

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



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