

Liverpool Homelessness Reduction Project: Impact Research Report

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For Liverpool City Region Housing Associations

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1. Executive Summary

Through the Homelessness Reduction Project (HRP), Liverpool City Council, registered housing providers and support charities across the city came together to offer nearly all social properties which became vacant between May 2020 to end March 2022 directly to those affected by homelessness. Property Pool Plus was suspended and a panel established to oversee provision of properties to households affected by homelessness, with provision of floating support, furniture, and upfront financial support where needed.

The evaluation of the HRP is based on a rapid evidence review, analysis of costs, panel and Mainstay data and interviews with 13 cross sector stakeholders and 10 people with lived experience.

The profile of clients supported through HRP:

- Those accommodated through HRP are from diverse backgrounds, nearly half are unable work due to sickness or disability with indications that nearly one third have a history of repeat homelessness.
- 37% of clients as recorded on Mainstay had medium or high levels of assessed need; 57% were assessed as having either no, or low levels of support need.
- As of March 2022, HRP accommodated 50 care leavers (of which over a fifth are receiving commissioned floating support), 36 people fleeing domestic abuse and 46 Housing First clients.

Critical success factors:

- The HRP allowed for the testing of a housing led, rapid-re-housing approach across the city, with accompanying floating support for those with lower-level support needs, or a more intensive support offer via the Housing First service for those with higher and more complex needs.
- Suspension of PPP provided the opportunity to test an alternative pathway, which was viewed as humanising the approach, simplifying the allocation process and avoiding the homelessness route altogether for some.
- The panel consisted of members who could tap into different areas of leadership across LCC and RPs, with support providers CEOs of their respective organisations.
- Registered Providers were onboard, offering up nearly all suitable vacant properties and embracing the second chance approach.

- Running costs were low due to the willingness of staff to work over and above normal duties and through accessing £1.6 million of funding for provision of furniture.

Project Impact:

- As of the end March 2022, 1,101 people had been supported into permanent accommodation.
- The rate of HRP tenancies sustained is 94%, which is considered high, particularly given level of homelessness histories and additional needs of some. The most common reason for tenancy termination was abandonment, reported in a quarter of cases.
- Careful matching of people to properties enabled positive employment outcomes, as it ensured close proximity to suitable employment opportunities, whereas hostel accommodation presented cost and address related barriers.
- A number of interviewees linked feeling settled into a new home to positive change to health and wellbeing, with a few referring to improvements to their mental health (which for one enabled them to take on employment).
- Most interviewees provided positive responses around community integration through being close to family networks, participating in local community activities, making friends with neighbours, feeling safe and going for walks in the local area.
- All providers viewed that the panel approach had directly contributed to increasing the likelihood of their clients sustaining a tenancy, attributed to: careful matching between properties and households, removing financial barriers, quick turnaround, provision of day to day items, reducing moving in costs, universal floating support offer, de-escalation of tenancy related issues through improved communication channels with housing officer.

Recommendations on what can be retained or developed:

- Whilst it is not possible to continue to run a system outside of PPP to allocate all properties, stakeholders hoped to retain the cross-sector open dialogue around tenants who are traditionally at risk of falling through the cracks.
- If a panel is to continue moving forward, stakeholders feel it needs to: occur regularly, contain staff who can make decisions quickly, link in with key players across allocation and lettings.
- RPs can potentially explore running elements of a panel for the purpose of direct lets, where this is appropriate, with suggestions that property matching can continue in some form.

- The evaluation found strong support for a non-means tested furniture offer, ideally to arrive within a few days of a new tenancy starting, which is linked to priorities referenced in the forthcoming homelessness strategy. The average cost of furniture packs for single people was £1,521.38.
- Floating support was linked to higher sustainability levels and there is strong support to offer this to all households who go through homelessness. Designing tiers of floating support to reflect assessed need across different subgroups would be required if a universal offer is developed. Average estimated floating support costs equates to £37 per client per week. Cost savings resulting from moving away from drop-in services and from eligibility assessments (i.e., where the basic floating support offer is universal) could enable some repurposing of funds.

Assessing cost effectiveness:

- In an exercise conducted by LCC officers in 2020, the reduction in the average length of stay in TA generated a net saving to the council of around £0.5 million.
- Comparing the ongoing costs of placing a person in TA (B&B) with the costs of providing a furniture package and floating support, costs converge at the 8-week point. After this point, the authority will save £190.50 per week in the settled tenancy scenario compared to the TA scenario if the person continues to receive an average amount of floating support, and £227.50 per week once the floating support is no longer required. As well as saving costs, the person in a tenancy has received regular support whilst settling themselves into a permanent and hopefully sustainable home.
- Based on wider evidence, we estimate that each tenancy sustained through the HRP has generated £10K of cost benefits through the avoidance of homelessness for that household, meaning a potential saving of £8.95 million (based on 895 tenancies sustained across 966 properties) over the course of a year. However, most savings to the NHS will not be cashable, and the challenge for LCC is that a new cohort of people experiencing homelessness has emerged – which underlines the continuing urgency of finding ways to re-house those facing homelessness into sustainable tenancies.

2. Introduction

Overview of the homelessness reduction panel

Through the Homelessness Reduction Project (HRP), Liverpool City Council (LCC), registered housing providers (RPs) and support charities across the city came together to offer nearly all social properties which became vacant between May 2020 to end March 2022 directly to those affected by homelessness.

The project was set up as part of the next phase of LCCs homelessness recovery plan, following on from the Government's Everyone In scheme. The panel was led by RP partners, with an acknowledgement across all stakeholders that LCC would have struggled to set it up speedily due to capacity issues and additional duties placed on them during the Covid-19 pandemic.

Property Pool Plus¹ was suspended and a panel established to oversee provision of properties to households affected by homelessness (including rough sleepers, care leavers, those affected by domestic abuse, and prison leavers), with provision of floating support and furniture where needed. Clients were also supported financially through RPs waiving rent upfront, fast-tracked Universal Credit (UC), and provision of Discretionary Housing Payment (DHP) where needed. Each provider carried out an assessment of the person they wished to refer – to establish tenancy readiness and any needs or preferences (“matching”). Alongside this, the panel adopted a three-offer policy.

As of the end March 2022, 1,101 people have been supported into permanent accommodation.

Headline Findings

- Opportunity to test Rapid Re-housing² at scale as a result of Covid – leading to innovation in scale and provision of rapid and comprehensive support for sustainable tenancies
- Positive outcomes achieved though assessed simplicity, universality and a “fast-track” approach
- Provision of permanent homes to 1,101 households affected by homelessness
- High tenancy sustainment rate: turnover 6% as of end June 2022

¹ Property Pool Plus is the register for social & affordable homes across Halton, Knowsley, Liverpool, Sefton and Wirral

² [Rapid Rehousing](#) is an approach to ending someone's homelessness by moving them into their own home as soon as possible. It is the counter approach to the traditional 'staircase' model where people move out of homelessness in a series of stages often involving them meet a series of conditions before moving to the next form of housing.

Evaluation methodology

We carried out Interviews with 13 stakeholders who had been involved in the design, delivery or referrals into the HRP, these included:

- 3 x RP representatives responsible for administering the main panel
- 3 x main support providers (Crisis, YMCA, Whitechapel);
- 6 x LCC (commissioner; housing coordinator; children leaving care Social Worker;
- 3 x Housing First team (LCRCA)
- 1 x Allocation Consultant

We carried out 10 interviews with people accommodated through the HRP, who were targeted across services to ensure a diverse sample, this included:

- Main support providers: YMCA, Crisis, and Whitechapel (5)
- Domestic abuse service (2)
- Children Leaving Care (1)
- Housing First team (2)

Profile of Interviewees:

- 6 single women (1 pregnant), 2 single men, 2 women with children.
- 7 reported mental health issues and previous trauma (2 due to Domestic Abuse), one was a care leaver and two worked with the Housing First team. 3 were assessed as having Multiple and Complex Needs.
- For all bar two interviewees this had been their first incidence of homelessness, for 8 this was their first social housing tenancy.
- 6 identified that they had limited need beyond housing
- Reported reasons for homelessness: 3 Private Rented Sector evictions (2 illegal); 2 fleeing Domestic Abuse; 2 non-violent relationship breakdown, 1 lost social housing; 1 had left care; 1 rough sleeper. None mentioned the pandemic as a direct cause of homelessness.

We analysed data from:

- The Mainstay System³ (which included all those provided with commissioned floating support);
- Individual providers;
- Furniture and hotel cost data provided by LCC to support financial appraisal;
- Tenancy sustainability data provided through the RPs.

³ Mainstay was developed in 2013 for LCC as an assessment and referral gateway for commissioned homelessness accommodation and floating support services.

We also carried out a rapid review of relevant literature related to the key factors associated with tenancy sustainability and information around the costs of homelessness, floating support and furniture.

3. Profile of clients supported through HRP

Initially referrals into the HRP came from people affected by homelessness who were working with the Housing Solutions Team or referred through support providers (Whitechapel, YMCA, Crisis and Liverpool City Region Housing first service). This was then extended to include: domestic abuse survivors placed in accommodation and supported through Local Solutions IDVA; care leavers supported through LCC; Prison Leavers (supported through Crisis). All those supported by commissioned providers (Whitechapel, Creative Support, Riverside) were entered onto the Mainstay system. Mainstay was developed in 2013 for LCC as an assessment and referral gateway for commissioned homelessness accommodation and floating support services.

We carried out an analysis of those registered on Mainstay and who were accommodated through the HRP in order to understand the historical flow of people through the system and the needs and pathways of different sub-groups within this. We have detailed data from Mainstay on 448 individuals, which constitutes 41% of the total re-housed through HRP.

We also collected data across 4 individual providers who supported people into accommodation through the HRP, who provided an overview of demographic and other data provided by each. A total number of 289⁴.

We are unable to access data for those housed through HRP who either are not recorded on Mainstay or through a provider (for example, those supported through the Housing Options Service who did not require floating support).

Demographic overview of HRP clients:

Mainstay data

Demographic data showed that those accommodated through HRP are fairly diverse:

- Just under two thirds (64%) are men, and 36% women
- Age groups were normally distributed, with the largest group (36%) of people being in the 31-40 age group
- Over a fifth (21%) are from minority ethnic backgrounds
- 64 (14%) were asylum seekers or refugees, of whom the vast majority (60) had been granted leave to remain
- One in 20 identified as LGBTQ+
- Almost a fifth (19%) stated that they had a disability
- Nearly half (46%) were unable work due to sickness or disability, but 7% were in either full- or part-time work.

⁴ As some of the clients working with individual providers received floating support, and we do not have sufficient data to identify where this is the case, an overview only is provided to avoid double counting. The numbers provided relate to data received across providers up to April 22 so may not reflect the final figures of those rehoused through the HRP.

Provider data

- Fifty care leavers (including 6 with children, 52% female)
- 36 fleeing domestic abuse (including 25 with children and two who are pregnant), age range 19 to 54 years old
- 46 Housing First clients (with multiple & complex needs), of which just over three fifths (64%) are male; 18% are from a minority ethnic background
- Crisis supported 157 people into permanent housing, of which 12.7% were aged up to 25 and 11.5% over 50.

Variation in the demographic information reflects the different information received from each provider.

Homelessness history and assessed support need of HRP client

Homelessness history

Mainstay records indicate that over a third of people (37%) supported into accommodation have been through the homelessness system on more than one occasion and 31% have more than 10 recorded addresses:

- 28% have been registered on Mainstay for 5+ years; 9% (40) have been registered for 8+ years.
- Almost one third (31%) had 10 or more (and up to 30) addresses recorded on Mainstay.

These figures indicate that this cohort have previously generated costs to homelessness and temporary accommodation services, with suggested incidences of repeat homelessness for those who have been registered on the system for over 8 years.

Identified support needs (Mainstay)

Individuals are assessed across a number of possible support needs and risks within the Mainstay system. For the purposes of this evaluation, we focused on substance use (support need relating to 'drug and alcohol misuse'), mental health (support need relating to 'emotional and mental health'), and offending (support need relating to 'offending'). We selected these three domains because literature suggests that these issues are most strongly linked to challenges accessing and sustaining a tenancy, with strong overlap across each⁵. Data provided from Housing First shows that nearly three quarters of their clients are affected by more than one of these issues – see below. For details of how support need has been scored – please refer to [Appendix one](#).

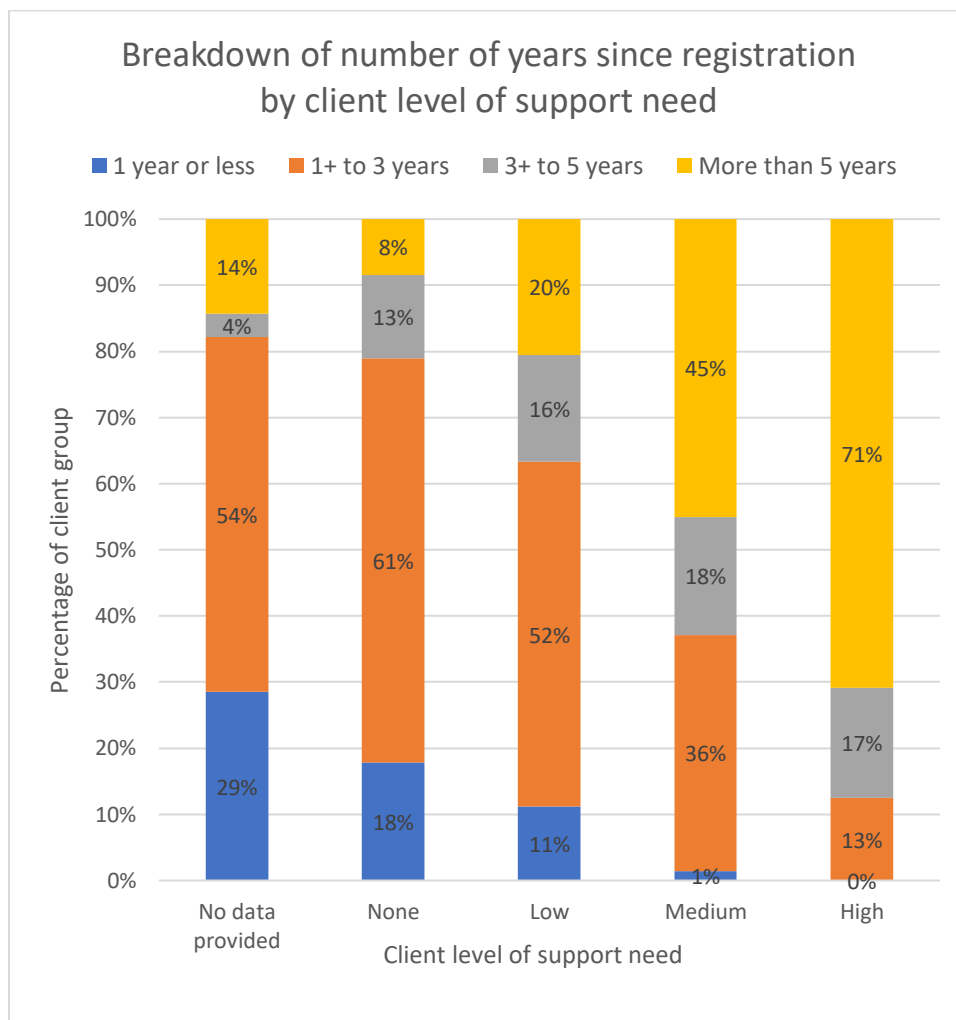
⁵ Bowpitt, G., & Harding, R. (2009). Not Going It Alone: Social Integration and Tenancy Sustainability for Formerly Homeless Substance Users. *Social Policy and Society*, 8(1), 1-11; Campbell, J.A. (2011). The impact of Intentional Homeless decisions on people's lives; Hal Pawson & Moira Munro, 2010. "Explaining Tenancy Sustainment Rates in British Social Rented Housing: The Roles of Management, Vulnerability and Choice," *Urban Studies*, Urban Studies Journal Limited, vol. 47(1), pages 145-168, January; Boland L, Slade A, Yarwood R, Bannigan K. Determinants of Tenancy Sustainment Following Homelessness: A Systematic Review. *Am J Public Health*. 2018 Nov;108(11):e1-e8; Bramley, G. and Fitzpatrick, S. (2015) *Hard Edges: Mapping severe and multiple disadvantage*, England. London: Lankelly Chase Foundation.

- 164 (37%) had medium or high levels of need when we combined their scores for substance use, mental health and offending (when we add in Housing First clients this increases to 42%).
- 6% had a high level of assessed need. If we add in the 46 Housing First clients with Multiple and Complex Needs (who are not recorded on Mainstay), this increases to 14.7%⁶
- 57% were assessed as having either no, or low levels of support need.

This data counters any potential criticism that the initiative ‘cherry-picked’ only those with low support needs and/or those who had recently been made homeless.

As we expected and following wider research, the data showed that support needs tend to increase the longer a person remains homeless, as can be seen in Figure 1.

Figure 1



⁶ Data across the other providers are not added to avoid “double counting” – as we are unable to establish which clients are not also on the Mainstay system.

Identified support needs (Provider data)

The below information is based on information given by three providers.

- Just over one fifth (11) of care leavers are receiving commissioned, alongside Personal Assistant support
- Of the 46 Housing First clients 83% have substance misuse issues, 72% have an offending history and over three quarters (77%) mental health. 72% are assessed as having more than one of these issues (all receive intensive support through the Housing First initiative)
- Of the 157 people supported by Crisis, just under a quarter (24%) were assessed as having some level of need (low/medium, medium or high) – with 76% assessed as having a low-level support need).

Summary

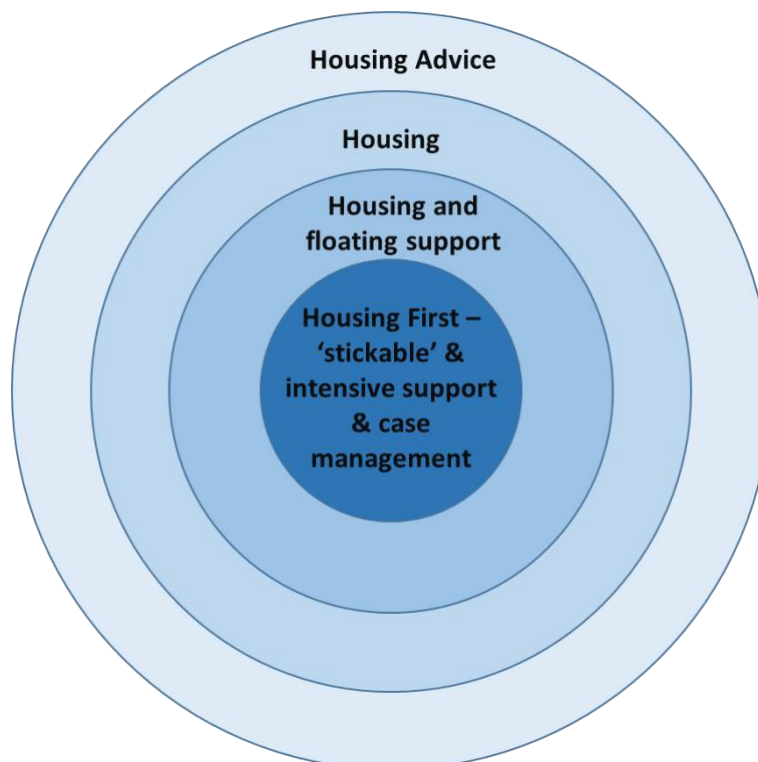
- Based on Mainstay records, those accommodated through HRP are from diverse backgrounds, nearly half are unable work due to sickness or disability with indications that nearly one third had a history of repeat homelessness.
- 37% of clients as recorded on Mainstay had medium or high levels of assessed need; 57% were assessed as having either no, or low levels of support need.
- As of March 2022, HRP accommodated 50 care leavers (of which over a fifth are receiving commissioned floating support), 36 people fleeing domestic abuse and 46 Housing First clients.

4. Critical success factors

The ability to test a rapid-rehousing model at scale

In IBA's earlier Housing First Feasibility Study for the Liverpool City Region (Crisis, 2017⁷) we envisioned a 'housing-led' response to homelessness, in which people were resettled into mainstream housing as quickly as possible with support as needed to help them sustain that tenancy. For the minority of people, with multiple and complex needs, a specially designed Housing First offer, providing potentially intensive and non-time-limited case management support was needed; others would need housing combined with a lighter touch floating support offer to help them settle; some might need housing without any support; some might need only housing advice in order to resolve or prevent homelessness themselves. We described these different layers of offer (shown in Figure 2 below) as 'the building blocks of an effective integrated homelessness solution'. The ability of the system to respond and flex as people's needs were better understood, or where they changed was argued to be essential to the success of this system.

Figure 2: Rapid re-housing response to homelessness



⁷ <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/housing-models-and-access/housing-first-feasibility-study-for-liverpool-city-region-2017/>

The Homelessness Reduction project has allowed for the testing of a housing led, rapid-rehousing approach across the city, with accompanying floating support for those with lower-level support needs, or a more intensive support offer via the Housing First service for those with higher and more complex needs.

The ability to suspend Property Pool Plus Choice Based Lettings scheme under emergency powers

Suspension of PPP provided the opportunity to test an alternative pathway, with staff responding positively to being enabled to move away from the 'property centred' approach afforded by PPP, where the person behind the bidding tends to get lost. The panel process was viewed as humanising the approach, enabling flexibility and pragmatism where it was needed and taking the time to explore the needs of individuals. Providers viewed that the model supported an approach where providers could advocate on behalf of clients, with panel operators assessed as showing empathy and taking the time to explore how needs could be met. A good example of the panel advocating for clients is asking RPs to waive no dog policies where a pet was viewed as a necessary support mechanism for someone affected by homelessness. Delivery of a more person-centred approach was confirmed by most Lived Experience interviewees, with reference to being 'treated with respect' and feeling 'listened to'.

All providers referenced examples of the positive impact a panel allocation model had on their service users, including:

Simplifying the allocation process

This was particularly important for those who would have previously fallen through the cracks due to access issues (struggling to register or bid for properties). Lived Experience interviewees reported limited knowledge about what had taken place behind the scenes which led to them being offered permanent accommodation. This is indicative of the effective partnerships that had evolved to ensure the panel ran smoothly.

Offering a 'second chance' to those who might ordinarily not meet PPPs eligibility criteria.

This was assessed as important, as under PPP some tenants accommodated through the HRP would have been assessed as ineligible for permanent housing. It is important to note that aside from Housing First clients, tenants needed to be assessed as tenancy ready. Feedback suggests that providers were trusted to make the correct assessments, with providers in turn offering examples of how they ensured this criterion was met (for example putting young people through a "tenancy ready" course).

Avoiding the homelessness route for some.

The care leaver team, for example, referred to previous delays registering a young person on PPP, which in some cases led to them either moving into temporary accommodation, or potentially unsafe sofa surfing situations. Due to the rapid nature of the HRP, some care leavers were able to avoid the homeless route altogether.

Collaborative approach with passionate cross-sector leaders

The panel consisted of members who could tap into different areas of leadership across LCC and RPs, with support providers CEOs of their respective organisations. This ensured decisiveness and momentum – with members able to make decisions and act upon them.

Staff worked beyond their contracted hours to ensure the panel operated effectively, recognising the extraordinary circumstances, and feeling enthused about being a part of something that was making a real difference to the lives of the people they supported. This push was key to efficiently identifying and smoothing over any strategic and operational bumps in the road, achieved through regular communication, offering reassurance, and changing the panel operational model as ongoing learning and feedback was taken on board.

Registered Providers were onboard

Whilst successful allocations were undoubtedly supported through the ability to offer more tailored direct lets – the responsiveness and flexibility provided by RPs was also key. As well as agreeing to offer up all suitable vacant properties and embracing the second chance approach, RPs also relaxed their usual criteria (e.g., allowing pets, waiving upfront rental costs). Success here was attributed to the panel containing staff who were respected across RPs, as well as building trust through ensuring regular and honest conversations took place. These conversations supported cross-sector stakeholders to develop a greater understanding of the constraints that each faced - such as between the homeless and housing sector and support providers.

Several partnerships developed which had not been in place before. For example, support providers (commissioned floating support, care leaver PAs) referred to building close relationships with RP housing officers – meaning they could step in at earlier stages if tenancy issues occurred. This no doubt contributed to the high sustainability rate. One provider is now looking to carry out training with RPs around psychological approaches.

It is important to note that there were some assessed issues with RPs along the way, such as in one case where an RP had attempted to put in a claim for upfront rent to be paid direct from a tenant's Universal Credit (following pushback from the support provider, this did not occur). A Lived Experience interviewee explained that he had a 'companion' dog to help manage mental health illness yet was being asked by the Housing Officer to produce certification to show the dog met a medical need – which he felt unable to do.

Low running costs

In particular due to:

- Willingness of key staff to work unpaid and over and above normal duties, additional staff support was not sought
- The comprehensive furniture offer was enabled through receiving £1.6 million in grant funding.

Summary

- The HRP allowed for the testing of a housing led, rapid-re-housing approach across the city, with accompanying floating support for those with lower-level support needs, or a more intensive support offer via the Housing First service for those with higher and more complex needs.
- Suspension of PPP provided the opportunity to test an alternative pathway, which was viewed as humanising the approach, simplifying the allocation process and avoiding the homelessness route altogether for some.
- The panel consisted of members who could tap into different areas of leadership across LCC and RPs, with support providers CEOs of their respective organisations.
- Registered Providers were onboard, offering up nearly all suitable vacant properties and embracing the second chance approach.
- Running costs were low due to the willingness of staff to work over and above normal duties and through accessing £1.6 million of funding for provision of furniture.

5. Project impact

Clients

The evaluation findings identified a link between securing accommodation and reported positive outcomes around mental health, wellbeing and gaining employment/training, which in turn was assessed as contributing to sustainability. Table 1 provides an overview of outcomes reported across the 10 interviewees as a result of being provided with a permanent tenancy.

Table 1: Overview of project impact based on Lived Experience interviews

Employment and education	Health and wellbeing	Community integration
<ul style="list-style-type: none"> • 2 gained new employment • 1 received a promotion (the employer had delayed this due to the client not having settled accommodation) • 1 started a course in their local area 	<ul style="list-style-type: none"> • 2 are exercising more • 1 no longer felt suicidal • 2 felt mentally stronger • 1 has stopped misusing alcohol • 1 is better managing a heart condition due to no longer sleeping between hostels and outside 	<ul style="list-style-type: none"> • 2 are closer to family networks • 2 have made friends with neighbours • 2 are involved in community activities (a street event, local children’s centre)

Positive employment outcomes

We heard how careful matching of people to properties enabled positive employment outcomes, as it ensured close proximity to suitable employment opportunities, whereas hostel accommodation presented cost and address related barriers:

“I wanted somewhere near town, as that is where I knew I could get a job...I was really excited when I viewed the property...it is on a public route – just 2 miles away and there is a bus stop right outside so it’s really good.”

“I now work as a healthcare assistant [after moving into tenancy] I was on Universal Credit before – I didn’t have a job...It was difficult before as the places I found for work needed some form of address with my name – if it is a hostel address it looked, you know – not known, they wouldn’t accept the application. It was very frustrating and I am glad I moved on”

“My life has changed loads – I feel so much better – I went from a 1 to a 10...I got promoted since I moved into the property – the manager basically [talked about it] a while ago – but I was not too sure about travel... but I moved here [area near work] so was offered the position.”

Improved health and wellbeing

People who experience homelessness are more likely to have poor physical and mental health, chronic and multiple health needs that go untreated and are more vulnerable to substance misuse than the general population⁸. As can be seen in the above table a number of interviewees linked feeling settled into a new home to positive change to health and wellbeing, with a few referring to improvements to their mental health (which for one enabled them to take on employment):

*“I have complex PTSD due to previous traumas growing up – I am not trying to block this out but move forward and deal with it. I feel I am coming on leaps and bounds in the 10 weeks [since moving into the property] I couldn’t even speak to someone without crying before.”
(Jayne)*

“This is the most settled I have been, mentally I am getting better and feeling stronger”

“You need somewhere to live that you know you can go home to, it meant that I could plan and could get a job – so for me it is getting my home, getting a job, and reduced stress.”

Community integration

Community integration is acknowledged through the Liverpool Ladder approach as being of critical importance to ensuring people can prosper (which in turn can increase the likelihood of a tenancy being sustained). Most interviewees provided positive responses around being close to family networks, participating in local community activities, making friends with neighbours, feeling safe and going for walks in the local area:

“[the house] is everything I dreamed of – my wellbeing has got better... Walking around the area I noticed a library – they told me about courses and I have put myself on loads of them. The [local] children’s centre has all kinds of courses so brilliant... The neighbours are lovely... it is a little cul de sac so kids can play on the street... I feel really safe, it is like a weight has been lifted.”

“I feel pretty much safe most of the time here... it is a nice atmosphere [compared to where lived before]. I can’t see myself moving anywhere – as far as I am concerned this is the best I have been for a long time... I have got my independence back”

However, three interviewees felt less integrated – with potential unmet need around mental health, with two saying that they felt lonely. For some who had experienced previous trauma – it may be that they require longer to fully settle. For example, a domestic

⁸ Crisis, N.d, Health and Wellbeing, Homelessness Knowledge Hub (available here: <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/health-and-wellbeing/>); Gov.UK, 2019, Homelessness: applying All Our Health (available here: <https://www.gov.uk/government/publications/homelessness-applying-all-our-health/homelessness-applying-all-our-health>)

abuse survivor talked about working through an ongoing mental health illness, a Housing First client felt positive and settled, but believed it was too soon to know if he would settle long-term.

High levels of tenancy sustainment

As of March 2022, the rate of HRP tenancies sustained was 94%, which is considered high, particularly given level of homelessness histories and additional needs of some⁹.

Providers also observed that their clients appeared to be achieving higher levels of sustainment, with some providing data. At the time of interview (March 22), of 11 people leaving prison who were supported through HRP, none had left their tenancy or reoffended. Of the 50 care leavers housed 94% had retained their tenancy.

As of 17 June 2022 42, 89.4% of the 46 Housing First clients accommodated through the HRP remain in their tenancy.

“We have busted a lot of myths about homeless [households] not being able to maintain a tenancy – we have demonstrated if people start on the right foot without debt and with furniture they can sustain a tenancy”

All providers viewed that the panel approach had directly contributed to increasing the likelihood of their clients sustaining a tenancy, which in turn led to positive health, wellbeing and employability related outcomes.

In some cases, it is difficult to unpick which elements of the project enabled tenancy sustainment. Alongside working in collaboration to ensure tenancy issues did not escalate, the specific panel model promoted sustainability through: careful property matching; removing financial barriers; universal provision of furniture and floating support. These are now considered in turn.

Careful direct matching between properties and households

Whilst the HRP had a 3-offer policy, our research suggests that this was of less importance than having a robust matching process in place. Within this process, providers asked clients about what type of accommodation was required, and in which areas, with reference to holding ‘honest’ conversations around what would realistically lead to a timely offer.

Matching properties and offering choice was referenced by many stakeholders as being key to sustainability and something that RPs were strongly in support of:

⁹ Overall, terminations reached 6.86%, we have excluded those where a death occurred, which brings it to 6.09%

“If you don’t give choice the tenancy will fail – we will keep churning the same people and create cost as each vacant property costs 3k – we need this to be right first time”

Indeed, most Lived Experience interviewees reported that they had been unaware that they could have refused their first offer – yet most described feeling settled due to the accommodation being well matched to their needs (one interviewee who was aware of the 3-offer policy accepted the first offer as it was viewed as a perfect match):

“I have lived in quite a few properties but this one is the one – nowhere ever felt like this...I have got a garden, it’s a decent size, in a good area and quiet...it was just wow! It was so fast – my prayers have been answered”

In a case where a tenant was unhappy with his accommodation and wished to move out – he reported limited discussion around area choice.

Removing financial barriers

This included: RPs waiving upfront week in advance; providing DHPs for 89 tenancies ; fast-tracking direct payment of Universal Credit and provision of furniture without incurring an additional charge on the rent account. Together, these factors were described as a “lifeline”, with stakeholders and people with Lived Experience providing examples of where they would have struggled to move into a property without this support due to having limited financial resources. One Lived Experience interviewee recounted how he had turned down a previous PPP offer due to being unable to afford the upfront costs. Another interviewee acknowledged that being supported to set up a direct payment helped ensure due rent would be paid:

“The rent set up was easy [my support worker] rang the Jobcentre and sorted direct payment – I will blow [the UC] on my kids so I preferred it – It probably would have taken me a few days to sort and I would make a mess of it if did it myself– they sorted it all out no stress.”

Rapid, universal furniture package offer

While eligible households could previously apply for a furniture pack through the Liverpool City Support Scheme, it was provided as a universal offer through the panel. Most stakeholders and Lived Experience interviewees (all 10 received a furniture pack) viewed rapid provision of furniture as crucial to supporting tenancy sustainability, due to creating a “sense of home”. A LCC interviewee discussed how provision of furniture forms a pillar to supporting the forthcoming Homelessness strategy’s “standard for rehousing”. This reflects evidence which links furniture provision to sustainability through creating a sense of home and avoiding debt at the beginning of a tenancy.¹⁰ Three areas were assessed as crucial to positive sustainability outcomes:

¹⁰ Ambros, A., Batty, E., Eadsson, W., Hickman, P. and Quinn, G. (2016). Assessment of the need for furniture provision for new NIHE tenants. Project Report. Sheffield, Sheffield Hallam University NFS, 2020, The Value of Furniture: Understanding the impact of furnished tenancies, Newcastle City Council; Turn to Us, 2020, Living without: the scale and impact of appliance poverty.

Quick turnaround

Most new tenants received furniture within a day or two of moving in, and reported settling in more quickly, as none had furniture of their own (stakeholders reported that this had previously taken up to 6 weeks):

“It all happened so quick – within a week I was all signed up and in here – my furniture came in a few days – my [support worker] applied for these...it feels so homely”

This is contrasted to an interviewee who was unable to access furniture quickly and described feeling “in limbo” and being unable to cook.

Provision of day-to-day items

Receiving items such as towels and cooking utensils, were highly valued, as was provision of window coverings and flooring – essentially, all that is needed to turn a house into a home quickly:

“I moved in 7.30 in morning – the white goods here 8.30, then the wardrobe, fridge, microwave, bed, mattress, quilts – all of it – cutlery everything... all I needed to get going in my new property”

A young tenant who had moved into their first home referred to how this encouraged them to learn how to cook.

As funding ran out, a few people did not receive carpets and/or blinds where needed. Due to the high cost of purchasing these, interviewees described this as negatively impacting their sense of home.

Reduced moving in costs

As highlighted above, all Lived Experience interviewees received a furniture pack, with some identifying that without receiving this offer – they would not have been able to move in to the property, or would at least have struggled to settle in:

“I was really pleased to receive the furniture as I am not sure I could have moved in properly – I didn’t have anything to cook with or a bed or anything – I might have got a few bits from my mum but I wasn’t working and had debt so couldn’t afford it.”

Universal floating support offer, supporting front end set up and community integration

Evidence links building a good rapport with a support worker and community integration with higher likelihood of tenancy sustainability following homelessness ([Boland et al., 2018](#)). Universal floating support was linked to sustainability outcomes by stakeholders and service users, with one provider referencing how it brings together the different pieces needed to turn a tenancy into a home:

“Getting the furniture in place, getting the utilities on, helping people move, connecting with the community, getting kids into school, all of that stuff. “

Commissioned floating support was offered to all clients (aside from Housing First who provided their own). This ranged from one session up to a few weeks to assist with the tenancy set up process – to a maximum of 6 months (though providers continued to offer support beyond 6 months, where assessed as needed). Where possible, floating support was set up pre-move to help build up a relationship with the client and RP providers – but due to the fast-paced nature of the project and high volume of cases, this was not always possible. Floating support was assessed as contributing to sustainability due to:

De-escalation of tenancy related issues

This was achieved through improved communication channels between the support worker and housing officer (particularly for those where support was set up prior to the tenancy starting), and helping to ensure issues were picked up early:

“ Under PPP the social landlord would often get no information [about the person being supported] – the panel allowed open communication with the landlords and our team so we could work together to tackle any previous issues around ASB or arrears – this wasn’t happening before.”

“Social landlords can be KPI driven – we are individual driven – we are starting these conversations with social landlords so they refer to us to intervene not when the tenant is nearly homeless, but before that.”

Offering floating support to all who go through the homelessness system

Even where assessed client need was primarily housing related, receiving emotional and practical support during the rehousing process, particularly for those who had experienced homelessness, was highly valued and linked to improving long-term sustainability through helping them to get set up and settled quickly. Support at the outset included personalised property matching, advocating for clients through the panel and RPs, accompanied viewings, arranging furniture, setting up utilities and encouraging community integration activities:

“[my support worker] was always calling me, even in the hostel to see how I was – checking on me – updating on how things were going. She told me about this property...said it could be a match for me- I was really excited. When the [support worker] came with me to see the property – she was over the moon for me – I couldn’t have done this without her, she has been a big help throughout this journey.”

A few Lived Experience interviewees indicated a lack of awareness of the full floating support offer, with indications that some perhaps were not benefiting fully from it. For example, one reported struggling to set up Universal Credit when they moved in and being unaware that they could ask for help with this. Another interviewee who was unsure if he could still contact his support worker described how his mental health had worsened due to

neighbour harassment. He had lost his job as a result and was ignoring rent arrear letters. These examples indicate a need to ensure clarity of support offer, particularly as the examples described here can potentially negatively impact on sustainability.

Factors which Impacted on tenancy sustainability

Using the information provided by RPs around tenancy sustainability to the end of March 2022 (which contains information on a total of 966 households), we carried out an analysis of where tenancies have run into issues or have been terminated.

Of the 71 tenancy terminations, the most common reason (based on 62 responses) is abandonment, reported in a quarter of cases – followed by a move/transfer and death (of which both occurred in 14.5% of cases). Whilst overall numbers are too low to offer robust comparison, an important finding is that tenants were more likely to have a tenancy terminated due to being a victim, rather than perpetrator of ASB. Overall, the reasons for termination show that only a third were due to specific tenancy related issues.

Table 2: Reasons for tenancy termination

(N = 62)

Reason	Number	Percentage
Abandonment	16	25.8%
Internal move/transfer/ move larger property	9	14.5%
Death	9	14.5%
ASB/DV (victim)	7	11.3%
Moved into institution (4 prison, 1 rehab, 1 residential care)	6	9.7%
ASB (perpetrator)	5	8%
Moved away for support/out of area/near family	5	6%
No reason for termination	2	3.3%
Affordability/rent arrears	1	1.6%
Property reconfigured due to fire	1	1.6%
Employment	1	1.6%

When we look at reported tenancy issues, the picture is slightly different, with some type of issue being mentioned in around a quarter of the 895 ongoing tenancies, according to the data provided by RPs. However, there are challenges with the completeness and consistency of recording, so this should be treated with caution.

RPs were asked to record where issues are related to ASB or rent arrears. There were references to anti-social behaviour issues in 78 of the tenancies (a total of 9% of all the ongoing tenancies). Many of these relate to reports of noise complaints, though there are also references to drugs and abusive behaviour. Some of the notes explain that issues arose from the tenant being the victim (e.g. of cuckooing or domestic abuse), reminding us that many of these cases are not clear-cut. In a few cases, RPs reported instances where ASB had

ceased, such as a Housing First tenant who had issues at the start of the tenancy but had now settled in and another where ASB had stopped after an acceptable behaviour contract was agreed.

In around 8% of the ongoing tenancies, issues relating to rent arrears are mentioned. Where additional information has been provided, some RPs refer to rent arrears due to universal credit and bedroom tax complications. Whilst DHP was provided to households supported through the HRP who were under occupying, this has the potential to cause rent problems once payments stop.

In a few cases, tenancy related concerns were due to access issues, mostly for the purpose of gas servicing.

It did not prove possible to reliably match the tenancy sustainment data to the available data on demographics and support needs and provision.

Summary

- As of the end March 2022, 1,101 people have been supported into permanent accommodation.
- The rate of HRP tenancies sustained is 94%, which is considered high, particularly given level of homelessness histories and additional needs of some. The most common reason for tenancy termination was abandonment, reported in a quarter of cases.
- Careful matching of people to properties enabled positive employment outcomes, as it ensured close proximity to suitable employment opportunities, whereas hostel accommodation presented cost and address related barriers.
- A number of interviewees linked feeling settled into a new home to positive change to health and wellbeing, with a few referring to improvements to their mental health (which for one enabled them to take on employment).
- Most interviewees provided positive responses around community integration through being close to family networks, participating in local community activities, making friends with neighbours, feeling safe and going for walks in the local area.
- All providers viewed that the panel approach had directly contributed to increasing the likelihood of their clients sustaining a tenancy, attributed to: careful matching between properties and households, removing financial barriers, quick turnaround, provision of day to day items, reducing moving in costs, universal floating support offer, de-escalation of tenancy related issues through improved communication channels with housing officer.

6. Recommendations on what can potentially be retained or developed

Retain existing panel model to equitably support allocation and sustainability elements within existing legal framework

An overarching theme across the panel was the simplicity of the offer, where bureaucracy was stripped out and the customer journey streamlined to support a rapid-re-housing approach. Within this, there was recognition that any model which entails property allocation needs to be legal, equitable and fair, which most stakeholders acknowledged was difficult to achieve outside a system such as PPP (with one referring to decisions being made “behind closed doors”).

Whilst it is not possible to continue to run a system outside of PPP to allocate all properties (see [report](#) by Neil Morland Co¹¹) all stakeholders hoped to retain the cross-sector open dialogue around tenants who are traditionally at risk of falling through the cracks. If a panel is to continue moving forward, stakeholders feel it needs to: occur regularly, contain staff who can make decisions quickly, link in with key players across allocation and lettings. Whilst an Operational Panel has been set up for this purpose, some stakeholders nevertheless had concerns around preserving progress outside the boundaries of a formal project.

Another consideration is that not all RP properties are let through PPP (in the case of one RP, no properties are allocated this way) – with the remainder being let through RPs own policies and external methods. This can potentially offer an opportunity to run elements of a panel for the purpose of direct lets, where this is appropriate, with suggestions that property matching can continue in some form. A more detailed consideration of how this can work is outside the scope of this project.

On a final note, LCC are currently adopting recommendations to improve PPP, guided by a Homelessness Allocations and Homelessness Steering Group, with the aim of ensuring PPP is fit for purpose. Stakeholders report that the recommendations will include more offers of support, easier navigation for people with Multiple and Complex Needs, tackling digital exclusion, increasing choice for the highest priority applicants and improving training for landlords so they are clearer on how to apply eligibility criteria (e.g., about individual case history and rent arrears etc.) in a less punitive way.

Invest in a universal furniture offer

As highlighted earlier, wider published evidence links the provision of furniture to improved wellbeing and tenancy sustainability by reducing the likelihood of people getting into rent arrears and/or abandoning a property through feeling more settled. Research has also shown how provision of furniture can generate a return on investment, with an evaluation

¹¹ Christou, A., Griffiths, L. & Morland, N. (2020) A review of local authority housing allocations in the Liverpool City Region, Executive Summary March 2020

of Yorkshire Housing Group's Fresh Start Scheme (which provided furniture for tenants) reported a £2.11 social return for every £1 spent¹².

Our evaluation found strong support for a non-means tested furniture offer, ideally to arrive within a few days of a new tenancy starting (delays occurred previously as an application could not be made prior to receiving a tenancy agreement). A furniture offer was also linked to priorities referenced in the forthcoming homelessness strategy:

“One of the things in the strategy that people feel very strongly about is having a standard for rehousing – which is where the furniture element will come in”

The cost of furniture provision

The HRP received internal and external funding to the tune of £1.6 million – which funded a total of 1007 furniture packs.

RP Managed fund

Registered Providers contribution	100K
LCC match	100K
Fusion 21	50K
Next Steps Funding	250K
Personalisation Budget	190K
Crisis	50K
Total	740K

This funded 450 furniture packages

Liverpool Citizens Support Scheme

Total	871K
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This funded 557 furniture packages.

The average cost of furniture packs to the 475 singles who received them (and for whom the research team have information) was £1,521.38, with costs ranging up to £2,250 (the most frequent cost was £1,853.79).

As the HRP was able to benefit from a significant funding injection to achieve a universal furniture offer, so resourcing this offer outside of a grant model moving forward would need some thinking.

Many stakeholders were reluctant to consider a direct tenant charge (due to concerns around developing a poverty trap for those who wish to move into employment), others considered whether RPs and LCC could find a joint solution. Options can potentially be explored through the new operational panel or perhaps the Homelessness Partnership

¹² Richards, A. (2007) Yorkshire Housing Group Fresh Start Scheme: Social Return on Investment Analysis. Liverpool John Moore's University, Liverpool.

Board (which meets every 4 weeks to consider strategic direction of homelessness provision).

Expand floating support offer to include front end support for those with low level need (practical, financial and community integration elements)

Floating support services are due to be recommissioned – with LCC considering options around reframing the service, including focusing solely on “resettlement” rather than drop-ins, setting up “transition teams” and using peer mentors. There is strong support among non-statutory providers to offer tenancy support to all households who go through homelessness – rather than reverting back to the previous “disjointed” and “inequitable” approach, or where an assessment of need is required.

As reported earlier, floating support was linked to higher sustainability due to supporting people to set up furniture, dealing with financial issues and working with clients to match them to a property in an area which supported employment and health and wellbeing outcomes.

The additional costs required of offering floating support through the HRP to those who required it was covered to some extent by LCC repurposing commissioned support (such as through providing resources normally allocated to drop-in sessions, which were suspended during covid).

Whilst streamlining the model where possible is recommended, designing tiers of floating support to reflect assessed need across different subgroups would be required if a universal offer is developed. So it may be that those with very low support needs receive help with initial set up, with a bit of light touch follow up; others may require up to 6 months’ support once in the tenancy, to ensure any ongoing issues can be smoothed out; those with the highest levels of need would receive an open-ended and more flexible support offer via Housing First. Essentially, in cases where more floating support is needed, most would potentially be eligible for it in any case, based on our findings linking intensity of support to assessed needs. Critical to the success of such a model will be the flexibility to step-up or down through the tiers if needs change.

The cost of providing universal floating support

We were unable to gather information from LCC about the actual unit costs for floating support during the timescales of the project. However, Hull City Council did some benchmarking of floating support unit costs in 2017¹³ – and calculated that generic floating support costs tended to be in a range of £14 - £17 per hour. Giving regard to inflation, we have used £17 as a round number and a mid-point for an hourly unit cost¹⁴.

According to data on the 478 clients recorded on Mainstay, the average duration of the support offer was 217 days across the whole of the project. During the last quarter of the

¹³ See p. 10 of [Hull CC Housing Support Delivery Plan](#)

¹⁴ Using a figure of £16 and accounting for inflation at 1.9%¹⁴, gives an amount in 2021 of £17.27 per hour. Using a figure of £15, gives an amount of £16.19

service (January – March 2022) the average client received 28 hours of direct resettlement support. Using the £17 per hour unit cost, this equates to £476 per client per quarter, £37 per week (when we divide it by the 13 weeks in a quarter).

Based on anonymised records assessed on Mainstay, we have some insight into the amount of floating support required by the whole cohort to sustain tenancies and the extent to which this might be expected to vary by assessed needs. The number of ‘support events’ per individual recorded by commissioned providers ranged from 1 to 178 and as we would expect, was related to assessed need (an average of 15 support events per individual, 6 for those with no assessed support need, 13 for those with ‘low’ support needs; 23 for those with ‘medium’ support needs. Those with ‘high’ support needs received an average of 35 support events).

We have data on the different categories of ‘support event’; there are some minor variations between the three providers (Creative Support, Riverside and Whitechapel), hence the range shown below:

- 8-14% of support events involved an (unsuccessful) attempt to contact the individual
- 22-24% involved a contact with the individual
- 46-59% involved making a case note

Cost savings resulting from moving away from drop-in services and from eligibility assessments (i.e. where the basic floating support offer is universal) could enable some repurposing of funds.

Summary

- Whilst it is not possible to continue to run a system outside of PPP to allocate all properties, stakeholders hoped to retain the cross-sector open dialogue around tenants who are traditionally at risk of falling through the cracks.
- If a panel is to continue moving forward, stakeholders feel it needs to: occur regularly, contain staff who can make decisions quickly, link in with key players across allocation and lettings.
- RPs can potentially explore running elements of a panel for the purpose of direct lets, where this is appropriate, with suggestions that property matching can continue in some form.
- The evaluation found strong support for a non-means tested furniture offer, ideally to arrive within a few days of a new tenancy starting, which is linked to priorities referenced in the forthcoming homelessness strategy. The average cost of furniture packs for single people was £1,521.38.
- Floating support was linked to higher sustainability levels and there is strong support to offer this to all households who go through homelessness. Designing tiers of floating support to reflect assessed need across different subgroups would

be required if a universal offer is developed. Average estimated floating support costs equates to £37 per client per week. Cost savings resulting from moving away from drop-in services and from eligibility assessments (i.e., where the basic floating support offer is universal) could enable some repurposing of funds.

7. Assessing the cost effectiveness of the Homelessness Reduction Project

In order to make an assessment of the cost effectiveness of the initiative, we have compared the costs of the furniture packages and the floating support offer with two ‘counterfactuals’:

The first takes a shorter term view, by comparing the costs of temporary accommodation with the costs of supporting someone into a tenancy via the HRP. The second considers that if the tenancy provides a sustainable exit from homelessness, there are longer term cost benefits to the local authority and its statutory partners resulting from the prevention of homelessness and its likely financial impact.

Cost savings through reduced use of temporary accommodation

Based on data supplied by LCC, covering the period June 2020 to May 2021, the average nightly cost of TA (B&B) was £45.65.

- Reduced spend on Temporary Accommodation (TA), due to quicker re-housing – £230 per week cost of TA to local authority (after Housing Benefit) for a single person; more for families
- In an exercise conducted by LCC officers in 2020, the reduction in the average length of stay in TA (from 340 days in 2019/20 down to 284 in 2020/21) generated a net saving to the council of around £0.5 million.

The comparison is clearly not solely a short-term financial one; at the end of 7 weeks spent in temporary accommodation, a person would still effectively be homeless and the likely negative impact on their mental and physical wellbeing is well-documented as per the research highlighted above. Furthermore, our evaluation presents evidence of people who have sustained their permanent homes achieving a range of positive outcomes in relation to health, mental health, community integration and education, training and employment.

We ran a scenario in which we compared the ongoing costs of placing a person in TA (B&B) with the costs of providing a furniture package and floating support (assuming the unit cost and average provision set out above), i.e.:

- The mean, one-off cost (£1,521) of providing a furniture package, plus
- The average estimated cost of £37 per week to provide floating support

compared to:

- the weekly cost of temporary accommodation at £227.50.

The costs converge at the 8 week point, where the person in temporary accommodation costs the authority a total of £1,820 and the person in a settled furnished tenancy has cost the authority £1,817.

At this point, the furniture has effectively been paid off. After this point, the authority will save £190.50 per week in the settled tenancy scenario compared to the TA scenario if the person continues to receive an average amount of floating support, and £227.50 per week once the floating support is no longer required.

The experience and outcomes in these two scenarios are clearly very different, and a pure cost comparison does not capture this. For example, the person in temporary accommodation has – in this scenario – been unsupported, and in limbo and remains homeless at the end of the 8 week period. The person in a tenancy has received regular support whilst settling themselves into a permanent and hopefully sustainable home.

If the tenancy sustains, and this evaluation suggests it would be reasonable to assume that 94% of these tenancies will be sustained a year later, there will have been considerable cost benefits resulting from the prevention of homelessness in the intervening year.

Potential cost savings around homelessness prevention

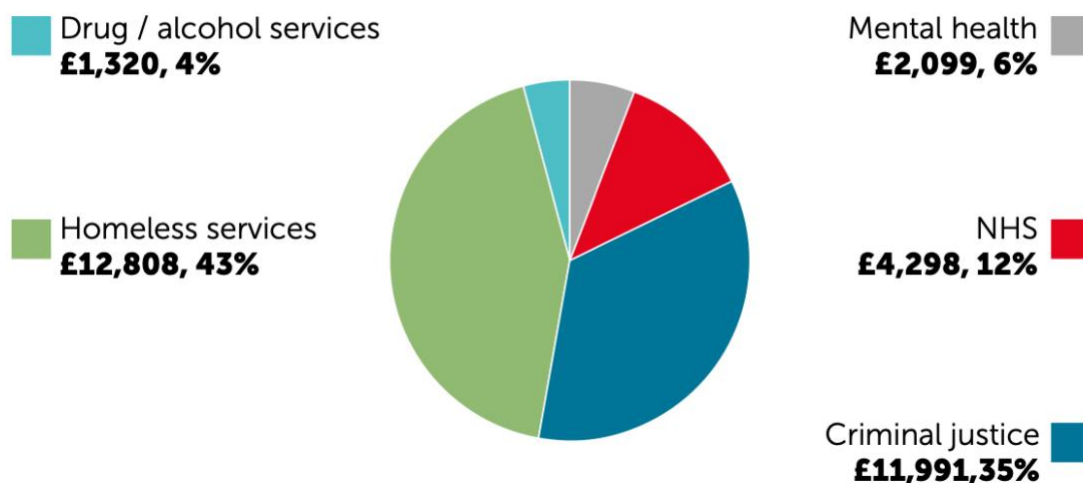
We know that the cost to the local authority of providing ongoing homelessness services for single people is significant. For example, this may include outreach provision, homelessness presentations/ housing options input, stays in supported accommodation (e.g., hostel accommodation). The potential cost benefits of preventing ongoing homelessness are also considerable from the perspectives of the NHS, DWP, and criminal justice/ community safety.

Pleace & Culhane¹⁵ undertook exploratory work to estimate the costs to the public purse of services used by a sample of 86 single homeless people over a 90 day period. If their service usage were to remain consistent over the course of a whole year, this would amount to £34.5K per person per year. The following chart shows the breakdown of these costs to different public bodies.

¹⁵ Pleace, N. and Culhane, D. (2016). Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England. London: Crisis UK

Figure 3

Estimated average per person costs of single homelessness over one year



Given the need to factor in the costs of prevention initiatives and the ‘counter-factual’ of likely service usage by this group even if they had been housed, Pleace and Culhane estimate that preventing homelessness saves public bodies approx. £10K per person per year.

Using this estimated figure and, since 895 tenancies have been sustained (based on data for 966 properties), we could argue that there have been £8.95 million of prevented costs arising from homelessness over the course of just one year of the initiative.

However, it is essential to point out that many of these savings to the NHS will not be cashable, and the challenge for local authorities is that a new cohort of people experiencing homelessness has emerged.

LCC confirmed that in July 2022, there were 199 single people and 113 families in B&B or other hotel accommodation, with total costs of placements (many of which are out of area) amounting to £733,205 a month. This does not include claims for damages of around £28K per year. Meanwhile the council has spent a further £892,000 on private sector placements (i.e. dispersed temporary tenancies) during 2021/22.

These figures underline the continuing urgency of finding ways to re-house those facing homelessness in sustainable tenancies.

Summary

- In an exercise conducted by LCC officers in 2020, the reduction in the average length of stay in TA generated a net saving to the council of around £0.5 million.
- Comparing the ongoing costs of placing a person in TA (B&B) with the costs of providing a furniture package and floating support, costs converge at the 8-week point. After this point, the authority will save £190.50 per week in the settled

tenancy scenario compared to the TA scenario if the person continues to receive an average amount of floating support, and £227.50 per week once the floating support is no longer required. As well as saving costs, the person in a tenancy has received regular support whilst settling themselves into a permanent and hopefully sustainable home.

- Based on wider evidence, we estimate that each tenancy sustained through the HRP has generated £10K of cost benefits through the avoidance of homelessness for that household, meaning a potential saving of £8.95 million (based on 895 tenancies sustained across 966 properties) over the course of a year. However, most savings to the NHS will not be cashable, and the challenge for LCC is that a new cohort of people experiencing homelessness has emerged – which underlines the continuing urgency of finding ways to re-house those facing homelessness into sustainable tenancies.

Considerations

As PPP is back in operation and BAU resumes, the demand for temporary accommodation for single people and Housing Option Services has not reduced. Furthermore, the cost of B&B, hotel provision and private sector placements remains high, with placements as far afield as Blackpool, Burnley and Manchester being accessed meet this demand.

We would suggest that some of the learning from the HRP panel around working together to provide rapid permanent accommodation and ensure provider groups do not fall through the gaps is invaluable. However, this needs to be considered alongside a shortage of one bed accommodation across the city. Whilst one stakeholder referred to RPs working more closely with LCC and developers at planning stages to discuss the types of accommodation that need to be built – this is at an early stage.

On a final note, a reflection from the perspective of the evaluation team is that whilst the stripping out of bureaucracy no doubt produced positive outcomes in line with a rapid rehousing model – the flip side to this was that data was not collected at overall project level, with different information held across different services and providers. Essentially a rapid and streamlined process at delivery level meant a trade-off whereby detailed information across all those provided with accommodation through the HRP could not be assessed. So whilst the analysis produced for this report is based on robust data, it meant we were unable to carry out cross-sectional analysis which included all clients supported through HRP.

Appendix

Calculating identified support needs (Mainstay)

Each individual was allocated a score in each three domains of support need:

- drug and alcohol misuse
- mental health
- offending

The scores allocated to each support need domain ranged from 0 to 3 as follows:

0	none
1	low
2	medium
3	high

The scores for each of the domains were then added together to produce an individual combined score of 0 to 9.

0	none
1-3	low
4-6	medium
7-9	high

A summary table of the scores with the number and percentage of people with each of those scores is shown below:

Individual combined score	Number of people	% of people (to zero dp)
0 (none)	95	23%
1-3 (low)	161	38%
4-6 (medium)	140	33%
7-9 (high)	24	6%
Total	420	100%

The make-up of the individual scores varies in terms of the levels of identified need.

For example, someone with a low overall score could have high needs in just one of the 3 areas such as drug and alcohol misuse, yet be assessed as no risk in relation to emotional and mental health or offending, thereby scoring 3. Alternatively it could represent someone with a score of 1, low, in all 3 of the areas of need considered