

Holding onto Home

An evaluation of Elmore's Tenancy Sustainment Service

Including a cost-effectiveness analysis, 2016/17-2021/22



Report commissioned
and service delivered by:



Service commissioned by and
delivered in partnership with:



Evaluation of Elmore Tenancy Sustainment Service with a Cost- Effectiveness Analysis

Financial Years: 2016/17 – 2021/22
Service: Tenancy Sustainment

Dr Claire Timlin, September 2022



Foreword

Housing is a human right and defined as such by the Universal Declaration of Human Rights, but there is still much work to do for that right to be realised. Even if people live in a good home, they may not always have the support they need to sustain their tenancy. In Oxford, however, the City Council has invested in a project to assist tenants to remain in their homes and stave off housing insecurity.

Tenancy sustainment is the primary outcome of Elmore's support. Where a move happens, a client moves to another supported tenancy or, as in the case of the quarter of clients who moved at least once, is removed from short-term temporary accommodation into stable supported tenancy. By collaborating with tenants in a person-centred way, Elmore has been able to build trust in our support and create and sustain engagement in ways which statutory agencies can sometimes struggle to do.

Elmore has prevented the movement of people between temporary accommodations and avoided the associated costs, both human for the individual and financial for the council. Elmore uses the public funding that it receives efficiently and, with this evaluation, evidences an estimated total saving to the public purse of more than £535K across the last six years (2016-22), representing an average per year saving of £89K and an average per client saving of £5,391 per year. This amounts to costs that would otherwise have borne by services had Elmore's tenancy sustainment programme not existed.

The profile of tenancy sustainment clients is unique in several respects:

- Clients can be support into their late seventies, their total number of needs can be as many as seven, and their mental health diagnoses can be as many as four.
- Nearly four in ten female clients have reported domestic abuse or sexual violence in the time that Elmore supports them. This can involve physical harm and financial and economic abuse which empties bank accounts and leaves victims financially ruined. The duration of support needed for victims will be longer and there will be a need for more interventions per client and signposting, particularly around advocacy.

While this service does not sit within the new Oxfordshire Homelessness Alliance, of which Elmore is a founding member, it demonstrates the commitment of Elmore and that Alliance to the same vision: 'to work together to prevent and end homelessness and rebuild lives in Oxfordshire'.

This evaluation shows how Elmore's model has improved the mental health and wellbeing of council tenants, prevented moves away from secure tenancy into temporary accommodation or rough sleeping and homelessness, and saved a local council and wider public services large sums of money.

Tom Hayes

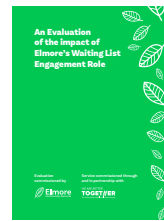
Chief Executive of Elmore Community Services



Elmore's Research and Evaluations

Evaluating the impact of Elmore's Waiting List Engagement Role (2022)

Elmore developed a waiting list engagement role to offer support during the pandemic and better understand the needs of potential clients. This evaluation reflects on the impact of the role.



Evaluating Elmore's Complex Needs and Mental Health Floating Support Services (2022)

Elmore's complex needs and mental health floating support services enable people to stabilise their lives and provide practical and emotional support to manage their mental health. This evaluation uses data for the financial years 2016/2017 to 2020/2021 to understand how a person requiring support becomes a client and the outcomes of support. It utilises a cost-effectiveness analysis to identify that Elmore's services have saved the public purse £1.9m over five years.



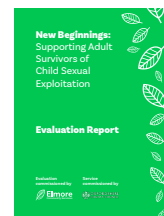
Researching the extent and nature of Modern Slavery in Oxford (2022)

This ground-breaking research has used a case-based methodology to identify that there may have been between 319 and 442 'possible' or 'very likely' cases of modern slavery in Oxford City from 2016 to 2020. This is considerably higher than the number of cases recorded by Thames Valley Police and is leading to the development of an action plan by the Oxfordshire Anti-Slavery Network, which Elmore co-chairs. A podcast series about this ground-breaking research, including conversations with the UK's Independent Anti-Slavery Commissioner, can be listened to [here](#).



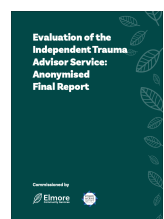
Evaluating Elmore's New Beginnings for Adult Survivors of Child Sexual Exploitation (CSE) Service (2021)

Elmore has supported adult survivors of child sexual exploitation (CSE) since 2016, following Operation Bullfinch which uncovered 300 people who had potentially been victims of CSE in Oxfordshire from 1999 to 2014. An independent evaluation and a 360-degree reflection on the service's operation and impact (including during the COVID-19 pandemic) was concluded in 2021. A podcast about the New Beginnings evaluation can be listened to [here](#).



Evaluating Elmore's Modern-Day Slavery and Exploitation Service (2016- 2017)

Elmore innovated and provided an Independent Trauma Advisory Service to victims of modern-day slavery and various forms of exploitation in Oxfordshire. The service looked at the overall needs of the victim, whether this was with finances, housing, benefits, or emotional support, and attended police raids, so that victims received support straightaway whilst the police focused on criminal investigation. Running from 2014-2016/17, this service was evaluated by Dr Nadia Wager and Angel Wager in 2016-2017 to determine benefits, identify factors which facilitated and inhibited work with clients, and highlight areas of good practice. An estimate of the extent of modern-day slavery and cost-benefit analysis of the service accompanies the evaluation.



Contents

1	Evaluation scope.....	1
2	Summary and key findings.....	2
2.1	Elmore Community Services.....	2
	2.1.1 <i>Elmore's Team</i>	2
	2.1.2 <i>Tenancy Sustainment</i>	3
2.2	Client needs.....	3
2.3	Sources of referral to Elmore's Tenancy Sustainment Service.....	4
2.4	Tenancy Sustainment client summary.....	4
2.5	Tenancy Sustainment client outcomes.....	4
2.6	Domestic Abuse, sexual violence, and cuckooing.....	5
2.7	Human impact of Elmore's Tenancy Sustainment Service.....	5
2.8	Quantitative cost-effectiveness evaluation.....	5
2.9	Recommendations for improving Elmore's Tenancy Sustainment Service.....	6
3	Elmore's services and clients.....	7
3.1	Elmore's services.....	7
3.2	Tenancy Sustainment Client Needs.....	8
	3.2.1 <i>Tenancy Sustainment Client - Mental health needs</i>	8
	3.2.2 <i>Tenancy Sustainment Client Needs and Complex Needs and Mental Health Floating Support Client Needs comparison</i>	10
3.3	Tenancy Sustainment Client referrals, open cases, and case duration.....	10
	3.3.1 <i>Referral sources</i>	10
	3.3.2 <i>Tenancy Sustainment Client numbers</i>	12
3.4	Elmore Tenancy Sustainment Client Demographics.....	13
	3.4.1 <i>Age</i>	13
	3.4.2 <i>Gender</i>	14
	3.4.3 <i>Client location</i>	15
	3.4.4 <i>Ethnicity</i>	16
4	Domestic Abuse, Sexual Violence, and Cuckooing.....	19
4.1	Domestic Abuse and Sexual Violence.....	19
4.2	Cuckooing.....	22
5	Tenancy Sustainment client outcomes.....	23
5.1	Client agency plug-ins.....	23
5.2	Supporting people in their homes.....	23
5.3	Reasons for case closure.....	26
6	Human impact of Elmore's Tenancy Sustainment intervention.....	28
6.1	Experiences of an Elmore client.....	28
7	Quantitative cost-effectiveness analysis.....	30
7.1	Summary.....	30
7.2	Methodology.....	30
7.3	Cost-effectiveness analysis findings.....	30
	7.3.1 <i>Total Costs</i>	30
	7.3.2 <i>Cost difference minus expenditure per client</i>	31
7.4	Discussion of cost-effectiveness analysis.....	31
8	Conclusions and Recommendations.....	33
9	Acknowledgements.....	34
10	Appendix: Extensions to cost-effectiveness analysis.....	35
11	References.....	37

1 Evaluation scope

The analysis evaluates Elmore's Tenancy Sustainment service, commissioned by Oxford City Council.

The cost-effectiveness estimates and client numbers presented use data for the period covered by the financial years 2016/17 to 2021/22. Owing to a change of data systems in 2019, some of the other analysis (needs, plug-ins etc.) use a representative sample of more recent data.

This evaluation seeks to:

1. Analyse referral and assessment pathways to understand how a person requiring support becomes an Elmore client in the Tenancy Sustainment service.
2. Understand the types of clients supported by this service, recognising that the client base has such a diverse range of needs. This will include:
 - a. demographic data
 - b. analysis of range of needs
 - c. the numbers of clients and duration of cases
3. Understand the most common client-agency "plug-ins" or referrals on to other services.
4. Assess the main outcomes and impact of these services by:
 - a. providing qualitative examples of their impact on the lives of Elmore clients
 - b. providing a quantitative cost-effectiveness analysis to estimate the costs of providing the services and the cost savings accruing to society by using the Elmore model
5. Provide recommendations to improve data collection and integrity.

In addition, automated tools will be provided to aid future evaluations of these services and other Elmore services, and they can be auto updated to include the most recent data.

2 Summary and key findings

This is a homeless prevention project. Without Elmore the client could not sustain a tenancy and could become homeless. Nor could they move-on from temporary housing or the adult homeless pathway into a secure tenancy, which adds the benefit of improving pathway move-on.

In the six-year period covered by this evaluation, the intervention of Elmore's Tenancy Sustainment service has produced an estimated cost difference minus expenditure of over £535k, with an average per year of £89k. Both Elmore itself, and the services to which clients are referred, have jointly contributed to this cost saving.

During this time, the service received funding of £210k, or £35.6k per year, to provide support to Tenancy Sustainment clients. The estimated average cost saving per client per year is £5,391. In recent years, 87% of Tenancy sustainment clients have been referred from OCC. Hence, it is estimated that the total cost minus expenditure (or net benefit) to OCC is £465k, or an average of £77k per year.

2.1 Elmore Community Services

Elmore Community Services was founded in 1989 to support citizens deemed "difficult to place", living on the margins of society, and in need of support. Elmore's founding principle is to support people with a wide range of complex needs, many of whom will fall through the gaps of existing services, and to innovate creative solutions.

Since 1989 Elmore has expanded its client groups and services, continues to innovate ways to build trust, increase client engagement, and deliver life-changing support tailored to the people who rely on it. Since 1989, Elmore has helped nearly 2,500 people in Oxford and surrounding areas.

Elmore's clients have multiple separate support needs such as mental health issues, homelessness and rough sleeping, substance misuse, offending, physical disability, self-harm, learning difficulties, domestic abuse, sex working, or experience of abuse and neglect. A motivated team with wide ranging expertise is required to provide individual support to each client. Clients may have very chaotic lives and be distrustful of statutory agencies. Elmore is essential in building the trust required to engage and maintain that engagement with other agencies that can provide clients much needed support.

2.1.1 Elmore's Team

Elmore's strength lies in its expert, cohesive staff. Empathic, knowledgeable individuals are embedded within open and supportive teams. Elmore's client work is underpinned by values and importance is placed on recruiting people with congruent values.

The interview process involves tasks which support people in reflecting on their practice and values, ensuring that candidates are appointed who are experienced in collaborating with people in complex situations, but can fit more seamlessly into the team's longstanding ethos.

Knowledge transfer occurs frequently and easily between team members--Elmore has developed a culture where the needs of the clients and staff are prioritised over individual egos. The team works to preserve the culture that no question is too small, or too naïve, to be put to the group and relevant help swiftly follows.

Elmore's clients often have issues building trust, especially with those in authority. Elmore's ethos of non-judgemental, unconditional positive regard enables their clients, in time, to trust their

workers and engage with their help and advice. This facilitates referrals to the most effective and appropriate services, at a time in a client's journey when they are best placed to engage and maintain contact.

2.1.2 Tenancy Sustainment

The Tenancy Sustainment service was set up in in 2009, specifically to support council residents to keep tenancies and stay in their homes. Funded by Oxford City Council, Elmore provides support with mental health and help and advice with practical matters such as applying for (and staying on) social security entitlements. Anyone aged 18+ in Oxford City and Oxford City Council properties experiencing difficulties with maintaining a tenancy is eligible.

The support Elmore provides to clients supported by the Tenancy Sustainment service includes:

- Working with clients to address issues affecting tenancy and helping them to keep their home
- Providing flexible support based around individual goals
- Providing emotional support to improve mental wellbeing and promote recovery
- Providing practical support in relation to money, social security entitlements, or debt
- Consulting with City Council's Tenancy Sustainment team and other agencies as an advocate
- Collaborating with clients to empower them to make their own life choices
- Supporting clients to make positive, healthy choices about lifestyle such as exercise, healthy eating, stopping smoking and to attend physical health appointments
- Building client confidence and improving self-esteem
- Enabling clients to build links within their local community to prevent isolation and loneliness
- Acting as an advocate to ensure clients' voices are heard
- Supporting clients at court hearings, assessments, and tribunals

Elmore's Tenancy Sustainment service has supported 75 clients in the last 6 financial years (2016/17 to 2021/22). This equates to about 7% of Elmore clients over this time. This service offers individually tailored support to clients over client-led timescale, enabling clients to remain in their homes.

A study performed in 2013 concerning the cost of evicting council tenants (PHHS, 2013) highlights the human cost and the cost to landlords (in the case of this service, this would be a local authority) of evicting tenants from secure housing. It describes the futility of issuing "Notice of Intention to Seek Possession" as many tenants struggle with literacy and may be unable to understand this document. Costs of eviction are (1) at the time of eviction and (2) ongoing. At the time of eviction, costs include court proceeding, rent arrears (which mostly cannot be settled) and preparing the property for new tenants, and being empty for a period. Ongoing costs are longer-term and include supporting people with no fixed abode (e.g., the costs of temporary housing, homelessness, or rough sleeping). The need to sustain tenancies, and use eviction proceedings as a last resort, benefits tenants, landlords, and society as a whole.

2.2 Client needs

Clients supported by Elmore's Tenancy Sustainment service come to the Charity with a wide range of mental health diagnoses and difficulties and physical health issues. The most common mental health diagnoses are depression, anxiety disorder, and personality disorder. The most common mental health difficulties include feeling depressed, stressed, or anxious.

2.3 Sources of referral to Elmore's Tenancy Sustainment Service

Referrals to Elmore's Tenancy Sustainment mostly come from Oxford City Council as the commissioner of the service, with others coming from housing association, local authority social services, and other agencies. 89% of referrals were accepted. Of rejected referrals, 75% were because the potential client did not wish to proceed or did not engage. 25% were because the service was not appropriate.

2.4 Tenancy Sustainment client summary

Over the financial years 2016/17 to 2021/22, Elmore's Tenancy Sustainment service has supported, on average, a total of 14 clients a year. The total number of clients supported in this 6-year period is 75, with 67 referrals, 56 cases opened, and 63 cases closed. There were 19 cases open at the beginning of financial year 2016/17, hence the figure of 75 comes from the clients already receiving support at the beginning of this time period, added to the 56 cases that were opened during the 6-year period. Seven more cases have been closed than opened during financial years 2016/17 to 2021/22, meaning that the number of clients being supported has decreased from 19 to 12. Client cases that last longer than 1-year count towards the yearly average for multiple years.

The duration of cases for the service can vary due to the client-led nature of care provided. The mean duration was 16.6 months, with a vast majority of clients working with Elmore for 2 or fewer years and the longest ever case closed after 39 months. Where there have been longer open cases, this will be because of the person's specific set of complex support needs.

The age range of adult clients is large, with the youngest clients being in their mid-twenties and the oldest clients being in their late seventies. The average age of an Elmore Tenancy Sustainment client is 45 years.

63% of referrals to this service are female, 35% are male. For comparison, Oxford residents recorded in the last census, in the age range 16 to 70 (weighted by Elmore client numbers in each by age range) were 49.7% (females) and 50.3% (males).

The vast majority of Elmore's Tenancy Sustainment clients live in Oxford City, with one in Kidlington and one in Shipton-Under-Wychwood.

2.5 Tenancy Sustainment client outcomes

Elmore links clients up to appropriate agencies at a time that is right for them. Recently Elmore would be more likely to refer clients to "Oxford City Council - Housing" following receipt of Elmore support and other services offering additional mental health and social security entitlements support.

The biggest reason for closing a case is "Support in place". The second biggest reason is "Elmore transfer", and this accounts for 24% of clients. This occurs when a tenancy is no longer at risk, but the client still has complex needs requiring support from other Elmore services.

Most Tenancy Sustainment clients have a council tenancy, Oxford City Council funds Elmore to provide support to people in Oxford City Council tenancies. The next most common housing situation is LA general need tenancy. A smaller proportion come to Elmore from temporary accommodation. A large majority of clients have one recorded place for accommodation during their time with Elmore as the Charity works to maintain this tenancy. When clients move, it is from temporary accommodation to secure tenancy.

2.6 Domestic Abuse, sexual violence, and cuckooing

Tenancy Sustainment clients reporting domestic abuse and/or sexual violence have more needs on average and require Elmore's support for a longer time. More female Tenancy Sustainment clients report domestic abuse and/or sexual violence than male clients—domestic abuse and/or sexual violence is reported for nearly 40% of female Tenancy Sustainment clients.

Cuckooing is present in the Tenancy Sustainment service. 9% of female clients and 14% of male clients have reported cuckooing at some point during their support with Elmore. In general, clients reporting cuckooing have a similar number of needs to those not reporting cuckooing. They are also more likely to misuse drugs and alcohol than those not reporting cuckooing. Clients experiencing cuckooing are more likely to be plugged into agencies that support with housing issues than those not experiencing cuckooing.

2.7 Human impact of Elmore's Tenancy Sustainment Service

Sustaining secure tenancies prevents people from being moved between temporary accommodations (with the associated costs to local authorities and uncertainty for the individual) or homelessness. The impact of organisations such as Housing First (Housing First England, 2010 -present) and Elmore's Tenancy Sustainment service show that stable housing can have positive knock-on effects on several aspects of people's lives. For example, stable housing can:

- Provide individuals with a feeling of identity and control over their future.
- Aid relationships with friends and family in a secure home
- Help with drug and alcohol addiction by removing the fear and hopelessness associated with rough sleeping.
- Aid the ability for people to volunteer, train and find work, as a fixed abode is often required, and the individual feels safe and stable enough to try something new.
- Encourages registration and engagement with statutory services such as GPs.

Elmore's client-centred approach to support works to sustain tenancy and helps clients holistically. Many are initially in crisis with a deep-rooted distrust of the police, local authorities, or other agencies. Many are ineligible to access mainstream services, sometimes because past and present behaviour is deemed to make them "unsuitable". It is routinely the role of Elmore to understand each client and their needs, more so than has been done elsewhere. This provides insight into the needs driving client behaviour and, particularly behaviour that bars positive change and hampers access to services.

2.8 Quantitative cost-effectiveness evaluation

Elmore recognises its responsibility to use public funds optimally and assessing the cost-effectiveness of publicly funded interventions helps to maximise impact and providing accountability. The analysis conducted for this service for the period bookended by the financial years 2016/17 and 2021/22 shows that Elmore's intervention has produced an estimated total saving to the public purse of over £535k, with an average per year cost difference minus expenditure of £89k. Elmore itself, and the services to which clients are referred, have contributed to this cost saving. The cost saving rebounds to the whole network of provision. In this time, the service received funding of £210k, or £35.6k per year, to support Tenancy Sustainment clients. The estimated average cost saving per client per year is £5,391.

2.9 Recommendations for improving Elmore's Tenancy Sustainment Service

This analysis has identified opportunities for fuller recording of data. Improvements have been made, but a more extensive review of data requirements is necessary and set to begin in late 2022.

Some recommendations for that review include:

- Keeping mental health measures (Mental Health Recovery Star) or using an alternative
- Ensuring completion of the measures for each client near case closure and at the beginning of their time with Elmore
- Employing service utilisation questionnaires in a client's journey. It is well known that people struggling with mental health issues and presenting with other needs are high intensity users of mainstream services such as GPs, A&E, and emergency services. The costs associated with these visits are well-known and can be costly, and therefore should be measured.

Such data would help Elmore to understand how a client is progressing and feed into future cost-effectiveness evaluations of services. Such considerations must be balanced with the wants and needs of clients, so that information enhances Elmore's support. Thought will be given to what software can be used to easily collect information, minimise human error, and ensure interoperability with existing data storage and analysis systems.

3 Elmore’s services and clients

3.1 Elmore’s services

Tenancy Sustainment supports vulnerable Oxford City Council residents to maintain their tenancies and stay in their homes. This service has supported 75 clients in the last 6 financial years (2016/17 to 2021/22). This equates to about 7% of Elmore’s clients. This service offers individually tailored support to clients over a timescale that is client-led, focused around enabling clients to remain in their homes.

Elmore’s services include: Complex Needs and Mental Health Floating Support services, which are delivered as part of the Oxfordshire Mental Health Partnership, New Beginnings, which supports people who have experienced childhood sexual exploitation by offering practical and emotional support; a High Intensity User (HIU) Project, which supports people to access community-based support rather than present to an A&E or emergency services; Rise & Shine, which supports people whose mental health has been affected by COVID-19; Oxford Safe Haven, which offers same-day crisis support, Family Solutions Plus mental health and domestic abuse services which work with parents and guardians to identify their strengths, build on them, and create lasting positive change. Elmore also has a Personality Disorder service, which includes a Structured Psychological Support (SPS) project to ensure clients with severe and enduring mental health issues access a brief, focused intervention to help promote their own coping mechanisms and Assistant Team Therapists (ATTs) to work alongside the NHS Complex Needs Service to help reduce waiting times and co-deliver therapeutic groups. These services seek to stop people from ‘falling through the gaps’ in line with Elmore’s mission.

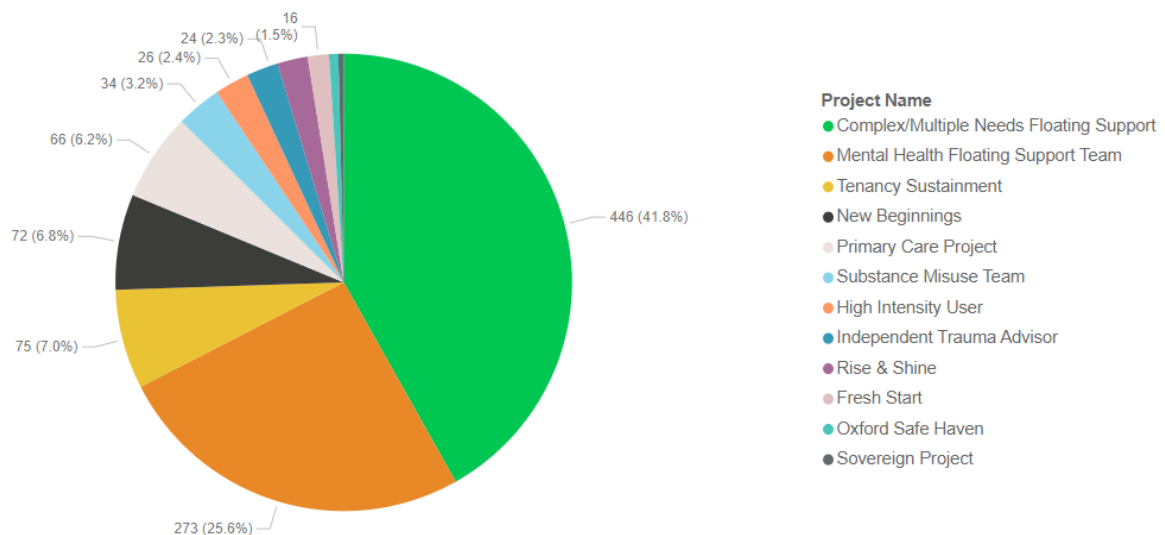


Figure 1 Clients supported by Elmore in financial years 2016/17 to 2021/22 by service.

Clients supported by Tenancy Sustainment service have a range of needs, ages, and backgrounds. This section provides a picture of people supported by this service and highlights any significant differences between the cohorts of clients in this service and Elmore’s Complex Needs and Mental Health Floating Support services, delivered as part of the Oxfordshire Mental Health Partnership.

3.2 Tenancy Sustainment Client Needs

The most common needs of Tenancy Sustainment clients are mental health difficulties (95%), physical and mental health diagnoses and being on medication are the next most prevalent (71%, 67% and 62% respectively). 43% have or are misusing drugs, which is more common than misuse of alcohol (24%), see Figure 2. Nearly half of clients misusing drugs is a high percentage compared with Elmore’s floating support services. It is possible that drug misuse is putting clients’ tenancies at risk.

It is most common for a Tenancy Sustainment client to have two needs, with some having as many as seven (the mean is 4.1 needs per client). In summary, clients accepted to the service have a large range of multiple needs, with the most prevalent needs involving mental and physical health.

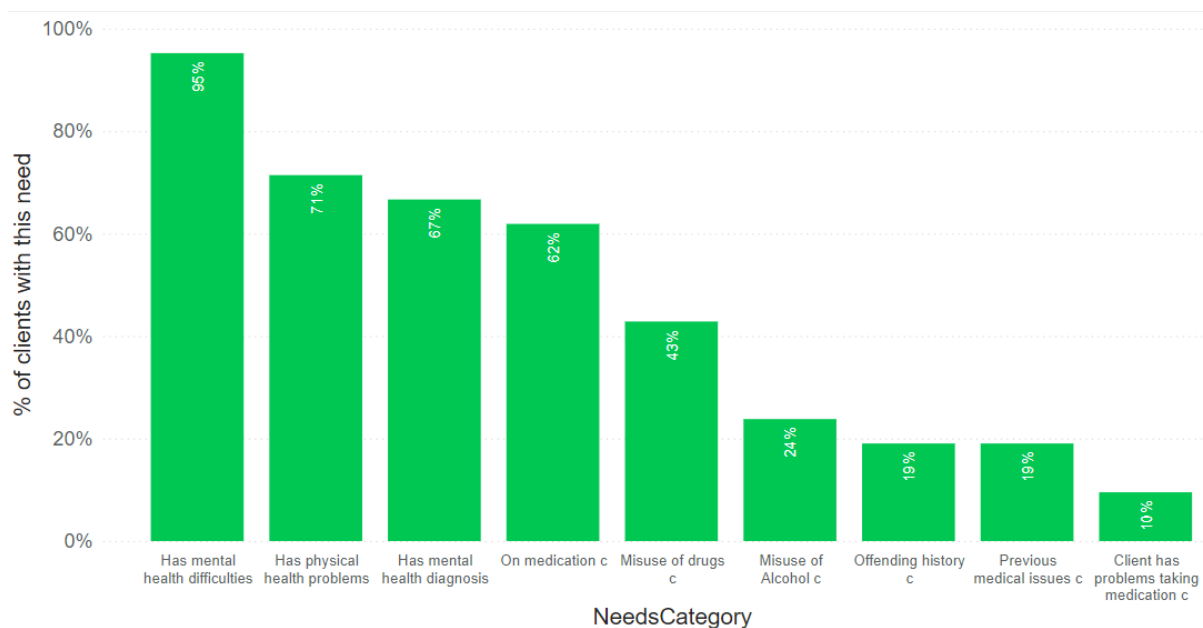


Figure 2 Percentage of Tenancy Sustainment service clients assessed to have needs in each category.

3.2.1 Tenancy Sustainment Client - Mental health needs

Clients working with the Tenancy Sustainment service come to Elmore with a range of mental health diagnoses (Figure 3) and difficulties (Figure 4). The most common diagnoses are depression, anxiety disorder and personality disorder. The most common difficulties include feeling depressed, stressed, or anxious.

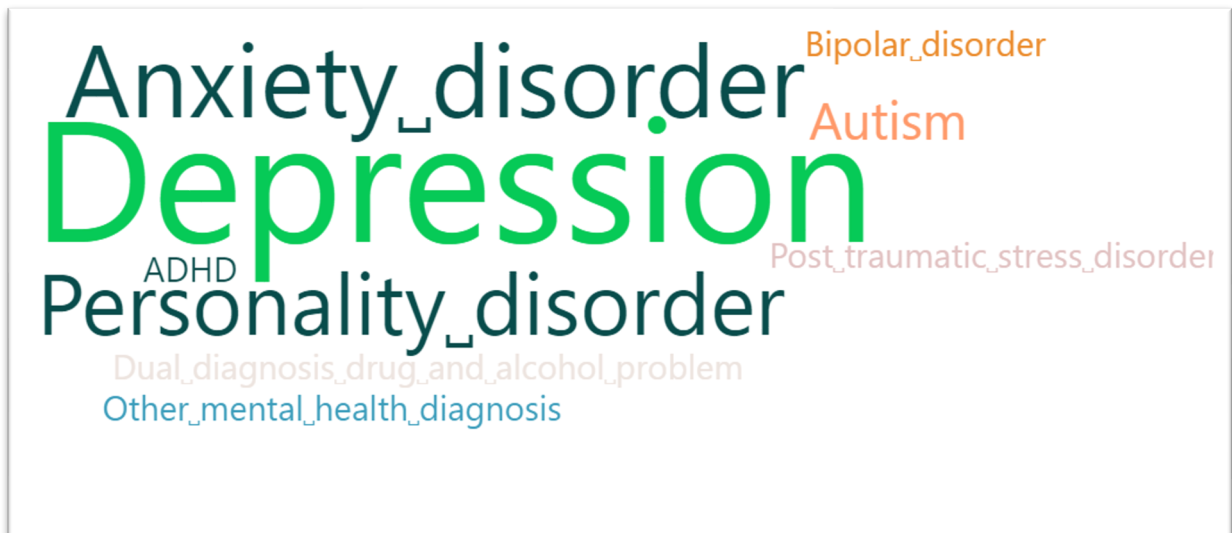


Figure 3 Mental health diagnoses in Tenancy Sustainment clients.

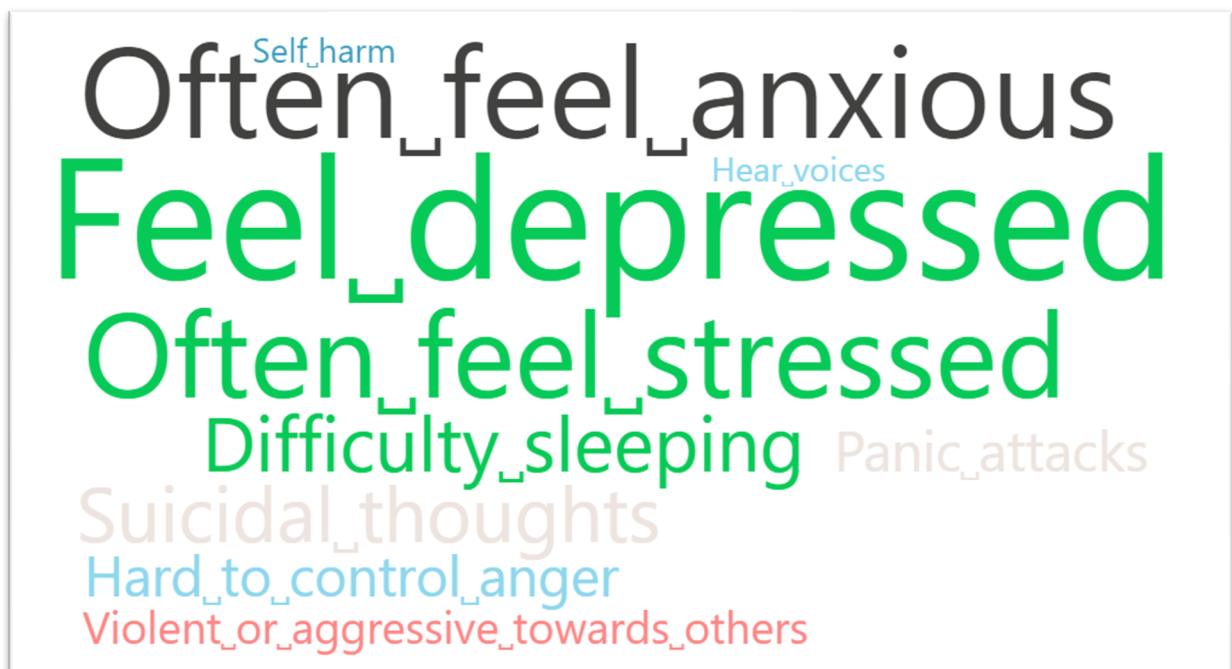


Figure 4 Mental health difficulties in Tenancy Sustainment clients.

It is most common for a Tenancy Sustainment client to have one mental health diagnoses (mean = 1.19) and 10% have as many as four. 67% had one or more mental health diagnoses at their time of assessment. It is most common for Tenancy Sustainment clients to experience three mental health difficulties (mean = 2.62) and 5% have as many as 6. Only 5% had no documented mental health difficulties at the time of assessment.

3.2.1.1 Tenancy Sustainment Client - Physical health needs

Most Tenancy Sustainment clients have one or more physical health problems. The most common problems concern bones, joints, and muscles. Other problems include breathing, circulation, stomach pain, and diabetes (Figure 5). It is most common for Tenancy Sustainment clients to have one physical health problem, with a mean of 1.19. Chronic health problems mean clients are often high intensity users of primary, emergency, and acute care.

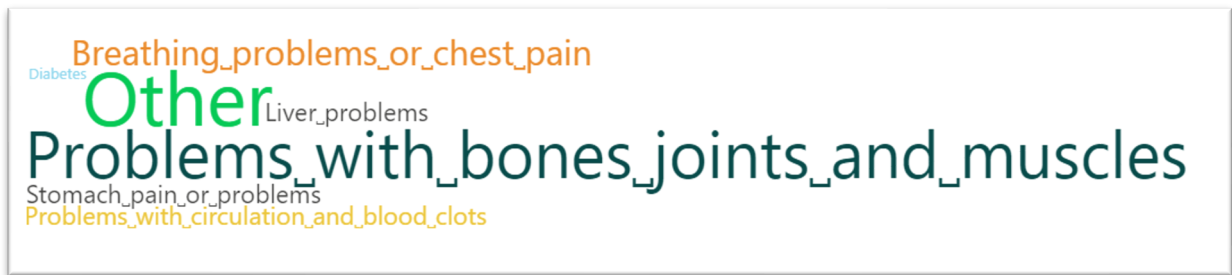


Figure 5 Physical health problems in Tenancy Sustainment clients.

3.2.2 Tenancy Sustainment Client Needs and Complex Needs and Mental Health Floating Support Client Needs comparison

There is significant overlap between Tenancy Sustainment clients and Elmore’s Complex Needs and Mental Health Floating Support services. All three provide support to clients with a range of multiple needs. On average, Tenancy Sustainment clients are more likely to misuse drugs but slightly less likely to suffer with mental health difficulties and diagnoses.

3.3 Tenancy Sustainment Client referrals, open cases, and case duration

3.3.1 Referral sources

Referrals to Elmore’s Tenancy Sustainment service come from a range of sources (Figure 6). Most are referred from Oxford City Council (OCC), with the next most common referrals coming from the Housing Team (this was the old database categorisation for both OCC and Housing Association) and the next most common is Housing Association. Figure 7 shows the numbers of referrals from each referral source for all 6 financial years. Prior to the new Salesforce database in summer 2019, referrals from the housing association and OCC were binned together under the heading housing team. Hence, we are unable to say exactly how many of the 67 referrals, over the 6-year period, were from OCC. However, since the new system has been running, 27 of 31, or 87%, of referrals to the Tenancy Sustainment service have been from OCC. In recent years, the vast majority (91%) of these referrals have been accepted.



Figure 6 Referral sources – Tenancy Sustainment service

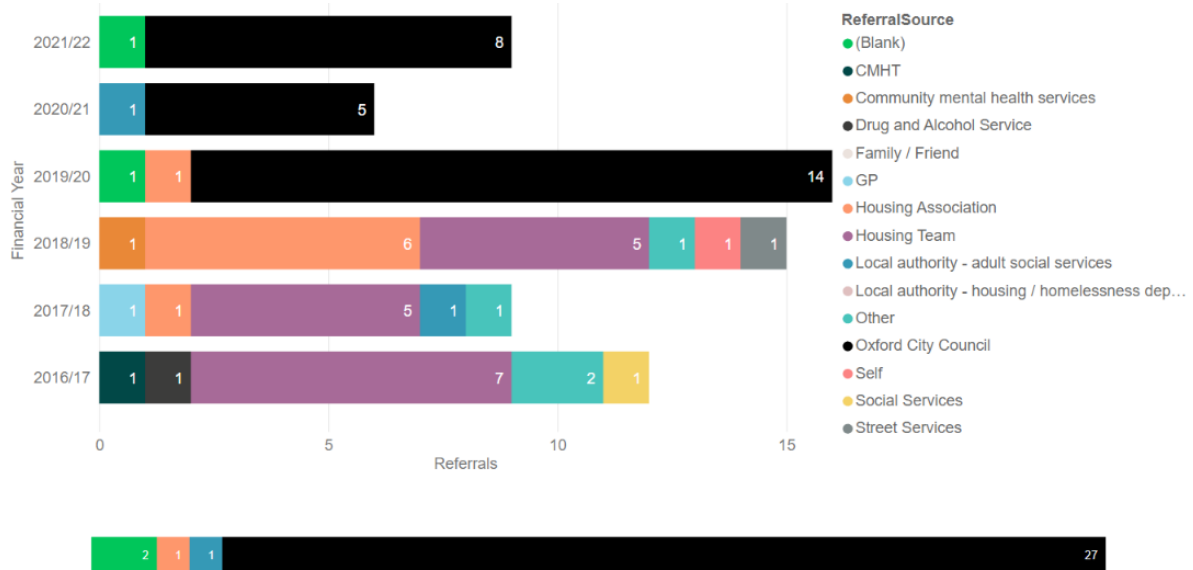


Figure 7 Number of referrals by financial year and referral source - Tenancy Sustainment service. Bottom bar is the last 3 financial years.

Figure 8 shows the percentage of accepted referrals to the Tenancy Sustainment service from each referral source. Referrals from the community mental health services, community substance misuse services, LA – adult social services, Self and Other all have a 100% acceptance rate. There are high acceptance rates (89%) to the service from the Housing Association and Oxford City Council.

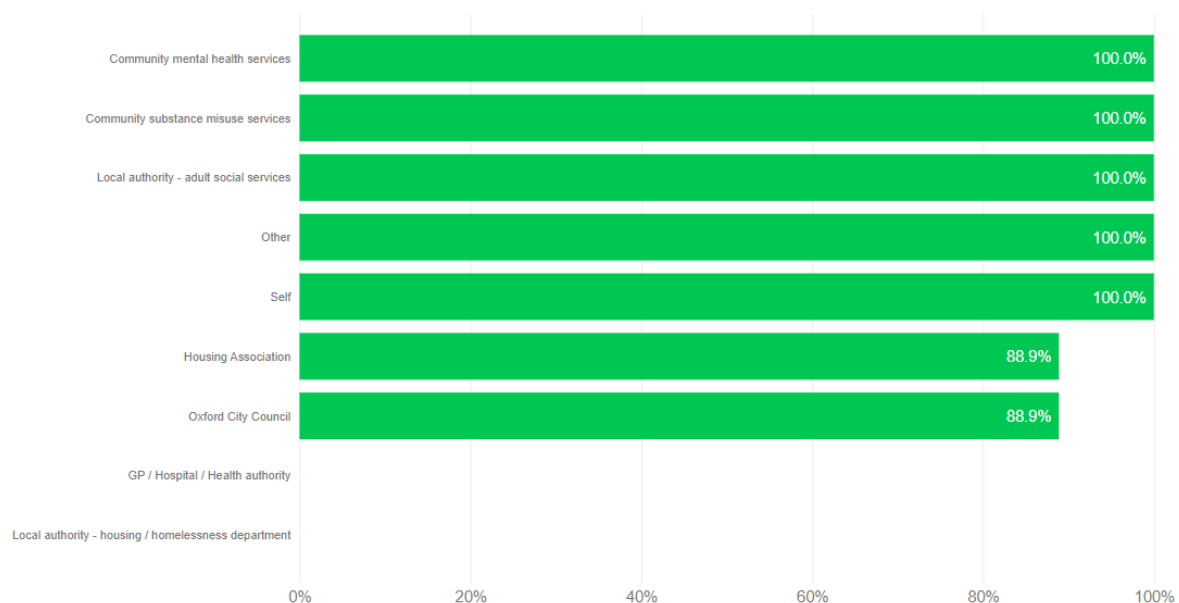


Figure 8 Percentage of referrals accepted by referral source - Tenancy Sustainment service

Figure 9 shows the reasons for rejection of referrals to this service. The statistics are low—rejection rates for referrals are low as they mainly come from OCC or the Housing Association who understand their eligibility. 75% of Tenancy Sustainment were rejected because the potential client either did not wish to proceed or did not engage. 25% were rejected because the service was not appropriate.

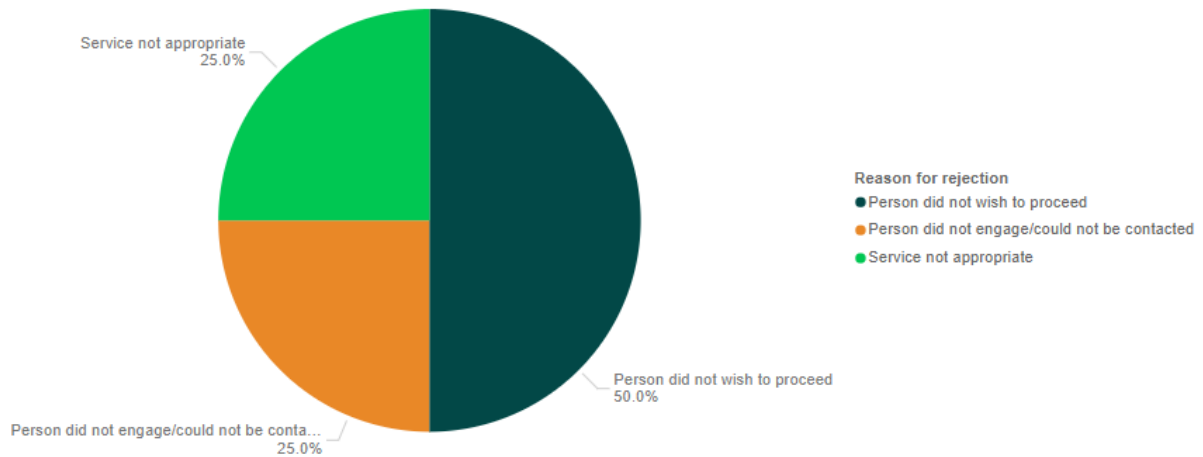


Figure 9: Reasons for rejection of referral - Tenancy Sustainment service.

3.3.2 Tenancy Sustainment Client numbers

In the period covered by the financial years 2016/17 to 2021/22, the service has supported, on average, 14 clients a year. The client numbers v time are given in Figure 10. The total number of clients supported over this 6-year period is 75, with 67 referrals, 56 cases opened, and 63 cases closed. The yearly figures are presented in Figure 11.

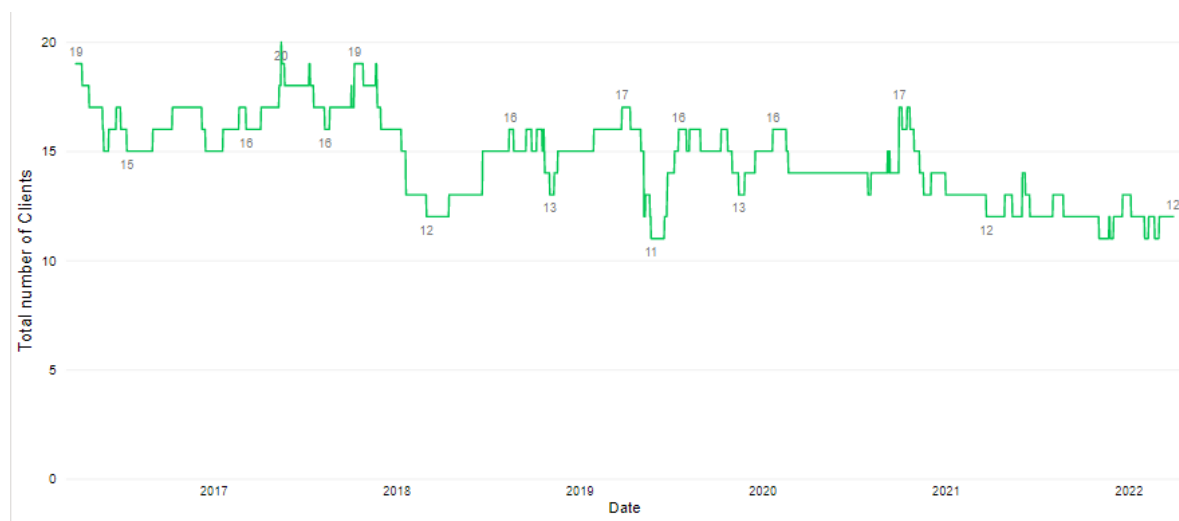


Figure 10 Client numbers v time - Tenancy Sustainment service

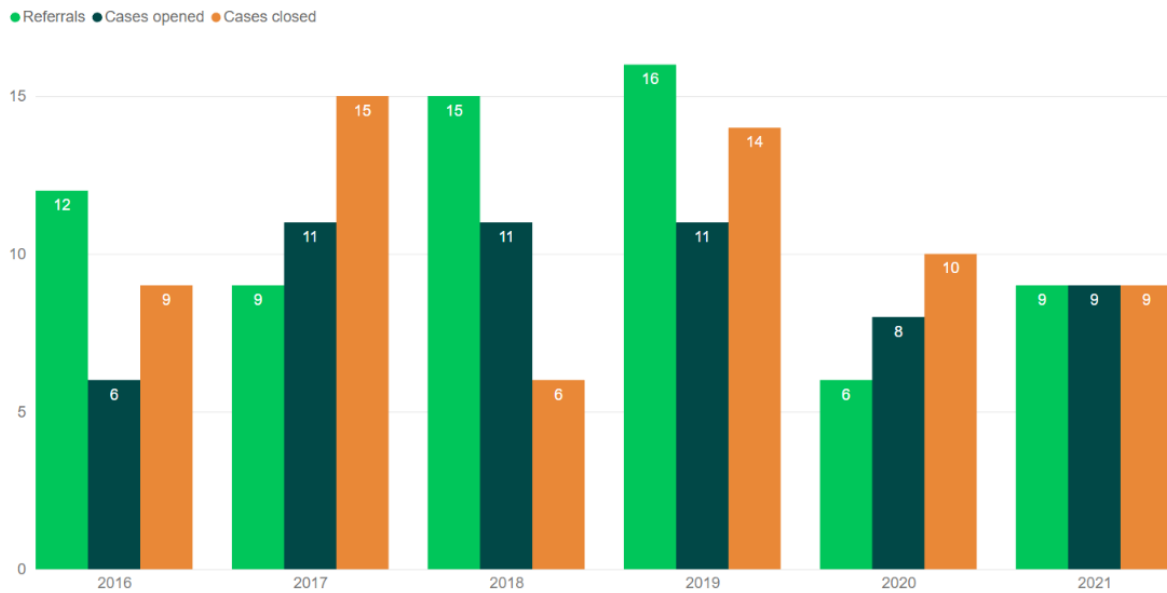


Figure 11 Referrals, opened and closed cases by financial year – Tenancy Sustainment service

The average duration of Tenancy Sustainment cases (closed between the 1st of April 2016 and 31st of March 2022) is 16.7 months with 71% of cases closed within 2 years and 95% closed within 3 years (see Figure 12). The longest case was 39 months. There is a large variation in the duration of Tenancy Sustainment cases because each client’s support requirements will be highly individualised. Instead of providing a “one-size-fits-all” approach, Tenancy Sustainment cases are closed when it is considered appropriate for further meeting that client’s needs.

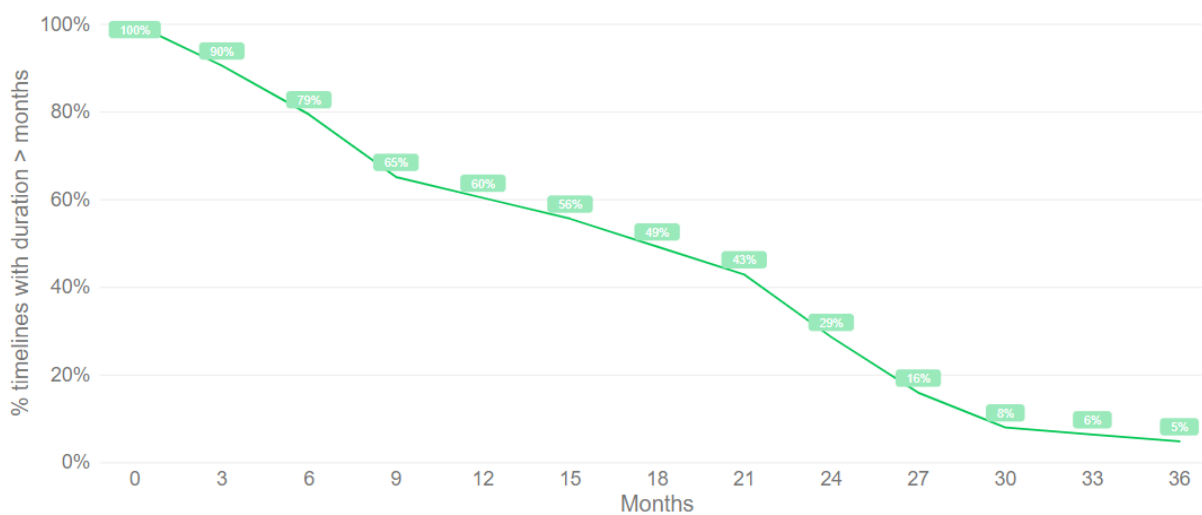


Figure 12 Duration of Tenancy Sustainment cases

3.4 Elmore Tenancy Sustainment Client Demographics

3.4.1 Age

This service supports clients across a spectrum of ages. The youngest clients are adults in their mid-twenties and the oldest are adults in their late sixties. The average age is 45. The numbers of clients, and percentages, in each age group are shown in Figure 13.

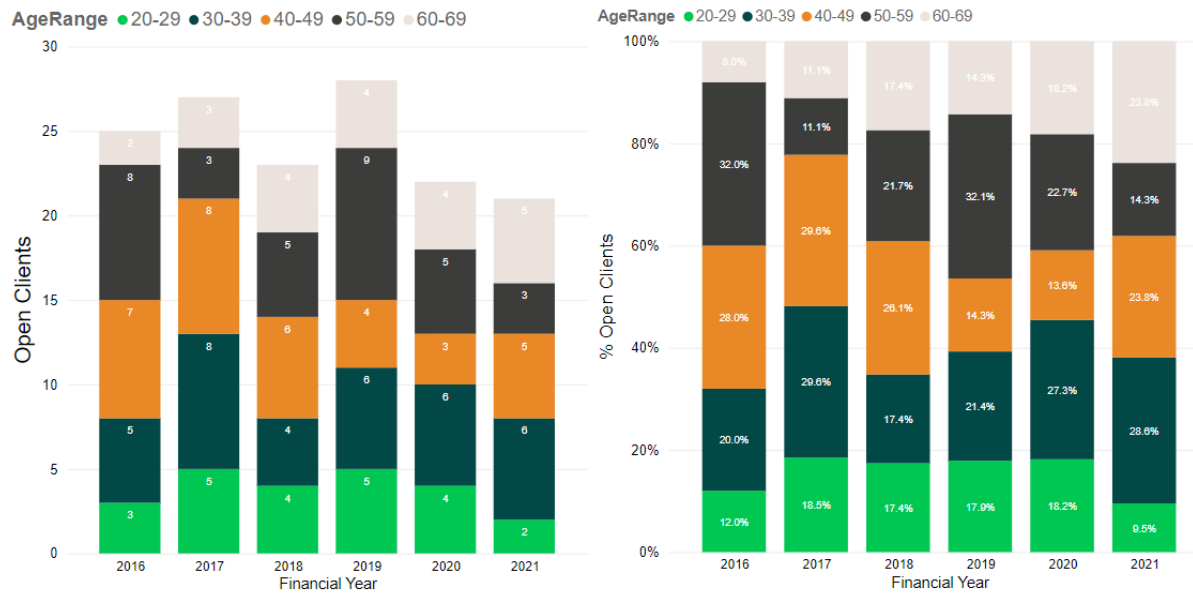


Figure 13 Clients in each age range for Tenancy Sustainment. Number of clients (left) and percentage (right).

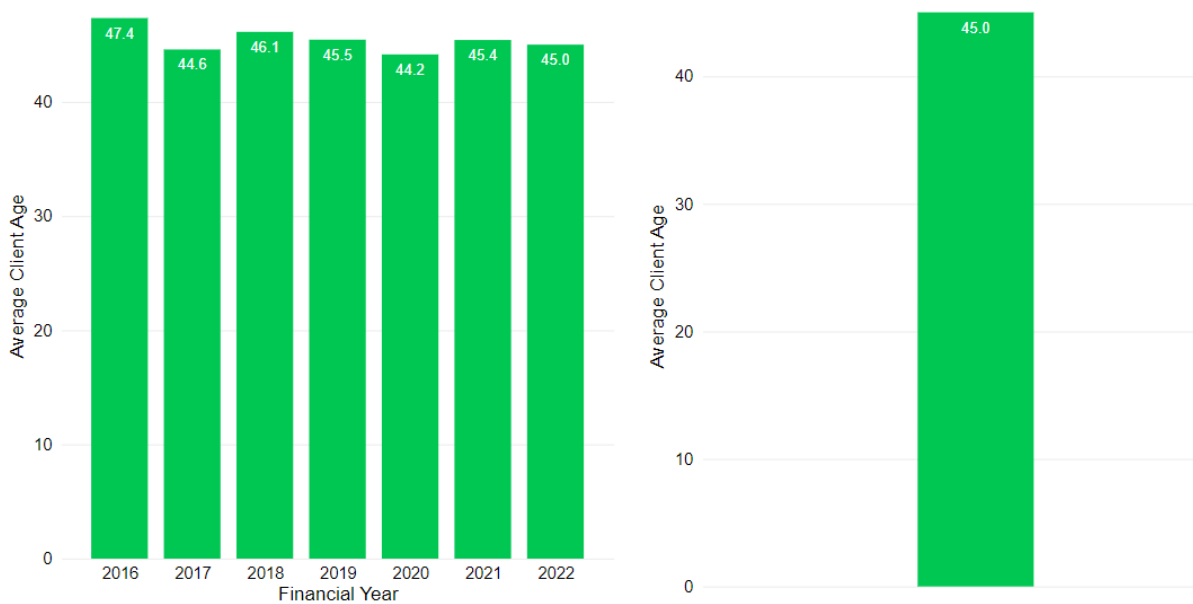


Figure 14 Average age of Tenancy Sustainment clients by year (left) and all years (right).

3.4.2 Gender

This service supports a larger proportion of females than males (63% v 35%). Over the last 6 financial years 47 females, 26 males, and 2 clients with currently undisclosed gender, have been supported. For comparison, Oxford residents, recorded in the last census, in the age range 16 to 70 (scaled by ages supported by Elmore) were 50.3%:49.7% males to females (Population By Gender and Age, 2011).

It is not certain why the service supports more female clients than male clients. Reasons may include the evidenced propensity of females to seek help and the increased rates of mental health diagnoses among females, particularly for personality disorder (Skodol & Bender, 2003).

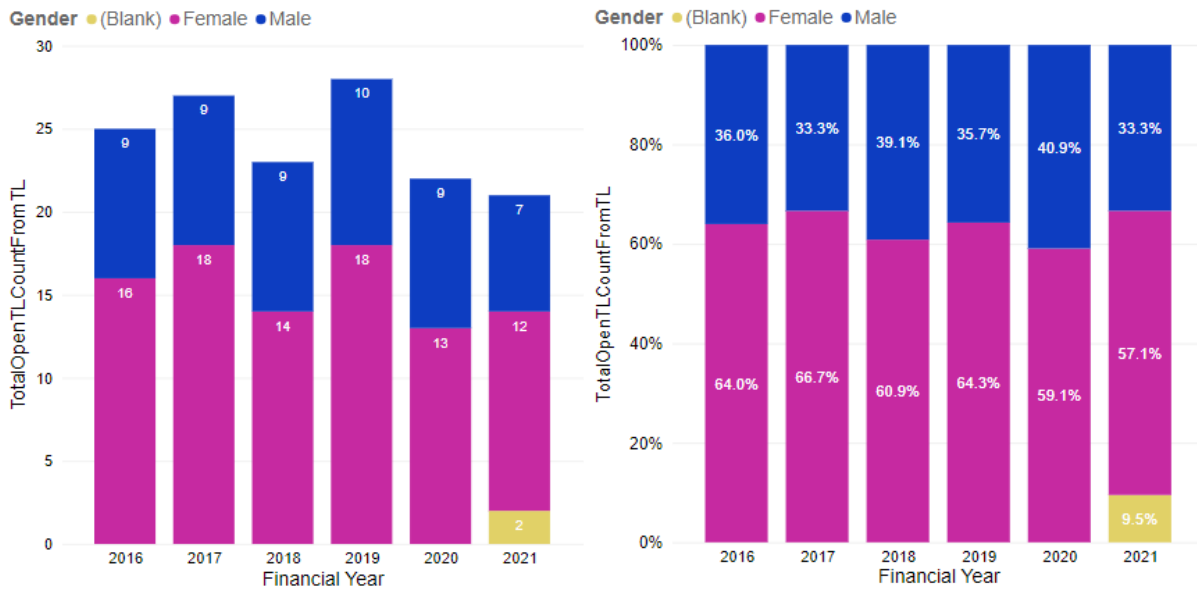


Figure 15 Number and percentage of clients identifying as male or female by financial year for Tenancy Sustainment service.

3.4.3 Client location

Tenancy Sustainment supports clients in Oxford City Council housing, therefore, the vast majority of clients live in Oxford City, with one in Kidlington and one in Shipton-under-Wychwood (

Figure 16).

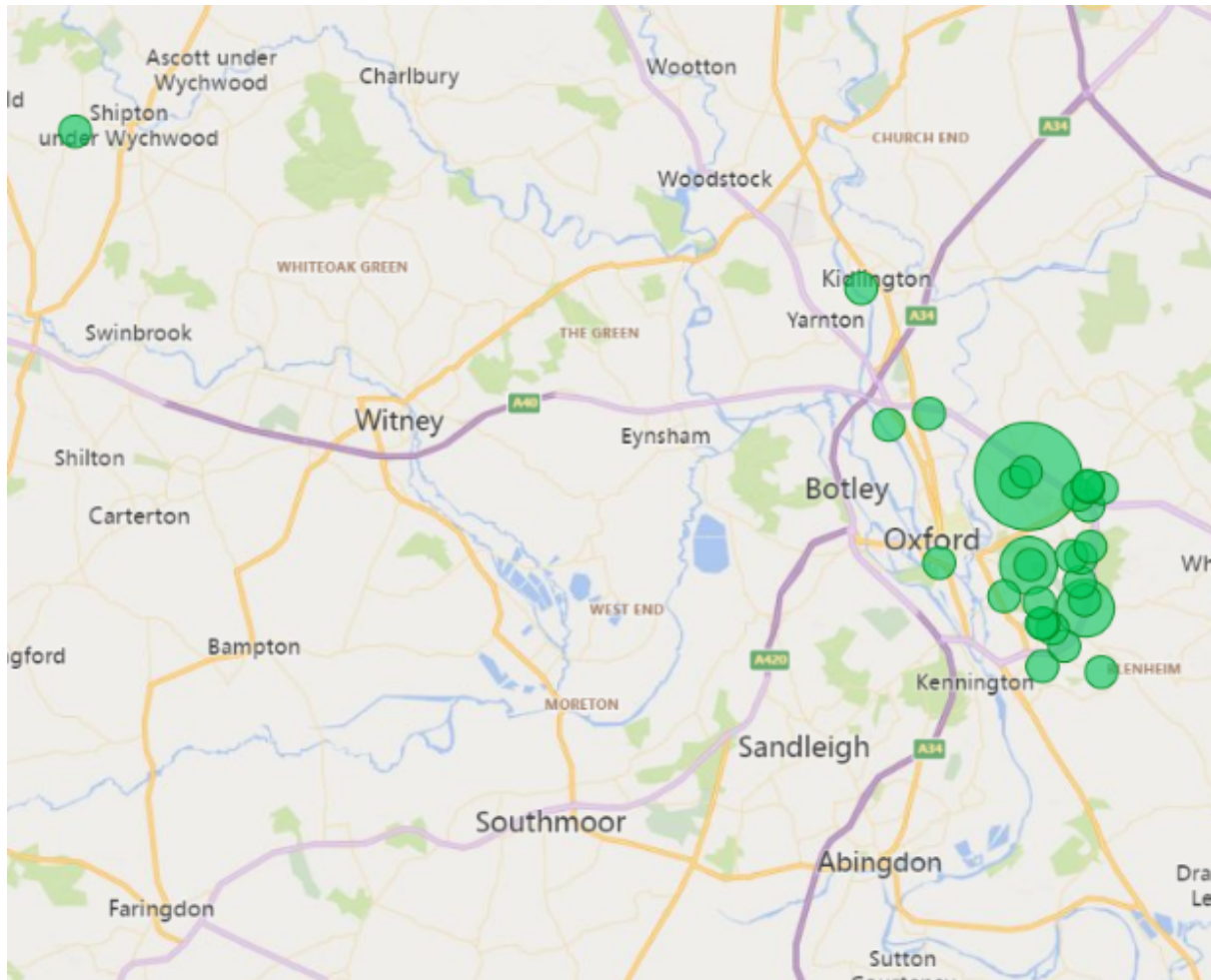


Figure 16 Client location map for Tenancy Sustainment service. The larger the bubble, the more clients reside at that postcode.

3.4.4 Ethnicity

Of clients who shared ethnicity, the majority (79%) are White British. Figure 17 shows the percentages for each ethnicity of clients since Elmore’s Salesforce database became operational in June 2019.

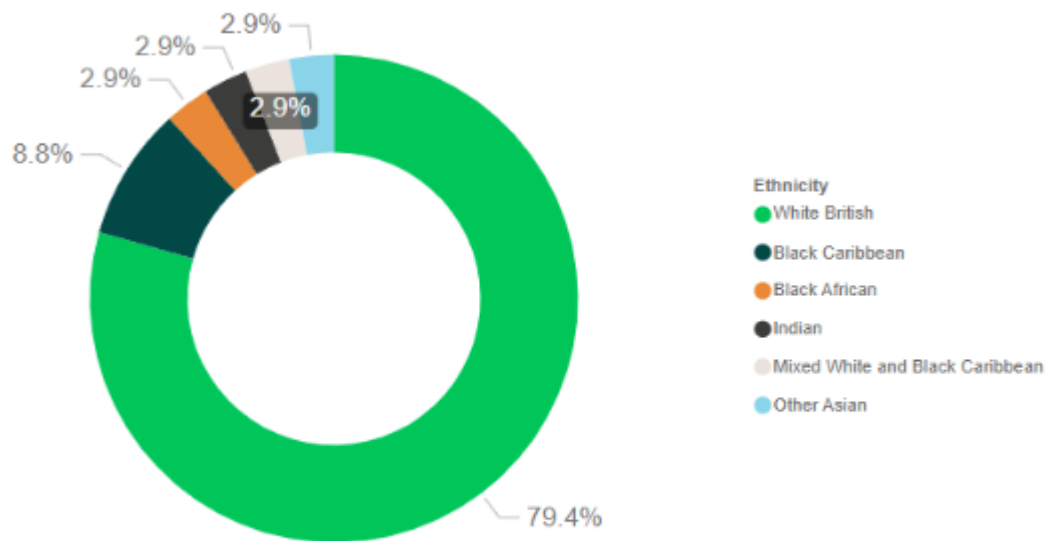


Figure 17 Ethnicity mix for Tenancy Sustainment clients who disclosed ethnicity

To see how the ethnic diversity of Elmore’s Tenancy Sustainment service provision compares with the ethnic diversity of the community that the Charity serves, this evaluation compares demographic data for Oxford City (using data from the last census) with demographic data for Elmore’s Oxford-based clients. Elmore’s Tenancy Sustainment service has a disproportionately larger number of clients who are White British than the city itself, with the total White percentages being very similar (76% for the 2011 census and 78% for Elmore clients of this service). There are higher percentages of Black Caribbean and Mixed White and Black Caribbean in this service’s clients (12.5 % v. 2.3%) because this ethnic group has increased in size since the last census or because it is more likely to require support.

Table 1 Ethnicity mix comparison for Tenancy Sustainment clients v 2011 Oxford census.

Ethnicity	2011 Census Oxford %	Elmore Clients %	Difference
White British	63.6%	78.1%	-14.5%
Black Caribbean	1.2%	9.4%	-8.1%
Mixed White and Black Caribbean	1.1%	3.1%	-2.0%
Other Asian	2.8%	3.1%	-0.4%
Indian	2.9%	3.1%	-0.2%
Black African	2.9%	3.1%	-0.2%
Gypsy/Irish Traveller	0.1%		0.1%
Other Black	0.5%		0.5%
Mixed White and Black African	0.5%		0.5%
Arab	0.6%		0.6%
Other ethnic group	0.7%		0.7%
Other Mixed	1.1%		1.1%
Bangladeshi	1.2%		1.2%
Mixed White and Asian	1.3%		1.3%
Irish	1.6%		1.6%
Chinese	2.3%		2.3%
Pakistani	3.2%		3.2%
Other White	12.4%		12.4%

4 Domestic Abuse, Sexual Violence, and Cuckooing

4.1 Domestic Abuse and Sexual Violence

In general, Tenancy Sustainment clients reporting domestic abuse and/or sexual violence have more needs on average and require Elmore's support for a longer time. More female Tenancy Sustainment clients report domestic abuse and/or sexual violence than male clients—domestic abuse and/or sexual violence is reported for nearly 40% of female Tenancy Sustainment clients. Tenancy Sustainment clients reporting domestic abuse and/or sexual violence during the time they are receiving support from Elmore tend to be based in East Oxford.

Tenancy Sustainment clients are twice as likely to experience domestic abuse than sexual violence, and this holds for Elmore's other services (excepting New Beginnings and High Intensity User services, both of which support clients who are more likely to suffer sexual violence than domestic abuse).

The rates for female clients reporting domestic abuse and/or sexual violence are significantly higher than for male clients across Tenancy Sustainment (as well as Elmore's Complex Needs and Mental Health Floating Support) (Figure 19), and this is the case in the general population (Crisis, 2017).

39% of female Tenancy Sustainment clients have reported domestic abuse and/or sexual violence at some point during their time with Elmore, compared with 14% of male Tenancy Sustainment clients. Females are more likely to require support for past or present domestic abuse and/or sexual violence than males (Figure 18).

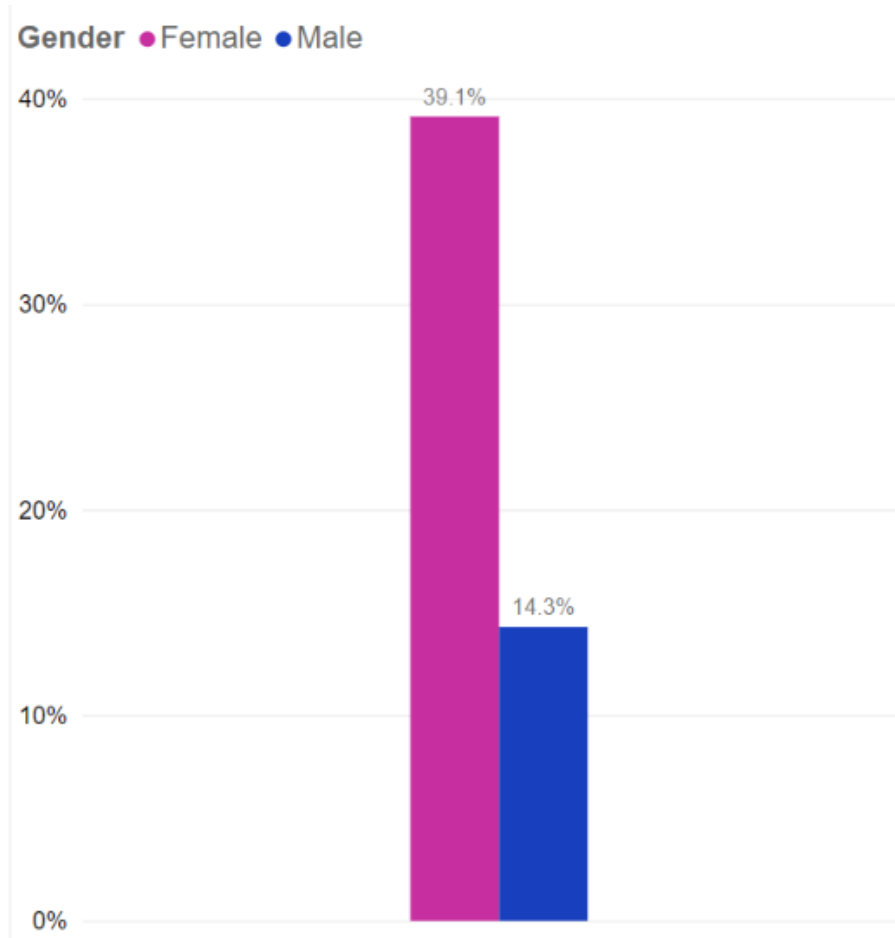
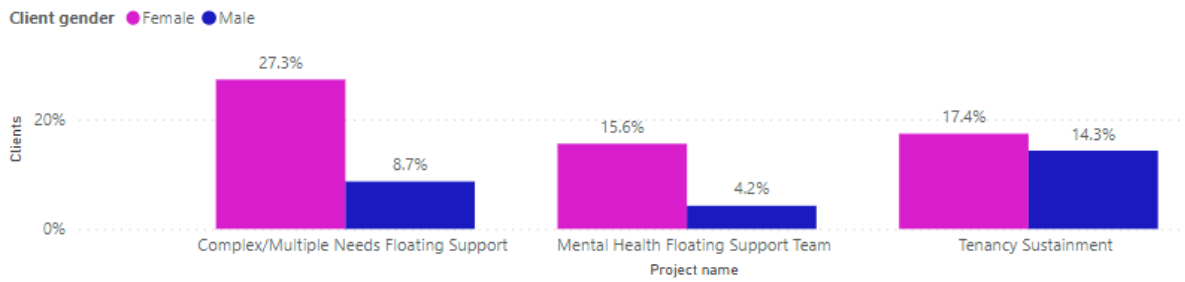


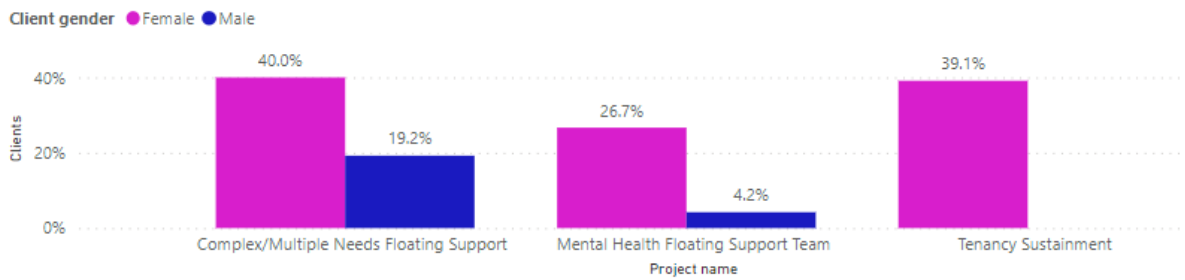
Figure 18 Rates of domestic abuse and/or sexual violence in Tenancy Sustainment clients by gender.

Tenancy Sustainment clients have a lower percentage of domestic abuse and/or sexual violence than Elmore’s Complex Needs Floating Support clients (29.7% v 40.9%). Mental Health Floating Support clients have a lower percentage of clients who report one of more incidents of domestic abuse and/or sexual violence than Tenancy Sustainment clients (Figure 19).

Sexual violence recorded in 1 or more case notes



Domestic abuse recorded in 1 or more case notes



Domestic abuse and/or sexual violence recorded in 1 or more case notes

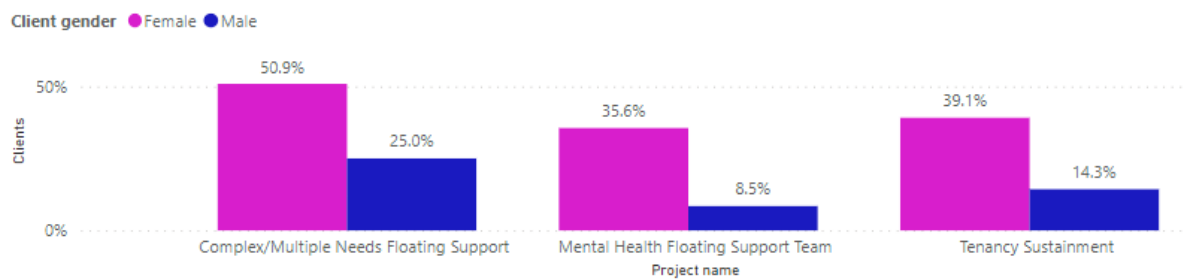


Figure 19 Rates of domestic abuse and sexual violence in male and female clients in Elmore’s Complex Needs, Mental Health, and Tenancy Sustainment services.

Experience of domestic abuse and sexual violence can lead to mental health difficulties and substance misuse, which can impact the ability of clients to maintain tenancies. Like Mental Health and Complex Needs Floating Support clients reporting domestic abuse and/or sexual violence, Tenancy Sustainment clients are more likely to have a mental health diagnosis (91% vs 86%).

Tenancy Sustainment clients who have reported domestic abuse and/or sexual violence at some point during their time with Elmore have a higher average number of needs than clients who do not report these experiences (4.71 v 4.00). The minimum number of needs for domestic abuse and/or sexual violence victims in the Tenancy Sustainment service was 3, the most common number of needs for Tenancy Sustainment clients who do not report domestic abuse or sexual violence was 2.

Tenancy Sustainment clients who have reported domestic abuse and/or sexual violence at some point during their time with Elmore have higher mean averages of mental health diagnoses, difficulties, and physical health problem than Tenancy Sustainment clients who do not report domestic abuse or sexual violence (1.71 vs 1.24 – mental health diagnoses, 3.57 vs 2.59 – mental health difficulties and 1.57 vs 1.18 – physical health difficulties)

Where financial/economic abuse has been present, this may put the client into debt, which impacts on their ability to sustain a tenancy and the type of support they require from Elmore.

5 Tenancy Sustainment client outcomes

5.1 Client agency plug-ins

Elmore links clients to the most appropriate agencies at a time that is right for them. Due to the change in Elmore’s data systems in 2019, the picture of what a journey looks like in term of plug-ins to agencies is partial. However, Figure 21 and Figure 22 show the range of agencies and agency types that Elmore has linked Tenancy Sustainment clients to since June 2019. The most common agency was, as might be expected, “Oxford City Council – Housing”, as sustaining tenancy is the core mission of this service. However, clients often have complex needs so in addition to housing, links are forged with agencies that may help with mental health and social security entitlements, amongst other needs.



Figure 21 Agency names with which Elmore Tenancy Sustainment service has sourced client links since June 2019.



Figure 22 Agency types with which Elmore Tenancy Sustainment service has sourced client links since June 2019.

5.2 Supporting people in their homes

Stable accommodation is important for clients referred to this service. Other needs (such as mental health, work, and relationships) are most effectively addressed once a client has established a stable base and feels secure. Maslow’s Hierarchy of Needs (Maslow, 1943) explains

that physiological and safety needs form the basis for growth, and this understanding is acknowledged and implemented by models such as housing first (Housing First England, 2010 - present).

This service’s clients mostly reside in council tenancies, with LA general need tenancies being the second largest group (Figure 23). A small proportion of clients live in temporary accommodation or supported housing for some of their time with Elmore. Elmore’s Tenancy Sustainment clients mostly live overwhelmingly in secure tenancies (Figure 24).



Figure 23 Word count of Tenancy Sustainment clients’ housing situations, recorded from 1/4/2016 to 31/1/2022. The size of the word is proportional to the total time spent in this housing category.



Figure 24 Word count of Tenancy Sustainment clients’ housing categories, recorded from 1/4/2016 to 31/1/2022. The size of the word is proportional to the total time spent in this housing category.

A majority of clients (87%) have one recorded place for accommodation. These are commonly people who have a secure tenancy but are finding it challenging to remain in this housing, hence Elmore will work to help maintain this tenancy. The mean number of residencies, during the time being supported by Elmore’s Tenancy Sustainment service is 1.16. This is lower than for Complex Needs and Mental Health Floating Support services and emphasises the importance of this service to maintain tenancy.

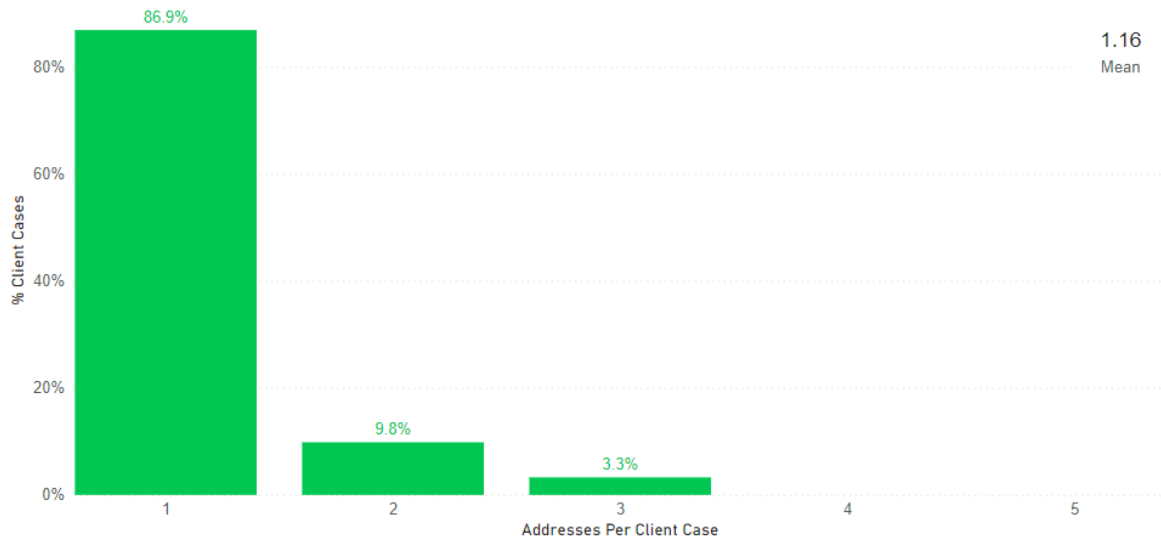


Figure 25 Distribution of addresses per client case for clients included in the sample - Tenancy Sustainment service.

Few changes of address have occurred to clients, as the focus is on maintaining existing residences (Figure 26). When changes have occurred, they are mostly because of a move from one secure tenancy to another or clients being supported to move from temporary accommodation to a secure tenancy.

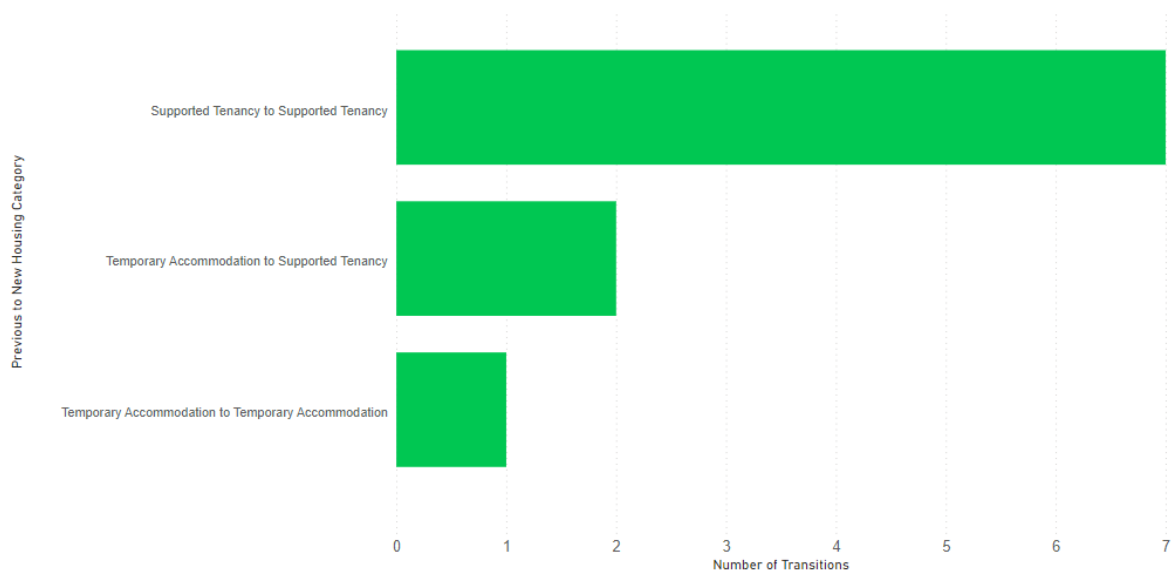


Figure 26 Number of moves for Tenancy Sustainment clients by housing category from/to.

Figure 27 and Figure 28 are important for understanding Elmore’s ability to sustain tenancies for clients who are in danger of losing them. The x-axes of both charts are scaled such that -1 represents the referral date, 0 represents the case start date, and 1 represents case closure. Over the course of a client’s time with the Tenancy Sustainment service, Elmore’s intervention has helped to maintain tenancies for clients. Figure 27 shows this for all Tenancy Sustainment clients, including those who do not move throughout their time with Elmore, and Figure 28 show this for clients who move at least once. In cases where clients move, Elmore ensures they move to another secure tenancy or help remove clients from short-term temporary accommodation into a secure tenancy. For clients who moved at least once during their support by the service, a quarter of

them were in temporary accommodation at referral, and all of these were supported to move to more stable secure tenancies.

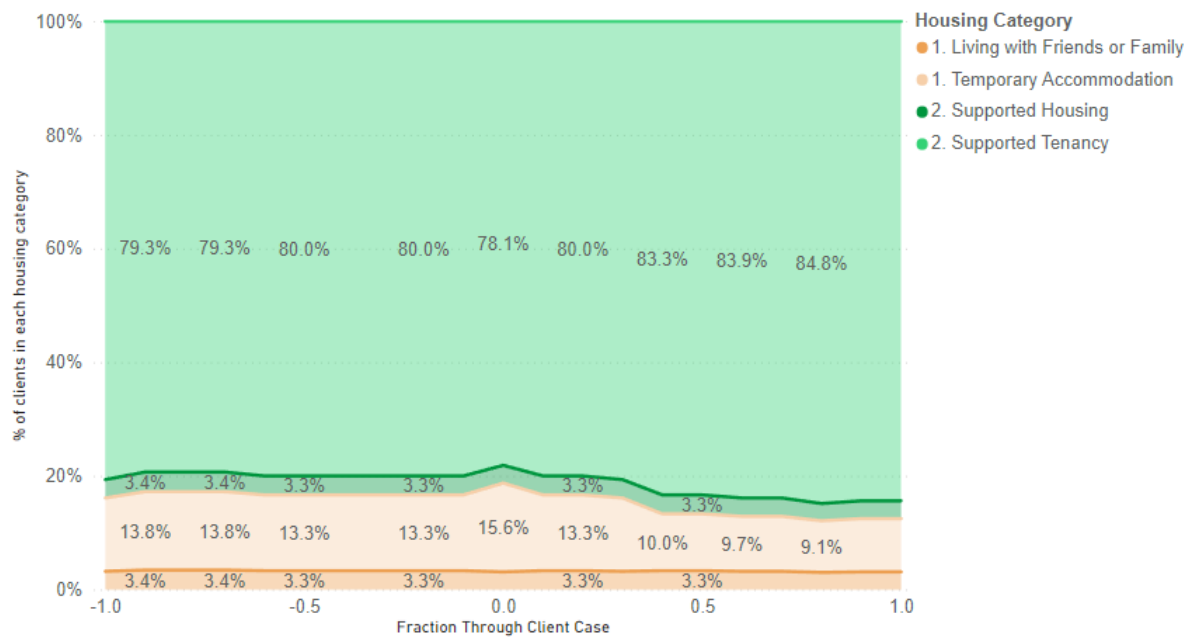


Figure 27 Changes in accommodation category versus % through client case for Tenancy Sustainment clients.

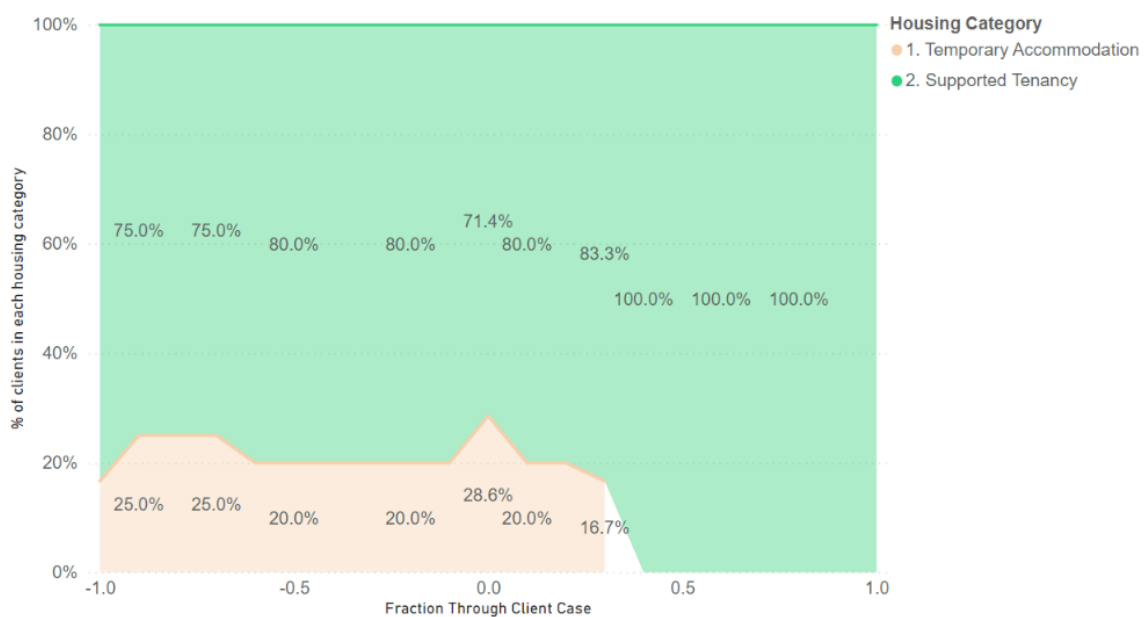


Figure 28 Changes in accommodation category versus % through client case for Tenancy Sustainment clients. This is for clients who have moved at least once during their support.

5.3 Reasons for case closure

Elmore’s Tenancy Sustainment support is highly individualised, and clients’ support can be ended for several reasons. The largest reason for closure is “support in place” (39%). The next largest category is “Elmore transfer”, whereby transfer from the Tenancy Sustainment service into another Elmore services accounts for 24% of Tenancy Sustainment case closures. 22% of clients

were closed because they were “No longer engaging” and 5% of clients because they had unfortunately died. During the data transfer to Elmore’s new salesforce CRM in June 2019, case closure reasons were not a required field for a time. Hence, these percentages may not fully represent the wider picture.

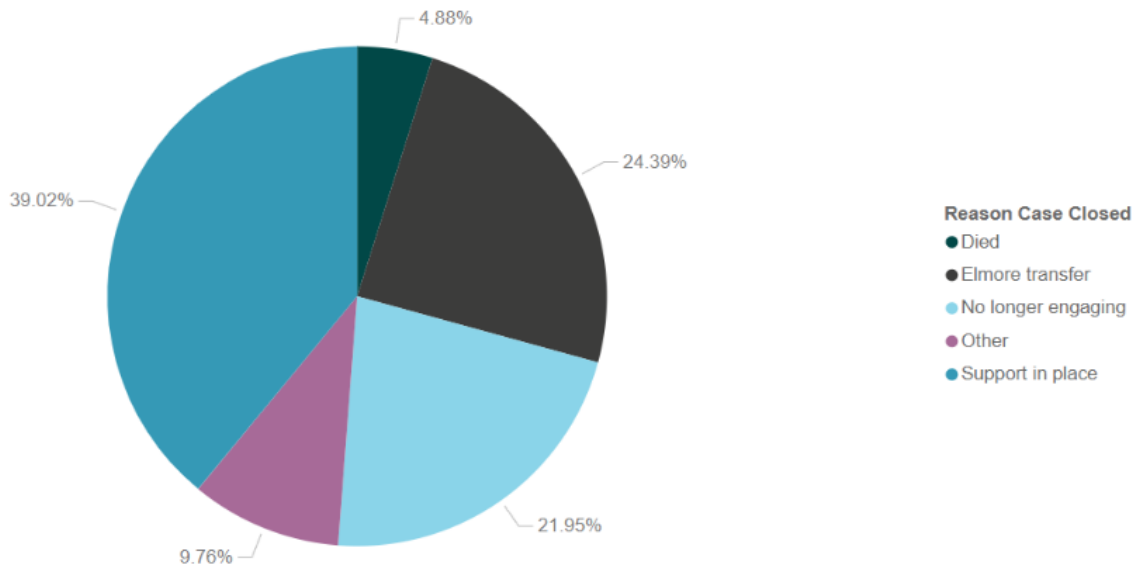


Figure 29 Percentage of cases closed by reason for closure for financial years 2016/17 to 2021/22 - Tenancy Sustainment service.

6 Human impact of Elmore's Tenancy Sustainment intervention

Sustaining supported tenancies prevents people from either being moved between temporary accommodations, with the associated costs to local authorities and uncertainty for the individual, or worse finding themselves homeless. From understanding the impact of organisations such as Housing First (Housing First England, 2010 -present) and Elmore's Tenancy Sustainment service, it is clear that stable housing can have knock-on positive effects for other aspects of people's lives.

For example, stable housing can:

- Aid relationships by being able to invite friends and family to stay in your home.
- Help with drug and alcohol addiction by removing the fear and hopelessness associated with rough sleeping.
- Aid the ability for people to volunteer, train and find work, as a fixed abode is often required, and the individual feels safe and stable enough to try something new.
- Encourages registration and engagement with statutory services such as GPs.
- Provides individuals with a feeling of identity and control over their future.

Elmore's client centred approach to support not only works to sustain tenancy but also helps clients holistically. Many clients are initially in crisis. They have a deep-rooted distrust of the police, local authorities, and other agencies. Many are not eligible to access mainstream services, partly because past and present behaviour is deemed to make them "unsuitable". It is routinely the role of Elmore to understand each client and their needs to a significant extent, more so than has been done before. This investment provides insight into the needs that drive client behaviour and, in particular, behaviour that erects and sustains barriers to positive change and hampers access to services.

6.1 Experiences of an Elmore client

A 23-year-old was living with his mother and his brother when he was referred to Elmore Tenancy Sustainment service in 2020. Oxford City Council had decided that the family needed to be separated and housed individually to avoid a crisis. Elmore had been asked to support Oxford City Council with providing mental health support to the client in relation to his separation from his mother.

The client had anxiety and undiagnosed strong symptoms of depression. He was capable but lacked confidence and would constantly apologise. He would agree with everything he was told.

The family were heavily interdependent on each other. The client looked after his brother, who has autism and at times of crisis has behaved aggressively to him and their mother. The client struggled to manage housing and tenancy-related issues so relied heavily on his mother for managing these issues and much more and, as a result, relied on her communication.

It was Elmore's role was to assess this client's needs and tailor an appropriate package of support to him. Elmore's interventions included talking privately to the client to ensure there were no major mental health crisis risks that could occur because of the move away from his mother.

Four months after Elmore began to support this client, he successfully signed his tenancy contract, moved into his own home, and, ever since, has maintained his tenancy.

In his new home, the client was supported by Elmore to:

- Understand that this was his move, and he could rely on Elmore's support to move towards independence and how to maintain his tenancy
- Understand what a tenancy contract was
- Choose an electricity and gas supplier and create accounts
- Budget and develop priorities
- Sign up to broadband Internet and get connected
- Ensure the repair of his shower head and radiator
- Prepare for a mental health assessment for autism when he is ready
- Choose and arrange the delivery of furniture offered by Oxford City Council.
- Buy a new washing machine after Elmore submitted a funding application for one
- Learn to operate the washing machine once it was bought and installed, so that he would not have to return to his mother for support with clothes washing
- Put his hand-written CV, stored on his mother's mobile phone on a low-quality image, into a word document and apply for a job
- Secure a job (although this was short-term because it was too far from his home) and then to become a full-time hospital porter
- Seek support from other organisations, rather than relying on his mother.

The client's mother has said that she is grateful to the Elmore team for supporting her son and taking up some of the responsibilities that she had managed. She is very proud of him for achieving a move and maintaining his tenancy.

The client has always been thankful and felt comfortable reaching out to the Elmore team, thanks to the trust and unconditional regard fostered by his support workers.

Whilst there is no stereotypical Elmore client, providing emotional and practical help to those who would find gaining or sustaining a tenancy overwhelming is common for Tenancy Sustainment clients.

7 Quantitative cost-effectiveness analysis

7.1 Summary

There is a responsibility to use limited public funds optimally and assessment of the cost-effectiveness of publicly funded interventions is a way to maximise impact and providing accountability. Therefore, a quantitative cost-effectiveness analysis has been conducted for the Tenancy Sustainment service for the period bookended by the financial years 2016/17 and 2021/22.

The address history of clients during their journey with Elmore is used as a proxy for costs to society in line with the method employed in other studies (Partridge, 2014), (Department for Communities and Local Government, 2012), (MEAM, 2009). In addition, the average costs of evicting clients from council properties have also been incorporated into the model.

The human impact of finding secure accommodation, improving mental health and physical health, finding work, and facilitating fulfilling relationships should prove argument enough to intervene. However, there is still a moral responsibility to use limited public funds optimally and assess the cost implications of such interventions (Pleace & Culhane, 2016).

7.2 Methodology

The full methodology for the cost-effectiveness analysis is detailed in in this document: [2022 evaluation of Complex Needs and Mental Health Floating Support services](#).

Extensions to this methodology have been performed take into account the cost of Eviction, detailed in Section: 10 “Appendix: Extensions to cost-effectiveness analysis”.

In summary, the per client costs, associated with their housing situation, are summed over all clients in the sample and scaled to provide an estimate for all clients in the Tenancy Sustainment service, for all six financial years covered by this cost-effectiveness analysis. Added to this is the estimated cost of eviction for the estimated number of clients who would have lost their homes, had Elmore support not been available.

7.3 Cost-effectiveness analysis findings

7.3.1 Total Costs

The calculated “cost difference minus expenditure”, for each financial year included in this analysis, are given in Table 2, for the Tenancy Sustainment service.

Table 2 Estimated cost difference minus expenditure by financial year for the Tenancy Sustainment service.

FY	Cost Difference Minus Expenditure
2016	£62,873.08
2017	£114,251.17
2018	£110,349.31
2019	£96,293.87
2020	£71,246.63
2021	£81,348.14

In the six-year period covered by this evaluation, the intervention of Elmore’s Tenancy Sustainment service has produced an estimated cost difference minus expenditure of over £535k, with an average per year of £89k. Both Elmore itself, and the services to which clients

are referred, have jointly contributed to this cost saving. During this time, the service received funding of £210k, or £35.6k per year, to provide support to Tenancy Sustainment clients.

In recent years, 87% of Tenancy sustainment clients have been referred from OCC. Hence, it is estimated that the total cost minus expenditure (or net benefit) to OCC is £465k, or an average of £77k per year.

7.3.2 Cost difference minus expenditure per client

The cost difference minus expenditure per client has been calculated for the Tenancy Sustainment service. The estimated average cost saving per client per year is £5,391. The cost difference minus expenditure per client, by financial year, is shown in Figure 30.

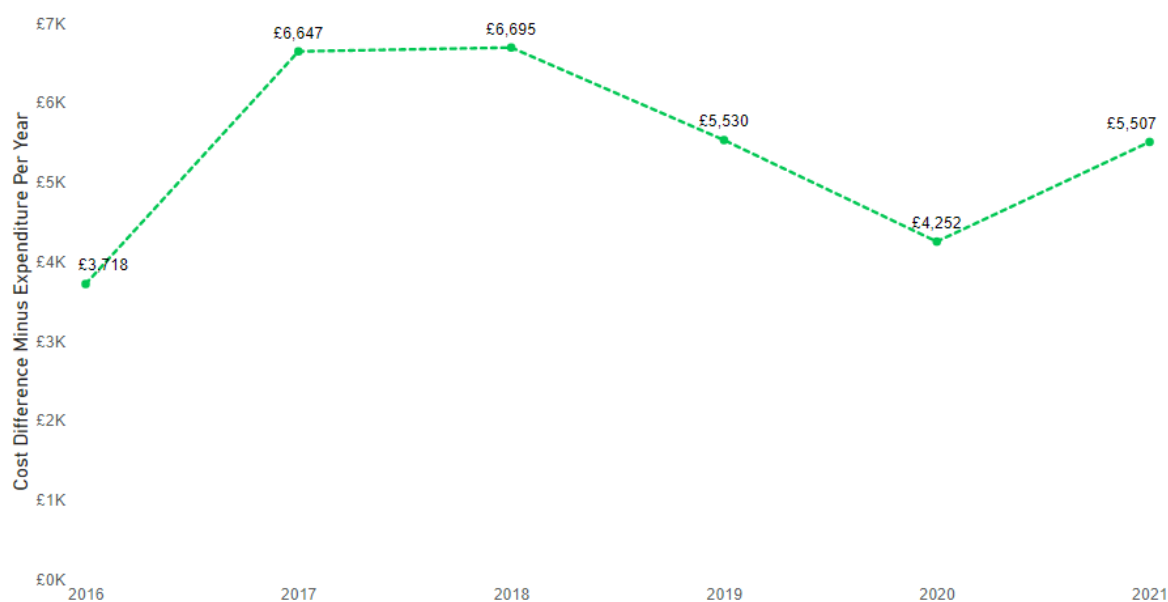


Figure 30 Cost difference minus expenditure per client.

7.4 Discussion of cost-effectiveness analysis

The cost savings are based on an estimated average per client. Costs that are ongoing and relate to a client’s housing situation include a range of costs to society such as costs relating to homelessness where relevant, the use of the police and criminal justice system, increased attendance at hospital and GPs, support from the Government in terms of social security entitlements and others. The costs specifically relevant to eviction are incurred by the landlord, which in the case of Tenancy Sustainment clients is the local authority.

The costs estimates are based on the assumptions detailed in this section, it is not possible to include every factor that impacts on costs, so the extent of Elmore’s cost savings may be underrepresented. It will be possible to account for additional factors in Elmore’s future analysis.

The cost calculations stop when a case is closed due to uncertainty involved in extrapolating Elmore’s impact beyond the case closure date. It is expected that the support provided, along with referrals to relevant services, have a positive impact on the lives of clients in the years following closure by the Charity. The calculated cost savings can be considered to be another example of an underestimate.

Costs based on using accommodation status alone may miss some client-specific nuances which can be accounted for in future analyses, provided relevant data has been recorded. It is

recommended that Elmore records additional data that produces a more holistic picture of the impact of its services.

8 Conclusions and Recommendations

Elmore's client centred approach to support not only works to sustain tenancy but also helps clients holistically. Many clients are initially in crisis. They have a deep-rooted distrust of the police, local authorities, and other agencies. Many are not eligible to access mainstream services, partly because past and present behaviour is deemed to make them "unsuitable". It is routinely the role of Elmore to understand each client and their needs to a significant extent, more so than has been done before. This investment provides insight into the needs that drive client behaviour and, in particular, behaviour that erects and sustains barriers to positive change and hampers access to services.

In the period covered by this evaluation, the Tenancy Sustainment service has produced an estimated cost difference minus expenditure of over £535k, with an average per year of £89k. Elmore itself and the services to which clients are referred have jointly contributed to this cost saving. During this time, the service received funding of £210k, or £35.6k per year, to support clients. The estimated average cost saving per client per year is £5,391.

In recent years, 87% of Tenancy sustainment clients have been referred from OCC. Hence, it is estimated that the total cost minus expenditure (or net benefit) to OCC is £465k, or an average of £77k per year.

Tenancy sustainment prevents people being moved between temporary accommodations with costs to local authorities and uncertainty for the individual, or worse, homelessness.

Through this analysis opportunities for fuller recording of data have been identified. Information about these opportunities has already been used to improve the integrity of Elmore's data systems to provide a more complete record for future analysis. Examples include making important data fields mandatory and reducing the possibility for user input error. Such improvements have been made as and when they have been discovered, but a more extensive review of data requirements will be needed. This is set to begin in summer 2022. Some recommendations for that review include:

- Keeping existing measures of mental health (Mental Health Recovery Star), or employing an alternative, and ensuring completion of this for each client near case closure as well as at the beginning of their time with Elmore.
- Employing service utilisation questionnaires during a client's journey. It is well known that people struggling with mental health issues and presenting with other needs are high intensity users of mainstream services such as GPs, A&E, and emergency services. The costs associated with these visits are well-known and can be costly.

Such considerations need to be balanced with the wants and needs of clients, so that the information used can enhance Elmore's support, not detract from it. Thought should be given to what software could be used to collect this information most easily, in a way that minimises human error, and would be interoperable with existing data storage and analysis systems.

9 Acknowledgements

There are many essential contributors who I would like to acknowledge:

- Tom Hayes (Elmore’s CEO) for entrusting this work to me, I hope I have done it justice. Also, for providing data and insight and for setting up introductions with other experts that contributed to this work.
- David Hemingway (an Elmore Team Manager who has previously managed Tenancy Sustainment) for providing information on, and aiding my understanding of, the costs of evicting tenants from supported housing.
- Nataleigh Bateman (an Elmore Team Manager who manages Tenancy Sustainment) and Marie Sparkes (Elmore’s finance lead) for providing the accounts information for Tenancy Sustainment and helping me understand how this has evolved over the years.
- Maron Ehata (Elmore support worker) for providing the Tenancy Sustainment client story.
- Tenancy Sustainment workers and clients who shared their perspective of Elmore’s Tenancy Sustainment service.
- Imogen Blood and Sarah Chalmers-Page (independent evaluators) for discussions on the cost-effectiveness analysis, especially those informing the development of the no intervention scenarios.
- Charlotte Dawson (an Elmore Service Manager who oversees Tenancy Sustainment) for answering endless questions about Elmore’s client work, team ethos and systems and for encouraging everyone to be better, always.
- Adrian Childs (an Elmore Service Manager) for answering database related questions, which enabled integration of the old and new data systems. Without this data merger a 6-year study could not have been reliably performed.



Dr Claire Timlin

10 Appendix: Extensions to cost-effectiveness analysis

Extensions to the methodology have been performed to understand the full impact of the Tenancy Sustainment service. Clients are not eligible for this service if they are not finding it challenging to keep their homes (secure tenancies). Therefore, it is highly likely that if Elmore, or similar service, could not provide support then these people would lose their tenancies. In this eventuality, people tend to live with friend or family where possible or will be found temporary accommodation or end up homeless. The assumptions in this analysis are as follows:

- An estimated 80% of clients would lose their tenancy if not supported by Elmore, or similar
- 35% of those who would have lost their tenancies would have stayed with friends and family and 65% would find temporary accommodation.

These assumptions are obviously a simplification, some would have found other supported housing, some may have ended up rough sleeping, however, they are sensible inputs for an estimate of cost.

In addition to the added assumptions described above, the costs to the Local Authority of eviction have also been considered. (PHHS, 2013) estimated that the average cost to the landlord of evicting a council tenant is £8,150. The relevant information from this study is:

“Based on our work with quite a few landlords over recent years (some very good performers, some not so) we estimate the average closing debt (including court costs etc) by the time a tenant is evicted now to be in the region of £6.5k. Add in repairs to re-let the property and void loss while it’s empty, and you soon have a basic total of £8k. Here’s our simple revised estimate of the average cost to the landlord.”

Table 3 Costs from (PHHS, 2013) detailing the average costs to landlords of evicting council tenants.

Closing Arrears Balance	£6,500	
Re-let works to Property	£1,200	<i>Sector Average</i>
Void Loss	£350	<i>4 weeks: Ave of £82 p/w</i>
Sub Total	£8,150	

This analysis was performed in 2013 so figures have been inflation adjusted for recent years. Taking the assumption mentioned above, that 80% of people would have not been able to sustain their tenancies without support, we calculate:

$$\text{cost of eviction} = \% \text{lost tenancies} * \text{number of TS cases opened} * \text{cost of eviction per person}$$

Equation 1

The results are presented in terms of cost difference (Equation 2) and cost difference minus expenditure (Equation 3).

$$\text{cost difference} = \text{mean cost no intervention} - \text{cost}$$

Equation 2

Here “mean cost no intervention” is an estimate of the costs for this group of people had they not been supported to stay in their homes and includes the one-off costs of eviction and the ongoing costs of supporting people in temporary accommodation. “cost” is the per client cost of what happened to these clients in terms of accommodation, summed for all clients.

$$\text{cost difference minus expenditure} = \text{cost difference} - \text{Elmore expenditure}$$

Equation 3

“Cost difference” is given in Equation 2 and “Elmore expenditure” is Elmore’s expenditure on the Tenancy Sustainment service.

11 References

Crisis, R. (2017, March). *Statistics - sexual violence*. Retrieved from <https://rapecrisis.org.uk/get-informed/about-sexual-violence/statistics-sexual-violence/>

Department for Communities and Local Government. (2012). *Evidence review for the costs of homelessness*. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/7596/2200485.pdf

Government, U. (2016/17). *Local Housing Allowance (LHA) rates applicable from April 2016 to March 2017*. Retrieved from <https://www.gov.uk/>: <https://www.gov.uk/government/publications/local-housing-allowance-lha-rates-applicable-from-april-2016-march-2017>

Housing First England. (2010 -present). Retrieved from Housing First England: <https://hfe.homeless.org.uk/>

Maslow, A. H. (1943). Maslow's hierarchy of needs. *Psychological Review*, 50, 370-396. Retrieved from Wikipedia: https://en.wikipedia.org/wiki/Maslow%27s_hierarchy_of_needs

MEAM. (2009). A four-point manifestor for tackling multiple needs and exclusions.

Mental Health Recovery Star. (n.d.). Retrieved from https://www.centreformentalhealth.org.uk/sites/default/files/recovery_star_org_guide.pdf

Ministry of Justice. (n.d.). *HM prison and probation service annual report and accounts*. Retrieved from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/929417/costs-prison-place-costs-prisoner-2019-2020-summary.pdf

NHS. (2021/22). *Annex A: The National Tariff Workbook*. Retrieved from <https://www.bbc.co.uk/news/uk-england-norfolk-38731937>

ONS. (2020). *Inflation and prices indices*. Retrieved from Office for National Statistics: <https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/l55o/mm23>

Oxford County Council. (2021/22). *Live tables on Council Tax*. Retrieved from <https://www.gov.uk/government/statistical-data-sets/live-tables-on-council-tax>

Oxfordshire County Council. (2021/22). *Council funding and spending*. Retrieved from <https://www.oxfordshire.gov.uk/council/about-your-council/council-tax-and-finance/council-funding-and-spending>

Partridge, A. (2014). Elmore Complex Needs Service Evaluation.

PHHS. (2013, December). *The Financial & Social Cost of Evictions*. Retrieved from http://www.phhsl.co.uk/uploads/7/1/5/0/7150053/the_financial_and_social_costs_of_evictions.pdf

Pleace, N., & Culhane, D. (2016). *Better than cure*. Retrieved from White Rose: https://eprints.whiterose.ac.uk/106641/1/Better_than_cure_Testing_the_case_for_enhancing_prevention_of_single_homelessness_in_England_FINAL_FULL_REPORT_2.pdf

Population By Gender and Age. (2011). Retrieved from <https://www.oxford.gov.uk/>: https://www.oxford.gov.uk/downloads/file/1081/population_by_gender_and_age

Probation Hostel. (2017/18). *Contribution to public protection, rehabilitation and resettlement report*. Retrieved from <https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2017/07/Probation-Hostels-2017-report.pdf>

Skodol, A. E., & Bender, D. S. (2003). Why are women diagnosed borderline more than men? *Psychiatr Q*, 349-60.

Two Saints Hostel. (2019/20). Retrieved from <https://www.twosaints.org.uk/wp-content/uploads/2020/10/Final-signed-accounts.pdf>



elmorecommunityservices.org.uk

Elmore Community Services are a registered Charity (1090616)