

Fulfilling Lives

Supporting people with multiple needs

Evidence review: Summary

Promising practice

Key findings from local evaluations to date

October 2018

In this report we draw together and summarise key findings on seven selected approaches or interventions from local evaluations of Fulfilling Lives projects. 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.



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The role of the keyworker

Keyworkers are **the main way in which beneficiaries get the support they need**. This might be direct support or by facilitating access to other services.

Where keyworkers focus on co-ordinating services, this is **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, trusting relationships**.

The **flexibility** of the keyworker role allows staff to focus on relationship-building activities that build relationships. Small

caseloads and freedom from targets and restrictive timescales assists in this.

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

Beneficiaries often benefit from the **advocacy** provided by navigators, who can also help achieve **flex in the system**. 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.

Peer mentors

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 challenge traditional service protocols.

The role can also be **positive for the peer mentors**, giving the opportunity to learn new skills and develop confidence.

It is important to ensure peer mentor teams work closely with keyworker teams. **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.

Personal budgets

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**.

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**.

Psychologically Informed Environments (PIE)

Psychologically Informed Environments (PIEs) are services delivered 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.

Housing First

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**.

Improving access to services

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 flexible approaches and it will be important to consider the implementation and impact of this over the longer term.

The economic impact of Fulfilling Lives

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 Fulfilling Lives.

Next steps

The national evaluation team should:

- Evaluate the added-value of **the navigator model** of key-working.
- Analyse the relationship between receiving help from a **peer mentor** and beneficiary progress and positive outcomes.
- Investigate whether there is an association between receipt of a **personal budget**, and progress and positive outcomes for beneficiaries.
- 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.
- Publish initial analysis of beneficiary public service use patterns and costs.

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).
- Evaluate and communicate results and learning from **PIE** and **Housing First** initiatives.
- Evaluate **No Wrong Door, information sharing and other activities** to improve access to services, including recording challenges and how these have been overcome.
- Share local analyses of service use interactions and **programme cost-effectiveness.**