



**Evaluation of  
Fulfilling Lives:**  
Supporting  
people  
experiencing  
multiple  
disadvantage

**Updated  
March 2021**

Rachel Moreton  
Dr Joanna Welford  
Peter Howe

# 01

# Why we need to invest in multiple disadvantage

This briefing provides updated statistics from the National Lottery Community Fund's Fulfilling Lives programme. It updates our earlier briefing of the same name with more recent data and looks at outcomes over a longer period of time. The analysis presented is based on data up to March 2020; it does not reflect the significant impact of the COVID-19 pandemic and associated lockdown measures on programme beneficiaries.

Since 2014, the Fulfilling Lives programme has supported nearly 4,000 people with experience of multiple disadvantage. Multiple disadvantage is defined by the programme as experience of two or more of homelessness, alcohol and substance misuse, reoffending and mental ill-health, although many face other disadvantages including domestic violence and physical and learning disabilities.

# Key messages

- Everyone deserves the opportunity to reach their full potential. The current system is not working for people facing multiple disadvantage. Many of their interactions with public services are negative and/or avoidable. Few receive the treatment they need.
- This results in substantial cost to the public purse. When people first join the Fulfilling Lives programme they are each using, on average, over £28,000 in public services per year. Across all Fulfilling Lives beneficiaries this equals over £114.8 million.
- In addition, there are serious social and economic impacts, such as homelessness, crime and anti-social behaviour, not to mention the tragic waste of human life and potential. Just over 1 in 20 beneficiaries have died since the start of the programme.
- Fulfilling Lives offers a different approach – involving persistent and ongoing support, free from restrictive timescales and focusing on beneficiaries' priorities.
- Dealing with multiple disadvantage takes time and will require a long-term investment.
- Yet after beneficiaries have been engaged with Fulfilling Lives for one year, the evidence suggests the programme reduces negative behaviours and misdirected demand for services.
- There is also a reduction in rough-sleeping, sofa-surfing and time spent in temporary accommodation, like hostels, and an increase in people spending time in supported accommodation or their own tenancy.

- This creates the opportunity to use resources differently. There is an increase in the average value of welfare benefits and housing costs. These appear to be offset by reductions in other areas. The initial reduction in use of public services for those who remain with the programme for at least a year is worth £177 per person per quarter, equivalent to over £700 per year. Across all Fulfilling Lives beneficiaries this equals over £2.8 million per year. This is mainly as a result of reductions in evictions, use of temporary accommodation, hospital care and interactions with the criminal justice system.
- Continuing to support and work with beneficiaries beyond the first year shows ongoing benefits. For those who remain on the programme for at least two years, the net reduction in service use is worth at least £2,680 per beneficiary per year – almost ten per cent of the average cost when people join the programme.

## Multiple disadvantage is a serious problem

Everyone deserves the opportunity to reach their full potential. People with experience of homelessness, substance misuse, mental ill-health and the criminal justice system also have expertise, skills and assets to offer.

There is a pressing need for the kind of support provided by Fulfilling Lives. The 2015 report *Hard Edges*<sup>1</sup> estimated there were 58,000 people annually who had contact with homelessness, substance misuse and criminal justice services. More recently,<sup>2</sup> it was estimated that approximately 336,000 people in England face at least three of homelessness, mental ill-health, substance misuse and violence and abuse. Since 2014, Fulfilling Lives, working in just 12 areas of England, has worked with 3,975 people. Partnerships delivering the programme experienced high levels of demand for their services, with some at times having to pause referrals.



---

**58 per cent of beneficiaries were homeless**

Lack of effective support for people facing multiple disadvantage can result in a tragic waste of human life and potential. Since the start of the programme, at least 223 people have died – six per cent of all those who have engaged with the programme. This equates to 56 deaths per 1,000. The crude death rate (not adjusted for age) for the population of England and Wales as a whole in 2019 was nine deaths per 1,000 people.<sup>3</sup> The average age of people on the Fulfilling programme who died was 44 for men and 40 for women. In the general population, the average age at death is 79 years for men and 83 years for women.<sup>4</sup> The youngest person on the programme to die was just 21 years old.

During their first three months with Fulfilling Lives, 58 per cent of beneficiaries were homeless<sup>5</sup> at least some of the time. 25 per cent experienced rough sleeping. Almost all join the programme with substance misuse issues and mental health problems. Many also experience other forms of disadvantage, including experience of trauma, long-term health conditions, other disabilities and domestic violence. For further information about the characteristics of people facing multiple disadvantage see: *Understanding Multiple Needs* [www.tinyurl.com/understandingmd](http://www.tinyurl.com/understandingmd)

## The current system is not working



**1 in 4 attended  
A&E at least once**

### Many interactions with public services are negative and avoidable

Not all people experiencing multiple disadvantage are frequent users of emergency services or are involved with the criminal justice system – but some are, and this kind of avoidable use of public services can be costly.

25 per cent attended A&E at least once during their first three months with Fulfilling Lives. One person attended as many as 28 times – that's £4,676 in A&E attendances in just three months.

During the first three months with Fulfilling Lives 13 per cent of beneficiaries were evicted from a tenancy. The average cost of eviction from a tenancy for local authorities is £6,799 per incident (see Appendix 3 for details of unit costs used in this report).

### Yet people facing multiple disadvantage are not getting the treatment they need

Almost all those getting help from Fulfilling Lives have a mental health need. Yet few received specialist services during their first three months with Fulfilling Lives.



**20 per cent**  
had contact with  
a community  
mental health  
team (CMHT)



**8 per cent**  
received  
counselling or  
psychotherapy



**7 per cent**  
attended a  
mental health  
hospital outpatient  
appointment

Similarly, most also have a substance misuse problem when they join the programme. During the first three months:



**50 per cent**  
had contact with drug  
and alcohol services



**3.5 per cent**  
spent time  
in detox



**1 per cent**  
entered residential  
rehabilitation

We know that getting help with mental health, in particular counselling and psychological therapies, is linked to people making better progress.<sup>6</sup> Our report on [improving access to mental health support](#)<sup>7</sup> sets out the many reasons why it can be difficult for people to get the help they need. The system of mental health services, agencies and referral routes can be complex to navigate. Co-occurring mental ill-health and substance misuse excludes many people as they are required to address substance misuse before they can get mental health treatment or assessments. Those affected by multiple disadvantage are often considered by mainstream services as too complex, too chaotic and too high risk to support. They are viewed as unlikely to benefit from treatment available. Traditional models of providing support often do not work for people facing multiple disadvantage.

## There is a substantial cost to the public purse

When people first join the Fulfilling Lives programme they are each using, on average, public services costing £7,220 per quarter – over £28,800 per beneficiary per year. Across all Fulfilling Lives beneficiaries this equals over £114.8 million per year. This is an underestimate as it does not include all types of interactions with public services, such as ambulance call outs or prescription costs, or the cost of delivering support programmes, such as Fulfilling Lives. It is also an average and some people generate much higher costs.

The costs of multiple disadvantage impacts a wide range of agencies and organisations, including HM Courts and Tribunals Service, HM Prison and Probation Service, local police forces, NHS Trusts and Care Commissioning Groups.

To provide some context to these figures we can compare them to public spending on similar services for the population of England generally. In 2018/19 total public spending on public order and safety (including police services, law courts and prisons) was just £448 per person in England. Total expenditure on health was £2,269 per person.<sup>8</sup> This illustrates the disproportionate use of some services by people facing multiple disadvantage.

### Average annual cost per beneficiary – who pays



### Lack of effective support also has social and economic impacts

As well as the cost to the state of delivering these public services, there is a societal cost associated with crime and anti-social behaviour. 26 per cent of beneficiaries were arrested at least once during their first three months on the programme – the estimated average cost of arrest is £750 per incident. One person was arrested 12 times. 17 per cent of beneficiaries spent at least one night in police custody and 11 per cent spent time in prison.





---

## Over 1 in 4 arrested at least once

14 per cent were convicted of at least one offence in the first three months with Fulfilling Lives. The estimated average economic cost generated by this crime (such as increased insurance costs and loss of property) is £266 per person per quarter.<sup>9</sup> The average social cost (based on the physical and emotional impact on direct victims of crime) is £337 per beneficiary per quarter.

16 per cent of beneficiaries admit to receiving income from begging when they first engage with the Fulfilling Lives programme. 7 per cent say they undertake sex work and 16 per cent get income from other illegal activities.<sup>10</sup> The real figures are likely to be higher as beneficiaries may not admit to these activities, particularly in the early stages of working with the programme.

**Fulfilling Lives  
partnerships take  
a personalised  
approach, working  
alongside mainstream  
services to better  
coordinate the  
support that  
people receive**

## Fulfilling Lives does things differently

Fulfilling Lives partnerships take a personalised approach, working alongside mainstream services to better coordinate the support that people receive. As well as providing support they aim to change the way that other services and the wider systems work to help people experiencing multiple disadvantages. We know the following features make a difference to beneficiaries.



**Fewer arrests, convictions, visits to A&E and evictions**

- **Persistent and ongoing support** is essential for engaging chronically excluded people. Staff do not give up on beneficiaries or close the case if someone misses appointments.
- Complex and entrenched disadvantage take time to address. Fulfilling Lives partnerships are **free from the time-limits** that restrict some other commissioned services.
- The long-term approach, coupled with **small case-loads** for workers, means they can **build personal relationships based on trust** with beneficiaries. This is a key ingredient in providing effective support.
- Partnerships work to provide **holistic support** and **focus on beneficiaries' priorities**, rather than working to externally set targets.

### Change takes time, but is possible

Lack of accessible and coordinated services for people experiencing multiple disadvantage means they often turn to emergency and crisis services.<sup>11</sup> The help people get from Fulfilling Lives appears to change things. Overall, after nearly a year with the programme people have fewer negative interactions with public services. On average, there are fewer arrests, convictions, presentations at A&E and evictions from tenancies. We also see a small, but significant increase in time spent in residential rehab.

Supporting people to access safe and stable accommodation can help to reduce use of crisis and emergency services and contact with the criminal justice system.<sup>12</sup> There is a reduction in rough sleeping, down from 25 per cent to 15 per cent. Fewer people spend time in temporary accommodation (such as hostels), down from 24 per cent to 17 per cent. More people are living in supported accommodation or their own tenancy.



---

**Rough sleeping  
down from  
24 per cent  
to 12 per cent**

Securing the correct benefits for people is an essential element of addressing multiple disadvantage and lack of income is a risk factor for petty acquisitive crime (such as theft) and begging.<sup>13</sup> During the first three months with the programme, 31 per cent of beneficiaries are in receipt of personal independence payments (PIP); after roughly a year this has increased to 42 per cent. There are also significant increases in the proportion of people receiving Employment and Support Allowance (ESA) and Universal Credit.

## **Reductions in negative and crisis services continue into year two**

For those who remain on the programme for at least two years the reductions in negative or crisis services are maintained, and in some instances reduce further.

- The proportion of people who are evicted from a tenancy reduces from 12 per cent at the start to 6 per cent after two years.
- There are significant reductions in arrests and the proportion of people who receive a police caution drops from 7 per cent at the start to 3 per cent.
- The proportion who visit A&E has reduced from 28 per cent to 21 per cent and the average number of attendances halves.

Trends in improving housing also continue for those engaged for at least two years with further small reductions in time spent rough sleeping, sofa surfing and in temporary accommodation such as hostels.

- Proportion of people rough sleeping reduces from 24 to 12 per cent after two years.
- More people are spending time in their own tenancy, up from 25 per cent at the start to 39 per cent.

See our forthcoming report on pathways through homelessness (due Spring 2021) for further detail on beneficiaries' accommodation journeys.

It is important to remember that the people who stay with the programme for at least two years may have different needs and characteristics to those who do not. They may face more severe forms of disadvantage and therefore require longer-term support. Equally, this group will include people who are less likely to leave the programme at an earlier stage for negative reasons, for example, because they disengage or receive a long-term prison sentence.

The continued improvements over two years further emphasise the need for and importance of longer-term support.

### **There is still a need to improve access to support services**

After a year, with the exception of the small increase in time spent in rehab, there are no significant changes in the levels of use of more therapeutic or treatment services.

For those who remain on the programme for at least two years, we also see significant reductions in the number of hospital inpatient episodes and contacts with drug and alcohol services. Although this could be interpreted as a sign of improved health and reduced reliance on drug and alcohol support, reductions in use of treatment services are less obviously a positive outcome, and could be concerning given barriers to some services outlined earlier.

In particular, we see consistently low levels of use of mental health services. This highlights the need for wider systemic change to make services more accessible to those who need them.

For more information about the achievements of the Fulfilling Lives programme, see What has Fulfilling Lives achieved [www.tinyurl.com/Fulfillinglivesachieved](http://www.tinyurl.com/Fulfillinglivesachieved)

## The potential to use resources differently

The initial reduction in use of public services for those who remain with the programme for at least a year is worth £177 per person per quarter, equivalent to over £700 per year. This is after average increases in welfare benefits and housing costs have been included. Across all Fulfilling Lives beneficiaries this equals over £2.8 million per year.

## The value of changing service use: year one

### Average value of reduced service use per beneficiary per quarter after year one

Presentations at A&E	-£31
Arrests	-£87
Evictions	-£323
Temporary accommodation	-£215
<b>Total</b>	<b>-£656</b>

### Average value of increased service use per beneficiary per quarter after year one

PIP	+£83
ESA	+£26
Universal Credit	+£24
Rehab	+£63
Supported accommodation	+£160
Own tenancy	+£123
<b>Total</b>	<b>+£479</b>

For those who remain with the programme for two years, we see greater reductions in the average cost of service use. While the movement of people from rough sleeping and sofa surfing into supported accommodation and their own tenancies results in increased costs, this is more than offset by reductions in use of other, less positive services. The net reduction in use of public services for those who remain with the project for at least two years is worth £671 per person per quarter, equivalent to £2,684 per year. Continuing to support and work with beneficiaries beyond the first year shows ongoing benefits.

## The value of changing service use: year two

### Average value of reduced service use per beneficiary per quarter after year one

Presentations at A&E	-£78
Impatient episodes	-£170
Arrests	-£109
Police cautions	-£21
Evictions	-£474
Contacts with drug/alcohol services	-£90
Temporary accommodation	-£369
<b>Total</b>	<b>-£1,311</b>

### Average value of increased service use per beneficiary per quarter after year one

PIP	+£158
ESA	+£52
Universal Credit	+£44
Rehab	+£21
Supported accommodation	+£195
Own tenancy	+£170
<b>Total</b>	<b>+£640</b>

## Further information about Fulfilling Lives

The National Lottery Community Fund is investing £112 million over 8 years (2014 to 2022) in local partnerships in 12 areas across England, helping people experiencing multiple disadvantage access more joined-up services tailored to their needs. The programme aims to change lives, change systems and involve beneficiaries. The programme is not a preventative programme, but instead aims to better support those experiencing entrenched disadvantage who are not otherwise engaging with services. The programme uses coproduction to put people with lived experience in the lead and builds on their assets to end the revolving door of disjointed care for adults. The programme also has a strong focus on systems change, so that these new ways of working can become sustainable.

For more information about the Fulfilling Lives programme visit [www.tnlcommunityfund.org.uk/funding/strategic-investments/multiple-needs](http://www.tnlcommunityfund.org.uk/funding/strategic-investments/multiple-needs) or contact [laura.furness@tnlcommunityfund.org.uk](mailto:laura.furness@tnlcommunityfund.org.uk)

For more information on the evaluation of Fulfilling Lives, including local partnership evaluations, visit [www.fulfillinglivesevaluation.org](http://www.fulfillinglivesevaluation.org) or contact [rachel.moreton@cfe.org.uk](mailto:rachel.moreton@cfe.org.uk)





# **Appendices and references**

## Appendix 1: Method notes

The Fulfilling Lives programme funds voluntary-sector led partnerships in 12 areas across England. The partnerships were awarded funding in February 2014 and began working with beneficiaries between May and December 2014. The National Lottery Community Fund commissioned CFE Research and the University of Sheffield to carry out a national evaluation of the programme.

### About the data sources

A Common Data Framework (CDF) was developed at the start of the Fulfilling Lives programme to ensure consistent data is collected by all 12 partnership areas. The CDF comprises:

- Demographic information on beneficiaries and their engagement with the programme.
- Six-monthly assessments of need and risk (Homelessness Outcomes Star and New Directions Team assessment).
- Data on frequency of interactions with 18 different public services.

Local partnerships collect data in line with the CDF and submit this to the national evaluation team quarterly. Beneficiaries are recruited to the programme on a rolling basis.

This briefing mainly draws on the data on interactions with public services. The data covers the period from the start of the programme (May 2014) until March 2020.

All beneficiaries are asked to provide informed consent for their data to be collected by partnerships and shared with the national evaluation team. This is refreshed every two years. Where beneficiaries do not agree to share their data we know only their start and end dates (so that we can count them as beneficiaries of the programme).

Collecting information from people experiencing multiple disadvantage can be challenging. Data sets are not always complete; where data is missing we have excluded the case from our analysis. **As a result, base numbers vary.**

We checked that the beneficiaries for whom we hold data on public service interactions were representative of the wider population of Fulfilling Lives beneficiaries that have provided informed consent and are still with the programme after four quarters. Overall the sample is broadly representative of Fulfilling Lives beneficiaries in terms of age, number of multiple needs and sex. There are some differences by partnership but all partnerships are sufficiently represented. However, the population of beneficiaries who remain on the programme for at least four quarters may be different from the wider population including those who leave at an earlier stage.

The data partnerships collect on interactions with public services comes from three different sources:

- Administrative sources – that is, records kept by service providers such as local authorities, the NHS and police forces, for purposes other than research.
- Informal reporting by project workers – staff work closely with beneficiaries and are well placed to provide information on ongoing levels of service use.
- Self-report by beneficiary.

Each of these sources has its pros and cons but no source alone provides an adequate sample to explore all of our questions. We have therefore combined the data for public service interactions from all three of the above sources to ensure as large a sample as possible. There is only one service use estimate per quarter for each beneficiary and so no duplication.

## Understanding the baseline position

In addition to quarterly data, we also ask partnerships to provide data on service use for the 12-months prior to beneficiaries joining the programme. The volume of service use data provided by partnerships has increased substantially since the first edition of this briefing, from between 8 and 17 per cent of all beneficiaries (depending on the variable) to between 22 and 36 per cent. However, collecting this data can be challenging and some partnerships have provided no data for some variables. As a result, prior service use data does not represent all partnerships. In addition, prior data does not include information on the benefits beneficiaries receive and nights spent in different types of accommodation.

Therefore, we decided to use data from the first quarter (Q1) of each beneficiary's engagement with the programme to show the baseline position. We assume that, given the severity of multiple disadvantage beneficiaries face, it would be unlikely for the programme to have a significant impact within the first three months.

In order to test the validity of using Q1 as the baseline we carried out a comparison of mean service use between Q1 and an average quarter in the year before they joined (12-months prior/4). This showed that, for the majority of service use variables, average service use was the same in those two periods, suggesting that the Q1 baseline is appropriate. The exceptions were: arrests, police cautions, magistrate proceedings, convictions and nights in prison – all of these were significantly higher prior to beneficiaries joining the programme. There was a small but significantly lower mean number of evictions from tenancies prior to beneficiaries joining the programme. We conclude therefore, that in most instances, the Q1 data is an appropriate baseline. For some criminal justice variables, use of Q1 data may slightly under-estimate the extent of change in service use following engagement with the Fulfilling Lives programme. See table 3 in Appendix 2 for details of the comparison.

To show how service use changes over time we compare data for the first and fourth quarters (Q1 and Q4) and, in this updated briefing, between the first and eighth quarters (Q1 and Q8).

## Analysis

Data provided by Fulfilling Lives partnerships is collated in an SQL database then exported to SPSS for analysis. For each service use variable we calculated the mean number of interactions at Q1 and Q4, and Q1 and Q8, minimum and maximum number of interactions, and the proportion of beneficiaries who experienced a particular interaction at least once. Differences between quarterly means were compared and statistical significance tested (paired sample t-test or McNemar test for dichotomous variables). We only highlight in the briefing results that are statistically significant at the 95 per cent confidence level. Assuming that our sample is representative of all beneficiaries, this means we could be reasonably confident that the results would be found in the wider population of Fulfilling Lives beneficiaries.

More detailed results for Q1 and Q4 and Q1 and Q8 service interactions are provided in Appendix 2.

## Costing service interactions

To calculate the cost of beneficiary interactions with public services we used published estimates of unit costs at the national level. We have tried to source the most recent and robust estimates available. Where necessary we have adjusted costs to 2019 prices using the GDP Deflator published by HM Treasury.<sup>14</sup> We have, in some cases, used different unit cost sources and assumptions to those used in our previous edition of this briefing, published in 2019. Therefore, the results presented here cannot be compared with those in the earlier briefing. Appendix 3 lists unit costs and sources used.

We multiplied the mean number of interactions in Q1 for each service by the appropriate unit cost to arrive at a total per beneficiary baseline estimate. To derive an estimate of annual costs we simply multiplied this figure by four.

To calculate cost savings/increases we only considered interactions where there was a statistically significant change between quarters.

## Appendix 2: Data tables

**Table 1: Comparison of service use Q1 and Q4**

Shaded rows indicate where the difference between Q1 and Q4 means are statistically significant. Mean interactions are rounded to two decimal points.

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q4	Q1	Q4	Q1	Q4	Increases/reductions
<b>Criminal justice system</b>								
Arrests	1,069	0.4	0.32	26	19.5	£330	£243	<b>-£87</b>
Police cautions	1,007	0.12	0.08	8	6	£41	£30	<b>-£12</b>
Nights in police custody	982	0.35	0.24	17	13	£37	£26	<b>-£11</b>
Magistrates court proceedings	1,032	0.28	0.25	20	16	£236	£209	<b>-£27</b>
Crown court proceedings	1,038	0.05	0.08	4	5	£679	£1,031	<b>+£352</b>
Nights in prison	1,047	3.98	4.92	11	10	£426	£527	<b>+£101</b>
Convictions (economic cost)	1,110	0.23	0.17	14	12	£266	£200	<b>-£66</b>
Convictions (social cost)	1,110	0.23	0.17	14	12	£337	£254	<b>-£83</b>
<b>Healthcare</b>								
Presentations at A&E	1,055	0.64	0.46	25	22	£108	£76	<b>-£31</b>

## 01 Why we need to invest in multiple needs

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q4	Q1	Q4	Q1	Q4	Increases/reductions
<b>Inpatient episodes</b>	1,056	0.38	0.35	15	12	£241	£223	<b>-£18</b>
<b>Outpatient appointments</b>	1,013	0.35	0.54	15	21	£47	£73	<b>+£26</b>
<b>Contacts with community mental health teams</b>	1,083	0.91	0.76	20	19	£231	£192	<b>-£40</b>
<b>Counselling or psychotherapy services</b>	1,077	0.37	0.33	8	8	£25	£22	<b>-£3</b>
<b>Mental health service outpatient attendances</b>	1,058	0.21	0.16	7	7.5	£35	£27	<b>-£9</b>
<b>Mental health service nights as inpatient</b>	1,047	1.35	1.36	6	5	£579	£583	<b>+£4</b>
<b>Local authority services</b>								
<b>Evictions from a tenancy</b>	1,178	0.15	0.1	13	9	£1,033	£710	<b>-£323</b>
<b>Face to face contact with drug and alcohol services</b>	1,126	2.61	2.89	50	49	£347	£385	<b>+£38</b>
<b>Days in in-patient detox</b>	1,101	0.35	0.57	3.5	4	£58	£93	<b>+£35</b>
<b>Weeks in residential rehabilitation</b>	1,101	0.04	0.13	1	2	£31	£94	<b>+£63</b>

## 01 Why we need to invest in multiple needs

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q4	Q1	Q4	Q1	Q4	Increases/reductions
<b>Housing</b>								
Nights rough sleeping	1,800	13.48	7.38	25	15	£0	£0	<b>£0</b>
Nights staying with friends/family (sofa surfing)	1,800	14.92	12.82	25	22	£0	£0	<b>£0</b>
Nights in temporary accommodation (hostel/night-shelters)	1,800	15.19	10.25	24	17	£660	£445	<b>-£215</b>
Nights in supported accommodation	1,800	16.89	20.57	24	28	£733	£893	<b>+£160</b>
Nights in own tenancy	1,800	21.57	30.65	25	35	£293	£416	<b>+£123</b>
<b>Welfare benefits</b>								
Personal independence payments (PIP)	858	-	-	31	42	£237	£320	<b>+£83</b>
Employment and Support Allowance (ESA)	1,925	-	-	73	76	£697	£723	<b>+£26</b>
Income Support	1,754	-	-	2	2	£20	£21	<b>+£1</b>
Jobseekers Allowance	1,765	-	-	6	6	£58	£57	<b>-£1</b>
Universal Credit	1,752	-	-	4	6	£36	£60	<b>+£24</b>



**Table 2: Comparison of service use Q1 and Q8**

Shaded rows indicate where the difference between Q1 and Q8 means are statistically significant. Mean interactions are rounded to two decimal points.

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q8	Q1	Q8	Q1	Q8	Increases/reductions
<b>Criminal justice system</b>								
Arrests	563	0.47	0.33	28	19	£353	£244	<b>-£109</b>
Police cautions	517	0.09	0.03	7	3	£33	£13	<b>-£21</b>
Nights in police custody	488	0.35	0.30	19	15	£38	£32	<b>-£6</b>
Magistrates court proceedings	533	0.32	0.28	21	17	£269	£236	<b>-£33</b>
Crown court proceedings	538	0.08	0.06	5	4	£994	£776	<b>-£218</b>
Nights in prison	519	4.53	4.97	12	10	£485	£532	<b>+£47</b>
Convictions (economic costs)	572	0.32	0.19	17	12	£380	£220	<b>-£160</b>
Convictions (social costs)	572	0.32	0.19	17	12	£482	£279	<b>-£203</b>
<b>Healthcare</b>								
Presentations at A&E	561	0.85	0.38	28	21	£141	£64	<b>-£78</b>
Inpatient episodes	558	0.44	0.18	19	11	£280	£111	<b>-£170</b>
Outpatient appointments	512	0.4	0.48	16	19	£54	£65	<b>+£10</b>
Contacts with community mental health teams	549	0.74	0.6	20	18	£188	£153	<b>-£35</b>

## 01 Why we need to invest in multiple needs

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q8	Q1	Q8	Q1	Q8	Increases/reductions
<b>Counselling or psychotherapy services</b>	552	0.4	0.38	7	8.5	£27	£26	<b>-£2</b>
<b>Mental health service outpatient attendances</b>	541	0.27	0.16	9	6.5	£46	£27	<b>-£19</b>
<b>Mental health service nights as inpatient</b>	512	1.57	1.46	7	4	£677	£627	<b>-£50</b>
<b>Local authority services</b>								
<b>Evictions from a tenancy</b>	603	0.14	0.07	12	6	£947	£474	<b>-£474</b>
<b>Face to face contact with drug and alcohol services</b>	571	2.91	2.23	50	42	£386	£296	<b>-£90</b>
<b>Days in in-patient detox</b>	545	0.51	0.29	4	4	£84	£47	<b>-£37</b>
<b>Weeks in residential rehabilitation</b>	541	0.03	0.06	1	1	£23	£43	<b>+£20</b>
<b>Housing</b>								
<b>Nights rough sleeping</b>	931	12.09	6.16	24	12	£0	£0	<b>£0</b>
<b>Nights staying with friends/family (sofa surfing)</b>	931	13.51	10.75	23	19	£0	£0	<b>£0</b>

## 01 Why we need to invest in multiple needs

	Sample size	Mean number of interactions		% of beneficiaries with at least 1 interaction		Average cost per beneficiary per quarter		
		Q1	Q8	Q1	Q8	Q1	Q8	Increases/reductions
<b>Nights in temporary accommodation (hostel/night-shelters)</b>	931	17.6	9.09	27	14	£764	£395	<b>-£369</b>
<b>Nights in supported accommodation</b>	931	17.56	22.05	24	29	£762	£958	<b>+£195</b>
<b>Nights in own tenancy</b>	931	21.23	33.78	25	39	£288	£458	<b>+£170</b>
<b>Welfare benefits</b>								
<b>Personal independence payments (PIP)</b>	358	-	-	33	53	£249	£407	<b>+£158</b>
<b>Employment and Support Allowance (ESA)</b>	1,015	-	-	76	82	£726	£778	<b>+£52</b>
<b>Income Support</b>	919	-	-	2	4	£19	£39	<b>+£21</b>
<b>Jobseekers Allowance</b>	934	-	-	5	5	£48	£50	<b>+£2</b>
<b>Universal Credit</b>	919	-	-	1	5	£8	£52	<b>+£44</b>

**Table 3: Comparison between Q1 and one of quarter of 12-months prior to beneficiaries joining the programme**

Shaded rows indicate where the difference between Q1 and prior means are statistically significant. Mean interactions are rounded to two decimal points.

	Sample size	Mean number of interactions		
		Previous 12-months/4	Q1	p value
<b>Criminal justice system</b>				
Arrests	904	0.53	0.36	<.0001
Police cautions	837	0.17	0.09	.048
Nights in police custody	831	0.41	0.39	NS
Magistrates court proceedings	870	0.35	0.25	.003
Crown court proceedings	890	0.04	0.06	NS
Nights in prison	861	7.54	2.78	<.0001
Convictions	909	0.43	0.26	.004
<b>Healthcare</b>				
Presentations at A&E	761	0.83	0.78	NS
Inpatient episodes	788	0.51	0.56	NS
Outpatient appointments	635	0.36	0.31	NS
Contacts with community mental health teams	710	0.87	0.94	NS
Counselling or psychotherapy services	691	0.22	0.26	NS
Mental health service outpatient attendances	625	0.21	0.16	NS
Mental health service nights as inpatient	704	1.59	1.54	NS

## 01 Why we need to invest in multiple needs

		Mean number of interactions		
	Sample size	Previous 12-months/4	Q1	p value
<b>Local authority services</b>				
Evictions from a tenancy	884	0.1	0.14	.01
<b>Face to face contact with drug and alcohol services</b>				
Days in in-patient detox	713	0.33	0.28	NS
Weeks in residential rehabilitation	708	0.18	0.08	NS

## Appendix 3: Unit costs and sources

Item	Cost	Year of estimate	Inflated to 2019 prices	Definition	Source
<b>Housing</b>					
<b>Rough sleeping</b>	No cost	-	-	Accommodation costs zero by definition. Costs to other services uses accounted for otherwise	-
<b>Staying with friends and family</b>	No cost	-	-	-	-
<b>Temporary accommodation (hostels etc.)</b>	£173 + £114 per week	2016	£183 + £121 = £304 per week	Average Housing Benefit plus additional spend on supported Housing Benefit for single homeless people	DWP and DCLG (2016) <a href="#">Supported accommodation review: The scale, scope and cost of the supported housing sector</a> , p.53: "Working-age claimants in Specified Accommodation average Weekly Housing Benefit award" (£173/week) plus p.64: "Estimated additional spend on supported Housing Benefit for single homeless people" (£177.5m per annum/estimated 30,000 single homeless people = £114/week)
<b>Supported accommodation</b>		2016	£304 per week		As above as unable to source any more up to date or accurate costs
<b>Own tenancy (social, private or shared accommodation)</b>	£93 per week	2018	£95 per week	"Housing benefit – average weekly award, across all tenure types" – average weekly award for single person with no dependents	Greater Manchester Combined Authority (2019), <a href="#">Unit Cost Database</a>
<b>Eviction from a tenancy</b>	£5,806 per incident	2010/11	£6,799	Cost of eviction from LA property including rent arrears write off and cost of re-letting property	Shelter (2012) Research briefing: Immediate costs to government of loss of home p.4
<b>Health</b>					
<b>Outpatients appointment attendances</b>	£135 per attendance	2019	£135	Weighted average of all outpatient attendances	Curtis, L. & Burns, A. (2020) Unit Costs of Health and Social Care 2019, Personal Social Services Research Unit, University of Kent, Canterbury p.82

## 01 Why we need to invest in multiple needs

Item	Cost	Year of estimate	Inflated to 2019 prices	Definition	Source
<b>Inpatient episodes</b>	£631 per episode	2019	£631	Average cost per episode for non-elective inpatient short stays	Curtis, L. & Burns, A. (2020) <i>Unit Costs of Health and Social Care 2019</i> , Personal Social Services Research Unit, University of Kent, Canterbury p.82
<b>Presentations at A&amp;E</b>	£160 per attendance	2017/18	£167	A&E Attendance	NHS Improvement (2018) <i>Reference costs 2017/18: highlights, analysis and introduction to the data</i> , NHS Improvement
<b>Mental health</b>					
<b>Face to face contacts with CMHT</b>	£254 per contact	2019	£254	Mean average weighted cost per care contact with a forensic community, adult and elderly mental health specialist team	Curtis, L. & Burns, A. (2020) <i>Unit Costs of Health and Social Care 2019</i> , Personal Social Services Research Unit, University of Kent, Canterbury p.36
<b>Counselling or psychotherapy sessions</b>	£59 per consultation	2011/12	£68		Curtis, L. (2012) <i>Unit Costs of Health and Social Care 2012</i> Canterbury: University of Kent p.53
<b>Mental health service outpatient attendances</b>	£146 per attendance	2011/12	£168	Weighted average of all adult outpatient attendances for mental health services	As above, p.47
<b>Mental health services inpatient attendances</b>	£430 per bed day	2019	£430	Weighted average of all adult mental health inpatient bed days	Curtis, L. & Burns, A. (2020) <i>Unit Costs of Health and Social Care 2019</i> , Personal Social Services Research Unit, University of Kent, Canterbury p.36
<b>Substance misuse</b>					
<b>Face to face contacts with drug/alcohol services</b>	£133 per contact	2019	£133	Mean cost of community drug services (adults) per care contact	Curtis, L. & Burns, A. (2020) <i>Unit Costs of Health and Social Care 2019</i> , Personal Social Services Research Unit, University of Kent, Canterbury p.50

## 01 Why we need to invest in multiple needs

Item	Cost	Year of estimate	Inflated to 2019 prices	Definition	Source
<b>Residential rehabilitation</b>	£688 per resident week	2016/17	£729	Cost per resident week in residential rehabilitation for people who misuse drugs or alcohol	Curtis, L. & Burns, A. (2017) Unit Costs of Health and Social Care 2017, Personal Social Services Research Unit, University of Kent, Canterbury. <a href="https://doi.org/10.22024/UniKent/01.02/65559">https://doi.org/10.22024/UniKent/01.02/65559</a> p60
<b>Inpatient detoxification</b>	£154 per patient day	2016/17	£163	Cost per patient day of inpatient detoxification for people who misuse drugs or alcohol	As above, p.61
<b>Criminal justice</b>					
<b>Arrest</b>	£750 per incident	2019	£750	Per arrest – detained	GMCA Unit Cost Database 2019
<b>Police caution</b>	£360 per incident	2019	£360	Simple caution	As above
<b>Prison</b>	£107 per night	2019	£107	Average overall resource expenditure per prisoner for all prison types. Per night derived from annual cost estimate	GMCA Unit Cost Database 2019 £38,974 per annum/365
<b>Nights spent in police custody</b>	£107 per night	2019	£107	Cost for night in prison used as proxy as unable to source unit cost	As above
<b>Magistrate court proceedings</b>	£550	1997/98	£834	Average cost per magistrates court proceeding	Harries, R., The cost of criminal justice, Home Office Research, Development and Statistics Directorate, Research Findings No. 103: Home Office, 1999
<b>Crown Court proceedings</b>	£8,600	1997/98	£13,045	Average cost per crown court proceeding	As above
<b>Conviction</b>	£1,111	2016/17	£1,175	Economic cost	GMCA Unit Cost Database 2019
<b>Conviction</b>	£1,407	2016/17	£1,489	Social cost	As above



## References

1. Bramley, G. and Fitzpatrick, S. (2015) *Hard Edges: Mapping severe and multiple disadvantage* Lankelly Chase Foundation
2. Sosenko, F. Bramley, G. Johnsen, S. (2020) *Gender matters: Gendered patterns of severe and multiple disadvantage in England*. Lankelly Chase <https://lankellychase.org.uk/resources/publications/gender-matters>
3. ONS (2018) Table 1 Deaths and stillbirth numbers, death rates by sex, age-standardised-mortality rates by sex, infant and neonatal mortality and stillbirth rates 1838 to 2019 England and Wales *Deaths registered in England and Wales* Online [www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/datasets/deathsregisteredinenglandandwalesseries](http://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/datasets/deathsregisteredinenglandandwalesseries) Accessed 23 November 2020
4. ONS (2019) *Average age at death, by sex*, UK Online [www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandlifeexpectancies/datasets/averageageatdeathbysexuk](http://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandlifeexpectancies/datasets/averageageatdeathbysexuk) Accessed 23 November 2020
5. We define homeless here as either rough sleeping, in temporary accommodation (such as a hostel or bed and breakfast) or staying temporarily with friends and family (sofa surfing).
6. Lamb, H. Moreton, R. Welford, J. Leonardi, J. O'Donnell, J. and Howe, P. *What makes a difference* CFE Research [www.fulfillinglivesevaluation.org/wp-admin/admin-ajax.php?juwpfisadmin=false&action=wpfd&task=file.download&wpfd\\_category\\_id=324&wpfd\\_file\\_id=6441&token=7336ff63d3a83da1f043ef2514833ecd&preview=1](http://www.fulfillinglivesevaluation.org/wp-admin/admin-ajax.php?juwpfisadmin=false&action=wpfd&task=file.download&wpfd_category_id=324&wpfd_file_id=6441&token=7336ff63d3a83da1f043ef2514833ecd&preview=1)
7. CFE Research, University of Sheffield and the Systems Change Action Network (2020) *Improving access to mental health support for people experiencing multiple disadvantage*. CFE Research [www.tinyurl.com/mentalhealthsupport](http://www.tinyurl.com/mentalhealthsupport)
8. HM Treasury (2019) *Country and regional analysis November 2019* HM Treasury
9. This is based on the estimated average economic costs across all types of crime. See the method notes in the appendices for further information.
10. Income from unsafe and illegal sources n = 1,905
11. Diamond, A. Adamson, J. Moreton, R. et al. (2013) *Multiple and complex needs: a Rapid Evidence Assessment* CFE Research
12. Pleace, N. and Quilgars, D. (2017) *The Inspiring Change Manchester Housing First Pilot: Interim Report* University of York
13. Pollard, N & Rice, B (2018). *A model of Specialist Welfare Advice and Advocacy at Voices: How VOICES and Citizens Advice Staffordshire North and Stoke-on-Trent (SNSCAB) have worked together to provide welfare rights support to people with multiple needs*. Independent Evaluation Report, July 2018
14. [www.gov.uk/government/collections/gdp-deflators-at-market-prices-and-money-gdp](http://www.gov.uk/government/collections/gdp-deflators-at-market-prices-and-money-gdp)

Evaluated by



The  
University  
Of  
Sheffield.

