

Liverpool Waves of Hope Evaluation – Key Findings from Year 2

This paper summarises the key findings of the end of year two local evaluation of the Liverpool Waves of Hope programme. This is one of 12 national projects funded by the Big Lottery through the Fulfilling Lives programme, aimed at supporting people with multiple and complex needs.

Below is an overview of the programme, key findings, recommendations, next steps, and wider policy considerations. The evaluation was carried out independently by Ipsos MORI.

1. Background

1(a) The programme

Liverpool Waves of Hope, funded by Big Lottery, is a £10 million five year programme dedicated to changing the lives of people in Liverpool who have multiple needs. It engages with people who are living with a combination of issues including homelessness, reoffending, substance misuse and mental health. The services within the programme connect people to the right support, making it possible for them to live their lives better through a person centred approach. Services include:

- **Intensive Support Service**, which is the access point for service users, who are appointed a key-worker to provide the support and navigation of services that their needs require.
- **Accommodation Based and Move On Service**, providing a 24/7 intensive support for those that do not have any accommodation of their own, together with guidance for people to secure suitable, long term accommodation.
- **Peer Mentoring**, through one-to-one support for service users from others that experienced and overcome similar problems to themselves.
- **New Beginnings**, providing people with the opportunity to learn new skills, begin working towards a qualification, voluntary work or employment.

All activities within the programme is underpinned by service user involvement, to ensure that people with lived experience are directly involved with design at all levels.

1(b) Importance of Liverpool Waves of Hope within a changing policy environment

Liverpool Waves of Hope is an important programme in the sense that it is an opportunity to develop a catalyst for change and integration amongst services, in a fully co-produced way, with the learning being applied both directly within the multiple needs agenda and more widely across other service areas.

Due to the complexity of challenges that individuals face, the programme naturally covers a range of policy agendas and therefore can be at the forefront of the conversation around delivering public services differently and more effectively. Therefore in an era of flux for public services, there is a need to consider how multiple needs provision, and its broader principles, may link into the public service reform agenda.

Examples can include connecting with ongoing NHS transformation, which in part aims to create structured/single care pathways, and therefore breaking down silos. Similarly, within criminal justice, homelessness and mental health issues resonate, and recent changes could allow the opportunity for building further linkages within these areas. The resonance with

Waves of Hope is clear, and communicating its learning and relevance to these, and other change agendas, is crucial.

1(c) The evaluation

IPSOS Mori was commissioned in early 2015 to undertake the local evaluation of Liverpool Waves of Hope (each of the 12 Fulfilling Lives projects requires a local evaluation, with CFE Research undertaking the overarching national evaluation). The Year 1 report, covering the period January 2015 to December 2015, was mainly process focused, exploring the structures and procedures in place, together with governance, for the programme.

The year two report, covering January 2016 to December 2016, was more focused upon outcomes achieved by service users, with many of the key messages derived through the development of 12 detailed longitudinal case studies. The report was more qualitative and focused upon the journeys that service users have experienced, and importantly, sought to understand the barriers in the system which impedes their progress.

2. Key messages from the evaluation

The evaluation report is detailed and wide ranging; a number of the key findings are summarised below.

a) Waves of Hope is meeting its targets and outcomes

- **Liverpool Waves of Hope is successfully delivering against the hard outcome targets set nationally by Big Lottery:** this includes, for instance, reduction in presentation to crisis services (e.g. A&E attendance and arrests) and reduction in evictions from housing and other accommodation. This is as a result of wraparound support from key-workers and service users now being able to access services that they did not/could not access beforehand.
- **At this stage of the programme evidenced outcomes are short term:** at present, the outcomes being achieved are short term as a result of intensive support. There are uncertainties over the sustainability of these outcomes once service users have progressed through the programme and 'moved on' or disengaged. This requires further research, and issues highlighted in the evaluation around dependency on Waves of Hope services suggests more thought is required around how to sustain outcomes in the long term, and how mainstream support approaches can be built to deliver these outcomes in future.

b) Focus on longer term invest to save attitude rather than short term savings

These findings were based upon 12 detailed longitudinal case studies, utilising information from key-workers, service users and data records.

- **There is a short term increase in costs for service users,** as they are now accessing services that they have not been in a position to do so in the past. However, importantly there is a shift from *crisis* services to more *planned* support, which reduces costs in some of the most strained areas of public services.

- **Costs begin to reduce in the medium term:** ten of eleven service users observed who stayed on the programme longer than a year, showed a decrease in costs in their second year of the programme compared to the first.
- **Long term reduction in costs:** it is anticipated that access to planned support will result in changes in the lives of service users, leading in the long term to reduced dependence upon many public services. Therefore a shift in strategic focus from short term savings to an *'invest to save'* approach may be more effective. This means viewing such support as an investment in the future of an individual which provides value for money over the longer term.

c) Some influencing of policy and strategy, but more progress is needed

- **Some successes due to the improved visibility of Waves of Hope.** For instance, the Complex Needs element of the CCG's Liverpool Healthy Blueprint and the implementation of the work-stream focusing upon this, and the support in shaping of the Liverpool Homelessness Strategy. More broadly, a focus upon psychologically informed approaches (PIE) – a key foundation of the programme's delivery - has been featuring across more strategies, suggesting that there has been influence from the programme. Further, the City's accommodation support for people with multiple needs has been commissioned using the Waves of Hope model of support.
- **However, it is clear across the programme there are opportunities to enhance systemic learning and innovation:** that there is good practice being undertaken and developed across the programme is not in doubt. However this is not always being captured formally and therefore is not leading to systemic change both within and outside of Waves of Hope.

d) Progressing the delivery model

- **A number of considerations to address.** Chief amongst these is avoiding developing unwanted outcomes such as generating dependency as part of a 'no wrong door approach', which is a danger with personalised approaches. Linked to this are issues such as coordination between Waves of Hope services, connections with the wider service delivery landscape, and consistency in adhering to the boundaries of support that should be provided.
- **Service User Involvement is key within the model.** Although progress has been made, there is scope for more development within this area of work, ensuring that Waves of Hope can become an exemplar for the city, in utilising service users throughout the continuing evolution and support of the delivery model.

3. Key priorities for the programme

The evaluation sought to generate a series of focus areas for the next stage of delivery, with particular emphasis on how Waves of Hope can maximise impact at both individual and system wide level. A number of recommendations were provided, which can be broadly grouped under four interconnected headline areas:

1. **Step change in developing and communicating learning**, which is central to being able to influence policy, strategy and commissioning models.

2. **Continuing to refine and adapt the delivery model**, to ensure that it continues to meet the changing needs of a complex client group.
3. **Ensuring strategic buy-in from across the city**, which is central to successfully influencing policy, commissioning and service design.
4. **Embedding service user involvement throughout the programme**, identifying its key benefits that can be applied to public services both within MCN delivery, and more widely across the city.

The underpinning factor for all of these four points is legacy. This must now be a key focal point. Thoughts need to be progressing towards the legacy – proactively securing a consensus on what this should be, and working back from this to devise strategic and practical actions to ensure that this is achieved. Indeed, this is now increasingly at the forefront of thinking for partners.

A number of key areas of focus are detailed under each of the four headline recommendations.

Step change in developing and communicating learning

- Develop a clear plan that brings together learning about ‘what works’ for multiple and complex needs (MCN) and facilitate improved engagement with citywide strategic decision makers.
- Establish a learning and legacy arm of the project to facilitate partnership and wider stakeholder learning.
- More specifically, evidence aspects of support from the programme for MCN that could realistically be adopted by mainstream services. This should illustrate where existing services need to flex and adapt to the needs of the client group.
- Enhance the culture of ‘test and learn’ within the programme. There is space for citywide organisations to propose test and learn initiatives, and this needs to be further encouraged to ensure that genuinely innovative ideas are being tested and evaluated.

Continuing to refine and adapt the delivery model

- Determine alternative approaches to securing support to aid recovery; in particular, access to mental health services and suitable long term accommodation. Mental health is the biggest challenge for this group but also the most significant barrier in accessing consistent and coherent support.
- Identify effective pathways for moving service users on from the project, and address unwanted consequences for individuals of dependence on intensive support.
- The workforce development strand of the programme should be implemented with a set of priorities.

Ensuring strategic buy-in from across the city

- Make use of the programme’s alignment with local commissioning priorities to argue for local strategic leads with explicit responsibility for MCN.
- Address the key strategic gaps, particularly around mental health and substance misuse, which are two of the four needs areas for the programme.

Embedding service user involvement (SUI) throughout the programme

- Ensure that meaningful service user engagement underpins project design and delivery, alongside supporting systems change. Progress has been made, but more development is requirement to embed this within wider services across the city, and to begin to develop a cultural shift within the public sector.

