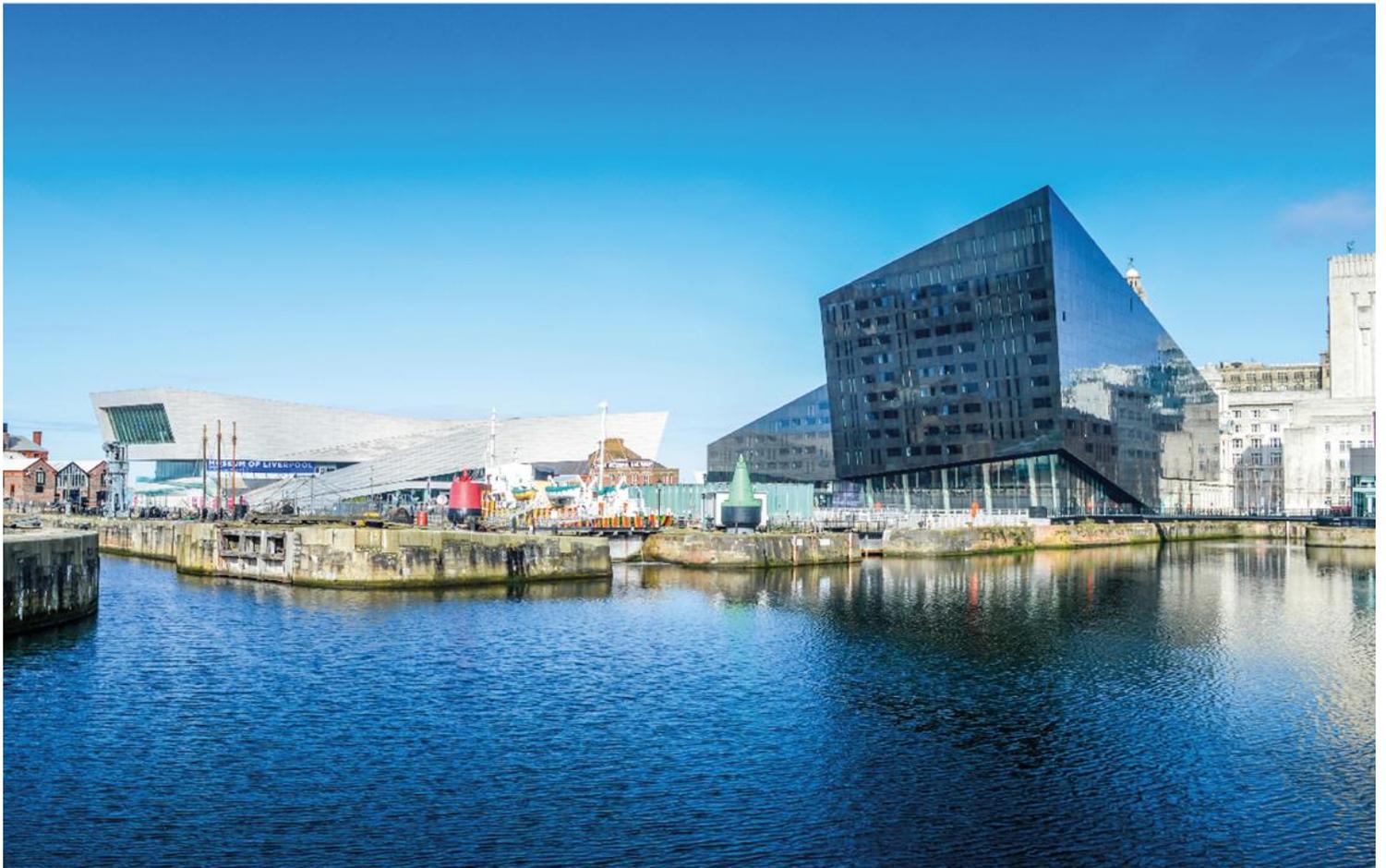




Liverpool Waves of Hope Accommodation Based Service:

Lessons from a Psychologically Informed Approach



The impact of Psychologically Informed Approaches for multiple needs support – lessons from Liverpool Waves of Hope

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Key Messages:

- This paper reflects on the key learning acquired from the delivery of the Liverpool Waves of Hope Accommodation Based Service (ABS) and Move-On support.
- The service is founded upon a psychologically informed environment (PIE), specifically Cognitive Analytical Therapy (CAT).
- The ABS and Move-on has produced a range of enhanced positive outcomes for both service users and staff. For instance, there is particularly high performance relating to move-on rates, reduced abandonments and evictions compared to the city average.
- The PIE approach has led to strong team resilience and a highly skilled workforce, resulting in lower absentee rates and therefore better continuity of care.
- Creating an equal standing between service users and staff is at the core of the approach and has been central to its success.
- There are a number of balancing considerations for policy makers to account for if PIE approaches were mainstreamed, such as scalability and transferability, cost, workforce capacity and organisational cultures.
- The evidence suggests that where appropriate and feasible, commissioning and workforce development approaches across different settings should be exploring how to adopt similar ways of working.

Executive Summary

This is one of a number of papers and briefings which aims to extract key learning from the delivery of the Liverpool Waves of Hope programme (LWoH). With the programme's delivery coming to an end in June 2019, it is increasingly important for it to be fully reflective, developing clear messages about what has been learnt, and how this can impact on the support for the multiple needs agenda and beyond. This paper is focused around the key learning generated from the Accommodation Based Service (ABS) and Move-on element of the programme. The aims are to:

- Describe the principles of how the ABS has been delivered and the outcomes it has achieved;
- Provide key reflections on the learning from delivering a psychologically informed approach within Liverpool Waves of Hope;
- Determine how feasible it would be to adopt the learning within mainstream provision;
- Provide key policy implications for stakeholders to consider.

The ABS and Move-on service

The ABS and Move-on is delivered by Liverpool YMCA and has been operating since September 2014. Based upon a psychologically informed environment (PIE), it is intended to work as a pathway for service users who are making a transition from homelessness and rough sleeping, and provides a small number of beds (nine in total) for those with the most severe needs. These are often service users with acute physical and mental health issues caused or exacerbated by long-term exclusion and a 'street' lifestyle. Residents of the ABS have an appointed Support Practitioner. The move-on element of the service delivers practical and emotional support to service users in the process of moving into their own accommodation.

Process founded upon Cognitive Analytical Therapy (CAT)

CAT is a form of PIE and has been the key foundation for the development of the ABS. It is a collaborative process for looking at the way a person feels and acts, and the events and relationships that underlie their experiences. CAT is a programme of therapy that is tailored to a person's individual needs and to his or her own manageable goals for change. All staff working at the ABS have received full CAT case management training.

CAT was the first PIE related approach undertaken in LWoH, and therefore there has been opportunity for significant reflection upon its impact on both the development of service users and on the resilience of those who work with a particularly challenging client group.

In addition to CAT, there are other psychological frameworks,¹ none of which have been tested within the programme. Therefore the benefits of CAT are articulated in this paper in isolation and no attempts can be made here to compare and contrast approaches.

The key benefits of the ABS

The evidence suggests that utilising a psychological framework when delivering services for multiple needs clients within this setting, has worked well, resulting in a range of positive impacts, including:

- Positive outcomes and opportunities for clients to develop independence – successful move-on rate of 93% compared to 65% across Liverpool for all accommodation providers;
- Savings to the public purse via reductions in already strained acute services (see examples of case studies);

¹ Others for instance include Dialectical Behavioural Therapy, Psychodynamic approaches and Humanistic approaches.

- Reduced abandonments and evictions of an already multiply excluded service user group – 4% compared to the city average of 28%;
- Improved team resilience and staff skills, consequently reducing staff absences and improving continuity of care for clients – the ABS sickness rate is 2.3%;
- A standardised, accredited platform for building service user involvement (SUI) - at its core, the psychologically informed environment has its roots in creating an equal standing between service users and staff;
- Created opportunities for systems change, through further multiple needs services being commissioned based on the principles of this model.

Adopting an ABS/PIE model within mainstream support – key considerations

A next step would be to consider whether the ABS, or elements of it, could/should be commissioned following the programme's completion as a distinct service or incorporated into other mainstream provision. There are clearly a number of strengths in the approach – however there are also balancing factors which need to be deliberated, in particular around cost and scalability. These are outlined below and explored further in the main report.

- **Scalability and transferability:** there is a need to consider factors such as the small sample size within the ABS, limited comparable evidence from elsewhere, capacity and capability to deliver, and a citywide commitment to such systemic change. It should be noted though, that there will be emerging comparable evidence available from the Liverpool City Council's commissioned complex needs services, also based at Liverpool YMCA. These services were commissioned utilising principles and data derived from the Waves of Hope experience of service delivery.
- **Cost considerations:** such an approach carries increased expense in the short-term, although this needs to be balanced against wider savings and outcomes achieved. Once a workforce is psychologically informed, then there is significant potential for more enhanced efficiency and scalable service delivery, meeting the outcomes that service users require.
- **Workforce capacity and organisational culture:** staff required for this approach, and PIE more broadly, need multi-faceted skills, aptitudes, and behaviours. This means looking outside usual recruitment pools for staff, and commissioners/delivery organisations needing to increasingly shift their thinking towards providing the support and conditions for progressive workforce development, if similar approaches were to be mainstreamed.

Policy implications

The experiences of delivering the ABS and Move-on service present some high level key policy considerations.

- **Commissioning should increasingly focus on psychologically informed environment approaches where appropriate:** the non-punitive focus and psychological approach based around a move-on pathway, can lead to highly effective and enhanced outcomes; this also reflects emerging evidence from the national level.² Therefore PIE principles could be a blueprint for future approaches, which would adhere to one of the key recommendations from the Workforce Development Plan for Multiple Needs.³ Despite this there is a lack of comparable evidence and a relatively small sample size within the programme, combined with the

² Homeless Link (2017) An introduction to Psychologically Informed Environments and Trauma Care

³ Workforce Development Plan – <https://liverpoolwavesofhope.org.uk/everything/multiple-needs-workforce-development-plan-launched/>

cost implications of developing a psychologically informed workforce, meaning there is a need for realism in what could be implemented in the short to medium term. Therefore options could be explored for further testing in appropriate settings relating to multiple needs, as part of an incremental approach, before further embedding within mainstream commissioning processes.

- **Temporary accommodation must be just one element of an individual's wider pathway:** this model is important in that meaningful Move-on is intrinsic to its success. This is part of a structured pathway development for individuals, which needs to be central in the design and commissioning across all areas of the system. Sheltered accommodation on its own cannot be perceived as an 'end' in itself; rather a culture needs to be developed where it is 'a means to an end' for achieving better outcomes.
- **Put more emphasis on the sustainability of outcomes:** up to now many of the outcomes are relatively short term (indeed this is the case across the whole programme). More emphasis – supported by both providers and commissioners - could be put into tracking people to determine their progress beyond just a commissioned service. Sustainability is crucial, as evidencing short term outcomes alone may not be enough for future strategic decision making.
- **Develop renewed urgency for collaborating to secure long term accommodation:** agencies must develop more systemic routes forward, meaning that those who require intensive support akin to the ABS, can then have better longer term options. This is, of course, a national issue but one which requires sustained commitment for local solutions. A Housing First type model which is applied consistently could provide options which ensure greater sustainability of outcomes, but on its own this would not be enough. Creative solutions and sustained commitments are required across different sectors in order to address this.
- **Future approaches should ensure responsibility on *both* the deliverer and service user in order to empower people:** equal responsibility has been central to achieving better outcomes within the ABS, with the practical details of this outlined in the main paper. This approach of empowering individuals and building on their assets needs to be explored across all settings, and more broadly become an increasingly central component of commissioning and delivery structures. Overly focusing upon 'hand holding' approaches will lead to deepening dependency.
- **Support organisations to illustrate cost effectiveness in a broader sense:** there needs to be support for organisations to communicate impact (whether social or economic value) through developing methods such as Social Return on Investment. More broadly, the evidence illustrates that it is important to consistently communicate the need for a shift in strategic focus from short term cost savings to long term benefits – an 'invest to save' approach.

The impact of Psychologically Informed Approaches for multiple needs support – lessons from Liverpool Waves of Hope

This is one of a number of papers and briefings which aims to extract key learning from the delivery of the Liverpool Waves of Hope programme (LWoH). Funded by Big Lottery, LWoH 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 provision, making it possible for them to live their lives better through a person centred approach.

It is important for the programme to be fully reflective, developing clear messages about what has been learnt, and how this can impact on the support for the multiple needs agenda and beyond. Papers such as this will focus on understanding 'what works' and equally what does not work so well, why this is the case, and flowing from this, the development of a range of policy messages.

This paper is focused around the key learning generated from the Accommodation Based Support (ABS) and Move-on element of the programme, and is split into the following sections:

- Rationale for the service;
- Background to its psychological approach;
- The key impacts of the service;
- Potential of adopting the approach within mainstream services;
- Key policy considerations.

1. The rationale for an Accommodation Based Service (ABS)

1.1 Identifying the need

Prior to the inception of LWoH, there was a collective agreement amongst citywide stakeholders of a need to pilot an accommodation focused approach as part of the programme. Local research had indicated that one of the main issues was the need for more housing support and access to 24 hour supported accommodation. This feedback was consistent with other evidence which identified a need for more move-on provision, and that there was a small, but significant, number of individuals across Liverpool who are unable to be accommodated. The response was:

- A 24/7 accommodation model, which is informed by national best practice and focused on the benefits of Psychologically Informed Environments (PIE);⁴
- A Move-on service that would be personalised and widen out the housing options available to service users, both within the social and private rented sectors.

1.2 An appropriate service to respond to need

The ABS and Move-On is delivered by Liverpool YMCA and has been operating since September 2014. It is intended to work as a pathway for service users who are making a transition from homelessness and rough sleeping, and provides a small number of beds (nine in total) for those with the most severe needs. These are often service users with acute physical and mental health issues caused or exacerbated by long-term exclusion and a 'street' lifestyle.

Residents of the ABS have an appointed Support Practitioner. This allows the service users to be fully supported in a flexible way, with a focus on practical provision to enable them to re-learn the life skills they need for independence. The ethos behind the ABS is that the service is in a position to meet the needs of the user, rather than the service user having to fit in with a rigid support model.

The Move-on service delivers practical and emotional support to service users in the process of moving into their own accommodation. They provide a continuity of psychologically informed care and support, along with the practical assistance needed for resettlement into the community. This includes sourcing furniture, understanding tenancy agreements, setting up benefit claims, and accessing other local services. Again a key element of the Move-on service is the utilisation of a PIE approach, and the knowledge gained from an individual's time within the ABS to influence what 'good enough' support might look like.

⁴ PIE is an approach to supporting people with multiple needs, in particular those who have experienced complex trauma or are diagnosed with a personality disorder. It also considers the psychological needs of staff: developing skills and knowledge, increasing motivation, job satisfaction and resilience.

2. A process founded upon Cognitive Analytic Therapy (CAT)

2.1 What is CAT?

CAT is a form of PIE, and has been the key foundation for the development of the ABS. It is a collaborative process for looking at the way a person feels and acts, and the events and relationships that underlie their experiences. CAT is a programme of therapy that is tailored to a person's individual needs and to his or her own manageable goals for change. As described by the Association for Cognitive Analytic Therapy (ACAT), CAT is based around an empathic and trusting relationship between the service user and key worker, and consists of a number of key characteristics:⁵

- Identifying current problems and how they affect an individual's life and wellbeing;
- Looking at the underlying causes of these problems in terms of earlier life and relationships;
- Understanding how individuals learned to survive sometimes intense and unmanageable feelings by relating to others and themselves in particular ways;
- Identifying how these patterns may now be holding them back;
- Discovering the choices and ways of doing things differently ('exits') that are available to service users to make their lives better for themselves and others close to them;
- Exploring how they can continue to move forward after the support has ended.

2.2 A fully CAT trained workforce

All staff working at the ABS have received full CAT case management training. This includes a two day CAT awareness course for a broad range of staff, and a six month skills course accredited by the Association of Cognitive Analytical Therapy. The impact of CAT is explored further in section 3, but staff reported that they have found it very helpful for understanding client issues and finding appropriate ways to respond to the challenging behaviour of this group. Delivery staff felt that this increased understanding had allowed them to work with very challenging service users, prevent evictions and persist in getting these service users to a point at which they were willing to start making changes to their behaviour.

CAT was the chosen PIE related approach undertaken in LWoH, and therefore there has been opportunity for reflection upon its impact on both the development of service users and on the resilience of those who work with a particularly challenging client group.

⁵ As described by ACAT

3. What have been the key benefits of the ABS and why?

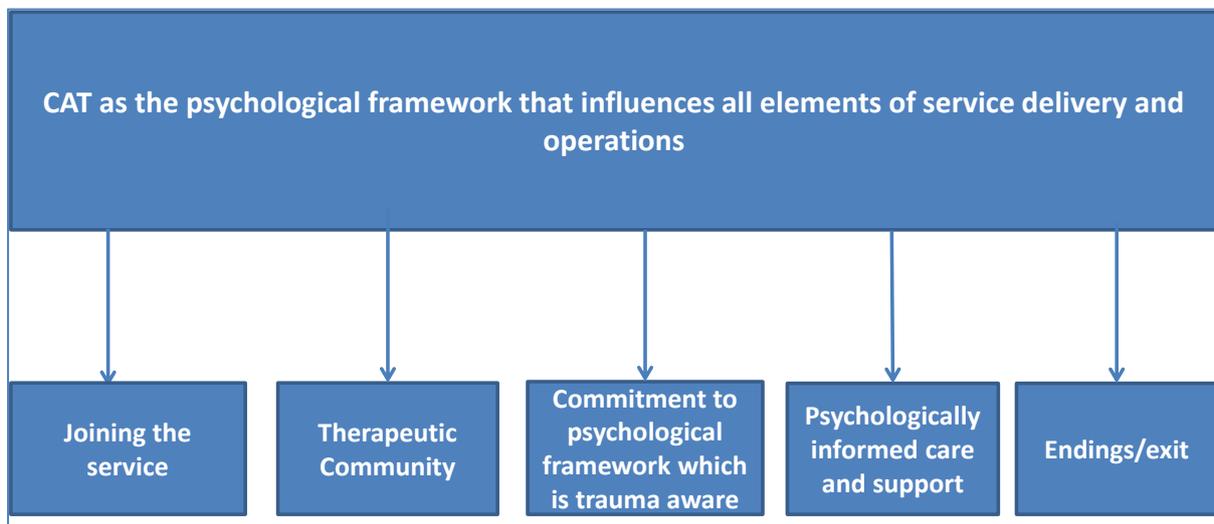
Key Messages:

The evidence illustrates that utilising a psychological framework when delivering services for multiple needs clients within this accommodation based setting, has had a range of positive implications, including:

- Enhanced positive outcomes and opportunities for clients to develop independence;
- Savings to the public purse via reductions in stretched acute services;
- Reduced abandonments and evictions of an already multiply excluded service user group;
- Improved team resilience and staff skills, consequently reducing staff absences and improving continuity of care for multiple needs clients;
- A standardised, accredited platform for effective SUI;
- Created opportunities for systems change, through further multiple needs services being commissioned based on the principles of this model.

Utilising CAT as a framework for delivering psychologically informed services for those with multiple needs has led to a significant transformation in how services have been planned, managed and evaluated within the ABS. The service has experienced positive outcomes from client, workforce and service level perspectives, and these are explored further below. A description of how CAT is embedded across the whole service is illustrated in Figure 1.

Figure 1: The CAT Framework within the ABS



3.1 Benefits to the clients through improved outcomes

There are many ways to interpret and evaluate client outcomes when operating within a planned, psychologically informed environment, but for this paper, the focus is upon outcomes that are comparable to existing funded services within the city and across provision within this service area.

Comparison with traditional positive move-on rates

An obvious way in which outcomes could be framed is to compare the current 'positive move-on' rate of traditional (not currently fully psychologically informed) supported accommodation providers within Liverpool.

These moves are defined by Liverpool City Council as '*a successful move from the support service (if accommodation based) in accordance with the Client's Support Plan...did this move or end to the support service result in greater independence for the client?*'

The current benchmark within Liverpool for supported accommodation providers stands at **65%** for one year's service delivery. The current rate for this move type within the ABS stands at **93.3%** across the three years of delivery (average). A breakdown per year can be found below:

- Year 1 planned positive moves: 89%;
- Year 2 planned positive moves: 91%;
- Year 3 planned positive moves: 100%.

Reduction in abandonments and evictions

Another important element of the service is its approach to reducing abandonments and evictions, which is a key driver for the programme. Within mainstream services, the abandonment and eviction rates count for **28%** of all moves within general supported accommodation (utilising Liverpool City Council's MainStay system data). At the time of writing the abandonment rate across the three years of delivery stood at just **4%**. There have been with no evictions recorded since the programme began.

Intensive Move-on support a key success factor

The utilisation of intensive move on support is central to achieving better client outcomes. Over a third of moves have occurred via developing relationships with local private landlords who provide quality accommodation,⁶ and these moves in particular require a continuation of the psychologically informed care and support received within the ABS. There is a developed understanding within the programme that housing, in isolation, is not enough, and that intensive support is central to success within a sustainable housing arrangement.

Figure 2 illustrates the Move-on outcomes in June 2017, with a high level of cases achieving sustained tenancy/licence. This is particularly important in ensuring longer term outcomes, and is an indication of the benefits of wider support as part of the Move-on service.

Figure 2: Move-on outcomes within the ABS, as at June 2017

Outcome type	% of cases
Sustained tenancy/licence past original agreement	82%
Moved back into supported accommodation services	18%

⁶ Already accredited or working toward Liverpool City Councils CLASS accreditation scheme

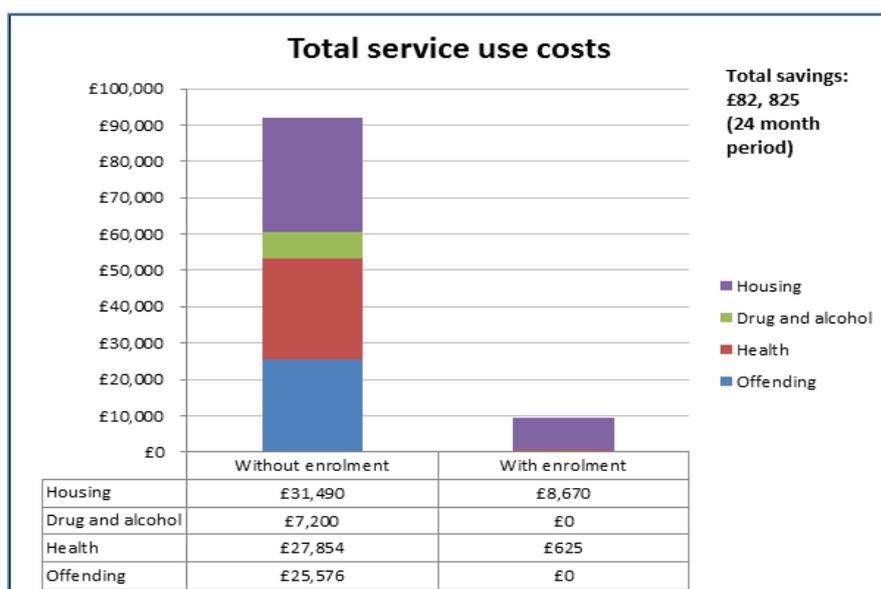
Improved outcomes leading to systems change

Importantly, the experience of improved outcomes from the ABS and Move on service has influenced decision making within the city. As noted in the programme evaluation Year 2 report,⁷ Liverpool City Council commissioners cited evidence from the ABS as a major factor in informing the design of the specification for a new specialist accommodation service for multiple needs. This decision was supported by the evidence generated by LWoH, including lower evictions and abandonments, improved health outcomes, and a demonstration that risk could be managed safely by using a psychologically informed approach.

Case study 1: Better outcomes and savings to the public purse

In addition to traditional measures for evaluating effective service delivery, the service has also been measuring the public savings associated with being enrolled on the programme. Via tracking previous service use in partnership with Public Health, Merseyside Police and MainStay (the shared database for housing and homelessness based provision), the service has been able to develop a clear picture of clients usage of public services and assign associated costs via the MEAM (Making Every Adult Matter) public savings calculator. A number of case studies have highlighted significant returns on investment. A recent case study highlighted an individual with a consistent history of rough sleeping, multiple daily hospital admissions, and frequent arrests due to substance misuse. He received psychologically informed support from the ABS element of the service, and working with the Intensive Support Service subsequently found private accommodation via the Move-on service.

In this one case study alone there were public savings of over **£82,825** over a two year period. This has been achieved via the staff team being psychologically aware enough to understand what 'good enough' care and support looks like for this individual in the community. It was identified in the programme that this individual had become over reliant and dependent on the services that he accessed and identified that an exit from 24/7 support services would enable him to reach independence. He has maintained this tenancy for two years with ongoing intensive resettlement support. The savings associated with this individual are broken down in the chart below.



⁷ See <https://liverpoolwavesofhope.org.uk/app/uploads/2017/03/LWoH-Year-2-Local-Evaluation-Report-May-2017.pdf>

3.2 Benefits for organisational and team resilience

Developing resilience amongst staff is central to achieving the positive outcomes associated with the programme's service users. There is also wider evidence that operating within a psychologically informed environment has a distinct impact on the functioning of teams that deliver interventions.⁸

High levels of stress are common within the sector

To put some of the staff related challenges into context, in a 2016 NHS staff survey,⁹ **37%** of respondents reported being unwell in the last year from work related stress. **60%** of staff reported coming to work in the previous three months despite feeling unable to perform their duties or the requirements of their role, and the average rate of sickness within the NHS currently stands at **4.8%** (or 1.5 days a month per person). Healthcare assistants have the highest absence rates (with an average of **6.2%** from January 2010 to January 2016). This is often perceived as being linked to stress levels within the sector, and similarly, those working with people with multiple needs within a health and social care setting, will also experience high levels of stress.

How does the ABS address these issues?

As a result of clinical supervision and reflective practice, skilled staff can both perform their duties, but also understand the reasoning for undertaking certain interventions, and also whether a current strategy for supporting an individual is effective or not. This focus upon professional practice has had a significant impact on the staff involved. A staff survey in January 2017¹⁰ exploring the reflective support planning process provided the following insights:

- 83% of staff said that the impact of CAT and psychologically informed working had a very positive impact on their skills. The remaining 17% stated that it had some positive impact.
- All staff reported that CAT and working within a psychologically informed environment had led to an increase in their resilience as a worker.
- 75% of staff stated that they have developed more empathy toward clients since mapping and response planning.
- All staff stated that they are now more aware of their interactions with clients since mapping and planning.
- 71% of staff felt that the service user relational issues with staff and other residents had become less problematic.

⁸ See West, M. (2012). Effective teamwork: Practical lessons from organizational research. 3rd edn, Blackwell Publishing, Oxford.

⁹ See <https://www.england.nhs.uk/2017/03/staff-survey>

¹⁰ Note that this survey covered both LWOH staff and those of Liverpool YMCA staff who had been on the periphery throughout the development of the process - this totalled 17 staff)

How do these figures improve service delivery for multiple needs clients?

Because staff feel skilled enough to work with the client group effectively and understand their own part within the therapeutic relationship, this has had a direct benefit on services ability to function healthily.

Since the programme began, there have not been any recorded instances of work related stress in service. The ABS' sickness rate currently stands at **2.3%** (or 0.3 days a month per person). The average attendance rate across all staff currently stands at **97.7%**. These figures ensure that critical continuity of care is provided for the client group and enables the level of care and support to be sustained in-service.

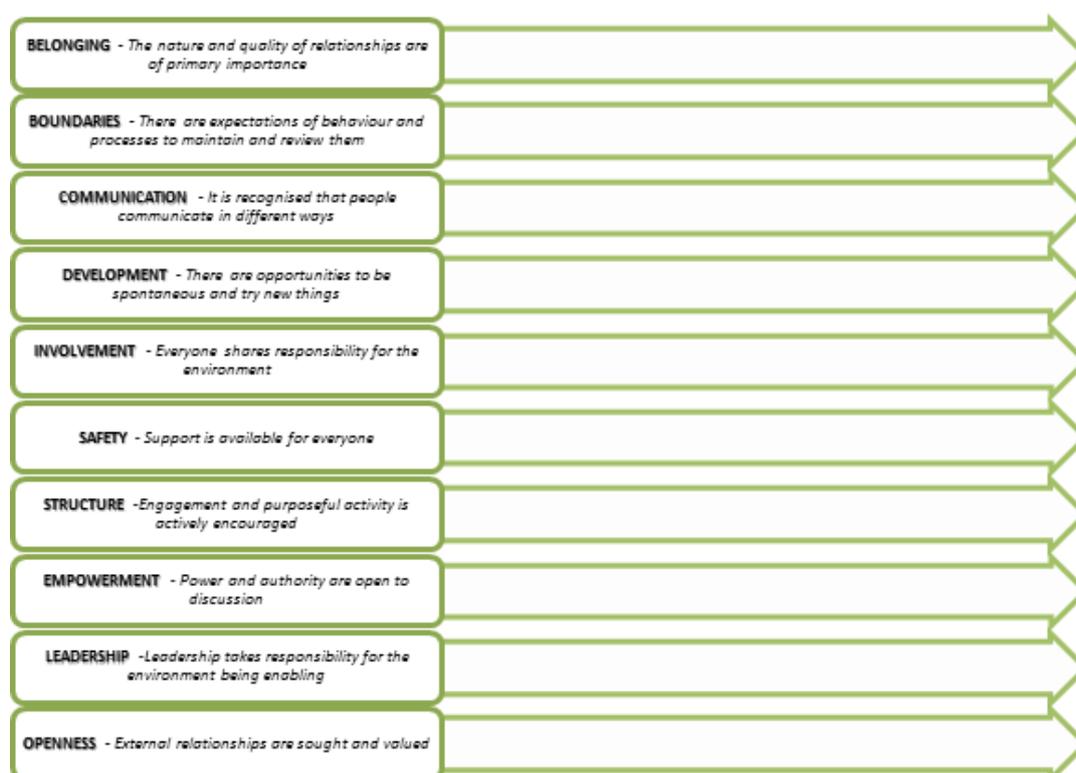
3.3 Service user involvement (SUI) central to success

At its core, the psychologically informed environment has its roots in creating an equal standing between service users and staff. Both CAT and the therapeutic community approach place shared responsibility on staff and clients, with a full appreciation of the impact that one has on the other.

The service integrates key concepts from the therapeutic community model and is currently in the accreditation stage of receiving the Royal School of Psychiatry's Enabling Environments award. This model ensures that commitment to SUI is not only implemented but embraced as a specialism. This open dialogue with the client group places them at the heart of both service delivery but also of service developments.

There are ten areas in which a service must comply with the guidance and they require that the service must show evidence to succeed in the areas outlined in Figure 3 below.

Figure 3: 10 areas of development for an enabling environment, as defined by the Royal School of Psychiatry Enabling Environments



Focusing on each of the components of Figure 3, has led to developing specific processes that are incorporated into delivery. These are implemented before an individual enters the service via an interview and introduction to the other residents. In this session the model is explained in depth, and followed by offering the potential resident the choice of whether they would like to engage in the programme.

This provision of, and commitment to, informed choice is not always a feature within general supported accommodation, although the ABS has taken steps to support Liverpool City Council's specialist accommodation scheme in replicating such processes to encourage good practice.

Other key features of the programme include:

- Regular community meetings where residents decide the agenda.
- A 'duty' system that provides in-programme presence¹¹ throughout the day.
- Restorative justice approach to repairing inter-programme relationship issues.
- Psycho-social therapeutic group activities including peer led substance support groups, citizenship awareness/development groups and reflective behaviour groups.

All of this detail along with formal SUI alongside other elements of Waves of Hope ensure a healthy, informed and most importantly, listened to service user group. This is integral to achieving the outcomes described.

¹¹ After discovering that most clients experience the 'target problem' of loneliness and inability to trust, it was decided that a consistent 'presence' throughout the day would address this need in a good enough way.

Case study 2: Systemically addressing the most entrenched issues

The issues

RW had a range of physical and social issues, placing significant pressures on services. He had a high attendance rate at an A&E department, together with frequent arrests for drunk and disorderly/public order offences, violent and aggressive outbursts. He had been in rough sleeping and homeless services for six years prior to LWoH beginning in September 2014, and temporarily before the programme began he had been classified as having no mental capacity.

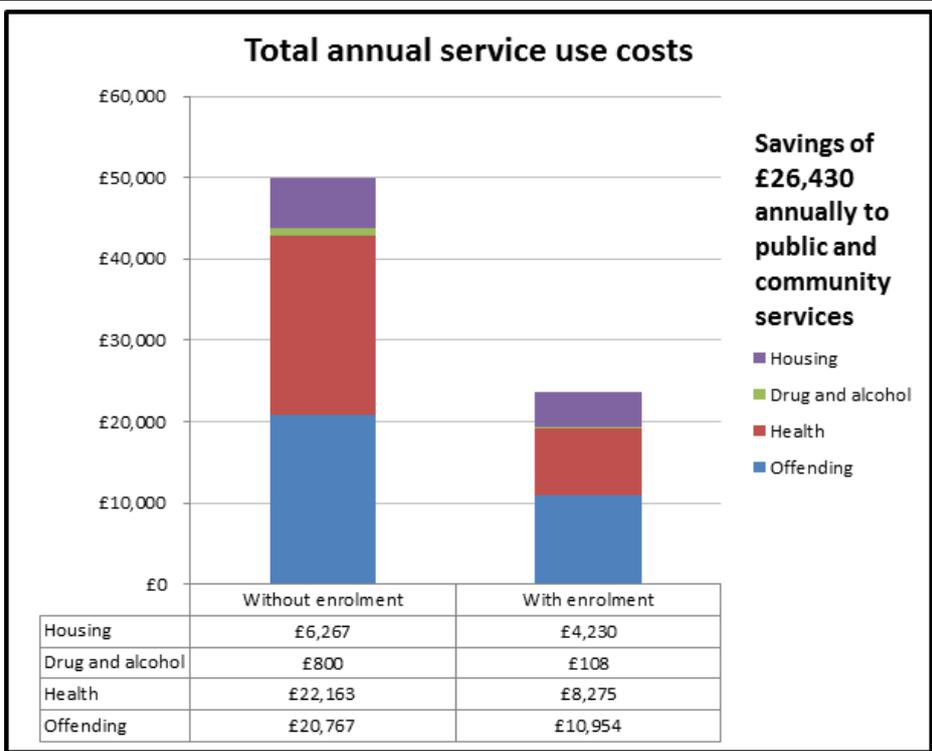
The role of the ABS was to maintain RWs accommodation whilst simultaneously driving public sector involvement to ensure he was placed in an appropriate accommodation setting. This proved very difficult due to RWs substance misuse and lack of cognitive function. There were also significant systemic issues around safeguarding, which includes detailed and in depth processes. Given the depth of procedures within these guidelines, it was particularly difficult to apply this to an individual who by nature is transient and is also often heavily intoxicated.

Towards a solution

The drive toward the best outcome came after a period where the ABS service placed emphasis on keeping RW indoors and out of A&E. This was a testing time for staff and also for RW himself. The first reporting period of the programme recorded a significant reduction in A&E attendances and arrests but did not reflect the fact that RWs issues remained. He had effectively been contained through intensive on-site interventions and by support staff 'being there' for each crisis he experienced. The team struggled with being solely responsible for not only his care and support but his physical safety. This was brought to clinical supervision, and strategies in working with him were reviewed and amended. At that point the ABS then took an active decision to reduce the intensity of in-house intervention.

From that point onward RW began to re-present to A&E daily, which was a more accurate reflection of his situation. Subsequently, through a multitude of inter-team and multi-disciplinary meetings with A&E admissions managers, GP practice managers, homeless nurse practitioners, liver consultants and social services, joint care plans were established with the aim of placing RW into an accommodation where he could be detained for his own safety.

As a result of these meetings, Liverpool Royal Hospital and the ABS used an assertive approach to assessing his capacity when he presented at A&E. Social services then placed RW in residential nursing where he was placed under a DOLS procedure (Deprivation of Liberty Safeguards). Since then he has had a long period of abstinence and no presentations to A&E or arrests, whilst overall health and wellbeing outcomes have progressed alongside this.



In summary, in this case the ABS acted as an advocate on behalf of a resident who had previously fell through the net of social services. The driver for this case was largely around navigating and co-ordinating public and voluntary sector involvement to achieve the best outcome for the individual, the project and the public whilst also overcoming systemic barriers for the multiple needs client group. It is also a good example of how the psychologically informed service reflects on its own interactions both with service users but also within the wider landscape, and alters its approach to achieve improved outcomes.

4. Adopting the approach within mainstream support: key considerations

Key Messages:

There are a range of factors to consider when exploring whether the ABS approach, or elements of it, can be adopted within wider support services. These include:

- **Scalability and transferability:** there is a need to consider factors such as the small sample size within the ABS, limited comparable evidence from elsewhere, and capacity and capability to deliver more widely.
- **Cost versus invest to save attitude:** such an approach carries significant expense in the short-term, although this needs to be balanced against wider savings and outcomes achieved.
- **Capability of the workforce and organisational culture:** staff required for this approach, need multi-faceted skills, aptitudes, and behaviours. This means looking outside usual recruitment pools, therefore commissioners and delivery organisations may need to increasingly shift their thinking towards providing the support and conditions for progressive workforce development if similar services are commissioned on a wider scale.

Section 3 describes how the ABS component of LWoH has functioned, and outlined the positive outcomes for those users who have accessed the service. A logical consideration would be whether the ABS, or elements of it, could/should be commissioned following the programme's completion as a distinct service or incorporated into other mainstream provision. There is a compelling argument with regard to the strengths of the approach – however there are also a number of balancing factors which need to be deliberated, in particular around cost and scalability. These are outlined below.

4.1 Scalability and transferability

A likely key question from decision makers would be whether this model is something that is scalable transferable within mainstream settings, and there are number of key points to consider:

- **Small sample size:** there are only nine beds available within the service and a target of 40 service users over the five year period, on a single floor of the building. Therefore whilst the evidence suggests that with this small group of individuals the model has been effective, it could be argued that it is difficult to make fully robust conclusions on the likely success of such an approach at a citywide level and across wider services.
- **Lack of comparable evidence:** there is currently limited comparable evidence from elsewhere that such an approach at different locations and scales will provide the cumulative benefits necessary to ensure significant further investment, although this will be further developed through Liverpool City Council commissioned services at the YMCA (see the box below).
- **Capacity and capability:** incorporating elements of the ABS into other mainstream provision or to scale this up would require a propensity of suitable

physical environments within existing provider properties to be able to accommodate service users. It would also require capacity in terms of suitably qualified and experienced staff to be able to deliver effectively and sustainably.

- **Commitment required to systemic change:** it would require citywide commitment to facilitate a shift from a small scale innovation to a systemic change. Therefore the question is to what extent this agenda fits within local strategic priorities.

Comparable evidence from other multiple needs services at YMCA

Several of the points identified above are focused around evidence. Although there is not a wealth of this from other settings, there will be emerging comparable evidence available from the Liverpool City Council's commissioned complex needs services, also based at Liverpool YMCA. These services were commissioned utilising principles and data derived from the LWoH experience of service delivery and the ABS has played a central role in translating their learning to influence service design and delivery including:

- The use of psychological frameworks to inform the practice and delivery of this provision;
- The utilisation of clinical supervision and reflective practice within a mainstream setting;
- The professionalisation of the key worker role and transition from worker to practitioner;
- The development of therapeutic community/enabling environment concepts applied to service delivery.

The evidence that will emerge from this service could potentially begin to address some of the considerations raised around comparability, scalability and transferability to other settings.

4.2 Cost as the primary factor versus an invest to save approach

Developing a psychologically informed approach and the training involved requires a significant investment (the total contract value of the five year operating period of the ABS is nearly £1.6m - circa £320,000 per year), which is for just one delivery partner. In the ABS service, the nature of the support is highly personalised and bespoke around the service user's needs, with nine service users at any one time and four Support Practitioners. This 2:1 ratio illustrates the very intensive nature of support, but also is an indication of the costs which accompany it. In particular, CAT training requires significant upfront investment, and the fundamental success factor is through fully utilising a CAT based approach focused on consistent reflective practice.

Therefore whilst a shift to more clinical and professional approaches, and the outcomes this achieves, can be considered a success, it comes with a cost. This links directly to the scalability question and what future scope there may be to further invest and how it fits with other policy priorities.

However, the cost argument also needs to be balanced against the wider evidence - the ABS costs are offset against workforce and organisational factors that can affect a non-psychologically informed service including:

- Costs associated with recruitment of new staff due to high staff turnover.
- Loss of service due to staff sickness and stress related absence and the utilisation of bank and zero hour contracts to maintain a service, also resulting in loss of continuity of care for client group, affecting service outcomes.
- Loss of rent accrued due to clients moving on in an unplanned way (abandonments and evictions).
- Savings to the public purse, such as those highlighted via the case studies in this paper.

An accredited CAT skills case management course was adapted in its entirety for the ABS. The training included theory & skills training days, monthly clinical supervision, personal development therapy session for each staff member and an accredited ACAT skills certificate. Following their involvement in the LWoH programme, there is a strong belief within the YMCA, that CAT training provides value for money given the return on that investment and outcomes. This is illustrated by the fact that the YMCA has since invested its own capital into ensuring all of the employees within its building are fully CAT trained.

4.3 Capability/recruitment of the workforce and organisational culture

Staff within the ABS service, are highly trained and have the skills and knowledge to be able to work with a very challenging client group. However, there is more to successful implementation of the service than this. The right levels of experience, combined with specific behaviours and aptitudes such as self-awareness (essential for reflective practice), being able to interpret psychological patterns, and a strong mind set, is crucial. Skills and knowledge are not enough on their own, and services will struggle to deliver otherwise.

There are two key considerations here related to recruiting a multiple needs workforce - the first being that, organisations may need to look outside of their usual recruitment pools and approaches for staff who could effectively deliver such an approach – on the surface, this could present difficulties although can also potentially widen the scope of opportunity for employers. For instance, the ABS' current staff profile includes individuals from criminal justice, traditional care home and substance misuse backgrounds alongside traditional homeless/hostel staff. Their skills are varied but the commonalities lie in the ability to be self-critical, and reflective in their support planning processes.

Secondly, it requires both commissioners and organisations within the sector to shift their thinking towards providing the support and conditions for workforce development as services become more professionalised. This approach places a large emphasis and responsibility on organisations to be able to understand, interpret and enforce the principles of delivering a psychologically informed service. From its HR and recruitment strategies through to operational delivery and evaluation of outcomes, an effective psychologically informed environment must be understood and valued at all levels. It must be recognised within an organisation's strategic plans and understood by the staff delivering the service.

5. Policy considerations

Key Messages:

The experiences of delivering the ABS present some key policy considerations.

- **Temporary accommodation must be just one element of an individual's wider pathway:** Move-on is intrinsic to the model's success and needs to be a key learning point for services more broadly.
- **Commissioning focus towards psychologically informed environment approaches where appropriate:** PIE principles underpinned by clear client pathways could be a blueprint for future approaches, which would adhere to one of the recommendations from the recent Waves of Hope funded Workforce Development Plan for Multiple Needs.
- **Sustainability of outcomes needs to become a central focus:** sustainability is crucial, as evidencing short term outcomes alone may not be enough for future strategic decision making.
- **Collaboration to secure long term accommodation:** agencies must develop systemic routes forward, meaning that those who require the intensive support akin to the ABS, can then have better longer term options.
- **Responsibility on both the deliverer and service user:** this approach of empowering individuals needs to be explored across all settings, and become a central component of commissioning and planning structures.
- **Illustrate value for money in a broader sense:** there needs to be support for organisations to communicate impact. More broadly, consistently communicate the need for a shift in strategic focus towards investing to save in the long term.

This paper has explored a range of issues, and in turn this raises a number of policy considerations for stakeholders. These are briefly explored below.

5.1 Step change is needed to achieve better outcomes

Although a relatively small sample, the intensive and persistent approach undertaken through the ABS and Move on service, and the outcomes achieved through it, suggests that a non-punitive focus within a delivery model can lead to highly effective outcomes. Through working with individuals psychologically, support workers can fully understand the reasons why people behave and make the choices that they do, and use that as a base to provide the tailored and intensive support pathways required for those with multiple needs.

This model is a step change from other services, and importantly does not transfer responsibility for individuals across other areas of the system, which in many cases results in continuing fiscal and societal costs. Staff behaviours, policies and procedures address negative behaviour without reinforcing the client's sense of rejection or abandonment. This then allows staff to work with very challenging service users, and persist in getting them to a point at which they were willing to start making changes to their behaviour and lay the foundations for progression.

Therefore, consideration could be given to how this links to future design of policy and commissioning practices in both accommodation based and wider multiple needs support, with respect to the following:

- **Temporary accommodation must be just one element of an individual's wider pathway:** the model is important in that Move-on is intrinsic to its success. This is part of structured pathway development for individuals, which needs to be central in the design and commissioning across all areas of the system in future. Accommodation cannot be perceived as an 'end' in itself; rather a culture needs to be developed where it viewed as 'a means to an end'.
- **Commissioning should increasingly focus on psychologically informed environment approaches where appropriate:** the non-punitive focus, and psychological approach based around a move-on pathway can lead to highly effective outcomes; this reflects emerging evidence from the national level.¹² Therefore PIE principles could be a blueprint for future approaches relating to multiple needs, which would adhere to one of the recommendations from the recent Waves of Hope funded Workforce Development Plan for Multiple Needs.¹³ Despite this there is a lack of comparable evidence and a relatively small sample size within the programme, combined with the cost implications of developing a fully psychologically informed workforce – there is therefore a need for realism in what could be implemented in the short to medium term. Therefore options could be explored for further testing across various accommodation based and other settings within multiple needs, as part of an incremental approach, before embedding within the mainstream.
- **Sustainability of outcomes needs to become a central focus:** up to now many of the outcomes are relatively short term (indeed this is the case across the whole programme). Further emphasis – from both deliverers and commissioners - could be put into tracking people who go through support such as the ABS, to determine their progress beyond just a commissioned service. Sustainability is crucial, as evidencing short term outcomes alone may not be enough for future strategic decision making.

5.2 Addressing the long term accommodation offer which continues to act as a barrier

An intrinsic element of the ABS model is ensuring a progression pathway through to move-on. However there are continuing difficulties in securing appropriate accommodation and this is a longstanding area of concern in terms of helping individuals progress with their development.

- **There needs to be a renewed urgency in collaborating to secure suitable longer term accommodation.** There is an overstretched supported housing system which requires different thinking and greater flexibility. Agencies must develop more systemic routes forward, meaning that those who require the intensive support akin to the ABS can then have better longer term options. This is, of course, a national issue but one which requires sustained commitment for local solutions. A Housing First type model which is consistently applied could provide options which ensures greater sustainability of outcomes, but on its own this would not be enough. Creative solutions and sustained commitments are required from many parties to address this issue, which can help avoid consistent re-representation across services.

¹² Homeless Link (2017) An introduction to Psychologically Informed Environments and Trauma Care

¹³ Workforce Development Plan – <https://liverpoolwavesofhope.org.uk/app/uploads/2017/10/Item-7.1-LWoH-Workforce-Development-Strategy-Sept-17-2.pdf>

5.3 Put responsibility on both the deliverer and service user

This paper explains how equal responsibility is at the heart of the approach undertaken by the ABS service, and is central to achieving positive outcomes within a psychologically informed environment. This unwritten 'contract' between the team and the service users in terms of support and reciprocal behaviours/respect, leads to greater levels of harmony within the ABS setting and an atmosphere of trust. Helping service users fully understand their responsibilities within the support pathway – rather than 'handholding' - is central to successfully creating a shift away from dependency in the long term.

- **This shift towards empowering service users needs to be replicated and embedded elsewhere.** Stakeholders need to consider how this can be transferable across a range of different settings, and applied to other services which support those with multiple needs. There is a wider point here where empowering individuals and building on their assets needs to be explored across all environments, and more broadly should become a central component of policy, commissioning and delivery structures, as service user involvement becomes increasingly important in areas of work such as this.¹⁴

5.4 Illustrate cost effectiveness in a broader sense

The case studies within this paper provide examples of the nature of public savings that could be made through the ABS and Move-on approaches. However, this only provides a limited narrative on a case by case basis, without further exploring wider cost effectiveness. This could be achieved through developing Social Return on Investment (SROI) or Cost Benefit Analysis (CBA). SROI is a form of cost-benefit analysis which aims to assign a financial value to the social, environmental and economic outcomes of a particular activity or project.

- **Wider support for developing SROI:** this would allow for a more structured and planned approach to create a clearer picture to decision makers of the value for money associated with the programme and/or individual projects. Although there are drawbacks to SROI (as with any other methodology), this would be more suitable than a basic Cost Benefit Analysis which only takes into account economic and fiscal considerations, is more technical, and difficult to carry out without the expertise behind it. Undertaking SROI also takes time to understand and develop - many organisations do not have the capacity for this. Therefore this is an issue for the voluntary and community sector more broadly, which requires wider support and training through a combination of statutory agencies, umbrella and larger organisations within the sector, consortiums, and/or other specialists.
- **Promote an invest-to-save approach:** it will be important to continue to highlight the benefits of implementing this model to stakeholders and professionals in order to embed the systemic change required. One of the key anticipated outcomes is 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. The lack of evidence around cashable savings and how these can be garnered in the short-term is challenging. In order to achieve this, it requires working with stakeholders to develop a wider appreciation of how this complex group requires different approaches, through a longer term outlook based on an understanding of a model that works.

¹⁴ See the Liverpool Waves of Hope Service User Involvement Policy Statement:
<https://liverpoolwavesofhope.org.uk/app/uploads/2017/07/SUI-Policy-Statement-May-17.pdf>