An Interim Evaluation of the Making Every Adult Matter (MEAM) Coalition

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Executive summary and recommendations

1. Introduction

This is an executive summary of the interim external evaluation of the MEAM Coalition. This was a qualitative exercise drawing on feedback from thirty six stakeholders, including eleven staff in MEAM partners, four national policy contacts, four funders (including Big Lottery Fund), fourteen local area contacts and three MEAM personnel: thanks are due to all who participated in this evaluation and responded within a very tight timescale.

The MEAM Vision is that in every local area people experiencing multiple needs are supported by effective, coordinated services and empowered to tackle their problems, reach their full potential and contribute to their communities. MEAM has estimated that there are approximately 60,000 adults in this situation at any one time in England, with others constantly moving in and out of the group. Although small in number, this group imposes disproportionate costs on government and society.

Making Every Adult Matter (MEAM) is a coalition of four national charities – Clinks, DrugScope, Homeless Link and Mind – formed to influence policy and services for adults facing multiple needs and exclusions. Together the charities represent over 1,600 frontline agencies operating across the criminal justice, substance misuse, homelessness and mental health sectors. Since 2009 the Coalition has delivered a range of activities aimed at influencing national policy and local practice, including embedding and strengthening the capacity for this work in each of its core organisations.

The ultimate outcomes MEAM is seeking for people with multiple needs and exclusions are challenging and those interviewed for this evaluation recognized that this is about system change not quick fixes. Therefore this interim evaluation sought to identify indications of positive "intermediary outcomes" within the scope of the MEAM theory of change (as set out in the full report).

2. MEAM's impact on national policy and funding context

At national level the policy context for MEAM's work is extremely complex and has been subject to major changes and restructuring since MEAM commenced its work in 2009. The interim evaluation feedback indicates that those internal and external stakeholders who have been closely engaged with MEAM have very positive perceptions of the Coalition and its work, including many of MEAM's activities and publications, in particular the economic evaluation of three pilot areas, Turning the Tide vision paper, the Fabian pamphlets, events including the December 2013 conference and dissemination of inspiring case studies of adults with multiple needs.

There was very little negative feedback of any specific MEAM activity, although some gaps/suggestions for improvement were identified and suggestions made for increasing effectiveness of MEAM. Many suggestions were made that MEAM now needs to engage a wider range of national stakeholders, including other national voluntary sector organisations with a strong interest in multiple needs and exclusions. The importance of tailoring communications specifically for target audiences was noted and there was also a suggestion from among those working less closely with MEAM, that the target group was *"a bit vague"* and needed to be more clearly defined to engage a broader audience. These suggestions have informed the recommendations for MEAM.

Specific positive outcomes to which MEAM had contributed at national level were identified as:

- Strong relationship with the Department of Work and Pensions' Social Justice Team, leading to MEAM having significant influence on the development of the government's cross departmental Social Justice Strategy.
- Influencing some of the Department of Communities and Local Government's work e.g. the Making Every Contact Count strategy, funding for Resolving Chaos in South London.
- Some recognition that MEAM has been active in raising the issue of multiple needs regularly and clearly in contacts with policymakers.
- Interest in MEAM's significant contribution to the evidence base from the economic and social evaluation of the initial MEAM pilots.

There was strong feedback that MEAM has been very influential in growing interest and support for multiple needs among some major national funders, as evidenced by, for example:

- A very strong consensus among all interviewees that MEAM's work had been a major contributing factor in the Big Lottery Fund's development and decision to launch the Fulfilling Lives programme, providing £112 million funding over eight years to twelve areas in England. One contact noted that this '*would have seemed impossible five years ago*'.
- MEAM securing a major £1million contract for delivering support (via a strengthened Local Networks Team) to the Big Lottery Fulfilling Lives programme over eight years.
- LankellyChase supporting development of MEAM's policy work.

3. MEAM's impact on local practice

The MEAM Approach was launched in 2012 and provides a non-prescriptive framework for developing a locally coordinated approach to service provision. The interim evaluation found that:

- At the local level, MEAM has supported the coming together of local services and agencies in eleven areas. Of these, eight are in the early stages of the MEAM Approach to partnership development while four are expected to be operational by April 2014.
- There was considerable enthusiasm about the MEAM Approach and feedback from the local areas indicated that the overall multi-agency approach it advocates is appropriate and that many of the assumptions that it is based on are accurate. It was viewed as a useful framework which breaks down what could be a daunting process into manageable, clear steps. The fact that the approach has been tried and tested and is based on clear evaluation and evidence that it works has been a key factor for its success, especially the economic value data. Being part of a national initiative is also viewed a very positive aspect of the Programme.
- As the majority of the local areas are in the early stages of the MEAM Approach, developing partnerships and conducting audits, there is to date (as expected by MEAM) very little evidence of direct positive impact for individuals with multiple needs in these areas at this stage[1]. However, local agencies have already identified a series of positive outcomes around better understanding of needs of the MEAM target group, better joint working of support services, troubleshooting of service delivery problems as well as examples of securing funding and influencing policy at a local level.
- Local areas where key players were used to working collaboratively and already had some multi-agency structures in place appear to have found it easier to make progress.

[1] The external evaluators commented that from their experience of other cross sectoral partnership working at a local level in England this speed of progress was not slower than they would have expected in the complex local environment.

- Challenges to progress at the local level included several relating to funding: capacity issues amongst partners, cuts in service delivery, major changes arising from restructuring and re tendering processes. In addition, there was concern in a few areas that there is a lack of available services, so improving co-ordination and flexibility as advocated by the MEAM Approach would not fully address the problems. It could perhaps be made clearer that this is recognised by the MEAM Approach, which asks areas to consider 'gap-filling' but only after coordination and flexibility have been attempted.
- A significant challenge many areas faced was securing sufficient engagement from local agencies in the mental health sector.

Findings relating to the support from the Local Networks Team were as follows:

- MEAM has succeeded in embedding a Local Networks Team in the four core partner organisations, made up of fourteen members of staff, each allocating a proportion of their time. Local areas were generally very positive about the help they had received from the local network facilitators. They appreciated the knowledge, experience and expertise of the partners, especially in homelessness issues. Most of those interviewed felt they could not have progressed so far without this Local Networks Team support.
- Participants found being part of the larger national network of MEAM Approach areas very helpful, especially those who had attended network events.
- There was recognition from Big Lottery Fund that the MEAM Local Networks Team's support for local areas had improved the quality of bids for their Fulfilling Lives programme funding.

4. The impact of MEAM on the 4 core MEAM partners

All four partner organisations spoke very positively of MEAM and had a clear commitment to continued involvement. The extent to which MEAM had become part of their core work varied in line with the extent to which the MEAM target group coincides with their overall group of beneficiaries. i.e. for some it is probably about 80-90% so is "mainstream" whereas for others it is one minority sub-group. However, ALL organisations viewed MEAM as having had a positive impact on their own organisations and how they approached issues relating to multiple needs and exclusions. One interviewee described the impact of MEAM on their organisation as having been *"really quite profound"*. Perhaps surprisingly for a coalition of this kind, there was very little sense of conflict between each organisation's own agenda and that of the coalition.

At the national level, the CEO and policy lead from each core organisation in the coalition had been directly involved in MEAM since 2009, on a regular basis through programme meetings, and also to a more varied degree through direct input to other MEAM activities as the programme has evolved. Compared with some coalitions MEAM was perceived as having benefited from a very significant amount of commitment at CEO level. There were mixed perceptions about how embedded multiple needs was in one organisation's priorities and strategy, suggesting that there is still some work to do engage all staff in the four organisations and their membership networks.

There was a strong sense that the four organisations can achieve a lot more by continuing to operate together, and developing their individual organisations in response to the MEAM agenda. There was significant excitement around the opportunities presented by recent securing of funding for building capacity in each organisation for policy influencing work, but some concern that there was not yet a clear business model for covering the core Coalition costs in the long term.

5. The role of the Calouste Gulbenkian Foundation

The Calouste Gulbenkian Foundation, unlike many other funders of the UK voluntary sector, has adopted an approach of working very proactively in both identifying needs and collaborating with organisations to help shape programmes to address them. Interviewees were asked their views on the relationship between MEAM and the Foundation. The interim evaluation found that:

- Overall the relationship with the Foundation was viewed as very positive and the Foundation's strong commitment with both funding and other kinds of support in facilitating the partnership were recognised and valued. There had been some challenges in the relationship at some points in the development of the programme since 2009, in particular relating to boundaries and expectations between the funder and the four core MEAM organisations. Feedback suggests that most of these issues have now been addressed.
- There was a strong consensus that supporting cross-sector collaborations is a helpful way to tackle an intractable problem. All partners viewed the MEAM Coalition as having had positive outcomes externally as well as having strengthened their own organisations.
- Learning emerging from MEAM for future funding of coalition programmes, highlights the importance of clarity of purpose and strong leadership, ensuring systems are in place for good relationship management and clearly understood boundaries between funders/other partners.

6. Recommendations

The MEAM Coalition could strengthen its national and local policy influencing by:

1) Continuing to reflect strong connections with service users and build the evidence base of hard data on positive outcomes for individuals, and any cost savings of this kind of approach: *'numbers talk best to policy makers'.*

2) Developing a more readily understandable definition of the MEAM target group and compelling communication of MEAM's theory of change which reaches hearts as well as minds.

3) Ensuring that policy influencing work is underpinned by communications tailored for specific target audiences, for example, particular government departments or commissioners (see also recommendation 11 below).

4) Developing a structured engagement strategy, setting out how MEAM can engage a wider range of stakeholders, including other significant national organisations as well as considering potential for use of digital media to build MEAM's capacity as a 'social movement'

The MEAM Coalition could improve support for local areas by:

5) Continuing to identify and disseminate good examples of local practice, develop the guidance and web based resources, ensuring that the non-prescriptive aspect of the MEAM Approach is clear and that expectations are managed in relation to the support MEAM is able to provide directly.

6) Identifying how MEAM can promote and support increased engagement of mental health and probation sectors at a local level.

7) Developing more opportunities for local areas to engage in the wider MEAM networks and building MEAM as a 'national movement' which will enhance local engagement.

8) Influencing policy makers and funders nationally to provide a more favorable environment for implementing practice at a local level e.g. recognition of multiple needs and exclusions, longer term funding.

MEAM's core partner organisations could:

9) Continue to increase awareness and understanding within their membership organisations of the MEAM target group, their needs and the MEAM Approach. Some partners have further to go on this than others.

10) Consider how to strengthen the Local Networks Team with greater involvement from Clinks, Drugscope and Mind.

11) Each contribute more to the MEAM strategy by building further on their own strengths as national policy influencers. For example, developing more targeted approaches to engaging key target audiences within their current networks (see also recommendation 3 above).

12) Develop a longer term business model for funding the core costs of the Coalition, in context of MEAM securing major support contract for the Big Lottery Fund.

The MEAM Coalition could strengthen relationships with funders/potential funders by:

13) Reviewing and managing expectations around the boundaries which need to be in place between MEAM and each of its funders in order to maximise the effectiveness of the Coalition.

14) Considering how the Coalition can add real value to the activities of each partner organisation, making it greater than the sum of its parts.

15) Identifying what could really help speed up the process of making a difference to MEAM's target group e.g. focusing projects on specific segments of MEAM's target group?

16) Thinking more about how to demonstrate and communicate achievements and what measures of success will be going forward.

17) Continuing to show leadership in this space by developing an understanding of prevention and the needs of future cohorts of people with multiple needs and exclusions.

The Calouste Gulbenkian Foundation / other MEAM funders could:

18) Consider how proactive a role the Foundation, as a co-founder of the MEAM Coalition, should take in bringing interested funders and potential funders together around the issue of people with multiple needs and exclusions, to maximise impact and ensure recent funding allocated to this group (e.g. by the Big Lottery Fund) does not simply displace other potential future funding.

19) Recognise that partnership working by umbrella bodies can be slow to build momentum and demonstrate an impact on the ultimate target group and so consider how long and under what conditions a funder should stay involved? When should a funder stop being involved?

20) Consider different ways the Foundation could be involved in MEAM longer term, even if direct funding ends at some point in the future.

1. Introduction

1.1 Purpose

This report sets out the findings of an interim external evaluation of the Making Every Adult Matter (MEAM) Coalition and its work from 2009 to early 2014. The work was carried out within a very short timescale in February 2014. Thanks are due to all who were able to respond and participate in this evaluation. Appendix 1 provides a list of participants.

1.2 The evaluation brief

This interim evaluation was commissioned jointly by MEAM and the Calouste Gulbenkian Foundation. The brief was to explore the three phases of MEAM's work since 2009 (policy, practice and implementation) and to answer the following key questions:

- What impact has MEAM had on the development of government policy for people facing multiple needs?
- What impact has MEAM had on local services working across criminal justice, substance misuse, mental health and offending and, in particular, what impact has it had on these services working better together to tackle multiple needs?
- What impact has involvement in MEAM had on the four constituent organisations - Clinks, DrugScope, Homeless Link and Mind - and how is this reflected in their focus and working practices?
- What is the role of the Gulbenkian Foundation in helping to develop and support the MEAM Coalition? Is supporting cross-sector collaborations a helpful way to tackle intractable problems and what learning should be applied to future funding programmes?

1.3 Report outline

This report is divided into eight sections:

- Section 2 provides information on the MEAM Coalition, its theory of change, and its development since 2009.
- Section 3 sets out the policy context MEAM is operating in, which is both complex and turbulent.
- Section 4 outlines the methodology for this interim evaluation which sought to identify indications of positive 'intermediary outcomes'. The ultimate outcomes MEAM is seeking for people with multiple needs and exclusions are challenging, and the theory of change underpinning how MEAM will impact on adults with multiple needs and exclusions is about system change not quick fixes.
- Sections 5 to 8 set out the findings relating to each of the questions in the evaluation brief with recommendations provided at the end of each section.

About the evaluators: this evaluation was carried out by a team with over 45 years' combined experience of evaluation to support planning and development of UK charity and social enterprises activities:

Jean Barclay, project manager/evaluation lead with Bridget Pettitt, researcher/evaluator & Liz Kwast, administration/research support. **www.jeanbarclay.co.uk**

About the evaluators:

2. About Making Every Adult Matter (MEAM)

2.1 The MEAM Vision[2]

Making Every Adult Matter (MEAM) recognises that people facing multiple needs and exclusions exist in all our communities. They face a combination of problems such as homelessness, substance misuse, mental health problems, and offending. They have ineffective contact with services and tend to live chaotic lives that are costly for them and for wider society.

The MEAM Vision is that in every local area people experiencing multiple needs are supported by effective, coordinated services and empowered to tackle their problems, reach their full potential and contribute to their communities. MEAM has estimated that there are approximately 60,000 adults in this situation at any one time in England, with more people constantly moving in and out of the group. The MEAM definition is set out in Figure 1 below. While relatively small in number, this group imposes disproportionate costs on government and society.

Figure 1: The MEAM target group of adults

Making Every Adult Matter: definition of the target group

From website: http://meam.org.uk/multiple-needs-and-exclusions/

People facing multiple needs and exclusions are in every community in Britain:

They experience several problems at the same time, such as mental ill health, homelessness, drug and alcohol misuse, offending and family breakdown. They may have one main need complicated by others, or a combination of lower level issues which together are a cause for concern. These problems often develop after traumatic experiences such as abuse or bereavement. They live in poverty and experience stigma and discrimination.

They have ineffective contact with services. People facing multiple needs usually look for help, but most public services are designed to deal with one problem at a time and to support people with single, severe conditions. As a result, professionals often see people with multiple needs (some of which may fall below service thresholds) as 'hard to reach' or 'not my problem'. For the person seeking help this can make services seem unhelpful and uncaring. In contrast to when children are involved, no one takes overall responsibility.

And they are living chaotic lives. Facing multiple problems that exacerbate each other, and lacking effective support from services, people easily end up in a downward spiral of mental ill health, drug and alcohol problems, crime and homelessness. They become trapped, living chaotic lives where escape seems impossible, with no one offering a way out.

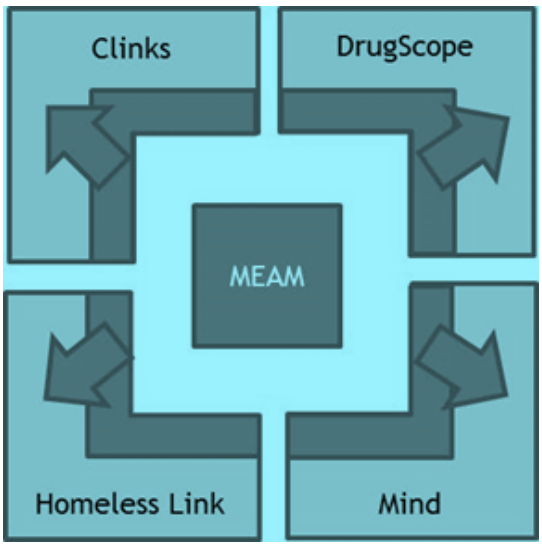
[2] For more information on the work of the MEAM Coalition see www.meam.org.uk

2.2 About the MEAM Coalition

The MEAM Coalition is made up of four national charities - Clinks, DrugScope, Homeless Link and Mind - and was formed to influence policy and services for adults facing multiple needs and exclusions. It was formally launched at a conference on 2 December 2008. Since then, a Project Director, funded by Gulbenkian Foundation, has been in post.

Together the four charities represent over 1,600 frontline agencies operating across the criminal justice, substance misuse, homelessness and mental health sectors. The Coalition's approach to MEAM has been to embed and strengthen the capacity for its work within each of the core organisations, rather than creating a larger central 'MEAM team', as illustrated by Figure 2 below:

Figure 2: The structure of the MEAM Coalition

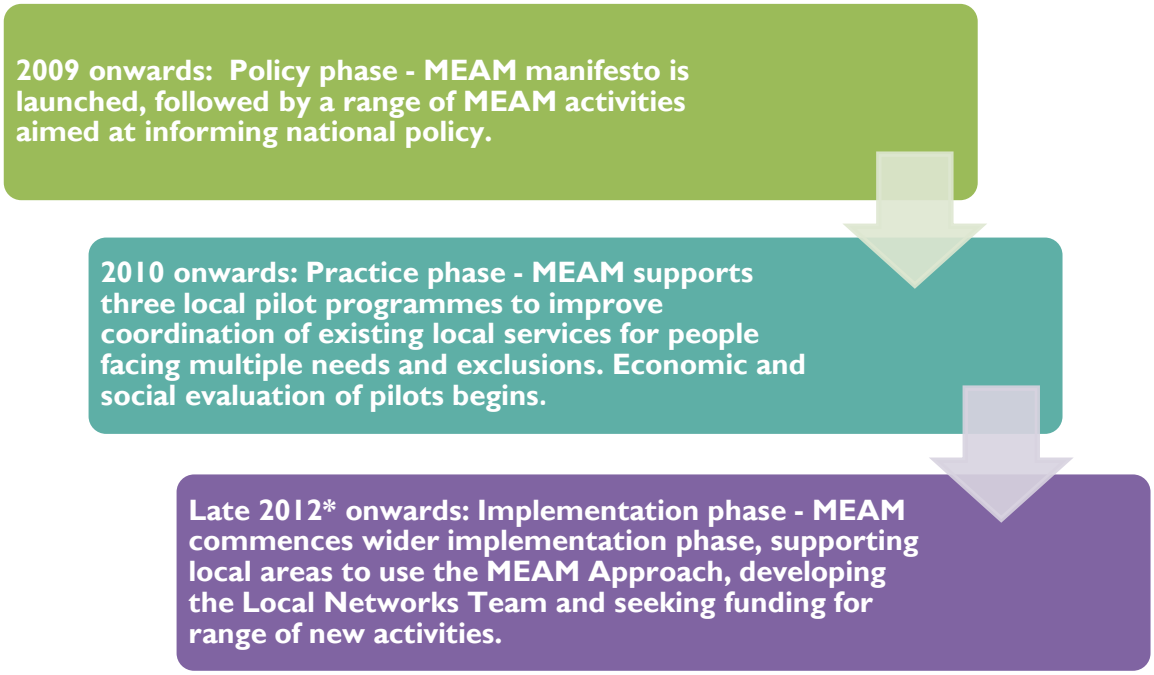


The MEAM Coalition has been supported since its inception by the Calouste Gulbenkian Foundation, which has provided a total of around £700,000 through different phases of grant funding for MEAM core and project activities since 2009, and has also been closely involved in development of the Programme and provided significant "in kind" support. A substantial piece of work from FTI Consulting and Compass Lexecon was secured via Pro Bono Economics, and additional funds have been received from the Garfield Weston Foundation, the Big Lottery Fund and, most recently, LankellyChase Foundation. These external funds are in addition to the significant levels of in-kind support provided to MEAM by Clinks, DrugScope, Homeless Link and Mind.

2.3 MEAM activities and theory of change

Since 2009, the MEAM Coalition has undertaken three main phases of work, as shown in Figure 3 overleaf. The theory of change underpinning MEAM's strategy is set out in Appendix 2.

Figure 3: Three phases of work of the MEAM Coalition



**In 2012, there was a 'transition phase' during which MEAM reviewed its progress*[3]

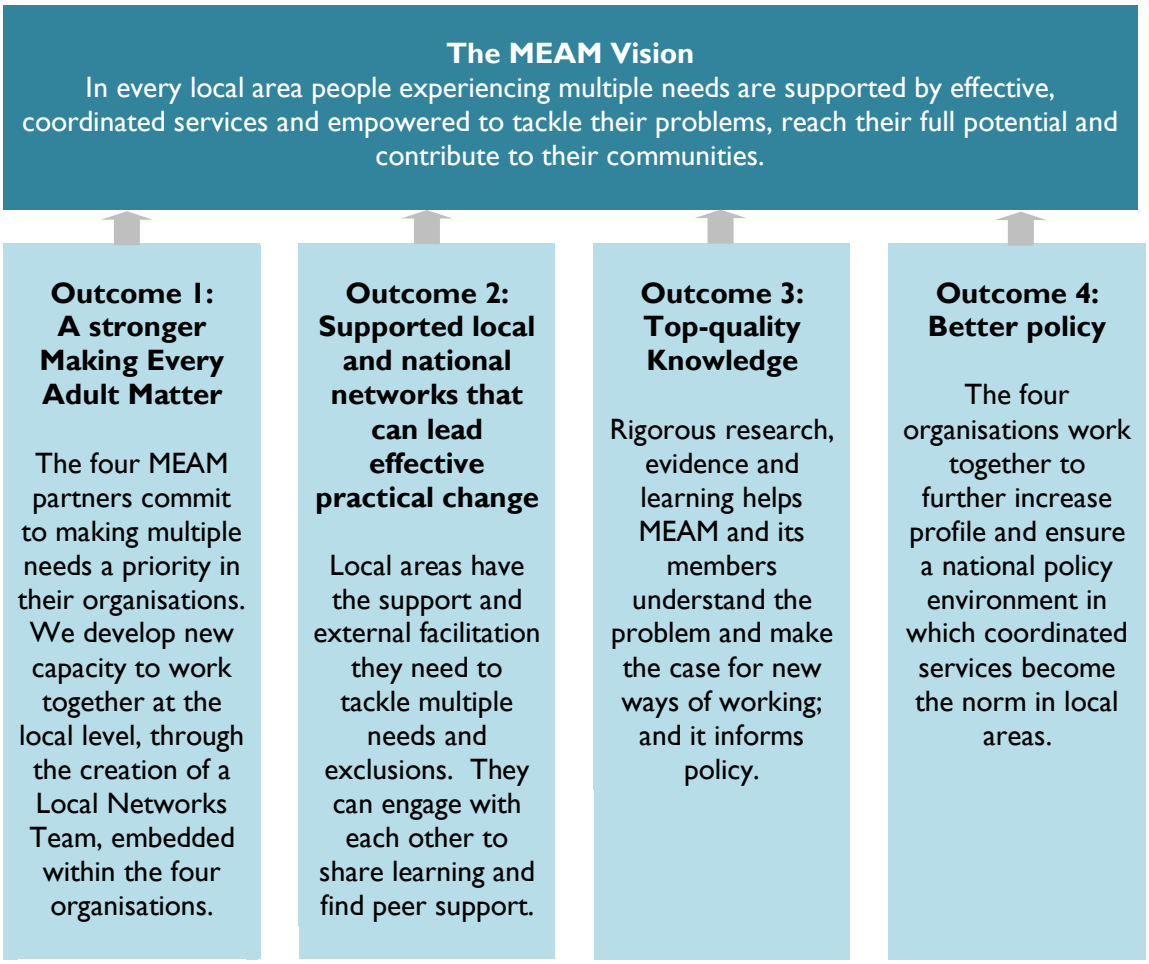
2.4 The MEAM Coalition strategy

A new strategy[4] for MEAM agreed by the Coalition for the period 2012-2015 was based around the theory of change, and four strategic outcomes, as set out in Figure 4 below.

Strategic outcomes one and two focused heavily on the delivery phase of MEAM work. This phase aimed to facilitate the implementation of coordinated approaches in a 'tipping point' of local areas across the country using the MEAM Approach (see section 6). The other two strategic outcomes committed MEAM to continuing its policy, influencing and research based activities.

[3] During this transition phase, an evaluation was carried out by KP Fox Consulting, which informed the strategy development process. MEAM clarified its theory of change and agreed a strategy for 2012 to 2015 which helped secure further funding. The theory of change is included as Appendix 2.
[4] MEAM (2012), *Tackling Multiple Needs Nationwide,* MEAM Coalition.

Figure 4: The MEAM vision and strategic outcomes[5]



[5] Adapted from MEAM (2012) above.

3. The local and national context for MEAM

Discussion with MEAM contacts during this interim evaluation highlighted that the context for MEAM is complex and turbulent at both national and local levels and within policy and service delivery. This turbulence is felt by individuals using services, and also by organisations trying to secure funding to provide support. As it is very much a 'cross cutting' context, a key challenge for those addressing multiple needs is getting to grips with the implications of this fast-changing environment.

This report does not attempt to outline this policy and practice context in detail. However, a recently published guide (developed by MEAM as part of its work for the Big Lottery Fund with Revolving Doors[6]) indicates the very wide range of policy and structural developments in relevant fields. The report covers issues such as:

- Approaches to public service reform: Financial Austerity, Localism, Competition, Partnership.
- National strategies and programmes: Troubled families, the social justice strategy, dual diagnosis, National Outcomes Frameworks, the concept of recovery, Welfare Reform, Work Programme, Transforming Rehabilitation.
- National structures and initiatives: NHS England, Public Health England, Public health, health inequalities and the health premium, Care Quality Commission, Healthwatch, Monitor.
- Local bodies and structures: Health and Wellbeing Boards, Joint Strategic Needs Assessments and Health and Wellbeing Strategies, Directors of Public Health, Clinical Commissioning Groups, Police and Crime Commissioners, Police and Crime Panels/Police and Crime Plans, Integrated Offender Management, Liaison and Diversion Schemes, Drug Intervention Programme, Equalities issues, diversity and multiple needs.
- Financial structures and public service reform: Open Public Services, Local finances/loss of ring fencing, Payment by results, Social Impact Bonds, Whole Place Community Budgets

One respondent to the evaluation highlighted the importance of MEAM in this current context:

'In more recent years (since the change of government) it has been more important for the voluntary sector to show leadership around such issues as there is no longer anything like the Social Exclusion Unit driving such things forward…although there is a broad government agenda around Social Justice, there is no longer a set of specific targets for local implementation coming down from central government. Under the previous government such an initiative might have been set up by the public sector but not now.'

The evaluation noted that an All Party Parliamentary Group on Complex Needs and Dual Diagnosis (APPG) was established in 2007 in recognition of the fact that people seeking help often have a number of overlapping needs including problems around access to housing, unemployment services, mental health facilities or substance misuse support. This APPG, chaired by Lord Adebowale (who is also CEO of the charity Turning Point) seeks to ensure that this social issue remains on the political agenda and shapes future government policy.

[6] Roberts, Marcus (September 2013), *Fulfilling Lives: A guide to the new policy environment for multiple needs*, MEAM/Revolving Doors Agency.

4. Methodology

4.1 The challenge

This report is an interim evaluation of MEAM's work in progress. MEAM's activities have varied significantly since its inception and MEAM is currently part way through a strategy agreed in 2012. The key evaluation questions to be explored were set out in the introduction to this report.

In formulating the methodology there were two key challenges:

- The complexity of MEAM, as a cross sectoral coalition working to promote cross sectoral solutions in a complex and turbulent environment, with a very wide range of stakeholders. This meant many factors had to be borne in mind in understanding who to involve in the evaluation, how engage with them, and how to interpret their responses to evaluation questions.

- A very tight timescale, with less than one month from commissioning of the evaluation to production of this final report, thus anyone unable to respond within our timeframe was not able to contribute to the evaluation.

4.2 The evaluation approach

Under the circumstances, the evaluation approach was a pragmatic one, and included elements of each of the following:

- A focus on exploring the evaluation questions in the brief, in the context of a simple 'Results Accountability'[7] approach, considering how much was done, how well was it done, did it make any difference?

- Outcomes mapping: identifying where the work could be linked to positive outcomes in relation to specific targets.

The methodology comprised a mix of semi-structured telephone interviews and a review of a wide range of internal MEAM documents and external policy papers [see Appendix 4]. The evaluation of work on local practice focused on four 'case study' areas and received feedback from the lead, and at least one other partner in each of these areas as well as the Local Networks Team member who supported them. Respondents included participants from local authorities, housing, public health, and voluntary sector organisations. An online survey was sent out to all other local area leads.

The findings in this report are clearly qualitative in nature and are based on the feedback which could be obtained from interviews with thirty-six stakeholders, including eleven staff in MEAM partner organisations, four national government policy contacts, four staff in funding organisations (including Big Lottery Fund), fourteen local area contacts and three MEAM personnel, plus eight online survey responses from local MEAM areas. Perhaps inevitably, those who responded within the tight timeframe were those who had relatively close involvement with, and interest in, MEAM.

It is worth noting here that, although many of those interviewed were closely involved in MEAM, compared with other work the evaluators have carried out in relation to cross sectoral partnership working, there was a striking amount of enthusiasm and optimism in the discussions about MEAM.

[7] Epps, D. (2011) *Achieving Collective Impact with Result-Based Accountability,* Results Leadership Group.

5. Impact on national policy and environment

5.1 About MEAM's policy influencing activities

Since 2009, MEAM's Project Director has been actively working on a range of policy influencing activities, beginning with a manifesto launch and a series of follow up events (with the Institute of Government) and additional publications (for example pamphlets with the Fabian Society, Centre for Social Justice and Centre Forum) and responding to a wide range of Government consultation exercises and engagement opportunities, whilst senior staff (typically CEOs and Policy Directors) within each of MEAM's core organisations worked within their own more specialist policy networks to raise the issue of adults with multiple needs.

In 2011 MEAM further developed its learning into the 'Turning the Tide' vision paper[8] produced with Revolving Doors Agency (RDA) and this has informed MEAM's further policy influencing and engagement activities. Most recently MEAM held a National Conference (December 2013) attracting 180 delegates.

5.2 How well did MEAM carry out these activities?

It is clear that amongst those internal and external stakeholders who have been closely engaged with MEAM there are very positive perceptions of the Coalition and its policy work:

'…doing a really good job of something which is quite complex'

'…everybody wherever they live can identify some individuals who are in the MEAM target group – this is very powerful'

'National AND local action is needed. MEAM is well placed to contribute to both and has got the balance broadly right. A key strength was to have early focus on some local pilots to help inform the national policy influencing work.'

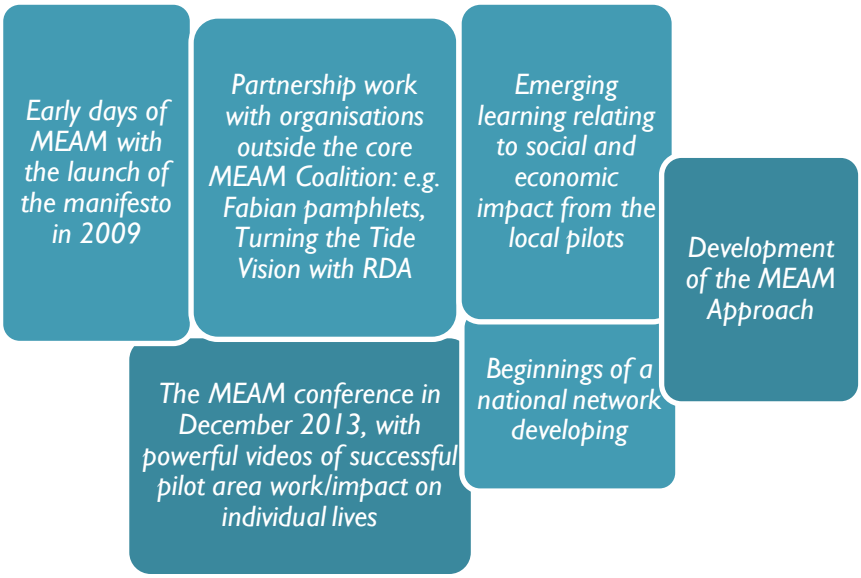
'All operate in a corporate way as a coalition…we have conversations with each of them as part of MEAM and representing their own organisations but there is no sense of point scoring which you can get in some coalitions. It works well both as individuals and collectively'

'They have always struck me as a learning organisation and sought feedback (like with this review), which is a good thing, I think it is part of their DNA rather than because they think it should be done.'

There was praise for the MEAM staff and Figure 5 below highlights activities which were singled out as having been of high quality:

[8] MEAM/Revolving Doors Agency (September 2011), *Turning the Tide: A Vision Paper for multiple needs and exclusions*, MEAM/RDA.

Figure 5: What has MEAM done particularly well?



There was very little negative perception of any specific MEAM activity, and there was general recognition that resources had been limited and MEAM had done a good job within the constraints of limited staff time.

Some gaps and suggestions for improvement were identified for increasing the effectiveness of MEAM's policy influencing including shaping stronger communications and building on the capacity of the Coalition, as summarised in Figures 6 and 7 below:

Figure 6: Suggestions from respondents on policy communications

Clarify target group

- Not all interviewees understood the target group definition, with some seeing it as *'too vague'* or *'different from the Big Lottery Fund definition'*
- Respondents felt the need for MEAM to demonstrate strong connections to service users and show how *'they can move forward with the right kind of support'*
- Communicate more about the causes of multiple needs and exclusion: how people end up in this group, and how might policymakers work towards prevention in the longer term.

Review MEAM's theory of change...

- A more in depth discussion of the theory of change would be helpdful and a clearer narrative would make communications more effective
- Respondents suggested MEAM should continue to build hard evidence (as in MEAM's local pilots), particularly in relation to the cost savings of this kind of approach: *'need to be aware that numbers talk best to policy makers so best not to be too fluffy'*

Shape specific messages...

- It was suggested that MEAM should link messages to more *'fashionable'/higher priority agendas e.g. subgroups such as: 'women, ethnic minorities, young people…don't be too generic / bland.'*
- Develop a more positive narrative e.g. *'focus more on people's potential, remind policymakers to have hearts not just minds…* present this group's needs in a sympathetic way e.g. drug users who commit crimes. *'it's not a popular cause, so need to shout loudly...recognise that some messages may not be perceived as positive'.*

Figure 7: Suggestions from respondents on building Coalition capacity for policy influencing

Strengthen work of four core partners...	Tailor messages for target audiences...	Build wider base of support for MEAM...
•Improve how CEOs/policy teams communicate the MEAM agenda e.g. 'more shared messages'	•'*More tailored approaches for different audience segments, particularly the different government departments*' e.g.	•Consider *'how to increase involvement of other significant organisations in the field of multiple needs*'
•Consider how partners can bring more input from commissioners into the Coalition	•'*...to strengthen the impact of the Social Justice Strategy*'	•'*it's about bringing together those who work in the field. MEAM has done this to some extent but could still do more*'
	•'*...to improve engagement with Public Health England as a means to influencing the local health sector.*'	• Consider who needs to be engaged in the MEAM agenda *'to what extent should it be a "social movement"?'*

5.3 Did MEAM make any difference to policy or funding at national level?

Interviewees were asked if there were positive outcomes at a national level relating to support for people with multiple needs and exclusions which they could identify and which could be attributed fully or partially to the work of the MEAM Coalition and/or any of its core partners.

Although as one interviewee noted there have been '*no big statutory policy changes yet*', it was recognised as something that would take considerable time, particularly in the current political climate. Interviewees were very positive about what MEAM had done, although many noted the complexity of the policy environment and highlighted the challenges this presents.

Figure 8 summarises the range of positive outcomes identified by the respondents:

Figure 8: Positive outcomes identified by respondents

MEAM's national policy activity	Positive outcomes
Close working with Department of Work and Pensions' Social Justice Team The Turning the Tide Vision paper and case studies	o Significant influence on the development of the government's cross departmental Social Justice Strategy[9] (in particular Chapter 4 which references MEAM and makes a commitment to encouraging coordinated interventions).
Policy work in relation to the Department of Communities and Local Government	o Reference to MEAM in the Making Every Contact Count[10] strategy o Funding for Resolving Chaos[11] in South London
Economic and social evaluation of the MEAM local pilots.	o Recognition as having contributed significantly to the evidence base: it has produced the strongest data available from practice on wellbeing and service use costs. o Has attracted widespread attention.
Work of MEAM and core partners	o Some recognition that MEAM has been active in raising the issue of multiple needs regularly and clearly

There was also strong feedback that MEAM has been very influential in growing interest and support for multiple needs among some major national funders, as evidenced by, for example:

- Very strong consensus among all interviewees that MEAM was a big influence on the Big Lottery Fund's development and launch of their Fulfilling Lives programme, with £112 million funding over eight years to twelve areas in England. MEAM had been very active in engaging with Big Lottery Fund prior to the development of its programme and it was noted that they '*would not have had enough evidence for their programme otherwise'* and the major new investment in multiple needs and exclusions *'would have seemed impossible five years ago'*.

- Recognition by Big Lottery Fund that MEAM's support for local areas improved the quality of bids for their programme funding which local areas submitted. This was followed by MEAM securing a major £1million contract for delivering support (via a strengthened Local Networks Team) to the Big Lottery Fulfilling Lives programme over eight years.

- LankellyChase supporting development of MEAM's policy work.

[9] Department for Work and Pensions (13 March 2012), *Social justice: transforming lives,* DWP.

[10] DCLG (August 2012), Making Every Contact Count: A joint approach to preventing homelessness, DCLG.

[11] Resolving Chaos is a Cabinet Office-sponsored pathfinder, exploring new ways of delivering services to the public. As a 'spin-out' from the Department of Health, Resolving Chaos became a new Community Interest Company in February 2012.

5.4 Recommendations

The MEAM Coalition could strengthen its national and local policy influencing by considering some of the suggestions made by respondents in this evaluation, in particular:

1) *Continuing* to reflect strong connections with service users and build the evidence base of hard data on positive outcomes for individuals, and any cost savings of this kind of approach: *'numbers talk best to policy makers'*.

2) Developing a more readily understandable definition of the MEAM target group and compelling communication of MEAM's theory of change which reaches hearts as well as minds.

3) Ensuring that policy influencing work is underpinned by communications tailored for specific target audiences, for example, particular government departments or commissioners (see also recommendation 11 in section 7).

4) Developing a structured engagement strategy, setting out how MEAM can engage a wider range of stakeholders, including other significant national organisations as well as considering potential for use of digital media to build MEAM's capacity as a 'social movement'.

6. Impact on local practice

This section of our findings looks at the impact MEAM has had on local services working across criminal justice, substance misuse, mental health and offending and in particular the impact it has had on these services working better together to tackle multiple needs.

6.1 The MEAM pilots

Between 2010 and 2012, with funding from the Gulbenkian Foundation, MEAM supported three local pilot areas to develop approaches to addressing multiple needs based on four core elements taken from previous multiple needs programmes: coordination, flexibility, consistency and measurement.

Working with Pro Bono Economics and FTI Consulting, MEAM undertook an in depth economic and social evaluation of these pilots[12] following thirty-nine clients over the period of the pilot. This economic and social evaluation has so far provided some of the strongest data available on multiple needs and exclusions. The results show statistically significant increases in individual wellbeing and provide important information on how the shape and cost of wider service use changes as people engage with coordinated interventions.

6.2 About the MEAM Approach

The pilot phase led MEAM to explore the wider implementation of coordinated services and to the development of the 'MEAM Approach': a non-prescriptive framework to help local areas design and deliver better coordinated interventions. This interim evaluation explored the progress to date on the MEAM Approach and its impact on strategic outcome number two: supported local and national networks that can lead effective practical change The MEAM Approach is set out in Figure 9 below.

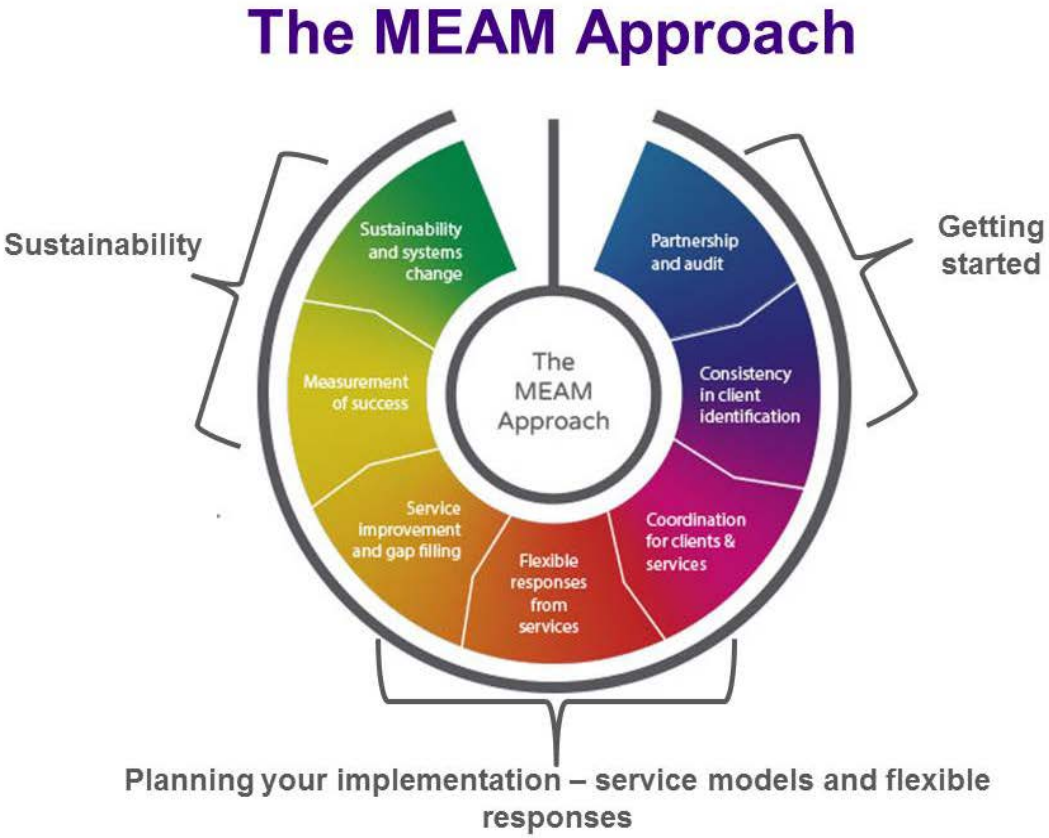
The website www.theMEAMapproach.org.uk is the main gateway to the MEAM Approach. It includes:

- The seven core elements of the MEAM Approach
- A wide range of practical and helpful resources
- A way to search for partners in local areas
- A 'status' for each local authority area
- Information about national networking events
- Information on the support MEAM can provide

In addition to the website, MEAM has developed a cross-sector Local Networks Team to offer personalised support to local areas on the MEAM Approach journey. The team, which is 'embedded' in Clinks, Mind and Homeless Link, was, by February 2014, providing support to eleven local areas. A total of forty local areas had submitted expressions of interest to participate in this phase of MEAM work.

[12]Battrick, T, Crook L, Edwards K, Moselle B,(February 2014) *Evaluation of the MEAM pilots: Update on our findings, by FTI* a report by FTI Consulting and Compass Lexecon for MEAM.

Figure 9: The MEAM Approach

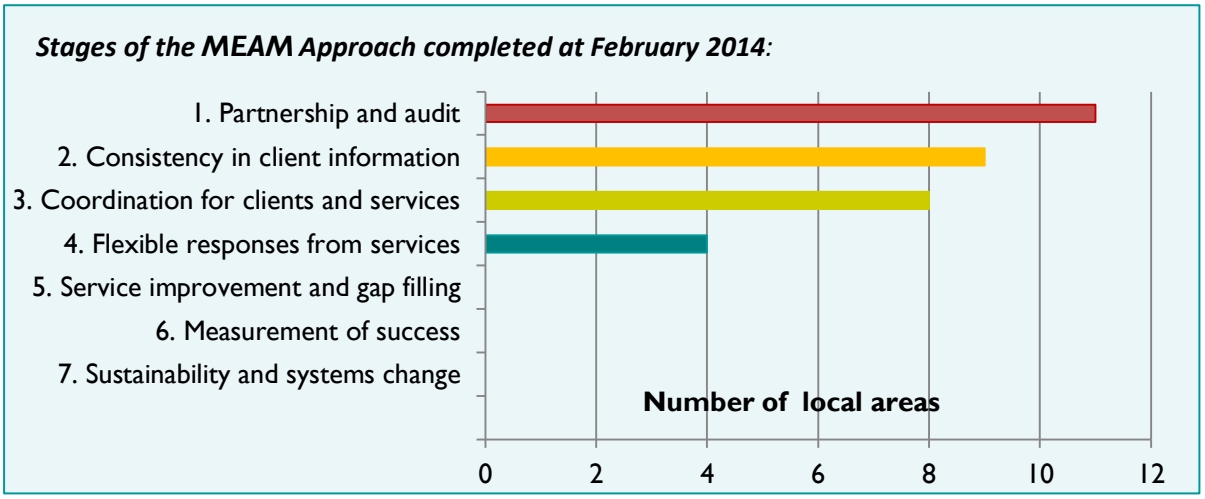


6.3 Progress made in local areas

Having selected interested local areas, the Local Networks Team has supported them in bringing together local service providers and other local agencies to commence work and move towards putting a coordinated intervention in place. Of the eleven local areas being supported, nine have now established partnerships with an identified local lead.

Figure 10 shows the progress made by each on the seven elements of the MEAM Approach:

Figure 10: Progress of supported local areas in the MEAM Approach



In the areas interviewed, at least two partners and the relevant member of the Local Networks Team participated in the evaluation. There was a remarkable general consensus about the purpose, remit and achievements of each partnership between different interviewees, although in one area there was a lack of clarity about who was leading the process. In the experience of the evaluation team, this level of positive consensus is not something that is always observed in collaborations of this kind.

In spite of the enthusiasm, progress towards 'delivery' had been slower than some had hoped[13]. Overall, MEAM's plan for progress was that half the local areas would get to an operational stage by the end of Year One, and that all would get there by end of Year Two. It appears that this assessment could be broadly correct, with MEAM forecasting that around four local areas are likely to be running an active intervention by 1 April 2014.

'it's not easy…at local level we are doing this in the context of changing personnel, restructuring of statutory sector and cuts'

6.4 How helpful is the MEAM Approach to local areas?

The evaluation explored how helpful the seven-element methodology of the MEAM Approach and the resources on the MEAM Approach website had been to local areas in considering the design and implementation of a coordinated intervention.

Almost all those feeding back viewed the overall multi-agency approach as appropriate and that the analysis underpinning MEAM's theory of change was accurate, for example the analysis of the needs of this particular group and the need for better coordination of services. As one local lead said:

'When you work in housing these are key people. They are the ones who turn up on Friday night and we don't know what to do with them, they are in crisis and we're ringing round to try and find somewhere for them over the weekend. They often have such big issues, and for example are too drunk to interview. If we

[13] As evaluators who have worked with a range of partnerships, our view is that MEAM local areas' progress is not slow in comparison with other comparable local partnerships, particularly in such a challenging and changing local policy, commissioning and funding environment.

had a coordinated approach, more prevention they wouldn't be coming in to us in crisis or spending time in the hospital or with the police.'

The philosophy behind the MEAM Approach, although not necessarily new, was seen as a useful way of getting people together to focus on this key issue:

'The MEAM Approach works, and is popular. Everyone accepts that they need to work together to save money and this group are expensive. This is not the only rationale for doing it but is a way of meeting this agenda. It provides a structured approach. We need to work smarter together and this helps'

'There are four different governance systems all focused on a bit of a person, none look at the individual and what they need. This looks at the individual and does an overall package, it is a person-centred approach.'

Nearly all the respondents were enthusiastic about the MEAM Approach and had been successful in engaging partners to be involved in the process. They were positive during the interviews with the evaluators, and also described enthusiasm amongst their partners:

'Everyone wants to do something, everyone is so excited about it, we all want the same things.'

'Engagement has been positive. We had a wider stakeholder day which was very effective'

'We started at the top and got buy- in from directors which ensures priority in spite of restructuring'

'Really surprised, or rather encouraged, at how easy was to get the group together, how many want to be involved'

'The approach has been welcomed by all agencies throughout the area. We have established partnerships with organisations with the statutory, voluntary and private sector which has aided a smooth path so far. The communication and willingness to share data from the Police has been excellent.'

The seven element design of the MEAM Approach was felt to be helpful by the majority of participants. It was perceived as a useful framework that broke down what could be a daunting process into manageable, clear steps *'bite size chunks'* and was described as an *'easy concise step by step process.'*

'The MEAM wheel is useful as it brings people together around a logical sequence: makes sure there is a sensible structure…don't jump straight into the solution without having done proper preparation.'

'It is helping our members grapple with some difficult issues.'

Lead agencies at the local level, and Local Networks Team members reported that the framework was a useful tool to ensure that the essential early stages of getting partnerships established and a strategic basis was adhered to and prevented partnerships rushing to implementation. They described going back to the model to keep checking whether they had missed anything, and referring to it when troubleshooting if they started to have problems. The timeline and targets were felt to be reasonably realistic, and helped prevent partnerships trying to do too much too soon. One local area, although it was not following the MEAM Approach so closely, reported it had helped them pick out key strategic questions for the partnership to consider.

The fact that the MEAM Approach has been tried and tested (in that it was based on learning and the economic evaluation from the pilots) has been a key factor in its success. This was important in terms of being able to persuade partners to use it, engendering confidence in the Approach and having associated resources available on the website, for example the needs assessment and job descriptions from the successful pilots.

> *'The early pilots evaluation and follow on work, the economic and social evaluation is very useful which has been important in making an impact nationally, this kind of data is very helpful.'*

Being part of a national programme was considered an important aspect, giving involvement in MEAM additional status and providing momentum for drawing in local engagement and additional sources of expertise and support:

> *'It appeals to people in [this area] as being part of a national thing. It's not necessarily a new idea, the complex needs issue was already understood…but MEAM has created some momentum… they are using the fact that they have been "selected through a national competitive process" to garner enthusiasm and engage people more widely.'*

Some respondents felt the fact that the MEAM Approach was independent of any local agency was a contributor to its successful uptake and way of bringing partners together:

> *'It is useful that it is presented independently and is part of a national initiative. So no agenda…not one service coming in and trying to dump their work.'*

As most partnerships were still in the early stages of the MEAM Approach, it was not easy to identify its most useful aspects, but there was positive feedback about the resources MEAM were promoting:

> *'The needs assessment is very useful – clear and straight forward. It means we don't have to start from scratch and risk everyone wanting to change it. We can say "this has been tested, it works".'*

The resource providing guidance on identifying who should be in a strategic group and operational group was also regarded as helpful:

> *'Extremely helpful – it gives you prompts. This suggests who should be on the group, how to do it. One of the big things is how to involve service users…finding out how others are doing it.'*

6.5 Gaps and potential areas for improvement in the MEAM Approach

Respondents were asked whether they felt there were any gaps in the MEAM Approach and if there were ways the resources offered could be improved. They identified a range of areas to consider as summarised in Figure 11 below:

Figure 11: Potential areas for improvement in the MEAM Approach suggested by respondents

Tackle the lack of local services	Consider alternative approaches	Further developing the website
• Several respondents raised the issue of gaps in services. They felt the key problem facing service delivery may not be a lack of co-ordination and flexibility of existing services, but a more general lack of service provision. • In context of cuts this could be a big problem. *'What do you do if there are no available services...given that there are proposed cuts of 100% to domestic violence, offender and drug services in some areas.?'*	• Some participants commented that there was currently only one 'model' available on the website • The MEAM Approach is described as being non-prescriptive, but some of the MEAM guidance was perceived as being quite prescriptive *'I was expecting more examples, case studies'* • One area spoke of an emphasis around staff training and practice supervision that could make a good case study	• One respondent felt that MEAM should combine it's two websites. • Respondents felt that they would like more involvement in the website: e.g. *'I would like to improve it, to be able to update the local section on the website ourselves. Then we could show the approach and website to potential partners showing what we're doing on it.'*

These comments and suggestions were discussed with MEAM staff, who made the following points, which have provided the context for the recommendations made at the end of this section:

- The MEAM Approach does address the issue around lack of local services, but this comes later in the seven element model i.e. only after local areas have attempted to coordinate existing services and ensure flexible responses.
- MEAM's view is that the MEAM Approach is non-prescriptive as to how a partnership should address each of the seven elements. The intention is that as more areas try out different approaches, the website will reflect this.

6.6 Barriers to progress at local level

Local areas were asked about their barriers to progress and Figure 12 below summarises the findings, including funding and capacity issues, and a lack of sufficient engagement so far from mental health agencies:

Figure 12: Barriers to progress at local level suggested by respondents

Capacity to facilitate/lead the process...

- It was suggested that a small amount of money to facilitate the process of running meetings, conducting audits, and paying for travel to network events *'would help focus the mind' of the partnership.*
- *'Now we are getting down to writing the specification, the business plan, it takes longer. It will get done but there are lots of competing demands on people's time.'*
- Importance of local leadership: *'leadership with local knowledge is key and more likely to get positive results to inspire others by building on it where it is strong.'*

Capacity of local agencies to participate in the process...

- *'Local Authorities and lots of other organisations are being cut and individuals are doing ten jobs each, there is no capacity.'*
- *'restructuring and re-tendering processes have put incredible demands on services' capacity, and also have fostered uncertainty'*
- *'probation service...is in chaos'*
- *'drug and alcohol service staff have been re-tendered and staff are not yet in place'*

Funding for aspects of service delivery...

- Service funding is being cut in many sectors
- Difficult to get any funding to develop support services for multiple needs issues e.g. employing coordinators
- *'Even small contributions from statutory services seem to be problematic'.*

Lack of engagement of mental health agencies

- Some respondents have perception that MEAM Local Networks Team and local partnerships are dominated by homelessness organisations
- More support needed to engage mental health sector at local level
- *'Not many local Minds involved yet it is early days... more potential to engage other mental health organisations – how much should Mind act as a conduit for other mental health organisations at a local level?'*

Funding is clearly an issue affecting several aspects of local implementation.

'Funding is a big issue for services generally, and particular challenges in a two tier local authority area like [area]. There is quite a lot of infighting between the levels – creates an extra hurdle when trying to get to grips with local commissioning/budgets. There is a big concern re budget implications of MEAM. In climate of cuts it may be impossible to achieve much in the way of better services'

However, it is clearly not all about funding: Unlike the areas supported by the recently launched Big Lottery Fund programme, the eleven MEAM Approach areas do not receive any direct funding from MEAM for their work: the fact that forty areas expressed an interest in participating in MEAM's local pilot phase without any funding attached has been seen as an indicator of the importance people attach to the MEAM Approach, as well as being an early indicator of potential sustainability. There is *'commitment…nobody has come along thinking they will gain financially…they genuinely want to help.'*

6.7 Local Networks Team support

The local partnerships were being supported by the MEAM Local Networks Team, made up of (a proportion of the time of) fourteen members of staff from the MEAM Coalition partner organisations: ten from Homeless Link, two from Mind and two from Clinks. Approaches to support were slightly different according to the local areas. In some areas Local Networks Team members were paired so that two individuals from different MEAM partners worked together, in others, the team members led an area individually. MEAM expects the sense of a being part of team to increase, since the new Networks Development Manager came into post in October 2013, and it is clear that activities since then have been well received.

The evaluation asked about the impact of the support provided by the MEAM Local Networks Team on the local areas and which elements of support had been most helpful and which least helpful.

Local agencies were generally very pleased with the help they had received from their Local Networks Team members. They appreciated the knowledge, experience and expertise of the partners, especially in homelessness issues.

'I couldn't have done it without [Local Networks Team member]. S/he's there for everything we do, making notes, sending them out, bringing a better knowledge of MEAM. I can't praise them enough. Reminds me what to do. S/he knows the voluntary sector so could invite people to the operational group. We are a busy team, so you need someone to keep reminding you.'

'Had support from [Local Networks Team member] who has been to two meetings. It was very useful – we went through the MEAM Approach – s/he has knowledge and experience of the MEAM Approach, housing, and complex needs. Convinced the others to try it and show there is merit in the process'

Indeed, local agencies were asked if they could have worked without the support of their Local Networks Team member. Levels of support received had varied, but most said that they could not have done it without support. They suggested that the level of support was about right, as they needed to own the work and be responsible for doing it locally. Some felt that they '*would have got there eventually*'.

'Not sure if could do it without [Local Networks Team member]. Support has been crucial, and being part of national work. [S/he] does things like sending Cambridge evaluation straight away. Could have found it on website, but makes it easier. [Brings]...thinking and linkages from other areas… being part of something bigger nationally.'

They appreciated the practical support in getting things moving and providing information from the original pilots (e.g. job descriptions from Cambridgeshire) and information from other areas. The Local Networks Team had brought a level of understanding of partnership working and what needs to be in place to make it work.

'All of it has been helpful. They've been really good at sensing the pace the partnership needs to go at'

'Input from Local Networks Team has been really helpful in bringing in ideas from other areas. For example, they have helped by ensuring some key issues are addressed e.g. how to ensure [local agencies] secure some budget for their partnership'.

One respondent commented that the support available from the MEAM Coalition had not been as expert as they had expected and that they had benefited more from support from peers in other

areas. In response to this, MEAM staff noted that the intention is not that Local Networks Team members will each have all the detailed expertise required, but will facilitate exactly this kind of peer support: however the comment made suggests there may be an issue around how to ensure expectations around this are managed.

6.8 A wider national network

It is relatively early days in the development of a 'national network' of MEAM Approach areas, with the staff support for this only recently in place. However there are early indications that this is valued by those who attended the national conference in December 2013 and/or the recent national networking events. Many of the interviewees were enthused having attended the national networking event just a few days before being interviewed, having found it very helpful in terms of sharing experiences, seeing that other areas were facing similar barriers and problems and found some of the resources helpful.

'Very useful to see what other areas are doing and barriers they are coming across. I will take some of the diagrams from the network meeting to the next meeting as I thought they were useful. We were shown examples of where people had not followed process and came unstuck so reinforces importance of it.'

They felt reassured that they were not on their own at only being at the early stages. The opportunities to hear more about evaluated, practical examples of how it is working in Cambridgeshire were cited as very helpful, especially having presentations by the worker and service users.

'Best bit was the network event when Tom from the pilot in Cambridge spoke. I used to work with people like this, and you feel you are on your own, what can I do, how can I get help from other agencies to help them? For example, listening to Stella, the service user, she had the classic issue, she couldn't make appointments. Some agencies close a case if someone doesn't attend. But you've got to be flexible, go to her rather than her come to you. The coordinator can help with this and flexibility is the key.'

Some described how helpful it was to have people to '*bounce ideas off*'. However, several identified that although the network meetings were very helpful, there was a considerable expense in terms of time out and travel and that they should not all take place in London.

Interviewees highlighted the importance of MEAM's policy influencing and lobbying work at the national level:

'This is vital for MEAM to do…it helps locally, especially in present challenging funding context, to be able to refer to a national initiative/agenda…helps engage people in the concept and need for implementation.

6.9 Has the MEAM approach made any difference to outcomes?

The evaluation asked about positive outcomes for MEAM's target client group, and also about intermediate outcomes relating to the work of those organisations supporting them, as this a key part of MEAM's theory of change.

The vast majority of the eleven local areas are in the early stages of the MEAM Approach, developing partnerships and conducting audits, and have not started to operate locally on the ground, so (as

expected by MEAM) for most there are, as yet, few outcomes for individuals with multiple needs at this stage. Only one area identified some outcomes at the individual level.

There was, however, in line with MEAM's theory of change, a range of positive 'intermediate' outcomes relating to the MEAM Approach areas, as Figure 13 below summarises:

Figure 13: Positive outcomes identified in local areas as a result of MEAM support

Positive outcomes	Findings and comments
Better understanding of the needs of adults with multiple needs and exclusions	o Many of the respondents were very experienced and familiar with the needs of adults with multiple needs and exclusion. Some however were finding this new, especially those in areas which did not have high incidents of multiple needs or came from a different area of work. o For example, one area with two small district councils felt that they were recognising and identifying the problems collectively for the first time, and the audit process had helped identify where work should be focused. o In another area, several agencies had identified concerns with people in houses of multiple occupancy with private landlords. The police had identified that a quarter of acquisitive crime was coming from about eight of these houses and many health services were working there, and they knew there was an issue about prison release. This is where they were going to target their work. *'Making the links has been amazing. The representative from Public Health…I didn't know about her… she's so enthusiastic and made a massive contribution at the last meeting…talking about suicide and self harm. We don't really know how to deal with it and go to our crisis team but hard to get them to come out. We don't know what to do. She's bringing training.'*
Better joint working of support services	o Part of the analysis underpinning the MEAM Approach is that services are not working together effectively for this particular group of clients. In nearly all of the areas studied, the project partners identified greater information sharing between agencies. o People with years of experience in the sectors were learning about the existence of other agencies. For example: *'The agencies clearly don't know about each other. For example the police representative said they were going to have a hub where they were going to 'place' people until they could find other services to work with them longer term. No-one else knew about this, which was really surprising.'* *'From the voluntary sector it looks like there's a huge amount going on in the statutory sector but working in parallel. For example, the County Council want to produce a database of all organisations who support individuals centrally, but police and health have their own databases.'* *'Learning about the overlap with health…for example seeing the "top hospital attenders" list as part of the audit.'*

Positive outcomes	Findings and comments
Trouble shooting service delivery problems and holding services to account	For example: when the lack of response from a service to an individual case was highlighted in a strategy meeting and raised with the manager of that service, s/he was able to identify the policies and procedures that should have been followed. *'a young man turned up late on Friday night wanting accommodation, and said he would commit suicide if he didn't get accommodation. The service phoned the [mental health] crisis team who refused to come out saying "anyone can say that". The strategic lead from public health was really shocked by this and said they do have protocols and should come out [to that incident]. They are taking it up strategically.'*
Securing funding	Five local areas have been successful in securing local funding to support their work implementing the MEAM Approach. For example one area had secured £50,000 from Public Health and were seeking additional funding to employ two workers.
Influencing local policy / integration of the MEAM Approach into local structures	There were some early examples of the MEAM Approach being adopted into local policies, structures and strategies: o Tendering document for supported accommodation providers. o A MEAM strategic group becoming a sub-group of the local Adult Safeguarding Board. o Reference to MEAM at a regional level influencing local policy on improving joint working between prisons and local authorities. o MEAM referenced in Health and Wellbeing Board documents/agendas and a Joint Strategic Needs Assessment (JSNA). o MEAM referenced in a draft DAAT commissioning for Recovery Strategy by a local Strategic Housing Group. o MEAM being adopted as a stream within broader multi-agency approach. o Inclusion in a draft Homelessness Strategy Action Plan for 2012-15

6.10 Making progress in challenging local contexts

The MEAM Approach is being developed in a period of upheaval and change, and is being implemented in a range of different areas and contexts. The areas were selected on the basis of their expressions of interest and had to demonstrate 'partnership readiness' in order to be selected to participate. From the responses in this evaluation, three key contextual factors appear to have a bearing on the extent of local area progress:

- **Collaborative culture in place:** one key factor of success seemed to be whether people were used to working collaboratively and were keen to embrace a multi-agency approach. Several areas had pre-existing multi agency meetings or initiatives. This meant that staff tended to know

each other, valued the opportunity to work in this way and were able to link the MEAM initiative to pre-existing structures, for example making it a sub-group of the Adult Safeguarding Board.

- **Senior leadership buy in:** some respondents from local partnership areas which had made good progress put this down to getting early commitment from senior levels: getting 'buy in' from directors which ensured that it was kept as a priority in spite of the restructuring.

- **Local authority geography:** some areas felt that being a unitary authority or being quite small meant it was easier to get everyone together. Respondents referred to other approaches / initiatives which favour this approach including the Common Assessment Framework, Integrated Offender Management, Troubled Families and Housing Community Hubs.

6.11 Recommendations for the MEAM Coalition

The evaluation has provided a range of views and experiences from local areas implementing the MEAM Approach to date which MEAM and the Local Networks Team should reflect on.

Specifically, it is recommended that the MEAM Coalition considers improving support for local areas by:

5) Continuing to identify and disseminate good examples of local practice, develop the guidance and web based resources, ensuring that the non-prescriptive aspect of the MEAM Approach is clear and that expectations are managed in relation to the support MEAM is able to provide directly.

6) Identifying how MEAM can promote and support increased engagement of mental health and probation sectors at a local level.

7) Developing more opportunities for local areas to engage in the wider MEAM networks and building MEAM as a 'national movement' which will enhance local engagement.

8) Influencing policy makers and funders nationally to provide a more favorable environment for implementing practice at a local level e.g. recognition of multiple needs and exclusions, longer term funding.

7. Impact on core organisations in the Coalition

7.1 Introduction

A key goal in the most recent MEAM strategy was to strengthen MEAM, with the four partner organisations committing to making multiple needs a priority in their organisations, and developing new capacity to work together at a local level through the creation of a Local Networks Team embedded within the four organisations. Some of the evaluation questions focused on the impact involvement in MEAM has had on the four constituent organisations making up the core of the Coalition: Clinks, DrugScope, Homeless Link and Mind, and how this was reflected in their focus and working practices. Issues relating to their involvement in MEAM need to be viewed in the context of each organisation's mission and networks, as set out in Figure 14 below:

Figure 14: Scope of mission and networks of core partners

Partner	Mission	Network
Homeless Link*	To be a catalyst that will help to bring an end to homelessness.	The only membership organisation for frontline homelessness charities in the UK with approx. 500 members, largely homelessness charities who work with approx. 70,000 homeless people who access their services
Clinks	To support, represent and campaign for the Voluntary and Community Sector working with offenders. We aim to ensure the Sector and all those with whom they work, are informed and engaged in order to transform the lives of offenders.	A membership body with 700 membership contacts in England and Wales.
DrugScope*	DrugScope is the UK's leading independent centre of expertise on drug and alcohol issues and the national membership organisation for the drug and alcohol field.	700 members (mix of professionals, voluntary sector organisations, statutory and private sector)
Mind	Mind is the leading mental health charity in England and Wales. It works to create a better life for everyone with experience of mental distress.	Over 150 affiliated independent local Mind organisations in England & Wales working with over 280,000 individuals.

**Note that these organisations had a change of CEO during the period of MEAM.*

All four organisations have been involved from the outset of MEAM in 2009, with their partnership underpinned by a legal agreement. As noted earlier, it was a very deliberate decision that the core MEAM functions supporting the Coalition would remain as small as possible, rather than being developed as a separate organisation. The Coalition is set up as a working arrangement and there is no intention to create a separate legal organisation or entity.

7.2 Prioritising multiple needs

At the national level, the CEO and policy lead from each core organisation in the Coalition had been directly involved in MEAM since its inception in 2009, on a regular basis through Programme Board meetings, and also, to more varied degrees, through direct input to other MEAM activities as the work has evolved. Compared with some coalitions, MEAM was perceived as having benefited from a very significant amount of commitment at CEO level.

Contacts in all four organisations spoke very positively of MEAM and had a clear commitment to continued involvement.

'We don't come to the table as equal organisations - but we ARE equal partners.'

'MEAM is *in our DNA'*

'Collaboration is messy and complicated but we like it!'

The focus on each partner organisation contributing its specialist knowledge and embedding staff working on MEAM within their organisations had been a deliberate choice which was perceived to be working well and continues to have strong support within the core partner organisations.

All four core partners viewed MEAM as having had a positive impact on their own organisations and how they approached issues relating to multiple needs and exclusions. One interviewee described the impact of MEAM on their organisation as having been *'really quite profound'.*

'MEAM has helped shape our own organisation's strategic objectives'

'We now have a much broader approach, looking beyond our traditional boundaries…a very positive thing'

'It has helped our organisation to think about multiple needs in more structured way. Can't think about[our client group] without thinking about their other needs.'

The extent to which MEAM and multiple needs had become a priority of each organisation's core work varied, and not surprisingly this correlated with the extent to which the MEAM target group coincided with their overall group of beneficiaries. i.e. for some of the organisations it is around 80% so multiple needs is 'mainstream' whereas for others people with multiple needs are one minority sub-group.

Perhaps surprisingly for a coalition of this kind, there was very little sense of conflict between each organisation's own agenda and that of the Coalition, and potential conflicts around MEAM competing for funding with core organisations had not been difficult to deal with in practice.

Looking ahead, there was great enthusiasm for the potential for more joined up policy influencing and embedding of the MEAM agenda in core organisations arising from the securing of funding from LankellyChase which would cover increased policy staff resource in each core organisation.

However, there is clearly still more to be done in relation to prioritising multiple needs and MEAM's agenda in the four organisations, as the interviews revealed:

- There were mixed perceptions and views about how embedded the agenda was in one organisation's priorities and strategy.
- There is still potential to further increase awareness and understanding within the core partners' wider staff team and stakeholder networks of the MEAM target group, their needs and the MEAM Approach.
- A comment was made that progress is *'strong but slow',* with the recognition that MEAM's core functions have limited resources and capacity.
- There were concerns that MEAM should involve other large, national players who provide services to adults with multiple needs and exclusions, and were unsure how to do this.

7.3 The Local Networks Team

As the first 'embedded' team in MEAM, the Local Networks Team has held regular network meetings and workshops and can exchange information and practice questions on a website. Since October 2013 the team has been overseen by a Networks Development Manager, a new post in MEAM, based alongside the Project Director.

The evaluation asked the members of the Local Networks Team how helpful they found being part of this cross-organisational team. Although it is still quite early days, the responses were very positive:

- Generally, the staff were appreciative of the workshops and events that have been held, including two particularly popular ones in December 2013 (on systems change) and in January 2014.

> *'Most recent meeting was very useful. Felt relieved where people were at, felt better, not to be so far behind. Vibe was really good, asking each other questions, so much buzz. Looking to each other to share information it was a really good day. Not trying to do it in isolation, you don't necessarily have the answers, but you are like-minded people with a commitment to help this client group.'*

- One aspect of the meetings was that it put names to faces and helped each other understand their context, so that it became easier to contact by email or on the shared website area:

> *'Once I'd met people face to face, it became easier to phone and ask for help, and to understand what they are putting on the shared website areas, as you have the background.'*

However, there is some way to go still to achieve the level of cross-organisation engagement that MEAM is aspiring to. Those workers who are based in regions where there are two members of the Local Networks Team (e.g. Homeless Link and Clinks) working with one area described how useful it is to have the joint expertise and to work together trouble shooting and sharing problems and ideas. Perhaps not surprisingly, those working on their own found it harder, and missed having the additional expertise, particularly in relation to mental health which seemed to be the hardest to secure engagement from at local area level. There was also a sense that the Coalition needed to be seen to be working together more on the ground.

'Needs more support from the other [MEAM partners]. Particularly need input from Mind. Mental health is an area I don't have expertise. You need someone else to talk things through when you're having a problem. Not enough people doing it, it [Local Networks Team] is dominated by Homeless Link so inevitably biased

toward homelessness. It doesn't look like a coalition on the ground. We are asking others to work together but we aren't seen to do so ourselves.'

There was an agreed expectation that organisations working with homeless people would be key in local areas, as a high proportion of rough sleepers or single homeless adults would have multiple needs and exclusions. However, some comments were made that the Local Networks Team was dominated by Homeless Link, and it would be beneficial to further increase the involvement of the other sectors, particularly mental health. This was partly a funding issue, as full-time funding for Local Network Team posts in each MEAM organisation had not been secured. Some plans are in place to address this concern, for example a workshop is being developed for the Local Networks Team focusing on mental health.

7.4 Recommendations for MEAM's core partner organisations

Based on the findings of this part of our interim evaluation, recommendations are set out below.

MEAM's core partner organisations could:

9) Continue to increase awareness and understanding within their membership organisations of the MEAM target group, their needs and the MEAM Approach. Some partners have further to go on this than others.

10) Consider how to strengthen the Local Networks Team with greater involvement from Clinks, Drugscope and Mind.

11) Each contribute more to the MEAM strategy by building further on their own strengths as national policy influencers. For example, developing more targeted approaches to engaging key target audiences within their current networks (see also recommendation 3 in section 5).

12) Develop a longer term business model for funding the core costs of the Coalition, in context of MEAM securing major support contract for the Big Lottery Fund.

8. Funding the MEAM Coalition

8.1 The role of the Gulbenkian Foundation

The Calouste Gulbenkian Foundation, unlike many other funders of the UK voluntary sector, has adopted an approach of working very proactively in both identifying needs and collaborating with organisations to help shape programmes to address them. In the case of MEAM, the Foundation's UK Branch, led by Andrew Barnett, worked very closely with the then CEO of Homeless Link to set up the MEAM Coalition, as well as funding the Coalition through its several phases of development to date. The Gulbenkian Foundation had been represented at every one of twenty-nine Partnership Board meetings since the inception of MEAM.

8.2 Perceptions of the funding relationship with Gulbenkian

In this interim evaluation, MEAM's stakeholders were asked their views on the relationship between MEAM and the Foundation and the pros and cons of having a funding partner with such close ongoing involvement.

Positive aspects of the relationship: Overall the relationship with the Foundation was viewed as very positive, with comments such as *'fantastic', 'encouraging, very supportive', 'a very significant commitment*'. Figure 15 summarises specific roles the Foundation contributed which were valued:

Figure 15: Positive aspects of the relationship with the Foundation

Role	Valued contributions from the Foundation
Committed partner from the outset	o Strong commitment to MEAM's partnership approach, with each core organisation bringing specific expertise. o Convening partners in the early stages, providing developmental grant support and hosting meetings
Funder (direct grants + in kind support)	o Supporting the Coalition with several phases of direct funding, offering funds for an independent Chair, and in kind support for some core functions (e.g. office space), sharing learning from work with other coalitions.
Challenging supporter	o Being a neutral but challenging convener for the Coalition, encouraging MEAM to be ambitious in the impact it is striving for, to consider how to articulate its theory of change and to set out a clear strategy.
Proactive broker	o Acting as a proactive broker/host for developing engagement with senior level stakeholders (such as trustees or funders) in a range of sectors. o Influencing the broader environment by reaching out to other funders with an interest in adults with multiple needs.

Challenges in the relationship: There had been some challenges for the partner organisations which were attributed to this being an *'unusual funder/recipient relationship'*. In particular:

- **Balancing expectations of speed of progress:** at times there was frustration by the Foundation Director at the pace of progress combined with a perception by the four core organisations in the Coalition that the Foundation wanted to rush to a solution to what were big entrenched issues, without fully appreciating what some of the issues were and why they were arising. Partners were subject to greater ongoing challenge from the Foundation, particularly as the Project Director was until recently based in the Foundation offices.

- **Strategic expectations:** ensuring the strategy was underpinned by realistic expectations of what each partner organisation could deliver/what was in their control. The Foundation at times felt that MEAM's longer term vision for how it should develop had been lacking and found it difficult to raise this issue in a manner acceptable to the core partners.

- **Leadership, governance and management:** the Foundation found it difficult to engage appropriately when there was a revolving Chair arrangement with the four CEOs overseeing the work of the Programme. Tension around this had mounted during MEAM's 'transition phase' where the four core organisations perceived the Foundation as having stepped 'over the line' by getting involved in management. One commented: *'the funder needs to know when to stop being very closely involved'*.

- **Comparisons with another coalition:** some comments were made that the Foundation's comparisons with the Campaign to End Loneliness Coalition were not always appropriate as the MEAM target population had much more complex needs, therefore the solution was more complex and the cause was less likely to immediately engage widespread popular support.

Feedback suggests that most of these issues have now been addressed, largely through revised governance arrangements (including appointment of an Independent Chair) and strategy put in place following the transition period, and a very recent strategy workshop. These appear to have addressed the issues which were causing tension, and strengthened the relationships between the Foundation and the Coalition going forward. The Gulbenkian Foundation has recently agreed a new core costs grant for MEAM for 2014/15.

8.3 Supporting cross-sector collaborations

The evaluation asked interviewees their views on whether supporting cross-sector collaborations was a helpful way to tackle intractable problems. Views were broadly positive:

- There was a strong consensus that supporting cross-sector collaborations is a helpful way to tackle an intractable problem: in some cases collaboration may be the only feasible solution.
- Coalition approaches take time and effort but can be very powerful in influencing at both national and local levels.
- All partners viewed the MEAM Coalition as having had positive outcomes externally as well as having strengthened their own organisations.

8.4 Learning for future funding of coalition programmes

From the evaluation interviews, learning which may be relevant for future funding of coalition programmes was identified. Two key themes emerged: the importance of clarity of purpose and

leadership, and relationship management. Learning is set out in Figure 16. Some of this may be specific to MEAM, whilst some may be of wider relevance:

Figure 16: Learning for future funding of coalition programmes

Theme	Learning
Clarity of purpose combined with strong leadership	o Shared ambition and clear theory of change underpinning a coalition strategy can help keep partners together and focused on their long term vision in spite of a rapidly changing and increasingly challenging external context. o Leadership matters in partnerships. An independent chair can help strengthen this, bringing an external perspective and, unlike the partner CEOs, a primary focus on the core purpose of the coalition. A budget to cover payment for this role should be considered if this will help secure sufficient time from a suitable person. o There is a need to make the most of what the core organisations and their CEOs, as well as the Project Director, can each contribute to leadership in the external environment.
Relationship management	o All partners need to be prepared to be flexible and to *'learn to be different'*. o Funded organisations should approach relationships with their funders with some flexibility i.e. avoid the assumption that all funders want the same kind of relationship. o Partners need to negotiate where 'the line' is which a particular funder should not cross and ensure there is a common understanding of this, by, for example, building this into agreed governance and management arrangements. As more funders may get involved, be prepared to manage varied expectations about their level of involvement in the coalition governance and strategy. o Ensure sufficient management and governance arrangements are in place, including a regular formal, forum (e.g. Programme Board) for coalition partners to air ideas and tensions e.g. issues relating to the vision, strategy and implementation.

8.5 Looking ahead: the future for MEAM

The interim evaluation feedback suggests there is particular need for a coalition like MEAM in the current UK climate where many people with multiple needs and exclusions are *'casualties of policies'* both local and national. Meeting the needs of this group of people may be seen as *'too difficult'*, hence it is particularly important to continue to explore the cost benefit issues (as for example in the economic and social evaluation of the MEAM pilots) to build the evidence base for how a positive difference can be made.

Given that local implementation of the MEAM Approach is very much still "partnerships in progress", this interim evaluation looked at some of MEAM's intermediate outcomes, focusing on the processes of national and local partnership working. Ultimately, however, MEAM is about positive outcomes and experiences for individual adults with multiple needs. The recent MEAM Coalition strategy workshop recognised this and, in that context, the importance of MEAM reflecting close engagement with service users. The pilot phase of MEAM's work has already had a significant impact on individuals (as evidenced by the FTI Consulting/Pro Bono Economics evaluation) and the Coalition expressed confidence that outcomes for individuals in MEAM Approach areas will begin to show in the coming months as local services become operational.

8.6 Recommendations

Recommendations are set out here in two parts: recommendations for the MEAM Coalition, and recommendations for funders:

The MEAM Coalition could strengthen relationships with funders/potential funders by:

13) Reviewing and managing expectations around the boundaries which need to be in place between MEAM and each of its funders in order to maximise the effectiveness of the Coalition.

14) Considering how the Coalition can add real value to the activities of each partner organisation, making it greater than the sum of its parts.

15) Identifying what could really help speed up the process of making a difference to MEAM's target group e.g. focusing projects on specific segments of MEAM's target group?

16) Thinking more about how to demonstrate and communicate achievements and what measures of success will be going forward.

17) Continuing to show leadership in this space by developing and communicating an understanding of prevention and the needs of future cohorts of people with multiple needs and exclusions.

The Calouste Gulbenkian Foundation / other MEAM funders could:

18) Consider how proactive a role the Foundation, as a co-founder of the MEAM Coalition, should take in bringing interested funders and potential funders together around the issue of people with multiple needs and exclusions, to maximise impact and ensure recent funding allocated to this group (e.g. by the Big Lottery Fund) does not simply displace other potential future funding.

19) Recognise that partnership working by umbrella bodies can be slow to build momentum and demonstrate an impact on the ultimate target group and so consider how long and under what conditions a funder should stay involved? When should they stop being involved?

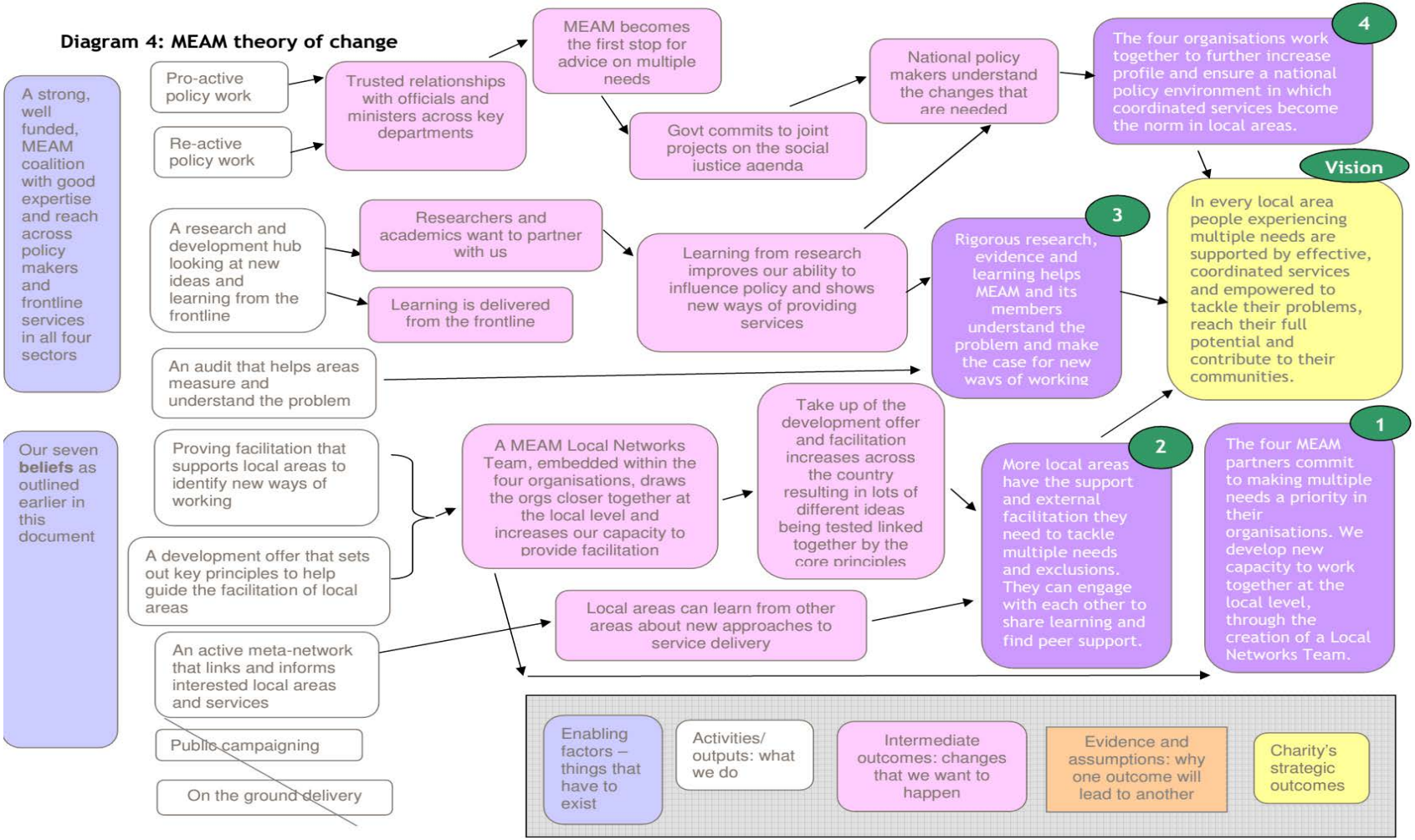
20) Consider different ways the Foundation could be involved in MEAM longer term, even if direct funding ends at some point in the future.

Appendix 1: Participants in interim evaluation of MEAM: February 2014

MEAM	- Baroness Tyler, Chair of MEAM Coalition
	- Oliver Hilbery, Project Director
	- Joanne Thomas, Network Development Manager
Adfam	- Katie Aston, Chair
Big Lottery Fund	- Lyn Cole, Deputy Director
Blackburn with Darwen Borough Council	- Ken Barnsley, Head of Corporate Research
Calouste Gulbenkian Foundation	- Andrew Barnett, Director
	- Annabel Davidson Knight, Grant Manager
Clinks	- Clive Martin, CEO
	- Nathan Dick, Local Development Team Leader, Manchester
	- Natalie Maidment, Local Development Officer North East
Drugscope	- Marcus Roberts, CEO
Department for Communities & Local Government	- Alice Bradley, Homelessness Policy
Department for Work & Pensions	- Pat Russell, Deputy Director Social Justice
Devon NHS	- Nicki Glassbrook, Health Inequalities Programme Manager
Families, Health & Wellbeing Consortium Blackburn	- Angela Allen, Manager
Garfield Weston Foundation	- Clare Wilkinson, Grant Manager
Homeless Link	- Paul Connery, Regional Manager, North West
	- Joe Kent, Head of Regions
	- Jacqui McCluskey, Director of Policy and Communications
	- Lindsay Megson, Regional Manager, South West
	- Neelam Sunder, Regional Manager, West Midlands
Mind	- Gavin Atkins, Community Portfolio Manager
	- Paul Farmer, CEO
Revolving Doors Agency (RDA)	- Dominic Williamson, CEO
Shilhay Community	- Richard Crompton, General Manager
Sunderland City Council	- Marnie Burden, Housing Advice and Support Worker
VAST, VCS Infrastructure and Volunteering Support Staffordshire	- Dave Benge, Strategic Liaison Officer

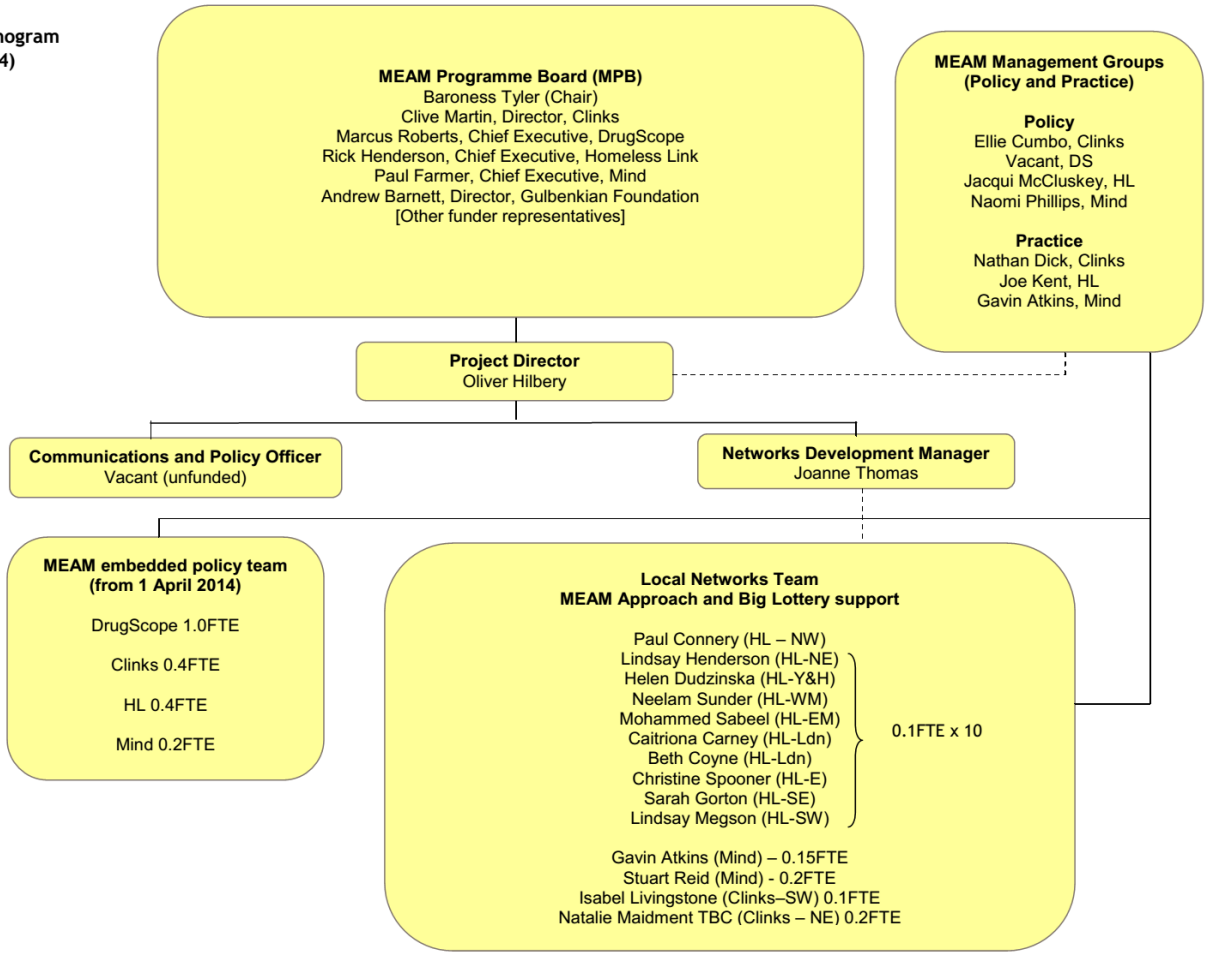
Appendix 2: MEAM's Theory of Change

Diagram 4: MEAM theory of change



Appendix 3 MEAM Coalition structure

MEAM organogram (March 2014)



Appendix 4 MEAM documents and other references

Documents prepared by or for the MEAM Coalition:

2008	o	*Gulbenkian grant paper relating to funding the setting up of MEAM*
	o	*Revised grant paper re funding the setting up of MEAM*
	o	*MEAM Coalition Agreement*
2009	o	*MEAM Manifesto*
	o	*Gulbenkian grant paper re funding a policy seminar by the Institute for Government*
	o	*Gulbenkian grant paper re funding a series of essays from the Fabian Society*
2010	o	*Gulbenkian grant paper re funding pilot initiatives by the MEAM Coalition*
2011	o	*Gulbenkian grant paper re funding for a vision paper for government on multiple needs and exclusion*
	o	*How We Work: A Briefing Note for Partners, 2011.*
	o	*Turning the Tide: A Vision Paper for multiple needs and exclusions*, a joint publication by MEAM and Revolving Doors, September 2011.
2012	o	*MEAM Progress report - 31 March 2012*
	o	*Tackling Multiple Needs And Exclusions Nationwide - 2012*
	o	*MEAM – Outputs and Next Steps – Evaluations and Options Appraisal - 2012*
	o	*MEAM – FAQs - 2012*
	o	*Slides from KP Fox work on evaluating MEAM - 2012*
	o	*Letter from Andrew Barnett, CEO Gulbenkian Foundation, to MEAM coalition partners about the next phase – 14 February 2012 / Response to Andrew Barnett's letter from the MEAM Coalition partners – 23 February 2012*
	o	*Gulbenkian grant papers relating to funding for review and development for the future in the MEAM coalition - early 2012 and July 2012*
2013	o	*Reflections on a conversation between the Boards of MEAM and the Campaign to End Loneliness – 27 February 2013*
	o	*Director's Report MEAM Programme Board - July 2013*
	o	*Director's Report MEAM Programme Board - October 2013*
	o	*In 2013 We will …* - Strategy Leaflet – 2013
	o	*Roberts, M (September 2013), Fulfilling Lives: A guide to the new policy environment for multiple needs,* Published by MEAM and Revolving Doors Agency.
	o	*Evaluation of the MEAM pilots – Update on our findings – Report by FTI Consulting and Compass Lexecon – pre publication version December 2013*
2014	o	*Director's Report MEAM Programme Board – January 2014*
	o	*National Networking Day – Power Point presentation – 30 January 2014*
	o	*National Networking Day – Report on the day – 30 January 2014*
	o	Battrick, T, Crook L, Edwards K, Moselle B,(February 2014) *Evaluation of the MEAM pilots: Update on our findings, by FTI* a report by FTI Consulting and Compass Lexecon for Making Every Adult Matter (MEAM)

The following websites were also used as sources of relevant information:

MEAM	http://www.meam.org.uk
Clinks	http://www.clinks.org
Drugscope	http://www.drugscope.org.uk
Homeless Link	http://www.homeless.org.uk
Mind	http://www.mind.org.uk
Calouste Gulbenkian Foundation	http://www.gulbenkian.org.uk
Big Lottery Fund	http://www.biglotteryfund.org.uk

External references

Some of these are broader references the evaluators drew on relating to evaluation of collaborations, and it is suggested that it would be useful to useful to explore these in more detail when thinking about future evaluation and development of the MEAM Coalition and the MEAM Programme:

Barclay, J. (2006) *Collaboration is Best? A framework for assessing the impact of collaboration from the point of view of beneficiaries (paper for an NCVO conference on Collaboration)*

Barclay, J. and Pettitt, B. (2012) *Productive Partnerships and Vision Planning Tips.* (downloadable at http://www.vision2020uk.org.uk/ukvisionstrategy/page.asp?section=327&sectionTitle=Planning+Guidance+Top+Ten+Tips

Battrick, Tim et al (February 2014) *Evaluation of the MEAM pilots – Update on our findings.* A report by FTI Consulting and Compass Lexecon for Making Every Adult Matter (MEAM)

Chartered Institute of Public Finance and Accountancy (1997) *Building Effective Partnerships – Practical Guidance for Public Services on Working in Partnership.*

Cupitt, S. (2013) *Campaign to End Loneliness – Impact Report – The first three years' achievement.* Charities Evaluation Services.

Department for Business Innovation and Skills (2010) *BS11000: Standards for Collaboration, Meeting the challenges for the 21st century by building more effective collaborative business relationships.*

Department of Communities and Local Government (August 2012), *Making Every Contact Count: A joint approach to preventing homelessness.*

Epps, D. (2011) *Achieving Collective Impact with Result-Based Accountability.* Results Leadership Group.

Hawkins, D.E. (2010) Setting the Standard for Collaboration. *Strategy Magazine,* 26 December 2010, p. 24-27.

Nemec, K. (2011) *Advocacy and Policy Change Evaluation: A brief overview.* JR McKenzie Trust.

New Philanthropy Capital (2011) *Impact Networks - Charities working together to improve outcomes.*

Pankaj, V., Athanasiades, K., and Emery, A. (2014) *Coalition Assessment – Approaches for measuring capacity and impact.* Innovation Network.

Williams, P. (2010) *Making a Difference Together? Planning, monitoring and evaluating voluntary and community sector collaborative working.* Charities Evaluation Services.

Department for Work and Pensions (13 March 2012) *Social justice: transforming lives,* DWP.