional Housing First pilots in Liverpool, Birmingham and Greater Manchester.[24] These are all be subject to in-depth evaluations. Therefore, we suggest the national Fulfilling Lives evaluation does not conduct further evaluation of Housing First pilots.

Further reading

Bimpson, E. (2018) *An evaluation of Basis Yorkshire's Housing First pilot*. Leeds Social Sciences Institute.

Fulfilling Lives Islington and Camden (2017) *Housing First: An evaluation of the FLIC model* FLIC

Pleace and Quilgars (2017) *The Inspiring Change Manchester Housing First Pilot: Interim Report* University of York.

Rice, B. (2017) *Independent evaluation of VOICES: Systems change report*. BR Research.

[24] https://www.homeless.org.uk/connect/news/2018/may/09/government-launches-its-three-regional-housing-first-pilots

07. Improving access to services

Overview

- A key challenge for Fulfilling Lives is to **address the lack of joined-up approaches** and collaborative working across sectors.

- **No Wrong Door (NWD)** models aim to produce a more joined-up system of support for people with multiple needs – where a person presents they will be assisted to access appropriate services. **It is more than simply signposting.**

- Partnerships have also trialled a single assessment of need and / or a record of beneficiary details and service engagement **kept in a single place for several service providers to use**.

- These approaches have the potential to **enhance beneficiary experiences of services** and improve communication across organisations.

- The potential **size and complexity** of networks needed for a NWD model is a challenge. It might be more effective to pilot the approach with a small number of organisations and grow it from there.

- It would be beneficial to revisit this approach once more progress has been made. **Partnerships play a key role** in supporting the development of flexible approaches to improving access to services and securing the support of partners and it will be important to consider the implementation and impact of this over the longer term.

What is it?

There is a lack of joined-up approaches and collaborative working across different sectors for people with multiple and complex needs. Fulfilling Lives partnerships aim to address this. There are many reasons why people with multiple and complex needs may struggle to get the support they need, but a repeated complaint is that are often asked to 'tell their story' (explain their experiences and issues) by every organisation and worker they interact with. This can mean revisiting traumas and the impacts of this. Telling their story can take time and requires trust to be built. Fulfilling Lives partnerships have adopted some specific approaches to improving access to services by addressing these frustrations.

No Wrong Door (NWD) models aim to produce a more joined-up system of support for people with multiple needs. The idea of NWD is that wherever a person with multiple needs turn up, they will be assisted to access appropriate services. This can only be achieved by creating a large network of agencies collaborating so that individuals experience a more seamless service. The model should reduce the problem of potential beneficiaries feeling discouraged and disengaging entirely when an organisation they approach is unable to help them. The model is more than simply signposting and requires services to take a more active approach in engaging with other agencies.

Similar solutions may be created to allow beneficiaries to tell their story once and provide a single assessment of need that can be shared and used across a range of organisations.

How are Fulfilling Lives partnerships delivering this?

Birmingham, Manchester and Liverpool are working towards a NWD model and each have a slightly different concept of what it means in practice. For example, the NWD model in Birmingham also involves organisations signing up to a common set of standards and there is a plan for developing the technology for sharing information to support the model. Birmingham and Manchester are working towards wider systemic change as a result of their NWD approach, involving other services directly. Liverpool in contrast is using this approach solely with individuals referred to Fulfilling Lives (see box below).

Manchester and Bristol are seeking to reduce the number of times that beneficiaries are asked to provide information. The team at Bristol's Golden Key programme have been working to develop a single housing assessment of need that is trusted and accepted across key service providers. Inspiring Change Manchester have developed a data sharing platform called GM-Think, which provides a single place to record details of beneficiary engagement with a range of different service providers.

Liverpool Waves of Hope's 'No Wrong Doors' approach

No wrong doors means that no-one who approaches Liverpool Waves of Hope will be turned away. If an individual is ineligible for support from Waves of Hope they are redirected to another form of support. There are three elements in place to help ensure this:

- A 'drop in' support service for beneficiaries who no longer require the intensive support provided by Waves of Hope.
- Referrals to alternative support, including floating support, offender-based services, rough sleeping services and accommodation-based services.
- Delivery partner collaboration and adaptability to ensure beneficiaries get the support they need rather than being classified as ineligible for help.

What do the evaluations tell us?

Local evaluations have focussed on learning more about the process of developing systems that improve access to services for beneficiaries and how challenges might be overcome. Systems take time to design and implement and this is a significant learning process for partnerships. Evidence on NWD is based on interviews with key partnership staff, external stakeholders, peer mentors and experts by experience, as well as case studies of beneficiaries and reviews of relevant documentation.

What is the evidence of impact?

There is some evidence from staff and stakeholder interviews that NWD schemes have the potential to have a positive impact, although as stated above, schemes are still in the early stages. Stakeholders appear generally supportive of the theory behind a NWD

approach and can see the potential value. People with lived experienced in one area saw their local information sharing system as being fundamental to addressing the systemic barriers to services they had experienced.

The potential impact of No Wrong Door models on:

...individuals	**...wider systems**
NWD appears to have helped **widen the range of support services that organisations are aware of** and can refer people to	Organisations can have **more accurate and up to date information** on the services that individuals had used
This can mean that there is **a reduction in the risk of harm in the community** as beneficiaries can be referred to support more expediently	**Communication across organisations participating has improved**, with Birmingham reporting that it had made referral pathways 'slicker'
People with lived experience felt that GM-Think gives them **greater control and influence** over the records kept on them	

> *They have actually got someone to advocate on their behalf who they can trust and they know will be there for them. Whereas before if they went to a service and were knocked back or signposted somewhere else they would most likely give up and not bother.*
> **Stakeholder, Birmingham Changing Futures Together**[25]

> *[GM-Think] has been a big positive, it gives one story and I can contribute to my own data.*
> **Core group member, Inspiring Change Manchester**[26]

[25] ABIC Ltd (2017) A Review of the Impact of Birmingham Changing Futures Together on Systems Change. Prepared for BVSC
[26] Centre for Local Economic Strategies (2016) *Inspiring Change Manchester Systems Change Report – Phase 2* Inspiring Change Manchester

Key learning

Both Manchester and Birmingham have ambitious visions for their NWD model, and have experienced challenges in implementing it. Liverpool's model is more focused on supporting beneficiaries who approach Liverpool Waves of Hope, rather than other service providers in the area, and as a result perhaps unsurprisingly does not appear to have faced the same challenges.

- NWD models and information-sharing platforms can be complex and therefore **take time to develop**. The context in which solutions are being developed is constantly changing - for example, staff changes, budget reductions, organisational priority shifts. Each time new members join a network they must be brought up to speed and often have their own ideas.

- There can be significant **complex legal and technological issues** – for example, agreeing data-sharing protocols and ensuring pre-existing systems 'speak to each other' in order to pool the data in a central place. Organisations need to trust each other and overcome concerns about the financial and technical implications of switching systems.

- NWD models also **require a certain level of resourcing** from participating organisations. Staff must dedicate longer periods of time to supporting people to access other services.

- A particular challenge is the **potential size and complexity** of networks needed. In order for there really to be 'no wrong door' all potential 'doors' need to be brought into the network.

A more pragmatic approach recommended by one evaluator might be to pilot the approach with a limited number of partners to prove its effectiveness before 'selling' the concept to a wider area. Another partnership evaluation suggested that the design be revisited from the beneficiary perspective – which organisations are most important to them and would they want to be involved in an NWD. The network could then be built around this, making it more manageable.

Further, evaluations illustrate that, while referral pathways may be improved, NWD does not address more fundamental issues about the availability and quality of support provided. Long waiting times are still faced if the services beneficiaries are referred to do not have capacity to take on new people. The NWD approach along does not necessarily create capacity in the system or lead to the availability of the longer-term support that many need.

How might this contribute to systems change?

Improving access to services has the fundamental aim of changing wider systems to make them more receptive to and appropriate for people with multiple and complex needs. All partnerships who have implemented and utilised No Wrong Door or other information sharing systems highlighted what they had achieved in terms of system change in a relatively short period of time, suggesting the significant potential of these to transform access to support for anyone seeking help. However they also highlight the challenges faced in attempting wider systemic change.

Use of the GM-Think platform has been extended beyond the Fulfilling Lives partnership in Greater Manchester to include delivery organisations and volunteers receiving Manchester City Council's Homelessness Prevention Grant. Further, people with lived experience reported that organisations using the GM-Think system were able to provide more effective support as a result. Liverpool's evaluation reports that the NWD approach appears to be gaining wider traction, particularly across the health and social care sector, and they cite a number of local strategic plans that identify the NWD approach as a priority or beneficial. This provides a good basis on which to build.

Birmingham Changing Futures Together has an ambitious plan involving 18 organisations working together more closely. The evaluation of this identifies a number of untested assumptions that underpin the effective working of the model. This includes the assumption that all frontline staff will be involved in every member organisation, that they will be able to triage effectively, have up-to-date knowledge of services content and capacity and that they will always work to the integrity of the concept. It is perhaps unsurprising then that creating such a network has been challenging, as it requires maintaining hundreds of nodes with different employment policies, legislative responsibilities, cultures and operating systems. Changing systems in what may be perceived to be a radical way will take time and effort from all parties involved, but has the potential to be transformative.

What next?

Evaluation reports suggest that the NWD and information sharing solutions have potential to address some key concerns of people with multiple needs and improve access to services beyond Fulfilling Lives by encouraging collaboration. As yet there is very little evidence of impact. Local evaluation reports highlight substantial challenges in delivering such approaches. It would be beneficial to revisit this topic in a few years' time to re-assess progress, effectiveness and impact and to gather potentially valuable learning on how best to make such models work, particularly in terms of systems

change. Future evaluations should aim to monitor progress and capture learning on how best to create this types of systems change, and how challenges can be overcome, as well as evidencing the benefits.

Further reading

ABIC Ltd (2017) A Review of the Impact of Birmingham Changing Futures Together on Systems Change. Prepared for BVSC

Birmingham Changing Futures Together (2017) *Year 3 Annual Report* BVSC

Centre for Local Economic Strategies (2016) *Inspiring Change Manchester Systems Change Report – Phase 2* Inspiring Change Manchester

Inspiring Change Manchester (no date) *The No Wrong Door Compact for Manchester*

Ipsos MORI and Institute of Psychology Health and Society, University of Liverpool (2016) *Liverpool Waves of Hope Evaluation Year 1: Evaluation report* Liverpool Waves of Hope

Ipsos MORI and Institute of Psychology Health and Society, University of Liverpool (2017) *Liverpool Waves of Hope Evaluation Year 2: Evaluation report* Liverpool Waves of Hope

08. The economic impact of Fulfilling Lives

Overview

- Providing evidence of the cost and potential savings of working with people with multiple and complex needs is important to **demonstrate the value of this type of programme and to achieve systems change**.

- Failing to address multiple needs effectively is **costly to the public purse.**

- Evaluation evidence suggest that there is generally **an overall reduction in the cost of public service use** after beneficiaries engage with Fulfilling Lives.

- However two partnerships report **an increase in overall service use costs** as a result of beneficiaries using services that they are in need of but have not previously had access to.

- Generally there is **a reduction in use of crisis and negative services** such as attendance at A&E and interactions with the criminal justice system.

- A **consistent approach** is needed to further understand the full costs and potential savings of the Fulfilling Lives programme.

What is it?

This chapter is a little different from the others as we explore not a particular intervention, but a way of assessing the impact of the Fulfilling Lives programme.

Part of the motivation behind Big Lottery Fund's investment in Fulfilling Lives is the significant social and economic costs associated with a failure to effectively support people with multiple needs.[27] There is also a recognition that providing robust evidence of potential costs and savings is likely to be an important tool in effecting systems change to provide better support.

How are Fulfilling Lives partnerships evaluating this?

Eight of the Fulfilling Lives partnerships have published analyses of the estimated economic impact of their interventions. A range of different approaches were used to measure costs and assess change over time; findings are also reported in varying levels of detail and sample sizes range widely. This makes direct comparison between partnership results or any combined analysis unwise.

All local analyses focus on beneficiaries who have been provided with intensive support and navigation from dedicated keyworkers. Analyses measure the number of times beneficiaries use a range of different services over a period of time. Unit costs for each service are applied to calculate the cost of these interactions.[28]

What do the evaluations tell us?

Failing to address multiple needs effectively is costly to the public purse.[29] Three of the analyses reviewed here include a figure (or allow the calculation) of annual costs for someone with multiple needs prior to them getting help from Fulfilling Lives. The figures are all substantially higher than the estimate of £19,000 provided by the Hard Edges report in 2015.[30] The Hard Edges estimate relates to costs of those affected by two or more of offending, homelessness and substance misuse. This group arguably

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[27] See https://www.biglotteryfund.org.uk/global-content/programmes/england/multiple-and-complex-needs

[28] The New Economy Manchester unit cost database is frequently used for this purpose. Fulfilling Lives Newcastle and Gateshead have also produced an online cost calculator to support this.

[29] See for example Bramley, G. and Fitzpatrick, S. (2015) *Hard Edges: Mapping severe and multiple disadvantage*. Lankelly Chase Foundation

[30] Bramley and Fitzpatrick (2015) Op. cit.

has lower needs than the Fulfilling Lives cohort, of whom 95 per cent have experience of three or four of offending, homelessness, substance misuse and mental ill health.

What is the evidence of impact?

Most of the analyses estimate an **overall reduction in use the cost of services** used following engagement with Fulfilling Lives. Two evaluations indicate an increase in overall costs over time. One (Manchester) calculates fiscal benefits for different cohorts of beneficiaries. This shows that those who remain on the programme for five or more quarters reduce their costs to society. Those with shorter periods of engagement see overall increases in costs. Stoke-on-Trent's analysis also shows greater reductions in costs for the second year of engagement compared to the first.

Perhaps more importantly, **reductions were often seen in crisis or negative service interactions**. This includes reductions in interactions with the criminal justice system – including reduced arrests, convictions and court appearances. Many of the analyses also report reductions in the number of presentations at A&E and inpatient episodes. Smaller reductions and sometimes **increases were seen in accessing more positive services**, such as physical and mental health treatments. For example, an increase in contact with the community mental health team would represent a rise in costs but indicates that beneficiaries are accessing the services best placed to provide the support needed. Changes in inpatient days (relating to mental or physical health) often drove some of the largest changes in costs as these are some of the most expensive items included in the analyses

All published estimates are summarised in Appendix two.

Blackpool Fulfilling Lives: Value for Money Analysis

The Blackpool local evaluation team produced a value for money calculation as part of their most recent annual report, to explore the potential benefit of the programme in terms of change in public service use.

18 indicators were tracked and costed to give an overall figure of the service use costs over time. 160 service users over the period of one year showed a reduction in service use on 11 indicators, including all relating to criminal justice. In four indicators, all of which were related to mental health, an increase in service use resulted in an additional cost. Data was incomplete for the remaining three indicators. The report acknowledges that the lack of comparison group to means that any change in service use cannot be solely attributed to Blackpool Fulfilling Lives.

When the estimated cost of voluntary sector service use was also taken into account, this gives overall service use cost saving of £391,083 or £2,444 per beneficiary for the year. However it is acknowledged that this type of saving does not represent 'cash releasing savings' for the public purse but does allow these resources to be used otherwise.

Blackpool Fulfilling Lives running costs are £1,150,162. Combined with service use savings, this represents an overall cost of the Blackpool Fulfilling Lives model of £759,079 or £4,744 per beneficiary for the year.

This analysis does not take into account other positive (social value) outcomes, which are likely to represent considerably more benefit to individuals and wider society.

What next?

We began the national evaluation of Fulfilling Lives with a rapid evidence assessment on multiple needs.[31] In this we highlighted some early attempts to assess the cost-

[31] Diamond, A. Adamson, J. Moreton, R. Robinson, S. Spong, S. Howe, P. Bysshe, S. Sheikh-Latif, N. and Citarella, V. (2013) *Multiple and complex needs: a rapid evidence assessment* CFE Research

effectiveness of interventions but these were felt by the programmes concerned to be unsatisfactory – while some areas saw reduced costs, this could be offset by increases in other such as the provision of accommodation and better access to benefits. Longer-term analysis of service use and associated costs was needed – and the eight year Fulfilling Lives programme provides a great opportunity to do this.

The Fulfilling Lives partnership evaluations provide promising early analysis of the extent to which beneficiaries are changing the way they interact with public services and the potential opportunity cost savings associated with this.

Despite difficulties in sourcing the necessary data and presenting costs and savings, this type of analysis is useful and local evaluations should continue to share their results. Any analysis should seek to use the best quality data available – administrative records should be the most reliable. Incorporating the cost of delivering the Fulfilling Lives programme would also be helpful to understand cost-effectiveness. A standardised approach to using this type of analysis would add value to the existing local evaluation work and allow comparison across partnerships. The learning programme that complements the Fulfilling Lives evaluation could be used to help agree a common approach.

The national evaluation is currently working on similar analysis of service use trends and the costs associated with these. This will provide important additional evidence for the programme as a whole, bringing together data from all of the 12 partnerships to overcome issues with comparing the local evaluations. This is due to be published in Autumn 2018.

Further reading

Battrick, T. Crook, L. Edwards, K. and Moselle, B. (2014) *Evaluation of the MEAM pilots – update on our findings* FTI Consulting

Bingham–Smith, A. and Parkin, D. (2017) *Improving lives, saving money: An economic and outcome evaluation report of You First, the Lambeth, Southwark and Lewisham Fulfilling Lives Partnership Programme* You First

Birmingham Changing Futures Together (2018) *Economic Impact Analysis: 2018* Birmingham Changing Futures Together

Birmingham Changing Futures Together (2017) *Year 3 Annual Report* Birmingham Changing Futures Together

Boobis, S. (no date) *Year One Evaluation Report: Understanding Multiple Complex Needs in Newcastle and Gateshead* Fulfilling Lives Newcastle and Gateshead

Broadbridge, A. (2018) *Client Journey: Mid-programme evaluation report* Fulfilling Lives Newcastle and Gateshead

Cordis Bright (2017) *Blackpool Fulfilling Lives Year two evaluation report: Value for money analysis*. Blackpool Fulfilling Lives

CRESR (2018) *The WY-FI model: The financial impact on service costs*. West Yorkshire Finding Independence

Fulfilling Lives Newcastle and Gateshead *Cost Calculator* [Online] http://www.fulfillinglives-ng.org.uk/resources/cost-calculator/

Inspiring Change Manchester (2016) *Inspiring Change, Investing in People* New Economy Manchester

Opportunity Nottingham (2017) *Opportunity Nottingham Evaluation Summary*

Rice, B. (2018) *Hard Edges Stoke on Trent: Reducing the costs of multiple needs to people and services: The second financial analysis of VOICES*

09. Drawing it all together – conclusions and next steps

The Fulfilling Lives programme aims not just to support people with multiple needs to have a better life, but to fundamentally alter the way in which support is provided. Issues such as homelessness, offending and substance misuse are inter-related and mutually reinforcing.[32] But services are too often set up to deal with a particular issue or aspect of someone's life rather than the whole person.[33] Addressing just one alone is unlikely to be effective.[34] Fulfilling Lives partnerships are working collaboratively across sectors and with people with lived experience of multiple needs to create more joined-up, holistic, person-centred and ultimately, effective support. Partnerships are testing and evaluating different approaches, demonstrating the impact of doing things differently.

A high proportion of Fulfilling Lives beneficiaries are homeless or in unstable accommodation at the start of their journey with the programme. Lack of a stable home makes tackling other challenges even more difficult. **Housing First** is one way of addressing this and the effectiveness of the approach is well evidenced outside of Fulfilling Lives. Fulfilling Lives partnerships are well placed to deliver Housing First, as they incorporate many of the key principles within the way they work and can coordinate the necessary cross-sector support. A particular challenge is the lack of suitable housing stock – but by engaging with landlords to challenge the stigma surrounding multiple needs, some partnerships are successfully opening-up housing options. Fulfilling Lives evaluations also show how Housing First could be effectively targeted at particular small but high-risk groups – such as female sex workers.

Fulfilling Lives **keyworkers** play an important role in supporting people with multiple needs. They successfully engage beneficiaries who may have been let down or excluded by other agencies. They provide both practical and emotional support, and in many cases assist with 'navigating' the systems – advocating on beneficiaries behalf

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[32] Rankin, J. and Regan, S. (2004) *Meeting Complex Needs: The Future of Social Care* IPPR and Turning Point
[33] Battrick, T. Crook, L. Edwards, K. and Moselle, B. (2014) *Evaluation of the MEAM pilots – update on our findings* FTI Consulting
[34] Making Every Adult Matter (2018) *Tackling Multiple Disadvantage Nationwide: A strategy for the MEAM coalition 2018-2022*. MEAM Coalition

and helping them to access services. To be able to provide the kind of flexible, tailored and person-centred support that beneficiaries value and that appears to be effective, keyworkers need to be free from the constraints of performance targets, restrictive time-scales and high caseloads.

This job is not an easy one and it is vital that keyworkers are effectively supported to ensure their own mental health and wellbeing is not adversely affected.

The role of the keyworkers can be usefully supported and enhanced by **peer mentors** – people with similar past experience of multiple needs. Peers can provide a really valuable way to engage beneficiaries – living proof that recovery is possible. Mentoring also provide a valuable opportunity for mentors to gain work experience and gain skills and confidence. This is a step on the road towards employment and, it is arguable, a future workforce with unique insights and perspectives on multiple needs.

However, developing a peer mentoring programme is not a quick or low-cost option as peers need proper training and support, which can be resource intensive. Clarity is needed to ensure the role of peers and other staff members is distinct. Co-designing a scheme with staff and people with lived experience helps to ensure everyone understands and is bought-into peer mentoring.

Keyworkers can also be assisted to work effectively and to be resilient through **PIE - psychologically informed environments**. The opportunity for reflective practice helps staff feel more resilient and better able to manage challenging behaviour. The resulting improvements in practice should help beneficiaries too. While the focus of local evaluations so far has been on the benefits to staff, there is an opportunity now to explore in greater detail the ways in which PIE supports Fulfilling Lives beneficiaries.

Keyworkers and peer mentors support beneficiaries to attend assessments and appointments. But it is not enough to just help people navigate a complex system that often does not effectively address their needs - the system itself needs to change to be more responsive to multiple needs. Improving services for this particular group is also likely to make it better for others too. Particular frustrations for people with multiple needs include having to tell their story numerous times to different agencies and that when they find the courage to ask for help they are often turned away because they have not approached the 'right' agency. Systems designed to **improve access to services** and information sharing across organisations, such as No Wrong Door, are exploring the potential for what would be significant systems change through different ways of working and collaborating.

Although a fulfilled life includes a stable home and good health, it is about so much more. This includes good relationships with friends and family, purpose and a social life as well as being in control, having choice and being empowered to make decisions. **Personal budgets** are just one way to help beneficiaries achieve these things. Personal budgets are also valuable in supporting Housing First, providing funds for deposits, furniture and other home essentials. However, personal budgets have not always been used for the life enhancing activities that were envisaged by partnerships – instead, too often, they are used for basics such as food, rent and buying essential services. This serves to underline how mainstream support often fails to adequately provide for people with multiple needs. And while personal budgets can address this in the short term, it is important that the Fulfilling Lives programme uses this evidence to direct attention to such failures.

The Fulfilling Lives partnership evaluations provide promising early analysis of the extent to which beneficiaries are changing the way they interact with public services and the potential opportunity costs savings associated with this. Emerging patterns indicate that reductions in service use by Fulfilling Lives beneficiaries are most likely to be seen in 'negative' or crisis services such as use of A&E and interactions with the criminal justice system. There are less substantial decreases and increases in more positive treatment services.

But the approaches described in this report, such as the navigator model of keyworker support, cannot work effectively in isolation. Fulfilling Lives partnerships may influence what goes on outside the programme, but they also rely on it too. Wider changes are needed to the systems and services that affect people with multiple needs. And to ensure a lasting legacy from the programme, these changes need to be sustainable – meaning changes are required in policy, culture, attitudes and behaviours, rather than being reliant on time-limited funding programmes like Fulfilling Lives or a few key individuals. The fact that in several cases, having piloted a particular approach, such as PIE or Housing First, and demonstrated the benefits, other agencies have begun to adopt similar practice, illustrates how Fulfilling Lives has the potential to create lasting change.

Next steps

A key aim of this report was to inform the future evaluation of the Fulfilling Lives programme – in particular the focus of the national level evaluation. On the basis of this report, we make the following recommendations for the national and local evaluations.

The national evaluation team should:

- Evaluate the added-value of the navigator model of key-working. This should include research into how navigators can be effectively supported to contribute to systems change.
- Analyse the relationship between receiving help from a peer mentor and beneficiary progress and positive outcomes. This could be complemented by further exploration of how peer mentoring might be used effectively at different stages in the beneficiary journey – from initial engagement to helping to sustain recovery.
- Investigate whether there is an association between receipt of a personal budget, and progress and positive outcomes for beneficiaries.
- Gather and share evidence of good practice in effectively implementing personal budgets to overcome key challenges.
- Conduct a more detailed evaluation of the role and impact of PIE within the Fulfilling Lives programme.
- Revisit progress of No Wrong Door and information sharing solutions in later years to assess effectiveness and impact on beneficiaries and wider systems. Gather together learning on how best to make such models work.
- Publish initial analysis of beneficiary public service use patterns and the costs associated with these. Continue to work to source administrative data and publish analysis at intervals to demonstrate longer-term trends.
- Explore opportunities to facilitate a more consistent approach to cost-effectiveness analysis allowing comparison of results between partnerships.

Local evaluators / partnerships should:

- Continue to monitor how personal budgets are used and consider what this suggests about how beneficiary basic needs are currently met (or not as the case may be) and how this might direct systems change work.
- Continue to evaluate and communicate the results and learning from local PIE and Housing First initiatives. This should include examples of how Fulfilling Lives initiatives have influenced other services to create most lasting change.
- Continue to evaluate No Wrong Door, information sharing and other activities to improve access to services, including recording challenges and how these have been overcome.
- Continue to share results of local analysis of service use interactions and programme cost-effectiveness.

Appendix one: Overview of local evaluation themes

Project	Improving access to services via No Wrong Door / Information sharing	Support workers	Service coordinator / Navigator model	Peer support / mentoring	Personal budgets	Psychologically informed environments (PIE)	Housing First	Service user involvement	System change strategy / progress	Transitions	Economic evaluation	Homelessness	Other
Birmingham	Evaluation	Evaluation		Evaluation		Evaluation		Evaluation	Evaluation		Evaluation		
Blackpool			Evaluation								Evaluation		
Brighton & Hove, Eastbourne and Hastings													Empowerment
Bristol	Evaluation		Evaluation	Evaluation	Evaluation			Evaluation	Evaluation				
Camden & Islington			Evaluation	Evaluation	Evaluation		Evaluation						
Lambeth Lewisham and Southwark					Evaluation				Evaluation		Evaluation		Digital engagement
Liverpool	Evaluation	Evaluation		Evaluation		Evaluation		Evaluation	Evaluation		Evaluation		
Manchester	Evaluation			Evaluation			Evaluation		Evaluation		Evaluation		
Newcastle and Gateshead			Research		Evaluation	Evaluation		Evaluation	Evaluation	Evaluation	Evaluation	Research	Begging Financial issues Access to mental health
Nottingham		Evaluation	Evaluation	Evaluation							Evaluation	Research	New psychoactive substances
Stoke on Trent			Evaluation	Evaluation			Evaluation	Evaluation	Evaluation	Evaluation	Evaluation	Research	Access to primary care services
West Yorkshire			Evaluation	Evaluation	Evaluation		Evaluation	Evaluation	Evaluation		Evaluation		Multi-Agency Review Boards

Key

Evaluation

Research

Appendix two: Estimates of average changes in service use costs from local evaluations

	Annual benefit per beneficiary	Number of indicators	Time period of comparison
Birmingham	£12,244	5	Year prior to engagement and latest year on partnership
Blackpool	£7,578	18	Year prior to engagement and first year on partnership (based on three quarters of data)
Lambeth, Southwark & Lewisham	£11,014	35	One year prior to engagement based on average taken from two years' data and first year on partnership
Manchester – beneficiaries engaged for at least 4 quarters	-£1,240	26	Change between first and most recent quarter – multiplied by four to give equivalent annual estimate
Manchester – beneficiaries engaged for at least 5 quarters	£4,064	26	As above
Nottingham – beneficiaries with positive outcomes.	£24,370	18	First six month on partnership and latest six months – doubled to give equivalent annual estimate
Stoke on Trent – beneficiaries engaged four at least 4 consecutive quarters	£3,131	5	Year prior to engagement and a year following engagement
Stoke on Trent – beneficiaries engaged four at least 8 consecutive quarters	£9,003	5	Year prior to engagement, second year of engagement
West Yorkshire	-£4,481	18	Year prior to engagement and first year on partnership

MEAM pilots		23	Year prior to engagement and second year on the partnership
Cambridge	£11,484		
Derby	£5,808		

Liverpool and Newcastle and Gateshead take a different approach to the partnerships summarised above and report the costs and savings of a small number of individual case study beneficiaries. Nine of the thirteen beneficiaries tracked have increased their interactions with services and thus costs.

Samples sizes on which the estimates above are based vary widely – from 17 to 158. Collecting longitudinal data on interactions between people with multiple needs and a wide variety of publicly funded services is challenging and to a large extent the sampling of beneficiaries is based on those for whom data was available. Data comes from different sources. Some, such as Stoke-on-Trent, have been successful in obtaining data from administrative sources – this is most likely to provide an accurate picture of interactions with services.

The number of different interactions included in the analysis will, of course, affect the resulting cost estimates. Birmingham and Stoke based their analysis on just five key service interactions; Nottingham and West Yorkshire use 18 and Lambeth, Southwark and Lewisham 35. As well as the costs of service interactions, Birmingham and Manchester also use estimated values for social benefits such as improved mental wellbeing, although it is not clear how these values have been derived.

Several of the reports make the important point that estimates do not necessarily include all costs and that averages hide great diversity in service use patterns. With small samples, the results can be skewed greatly by a single extreme case (such as someone with a long stay in prison or as a hospital in-patient). Some of the analyses remove these cases first, others leave these cases in the analysis but draw attention to them and their impact on averages.

This report was researched and written for the Big Lottery Fund by CFE Research and the University of Sheffield.

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