

The Financial Benefits of the Supporting People Programme in Northern Ireland

A Report for NICVA

**Centre for
Economic Empowerment
Research Report: ten**



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FOREWORD

The Supporting People programme was introduced in 2003 to help vulnerable individuals live independently. This includes people who are elderly, young people leaving care, people with learning disabilities, and victims of domestic violence.

Research in other parts of the UK has found that assisting people to live in their own home ultimately saves the government money. This is because, for example, it helps to reduce alcohol and drug use, homelessness, and the need for domiciliary care – all of which create costs for the public purse. NICVA commissioned this study in order to find out the extent to which the same is true of Supporting People in Northern Ireland.

The financial modelling used in this research estimates that every £1 spent on Supporting People saves the public purse £1.90. This is important because, while its funding has been protected to date in Northern Ireland, the prospect of severe budget constraints means that the future financial position of Supporting People is highly uncertain.

Unless there is a dramatic change in context, budget holders in Northern Ireland are likely to face difficult decisions in balancing their resources following the next Comprehensive Spending Review. This research should help inform those deliberations. While it may be possible to deliver the programme more efficiently and effectively, simply cutting the Supporting People budget is unlikely to save the government money, and may even result in greater costs overall.

Seamus McAleavey

NICVA Chief Executive

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- The Probation Board for Northern Ireland (PBNI).
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- The housing, care and support providers who supplied information and helped to review the outcomes from the project.
- Delegates from the 2014 NIFHA “Supporting People to Flourish” conference, who helped with contacts and information.
- Those who contributed to the literature review and comparative research.

Finally, we would like to thank NICVA for commissioning the study.

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EXECUTIVE SUMMARY

Supporting People

Launched across the UK in 2003, the Supporting People (SP) programme helps vulnerable individuals and families to live independently. Client groups that benefit include homeless people, people with long-term support needs, such as learning, physical or sensory disabilities and older people who require support to live in their own home, or need a particular type of supported housing. As of 31 March 2014, the cost of providing the SP programme in Northern Ireland amounted to £65.6m per annum. This funded over 19,000 “annual household units” of support.

Aims and Methodology

The primary aim of the project is to estimate the financial benefits associated with SP in Northern Ireland. Sitra has used a financial modelling tool developed by Capgemini on behalf of the Communities and Local Government department in England to assess the impact of the removal of the programme on public finances and service users. The Capgemini model compares the full costs of delivering the SP programme currently with the costs incurred in the absence of SP.

In order to achieve this, the cost of providing SP itself is added to the cost of providing the other services that SP clients require in order to construct a “baseline” figure. The estimated cost of alternative services and dealing with adverse events that would be more likely to happen in the absence of SP constitute the “counterfactual” scenario. The baseline and counterfactual figures are then compared in order to calculate a net benefit of SP programme provision.

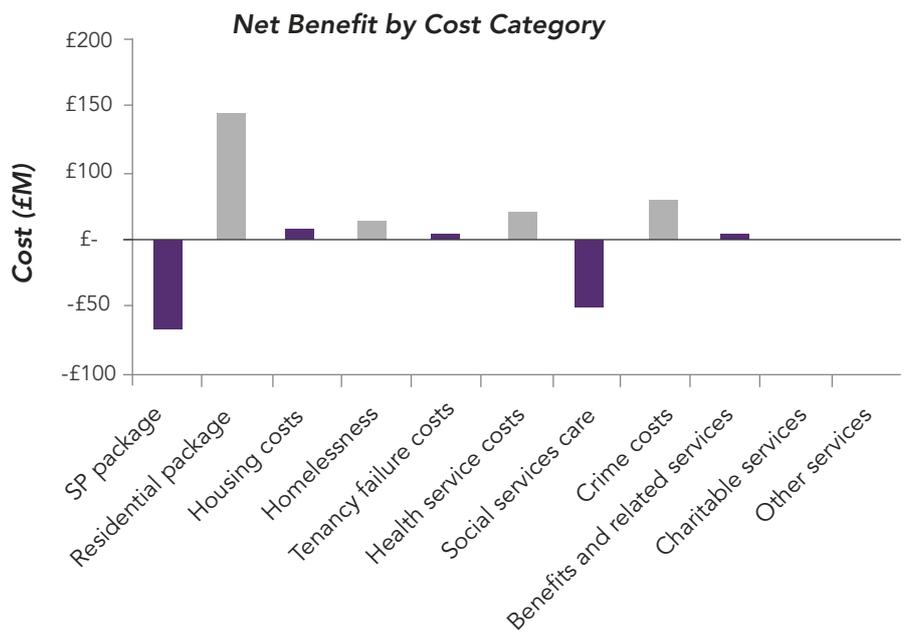
The model utilises both empirical data and estimates, made on the basis of judgements by SP experts. In applying the model to Northern Ireland, Sitra validated the assumptions and data: for example, the estimated costs of alternative services. If no Northern Ireland data was available, applicable or likely to make a material difference, guideline figures based on the Capgemini model were used.

Financial Analysis

In summary, the analysis shows that SP **saves the public purse £125.05m per annum**, compared to its 2013/14 cost of £65.6m. Expressed as a ratio, **every £1 spent on the SP services saves the public purse £1.90**.

The table below shows the differences between the baseline and counterfactual scenarios:

ALL £m	Baseline	Counterfactual	Net Benefit
SP Package	65.59*	0.00	-65.59
Residential Package	0.00	144.93	144.93
Housing Costs	123.42	128.35	4.93
Homelessness	6.55	19.91	13.36
Tenancy failure costs	1.41	2.13	0.72
Health service costs	58.90	85.30	26.40
Social services care	115.60	84.76	-30.83
Crime costs	172.66	205.39	32.73
Benefits and Related Services	93.67	92.08	-1.59
TOTAL	637.81	762.86	125.05



Taking the programme as a whole, the biggest savings are, therefore:

- Avoidance of costs associated with residential packages (£144.93m).
- Avoidance of costs associated with crime (£32.73m).
- Avoidance of health service costs (£26.4m).

1 INTRODUCTION

1.1 Supporting People

Launched across the UK in 2003, the Supporting People (SP) programme helps vulnerable individuals and families to live independently. Client groups that benefit include:

- Homeless people, those at risk of losing their home and socially excluded groups, such as substance misusers and ex-offenders.
- People with long-term support needs, such as learning, physical or sensory disabilities and others experiencing enduring or recurrent mental ill health.
- Vulnerable young people at risk and older people who require support to live in their own home, or need a particular type of supported housing.

In England, the SP budget has been in decline since it ceased to be ring-fenced in 2009. However, to date, the SP programme in Northern Ireland has been afforded a greater degree of protection, with its budget ring-fenced until 2014/15.

The Department for Social Development (DSD) has signalled their intention to review both SP policy and the legislative framework. The programme's long-term financial position is, therefore, uncertain but the SP budget is likely to come under considerable pressure given the difficult fiscal environment. In this context, NICVA has commissioned Sitra to carry out an analysis of SP in Northern Ireland, to inform debate about the programme's future.

1.2 The Brief

The primary aim of the project is to estimate the financial benefits associated with SP in Northern Ireland. In doing this, Sitra has used a financial modelling tool developed by Capgemini on behalf of the Communities and Local Government department in England – see <http://www.communities.gov.uk/publications/housing/financialbenefitsresearch>. This is the first time this model has been applied to the Northern Ireland SP Programme.

To accompany the financial modelling, the project brief also included a requirement for a literature review, looking at similar analyses carried out elsewhere. Finally, the research included a comparative study of recent experience in implementation of SP, across England, Scotland and Wales.

1.3 Background

As at 31 March 2014, the SP programme in Northern Ireland amounted to £65.6m per annum. This funded over 19,000 "annual household units" of support. Broken down by client group, the pattern of provision is as follows:

Client Group	Annual Contract Sum £	Annual Number Of Units*
Alcohol Problems	3,539,000	328
Domestic Violence	4,433,000	973
Drug Users	108,000	30
Homeless Families	4,178,000	710
Homeless Singles (Settled Housing)	24,000	10
Homeless Singles (Temporary Housing)	11,023,000	2,091
Learning Disabilities	14,609,000	1,576
Mental Health	10,664,000	1,428
Offenders	1,745,000	243
Older People (Sheltered)	3,570,000	8,565
Older People (Very Sheltered)	493,000	101
Older People (Other)	4,686,000	1,999
Physical And Sensory Disabilities	2,565,000	586
Young People At Risk (Including Care Leavers And Teenage Parents)	3,965,000	684
Total	65,602,000	19,324

**in practice, a higher number of service users benefit from SP, as some are supported for less than a year*

2 METHODOLOGY

2.1 Overview

The methodology used in the study had three main components:

Analysis of the Financial Benefits

This involved comparing the full cost of delivering SP services with the costs likely to be incurred, primarily by the public sector in the absence of SP. To do this, the Capgemini model required data in four main areas:

- The direct cost of delivering SP services.
- The cost of delivering the other services that SP clients require.
- The cost of delivering the **“alternative services”** that clients would be likely to require if SP was not available.
- The cost implications of certain **“adverse events”** that are more likely to be experienced by clients if SP were not available.

The model utilised both empirical data and estimates, made on the basis of judgements by SP experts. In applying the model to Northern Ireland, Sitra validated the assumptions and data: for example, the estimated costs of alternative services. If no Northern Ireland data was available, applicable or likely to make a material difference, guideline figures based on the Capgemini model were used.

In order to access data and solicit judgements, Sitra contacted a range of key stakeholders, including SP providers, the HSCB/HSCNI, PBNi and NIHE. Stakeholders were shown guideline figures and asked if they knew of alternative sources of information.

A steering group comprising NICVA, NIFHA, provider representatives and Sitra met to oversee the project. Provisional findings were presented to the NIFHA “Supporting People to Flourish” Conference in June 2014. In December 2014, NICVA convened an expert panel to further discuss the findings.

Literature Review

This focussed on previous financial analyses of SP from across the UK. The findings from the review can be found at section 4 below.

Comparative Research

This focused on the changing policy context in which SP operates, especially the impact of removing the ring-fence in other areas of the UK. The findings from the research can also be found at section 4.

2.2 Financial Modelling – The Methodology in Outline

In broad terms, the financial model works like this:

- The actual costs of funding SP services in a given year are provided, in this case by NIHE.
- These are added to the estimated cost of providing the other services that SP clients need.
- Both of the above are added to the estimated cost of dealing with the adverse events that can still be experienced by SP service users, despite the fact they are being supported. This calculation provides a **“baseline”** figure.
- The baseline figure is then compared to the estimated costs of not providing SP. This is called the **“counterfactual scenario”**.
- The counterfactual scenario includes both the estimated cost of alternative services and the estimated cost of dealing with the adverse events that would be more likely to be experienced by service users if they were not supported by SP.
- The baseline is then compared to the counterfactual scenario. If the baseline figure is lower, it shows that there is a net financial benefit to providing SP.

The cost estimates for both alternative provision and adverse events take account of the likelihood (or risk) of them being needed or happening. For example, a 50% chance of needing a residential package at £500 per week as an alternative to SP would result in £250 per week in counterfactual scenario costs.

2.3 Financial Modelling – The Methodology in Detail

The Direct Costs of the Supporting People Programme

In carrying out the financial modelling, all of NIHE'S Supporting People contracts as at 31 March 2014 were taken into account. The breakdown between service types is as follows:

Accommodation based services

Client Group	Annual Contract Sum £	Number Of Units
Alcohol Problems	3,158,000	252
Domestic Violence	2,683,000	132
Drug Users	0	0
Homeless Families	3,179,000	369
Homeless Singles (Settled Housing)	24,000	10
Homeless Singles (Temporary Housing)	9,376,000	792
Learning Disabilities	14,246,000	1,454
Mental Health	9,957,000	1,121
Offenders	1,293,000	49
Older People (Sheltered)	3,570,000	8,565
Older People (Very Sheltered)	493,000	101
Older People (Other)	3,825,000	1,414
Physical And Sensory Disabilities	1,627,000	337
Young People At Risk (Including Care Leavers And Teenage Parents)	2,400,000	222
Total	55,831,000	14,818

Non - accommodation based services

Client Group	Annual Contract Sum £	Number Of Units
Alcohol Problems	381,000	76
Domestic Violence	1,750,000	841
Drug Users	108,000	30
Homeless Families	999,000	341
Homeless Singles (Settled Housing)	0	0
Homeless Singles (Temporary Housing)	1,647,000	1,299
Learning Disabilities	363,000	122
Mental Health	707,000	307
Offenders	452,000	194
Older People (Sheltered)	0	0
Older People (Very Sheltered)	0	0
Older People (Other)	861,000	585
Physical And Sensory Disabilities	938,000	249
Young People At Risk (Including Care Leavers And Teenage Parents)	1,565,000	462
Total	9,771,000	4,506

Accommodation Based services are those where clients live in housing specifically developed or designated for people with support needs (for example, in a hostel). These services are often called "Supported Housing".

Non-Accommodation Based services are those where clients live in "ordinary" housing. These services are often called "Floating Support", as delivery of support is not linked to a specific unit of accommodation. The Capgemini model takes account of the costs and benefits of both.

Calculating the "Baseline" – the Full Cost of Providing Services to SP Service Users

The baseline figures in the scenarios below comprise:

- The actual direct cost of funding both accommodation and non-accommodation based SP services;
- The estimated costs of providing the other services SP clients need;
- The estimated costs associated with the adverse events likely to be experienced by SP service users.

In this way, the benefit, housing, social care, health and criminal justice costs that are typically incurred in respect of people who receive SP services are taken into account.

The baseline figures also take account of the fact that SP cannot be judged 100% successful in preventing adverse events. This is handled in the model by estimating (on the basis of research) the prevention rates achieved by SP services in practice.

For example, the model includes average “tenancy failure costs” associated with SP service users. These costs are less than those associated with similar clients who do not get SP. This is because Capgemini’s research suggests that SP service users are less likely to experience tenancy failure, owing to the support they receive.

Once the costs are aggregated, the baseline total represents the cost of the whole publically funded “support package” typically provided to SP service users, not just the cost of the SP service itself. This provides a more robust basis for making comparisons of the financial benefits.

Calculating the Cost of the “Counterfactual” Scenario - the Probable Cost of not Providing SP

The counterfactual costs in the scenarios below comprise:

- The estimated cost of the alternative service packages (e.g. residential packages) that a proportion of people in the relevant client groups would receive, if SP services were not provided.
- The estimated cost implications of a range of adverse events (e.g. involvement in crime) typically experienced by people in each client group. The research-based assumption is that these events would be more likely to occur if SP services were not provided.

The probability of the alternative packages being allocated in practice is taken into account in arriving at the counterfactual cost figures in the table. In most instances, the research-based assumption is that the need for alternative services will be greater when SP is not provided.

However, the model does recognise that some SP service users will require more domiciliary support from social services than people in receipt of non-SP residential packages (see “social services care” in the scenarios below) This is why “social services care” costs are higher in the baseline scenario than in the counterfactual scenario.

Cost Assumptions

The non-SP Costs used in quantifying both the baseline and counterfactual scenarios are set out in the table below. It should be noted that these are estimates of averages, taken from a range of actual costs, determined using informed judgements.

Client Group Costs	Guideline Figure £	Frequency	NI Estimate £	Source
Alcohol Problems				
Alcohol re-habilitation	957	per week		Capgemini Appendix A - indexed
Cost of NHS inpatient treatment for people who misuse drugs	265	per day		Capgemini Appendix A - indexed
Estimate of accommodation cost for people with alcohol problems	84	per week	71	NI Housing Provider
Domestic Violence				
Estimate of accommodation cost for women at risk of domestic violence	181	per week	190	NI Housing Provider
Drug Use				
Drug re-habilitation	957	per week		Capgemini Appendix A - indexed
Cost of NHS inpatient treatment for people who misuse drugs	265	per day		Capgemini Appendix A - indexed
Estimate of accommodation cost for drug user	84	per week	71	NI Housing Provider
Homeless Families Settled				
Estimate of accommodation cost for homeless family	181	per week	190	NI Housing Provider
Homeless Families Temporary				
Estimate of accommodation cost for homeless family	181	per week	190	NI Housing Provider
Homeless Single Settled				
Estimate of accommodation cost for single homeless	84	per week	71	NI Housing Provider
Homeless Single Temporary				
Estimate of accommodation cost for single homeless	163	per week	71	NI Housing Provider
Learning Disability				
Learning disabilities residential cost	891 (fieldwork estimate only – the original Capgemini research assumed a much higher figure)	per week	713	HSCB weighted average 2013/14

Client Group Costs	Guideline Figure £	Frequency	NI Estimate £	Source
Estimate of accommodation costs for Learning Disabilities	84	per week	71	NI Housing Provider
Cost of statutory domiciliary care	12,361	per year		Capgemini Appendix A - indexed
Cost of day care	11,278	per year		Capgemini Appendix A - indexed
Mental Health				
Mental health residential cost	542	per week	713	HSCB weighted average 2013/14
Psychiatric care cost	221	per day		Capgemini Appendix A - indexed
Estimate of accommodation costs	116	per week	71	NI Housing Provider
Cost of statutory domiciliary care	5,635	per year		Capgemini Appendix A - indexed
Cost of day care	2,646	per year		Capgemini Appendix A - indexed
Offenders				
Estimate of accommodation costs for Offenders	84	per week	71	NI Housing Provider
Probation Budget per offender supervised	8,083	per year	4,191	PBNI
Older Sheltered				
Residential care	522	per week	713	HSCNI weighted average 2013/14
Estimate of accommodation costs for older person in sheltered accommodation	142	per week	83	NI Housing Provider
Cost of statutory domiciliary care	5,522	per year		Capgemini Appendix A - indexed
Cost of day care	242	per year		Capgemini Appendix A - indexed
Older Very Sheltered				
Residential care	522	per week	713	HSCNI weighted average 2013/14
Nursing care	634	per week	898	HSCNI weighted average 2013/14 (proportionately adjusted to nursing)
Estimate of accommodation costs for older person in sheltered accommodation	162	per week	83	NI Housing Provider

Client Group Costs	Guideline Figure £	Frequency	NI Estimate £	Source
Cost of statutory domiciliary care	5,522	per year		Capgemini Appendix A - indexed
Cost of day care	242	per year		Capgemini Appendix A - indexed
Older Floating & Other				
Residential care	522	per week	713	HSCNI weighted average 2013/14
Estimate of accommodation costs for Older People	84	per week	71	NI Housing Provider
Cost of statutory domiciliary care	5,522	per year		Capgemini Appendix A - indexed
Cost of day care	242	per year		Capgemini Appendix A - indexed
Phys. or Sens. disabilities				
Cost of residential care	808	per week	801	HSCNI weighted average 2013/14 (proportionally adjusted to physical disability) Estimate of accommodation
Estimate of accommodation cost for people with physical or sensory disabilities	9,087	per year		Capgemini Appendix A - indexed
Cost of statutory domiciliary care	4,308	per year		Capgemini Appendix A - indexed
Cost of day care	2,646	per year		Capgemini Appendix A - indexed
Teenage Parents				
Estimate of accommodation cost for Teenage Parents	181	per week	190	NI Housing Provider
Young People at Risk Temporary				
Cost of psychiatric care	221	per day		Capgemini Appendix A - indexed
Estimate of accommodation cost for YP at Risk	163	per week	71	NI Housing Provider
Young People Leaving Care				
Cost of psychiatric care	221	per day		Capgemini Appendix A - indexed
Estimate of accommodation cost for young people leaving care	163	per week	71	NI Housing Provider

The HSCNI weighted average for 2013/14 was established from data on permanent residential Learning Disability clients for that year. As HSCB tariffs are similar for other client groups, we have used it to estimate residential package costs throughout the model. For physical disability and nursing care, we have adjusted the weighted average according to the proportional differences in tariff.

Calculating the Net Benefit - Comparing the Baseline and Counterfactual Scenarios

The net benefit of providing SP services is calculated by subtracting the cost of the baseline from the cost of the counterfactual scenario. A positive figure represents a net benefit for the public purse.

3 ANALYSIS

3.1 Summary of the financial benefits

In carrying out the analysis, the following costs have been taken into account:

- SP package – the contractual cost of the relevant SP services to NIHE.
- Residential packages – this covers the cost of providing residential care to people who might otherwise be SP clients.
- Housing costs.
- Homelessness costs, including the cost of tenancy breakdown or failure to move-on into settled accommodation.
- Health service costs – this covers costs to the NHS. It includes the cost of any stays in hospital, mental health services, visits to Accident & Emergency and use of primary care and treatment services.
- Social services care – this covers the cost of social services' in house or outsourced provision of care, as well as social services' input to reviewing care needs.
- Crime costs – this covers a wide range of costs associated with both being a victim of crime and/or with re-offending.
- Benefits – including the cost of administration.

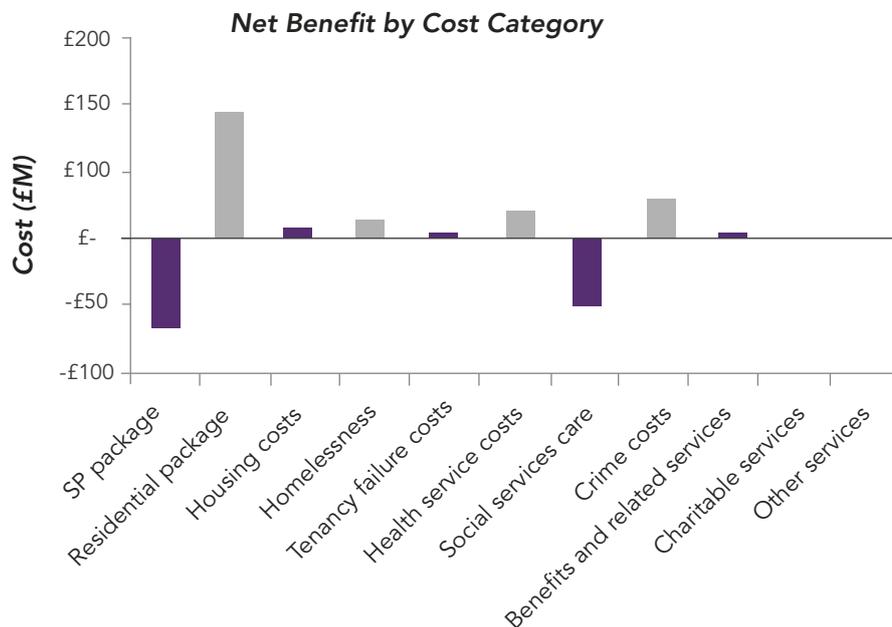
In summary, the analysis shows that SP saves the public purse £125.05m per annum (about 16% of estimated counterfactual expenditure). Expressed as a ratio, **every £1 spent on the SP services saves the public purse £1.90.**

The table below shows the differences between the baseline and counterfactual scenarios.

ALL £m	Baseline	Counterfactual	Net Benefit
SP Package	65.59*	0.00	-65.59
Residential Package	0.00	144.93	144.93
Housing Costs	123.42	128.35	4.93
Homelessness	6.55	19.91	13.36
Tenancy failure costs	1.41	2.13	0.72
Health service costs	58.90	85.30	26.40
Social services care	115.60	84.76	-30.83
Crime costs	172.66	205.39	32.73
Benefits & Related Services	93.67	92.08	-1.59
TOTAL	637.81	762.86	125.05

* the cumulative effect of rounding throughout the model is not material (<0.02%)

The graph below illustrates the savings by these sectors:



Taking the programme as a whole, the biggest savings are, therefore:

- Avoidance of costs associated with residential packages (£144.93m).
- Avoidance of costs associated with crime (£32.73m).
- Avoidance of health service costs (£26.4m).

These savings are, however, somewhat offset by higher social services care costs (£30.83m) associated with domiciliary care provision to SP service users. The assumption is that these would not be incurred if clients were living in a care or nursing home.

The savings achieved by SP can be understood in more detail by looking at each individual client group, as follows.

3.2 People with Alcohol Problems

We have estimated that the average cost of the current scenario (i.e. supporting people with alcohol problems by providing SP services) is **£28,576** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£25,167). This includes a cost to SP of £14,044 as well as housing costs of £5,055 and benefit costs of £6,068.
- Event costs arising from likely interventions and incidents of £3,409. These include the cost of clients being victims of or committing criminal offences (£528) failing to progress to settled accommodation (£403) and using the health service (£2,478).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that if SP services were not available, the most appropriate alternative provision for the client group would be to give:

- 80% of household units residential rehabilitation packages; and
- 20% of household units inpatient psychiatric care.

This assumption has been made on the basis that, without support, there is a higher likelihood for any member of the client group of not making progress in dealing with their alcohol problem – therefore, in all cases the most appropriate alternative to SP services is an escalated, residential arrangement.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £59,717. This would now include a residential package valued on average at £51,088, housing costs £2,561 and benefit costs of £6,068.
- Secondly, it would reduce the event costs to £3,178.

The key hypothesis behind the reduced event costs is that residential and hospital care, whilst expensive, removes alcohol misusers from the communities where they are likely to commit criminal offences.

The estimated average cost in the counterfactual scenario is, therefore **£62,895** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the changes in total costs that are estimated to arise if SP is withdrawn.

Alcohol £m	Baseline	Counterfactual	Net Benefit
SP Package	3.54	0.00	-3.54
Residential Package	0.00	12.87	12.87
Housing Costs	1.27	0.65	-0.63
Homelessness	0.00	0.03	0.03
Tenancy failure costs	0.10	0.07	-0.03
Health service costs	0.62	0.62	0.00
Social services care	0.00	0.00	0.00
Crime costs	0.13	0.08	-0.05
Benefits & Related Services	1.53	1.53	0.00
TOTAL	7.20	15.85	8.65

The main financial benefit of providing SP for this client group is, therefore, that the costs of expensive residential packages are avoided.

Net Benefits

The net benefit to the public purse is £8.65m per annum, about 54% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £2.44** in net benefits across the expenditure areas taken into account.

3.3 Domestic Violence

We have estimated that the average cost of the current scenario (i.e. supporting women escaping domestic violence by providing SP services) is **£34,452** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£24,287) This includes a cost to SP of £4,555 as well as housing costs of £9,880 and benefit costs of £9,852.
- Event costs arising from likely interventions and incidents of £10,165. These include the cost of clients being victims of or committing criminal offences (£3,830) failing to progress to settled accommodation (£258) and using the health service (£6,077).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario, the Capgemini model makes the working assumption that the most appropriate alternative provision for the client group would be to give 100% of household units the packages they currently receive, but without the Supporting People component. This assumption has been made on the basis that intensive forms of support (residential care homes or hospitalisation) are inappropriate to meet the needs of the client group, which are generally for short-term crisis support and then resettlement. Furthermore, because of the primary cause of the need for support is the individual fleeing domestic violence, it has been assumed that support to them in their own homes should not be regarded as the default option.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £21,742. This would now include housing costs of £11,890 and benefit costs of £9,852.
- Secondly, it would increase the event costs to £38,308.

The higher event costs in the counterfactual scenario would be:

- £927 associated with failure to progress from temporary to settled housing, arising primarily from the high costs of temporary accommodation and social costs associated with rough sleeping.
- £19,151 associated with offending behaviour, involving both Criminal Justice System costs and the costs of dealing with the consequences of crime, such as hospital treatment of victims and repair of damage to property.
- £18,230 for health costs (including admission to hospital due to a general health issue, drug treatment costs, admission to Accident & Emergency and outpatient appointments).

The key hypothesis behind the additional event costs is that without SP services clients will lack stable housing, emotional support and training in life skills and that this will lead to the costs above.

The estimated average cost in the counterfactual scenario is, therefore £60,050 unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Domestic Violence £m	Baseline	Counterfactual	Net Benefit
SP Package	4.43	0.00	-4.43
Residential Package	0.00	0.00	0.00
Housing Costs	9.61	11.57	1.96
Homelessness	0.00	0.40	0.40
Tenancy failure costs	0.25	0.50	0.25
Health service costs	5.91	17.74	11.82
Social services care	0.00	0.00	0.00
Crime costs	3.73	18.63	14.91
Benefits & Related Services	9.59	9.59	0.00
TOTAL	33.52	58.43	24.91

The main financial benefit of providing SP for this client group are, therefore, avoidance of housing, crime and health service costs.

Net Benefits

The net benefit to the public purse is £24.91m per annum, about 43% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £5.62** in net benefits across the expenditure areas taken into account.

3.4 People with Drug Problems

We have estimated that the average cost of the current scenario (i.e. supporting people with drug problems in Northern Ireland by providing SP services) is **£26,521** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£11,954) This includes a cost to SP of £3,600 as well as housing costs of £3,692 and benefit costs of £4,662.
- Event costs arising from likely interventions and incidents of £14,567. These include the cost of clients being victims of or committing criminal offences (£9,352) failing to progress to settled accommodation (£387) using the health service (£4,742) and social services care (£86).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that if SP services were not available, the most appropriate alternative provision for the client group would be to give:

- 80% of household units residential rehabilitation packages; and
- 20% of household units inpatient psychiatric care.

This assumption has been made on the basis that, without support, there is a higher likelihood for any member of the client group of not making progress in dealing with their drug problem – therefore, in all cases the most appropriate alternative to SP services is an escalated, residential arrangement.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £63,818. This would now include a residential package valued on average at £59,156 and benefit costs of £4,662
- Secondly, it would reduce the event costs to £3,769.

The key hypothesis behind the reduced event costs is that residential and hospital care, whilst expensive, removes drug misusers from the communities where they are likely to commit criminal offences.

The estimated average cost in the counterfactual scenario is, therefore **£67,587** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total and unit costs that are estimated to arise if SP is withdrawn.

Drugs £m	Baseline	Counterfactual	Net Benefit
SP Package	0.11	0.00	-0.11
Residential Package	0.00	1.77	1.77
Housing Costs	0.11	0.00	-0.11
Homelessness	0.00	0.00	0.00
Tenancy failure costs	0.01	0.00	-0.01
Health service costs	0.14	0.03	-0.11
Social services care	0.00	0.00	0.00
Crime costs	0.28	0.08	-0.20
Benefits & Related Services	0.14	0.14	0.00
TOTAL	0.80	2.03	1.23

The main financial benefit of providing SP for this client group is, therefore, that the costs of expensive residential packages are avoided.

Net Benefits

The net benefit to the public purse is £1.23m per annum, about 60% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £11.18** in net benefits across the expenditure areas taken into account.

3.5 Homeless Families

We have estimated that the average cost of the current scenario (i.e. supporting homeless families by providing SP services) is **£47,704** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£32,407) This includes a cost to SP of £5,884 as well as housing costs of £16,671 and benefit costs of £9,852.
- Event costs arising from likely interventions and incidents of £15,297. These include the cost of clients being victims of or committing criminal offences (£811) failing to progress to settled accommodation (£1,364) and using the health service (£13,122).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that if SP services were not available, the most appropriate alternative provision for the client group would be to give 100% of household units the packages they currently receive, but without the Supporting People component.

This assumption has been made on the basis that it would allow them to continue to live more independently than other alternatives (but with greater potential risks and event costs than had SP been available) Also, more intensive forms of support (residential care homes or hospitalisation) are inappropriate to meet the needs of the client group, which are generally for short-term crisis and resettlement support.

A change to this form of provision has been assumed to have two effects:

- Firstly, through removal of the expenditure on SP, it would change the direct cost of packages for supporting the group to £33,334. This would now include housing costs of £23,482 and benefit costs of £9,852.
- Secondly, it would increase the event costs to £22,523.

The higher event costs in the counterfactual scenario would be:

- £2,728 associated with failure to progress from temporary to settled housing, arising primarily from the high costs of temporary accommodation.
- £1,039 associated with offending behaviour.
- £18,756 for health costs (including admission to hospital due to a general health issue, drug treatment costs, admission to Accident & Emergency and outpatient appointments).

The key hypothesis behind the additional event costs is that without Supporting People services clients will be at risk of failure to proceed to settled housing, and that they will additionally lack emotional support and training in life skills, leading to the costs above.

The estimated average cost in the counterfactual scenario is, therefore **£55,857** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total and unit costs that are estimated to arise if SP is withdrawn.

Homeless Families £m	Baseline	Counterfactual	Net Benefit
SP Package	4.18	0.00	-4.18
Residential Package	0.00	0.00	0.00
Housing Costs	11.84	16.67	4.84
Homelessness	0.97	1.94	0.97
Tenancy failure costs	0.00	0.00	0.00
Health service costs	9.32	13.32	4.00
Social services care	0.00	0.00	0.00
Crime costs	0.58	0.74	0.16
Benefits & Related Services	7.00	7.00	0.00
TOTAL	33.87	39.66	5.79

The main financial benefit of providing SP for this client group is, therefore, that additional housing and health costs are avoided.

Net Benefits

The net benefit to the public purse is £5.79m per annum, about 15% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £1.38** in net benefits across the expenditure areas taken into account.

3.6 Single Homeless People

We have estimated that the average cost of the current scenario (i.e. supporting women escaping domestic violence in Northern Ireland by providing SP services) is £88,501 per unit per annum.

This is based upon:

- The direct cost of providing a support package (£23,475) This includes a cost to SP of £5,272 as well as social services care of £200, housing costs of £13,341 and benefit costs of £4,662.
- Event costs arising from likely interventions and incidents of £65,026. These include the cost of clients being victims of or committing criminal offences (£55,748) failing to progress to settled accommodation (£1,918) and using the health service (£7,360).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that if SP services were not available, the most appropriate alternative provision for the client group would be to give 100% of household units the packages they currently receive, but without the Supporting People component.

This assumption has been made on the basis that this would allow them to continue to live more independently than other alternatives (but with greater potential risks and event costs than had SP been available). Also, more intensive forms of support (residential care homes or hospitalisation) are inappropriate to meet the needs of the client group, which are generally for short-term crisis and resettlement support.

A change to this form of provision has been assumed to have two effects:

- Firstly, through removal of the expenditure on SP, it would change the direct cost of packages for supporting the group to £22,239. This would now include social services care costs of £286, housing costs of £17,291 and benefit costs of £4,662.
- Secondly, it would increase the event costs to £78,743.

The higher event costs in the counterfactual scenario would be:

- £6,698 associated with failure to progress from temporary to settled housing, arising primarily from the high costs of temporary accommodation.
- £61,520 associated with offending behaviour involving both Criminal Justice System costs and the costs of dealing with the consequences of crime (such as hospital treatment of victims and repair of damage to property).
- £10,525 for health costs (including admission to hospital due to a general health issue, drug treatment costs, admission to Accident & Emergency and outpatient appointments).

The key hypothesis behind the additional event costs is that without Supporting

People services clients will be at risk of failure to proceed to settled housing and that they will additionally lack emotional support and training in life skills, leading to the costs above.

The estimated average cost in the counterfactual scenario is, therefore **£100,982** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total and unit costs that are estimated to arise if SP is withdrawn.

Single Homeless £m	Baseline	Counterfactual	Net Benefit
SP Package	11.02	0.00	-11.02
Residential Package	0.00	0.00	0.00
Housing Costs	27.90	36.16	8.26
Homelessness	4.01	14.00	9.99
Tenancy failure costs	0.00	0.00	0.00
Health service costs	15.39	22.01	6.62
Social services care	0.42	0.60	0.18
Crime costs	116.57	128.64	12.07
Benefits & Related Services	9.75	9.75	0.00
TOTAL	185.05	211.15	26.10

The main financial benefit of providing SP for this client group is, therefore, that additional housing, homelessness, crime and health costs are avoided.

Net Benefits

The net benefit to the public purse is £26.1m per annum, about 12% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £2.37** in net benefits across the expenditure areas taken into account.

3.7 People with Learning Disabilities

We have estimated that the average cost of the current scenario (i.e. supporting people with learning disabilities by providing SP services) is **£47,734** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£44,903) This includes a cost to SP of £10,048 as well as housing costs of £4,002, social services costs of £25,622 and benefit costs of £5,231.
- Event costs arising from likely interventions and incidents of £2,831. These include the cost of clients being victims of or committing criminal offences (£109), and using the health service (£2,722).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario, the Capgemini model makes the working assumption that, if SP services were not available, the most appropriate alternative provision for the client group would be to give:

- 35% of the group the packages they currently receive but without the SP component. This has been done on the basis that it would allow this proportion of clients to continue to live more independently than other alternatives (but with greater potential risks and event costs than had SP been available). It also assumes that escalated forms of support such as residential care would not be appropriate to meet the needs of this segment of the client group and would impede their independence rather than help with it.
- 65% of the group residential care, on the basis that this percentage of clients would not be able to maintain any meaningful level of independence without the input provided by SP and that this therefore was the only realistic alternative form of positive provision.

A change to this form of provision has been assumed to have two effects:

- Firstly, through removal of the expenditure on SP, it would change the direct cost of packages for supporting the group to £42,097. This would now include residential packages at an average cost of £26,121, housing costs of £1,401, social services costs of £9,150 and benefit costs of £5,425.
- Secondly, it would increase the event costs to £3,659.

The higher event costs in the counterfactual scenario would be:

- £76 associated with failure to progress from temporary to settled housing.
- £111 associated with offending behaviour.
- £3,472 for health costs (including admission to hospital due to a general health issue, drug treatment costs, admission to Accident & Emergency and outpatient appointments).

The key hypothesis behind the additional event costs is that SP is an effective way of helping to maintain the health and welfare of people with learning disabilities and of reducing delayed discharges from hospital. This is done through supervision and monitoring of health and medication, helping people gain access to services, providing emotional support, providing counselling and advice and helping to develop life skills.

The estimated average cost in the counterfactual scenario is, therefore **£45,756** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Learning Disabilities £m	Baseline	Counterfactual	Net Benefit
SP Package	14.61	0.00	-14.61
Residential Package	0.00	37.98	37.98
Housing Costs	5.82	2.04	-3.78
Homelessness	0.00	0.02	0.02
Tenancy failure costs	0.00	0.09	0.09
Health service costs	3.96	5.05	1.09
Social services care	37.26	13.30	-23.95
Crime costs	0.16	0.16	0.00
Benefits & Related Services	7.61	7.89	0.28
TOTAL	69.41	66.53	-2.88

The main financial benefit of providing SP for this client group is, therefore, that costs associated with residential packages are avoided. This is, however, partly offset by the increased housing and domiciliary care costs estimated to be incurred in the baseline scenario, where more clients are accommodated outside of care homes. Housing costs are also higher in the baseline scenario.

Net Benefits

The net loss to the public purse is £2.88m. However, the calculations for this client group are particularly sensitive to assumptions about residential package costs avoided. The table below illustrates how the position changes if different assumptions are made.

Avoided Cost Assumption	Source	Net Benefit (Loss) £m
£713	HSCNI weighted average 2013/1	(2.88)
£767	Approximate break-even point	0.00
£915	HSCNI median rate 2013/14	7.90
£1,047	HSCNI un-weighted average rate	14.9
£1,574	Capgemini indexed	43.0

Further investigation is perhaps required into the true level and nature of avoided costs achieved in respect of this client group under the SP model.

3.8 People with Mental Health Issues

We have estimated that the average cost of the current scenario (i.e. supporting people with mental health problems by providing SP services) is **£27,637** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£24,265) This includes a cost to SP of £7,467 as well as housing costs of £3,692, social services costs of £8,280 and benefit costs of £4,826.
- Event costs arising from likely interventions and incidents of £3,372. These include the cost of clients being victims of or committing criminal offences (£101) failing to progress to settled accommodation (£902) and using the health service (£2,369).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario, the Capgemini model makes the working assumption that if SP services were not available, the most appropriate alternative provision for the client group would be to give:

- 59% of the group the packages they currently receive but without the Supporting People component. This has been done on the basis that it would allow this proportion of clients to continue to live more independently than other alternatives (but with greater potential risks and event costs than had SP been available). It also assumes that escalated forms of support such as residential care would not be appropriate to meet the needs of this segment of the client group and would impede their independence rather than help with it
- 8% of the group residential care; and
- 33% of the group inpatient hospital care.

For the latter two groups, it was felt that this percentage of clients would not be able to maintain any meaningful level of independence without the input provided by SP.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £42,745. This would now include residential packages at an average cost of £29,586, housing costs of £2,178, social services costs of £5,027 and benefit costs of £5,954.
- Secondly, it would increase the event costs to £3,640.

The higher event costs in the counterfactual scenario would be:

- £1,064 associated with failure to progress from temporary to settled housing.
- £103 associated with offending behaviour.
- £2,473 for health costs (including admission to hospital due to a general health issue, drug treatment costs, admission to Accident & Emergency and outpatient appointments).

The key hypothesis behind these event costs is that people with mental health problems are at significant risk of homelessness when living in the community.

The estimated average cost in the counterfactual scenario is, therefore **£46,385** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Mental Health £m	Baseline	Counterfactual	Net Benefit
SP Package	10.66	0.00	-10.66
Residential Package	0.00	42.25	42.25
Housing Costs	5.27	3.11	-2.16
Homelessness	0.26	0.31	0.05
Tenancy failure costs	1.02	1.21	0.18
Health service costs	3.38	3.53	0.15
Social services care	11.83	7.18	-4.65
Crime costs	0.14	0.15	0.00
Benefits & Related Services	6.89	8.50	1.61
TOTAL	39.47	66.24	26.77

The main financial benefit of providing SP for this client group is, therefore, that costs associated with residential packages are avoided. This is somewhat offset by the increased housing and domiciliary care costs that would be incurred in situations where more clients were accommodated outside of care homes or hospital.

Net Benefits

The net benefit to the public purse is £26.77m per annum, about 40% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £2.51** in net benefits across the expenditure areas taken into account.

3.9 Offenders

We have estimated that the average cost of the current scenario (i.e. supporting offenders by providing SP services) is **£67,898** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£15,730) This includes a cost to SP of £7,181, as well as housing costs of £3,692, social services costs of £195 and benefit costs of £4,662.
- Event costs arising from likely interventions and incidents of £52,168. These include the cost of clients being victims of or committing criminal offences (£50,567), failing to progress to settled accommodation (£77) and using the health service (£1,524).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario, the Capgemini model makes the working assumption that if SP services were not available, the most appropriate alternative provision for the client group would be to give 100% of household units the packages they currently receive, but without the SP component. This assumption has been made on the basis that:

- This would allow them to continue to live more independently than other alternatives (but with greater potential risks and event costs than had SP been available); and
- More intensive forms of support (residential care homes or hospitalisation) are inappropriate to meet the needs of the client group, which are generally for help in maintaining stable housing, accessing other services and establishing the life skills that they may lack, particularly after periods of imprisonment.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £9,964. This would now include housing costs of £5,059, social services costs of £243 and benefit costs of £4,662.
- Secondly, it would increase the event costs to £64,206.

The main event costs in the counterfactual scenario would be £61,162 associated with offending behaviour, involving both Criminal Justice System costs and the costs of dealing with the consequences of crime, such as hospital treatment of victims and repair of damage to property. The key hypothesis here is that SP services, through providing services that allow offenders and those at risk of offending to sustain stable living arrangements, produce a significant reduction in re-offending.

The estimated average cost in the counterfactual scenario is, therefore **£74,170** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Offenders £m	Baseline	Counterfactual	Net Benefit
SP Package	1.75	0.00	-1.75
Residential Package	0.00	0.00	0.00
Housing Costs	0.90	1.23	0.33
Homelessness	0.00	0.07	0.07
Tenancy failure costs	0.02	0.04	0.02
Health service costs	0.37	0.39	0.02
Social services care	0.05	0.06	0.01
Crime costs	12.29	15.11	2.82
Benefits & Related Services	1.13	1.13	0.00
TOTAL	16.50	18.02	1.52

The main financial benefit of providing SP for this client group is, therefore, that crime costs are reduced through a significant reduction in re-offending.

Net Benefits

The net benefit to the public purse is £1.52m, about 8% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £0.87** in net benefits across the expenditure areas taken into account.

3.10 Older People

We have estimated that the average cost of the current scenario (i.e. supporting older people by providing SP services) is **£16,318** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£14,894) This includes a cost to SP of £820 as well as housing costs of £4,332, social services costs of £5,811 and benefit costs of £3,931.
- Event costs arising from likely interventions and incidents of £1,424. These include the cost of clients being victims of or committing criminal offences (£92), and using the health service (£1,332).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that, if Supporting People services were not available, the most appropriate alternative provision for the client group would be to give the vast majority the packages they currently receive but without the SP component. Some residents (for example 10% of those in sheltered housing) would require residential care. Others, for example some of those living in “Very Sheltered” provision, would require nursing care.

A change to this form of provision has been assumed to have two effects:

- Firstly, through removal of the expenditure on SP, it would change the direct cost of packages for supporting the group to £16,914. This would now include a residential package valued on average at £3,748, housing costs of £3,899, social services costs of £5,670 and benefit costs of £3,597.
- Secondly, it would increase the event costs to £1,540.

The main higher event cost in the counterfactual scenario would be £1,435 for health costs.

The estimated average cost in the counterfactual scenario is, therefore **£18,454** per unit pa.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs estimated to arise if SP is withdrawn.

Older People £m	Baseline	Counterfactual	Net Benefit
SP Package	8.74	0.00	-8.74
Residential Package	0.00	39.97	39.97
Housing Costs	46.20	41.58	-4.62
Homelessness	0.00	0.00	0.00
Tenancy failure costs	0.00	0.15	0.15
Health service costs	14.20	15.32	1.12
Social services care	61.97	60.47	-1.50
Crime costs	0.98	0.95	-0.03
Benefits & Related Services	41.92	38.37	-3.55
TOTAL	174.02	196.82	22.80

The main financial benefit of providing SP for this client group is, therefore, that the costs of residential packages are avoided.

Net Benefits

The net benefit to the public purse is £22.8m per annum, about 12% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £2.60** in net benefits across the expenditure areas taken into account.

3.11 People with Physical and Sensory Disabilities

We have estimated that the average cost of the current scenario (i.e. supporting people with physical and sensory disabilities by providing SP services) is **£31,984** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£28,756) This includes a cost to SP of £4,377 as well as housing costs of £9,087, social services costs of £6,954 and benefit costs of £8,338.
- Event costs arising from likely interventions and incidents of £3,227. These include the cost of clients being victims of or committing criminal offences (£135) and using the health service (£3,092).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario, the Capgemini model makes the working assumption that if SP services were not available, the most appropriate alternative provision for the client group would be to give:

- 70% of the group the packages they currently receive but without the Supporting People component; and
- 30% of the group residential care.

A change to this form of provision has been assumed to have two effects:

- Firstly, it would change the direct cost of packages for supporting the group to £32,497. This would now include residential packages at an average cost of £12,496, housing costs of £6,361, social services costs of £5,372 and benefit costs of £8,268.
- Secondly, it would increase the event costs to £5,035.

The notable higher event costs in the counterfactual scenario would be £4,747 for health costs.

The estimated average cost in the counterfactual scenario is, therefore **£37,532** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Physical Disability £m	Baseline	Counterfactual	Net Benefit
SP Package	2.57	0.00	-2.57
Residential Package	0.00	7.32	7.32
Housing Costs	5.32	3.73	-1.60
Homelessness	0.00	0.02	0.02
Tenancy failure costs	0.00	0.07	0.07
Health service costs	1.81	2.78	0.97
Social services care	4.08	3.15	-0.93
Crime costs	0.08	0.08	0.00
Benefits & Related Services	4.89	4.85	-0.04
TOTAL	18.74	21.99	3.25

The main financial benefit of providing SP for this client group is, therefore, that costs associated with residential packages are avoided. This is somewhat offset by the increased housing and domiciliary care costs that would be incurred if more clients were accommodated outside of care homes.

Net Benefits

The net benefit to the public purse is £3.25m per annum, about 15% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £1.26** in net benefits across the expenditure areas taken into account.

3.12 Young People

We have estimated that the average cost of the current scenario (i.e. supporting young people at risk by providing SP services) is **£85,843** per unit per annum.

This is based upon:

- The direct cost of providing a support package (£23,821) This includes a cost to SP of £5,796 as well as housing costs of £13,363 and benefit costs of £4,662.
- Event costs arising from likely interventions and incidents of £62,022. These include the cost of clients being victims of or committing criminal offences (£54,608) costs associated with homelessness (£1,918) and using the health service (£5,496).

Counterfactual Costs – the impact of withdrawing Supporting People

In costing the counterfactual scenario a working assumption has been made that, if Supporting People services were not available, the most appropriate alternative provision for the client group would be to give the vast majority the packages they currently receive but without the SP component. Some young people (perhaps 5%) would, however, require inpatient psychiatric care.

A change to this form of provision has been assumed to have two effects:

- Firstly, through removal of the expenditure on SP, it would change the direct cost of packages for supporting the group to £25,790. This would now include a residential package valued on average at £4,033, housing costs of £16,931 and benefit costs of £4,826.
- Secondly, it would increase the event costs to £70,096.

The main higher event cost in the counterfactual scenario would be £59,001 for crime costs.

The estimated average cost in the counterfactual scenario is, therefore **£95,886** per unit per annum.

Comparing the Baseline and the Counterfactual Scenarios

The table below shows the key changes in total costs that are estimated to arise if SP is withdrawn.

Young People £m	Baseline	Counterfactual	Net Benefit
SP Package	3.96	0.00	-3.96
Residential Package	0.00	2.76	2.76
Housing Costs	9.14	11.58	2.44
Homelessness	1.31	3.12	1.81
Tenancy failure costs	0.00	0.00	0.00
Health service costs	3.76	4.47	0.71
Social services care	0.00	0.00	0.00
Crime costs	37.35	40.36	3.00
Benefits & Related Services	3.19	3.30	0.11
TOTAL	58.72	65.59	6.87

The main financial benefits of providing SP for this client group are, therefore, that the cost of residential packages is avoided, housing/homelessness costs are lower and crime costs are reduced.

Net Benefits

The net benefit to the public purse is £6.87m per annum, about 10% of estimated counterfactual costs. Expressed as a ratio, it can be said that **every £1 spent on SP achieves £1.73** in net benefits across the expenditure areas taken into account.

4 THE COST-EFFECTIVENESS OF HOUSING-RELATED SUPPORT: A LITERATURE REVIEW

4.1 Introduction

We have identified numerous national and local studies in relation to equivalent programmes in England, Scotland and Wales. We have also identified some equivalent studies of services elsewhere, for example in the United States and Canada. There is therefore a substantial body of literature demonstrating how investment in housing-related support generates benefits of some kind that exceed the amount of the investment.

4.2 Key Findings

The vast majority of the studies we have identified have been undertaken by consultants. We have also identified six analyses conducted by English local government offices.¹ Few of the studies we have identified have been undertaken by academics and peer reviewed by other academics.

A large part of the literature we have identified that relates to cost-effectiveness is concerned with the costs to various parts of the State of the unsupported or ineffectively supported individual.

In the United States, one study looked at avoided costs from reduced use of one type of service² while a second study looked at avoided costs from reduced use of multiple services.³ Whereas the first study found evidence of reduced use of one type of service that produced a saving smaller than the cost of the newly commissioned support service, the second study found there was a saving greater than the cost of the newly commissioned support service. Both studies used actual data on users of housing-related support services but the evaluations used two different methodological approaches:⁴

- Rosenheck (2002) compared the individuals' use of clinical and other services prior to, during and following use of housing support services, recording any decreases in clinical and other service use and ascribing costs saved to those decreases.
- Culhane, Metraux and Hadley (2002) compared clinical and other service use of using two or more control or comparison groups, where one group had received housing support services and the other had not, and ascribing costs to any reductions in clinical and other service use among the people receiving housing support services.

Most studies of avoided costs in Britain that have looked at the housing-related support sector have instead been based on comparing the actual costs of housing-related support services with the costs of services it is believed the clients would have used had the housing-related support services not been available.

Within Britain, a national methodology originally commissioned by the English Government from Matrix Research and Consultancy in 2004 has subsequently been developed and applied by various organisations to:⁵

- The national SP programmes in England, Scotland and Wales.
- Local SP programmes of individual commissioning local authorities in England and Wales.
- Individual housing-related support services in England.
- Individual users of housing-related support services.

In this review we will not be considering studies of the fourth type as we do not believe studies of this type provide a basis for evaluating the whole Northern Ireland programme. In our view such studies are most useful when evaluating an individual service model by examining in detail its cost-effectiveness for what is believed to be a typical client.⁶

Studies of the second and third type can be separated into those that:

- Rely exclusively on the national data values for the country concerned.
- Replace some or all of the national data values with relevant local ones.

A Brighton and Hove committee report succinctly described the Capgemini methodology as "based on a 'predictive peer review' approach".⁷

1 Brighton and Hove (2011 and 2013), Harrow (nd), Somerset (2010), Torbay (2010) and Worcestershire (2010).

2 Rosenheck et al (2002).

3 Culhane et al (2002).

4 Pleace and Wallace (2011) pp.65-66.

5 Matrix (2004, 2006 and 2010).

6 This approach has, however, been applied to illustrate cost effectiveness at the level of an English region by means of eight individual case studies (Yorkshire and Humber Housing-related Support Group, 2010).

7 Brighton and Hove City Council (2013).

The methodology relies on the consensus of professionals as to what other service(s) SP clients would have used had the SP service they actually used not existed. This is an important difference compared to the studies discussed above which used actual data of individual users and non-users of housing-related support services

The methodology originally developed by Matrix enables someone to calculate whether the costs avoided exceed the investment in housing-related support. This leads typically to a statement that for every £1 invested there have been net benefits of more than £1. In the table below we show these figures for each study we have identified where they have been calculated, together with other basic details.

A general characteristic of all studies derived from the original Matrix methodology is that they measure avoided costs related to the Government's aims in establishing the programme and they do not attribute a financial value to two categories of benefits:

- Benefits to service users such as decreased fear of crime and increased employment opportunities.
- Long-term reductions in both the need for support and social exclusion.⁸

Out of the avoided costs approach a small literature has developed about new forms of commissioning such as social impact bonds and payment by results where the expected reduction in costs can become in a sense the source of the funds to commission a service to achieve it.⁹

By contrast, much of the evaluation of Housing First is about comparing the different costs of this service model and seeking to establish whether it is more effective or more efficient than the traditional approach.¹⁰

Avoided costs studies of housing-related support

Area or service studied	Key data	Key data	For £1
Bath and North East Somerset (Sitra, 2011a)	Some local	Consultants	£3.00
Brighton and Hove 2009	Not clear	Council	£3.24
Brighton and Hove 2013	Not clear	Council	£4.11
Carmarthenshire (Matrix, 2010)	Not clear	Consultants	£2.30
Daventry and District Housing older people's services (Sitra, 2013b)	Some local	Consultants	£3.48
Daventry and District Housing sheltered older people's services (Sitra, 2011c)	Some local	Consultants	£2.46
England (Matrix, 2004)	National	Consultants	£0.91
England (Capgemini, 2008)	National	Consultants	£1.79
England (Capgemini, 2009)	National	Consultants	£2.11
England – capital investment (Frontier Economics, 2010)	National	Consultants	£1.55
Harrow	National	Council	£1.94
Mulberry House	Some local	Consultants	£2.73 ¹¹
North East England (Bee and Woods, 2010)	Some local	Consultants	£1.96
Scotland (Tribal Consulting, 2008)	National	Consultants	£1.10
Somerset	Not clear	Council	£1.11
South Northants Homes (Sitra, 2011e)	Some local	Consultants	£1.07
South Northants Homes 2013 (Sitra, 2013d)	Some local	Consultants	£1.59
Torbay	Some local	Council	£1.52
Wales (Matrix, 2006)	National	Consultants	£1.68
Worcestershire	Some local	Council	£3.90

⁸ Capgemini (2009) p.9.

⁹ Young Foundation (2011); Social Finance and Young Foundation (2012); Ekosgen (2013).

¹⁰ Pleace and Bretherton (2013).

¹¹ This is the mid case of three figures calculated in the report.

4.3 Social Return On Investment

Another large part of the literature we have identified tries to place a monetary value on benefits that the “avoided costs” literature leaves out of the final picture. This literature takes the form of a large body of Social Return On Investment case studies of housing-related support services mainly in England but also in Scotland and Canada.

Except where otherwise stated or where conducted by us, we have only had access to these studies through the Members Area of the Social Return On Investment Network¹² website; very few relevant studies are in the public domain. Social Return On Investment methodology was also developed first in the United States.¹³ The case studies we identified represent two types of study:

- Evaluative – retrospective studies using past outcomes data.
- Forecast – predictive studies using future outcomes data.

It is arguably of less significance for our purposes whether the case studies have or have not been “assured”; a process which independently confirms that the methodology appears to have been followed correctly. Nonetheless, we show this in the table below for each study we have identified.

Social Return On Investment methodology enables someone to calculate whether the benefits exceed the investment in housing-related support. This leads typically to a statement that for every £1 invested there have been net benefits of more than £1. In the table below we show these figures for each study we have identified where they have been stated together with other basic details.

The methodology recognises that benefits can be created and measured over different periods of time. This means that Social Return On Investment case studies do not have quite the same “snapshot” qualities as “avoided costs” studies using the methodology originally developed by Matrix.

In an “avoided costs” study the calculation is based on what would have been spent had the housing-related service not existed. A Social Return On Investment case study often recognises that a benefit of investment in housing-related support may be felt for many years. This helps to explain why the range of values in the table is so much greater than the range of values in the table above.

But this creates another methodological issue: whether, or to what extent, the benefits can all be attributed to the housing-related support service. In Treasury guidance the benefits that would have arisen anyhow are referred to as “deadweight” and are supposed to be subtracted during the analysis, as in the Anchor House study conducted by Oxford Economics and referred to in the table below.¹⁴

A general characteristic of Social Return On Investment case studies is that the benefits measured are not necessarily limited to the Government’s aims in establishing the programme and values are placed on benefits that remain unquantified in studies using the methodology originally developed by Matrix.

¹² www.thesroinetwork.org

¹³ A brief and useful account is available online at: <http://www.thesroinetwork.org/what-is-sroi/a-history-of-sroi>

¹⁴ Oxford Economics (2011) pp.16-17.

Social Return On Investment Case Studies of Housing-Related Support

We have deliberately omitted from this list case studies of home improvement agencies and of extra care housing. All studies below are unpublished and were accessed unless otherwise stated via the Members' Area of the Social Return On Investment Network website (www.thesroinetwork.org).

Case study	Country	For £1	Assured	Type
Anchor House	England	£3.38	No	Evaluative
Ashiana Network	England	£8	No	Evaluative
Crein	Spain	£1.59	2012	Evaluative
Daventry and District Housing sheltered older people's services (Sitra, 2011b)	England	£2.28	No	Evaluative
Daventry and District Housing older people's services (Sitra, 2013a)	England	£4.18	No	Evaluative
Emmaus UK	England and Scotland	£11	No	Evaluative
Gentoo Living Older Persons Support Service	England	£7.25	2012	Evaluative
Gentoo Living Supporting Tenants Empowering People Service	England	£4.53	2013	Evaluative
Miteinander Leben	Austria	£2.26	No	Evaluative
Octavia View	England	£3.13	2009	Forecast
Phoenix Futures National Specialist Family Service	England	£3.95	2013	Evaluative
Sandwell Complex Needs Service	England	£9	2011	Evaluative
Shelter Housing Support	Scotland	£8	2012	Evaluative
South Northants Homes (Sitra, 2011d)	England	£3.52	No	Evaluative
South Northants Homes (Sitra, 2013c)	England	£5.82	No	Evaluative
STEP Home	Canada	£9.45	No	Evaluative
Trident Reach Homeless Link Transition Fund Project	England	£19	No	Forecast
West Bridge Mill Accommodation with Support	Scotland	£3.69	2012	Evaluative
YWCA Mary Dover House	Canada	£2.70	No	Evaluative

Economic impact

The study by Cardiff Business School's Welsh Economy Research Unit estimating the economic impact of the housing-related support sector is unique, so far as we are aware.¹⁵

The Unit estimated both a direct and an indirect economic impact:

- The direct impact was the employment of 9,250 full-time equivalent employees at a total wage cost of £195m.
- The indirect impact was £42.1m of gross additional value added and a further 1,198 full-time equivalent jobs.

4.4 Ring-fencing of Supporting People in Great Britain Since 2007

The Aylward Report¹⁶ contains a well-researched comparison of what had happened up to 2010 to the SP programmes in the four constituent parts of the United Kingdom.¹⁷ We have therefore examined how things have moved on since 2010.

We have followed a similar approach to the Aylward Report. We have conducted a further literature review and have interviewed individuals in leading roles in Sitra's counterparts in Scotland and Wales namely:

- Yvette Burgess, Unit Director, Housing Support Enabling Unit.
- Nicola Evans, Policy Information Manager, Cymorth Cymru.

¹⁵ Welsh Economy Research Unit (2010).

¹⁶ Aylward et al (2010).

¹⁷ Ibid, pp.85-110.

In relation to England we have relied on our unique knowledge of the former SP programme through our own membership, which spans providers of all types as well as commissioners, and our role with the Department for Communities and Local Government, including in particular our collection of some data in relation to 2012-13 from most English upper-tier local authorities.

A table at Appendix One of the Aylward Report sets out the current position in the other three parts of the United Kingdom and this can be even more briefly summarised below:

Assurance as to:	England	Scotland	Wales
Level of spending	No	No	Yes
Quality of services	No	Yes	No
National data	No	No	No
Housing identity	No	Yes	Yes
Governance	No	No	Yes
Partnership working	No	No	Yes

From our study we have concluded that a dedicated funding stream from a national government may be the one guarantee of the level of housing-related support spending by local authorities but it is not the only way of ensuring continued provision of such services by local authorities nor on its own is it any guarantee as to the quality of the services commissioned by local authorities.

It seems clear that the removal of the ring-fence for SP in Scotland has not had the same consequences as in England, because in Scotland provision of support has become a statutory duty in homelessness cases and service quality has been protected by a national regulator. By contrast, the level of spending, and the quality and continued existence of services has in England been “left to chance”.

England

The position of what used to be the SP programme in England is the most significant one with apparent loss since 2010 of:

- Funding, volume and quality assurance in respect of services; and
- Governance and partnership working arrangements, which so distinguished the administration of the original programme; coupled with
- Robust data for the use of policy makers, service providers and commissioners.

In England and Wales full reviews of the SP programme took place, but with very different conclusions which had their roots in the very different implementations of SP in the two countries and the very different climate in national-local government relations.

The most important conclusion of the review in England¹⁸ was the removal of the ring-fence on funding but it may be argued this might not on its own have had much effect – it had been piloted, perhaps inadequately, with 15 local authorities¹⁹ – had it not been for two later developments subsequent to the 2010 General Election, neither of which was anticipated when the review took place:

- Abolition of all national performance indicators, of all Local Area Agreements between national and local government and of all national collection of SP data.²⁰
- Large-scale reductions by national government in local government funding.²¹

18 Department of Communities and Local Government (2007).

19 The summary of the evaluation of the pilot is available at: Department of Communities and Local Government (2008).

20 Announced by Rt. Hon. Eric Pickles MP, Secretary of State for Communities and Local Government in a speech on 14 October 2010 which can be viewed at: <https://www.gov.uk/government/news/councils-red-tape-cut-as-4-700-whitehall-targets-slashed>

21 An analysis of the Coalition Government’s first Comprehensive Spending Review by the Local Government Information Unit is available at: <http://www.lgiu.org.uk/2010/10/20/local-government-budget-cut-by-25-6-per-cent-or-6-58-bn-by-2015/>. There have subsequently been further reductions.

Wales

The review in Wales was commissioned as an independent review, unlike in England – by a Minister who was herself a member of a minority party in a coalition government²² – and was accompanied by significant pieces of specially commissioned research.²³

But the context was also different. Prior to the review, only part of the SP programme in Wales was directly managed by local government with the rest directly managed by national government – a different situation from England & Scotland.

The Aylward Report put forward proposals reflecting a broad consensus to:

- Unify the programme in Wales under local authorities but within a new regional and national SP “architecture”.
- Keep the ring-fence on SP funding.²⁴

The overall result was therefore neither the disappearance of SP nor the retention of the status quo but a major redesign of the programme which was solidly based on its original values and welcomed on all sides.²⁵

Scotland

It is important to understand Scotland is the one part of the United Kingdom where fundamental change has happened outside a review process – not once, but twice.

Firstly, the near disappearance of SP as an identifiable, locally-administered, national programme came about not, as in England, as the result of a lengthy review process but of a rather sudden “deal” between a newly-elected Scottish National Party government and the Convention of Scottish Local Authorities.²⁶

The newly-elected Scottish Government sought to negotiate an agreement with Scottish local authorities on a Council Tax freeze and SP was one of a number of national programmes from which it agreed immediately to remove ring-fencing in return for local authorities’ agreement to the freeze.

Secondly, the introduction of the statutory duties to assess and provide for the support needs of homeless people – for the first time in Britain – came about not through a review but as a result of a campaign organised by Shelter Scotland²⁷ in which, we understand, the housing-related support sector largely stayed on the sidelines, uncertain if the proposal could have harmful effects.²⁸

It is also important to notice how the consequences have unfolded of Scotland’s early decision to place housing support under its social care regulator.

Not only has this meant that the quality of services has from the outset been subject to national standards and monitoring, but it has led on to regulation of the housing support workforce. Unlike England and Wales:

- Managers have to be registered with the Scottish Social Services Council within six months of taking up employment
- The position of Supervisors depends on whether they:
 - Were in their role before 1 July 2014 – in which case they may now register with the Scottish Social Services Council but have until 30 June 2017 to do so.
 - Are new to their role – in which case they to be registered with the Scottish Social Services Council within six months of taking up employment

Frontline workers cannot yet register with the Scottish Social Services Council but this is due to begin in 2017 and be completed by 2020.²⁹

Care Inspectorate data allows comparison between the quality standards of different types of providers and demonstrates, for example, that service quality is increasing faster with voluntary sector providers than other types of providers.³⁰ However data does not allow examination of any relationship between levels of quality and funding.

22 Jocelyn Davies AM, Plaid Cymru list member for South Wales East since 1999, who was Deputy Minister for Housing and Regeneration in the Labour-Plaid coalition which governed from 2007 to 2011. Source: <http://www.senedd.assemblywales.org/mgUserInfo.aspx?UID=144>

23 Published as Appendix 3 and Appendix 4 of the full report. (Aylward et. al., 2010, pp.85-153)

24 The report made a total of 25 recommendations. Ibid, pp.74-77

25 An admirable summary of the report’s proposals can be found in Chartered Institute of Housing (2013). For an example of the reaction to the published report, see for example: <http://www.newswales.co.uk/index.cfm?id=20068>

26 An account of the deal can be found here: <http://news.bbc.co.uk/1/hi/scotland/7094879.stm>

27 Shelter Scotland (2010).

28 Source: Yvette Burgess.

29 Details of compulsory registration are available at: <http://www.sssc.uk.com/Compulsory-Registration/compulsory-registration.htm>

30 According to the Housing Support Enabling Unit’s analysis available at: <http://www.ccpscotland.org/news/recent-care-inspectorate-data-shows-increased-quality-of-voluntary-sector-care-gradings-2/>

Current comparisons of Supporting People in England, Scotland and Wales

Issue	England	Scotland	Wales
1. National programme?			
National budget	Broadly maintained but not ring-fenced ³¹	No national budget since 2007-08	Initially, only 1% reduction. ³² Additional cut of £10m recently announced (October 2014) Local allocations remain ring-fenced.
Statutory duties	None – until Section 9 of Care Act 2014 comes into force ³³	In relation to homelessness, now a statutory duty to assess and to provide support – under Section 158 of Housing Act 2010 ³⁴	In relation to homelessness, Section 62 of the Housing (Wales) Bill proposes a statutory duty to assess support needs ³⁵ Compliance with Supporting People Programme Grant Guidance - Wales ³⁶
Volume of services since 2010	Much reduced, in opinion of Sitra	Broadly maintained ³⁷	Increased – more for less ³⁸ But NB – recent £10m cut
2. National tools?			
Outcomes Framework	Voluntary ³⁹	Voluntary ⁴⁰	Compulsory ⁴¹
National quality assurance framework	None	Regulation of services and workforce ⁴²	None
National guidance on governance	None	None	Yes ⁴³
3. Housing-related support programme identity?			
National Government – with housing department?	Yes ⁴⁴	Yes ⁴⁵	Yes ⁴⁶
Local government – with housing department?	No – usually with social care ⁴⁷	Varies ⁴⁸	Varies but always within the national and regional “SP architecture” recommended in Aylward Report ⁴⁹
4. National evidence?			
National Government data	None since 2010-11	Very limited data and not robust ⁵⁰	Lots of data collected by local authorities but not aggregated and published nationally
National Government research	None	None	Long-term effectiveness research out to tender ⁵¹

31 An example of Ministers’ support for Supporting People funding is available at: <https://www.gov.uk/government/news/invest-to-save-and-offer-support-to-vulnerable-people>
32 Source: Nicola Evans.
33 Available at: <http://www.legislation.gov.uk/ukpga/2014/23/section/9>
34 Available at: <http://www.legislation.gov.uk/asp/2010/17/section/158/2010-12-09>
35 Information about the bill is available at: <http://www.senedd.assemblywales.org/mglIssueHistoryHome.aspx?lId=8220>
36 Welsh Government (2007).
37 Source: Yvette Burgess.
38 Source: Nicola Evans.
39 A list of local authorities currently using the Centre for Housing Research for collection of Supporting People data is available at: <https://supportingpeople.st-andrews.ac.uk/aaList.cfm>
40 Information about the Better Futures outcome tool is available at: <http://www.ccpscotland.org/hseu/information/better-futures/>
41 See Chapter 7 of the Supporting People Programme Grant Guidance – Wales.
42 See note 29 above.
43 See Chapter 2 of the Supporting People Programme Grant Guidance – Wales.
44 With Department for Communities and Local Government but under junior minister (Parliamentary Under-Secretary of State) Kris Hopkins MP rather than Brandon Lewis MP, Minister of State for Housing.
45 See the Scottish Government’s website: <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/access/housingsupport/supportpeople>
46 With the Housing Policy Directorate. See the Welsh government’s website: <http://wales.gov.uk/topics/housing-and-regeneration/services-and-support/supporting-people/?lang=en>
47 The decision to make upper-tier authorities “administering authorities” for the Supporting People programme in England inevitably meant that most housing authorities did not hold Supporting People funding as it was given to the relevant shire county. Even where the same authority has housing and social care responsibilities, it is Sitra’s experience that housing-related support commissioning has over time more and more been integrated with commissioning of adult social care.
48 Source: Yvette Burgess.
49 Source: Nicola Evans.
50 Source: Yvette Burgess.
51 The research is referred to in para 7.18 of the Supporting People Programme Guidance – Wales where it is said the impact of services would be reviewed “over a 3-5 year period”. Welsh Government (2007) p.51.

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