

Applying Situational Analysis to examine the impact of VOICES on people experiencing multiple disadvantage

Journal:	Housing, Care and Support
Manuscript ID	HCS-02-2022-0006.R1
Manuscript Type:	Research Paper
Keywords:	multiple disadvantage, Situational Analysis, fair access, Housing First, systems thinking, failure demand

SCHOLARONE™ Manuscripts

Introduction

Multiple disadvantage

Multiple disadvantage has been defined as 'experience of two or more of homelessness, offending, substance misuse and mental ill health' (Lamb *et al.*, 2019, p5). Similar to terms such as 'severe and multiple disadvantage' (Bramley *et al.*, 2015) or 'multiple and complex needs' (Harland *et al.*, 2022), multiple disadvantage is used to describe a population at the extreme margins of social disadvantage (Bramley *et al.*, 2015, p11). Under these circumstances, people tend to have much worse health and quality of life compared with other low income and vulnerable people, and can place disproportionate demands on certain public services (e.g., emergency health care, criminal justice system), with considerable societal costs.

A key focus of the national Fulfilling Lives programme was on changing systems that can enable sustainable improvements in the lives of people experiencing multiple disadvantage. These 'systems' can be considered a complex non-centrally controlled system of interdependent, autonomous parts that are expected to (but often do not) function as a coherent whole (Rutter *et al.*, 2017). Through taking a systems focus, Fulfilling Lives recognised that multiple disadvantage is less a product an individual's beliefs and attitudes, and more a function of the system that should support them, i.e., behaviour of institutions, policy decisions, public attitudes and cultural norms perpetuate social problems that keep people in a state of dire need (Abercrombie *et al.*, 2015).

Systems change has been described as the 'intentional process designed to alter the status quo by shifting and realigning the form and function of a targeted system' (Foster-Fishman et al., 2007, p. 197). Social systems are often complex and comprise many components of different types (e.g., people, services, policies, practices). Therefore, to effect lasting change requires altering underlying structures and mechanisms that make the system operate in a certain way (e.g., policies, practices, relationships, resources, power structures, values) (Abercrombie et al., 2015). This demands action and support from different sectors and organisations within the local support system (Nichols & Doberstein, 2016), ultimately, to improve the circumstances and lives of those with multiple disadvantage (Flower et al., 2019).

Setting

This paper presents a Situational Analysis undertaken as part of a summative evaluation of Voices of Independence Change and Empowerment in Stoke-on-Trent (VOICES), an eight-year local implementation of Fulfilling Lives (2014-2022). VOICES targeted systems change efforts in three priority areas:

- Ensuring fair access to services – in addition to casework and service coordination to facilitate access to services for VOICES customers, a range of VOICES activities within this workstream aimed to address systemic barriers to customers receiving the support they needed. They included the Multi-agency Resolution Group (MaRG), embedding specialist welfare advisors in frontline services to help customers to access benefits to which they were entitled, and conducting research

- to better understand common barriers such as difficulty registering with a GP as well as poor outcomes following prison release or hospital discharge.
- Housing First following the trial of a housing-led intervention 2014 -2018 (similar to Housing First,), VOICES worked to embed a Housing First programme, which adhered to the programme principles (Homeless Link, 2016), through a pilot implementation (2018-2022). VOICES supported through various roles: Service Coordinator, Landlord Liaison Officer, and Tenancy Sustainment Officer, in addition to funding a 12-month extension (2021-2022) and an independent programme evaluation (Author name removed for anonymous review. 2021).
- Making services users leaders in service design and commissioning VOICES worked with and supported Expert Citizens, putting coproduction with lived experience at the heart of its activities, and helping with Expert Citizens' development to become an independent Community Interest Company (CIC).

Situational Analysis

Advanced methodologies are required to study this type of complex systems change, where traditional approaches grounded in linear models of cause and effect are inappropriate (Martin *et al.*, 2016; Rutter *et al.*, 2017). We needed a methodology that embraced fragmentation, instability, diversity, context, and positionalities, such as Situational Analysis (Clarke *et al.*, 2018), which is designed to unpick knowledge from complex inquiries (Wulff, 2008).

Situational Analysis was well-suited to exploring how and to what extent VOICES had impacted the 'situation' of the wider system of support for people experiencing multiple disadvantage in Soke-on-Trent, for several reasons. First, it is an iterative and data driven methodology. This was appropriate as we did not have a predefined hypotheses and were guided by the data to understand the complexity of the situation (Clarke *et al.*, 2018; Meadows, 2008). As detailed subsequently, discourses and issues identified, were further explored through revisiting materials, or seeking confirmation or clarification through alternative sources, thus allowing key discourses to develop. Second, Situational Analysis is a flexible methodology that can accommodate a range of secondary and primary data sources, such as reports, interviews, field notes and minutes, giving equal credence to written and verbal evidence (Clarke *et al.*, 2018). This enabled use of the wealth of existing evaluations, reports and other existing data accumulated throughout VOICES, with follow-up workshops to verify emergent themes. Third, Situational Analysis is one of the few methodologies that puts context ('situation') at the heart of the investigation (Clarke, 2005). Here, the situation was the wider system of services and support for people experiencing multiple disadvantage in the city, which is distinct from other settings and population types, and needed to be fully understood.

Some researchers have suggested that these key properties align Situational Analysis with complexity inquiry and systems thinking (Martin *et al.*, 2016). The present study takes this alignment a step further, using Situational Analysis as an evaluation tool to identify systemic barriers that prevent people with multiple disadvantage from accessing supportive services and how VOICES worked to address them.

Method

Design

A case study design was used, which defined the boundaries of the situation of inquiry: the wider system of support for people in Stoke-on-Trent who experience multiple disadvantage. The three-stage process of Situational Analysis' conceptual mapping was applied, as outlined below. This aimed to provide a detailed picture of both the non-linear interlinkage and complexity of the local support system structures, as well as the processes that shaped the experiences of those who act within the situation (Martin *et al.*, 2016).

Data

Data sources were primarily existing materials, including completed and on-going VOICES reports and projects, and associated evidence (including interviews and case studies), field notes, and minutes of meetings (Supplementary file 1), with additional contextual information from stakeholder workshops to explore specific discourses.

Three stages of Situational Analysis

The first stage involved the collation and detailed review of all materials, to develop situational maps that identified all important human and nonhuman elements of the situation (e.g., key individuals, technologies), including key discourses or issues. In the second stage, social worlds/arenas maps were developed to locate and analyse the collective action of organisations in their 'social worlds' and their role with respect to the key discourses in the situation (arena). In the third stage, positional maps unpacked all positions that emerged from data relating to key discourses or issues that were relevant to each of VOICES' three priority areas. Positional maps were in the form of Cartesian maps, one for each major discourse/issue, where axes present the issues of concern or controversy (Clarke, 2005).

As Situational Analysis dictates nothing was taken for granted, especially on issues that seem "normal" within the situation and, therefore, have become invisible. Minor discourses or issues were given equal consideration to more prominent issues because relative prominence can be indicative of power imbalances. Deviations from the norm were not treated as exceptions but as boundaries of the situation. Finally, a thorough investigation was used to identify all relevant actors/actants, including those usually hidden, silenced, or only tangentially present, as they can help to improve our understanding of the situation (Clarke, 2005).

Findings

This section presents the findings from each stage of Situational Analysis. Positional maps from stage 3 represent the main discourses and issues in relation to each VOICES priority area for systems change.

Outcomes from stages 1 and 2 are presented to show the process, which is reported in more detail elsewhere (Author name removed for anonymous review, 2022).

Stage 1: Situational maps

Processes set out by Clarke *et al.* (2018) were followed. After thoroughly reading and memoing all written materials, 'messy' maps were produced, followed by a series of ordered maps, which set out all human and non-human elements of the situation. We also began to identify major issues and discourses such as the "stigma and marginalization" and "equity issues in healthcare provision", which later on, were used to focus the Situational Analysis. The final outcome of this stage of analysis was the creation of three situational relational maps, one for each of the three VOICES' priorities, to illustrate relationships between the elements of interest and other elements in the situation, in a systematic and coherent way.

Stage 2: Social worlds/arenas maps

The relational maps generated questions that were further explored through three workshops (one for each priority area) that eventually led to the next phase of Situational Analysis and the creation of the social worlds/arenas map (Figure 1). This map represents the key social active players (social worlds), and the field (arena) in which they interact. As Clarke *et al.* (2018, p.150) stressed, it maps the "relational ecological form of organizational analysis dealing with how meaning making, and commitments are organized and reorganized again and again over time".

Five different social worlds comprised the VOICES partnership: third sector housing associations that support housing needs; voluntary sector champions who support those who require and use health care services; local public sector agencies, mostly local authority (e.g., Housing, MaRG) and the NHS; legal advisers' social world, which was dominated by the third sector welfare advisers; Expert Citizens, who acted as ambassadors of local people with lived experience of multiple needs and disadvantage.

The remaining social worlds aligned closely with VOICES objectives (while not being part of the VOICES partnership) such as legislation, criminal justice system, healthcare sector and academia. This visual representation of the VOICES partnership shows the complexity of the situation, but also illustrates how VOICES provided the common ground for many organisations to tackle multiple disadvantage. This helped to overcome competitive attitudes and practices from partnerships of voluntary and public sectors.

Although the main findings are presented in positional maps (stage 3), some aspects that emerged from the social world/arenas map are worth noting here. Following the "like with like" approach (Clarke *et al.*, 2018), agreeable relationships between organisations are represented by putting them besides one another, while conflicting organisations are opposing. Figure 1 depicts the power-seeking relationship of Expert Citizen's CIC, a pinnacle achievement of VOICES legacy, relative to the other VOICES partnership organisations. By positioning Expert Citizens opposing other partnership organisations, indicates their move to independence in future decision-making processes regarding the local multiple disadvantage population.

More subtly, though important, is the role of academia. As a wider workforce that supported VOICES efforts, academia was placed as an adjunct of the partnership's organisation. Specifically, through its consultancy and evaluator role, academia supported rigorous independent research and outcomes to

guide practice and policy (e.g., evidence of primary care gatekeeping; evidence of ineffective hospital discharge processes for people experiencing homelessness).

Finally, several human elements had an indirect role in the situation (referred to as implicated actors'), but critically did not appear to have done so before VOICES. For example, General Practitioners were relevant through their legal obligation, but apparent resistance to support people experiencing homelessness, and the implications for crisis healthcare services. Private landlords and letting agents were implicated actors through filling the gap in housing provision in Housing First, in some cases, creating issues in accommodation quality and maintenance.

Figure 1. Social worlds / arenas map

Stage 3: Positional maps

Drawing on the wealth of material considered, the final stage of analysis elucidated the various positions taken with respect to the emerging discourses/issues for the three priorities under investigation. Under each of these priority areas, the discourses reflect key systemic issues and/or how VOICES was trying to affect systems change.

Fair access to local support services of people with multiple needs and disadvantage

Three positional maps are presented to highlight the major discourses/issues that created barriers to fair access and how VOICES' work attempted to address them [other maps illustrating less prominent discourse can be found elsewhere (Author name removed for anonymous review, 2022)].

Stigma and marginalisation

Stigma and marginalisation among some personnel in public sector support services emerged as a fundamental barrier to people with multiple disadvantage accessing services (Figure 2). Described by one stakeholder, as "the elephant in the room" (Author name removed for anonymous review, 2019), when discussing hospital discharge processes for people experiencing homelessness, it was recognised that stigma can vary with the needs/situation of the individual (e.g., substance misuse vs. homeless vs. offending history). This created problems for those seeking care or support, as well as staff who lack the knowledge and experience to deal effectively with potentially challenging behaviour or situations.

Position C in Figure 2 illustrates VOICES' work to address this. This produced legally informed materials and recommendations to raise awareness of the topic and roles/responsibilities (e.g., to avoid gatekeeping in primary care; co-producing products, often with people with lived experience, that challenge stigma and marginalisation, such as VOICES and Expert Citizen's methodologies (e.g., INSIGHT) and tool kits (e.g., Care Act tool kit) to empower frontline staff to understand people experiencing multiple disadvantage, and empowered them to challenge unjust decisions/processes; the Learning Programme trained public sector professionals to acknowledge the importance of lived experience as basic component of their own professional development.

Figure 2. Positional map for stigma and marginalisation as a barrier to accessing services

Responsibility and accountability gaps

Gaps in responsibility and accountability can result from fragmented systems and silo working (Author name removed for anonymous review, 2022). As Figure 3, illustrates, for people with multiple disadvantage, this was evident in the context of people exiting crisis services (e.g., Accident and Emergency to local authority), situations that demand clear understanding of the legal responsibilities of each organisations (and associated staff) to ensure effective transitions between settings and continuity of care or support.

Figure 3. Positional map for responsibility and accountability gaps as a barrier to accessing services

VOICES have shown the large gaps in provision, particularly between health and other services. Figure 3 illustrates some conflicting positions on this issue, that: those leaving health care are the responsibility of social care (Position A); that the third sector work beyond their remit to cover this gap, which can mask the shortcomings of the system (Position C). However, sustainable solutions were less clear, aside from the addressing the misunderstanding among difference settings and sectors regarding the meaning of "multiple needs" which could avoid misperceptions that individual's needs did not fall within their remit (e.g., that homelessness was a health issue, not only a housing issue; Position B).

Legal literacy

Data indicated that lack of legal literacy was a common failure of the system, which was largely unchallenged before VOICES. As represented in Figure 4, lack of knowledge of some important legislation (e.g., Homelessness Reduction Act 2017; Care Act 2014) in the public sector, creates serious barriers for people with multiple disadvantage in accessing the services they need and to which they are entitled. We observed the position that managers and frontline staff working with insufficient knowledge or misunderstandings around policies, pass on 'myths' and misunderstandings to colleagues, which, in turn, become enacted as policy (Position A). This is a 'negative feedback loop', in which organisations lack the incentive to address the problem as doing so could mean having to deal with more situations, and potentially complex cases.

VOICES helped to address this problem through developing toolkits (e.g., Care Act toolkit) and models (e.g., WBLL) and the Learning Programme to facilitate development of related knowledge and skill in frontline staff (Position B).

Figure 4. Positional map for legal literacy as a barrier to accessing services

Housing First

Availability of suitable housing

The major issue with Housing First in Stoke-on-Trent was the limited availability of suitable housing. As shown in Figure 5, there were several related positions in the data, two of which appeared to reflect an issue that pre-dated the introduction of Housing First (Positions A and B) and jeopardised its principles and effectiveness: housing demand exceeding supply, leading to delays in Housing First customers securing tenancies (Position B); inconsistent supply of social and council properties (Position A). This resulted in a reliance on private landlords and letting agents, which had created some issues around accommodation quality and maintenance (Position C).

Finally, some stakeholders suggested that unrealistic customer expectations could be barriers to Housing First, citing examples of customers refusing accommodation offers (Position D). This neither violates Housing First principles nor suggests a mainstream behaviour of Housing First customers. The solution does not necessarily lie in addressing those customer expectations. Rather, this position points to a need to address stakeholder perceptions of the Housing First model. Again, it relates to a limited supply of appropriate properties (primarily single occupancy) that leads to compromise (whereby customers have to choose between accommodation that is unsuitable (based on quality or location) or wait (perhaps in hostel or on the street).

Figure 5. Positional map for availability of suitable housing as a barrier to Housing First

Sustainability of Housing First in Stoke-on-Trent

Figure 6 illustrates positions regarding the future of Housing First as a sustainable local strategy to tackle chronic homelessness. Their argument presented Housing First as a costly intervention with a relatively small number of beneficiaries, advocating for a less intense, housing-led intervention, which deviates from Housing First principles (e.g., finite support, tenancy conditional on engagement with support services; Position A). Opposing this was the perceived need to maintain Housing First as the key local strategy, which was apparently endorsed through local approval to extend the programme for 12 months using VOICES funding (Position B). Here, the cost of Housing First was recognised but with a counter argument that numerous other support services that are even more expensive, and with a related argument (Position C) inaction costs more than doing something, especially as effective intervention has wider benefits through avoiding the costs of dealing with the consequences of inaction [e.g., incarceration, emergency hospital care, 24/7 social care services (Author name removed for anonymous review, 2021)].

Figure 6. Positional map for programme sustainability as a barrier to Housing First

Making service users leaders in service design and commissioning

The third VOICES priority area concerned the greater role for people with lived experience, who, through VOICES, had become established within the political agenda and can be considered a key requirement for a systems change approach. Two positional maps are presented to illustrate key discourses/issues for this theme.

Development of Expert Citizens CIC

Development of Expert Citizens CIC was recognised as a cornerstone achievement of VOICES (Position A), the pinnacle of co-production between VOICES partnership and local people with lived experience (Figure 7). Despite this co-production and substantial contribution Expert Citizens, there was a suggestion that not all their ideas/suggestions had been taken into serious consideration or actioned by VOICES (Position B).

Figure 7. Positional map for the development of Expert Citizens CIC

Peer mentoring

Peer Mentors were individuals with lived experience of multiple needs and disadvantage, who had joined Expert Citizens, received training and were willing to be exemplars to support current customers. They were used primarily for Housing First. There was a position that peer mentoring was beneficial for Housing First customers, helping to build informal relationships with customers and support with activities of daily life, while acknowledging the complexities and that such support is not a requirement of Housing First principles (Position A). There was concurrent concern regarding the potential negative impact on peer mentors (Position B); e.g., peer mentors feeling obliged to act beyond the remit of their role, or feeling overburdened, with risks to peer mentors' mental health and recovery processes (theirs and the customers'). Caution and regular monitoring were proposed as one feasible solution.

Figure 8. Positional map for use of Peer Mentoring

Discussion

We report evidence from Situational Analysis of the VOICES partnership programme's impact on the wider system of support for people in Stoke-on-Trent who experience multiple disadvantage, acknowledging the postmodern conceptual alignment of Situational Analysis methodology to systems thinking approaches (Martin *et al.*, 2016)

Through the conceptual cartographic mapping process for each of the three priority areas in which VOICES aimed to affect systems change, Situational Analysis made two important contributions. First, Situational Analysis maps, as other system thinking approaches (Egan *et al.*, 2019), suggested a new type of language that shifts narration from its reliance on the linear and logic formation of words (Meadows, 2008) toward the display of the diverse positionalities of the phenomena under investigation (Mathar, 2008). Secondly, they provoke a system thinking explanation, which is necessary for complexity inquiry (Martin *et al.*, 2016) and permit researchers to embrace the

heterogeneity of the situation, which is usually hidden by positivist methodologies of cause-and-effect (Williams *et al.*, 2018) or even excluded by "what works" interventions (Abercrombie *et al.*, 2015).

Thus, despite being a 'thick analysis' methodology, Situational Analysis, also embraces abduction thinking (Clarke *et al.*, 2018) that permits the identification of a higher and abstract level of explanation (though grounded in the data) of the non-linear relationships of the situation of interest (Chapman, 2004).

This section provides exactly that, a reflection on the learning from the above findings, expanding on evidence of VOICES' efforts to address the local system's failure demand ["demand caused by a failure to do something or do something right for the customer" (Seddon, 2003, p.26)] in supporting those with multiple disadvantage and needs.

VOICES made considerable efforts to support local people with multiple disadvantage and make positive changes to a system that often shifts blame to the individual for non-engagement/non-compliance with typical processes. Through studying the work of VOICES within the 'situation' of the support systems for this group, it was possible to identify several differential positions between the partnership and the public sector. These underpinned many of the observed findings and can be explained in the context of their different targets relating equality or equity, and their role in system's failure demand. Equality approaches fairness as the provision of the same treatment/support opportunities to all (Takeuchi *et al.*, 2018), whereas equity acknowledges the potentially different needs and abilities to access services provided. Thus, treatment/support are allocated proportionally (Duclos, 2006). This conceptual difference can have substantial implications for the support that the people with multiple needs and disadvantage receive (Chang, 2002). Moreover, this provides an appropriate basis to consider differences in this system and resulting support before and during VOICES (i.e., the difference VOICES made).

According to the evidence considered in Situational Analysis, support services more aligned with equality were mostly those of the public sector. This is perhaps not surprising as the common delivery focus is citywide and based on population needs, rather than being targeted or tailored to those with the most extreme disadvantage and needs (Author name removed for anonymous review, 2019). However, in this situation, it appears to have led to failure demand, exacerbating social and health inequities between the local general population and those with multiple disadvantage (Wilson *et al.*, 2016). A series of examples from VOICES work show how people with multiple disadvantage and needs have been excluded from services, despite being eligible and entitled to support. For example, the observed lack of legal literacy and misinterpretation of the legislation's inclination toward equity affects many services, ultimately, excluding the VOICES customer group from social, health and financial services. In turn, the lack of responsibility-taking in the public sector for those with multiple needs and disadvantage, alongside reactive and untargeted nature of some provision (e.g., prison release plans, hospital discharge), illustrated the causes of the revolving door issue, whereby those with the greatest needs are continually in/out of the same local support services (often in crisis). Finally, the perpetuation of the traditional treatment first or temporary hostel accommodation policy

is another indication of failure demand regarding how chronic homelessness has been addressed locally.

Furthermore, the equality principle and policies favour those in better social, physical and mental health, rather than people with multiple needs and disadvantage resulting in the 'competitive exclusion principle'; a 'gravitational force' that keeps people with multiple needs and disadvantage in the same vulnerable position (Chapman, 2004). Eventually, when the problematic situation becomes unmanageable and overburdens the system (in what is called a 'feedback delay'), the need to turn to more systems thinking solutions is acknowledged (Meadows, 2008). In this case, such solutions were attempted through Fulfilling Lives and VOICES.

VOICES actions reflected a need to focus on equity as the main target for tackling the social gradient, in line with what Marmot called proportionate universalism, whereby the intensity of the support was proportionate to the extreme need of VOICES customers (Marmot, 2010). To this end, VOICES addressed social or health inequality issues (e.g., appeals for benefit claims or gatekeeping from primary care) identified in supportive services. Firstly, by intervening and initiating "vertical equity"; i.e., working specifically to accommodate or tailor the service to a VOICES customer's needs, and, secondly by securing "horizontal equity", by tailoring the service to VOICES customer base (Duclos, 2006).

Specifically, to approach equity via systemic thinking, VOICES implemented a series of changes on the situation under inquiry. Initially, the emergence of Expert Citizens as ambassadors for people with multiple needs and disadvantage redirected the focus of the local support system. According to system thinking, changing one element cannot drastically transform the whole system. However, it can cause a redirection of priorities if the change is accompanied by analogous changes in nested systemic relationships (Chapman, 2004). For example, this was achieved through supporting Expert Citizens not only to become an independent CIC, but by acknowledging the need for skilful personnel who are accredited and trained to particate equally as co-designers (i.e., Care Act toolkit), co-researchers (i.e., interviewing and collecting data at various VOICES reports) and co-evaluators (i.e., INSIGHT). This is expected to provide long-lasting change that will continue to help transform the face of the local support system.

In parallel, VOICES gradually turned in to a totally co-produced project, an innovative, diverse and autonomous partnership, and took an "evolutionary learning" approach, which acknowledged the complexity of the support system for people with multiple needs and disadvantage (i.e., the situation). For example, the Learning Programme aimed to promote workforce development for more effective working with this population; the Welfare Benefits Leading and Learning (WBLL) aimed to improve legal literacy; research and evaluation were commissioned to inform practice. These measures also aimed to overcome professionals' assumptions of who knows best, acknowledging the importance of lived experience as basic component of their own learning process and being open to constructive criticism as opportunities to learn and adapt.

Finally, VOICES aimed to effect changes in local support system for people with multiple needs and disadvantage. This was attempted through the efforts to reinstate legislation's inclination toward

equity, either by raising awareness through legally informed documentation (i.e., Gatekeeping report; Care Act toolkit) or by intervening in the internal structure of organisations via the model(s) of specialist welfare Adviser and WBLL model to the frontline teams or through the pilot Housing First programme for immediate, permanent, and unconditional tenancies for customers, regardless of compliance with services (Bretherton & Pleace, 2016).

Conclusion

This novel application of Situational Analysis highlighted a number of issues in the system of support for people with multiple needs and disadvantage, and ways in which VOICES had impacted that system. During the eight years of VOICES, there was evidence of progress against all three priority areas for systems change, primarily tackling the social and health inequities. Where shortcomings or failures to make lasting impact were observed, VOICES commitment to learning and evaluation has allowed the new programs to support people with multiple disadvantage, particularly Changing Futures (DLUHC and MHCLG, 2021), to include measures that can address the problems encountered.

References

Abercrombie, R., Harries E., and Wharton, R. (2015) *Systems Change: A guide to what it is and how to do it*. London: Lankelly Chase. Available at: https://www.thinknpc.org/resource-hub/systems-change-a-guide-to-what-it-is-and-how-to-do-it/

Bramley, G., Fitzpatrick, S., Edwards, J., Ford D, Johnsen S., Sosenko F., & Watkins, D. (2015) *Hard Edges, Mapping Severe and Multiple Disadvantage*. London: Lankelly Chase. Avaialble at: https://lankellychase.org.uk/wp-content/uploads/2015/07/Hard-Edges-Mapping-SMD-2015.pdf.

Bretherton, J., and Pleace, N. (2016) *Housing First in England An Evaluation of Nine Services*. York: University of York Centre for Housing Policy.

Care Act 2014 (c.23). Available at: https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets

CFE Research, University of Sheffield, Network SCA (2020). VOICES' Care Act Toolkit: Improving access to mental health support for people experiencing multiple disadvantage. Sheffield: CFE Research.

Chang, W. C. (2002). The meaning and goals of equity in health. *Journal of Epidemiology and Community Health*, 56(7), 488–491.

Chapman, J. (2004) System failure Why governments must learn to think differently learn to think differently. 2nd Edition. London: Demos.

Clarke, A. Situational Analysis: (2005) *Grounded Theory After the Postmodern Turn*. Thousand Oaks: Sage.

Clarke, E., Friese, C., and Washburn, S. (2018) *Situational Analysis Grounded Theory After the Interpretive Turn*: Second Edition. Thousands Oaks: Sage

Department of Health (2012). *National Framework for NHS Continuing Healthcare and NHS-funded Nursing Care. 2012(November),* 140. Available at:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/213137/National-Framework-for-NHS-CHC-NHS-FNC-Nov-2012.pdf

DLUHC and MHCLG (2021). *Changing Futures*. Available at: https://www.gov.uk/government/collections/changing-futures

Egan, M., McGill, E., Penney, T., Anderson de Cuevas, R., Er, V., Orton, L., White, M., Lock, K., Cummins, S., Savona, N., Whitehead, M., Popay, J., Smith, R., Meier, P., De Vocht, F., Marks, D., Andreeva, M., Rutter, H., Petticrew, M. (2019) *NIHR SPHR Guidance on Systems Approaches to Local Public Health Evaluation. Part 2: What to consider when planning a systems evaluation.* London: National Institute for Health Research School for Public Health Research.

Foster-Fishman, P. G., Nowell, B., Yang, H. (2007) Putting the system back into systems change: a framework for understanding and changing organizational and community systems. *American Journal of Community Psychology*, 39: 197–215.

Fowler, P. J., Hovmand, P.S., Marcal, K. E., Das, S. (2019) Solving Homelessness from a Complex Systems Perspective: Insights for Prevention Responses. *Annual Review of Public Health*. 40:465–86.

Author name removed for anonymous review (2021) Hard Edges Stoke-on-Trent :Reducing the costs of multiple needs to people and services: Financial analysis of VOICES. Available at: https://www.chadresearch.co.uk/wp-content/uploads/2022/02/42703-VOICES-Hard-Edges-Stoke-on-

Trent.pdf

Author name removed for anonymous review (2021) *Investigation of Housing First in Stoke-on-Trent: Evaluation report*. https://www.chadresearch.co.uk/wpcontent/uploads/2021/09/HF-report-FINAL.pdf.

Author names removed for anonymous review (2022) *VOICES of Stoke-on-Trent: Legacy evaluation*. Available at: https://www.chadresearch.co.uk/wp-content/uploads/2022/04/43302-VOICES-Legacy-Evaluation-Digital-Version.pdf

Homeless Link (2016) Housing First in England: The principles. London: Homeless Link.

Jean-Yves Duclos (2006). Equity and Equality. *Health Care and Public Policy*. https://doi.org/10.4337/9781847207135.00011

Lamb, H., Moreton, R., Welford, D.J., Leonardi, S., O'Donnell, J., Howe, P. (2019) What makes a difference. Evaluation of Fulfilling Lives: Supporting people with multiple needs. London: The National Lottery.

Martin, W., Pauly, B., MacDonald, M. (2016) Situational Analysis for Complex Systems: Methodological Development in Public Health Research. *AIMS Public Health*. 3:94–109.

Martineau, S. J., Cornes, M., Manthorpe, J., Ornelas, B., & Fuller, J. (2019). *Safeguarding, homelessness and rough sleeping: An analysis of Safeguarding Adults Reviews*. London: NIHR Policy Research Unit in Health and Social Care Workforce, The Policy Institute, King's College London. Avaiable at: https://doi.org/10.18742/pub01-006

Mathar, T. (2008) Making a Mess with Situational Analysis? Forum: *Qualitative Social Research*, Vol 9, Art.4

Author name removed for anonymous review (2019) Hospital Discharge and Homelessness: Local stakeholder perspectives. Stoke-on-Trent: Centre for Health and Development, Staffordshire University.

McIntyre, S., Hewett, N., Medcalf, P. (2015) *Inclusion Health Clinical Audit 2015-16*. London;. https://www.pathway.org.uk/wp-content/uploads/2015/12/ED-Audit-2015-patient-report.pdf.

Meadows, D.A. (2008) Thinking in Systems: A Primer. London: Earthscan

Nichols, N., and Doberstein, C.. (2016) *Exploring effective systems responses to homelessness*. Toronto, Canada: Toronto Press; 2016.

Pollard, N., and Rice, B. (2020) The VOICES Citywide Learning Programme: Shared learning opportunities to improve support for people experiencing multiple needs. Stoke on Trent. https://issuu.com/voicesofstoke/docs/voices_learning_programme_evaluation_2020_final.

Rice, B. (2019) *The VOICES Model of using Personal Budgets in Service Coordination*. Stoke on Trent: VOICES.

Rutter, H., Savona, N., Glonti, K., Bibby, J., Cummins, S., Finegood, D.T. (2017) The need for a complex systems model of evidence for public health. *Lancet*. 390:2602–4.

Seddon, J. (2003) *Freedom from Command and Control*. New York: Vanguard Press.

Marmot, M. (2010). *Fair Society, Healthy Lives The Marmot Review*. Strategic Review of Health Inequalities in England.

Takeuchi, D. T., Dearing, T. C., Bartholomew, M. W., & McRoy, R. G. (2018). Equality and equity: Expanding opportunities to remedy disadvantage. *Generations*, 42(2), 13–19.

Homelessness Reduction Act 2017. London: HMSO; 2017.

Williams, P. E., Russell-Mayhew, S., Ireland A. (2018) Disclosing an Eating Disorder: A Situational Analysis of Online Accounts. The Qualitative Report. Vol. 23, NO 4, Art. 9, pp. 914-931

Wilson, B., Astley, P., Cutts, J., Hine, R., McCall, K., Perry, S.. (2016) Gatekeepers: Access to primary care for those with multiple needs. Stoke-on-Trent;

https://issuu.com/voicesofstoke/docs/gatekeepers_voices_and_hw_stoke_rep.

earch/Thera, modern Turn. Tr. va.edu/tqr/vol13/iss Wulff, D. P. (2008) Research/Therapy: A Review of Adele Clarke's Situational Analysis: Grounded Theory after the Postmodern Turn. The Qualitative Report, 13(3), 31-34. Available at: http://nsuworks.nova.edu/tqr/vol13/iss3/16

Supplementary file 1. Resources for Situational Analysis Reports

- Lisa O'Conor (2019) The Wayfarer and other journeys http://www.issuu.com/voicesofstoke
- VOICES & Expert Citizens (2017) Stoke-on Trent: Call for Evidence on Social Action http://www.issuu.com/voicesofstoke
- VOICES (2020) CASE STUDY#1: VOICES' Care Act Toolkit: Improving access to mental health support for people experiencing multiple disadvantage http://www.issuu.com/voicesofstoke
- VOICES & Expert Citizens (2020) Stoke-on-Trent Community of Practice Guide: How coffee, cake and conversation can promote preferred futures with positive practice. http://www.issuu.com/voicesofstoke
- VOICES (2016) Prison Release Support: Stoke-on-Trent Community of Practice @SotCoP http://www.issuu.com/voicesofstoke
- Fulfilling Lives in Stoke-on-Trent: Project Plan 2014-2022
- Rice B. (2016) Hard Edges Stoke-on-Trent :Reducing the costs of multiple needs to people and services: Financial analysis of VOICES http://www.issuu.com/voicesofstoke
- Rice B, (2018) Hard Edges Stoke-on-Trent :Reducing the costs of multiple needs to people and services: Financial analysis of VOICES http://www.issuu.com/voicesofstoke
- Author name removed for anonymous review (2021) Hard Edges Stoke-on-Trent :Reducing the
 costs of multiple needs to people and services: Financial analysis of VOICES
 http://www.issuu.com/voicesofstoke
- Author name removed for anonymous review (2021) Investigation of Housing First in Stoke-on-Trent http://www.issuu.com/voicesofstoke
- Rice B. (2020) The VOICES Citywide Learning Programme: Share learning opportunities t improve support for people experiencing multiple needs. Independent Evaluation Report http://www.issuu.com/voicesofstoke
- Stoke-on-Trent Safe City partnership (2021) Multi-agency Resolution Group Stoke-on-Trent: Working Together for Your Community
- Author name removed for anonymous review (2021) Multi-agency Resolution Group (MaRG): Evaluation report https://www.chadresearch.co.uk/wp-content/uploads/2022/01/MarG-report-final-version.pdf
- CFE Research, University of Sheffield, Systems Change Action Network (2020) Improving access to mental health support for people experiencing multiple disadvantage Evaluation of Fulfilling Lives: Supporting people with multiple needs http://www.issuu.com/voicesofstoke
- Rice B. (2019) *The VOICES Model of using Personal Budgets in Service Coordination* http://www.issuu.com/voicesofstoke
- Wilson B., Astley P. (2016) *Gatekeepers :Access to Primary Care for those with Multiple Needs* http://www.issuu.com/voicesofstoke
- Author name removed for anonymous review (2019) Hospital Discharge and Homelessness: Local stakeholder perspectives http://www.issuu.com/voicesofstoke
- Sharman Sharon (2020) An Improbable Journey: Exploring a prison release plan Case Study http://www.issuu.com/voicesofstoke

- Author name removed for anonymous review (2016) City Centre Rough Sleeping and Street Activity: Project Report http://www.issuu.com/voicesofstoke
- Ornelas, B., Bateman, F., Meakin, A., Cornes, M., Pritchard-Jones, L. (2020). Multiple Exclusion
 Homelessness: A safeguarding toolkit for practitioners. Stoke-on-Trent: VOICES
 http://www.issuu.com/voicesofstoke
- Rice, B. (2016) *VOICES Voices of Independence Change and Empowerment in Stoke-on-Trent Stakeholder survey report* http://www.issuu.com/voicesofstoke
- Rice, B. (2017) VOICES Voices of Independence Change and Empowerment in Stoke-on-Trent Stakeholder survey report
- Rice, B. (2018) VOICES Voices of Independence Change and Empowerment in Stoke-on-Trent Stakeholder survey report (Draft)
- Rice, B. (2019) *VOICES Voices of Independence Change and Empowerment in Stoke-on-Trent Stakeholder survey report*
- Rice, B. (2020) VOICES Voices of Independence Change and Empowerment in Stoke-on-Trent Stakeholder survey report
- Rice B (2017) *Independent evaluation of VOICES: systems change report* http://www.issuu.com/voicesofstoke
- Meakin A. (2020) VOICES: Legacy Projects: Initiation document and plan
- Author name removed for anonymous review (2015) Right Time Right Place: A Multiple Needs Charter for Stoke-on-Trent 2016-2022
- Fulfilling Lives (2019) Changing systems for people facing multiple disadvantage
- Rice B. (2018) A Model of Specialist Welfare Advice and Advocacy at VOICES: How VOICES
 and Citizens Advice Staffordshire North and Stoke-on-Trent have worked together to
 provide welfare rights support to people with multiple needs
- VOICES, Citizens Advice Staffordshire North & Stoke-on-Trent, Brighter Futures, cdas Stoke-on-Trent, CONCRETE (2020) Welfare Benefits Leading & Learning Engaging, Learning and Making Progress Together: Year 1 Report 2019-2020
- Author name removed for anonymous review (2021) Welfare Benefits: Leading and Learning (WBLL) model in Stoke-on-Trent Evaluation report: Embedding a specialist Citizens Advice adviser in partner organisations, to work with staff and customers on benefits advice for people with multiple needs
- Mason, K., Cornes, M., Dobson, R., Meakin, a., Ornelas, B., and Whiteford M. (2017)
 Multiple Exclusion Homelessness and adult social care in England: Exploring the
 challenges through a researcher-practitioner partnership. Research, Policy and Planning
 33(1), 3-14
- VOICES, Expert Citizens 92016) The Care Act Multiple Needs Toolkit
- Cornes, M., Ornelas, B., Bennett, B., Meakin, A., Mason, K., Fuller, J., Manthorpe, J. (2018) Increasing access to Care Act 2014 assessments and personal budgets among people with experiences of homelessness and multiple exclusion: a theoretically informed case study", Housing, Care and Support, Vol. 21 Issue: 1, pp.1-12, https://doi.org/10.1108/HCS-09-2017-0022

- Expert Citizens, Keele University (2018) Access to Primary Care Services for Patients with "No Fixed Abode": A follow-up of The Gatekeeper's Report
- NHS Midlands & Lancashire (CSU) (2019) Guidance for considering the needs of people experiencing homelessness in commissioning health services
- Expert Citizens (2019) Portfolio of Positive Practice Supporting People Experiencing Multiple Disadvantage A showcase of outstanding practice that provide insight to new ways of working and ideas for systems change
- Expert Citizens (2019) GP Registration Evaluation Toolkit Accessing Primary Health Care For People with "No Fixed Abode"
- CFE Research, University of Sheffield, Systems Change Action network (2020) *Improving access to mental health support for people experiencing multiple disadvantage Evaluation of Fulfilling Lives:*Supporting people with multiple needs
- Author name removed for anonymous review (2020) Insight through experience: How Expert Citizens are celebrating the nicest people. *People, Place and Policy* 14/1 pp. 24-34
- CFE Research (2020) The role of lived experience in creating systems change Evaluation of Fulfilling Lives: Supporting people with multiple needs

Websites

- https://www.voicesofstoke.org.uk/
- https://www.brighter-futures.org.uk/
- https://www.fulfillinglivesevaluation.org/about/the-partnerships/voices-stoke-on-trent/
- https://www.citizensadvice.org.uk/benefits/sick-or-disabled-people-and-carers/pip/appeals/mandatory-reconsideration/
- https://www.healthwatchstokeontrent.co.uk/about-us/
- https://www.keele.ac.uk/socialinclusion/ourpartnerships/
- https://www.expertcitizens.org.uk/
- https://www.chadresearch.co.uk/

Minutes and papers from meetings of

- VOICES Legacy Steering Group
- Housing First Steering Group

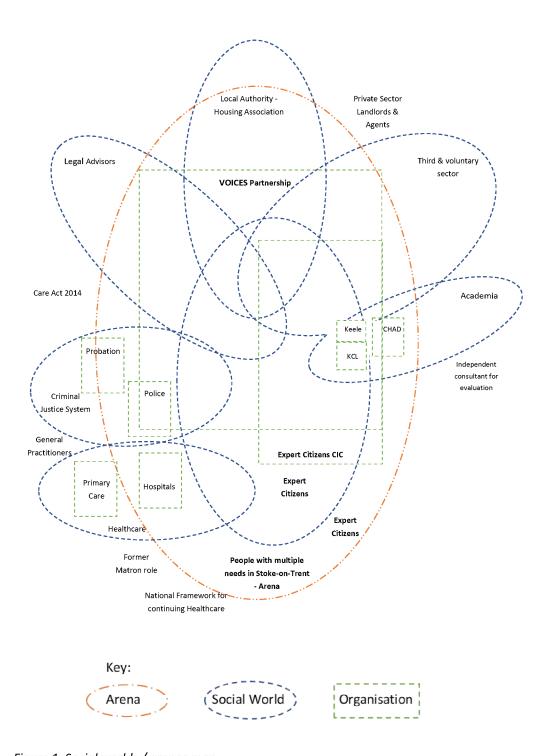


Figure 1. Social worlds / arenas map

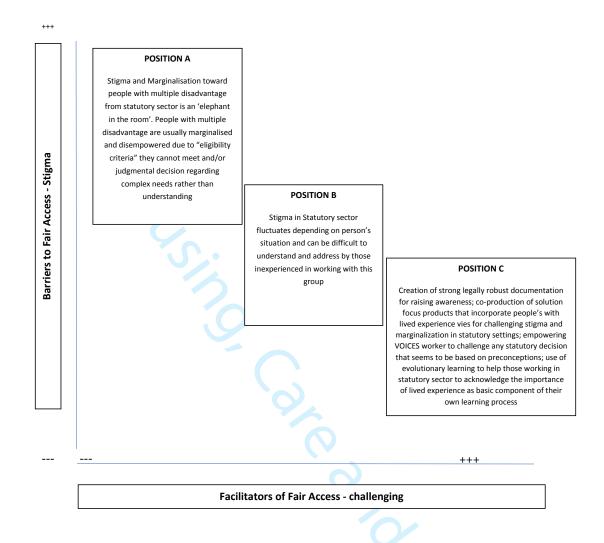


Figure 2. Positional map for stigma and marginalisation as a barrier to accessing services

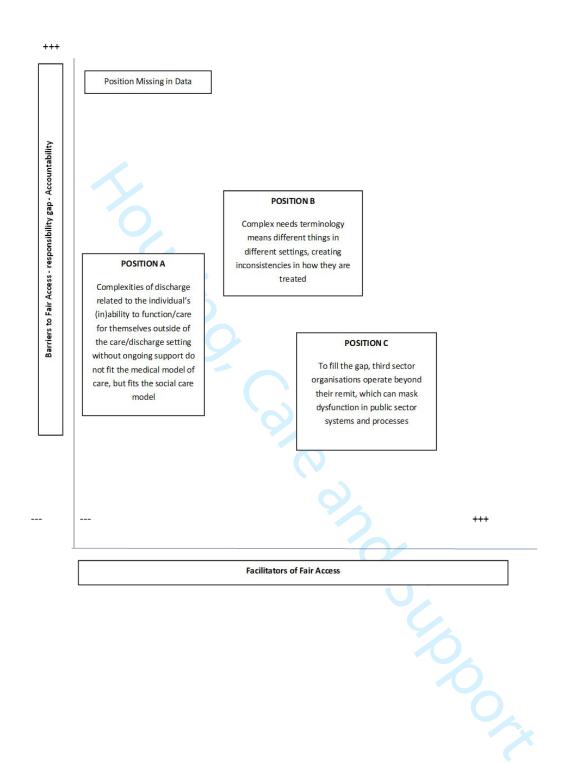


Figure 3. Positional map for responsibility and accountability gaps as a barrier to accessing services

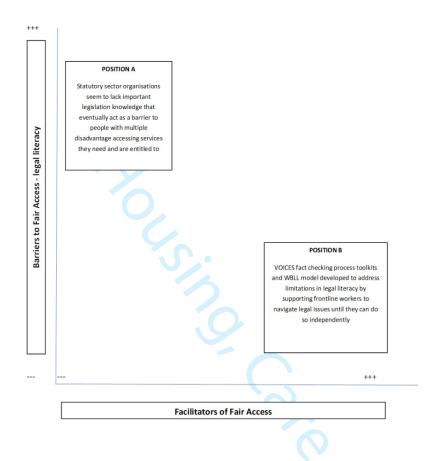


Figure 4. Positional map for legal literacy as a barrier to accessing services

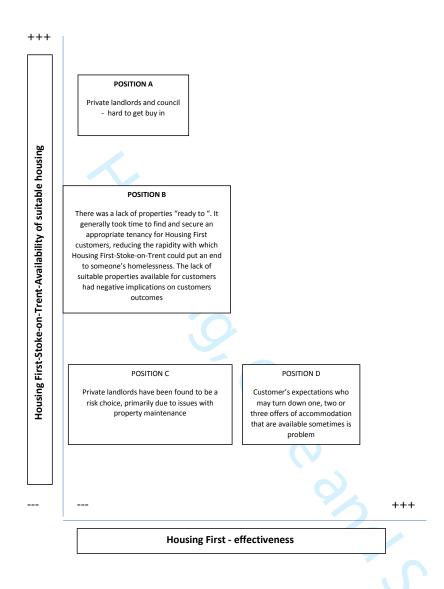


Figure 5. Positional map for availability of suitable housing as a barrier to Housing First

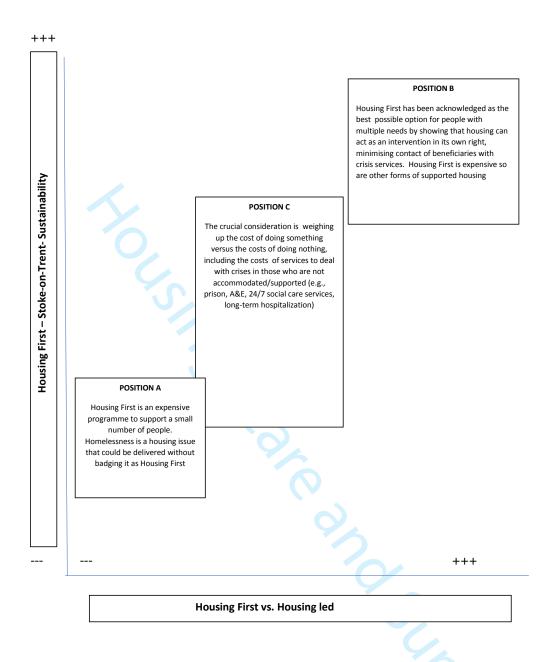


Figure 6. Positional map for programme sustainability as a barrier to Housing First

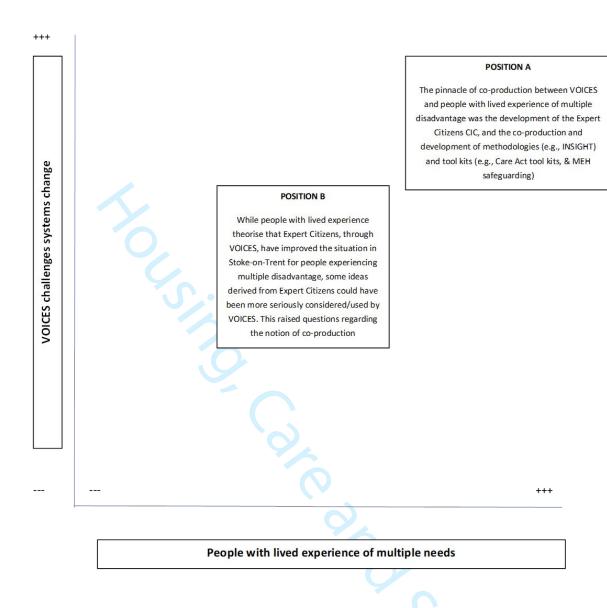


Figure 7. Positional map for the development of Expert Citizens CIC

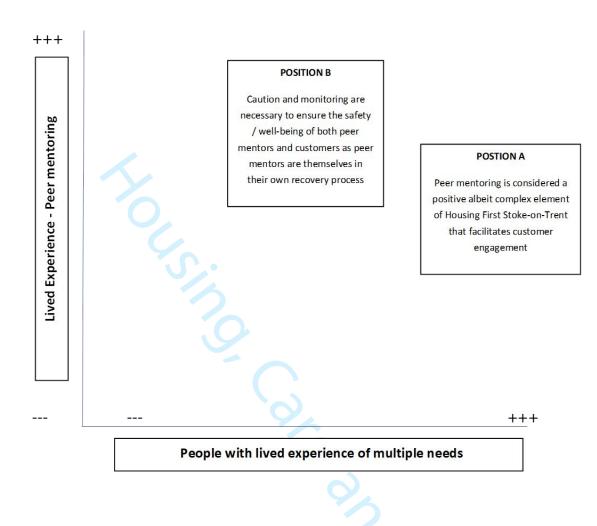


Figure 8. Positional map for use of Peer Mentoring

Article Title Page

Applying Situational Analysis to examine the impact of VOICES on people experiencing multiple disadvantage

Author Details:

[Konstantinos Spyropoulos¹ MSc]

[School of Health, Science and Wellbeing (CHAD), Staffordshire University, Stoke-on-Trent, ST4 2DF, UK +44(0)1782293402 konstantinos.spyropoulos@staffs.ac.uk]

[Christopher J. Gidlow¹ PhD]

[School of Health, Science and Wellbeing (CHAD) - Staffordshire University, Stoke-on-Trent, ST4 2DF,UK +44(0)1782 294330 c.gidlow@staffs.ac.uk]

[Fiona McCormack¹ MSc]

[School of Health, Science and Wellbeing (CHAD), Staffordshire University, Stoke-on-Trent, ST4 2DF,UK +44 (0)1785353416 fiona.mccormack@staffs.ac.uk]

[Andy Meakin² BA(Hons) MBA]

[Federation House Station Road Stoke-on-Trent ST4 2SA UK, 01782 450760 Andy.meakin@voicesofstoke.org.uk]

[Rachele Hine³]

[Expert Citizens CIC, The Dudson Centre, Hope St, Hanley, Stoke-on-Trent ST1 5DD, UK Tel: 01782 450760 insight@expertcitizens.org.uk]

[Sophia Fedorowicz¹ MSc]

[School of Health, Science and Wellbeing (CHAD), Staffordshire University, Stoke-on-Trent, ST4 2DF,UK ,+44(0)1782 294330 sophia.fedorowicz@student.staffs.ac.uk]

Corresponding author: [Konstantinos Spyropoulos]

[Corresponding Author's E-mail: konstantinos.spyropoulos@staffs.ac.uk]

NOTE: affiliations should appear as the following: Department (if applicable); Institution; City; State (US only); Country. No further information or detail should be included

Acknowledgments (if applicable):

We would like to thank all VOICES customers and stakeholders whose data have contributed to this work, as well as all attendees of the stakeholder and Expert Citizens workshops.

Funding: This research was funded by The National Lottery Community Fund through VOICES.

Structured Abstract:

Purpose. This paper reports the use of Situational Analysis as a systems methodology to evaluate the VOICES partnership project.

Approach. Using Situational Analysis and drawing on a range of secondary data sources, a three-stage conceptual mapping process provided a detailed picture of both the non-linear interlinkage and complexity of the local system that VOICES was working to influence, as well as the processes that shaped the experiences of those who act within the situation.



Type header information here

Findings. Data highlighted the systemic challenges facing VOICES customers (e.g., stigma and marginalisation, lack of legal literacy), progress made by VOICES in each of their priority areas, and an overarching theme of VOICES promoting equity (rather than equality) to address failure demand in the system of support for people with multiple needs and disadvantage.

Originality. We present the novel application of Situational Analysis to demonstrate a substantial impact of VOICES, while demonstrating the value of this methodology for complex system's thinking research and evaluation.

Keywords:

multiple disadvantage, Situational Analysis, fair access, Housing First, systems thinking, failure demand