# Independent evaluation of VOICES: systems change report

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## 1.1    Introduction and methods

VOICES is a partnership project working to improve services for people with multiple and complex needs in Stoke-on-Trent.  It is funded through the Big Lottery Fund as part of the Fulfilling Lives programme.

In 2016 the partnership published 'Right Place, Right Time: A Multiple Needs Charter for Stoke-on-Trent', outlining eight key priorities for systems change based on the work undertaken by the VOICES partnership in its first year.[1]

This report provides an overview of systems change and how it applies to VOICES and explores progress made in three of priority areas from the Charter:
- developing a local approach to Housing First in Stoke-on-Trent
- ensuring fair access to services for people with multiple needs
- making service users leaders in service design and commissioning.

The methodology includes: a literature review on systems change; discussion groups and interviews; and analysis of data provided by the VOICES team.  This report also draws on a wider body of evidence gathered during the ongoing evaluation of the VOICES project since December 2014.

The report is intended for the VOICES partnership, the Big Lottery, and others with an interest in systems change.

## 1.2    Context

VOICES *'intends to change the systems that serve people with multiple needs so they are even better.'*[2] This includes change in terms of culture, practice, systems and service design, planning, and commissioning to ensure services for this group are accessible, inclusive and give people with multiple needs the opportunity to live more fulfilled lives.  The project takes a two-fold approach to this:

- seeking to influence attitudes, culture custom and practice on the frontline though the service coordination team working directly with customers with complex needs and the services that support them
- a top-down approach engaging senior level stakeholders in work to change the way services are delivered though policy and strategy.

The 'system' facing a person with multiple needs is often complex, including many different organisations and disciplines, influenced by a range of local and national policies, and subject to change.  Many of VOICES' customers need to interact with a wide network of services.  Systems change aims to

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[1] VOICES (2016) Right Time, Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022.
[2] Ibid.

bring about lasting change by altering underlying structures and mechanisms that make the system operate in a particular way.[3]

There is an emerging body of literature on systems change, which provides useful guidance on the potential impact of systems change and how it might be achieved in Stoke-on-Trent. Forum for the Future provides a helpful model of six steps towards systems change from *'experiencing the needs for change'* to *'setting the rules of the new mainstream'*.[4] Chapman (for Demos) identifies key characteristics of systems change that are insightful for recognising examples of systems change in Stoke-on-Trent and relate closely to the VOICES programme, for example, emphasising ongoing learning over a targets culture; listening to stakeholders; shared responsibility; and innovation and evaluation.[5]

## 1.3    Housing First

Existing systems for supporting homeless people in Stoke-on-Trent, as elsewhere in England, generally operate with a transitional phase between homelessness and independent living in rented accommodation, usually in hostels or supported accommodation. This approach is often unsuccessful for people with multiple and complex needs, resulting in eviction or exclusions from hostels, and putting these individuals at risk of long-term rough sleeping. Often these episodes are recurring leading to a perceived 'revolving door' where the blame is shifted to the individual for 'non-engagement' in support or their failure to follow 'the rules'.

Housing First projects provide long-term accommodation to homeless people with minimal conditionality but ongoing support for as long as they wish for it. The model was developed in the United States (US) and is becoming more widespread in England. VOICES has raised awareness of and helped to pioneer Housing First in Stoke-on-Trent. It has developed from a very small pilot project to a feature of local authority strategy. VOICES adapted the model using available resources in the private rented sector and self-contained units in supported housing under specific circumstances.

The systems change journey has been relatively clear and linear with Housing First. VOICES has independently tested a new approach with its own resources, provided opportunities for other organisations to develop knowledge through the Learning Programme and provided evidence of success with case studies. Housing First has now been offered to a number of customers through the local authority's Bond Scheme. The approach is embedded in the Stoke-on-Trent City Council's Homelessness Strategy and is moving towards being *'part of the new mainstream'*.[6] The local authority's Housing Solutions team is a key stakeholder in the implementation of Housing First in the city:

[3] Foster-Fishman, P.  (2002) How to create systems change.  Lansing., quoted in Harries, E, et al. (2015) Systems change: A guide to what it is and how to do it, New Philanthropy Capital and Lankelly Chase.
[4] Draper, S.  (2011) Creating the big shift: System innovation for sustainability, Forum for the Future: https://www.forumforthefuture.org/blog/introducing-forum's-six-steps-significant-change (accessed April 2017).
[5] Chapman, J.  (2004) System failure: why governments must learn to think differently (2nd ed.), Demos.
[6] Draper, S.  (2011) Op.  cit.

*'We had a conference with VOICES and straight away you could understand the approach, why it was relevant and why it would be valuable and a way to think outside the box with some customers.'*
(Housing Solutions Manager Stoke-on-Trent City Council)

Thirty-three people have been accommodated in Housing First tenancies. Twenty people are currently in Housing First tenancies; most have been in these for 10 months or more including four who started tenancies in 2015. The most common reason for tenancies ending was a prison sentence. In two cases planned moves to support or sheltered housing were organised by VOICES.

## 1.4    Co-production

VOICES' mission statement says that *'Every agency in Stoke-on-Trent will learn to listen to the voice of people with complex needs and change their services so they are appropriate'*. As such, co-production was placed at the core of VOICES, with a focus on actively empowering and involving people with lived experience of multiple needs, with the aim of harnessing the *'power for change in the experience, skills, insights and passions of those who have experience some of the toughest challenges'*. Co-production also refers to multidisciplinary work involving a wide range of disciplines working alongside people with lived experience to find solutions. This has been successful, with co-production considered one of the strengths of the VOICES project.

The Expert Citizens group provides leadership and momentum to increase the voice of people with lived experience of multiple needs. The Expert Citizens have their own governance structure and operate from an office at VOICES. They have a strong profile locally and nationally, and are involved in influencing and training work. They co-deliver the VOICES Learning Programme and are represented on a range of forums that influence the future development of VOICES and partner organisations, including the VOICES Partnership Board, the Stoke-on-Trent Clinical Commissioning Group (CCG) and Communities of Practice. A team of peer mentors is supported to work directly with customers by a dedicated member of the VOICES team.

Concrete examples of co-production with people with lived experience include Expert Citizens' membership of the Clinical Commissioning Group (CCG) and the allocation of responsibilities to Expert Citizens in the city's Homelessness Strategy. There is evidence of the way in which VOICES has enabled and supported this work through the provision of resources, training, support and opportunities, for example, financial support to establish a Community Interest Company (CIC). Observations by the evaluator of the contribution of the Expert Citizens in a range of contexts demonstrate that lived experience has been fully integrated into the work of VOICES and is not treated as a distinct work stream, project or add on.

The Expert Citizens are also responsible for the evaluation of services against the INSIGHT standards, developed by the Expert Citizens as a measure of best practice within services for people with multiple and complex needs. The INSIGHT programme has been successful, as reflected in stakeholder feedback, and the Expert Citizens are seeking to increase the number of

services they evaluate each year. To date, participating services range from a local police team to a hostel. An annual INSIGHT conference is well attended by stakeholders from across the city and generates profile and support for the team.

VOICES has led the development of the Stoke-on-Trent Community of Practice (COP). A COP is a group of people who *'share a concern, a set of problems, or a passion about a topic and who want to deepen their knowledge and expertise by interacting on an ongoing basis'*.[7] The COPS have been attended by a wide range of people including Expert Citizens and people working in social work, offender services, substance misuse, housing and homelessness. The groups foster a culture of learning and inspiring change, including small changes to practice by individuals that can have a big impact of people's life and are part of a wider cultural shift. Those attending the Prison Discharge COP identified ways that people can be released from prison in a more planned way through actions that can be taken under the current systems. This work has built support for a local protocol on prison discharge which now features as an objective in the city's homelessness strategy with work ongoing.[8]

## 1.5    Fair access

People with multiple needs are at a high risk of exclusion from the very services they need to support their recovery. This can be due to the complexity of their needs, repeated past exclusions, and even reputation. One interviewee stated that he was *'waiting to die'* when he was introduced to VOICES because he felt that everyone had given up on him. He was unable to access a range of housing services because of past exclusions and was rough sleeping, which was causing his mental and physical health to deteriorate.

The VOICES' Multiple Needs Charter emphasises the revision of access and exclusion policies to ensure they are realistic for people with multiple needs.[9] VOICES promotes fairer access to services through frontline advocacy; influencing organisations through learning opportunities, joint working and Communities of Practice; and research, policy and campaigning work. Fair access is a complex, cross-cutting work stream, in which VOICES has achieved positive change, as evidenced by the evaluation.

The VOICES Learning Programme has been well received, providing courses and masterclasses relevant to fair access to delegates from the City Council, a range of housing and support providers, and the NHS. These have included masterclasses and conferences on Housing First, the Care Act, and preventing evictions and exclusions.

A very specific piece of work undertaken on fair access was the 'Gatekeepers' report' research delivered by Expert Citizens in partnership with VOICES and Healthwatch Stoke-on-Trent. The report exposed widespread

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[7] Cornes, M, Manthorpe, J.  (2013) Little Miracles – Using Communities of Practice to improve frontline collaborative responses to multiple needs and exclusions.
[8] Ornelas B, Sharman, S.  (2016) Prison Release Support – Stoke-on-Trent Community of Practice, VOICES.
[9] VOICES (2016) Right Time, Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022.

poor practice whereby homeless people were prevented from accessing GP services.  The findings were high profile, including national media coverage, and secured positive action from the Clinical Commissioning Group (CGC) and Public Health England to ensure that homeless people and people without identification will be better able to access primary care in the future.

The Care Act 2014 provides opportunities for better access to social care for people with multiple needs.  However, VOICES identified that it can still be challenging to obtain an assessment for those with multiple needs.  VOICES developed a 'Care Act multiple needs toolkit' that has helped the team to make high-quality referrals to social services and achieve assessments.  The toolkit has also been selectively disseminated to other organisations.

Evidence provided by the team describes eight examples of people who secured a social care package with support from VOICES.  These customers faced various issues including mobility problems, self-neglect and brain injury.  Barriers to accessing social care included previous non-engagement; fluctuation of needs; a perception that two-to-one working is required and there are not resources for this; and a view that issues were mental health related rather than reflective of a need for a care package.  Service Coordinators and Systems Brokers challenged assumptions about people making 'lifestyle choices' and their agency to pursue alternative routes.

Advocacy work by the team has challenged exclusions from services.  Twenty-nine examples were analysed for this report.  The most common scenarios were work to prevent threatened eviction from accommodation and reviews of previous exclusions from hostels and supported housing projects.  Examples also included reviewing exclusions to day services and securing access to a GP service.

### 1.6    Recommendations

a) This report provides evidence of systems change in practice; it should be used to help demystify this area and celebrate progress made in Stoke-on-Trent.
b) The Partnership Board, VOICES and the evaluator should use this report as a basis to consider the ongoing approach to evaluating systems change.
c) The report demonstrates that Stoke-on-Trent has moved through several stages of systems change (in the areas explored, for customers of the VOICES service and those engaged in coproduction), as identified by Draper for Forum for the Future.  This model highlights that when changes have been made the challenge is to *'scale up'* change, *'sustain transitions'* and reach the point of *'setting the rules for the new mainstream'*.[10] Board level discussions on systems change should review risks, opportunities and strategies related to the VOICES' legacy of systems change. Strategies for ensuring that systems change benefits the wider population of people facing support needs, and not just those on the VOICES caseload, should be considered.
d) Housing First is now accepted as part of the pathway for homeless people

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[10] Draper, S.  (2011) Creating the big shift: System innovation for sustainability, Forum for the Future: https://www.forumforthefuture.org/blog/introducing-forum's-six-steps-significant-change (April 2017)

with multiple needs.  Opportunities to involve people with lived experience of working with the wider Housing First England project should be explored, for example, Expert Citizens or customers attending Housing First England events.

e) There are ongoing risks relating to sustaining Housing First: one is ensuring that appropriate landlords are identified and encouraged to be involved, another is seeking ways to mitigate potential impact of welfare reform. Ways to alleviate these risks should be considered by a partnership of Housing Solutions, Expert Citizens and VOICES.

f) Housing First is an evolving area of practice across England, a specific piece of evaluation work on this should be considered to ensure the Stoke-on-Trent experience of Housing First is shared and influential.

g) The INSIGHT evaluations and conference, specific projects such as the 'Gatekeepers' report', and membership of the Partnership Board and other forums have embedded the role of the Expert Citizens within Stoke-on-Trent.  This work should be expended and continued locally.

h) VOICES and Expert Citizens should continue to seek specific involvement in the commissioning of individual services, testing and building evidence around mechanisms for co-production in commissioning.

i) Recruitment to and refreshment of the core Expert Citizens group, and efforts to reach out to those who are experiencing multiple needs but do not wish to join the Expert Citizens specifically, should be a strategic priority for the Expert Citizens.

j) Expert Citizens and VOICES should ensure that the Community Interest Company (CIC) creates added-value for VOICES and Stoke-on-Trent, specifically as its portfolio broadens to include paid consultancy work.

k) Bespoke data compiled by the team for this report provides examples of advocacy for fair access to services and specific examples of the VOICES team accessing social services assessments for customers with multiple needs.  The service coordination team should consider ways to record examples of this work in an ongoing way.  Likewise, the data compiled by the team about Housing First for this project could be replicated in an ongoing way by identifying accommodation as 'Housing First' on the Inform system.

l) Assertive advocacy on a casework basis is shown to be a powerful tool for enabling fair access; it may be that part of VOICES legacy is recognition that a small team working flexibly with small caseloads of people is an ongoing need to sustain and progress fair access systems change.

# 2    Introduction and methods

## 2.1    Introduction

VOICES is funded through the Big Lottery Fund as part of Fulfilling Lives: Supporting people with multiple needs.  Stoke-on-Trent is one of 12 areas to share £112 million over eight years.  The project is aimed at testing alternative approaches to supporting people with multiple needs.

A key focus of the Fulfilling Lives programme is to leave a lasting legacy of systems change to improve the lives of people with multiple and complex needs in an ongoing and sustainable way.  VOICES has ambitious plans in the area of systems change but also recognises that it is a complex and challenging area, heavily reliant on influencing others and vulnerable to external pressures.

In 2016 VOICES published 'Right Place, Right Time: A Multiple Needs Charter for Stoke-on-Trent', outlining eight key priorities for systems change based on the work undertaken by the VOICES partnership in its first year.[11] This report explores progress made in three of those areas:

- developing a local approach to Housing First in Stoke-on-Trent
- ensuring fair access to services for people with multiple needs
- making service users leaders in service design and commissioning.

The report provides a brief background to systems change, and then explores the three areas above.  It gives practical examples of systems change in action, evidence of progress and outcomes, and an outline of risks and opportunities for each area.  The report is intended for the VOICES partnership, the Big Lottery, and others with an interest in systems change to improve outcomes for people with multiple needs.

## 2.2    Methods

This report draws on a wide range of evidence gathered during the ongoing evaluation of the VOICES project, undertaken since December 2014 by Becky Rice, an independent researcher in the homelessness sector.

Activities undertaken specifically for this report are outlined below:

- a selective literature review on systems change
- discussion groups with:
    - the service coordination team at VOICES
    - Expert Citizens
    - the VOICES management team
- an interview with a stakeholder from Stoke-on-Trent Housing Solutions
- three interviews with customers in Housing First placements
- analysis of data provided by the VOICES team – monitoring data routinely collected and information compiled specifically for this report.

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[11] VOICES (2016) Right Time, Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022.

# 3 Context – an overview of systems change

## 3.1 Systems change in Stoke-on-Trent

VOICES works with people who have multiple and complex needs according to a definition formulated by the Big Lottery Fund for the Fulfilling Lives programme:

> *'For this investment we have defined people with multiple and complex needs as individuals who experience at least two of the following: homelessness, reoffending, problematic substance misuse, and mental ill-health.'* (Big Lottery)

VOICES is a partnership project that *'intends to change the systems that serve people with multiple needs so they are even better.'*[12] This includes change in terms of culture, practice, systems and service design, planning, and commissioning.

The overall objective of changing systems in Stoke-on-Trent is to *'ensure that people with multiple needs in Stoke-on-Trent benefit from accessible services that are consciously and deliberately inclusive [to] maximise [individuals'] opportunit[ies] to live a more fulfilled life, minimise the impact of multiple needs on crisis services, and improve the experience of the city for everyone'*.[13]

The approach is two fold:

1. **A ground-up approach**: The service coordinator team at VOICES works with people with very complex needs.  The team provides a flexible package of support, at the heart of which is the assertive approach to engaging and coordinating a range of services and resources so that people can recover from crises.  This work is *'about the hearts and minds, attitudes and culture, custom and practice of people at the frontline'*.[14] This work on the frontline identifies bottlenecks and barriers to people accessing services and achieving outcomes.

2. **A top-down approach**: For VOICES to achieve a lasting legacy of systems change, the project requires senior level commitment to changing policy and strategy.  This influencing work is undertaken though organisations' membership of the VOICES partnership and by VOICES partnership members including Expert Citizens.

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[12] VOICES (2016) Right Time, Right Place: A multiple needs charter for Stoke-on-Trent 2016-2022.
[13] VOICES (2017) VOICES Systems Change prospectus.
[14] Ibid.

## 3.2    Systems change literature

There is an emerging body of literature on systems change.  This section draws on the literature to define systems, systems thinking and systems change.

### 3.2.1   What is a system?

The 'system' facing a person with multiple needs is often complex, including many different organisations and disciplines, influenced by a range of local and national policies, and subject to change.  Many of VOICES' customers need to interact with a wide network of services, including housing, criminal justice, substance misuse and mental health, to recover from crises and create a more fulfilling and independent life.

A system cannot simply be defined by organisations and institutions.  In *Thinking in Systems*, Meadows identifies three system attributes:[15]

- elements: both tangible (people, physical resources, buildings) and intangible (cultures, values)
- interconnections: the relationships that hold the elements together, such as acceptance criteria, referrals, budgets and money flows, knowledge and information
- purpose: the purpose of the system rather than the stated purpose of people within the system.  This can be *'deduced from [system] behaviour, not from rhetoric or stated goals'*.[16] This almost always includes the purpose of perpetuating itself as a system, which can make change difficult.

### 3.2.2   Systems thinking

Ultimately, systems thinking *'helps us make sense of a messy world'*, therefore helping us move forward and find ways to improve things.[17] One of the key themes in the literature about systems change is how we can draw on systems thinking to conceptualise individual services within their wider complex web and seek to avoid working 'in silos'.

Systems thinking is challenging because it demands an acceptance that the systems people are working with cause problems – even when they are designed to help people – and that solutions are not simple and one dimensional, but are likely to require collaboration and radical change.[18] Often problems with systems relate to the way in which different parts of the system are resourced and interact with each other.  Familiar examples of issues faced by people with multiple needs who need to access services are:

- Systems designed to help people recover from or manage substance misuse and mental health problems sometimes require a person to be

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[15] Meadows, D.  (2008) *Thinking in systems: a primer* (ed, by Wright, D.), Sustainability Institute.
[16] Ibid, quoted in Hough, J.  (2014) Changing Systems for people with multiple needs: learning from the literature, NEF.
[17] Harries, E, et al.  (2015) Systems change: A guide to what it is and how to do it, New Philanthropy Capital and Lankelly Chase.
[18] Hough, J.  (2014) Op.  cit.

either in reasonably good mental health or not in a state of active addiction.  There are reasons for this, but if someone is self-medicating with alcohol or drugs to manage trauma, then this requirement acts as a barrier to receiving any either service.

- The criminal justice sector seeks to promote desistence from crime though interventions within prisons, but people sometimes find they are released from prison without the accommodation and support to enable them to desist from offending; for example, if a person with an addiction is left without a methadone script, they may be more likely to engage in acquisitive or drug-related offending.
- The NHS provides inpatient hospital treatment to address critical health problems, but if the accommodation, support and care required is not arranged on discharge from hospital, people risk returning to hospital.
- The NHS provides drug treatment services, but people leaving treatment are sometimes required to live or access services in the area frequented by associates who are still using drugs.

The people in the examples above may be viewed as 'non-engagers', 'revolving-door clients' or not ready for change.  Systems thinking allows us to reframe this and consider how the system itself presents barriers to progression.  The examples illustrate how problems with systems generate 'failure demand': *'demand [for services] caused by a failure to do something or do something right for the customer'*.[19] So, someone leaving prison or hospital without the support they need to maintain positive changes in their health or motivation, is more likely to require a costly service in the future as a result of a negative outcome – be it an A&E attendance or a court appearance or prison sentence.

### 3.2.3   Systems change

Systems change aims to bring about lasting change by altering underlying structures and supporting mechanisms that make the system operate in a particular way.  These can include: policies, routines, relationships, resources, power structures and values.[20]

In 'Creating the big shift: system innovation for sustainability', Forum for the Future identifies six steps to systems change:[21]

1. experience the need for change
2. diagnose the system; mapping systems, identifying opportunities for change and prioritising actions
3. create pioneering practices: innovation and learning
4. enable the tipping point: scaling up change through growth, replication or diffusion/influence

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[19] Seddon, J.  (2013) 'Systems failure and systems thinking', in *Systemic Innovation: A discussion series*, Nesta: http://www.nesta.org.uk/publications/systemic-innovation-discussion-series (accessed May 2017).

[20] Foster-Fishman, P.  (2002) How to create systems change https://issuu.com/voicesofstoke/docs/voicessystemchangeprospectus.  Lansing., quoted in Harries, E, et al.  (2015) Systems change: A guide to what it is and how to do it, New Philanthropy Capital and Lankelly Chase.

[21] Draper, S.  (2011) Creating the big shift: System innovation for sustainability, Forum for the Future:  https://www.forumforthefuture.org/blog/introducing-forum's-six-steps-significant-change Accessed April 2017

5. sustain the transition
6. set the rules of the new mainstream.

In a paper for Demos in 2004, 'Systems failure: why governments must learnt to think differently', Chapman describes key insights from systems theory that are relevant to the way in which VOICES is approaching systems change, as illustrated in Figure (a).[22]

**Figure (a)    Examples of systems practice in the VOICES project, based on Chapman (2004)**

| Systems practice, from Chapman (2004) | Selected examples of systems practice in the VOICES project |
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| Interventions would be ongoing and based on learning what works, rather than specifying targets to be met. | ▪ VOICES made target commitments as part of its application for the Big Lottery; however, the Big Lottery and VOICES have approached this flexibly, for example, radically restructuring the budget to enable a greater Housing First component and to provide flexibility to members of the partnership to bid funds to innovate though the systems change prospectus.[23] |
| Priority would be to improve overall system performance, as judged by the end-users of the system. | ▪ At an individual level through assets-based, solutions focused approaches to working with customers, success is judged on the aspirations of people with multiple needs.  This is applied creatively, for example, using personal budgets to help people achieve aspirations they define (e.g. learning to drive).<br>▪ Through co-production (see Chapter 5) and the INSIGHT programme, people with lived experience are put in the position of evaluating the success and suitability of services for people with multiple needs and recommending way to improve services. |
| Engagement with agents and stakeholders would be based more upon listening and co-researching than on telling and instructing. | ▪ Communities of Practice (COPs) focus on generating learning and solutions through exploring case studies, listening and group reflection in a safe environment.  A wide range of professionals and people with lived experience attend COPs.<br>▪ Examples of research co-delivered by people with lived experience, directly consulting those currently experiencing multiple needs, including INSIGHT evaluations and the City Centre Street Activity and Rough Sleeping Report.[24] |

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[22] Chapman, J.  (2004) System failure: why governments must learn to think differently (2nd ed.), Demos.
[23] VOICES (2017) VOICES Systems Change prospectus
[24] McCormack, F, et al.  (2016) City Centre Rough Sleeping and Street Activity Project Report, VOICES.

**Figure (a) (cont.)     Examples of systems practice in the VOICES project (based on Chapman (2004)**

| Systems practice (from Chapman (2004) | Examples of systems practice in the VOICES project |
|---|---|
| Responsibility for innovation and improvement would be widely distributed. | ▪ Because VOICES is a cross-sector partnership, a wide range of organisations are responsible for the development and direction of the project. Furthermore, the partnership seeks to expand and increase its membership over time. Member organisations include the voluntary sector, City Council, police and NHS services.<br>▪ The Learning Programme is available to frontline staff across sectors to empower them to bring about change to frontline practice.<br>▪ VOICES and Expert Citizens have demonstrated that they will help to break the boundaries in this area; for example, providing recognition for stakeholders not traditionally considered part of 'the system' who have featured in customers' journeys of change such as a local hotel, a driving school and private landlords. This acknowledges the opportunities for wider society in systems change and challenging stigma and exclusion. |
| Implementation would deliberately foster innovation and include evaluation and reflection as part of the overall design | ▪ The relocation of funds to a systems change fund illustrates a proactive approach to encouraging innovation to come from across the partnership and evaluation is a required component of applications to the fund.[25]<br>▪ The VOICES project is constantly changing and evolving according to learning; for example, the 'Golden Ticket' standards that were central to the original bid have been radically overhauled and rebranded on the basis of continuous reflection and learning by experts and professionals.<br>▪ The governance structures have also been reviewed to increase engagement from across sectors, in light of concerns that it was more successful in engaging third-sector than statutory-sector stakeholders. |

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[25] VOICES (2017) VOICES Systems Change prospectus.

# 4    Housing First

## 4.1    The problem

Existing systems for supporting homeless people in Stoke-on-Trent (and elsewhere in England) tend to rely on hostels or supported shared accommodation as a transitional phase between homelessness and independent living in a social rented or private rented tenancy.  People with multiple and complex needs have often experienced poor outcomes from such accommodation pathways, for example, evictions and sometimes exclusions from hostels.  If the pathway is not working for certain individuals, without alternative options in place they risk becoming long-term rough sleepers or hidden homeless.

## 4.2    Systems change solution

The Housing First approach first evolved in the United States and is underpinned by a growing body of research.  It is referred to by US Federal Government as an *'evidenced-based approach'*.[26] 'Pathways to Housing' initiated the model in New York in the early 1990s as a response to working with mentally ill people whose accommodation options were limited to sleeping in night shelters or on the streets.[27]

The approach centres on the provision of long-term accommodation to people experiencing entrenched street homelessness.  Ongoing support is provided and Housing First services place minimal conditions on participants; for example, they are not required to engage with drug and alcohol services. The approach contrasts to conventional 'staircase' models, common within homelessness services, which require people to demonstrate that they are 'housing ready' by progressing through transitional tenancies, for example, in supported housing or hostels.

Housing First was introduced in England in 2010.  An evaluation of nine Housing First services in England in 2015, which included Bench Housing First, concluded that the model *'showed high levels of success in reducing long-term and repeated homelessness, which is associated with very high support needs'*.[28] In 2016, the facilitator of the Housing First England coalition, Homeless Link, published 'Housing First in England – the principles'.[29] Set against this background Housing First emerged as a key area of development for VOICES early on in the project.

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[26] Bretherton, J, Pleace, N.  (2015) Housing First in England: An Evaluation of Nine Services, York University.
[27] Homeless Link (2015) 'Housing First' or 'Housing Led'? The current picture of Housing First in England.
[28] Bretherton, J, Pleace, N.  (2015) Op.  cit.
[29] Homeless Link (2016) Housing First in England – the principles.

### 4.3 Housing First for Stoke-on-Trent

The VOICES Multiple Needs Charter proposes the following in relation to Housing First:

- a multi-agency group is formed to work with Expert Citizens to specify a workable approach to Housing First for Stoke-on-Trent
- people with multiple needs have rapid access to suitable housing with appropriate support
- a partnership approach spanning all rented housing sectors with stable funding
- all partners have a long-term commitment to Housing First as part of the city's approach to homelessness
- coordinated visiting support, health and care services are integrated from the outset.

The approach to Housing First in Stoke-on-Trent has been designed in line with the local context. Some features of the current model of Housing First in Stoke are:

- The main source of accommodation is the private rented sector, as is generally the case for Housing First in England. To provide the long-term accommodation option demanded by the Housing First model, where a landlord ends a tenancy, VOICES sources alternative PRS accommodation with the customer.
- Some VOICES Housing First tenancies are in supported housing. This is unusual given that one of the principles of Housing First is the separation of accommodation and support. VOICES only considers tenancies in supported housing to be Housing First under certain circumstances: the person must have a self-contained unit; will have moved into this unit from rough sleeping as opposed to via the hostel pathway.

### 4.4 Progress to date

#### 4.4.1 Expansion and integration of Housing First in Stoke-on-Trent

Brighter Futures initiated a small Housing First pilot in Stoke-on-Trent in 2009. Once established in October 2014, VOICES took a leadership role in the development and expansion of the approach in the city. VOICES had the budgetary flexibility to start placing customers in the private rented sector using personal budgets and providing the flexible, intensive support that is integral to the overall service coordination approach. In this way, VOICES was able to demonstrate with direct casework and real examples how Housing First could work for people with multiple needs.

> *'Some of our first Housing First customers were entrenched rough sleepers who have maintained tenancies for over 12 months. They would not have had a look in if we took them to Housing Solutions.'* (VOICES team member)

#### 4.4.2 Learning opportunities and strengthening partnerships

Key to building support for Housing First in Stoke-on-Trent has been the VOICES Learning Programme, which has delivered two half-day masterclasses on

Housing First to 33 participants across ten organistions including Stoke-on-Trent City Council, supported housing providers and Expert Citizens.  The session provides an introduction to Housing First and explains what this means in relation to assessments and support planning.  Feedback from a VOICES customer who has a Housing First tenancy is presented to illustrate how the approach can work in practice.  The sessions are aimed at strategic managers, service managers and frontline staff, as well as any individual who is responsible for organisational procedures in relation to homelessness and housing.

### 4.4.3   Housing Solutions

The Housing Solutions team are a key stakeholder to Housing First in Stoke-on-Trent.  The evaluator conducted interviews with Housing Solutions managers in 2015 and 2017.  It is clear that, through a combination of developing relationships, providing training and joint working directly on cases, the Housing Solutions team have come to see Housing First as a core element of the pathways out of homelessness in Stoke-on-Trent.

> *'Because of the nature of [the] customers [for example, heavy alcohol use], we were unsure what we could provide.  We had a conference about Housing First [organised by VOICES], straight in you could understand the approach, why it was relevant and why it could be valuable and a way to think outside of the box with some customers. We decided [that] we would adopt that [Housing First] and bear that in mind for VOICES customers.'* (Housing Solutions Manager, Stoke-on-Trent City Council)

Through this partnership Housing First became an option that could be accessed through Housing Solutions and VOICES rather than just directly from VOICES.  The local authority's Bond Scheme, which underwrites deposits and organises direct payment of housing benefit to landlords, has been used more flexibly to provide Housing First tenancies to VOICES customers with multiple needs who would previously not have been considered for private rented sector accommodation

The Housing Solutions service seeks to ensure tenancies are sustainable for customers by assessing the income and support in place for them as part of the service.  Where individuals are not eligible for the Bond Scheme – for example, because they have previously lost a property secured under the scheme – Housing Solutions has been creative and used the Discretionary Housing Payment as one-off payments for deposits for private tenancies – *'to open the door to tenancies for people who might not otherwise have access to housing'* (Housing Solutions Manager, Stoke-on-Trent City Council).

Housing Solutions feels that Housing First provides a new option, and in some cases a 'last chance', to access accommodation through the local authority for people who have otherwise run out of alternatives.  The support offered by VOICES and other partners is integral to making this offer possible:

> *'Maybe they are barred from every hostel in city and they have failed [a] registered social landlord tenancy – so a PRS tenancy is the last chance… it's about having enough in place to give people this final chance.  VOICES has been able to open the door by providing the*

*regular visits, handholding with accessing support services and getting customers lives stabilised.'* (Housing Solutions Manager, Stoke-on-Trent City Council)

### 4.4.5   Landlords

The Housing First approach in Stoke-on-Trent largely relies on private sector landlords.  This is largely outside the Stoke City Council Landlord Registration Scheme because most landlords signed up to this scheme are seeking professionals or students as tenants.  Maintaining links with landlords who have suitable properties at local housing allowance (LHA) rates is an ongoing area of work which could be expanded within VOICES or externally.

### 4.4.6   Outcomes for customers

In total, 33 people have had Housing First placements via VOICES.  All but one of this customer group had three or four recorded support needs; one person had two recorded.  The majority paid their deposit through a personal budget.  Twelve people moved from rough sleeping to a self-contained unit in supported housing with support from VOICES.  Four moved into private rented sector accommodation with support from VOICES but using the local authority Bond Scheme.  These cases were all in the later period of the project, which reflects the increasing support for the Housing First approach from the local authority and increasing confidence in the Service Coordination team to advocate for a Housing First approach for customers.

**Figure (b)       Accommodation type (Housing First tenancies)**

| Type of accommodation | Number of customers |
|---|---|
| PRS using personal budget | 16 |
| Rough sleeping to supported housing | 13 |
| Local authority Bond Scheme | 4 |
| Total | 33 |

Of the 33 tenancies started, 13 have now ended.  In two cases this was a planned move and in one case the customer died.  The most common reason for a tenancy end was the customer going into prison (four people).  There were only three cases of tenancy end due to the customer being evicted or abandoning the property.  In three cases full data is not available; these cases pre-date Inform early on in the project.

**Figure (c)      Reasons for tenancy end by length of tenancy**

| Reason for tenancy end | No. of people | Length of tenancy/ tenancies |
|---|---|---|
| Planned move into sheltered accommodation | 1 | > 2 years |
| Planned move into supported housing | 1 | 6-12 months |
| Customer died | 1 | 6-12 months |
| Customer went to prison | 4 | >1 month<br>3-6 months (2 people)<br>12-24 months |
| Customer abandoned property | 1 | 1-3 months |
| Property hijacked and customer left | 1 | 6-12 months |
| Evicted | 1 | 6-12 months |
| Unclear (data from early days of VOICES before Inform embedded, and information is unavailable) | 3 | N/A |

In April 2017 there were 20 people living in Housing First tenancies.  Of these four tenancies have been sustained since 2015.  Figure (d) shows that most of these tenancies have been sustained since the first half of 2016 or 2015.  There has been an increase in the rate of Housing First placements with five new tenancies already in in 2017.

**Figure (d)      Sustained tenancies by tenancy start period**

| Tenancy start period | Number of people |
|---|---|
| Jan - June 2015 | 4 |
| Jan-June 2016 | 9 |
| July-Dec 16 | 2 |
| 2017 | 5 |
| Total | 20 |

## 4.5    Case studies

**Christopher**
Christopher is in his 20s.  He has ongoing problems with his mental health, but assessments at psychiatric services have not resulted in any formal diagnosis or intervention.  Christopher describes his main health issues as *'PTSD and flashbacks, depression, anxiety, and arthritis'*.  Christopher started using cannabis and drinking when he first went into hostel accommodation aged 17.  He is wary of prescription medicine and continues to self-medicate for his mental health symptoms with cannabis.  He has served seven short prison sentences.

When the VOICES team started working Christopher in 2016, he had been rough sleeping for nine months and was in poor health.  He was introduced to VOICES by the Rough Sleepers Team in Stoke-on-Trent.  Christopher had ended up on the streets after leaving prison; he had spent some time staying with family or friends on release but his options had run out.

> *'Being out [rough sleeping] had affected me psychologically, emotionally and physically.  Physically with it being cold, waking up frozen... [It was] affecting my psychological wellbeing.'*

Christopher had limited accommodation options.  His history of service use in Stoke-on-Trent prevented him from accessing accommodation in the city, but he did not feel able to take up a hostel place offered in Birmingham away from his local support network:

> *'I was going to the council and hostels but because of my past it was no good.  I had been evicted from numerous hostels [lists three main providers] ...'*

Christopher and his service coordinator decided that the Housing First approach – using his personal budget to secure a private rented tenancy – presented the best chance of an exit from homelessness.  He has now been off the streets for a sustained period and is engaging regularly with his VOICES service coordinator.

Christopher faces an ongoing struggle with his mental health and he and his worker are still seeking to link him into services and support.  He finds it very hard to shop, cook and clean for himself and sometimes damages his property because of his mental health problems.  Sometimes he feels that he preferred the lack of responsibility of sleeping rough.  Despite his struggles, Christopher reflects that he has benefited from working with VOICES:

> *'One or two times a week I speak to [my caseworker].  We make appointments and go for coffee, shopping sometimes, paperwork, sometimes I get confused, not reading and writing about the questions that I am being asked.  [Without my caseworker] to be honest I would have gone off the rails, just having him there giving moral support, to pick myself up off the floor... Meeting [caseworker] was like a blessing...'*

**Josie**

Josie is in her mid 30s. She has a long history of using amphetamines and, in more recent years, became a heavy user of monkey dust during a period of homelessness including rough sleeping and sofa-surfing. A long-term violent relationship and mental health problems, including psychosis, proved barriers to her engagement with services and to exiting homelessness and drug use. Josie was referred to VOICES by Chepstow House who support female offenders or females at risk of offending.

Josie was clear when she started working with VOICES that she believed it was housing that would help her recover and make positive changes in her life. She acknowledged that she *'was losing sight and direction'* and while she had enjoyed street life at one time she was *'getting sick of it'* and was motivated to change her life.

Josie had few options open to her, having been evicted from a local hostel and also having left a private rented property, secured through the local authority's bond scheme, because of anti-social behaviour issues related to her ex-partner coming to the property. She had no options within the supported accommodation pathway, or via Housing Solutions, and Josie concluded *'my past ruled my future'*. Her situation was, however, becoming critical with increasing episodes of psychosis and exploitation where she was sofa-surfing.

Soon after VOICES started to work with Josie she began searching for properties independently. When she found a suitable private rented tenancy, she proposed putting down as much of the deposit as she could from her own money if VOICES could provide the remainder from her personal budget. This was agreed and an interim emergency option of a local hotel was provided using her personal budget. Her service coordinator provided intensive support around the time of the move with twice-weekly visits and phone calls between visits. She was honest with the landlord about her past problems and feels she was lucky to find a landlord who *'[is] mint, he understands mental illness'*.

Since moving in to the property in August 2016, Josie has concentrated her efforts into making it her home, decorating and sourcing furniture and decorations. In the initial months of her tenancy there were some issues with her ex-partner attending the property and violent, noisy arguments that resulted in complaints from neighbours. However, over time these have reduced and, with support from VOICES to access a domestic violence service, she has had CCTV installed to try to ensure her ex-partner adheres to the injunction against him. Although challenges remain, Josie is now in her own home, with significantly reduced drug use, engaging with her Community Psychiatric Nurse (CPN), as well as seeing a peer mentor from VOICES.

**Kelly**

Kelly was in her mid 30s when she started working with VOICES. She had a very long history of homelessness, offending and drug and alcohol use. She had experienced multiple evictions from hostel accommodation, as well as the closure of a project she was staying in. Given her OCD and poor health she was clear that shared accommodation would not be suitable. Her alcohol use was so heavy that when she tried to give up without medication she spent a long period in hospital including intensive care.

One of VOICES' key priorities for Kelly was to ensure access to suitable accommodation to help her break the cycle of a street lifestyle with intermittent time in prison. Her service coordinator liaised with the Housing Solutions team to secure a local authority bond to enable access to private rented sector accommodation. VOICES helped her to access grants and use her personal budget to secure household items such as a washing machine, microwave and toaster
https://issuu.com/voicesofstoke/docs/voicessystemchangeprospectus.

Kelly immediately liked her new flat and felt secure there. It was very important to her that the area was away from her old drinking haunts in the town centre.

> *'I know the landlord, there's no problems. I feel settled; [I] don't have to worry about someone taking it away... They [VOICES] know where people would be better off, they choose suitable accommodation... if this place had been in Hanley I would be back on the drugs.'*

Once Kelly was in accommodation, VOICES was able to start arranging the support Kelly needed. One of the practical areas she needed support with was the organisation of her paperwork into a folder; repeated reminders and encouragement to attend appointments; and ensuring that her welfare benefits were set up correctly. The team made a social services assessment application and secured meals on wheels for Kelly who was very underweight, but was hoping to become fit enough for a hernia operation. The meals-on-wheels service is friendly and means that someone visits the property each day.

> *'Within a couple of weeks it felt like home. I have cut down [on drinking] as I have become more settled and the more I have VOICES' support I know I will not muck things up because they will remind me about appointments. I would be in jail and have done away with my self [without that support]... I see her twice a week sometimes three times. [She] writes the dates out for me, writes stuff down or I lose things.'*

This interview took place in late August 2016. Since then Kelly became strong enough to have her hernia operation, which was successful. Sadly Kelly passed away in early 2017, still in her 30s. She was still in her tenancy and working with VOICES and other services when she died. A range of services provided well-coordinated support to Kelly and helped her achieve better health and have the operation she wanted in her last year of life, a far cry from the chaotic street lifestyle she had experienced for many years.

## 4.5 Embedding and moving forward

Housing First is featured in the 'Stoke-on-Trent Homelessness Strategy 2016-2020'.[30] Under priority two: 'Health, housing and criminal justice services each contribute to the prevention of homelessness', the action plan states that there should be a Housing First model in Stoke-on-Trent, specifying as follows:

> *'Ensure that:*
> - *There is a partnership approach spanning all rented housing sectors with stable funding*
> - *All partners have a long-term commitment to Housing First*
> - *Coordinated visiting support, health and care services are integrated from the outset*
> *Expert Citizens and VOICES are the organizations listed to deliver this action.'*

The inclusion of Housing First in the statutory strategy on homelessness is an indication that the concept has been actively adopted across sectors. VOICES has effectively demonstrated the value of the approach and formed partnerships to push the agenda forward. This work has benefited from the high profile of the Housing First approach over recent years and its adoption in different areas across the country.

## 4.6 Opportunities and challenges

- Housing First now has support and momentum in Stoke-on-Trent with VOICES and Expert Citizens leading on this.
- The Homeless Link Housing First coalition provides an opportunity to make the Stoke-on-Trent experience part of the overall Housing First movement in England.[31]
- Case studies provide examples of how Housing First works in practice as a cost-effective alternative to a traditional pathway through single homelessness services. Longitudinal analysis of customer journeys could enhance the evidence base for the model in England.
- The longer-term outcomes of Housing First for people with multiple needs in Stoke-on-Trent is unknown, but will be an area for ongoing evaluation. A future challenge will be working out the next step if and when tenancies do break down. If another tenancy is the preferred option, it is unknown how the private rented sector will respond to those who have had recent tenancy breakdown (even where the landlord has been protected from losses by a Bond Scheme). One service coordinator described a case where a customer is keen to move to another area and a smaller property, but although his private

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[30] Action plan provided by VOICES – action plan is to deliver the Stoke-on-Trent City Council (2016) Homelessness Strategy 2017-2020: https://www.stoke.gov.uk/directory_record/70/homelessness_strategy_2016-2020 (accessed May 2017). The VOICES Director is responsible for chairing one of the five sub-groups to deliver the strategic priorities namely priority two 'Health, Housing and Criminal Justice services each contribute to the prevention of homelessness.' The citywide Homelessness Forum monitors the strategy.

[31] See http://www.homeless.org.uk/our-work/national-projects/housing-first-england for more information on Housing First England (accessed May 2017).

rented tenancy is not at risk, the property is not in good condition as a result of his actions, so he may be liable for repairs when he moves or his landlord may not pay back to deposit to VOICES.  It is hard to see how he can move on and he feels stuck in his current situation.

- Welfare changes will impact on the delivery of Housing First.  For example, if a customer on universal credit is unable to get an exemption from direct payments (where the housing component of universal credit is paid direct to the claimant rather than to the landlord), a Housing First tenancy would become a far risker proposition to a potential private sector landlord.

# 5    Co-production

## 5.1    The problem

VOICES has its root in a major programme of *'consultation, research, debate and discussion… [which from its] outset in August 2012 involved Stoke Citizens with lived experience of multiple needs'.*[32] This citywide conversation defined the system that provided support for people with multiple needs and started the process of co-producing solutions to the tensions and problems within that system.  This work included outreach at locations such as soup kitchens to engage people who are currently marginalised from services in the discussion.

Various issues were identified with the existing systems:

- repeat assessments
- rigid requirements and unpersonalised service expectations
- lack of respect and dignity
- long waiting times without support
- lack of second chances
- lack of effective response to complex and co-occurring support needs.

An overarching theme within the development programme was the *'lack of understanding of the experience* [of multiple needs]'.[33] This was an issue raised by experts through experience, and also acknowledged by those working in relevant agencies in Stoke-on-Trent https://issuu.com/voicesofstoke/docs/voicessystemchangeprospectus. Furthermore, there was an appetite for change:[34]

> *'There's been too much assessing and not enough listening and engaging.  We need to rip up the old rule book and just do what makes a difference.'* (Senior local authority officer)

> *'You get somebody sitting in an office who doesn't know the first thing about what we're talking about.'* (Expert Citizen)

## 5.2    Systems change solutions

The mission statement from the successful Fulfilling Lives bid states: *'Every agency in Stoke-on-Trent will learn to listen to the voices of people with complex needs and change their services so they are appropriate.'* The project also committed to place 'expert citizens' at its heart in the belief of the *'tremendous power for change in the experience, skills, insights, and passion of the people who have experienced some of the toughest challenges'.*

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[32] VOICES (2014) Fulfilling Lives in Stoke-on-Trent, Business Plan 2014-2022.
[33] Ibid
[34] Ibid.

The model of delivery was to support a core group of Expert Citizens to provide leadership and momentum to increase the voice of citizens' lived experience in the city. Opportunities and investment in Expert Citizens were envisaged to include peer mentoring opportunities, internships, employment and leadership, access to learning events, and involvement in strategic policy work.

The Charter focuses on co-production in the design of services and commissioning:[35]

> 'Service commissioners in Stoke-on-Trent will empower Expert Citizens, service users, carers and service providers to play a leading role in the design of services for people with multiple needs as co-producers.'

Co-production is also relevant to decisions made at a more local or organisational level:

> 'Co-production refers to a way of working whereby decision-makers and citizens, or service providers and users, work together to create a decision or a service which works for them all.'[36]

The Charter recommends the Nesta framework of co-production to guide this work, which includes:[37]

- involving end users as equal partners in designing and delivering services
- an asset-based model rather than deficit approach
- incentives to engage including reciprocal relationships with professionals with responsibilities and expectations and
- cross-disciplinary working.

## 5.3 Progress to date

### 5.3.1 Identity and structure

The Expert Citizens have their own governance structure and operate from an office at the VOICES premises and have equipment such as laptops, phones and filming equipment. The investment is an important indicator of the 'parity of esteem' given to the expertise of lived experience within VOICES.

The Expert Citizens in Stoke-on-Trent have a strong profile locally and nationally. This is regarded as a strength of the overall VOICES project.

> 'Where they are really strong is the Expert Citizens' involvement. It's a really true, strong element. What I have seen in terms of their involvement, and they go and speak at lots of things, it seems like genuine co-production; it doesn't seem tokenistic. Other projects are learning from them. Very strong in that area.' (Homeless Link)

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[35] VOICES (2016) Right Time, Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022.
[36] NHS Institute for Innovation and Improvement website (now closed), quoted in VOICES Learning Programme materials.
[37] Nesta (2012) quoted in VOICES (2016) Right Time, Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022.

*'All too often, in the past, agencies have paid lip service to groups of service users, but this has a very different feel – user voice is central.'* (VOICES Partnership Board member)

In the annual survey of Expert Citizens in 2016, all nine respondents to the survey were satisfied with the way that VOICES supports the Expert Citizens. Open comments about how well VOICES is supporting the Expert Citizens highlighted opportunities arising from the Expert Citizens group and empowerment. Although the feedback was positive, the response rate was low; the methods and research tools will be reviewed before the next programme of surveys in Summer 2017.

The Expert Citizen's consulted for this report felt that the Expert Citizen's group provided a safe context for them to contribute:

> *'For the first time in my life, the things that have held me back I can now bring to the table to bring life experience and positive change... I come and be myself and not worry about what I say, not worry about my history coming out; people value you for who you are.'* (Expert Citizen)

> *'[Expert Citizens] is something I am passionate about in my life, I have stayed in recovery. It's the first time I came somewhere and wasn't judged. [I am] feel more accepting of myself.'* (Expert Citizen)

### 5.3.2   Learning and influencing

The Expert Citizens participate in training opportunities from the VOICES Learning Programme and, once they have completed the 'training the trainer' courses, co-deliver training for VOICES. Expert Citizens are represented on a range of forums that influence the future development of VOICES and partner organisations, including the VOICES Partnership Board, the Stoke-on-Trent Clinical Commissioning Group and Communities of Practice.

In the initial evaluation interviews in 2015, several stakeholders commented that the presence of the Expert Citizens at meetings and forums related to multiple needs has affected the tone and atmosphere of those events. The input from people with lived experience appears not only to bring fresh insight, but tends to encourage more focus on individuals and more empathy with those being discussed, and less emphasis on the needs of services themselves.

> *'The mere fact that someone is there changes the dynamics of the group. You can't behave like a bunch of professionals who are ticking all the boxes. You have to focus on outcomes.'* (VOICES Partnership Board member)

The 2017 evaluation reinforces these findings. Observations of the contribution of the Expert Citizens in a Community of Practice and in a workshop on social media attended by the evaluator demonstrate that lived experience has been fully integrated into the work of VOICES and is not treated as a distinct work stream, project or add on.

The Expert Citizens Chairperson, Darren Murinas, attended a parliamentary committee in 2015 and has subsequently secured a position on the board at Lankelly Chase. This has raised the profile of Stoke Expert Citizens and enabled Darren to take a leadership role in the national systems change agenda.

### 5.3.3 INSIGHT

INSIGHT is a concept and brand that is used to reflect the work of Expert Citizens in bringing about change in Stoke-on-Trent.

*INSIGHT Standards*

INSIGHT Standards describe best practice when working with people experiencing multiple needs. All the partners who submitted the VOICES proposal together signed up to these standards, and other organisations are signing up as the project progresses. INSIGHT Standards are a revised and improved version of the original 'Golden Ticket Standards' which were included in the initial bid for Fulfilling Lives Funding. The new standards were developed by Expert Citizens with support from the Learning and Evaluation Manager at VOICES and were adopted in 2016.

*The INSIGHT programme*

The INSIGHT programme was developed through a co-production process facilitated by the local evaluator between February and April 2015. This involved Expert Citizens and a range of VOICES partners. INSIGHT evaluation involves a small team of specially trained Expert Citizens exploring to what extent a service is meeting the INSIGHT Standards. There are different levels of INSIGHT Standards: Welcoming, Listening, Learning and Leading.

The overall design of the programme was followed by a period of training and a pilot evaluation at Hopwood House, a Brighter Futures project. Since this development phase, the Expert Citizens evaluators have taken on the overall management and delivery of INSIGHT supported by VOICES. They have undertaken five INSIGHT evaluations and two additional pieces of research with bespoke methodologies. Participating organisations have included Staffordshore Police, Saltbox, Citizens Advice Bureau, the Macari Centre and Brighter Futures.

In 2016, the evaluator consulted with representatives from organisations who had had an INSIGHT evaluation. Overall the project has been very successful, as reflected by feedback from stakeholders, for example, around the quality of reporting and communication. Reports were viewed as being of a good quality with very credible outputs.

> *'I think [INSIGHT] is absolutely the right approach. As professionals we can say this and that, but with lived experience you bring a different view... I think it would be great for them to come in again in six months' time. I have a new manager and a new team and now we have embedded that, it would be a good exercise to see if we could go through the standards. We have scored as welcoming but I would like to be learning… I plan to meet with staff and talk about some of the things we have put in place.'* (Saltbox)

Findings from an INSIGHT evaluation were used as part of the local authority's review of a hostel service following a presentation by one of the Expert Citizens.

*INSIGHT conference and awards*
For the last two years the Expert Citizens have held an annual INSIGHT conference.  This includes INSIGHT awards, which recognise the contribution of local people across all sectors and roles in bringing about change for people with multiple needs. 30 people have been shortlisted for awards and received a certificate, and ten have received a plaque as winners of their category.  This has raised the profile of their positive contributions, for example through staff bulletins and press releases. This recognition of good practice is may encourage others to follow suit creating a virtuous cycle, though this is an area to be explored further.

The conference promotes Expert Citizens and provides the opportunity to demonstrate and celebrate progress towards achieving change in Stoke-on-Trent.  It is attended by representatives from the police force, local authority, support and accommodation services, as well as people with lived experience, local radio celebrities and the Mayor.

> *'There has been quite a cultural shift in Stoke-on-Trent.  One driver behind that is the Expert Citizens annual conference... It's a big celebration.  Nowhere else in the country is doing that.  To see the community of Stoke coming together around this is one of the big keys to change up there.  [An indicator of] cultural change.'* (Expert Link)

### 5.3.4  Communities of Practice (COP)

A COP is a group of people who 'share a concern, a set of problems, or a passion about a topic and who want to deepen their knowledge and expertise by interacting on an ongoing basis'.[38] The Stoke-on-Trent COP was convened by VOICES, who recruited Solutions Focused Practitioner, Steve Freeman, to chair and facilitate sessions acting as a 'knowledge broker'.  The aim of the COP is to provide a safe venue for people to *'listen, reflect, receive feedback on processes of care, to tune their competencies collaboratively to new evidence and circumstances, and to try out small changes that encourage innovation.'*[39] COPs are themed around particular issues over four monthly sessions.

The COPs have attracted attendance from a wide range of people including Expert Citizens and people working in social work, offender services, substance misuse, housing and homelessness.  A report to document the Prison Discharge COP demonstrates how these sessions have increased the efforts of professionals attending to ensure that people are released from prison in a more planned way and fostered a commitment to better joint working and mutual understanding (for example, through shadowing.[40]   The COP's work has built support for a local protocol on prison discharge which

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[38] Cornes, M, Manthorpe J.  (2013) Little Miracles – Using Communities of Practice to improve front line collaborative responses to multiple needs and exclusions.
[39] Ibid.
[40] Ornelas B, Sharman, S.  (2016) Prison Release Support – Stoke-on-Trent Community of Practice, VOICES.

now features as an objective in the city's homelessness strategy.[41]

## 5.4    Embedding and moving forward

The work of VOICES is inextricably linked with the Expert Citizens.  In 2017 the Expert Citizens in Stoke-on-Trent established a new Community Interest Company (CIC) dedicated *'to ensuring that people with lived experience of multiple needs have an amplified voice as creators of their service'*.  VOICES will close in 2022, so the establishment of the CIC provides the potential for an ongoing legacy of co-production at a local and national level.

The Expert Citizens have been involved in a range of activities that influence the design and delivery of services, notably the Clinical Commissioning Group, INSIGHT evaluations, research into street activity in the city centre, and delivery of training.

The 'Stoke-on-Trent Homelessness Strategy action plan 2017-2020' embeds the involvement of the Expert Citizens in local authority strategic work.[42] The Expert Citizens are responsible for co-delivery of specific actions under three of the six priority areas:

- There is a housing first model in Stoke-on-Trent.
- The true extent of hidden homelessness in the city is understood.
- Support agencies in the city use people's assets to build support plans, rather than focusing on determining the extent of a person's need and what risk they pose to service staff.
- There is a strategy for people with multiple needs in Stoke-on-Trent.
- Supported housing services use eviction as a last resort and there are no permanent exclusions from services.
- Agencies consider the level of health and support literacy within their organisation.
- Commissioning processes are fit for purpose/high-risk communities and commissioning.

## 5.5    Opportunities and challenges

- The delivery of the Stoke-on-Trent Homelessness Strategy over the coming years is an opportunity to build the reputation and experience of the Expert Citizens.
- The 'Staffordshire and Stoke-on-Trent Sustainability and Transformation Plan' emphasises co-production, and is an area of opportunity for Expert Citizens:[43]

> *'The plan is based on a new model of care where citizens are fully engaged and participate and take responsibility for the outcomes achieved… Health and care professionals [will be] […] working in a different manner with our citizens, working to 'do with' not to 'do to' each and every individual, focused*

[41] Stoke-on-Trent City Council (2016) Homelessness Strategy 2017-2020.
[42] Stoke-on-Trent City Council (2016) Homelessness Strategy 2017-2020.
[43] Staffordshire and Stoke-on-Trent Partnership NHS Trust (2016) Staffordshire and Stoke-on-Trent Sustainability and Transformation Plan.

> *upon prevention, self-care and empowering citizens themselves.'*

- Although periods of change and service transformation present opportunities, the current context is one of extreme pressure on services. Co-production will generate new ways to deliver better use of resources to achieve wide benefits, but is unlikely to mitigate entirely the negative impact of funding cuts.

- One of the most commonly cited challenges for the future of the Expert Citizens in the implementation phase evaluation (2015) was ensuring that there is continuous recruitment to the group to avoid reliance on too few individuals who could leave or become 'burnt out'. The Expert Citizens have got, and will continue to get, jobs or develop new responsibilities that mean they do not have time to be as active in the group as previously. There have been new members to the core group since this feedback. Two Expert Citizens now have paid roles within the CIC. A key strategy area for the Expert Citizens should be thinking of new ways to engage those outside the Expert Citizens core group and recruit new members. The Expert Citizens are currently piloting a coffee morning format to introduce potential members to their work.

- The new CIC presents an opportunity to provide services both locally and nationally to push forward co-production. The team is, however, small and there will be a need to balance achieving change in Stoke-on-Trent with opportunities for other work. This will require regular strategic review and planning.

# 6    Fair access

## 6.1    The problem

One of the issues highlighted by the development phase of the VOICES project was that people with multiple needs were at high risk of exclusion from services.  This included:

- explicit exclusion where people are told they are no longer able to access a service or are evicted from accommodation, or are told they cannot register with a GP surgery without a fixed address or identification
- barriers that reduce the ability of people with multiple needs to engage with services, such as engagement criteria specifying that a certain number of missed appointments will result in case closure; mental health services that require a level of desistance from drugs and alcohol; or systems that are so hard or complex to navigate that people disengage.  An example of the latter is when people trying to claim welfare benefits find the process of job searching or attending assessments inaccessible and are therefore unable to access benefits.

This means that some of the most vulnerable people are effectively denied fair access to:

- housing and housing advice
- support with addiction and mental health
- primary health care
- welfare benefits.

One example of this in practice is when people are unable to access the supported accommodation pathway in Stoke-on-Trent because of multiple previous evictions.  The most extreme example of exclusion was a customer introduced to VOICES by the Brighter Futures Rough Sleepers Team who slept in hidden locations accessing no services or benefits.  One customer interviewed for the evaluation stated that he was *'waiting to die'*; he felt that at the point of being introduced to VOICES all services had given up on him. He had effectively been excluded from all the services he would need to embark on his recovery.

## 6.2    Systems change solution

The VOICES Multiple Needs Charter emphasises the revision of access and exclusion policies to ensure they are realistic for people with multiple needs.[44] Recommendations in the Charter include that there should be no permanent exclusions from services; that there is a clear and accessible appeals policy; that conditions placed on services should take into account people's presenting needs; and risk assessments should be used in a positive way to plan for inclusion.

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[44] VOICES (2016) Right Time, Right Place: A multiple needs charter for Stoke-on-Trent 2016-2022.

The solutions developed by VOICES to enable fairer access to services are:

- frontline advocacy
- influencing organisations through learning opportunities, joint working, Communties of Practice (COP)
- research, policy and campaigning work.

## 6.3 Progress to date

### 6.3.1 The Learning Programme

The Learning Programme has provided a wide range of courses and masterclasses relevant to fair access, attended by delegates from the City Council, a range of housing and support providers, and the NHS. External experts were enlisted to help with the design and delivery of events. Topics covered by the Learning Programme include:

- Homelessness vulnerability (masterclass)
- Preventing evictions and exclusions
- Housing law
- Homelessness law
- Housing options and rights
- The Care Act (masterclass)
- Homelessness, multiple needs and the Care Act (masterclass)
- Benefits for people experiencing multiple needs.

Responses to feedback forms were unanimous that the training had met their needs and that the sessions had increased their knowledge and confidence.

### 6.3.2 Gatekeepers' report[45]

NHS guidance states that people do not need identification to register with a service and specifically provides examples of homeless people and those fleeing domestic violence as groups who may find it hard to source paperwork for registration purposes.[46]

VOICES became aware of several instances where people with multiple needs were refused access to GP services because they lived in the wrong area or did not have any form of identification. Feedback from services working with homeless people confirmed that this was a common problem. In response to this, the Expert Citizens conducted a mystery shopping exercise across 47 GP surgeries in Stoke-on-Trent. The results were that nearly half of GP practices stated that they would not be able to register a homeless person without identification; a quarter stated 'maybe'; and a quarter said 'yes'.

The report was widely disseminated and attracted national media coverage with one of the Expert Citizens promoting the findings on BBC Radio 5. As a result of this project, a working group was formed and attended by Expert Citizens, VOICES, Public Health and the Clinical Commissioning Group (CCG). The CCG wrote to all GP practices reminding them of the NHS guidance. A

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[45] Wilson, B, Astley, P. (2016) Gatekeepers: Access to Primary Care for those with multiple needs, VOICES.
[46] NHS England (2015) Patient Registration, Standard Operating Principles for Primary Medical Care.

further outcome of the meetings was assurance that action would be taken in relation to hospital discharge for people with multiple needs.

### 6.3.3  Care Act multiple needs toolkit

The Care Act 2014, which came into force in 2015, brought about significant changes to the way individuals access publically funded care and support.[47] The Act removes reference to specific groups being eligible or ineligible; a person's eligibility is instead determined by their wellbeing and how their needs affect their ability to achieve certain outcomes.[48] The Act also introduced a duty to integrate care with health-related provision such as housing.

While the Care Act presents an opportunity to increase fair access to adult social care support for homeless people and people with multiple needs, there remain a number of barriers to accessing social care assessments.  In particular, VOICES identified that professionals at VOICES and in homelessness and related fields are not always well equipped to make a strong case for assessment in an effective format and language.  VOICES developed a toolkit to help people with multiple needs and those supporting them to record and communicate their needs clearly and effectively.  The tool has been used by the team in some of the cases described in section 6.3.4.  The toolkit has also been selectively disseminated to colleagues, for example, at St Mungo's and Bench Outreach in London.

### 6.3.4  Service coordination and access to social services

Supporting customers to access, navigate and engage with services is at the heart of service coordination.  This ranges from relatively straightforward interventions to facilitate access to welfare benefits to complex casework initiating multi-agency meetings and assisting with appeals.  As well as the practical aspects of service coordination, customers interviewed placed emphasis on their relationship with their service coordinator, in particular that they are trusting, caring and flexible in their approach.

The service coordination team compiled examples of their work with individuals relating to fair access in two areas: challenging or preventing exclusions from services and securing access to social services assessments. The team compiled examples relating to the six months between October 2016 and March 2017, and also added some additional, very noteworthy, examples from before this period.  The intention was not to ascertain an exact volume of fair access work, but to provide evidence on the extent and nature of this work and its impact.

Eight detailed examples were given where the customer had a positive decision about access to social care following an assessment requested by VOICES.  In two cases, VOICES supported the customer to engage with social services where an assessment had previously been done and the customer was on social services' caseload.  For example, a customer who had been very hard to contact and 'pin down' for his social worker started to work

[47] Mathie, H,'Uncertain support – getting to grips with the Care Act', Homeless Link website, News, 9th March 2015: http://www.homeless.org.uk/connect/blogs/2015/mar/09/uncertain-support-getting-to-grips-with-care-act (accessed May 2017).
[48] Cornes, M, et al.  (2015) The Care Act, Personalisation and the New Eligibility Regulations, King's College London.

more closely with social services once he was engaged with VOICES and in more stable accommodation.  In the other cases no recent contact with social services was known to the team before they made a referral.

The issues faced by customers whom VOICES supported to access social services included: mobility problems, self-care, poor nutrition, incontinence and brain injury.  The packages of social care offered ranged from adaptations and meals-on-wheels to intensive packages including support with medication compliance, cleaning, buying food and bathing.  In two cases packages of care were delivered in accommodation with extra care settings.[49]

The team also recorded information about cases that were unresolved.  These highlighted challenges in accessing social care, including customers' reluctance to engage with social care, and in one case disengaging with VOICES; two customers who refused to pay the top up for a meals-on-wheels provision; and social services being unable to assess someone while in prison (because the prison was out of the area) and absence of a plan for his release causing a delay in support despite very clear needs.

### 6.3.5   Service coordination and advocacy to challenge exclusion

The service coordination team recorded examples of advocacy undertaken to prevent or challenge exclusions from services.  Twenty-nine examples are presented in Figure (e); below are some details on the circumstances of the cases:

- There are 13 examples of eviction being prevented, with the most common housing type being hostel or supported housing.  Typically this referred to cases where customers were given notice because of anti-social behaviour or rent arrears.  Service coordinators requested review meetings and eviction processes were halted.  This was often subject to conditions on the customer's behaviour or repayment of arrears.  In three further cases eviction was prevented, but the service continued to accommodate the customer as an interim measure while more suitable housing was identified (in one case, extra care housing).
- Eight examples relate to cases where people were initially rejected for accommodation due to previous evictions or reputation (for example, previous offending and drug use).  In these cases, service coordinators contacted housing providers and explained changes in customers circumstances and requested review meetings.
- In two cases exclusion from health services were successfully challenged.  In one case, a customer was told he could not have a GP appointment without official identification: his service coordinator challenged this using information gathered for the 'Gatekeepers' report'.  In another case, a mental health assessment was secured for someone who was refused an assessment due to previously failing to attend or complete assessments.
- In two cases customers' exclusions from day services (a mental health service and a substance misuse service) were lifted.
- Two cases highlighted in red show examples of customers deciding not to pursue access to the accommodation arranged by the service

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[49] Extra care refers to accommodation with a care service attached.

coordinator or not complying with the terms agreed when the exclusion was lifted.  Another case highlighted in red is as yet unresolved and relates to a housing association refusing to take an application for the customer despite the initial barrier to accepting a referral (arrears) being resolved.

**Figure (e)      Examples of advocacy by service coordination team to challenge or prevent exclusions from services**

| Outcome of challenge | Type of exclusion/ risk of exclusion | Range of reasons | Types of service | No. cases |
|---|---|---|---|---|
| Eviction prevented – supported accommodation | Threat of eviction | Behaviour*, arrears, substances | Hostel/supported housing | 8 |
| Eviction prevented – social housing | Threat of eviction | Abandoning property for a period | Housing association | 1 |
| Eviction prevented – private rented | Threat of eviction | Noise and Anti Social Behaviour (ASB) | Private rented sector (managed though third-sector organisation) | 1 |
| Eviction prevented followed by managed move into suitable accommodation placement | Threat of eviction/ tenancy expired | Non-engagement, behaviour, no move-on plan | Supported housing/ hostel | 3 |
| Housed in PRS accessed via local authority bond scheme | Rejection of application for bond scheme | Perceived risks related to customer's previous lifestyle | Housing Solutions | 1 |
| Accommodation provided | Previous eviction | Substance use, behaviour | Hostel/supported housing | 3 |
| Accommodation provider to accept future referrals | Previous eviction | Non-engagement, behaviour | Hostel, refuge | 2 |
| Accommodation provider to review exclusion after agreed period | Previous eviction | Behaviour | Supported housing | 1 |
| Accommodation offer | Referral initially rejected | Reputation (customers history of substance misuse etc) | Supported housing | 1 |
| Mental Health Assessment (MHA) undertaken | Refusal to provide MHA | Previously not attending or completing MHA | Mental health services | 1 |
| Access to GP service | Refusal to register customer | Lack of ID | Primary health care | 1 |
| Access to day service | Previous exclusion from service | Behaviour | Day service – mental health/drug day service | 2 |
| Customer evicted – did not comply with agreed action to prevent eviction | Threat of eviction | Substance use/ behaviour | Hostel | 1 |
| Exclusion review offered but refused by customer | Previous eviction | Theft, incident/ behaviour | Hostel/ supported housing | 2 |
| Housing association refuse to assess client – ongoing case | Refusal to assess | Arrears (with VOICES offer to clear these in place) | Housing association | 1 |

*Examples of behaviour resulting in exclusion are instances of people becoming verbally or physically aggressive with staff members, being involved in altercations or disputes with others, being under heavy influence of drugs or alcohol in areas.

### 6.3.6 Embedding and moving forward

The advocacy and awareness work conducted by the service coordinator team, alongside training and influencing work, is creating meaningful change in the way services are delivered and work together. This is changing lives – of people housed who might become homeless; with access to health care; working with social services; and care plans impacting on everyday life. Overall, individuals are experiencing a more flexible, proactive approach that is more likely to support their recovery.

There are indicators of this work being embedded in cultures, practice and policy across the partnership; for example, Housing First featuring in the city's Homelessness Strategy (see Chapter 5); Expert Citizen's membership of the Clinical Commissioning Group (CCG); and the action taken on the basis of the 'Gatekeepers' report'. Feedback from the lead of the Social Care Workforce at Stoke-on-Trent City Council also illustrates changes in practice and culture as a result of engaging with the VOICES Learning Programme:

> *'Working closely with VOICES we were able to develop a working group... More recently the group has used the Community of Practice model developed by VOICES... In addition, VOICES have been able to arrange two development opportunities for adult social care workers... So, what difference has this approach to learning made? Clear increase in knowledge, skills and confidence in the social workers, actively involved in the working group... a greater understanding of the issues relevant to working with someone with multiple needs... a development in working relationships with an increase in joint working between organisations. Most importantly social workers are reporting that all of the above have been beneficial in helping them to support people better leading to improved outcomes for the individual.'*

### 6.3.7 Challenges and opportunities

The dovetailing of the Care Act with the establishment of VOICES has represented an opportunity. Steps to enhance access have been based on legislative change and are therefore likely to have a lasting impact. The wider context of cuts to public services will affect access to services across the board, with fewer resources spread across more people. Changes to funding also represent an opportunity to explore how to deliver services differently and there is a theme of citizen engagement in efforts to deliver transformation, for example, in the 'Staffordshire and Stoke-on-Trent Sustainability and Transformation Plan'.[50]

The service coordination team highlight a number of challenges in the area of advocacy. The team works in a person-centred way that involves acting according to wishes of the customer and this is not always aligned to impacting systems change; for example, in some cases the customer does not want to challenge an exclusion from a particular service even if it is unreasonable, or they may feel there is a quicker fix to their problems without going through an appeals or a review processes. There are examples in this report where the service coordinator has successfully challenged a

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[50] Staffordshire and Stoke on Trent Partnership NHS Trust (2016) Staffordshire and Stoke-on-Trent Sustainability and Transformation Plan.

customer's exclusion but the customers ultimately declines to attend the assessment for example in some cases customers feel reluctant to return to a service where they have had a prior negative experience.

> '[A challenge is] balancing systems change versus change for the individual.' (Service coordinator)

> 'Immediacy of the situation versus long-term systems change aspirations.' (Service coordinator)

Another issue raised by service coordinators was a concern that advocacy (and indeed intensive flexible support) has a remedial effect within the system, and when that advocacy is taken away things will revert to how they were previously. This risk is mitigated by the team's advocacy work sitting within their broader role of service coordination, such joint working and establishing multi-agency meetings, and within the overall VOICES project, which features multiple approaches to systems change. This also raises a broader question around VOICES legacy; it may be that the role of intensive advocacy and flexible support focused on navigating systems and services is in fact an ongoing need. A period of investment in learning and systems change should reduce the need for this work – for example as a culture of multi-agency working, a more flexible approach and Housing First becomes more embedded - but it may not eliminate this need completely or in a sustainable way without an ongoing advocacy function for those facing barriers to fair access to services due to multiple needs. VOICES Director points out that even where there is a change to one part of the system (in this case legislative change), work is required to facilitative access for people with multiple needs in the real world:

> 'I think we have demonstrated with the work around the Care Act, that the "formal system" is often largely fit for purpose… But, there are powerful other factors in the informal system mitigating against our customers' access… our small caseloads and flexible ongoing role are factors that have enabled us to see customers at their best, as well as their worst, which has helped with our empathy and willingness to persist with our advocacy…. I think that part of our legacy will need to be recognition that investment in a small team of people with small caseloads targeting the most chaotic people in the community should be a feature of the future commissioned landscape. That function should also be consulted as part of the performance framework for other commissioned services.' (VOICES Director)

# 7    Conclusions

Systems change is a complex area and can be hard to evaluate.  The literature provides useful frameworks for understanding how systems change might be achieved and identifying examples of systems change resulting from the VOICES project.  Of particular use in exploring systems change in Stoke-on-Trent are models of the steps to systems change (Forum for the Future) and characteristics of systems practice identified by Chapman (Demos).[51]

The Stoke-on-Trent Multiple Needs Charter provides a useful framework for understanding aspirations for systems change in action locally.  Examining three themes from the Charter in detail in this report has demonstrated the multiple ways in which systems change is being achieved in Stoke-on-Trent.

Housing First represents an area where the systems change journey is fairly straightforward.  VOICES pioneered a new practice and shared knowledge through learning events and case studies, and this is now embedded in statutory strategy.  Housing First is moving towards being '*part of the new mainstream*'.[52]

Co-production is widely viewed as a strength of VOICES.  Work to embed co-production has focused on people with lived experience of multiple needs.  Stoke's Expert Citizens have a high profile within the city, as well as a positive reputation nationally.  Concrete examples of co-production with those with lived experience include Expert Citizens' membership of the Clinical Commissioning Group and the allocation of responsibilities to Expert Citizens in the local Homelessness Strategy.  There is evidence of the way in which VOICES has enabled and supported this work through the provision of resources, training, support and opportunities, for example, financial support to establish a Community Interest Company.

Fair access is a complex, crosscutting work steam.  Evidence in this report shows that fair access is being achieved through advocacy, modelling of joint working, providing opportunities for collaboration (Communities of Practice (COPs)), and through specific subject-based projects such as the 'Gatekeepers' report' research and the Prison Discharge COP.

The systems change prospectus represents an opportunity for VOICES partners to invest and innovate in systems change solutions in their own organisations.[53]  Placing resources in other organisations is intended as a mechanism to externalise and embed relevant work in the system outside of VOICES and ensure the genuine co-production of systems change across the partnership.  The way in which this works should be explored in future systems change evaluation reports.

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[51] Chapman, J.  (2004) System failure: why governments must learn to think differently (2nd ed.), Demos.

[52] Draper, S.  (2011) Creating the big shift: System innovation for sustainability, Forum for the Future:  https://www.forumforthefuture.org/blog/introducing-forum's-six-steps-significant-change Accessed April 2017

[53] VOICES (2017) VOICES Systems Change prospectus