



'More than housing'

An evaluation of the Shelter Housing Support services in Dumfries and Galloway, using the principles and framework of Social Return on Investment

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SROI Network assurance

This report has been submitted to an independent assurance assessment carried out by The SROI Network. The report shows a good understanding of the SROI process and complies with SROI principles. Assurance here does not include verification of stakeholder engagement, data and calculations. It is a principles-based assessment of the final report.

Acknowledgements and further information

The author is very grateful to the staff of Shelter for making available the wealth of information on which this analysis is based and being patient and helpful as their filing system was raided.

The author would also like to thank the stakeholders of Shelter in Dumfries for their involvement and cooperation in providing the information and perspectives included in this analysis. The clients of Shelter are particularly thanked for their time in being interviewed and giving their views on their outcomes from the services, and how much these are worth to them.

The author is an Accredited SROI Practitioner, accredited by the SROI Network. She is also a Board member of the SROI Network, and has been involved in developing the method in Europe and the UK over the last 7 years.

Further information on SROI can be obtained from www.thesroinetwork.org

This report is in two parts:

1. A summary of processes and findings for use by Shelter and for reflection on the services in Dumfries and Galloway by its stakeholders
2. A set of Appendices containing more detailed information for the purposes of transparency, and for assurance purposes.

In addition, the full impact map can be viewed in a separate Excel file. The report is to be read in conjunction with this file, but due to the size of the impact map, it has not been possible to incorporate the map into this report. The Appendices however contain most of the detail from the impact map, but broken down into different sections.

Executive Summary

Scope

This report is an evaluation of the social return from Shelter's contracts to provide housing support to homeless families and single people in Dumfries and Galloway. It looks at the period from April 2010 to March 2011. The purpose of this evaluation was to explore how the Shelter services in Dumfries and Galloway create value for stakeholders, and how this value compares to the investments made to run the service. Shelter's contract for the Families Project asks that an evaluation process will be undertaken to measure service user and stakeholder satisfaction with the service, and the Singles Service Level Agreement stipulates that service user views will form part of the contract monitoring requirement, and this report also fulfils these requirements. The study has interviewed clients of the service for their experiences of being homeless and/or in temporary accommodation, and what difference the Shelter support made to their lives. This could help Shelter demonstrate that Dumfries and Galloway Council meet one of its objectives, namely to ensure that quality services are delivered by the voluntary sector and that these services are achieving Best Value, in view of proposals to tender for housing support in future. Shelter also wished to explore whether the SROI approach could be embedded in evaluation activities in future.

Approach

This evaluation of the Shelter Families and Single Homeless services has been undertaken using the Social Return on Investment methodology. 'Social Return on Investment' is a principles-based approach to measuring, accounting for and managing social value. It explores what difference activities make to people's lives, examines how significant these changes are and gives an account of the importance of these changes by assigning financial values to outcomes for stakeholders. The key principles are:

- Stakeholder involvement
- Understanding change
- Valuing what matters
- Only include what is material
- Do not overclaim
- Be transparent
- Verify the result.

This report will be submitted for assurance by the SROI Network in January 2012.

Project context and activities

People can become homeless for a variety of reasons: threatened with eviction, living in overcrowded accommodation, a need to move due to family breakdown or domestic violence, or if people can only stay where they are living on a temporary

basis. The risk factors and triggers for homelessness have been well researched. Poverty and low incomes are the most significant risk factors, as well as being a care leaver, and there are various family backgrounds which are known to be risk factors: family breakdown, experience of homelessness as a child, childhood and domestic abuse, substance misuse and bereavement. All of these risk factors and triggers can be identified in the people making homelessness applications and subsequently accessing Shelter support.

The Scottish Government regards tackling homelessness as a key action in reducing poverty and inequality in Scotland. At present, policy work is focussing on the deadline of December 2012 for abolishing the category of 'priority need'. With the worsening economic situation, homelessness may rise, but increasing emphasis in strategy and policy is on prevention and earlier intervention. Homelessness applications have fallen slightly in the recent past, and the introduction of 'Housing Options' by Dumfries and Galloway Council has been diverting a proportion of individuals away from the homelessness system.

The Shelter Housing Support projects have been operational since 2004. They offer practical assistance and support to families and single people moving from temporary to permanent accommodation. Support is provided once a week generally, through home visits, and can cover such areas as benefits claiming, repayment plans for arrears and debt, setting up utilities, bank accounts, developing life skills and better household budgeting, emotional support, access to grants for furniture etc when a client is offered a permanent house, and helping clients move on with their lives into training, FE, volunteering or employment.

During the period being studied, Shelter also ran a dedicated children's initiative which provided support to children who have experienced homelessness to help them maintain their education and become successful, provide homework support as well as offering an activities programme for children. Research shows that childhood experience of homelessness can have far reaching adverse consequences in later life.

During 2010/2011, 93 families and 126 single homeless people were referred to Shelter for support. The family and single people's support teams are organised separately and have their own clients, but share common services and approaches.

The services are funded through Service Level Agreements with Dumfries and Galloway Council's Supporting People programme. The children's activities were funded by a grant from the Robertson Trust.

Stakeholders and engagement

The stakeholder perspectives included in this analysis came from:

- Adults living in families
- Single homeless people

- Children and young people up to the age of 16
- The Homelessness teams in Dumfries and Galloway Council and Housing Benefits section
- Landlords
- Health visitors
- NHS Addictions services
- NHS Mental Health services and the Children and Adolescents Mental Health Service
- Social Work Integrated Childrens Services Teams and Social Work Leaving Care Teams
- Social Work Adult Care
- Social Work Criminal Justice Teams
- Schools
- Citizens Advice Bureau
- Job Centre/Department of Work and Pensions.

The initial list of stakeholders was reduced through engagement and discussion of who the most important stakeholders were. The key task was to interview enough clients compared to the caseload referred to Shelter during this period, which was a total of 219 families and singles. Two methods were used.

32 clients of both the families and singles services were interviewed individually, mainly in their homes, but also at Shelter's office when people were coming into Dumfries on other business. 19 families and 13 singles were interviewed, but in some cases partners were also present during the interview. The aim of these interviews was to identify the common and most significant outcomes experienced by clients. A focus group was thought by Shelter staff to be inappropriate, due to the wide range of circumstances of clients, and the confidential or sensitive nature of some of the issues they were coping with. Based on this engagement with clients, a survey was organised with other clients.

Other stakeholders were interviewed, mainly by email and telephone, and some were also asked some follow up questions based on the draft impact map.

Theories of change

The interviews identified the main outcomes for families and single people, and allowed for the creation of a theory of change for each stakeholder, which linked together the support provided to clients with the outcomes experienced by them, and other stakeholders. The combination of practical support, and emotional support where required, meets the needs of people in this difficult period of their lives, helps them navigate the benefits system, make progress into a tenancy that they can sustain and improve their lives in a number of areas.

The outcomes reported by clients ranged from being able to gain permanent accommodation more quickly as they were able to manage and reduce arrears and debt, being able to set up a home successfully and sustain their tenancy, improve

their mental health, reduce or stop substance abuse, become less socially isolated and feel safer and improve family relationships. Support also helped people retain their jobs despite being homeless, enter employment and take up training, volunteering and FE opportunities.

Children were reported to be happier, using community facilities and getting out more, managing better at school and coping better with the effects of homelessness, such as bullying.

Overall, the key element in the services' organisational theory of change is that trust between support worker and client has to be established before they can work on barriers and issues that may have led to adverse situations in the past that resulted in homelessness or potential homelessness, and which could prevent tenancies being sustained in future.

The clients interviewed for this study said they trusted their support worker, and that the relationship they had established with their support worker was important to them.

The consequences of changes experienced by clients was that statutory agencies manage their case loads better by having Shelter support workers visit more frequently than they are able to, and keep agencies informed of progress and issues. Input to families can help social work better manage the process of returning at risk children to the family home, agencies can manage demand on services better as clients improve their mental health and reduce their substance abuse. Landlords and homelessness services experience a reduction in tenancy turnover and reductions in repeat homelessness, even with tenants that they anticipated could fail in their tenancy, and are able to better manage the transition from temporary to permanent accommodation of vulnerable tenants.

There are negative outcomes for clients who do not engage or who drop out of support, as they could be expected to remain in the homelessness system and not make progress. Other stakeholders identified negative outcomes, and there was some increased demand on statutory services when support workers referred clients for assistance that went beyond their remit, such as continuing problem substance misuse or more serious mental health issues.

Data collection

Shelter's support workers collect a wealth of information and evidence, both of outputs and outcomes, from its clients, and this was used in the analysis.

The case files contain the following information used in the analysis:

- A detailed diary of all contacts and work undertaken on behalf of clients by the support worker, including significant events, progress reports and reasons for case closure

- The referral assessment by the HPO
- The initial assessment by Shelter
- The support plans, updated at three to six monthly intervals, with goals, actions and achievements
- Records of progress, either (for most clients) Shelter's support matrix or more recently scores collected through the Homelessness Outcomes Star
- Exit evaluation forms which report on key outcomes and how long lasting clients think their outcomes will be.

This information was used to identify indicators of change, and the numbers of each stakeholder group who would experience these changes. Indicators were also discussed with clients during the interviews.

Valuation

Clients were mostly able to give their own assessment of the value of Shelter support to them in helping them make changes in their lives. The client interviews gave a global average figure of around £25,000, which reflects how important clients see the support being to them in terms of changing their lives around.

The valuation of some stakeholder outcomes was based on finding 'revealed preference' financial proxies which give an indication of how important outcomes are relative to other things which do have a money value. For other agency stakeholders, the value of being able to manage demand on services by having some clients 'taken out of the system' was valued using unit costs of service.

Avoiding overclaiming

Once outcomes are given a value, the impact is calculated by making allowances for other factors such as what changes would have happened anyway, and what other factors influence achievement of client outcomes. Including negative outcomes, and recognising that not all change is positive, is also part of the discipline of SROI. In this way, the impact of Shelter support alone is accounted for.

Some of the information used in the analysis is estimated, or rests on assumptions, for example where research information is lacking or where some things are not known from Shelters data e.g. how long impacts last into the future.

In order to test how the account could be influenced by these estimates, a sensitivity analysis was undertaken to vary these assumptions, and draw conclusions about the range of social return that Shelter is offering its stakeholders.

Materiality

Throughout the analysis, decisions have been made about what to include and not to include. Some stakeholders thought at the beginning to be important were found not to be and some things reported by stakeholders were not relevant to the

activities that Shelter was offering. The aim has been to only include what is significant to stakeholders and what is relevant to the services being provided.

Value calculation

The results of the analysis suggest a social return of around £8 for every £1 invested, with the sensitivity analysis showing a range of between £2 and £9 depending on the assumptions made. The return to the statutory sector stakeholders alone was almost £3. The ratio is high due to the high valuation placed on the activities by the clients, which is an indication of how highly clients value the difference the services have made to them.

The lower end of the range was generated by a scenario where deductions in value to avoid overclaiming were higher than assumed in the base case. Reports from clients however suggested that other agencies supporting them had much less of an impact than Shelter support did in making a difference in their lives and that the changes have been long lasting. None of the scenarios tested in the sensitivity analysis could reduce the social return ratio to a 'neutral' 1 to 1, suggesting that the value created by Shelter and reported on by its stakeholders is relatively robust.

Recommendations for Shelter

Shelter would benefit from having more robust evidence about the duration of outcomes, especially tenancy sustainment.

In the views of some stakeholders, the matching process between support workers and clients may not work in all cases, and contributes to a lack of rapport between some support workers and clients, which does not maximise their engagement. This should be looked at further.

In general, Shelter has a good evidence base to its outcomes, but improvements could be made. The main one would be to computerise the client files and record keeping of progress. If the aim is to embed an SROI approach within the organisation, then this would be one of the steps necessary to make this happen.

One other recommendation would be to build a more coherent risk scoring system at initial assessment, as a baseline from which to assess how likely the client would have been able to make progress without support, and to evidence the greater difficulty of working with single people as opposed to families.

The use of other Outcomes Stars in the support planning system could be considered, to provide more detailed evidence of progress in areas not captured by the Homelessness Outcomes Star, and to help support workers and clients develop more relevant and rounded support plans.

Shelter keeps an enquiries book when people who are not clients phone in for help and advice. This is not used in any monitoring or analysed, but if prevention is to

become a more important feature of homelessness support in future, Shelter should consider whether this is a source of evidence of preventative activity which would be worth capturing.

Other recommendations

Three issues emerged from the study in relation to policy, future needs and how Shelter addresses change.

The direction of travel in commissioning appears to be towards housing support not being split into separate families and singles work, rather the approach will be more holistic. One of the consequences of the abolition of priority need will be to shift the emphasis towards prevention, and seeing applicants as part of a family, with a need to support whole families. This would suggest integrating the singles and families work within Shelter in Dumfries.

There may be wider implications than this, as a result of the changes coming into play with Housing Options, the reduction in resources to fund housing support and the increasing pressure on local housing availability, and a corresponding emphasis on prevention. Work with private landlords is expected to increase as more people are referred for housing to this sector, rent guarantee schemes may become more important, and this may increase the need for housing support in the private sector. Private accommodation is not regarded as permanent accommodation, and the need for support may therefore increase in future, although overall numbers may reduce as they have been recently. Ensuring and evidencing tenancy sustainment however will become increasingly important in future.

Those families whose children were supported by the Education Liaison Worker lamented the fact that this support had now been lost. It appears that this project made a significant difference to children and their resilience, and therefore their life chances in the years to come. Shelter and its stakeholders should consider re-instating the children's support function back into Shelter's housing support as an early intervention with children who are likely to be vulnerable for years to come.

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1. Introduction

Shelter Scotland was set up to relieve hardship and distress amongst homeless people and those living in adverse housing conditions, and to educate and campaign for better immediate and longer term solutions to the problems caused by homelessness. Their key objectives are to help people find and keep a home, and to campaign for decent homes for all. The organisation works to both alleviate and prevent homelessness.

The Shelter Housing Support projects in Dumfries and Galloway have been operational since 2004. They offer practical assistance and support to families and single people moving from temporary to permanent accommodation. During the period being studied, Shelter ran a dedicated children's initiative which provided support to children experiencing homelessness to help them maintain their education and become successful, as well as providing other support activities for children.

During 2010/2011, 93 families and 126 single homeless people were referred to the services. The services are provided on an outreach basis, with support workers visiting people in their accommodation. The family and single people's support teams are organised separately and have their own clients, but share common services and approaches.

The Shelter services are funded through the 'Supporting People' programme commissioned by Dumfries and Galloway Council, and other sources. The contracts with the Council specifies that service users are 'homeless families or families who are threatened with homelessness who are having difficulty meeting their own needs and those of their children and who require support in maintaining their existing tenancy'; 'single male or female, vulnerable homeless applicants referred by the Council's homelessness service and 'families who are homeless or threatened by homelessness who have specific and complex needs as deemed by Dumfries and Galloway Council Housing Services, Homelessness Section and are willing to accept support'.

Shelter is the main specialist housing support agency working in the area, although social landlords also provide support for their tenants to move into and remain in their homes, and Shelter works in partnership with a range of other agencies.

The purpose of this evaluation was to explore how the Shelter services in Dumfries and Galloway create value for stakeholders, and how this value compares to the investments made to run the service. Shelter's contract for the Families Project asks that an evaluation process will be undertaken to measure service user and stakeholder satisfaction with the service, and the Singles Service Level Agreement stipulates that service user views will form part of the contract monitoring requirement, and this report also fulfils these requirements.

A range of different types of data have been collated to provide the evidence on which this analysis is based, but the key activity has been to interview clients of the service for their experiences of being homeless and/or in temporary accommodation, and what difference the Shelter support made to their lives. This could help Shelter demonstrate that Dumfries and Galloway Council meet one of its objectives, namely to ensure that quality services are delivered by the voluntary sector and that these services are achieving Best Value.¹

2. Context

2.1. The homelessness system

Local Authorities have the statutory duty to re-house UK citizens who fall within the definition of homeless or who are likely to become homeless within two months. People can become homeless for a variety of reasons: threatened with eviction, overcrowding, a need to move due to family breakdown or domestic violence, or if people can only stay where they are living on a temporary basis.

The process is that people who are in these situations make an application to their Council's Homelessness team. An officer will interview an applicant, to check if they are homeless, why they have become homeless and their personal circumstances. The officer has to decide if the person has made themselves intentionally homeless, whether they meet the criteria for priority need and if they have a connection to the local area.

Priority need depends on circumstances. The definition includes people with dependent children, and those who are vulnerable, as well as people who may be at risk of violence from partners or others in their area. In order to assess the application the homelessness officer may have to make enquiries. The decision will then be made if the person/household passes the homelessness tests and the Council therefore has a duty to offer them permanent accommodation.

If people have nowhere to stay in the interim they will be offered temporary accommodation while an offer of permanent accommodation is being organised. This can take some time due to availability of accommodation.

In some cases, the Council may delay an offer of permanent accommodation, e.g. if a housing support services assessment identifies that the level of support required means that an offer of permanent accommodation would be unsuitable at that time, or likely to fail. A number of Shelter clients are in this category.

Eviction is a potential reason for homelessness applications. Landlords have now to provide a legal notice of eviction citing the grounds for eviction and they then can take a case to court. Landlords are now obliged to notify Local Authorities when they

¹ Housing-Homelessness Strategy Action Plan 2008 at www.dumgal.gov.uk/index.aspx?articleid=1613

raise a notice of eviction. Grounds for eviction include anti-social behaviour, arrears, breaking the tenancy agreement, keeping the house in a bad state of repair, or abandoning the property.

2.2. The strategic context

The Scottish Government's current approach to tackling homelessness has been in place since 2001 with the Housing (Scotland) Act 2001, with a series of legislative changes being implemented in the decade since then.

By December 2012, the system of 'priority need' will be abolished. This will mean that all applicants who are not intentionally homeless will have the right to permanent accommodation. This will increase pressure on waiting lists and affect the ability to house everyone needing a house or wanting to move. If homelessness applications increase, then the pressure on temporary accommodation will also increase.

The Scottish Government regards tackling homelessness as a key action in reducing poverty and inequality in Scotland. At present, policy work is focussing on the deadline of December 2012 for abolishing the category of 'priority need'. A joint steering group between the Scottish Government and COSLA has 4 priorities in moving towards meeting this deadline:

- Promoting and improving joint working
- Preventing homelessness where possible
- Working together to maximise access to housing association and private rented sector housing
- Investing in the appropriate areas.

In Dumfries and Galloway, the Homelessness Strategy is built around 5 main themes which echo these current Scottish Government priorities:

- Prevention
- Responding to homelessness
- Securing permanent accommodation
- Support provision
- Partnership working.

The strategy to tackle homelessness, and in particular the provision of support for homeless people, relates to several of the five main outcomes and nineteen objectives contained in the Dumfries and Galloway Single Outcome Agreement:²

² The current one for 2009-2011 can be found at ww.dumgal.gov.uk/CHttpHandler.ashx?id=216&p=0

Outcome	Objectives
An innovative and prosperous rural economy	Increasing the amount of affordable housing Maximising household income
Happy and healthy lives	Achieving good mental well-being Caring for vulnerable people Reducing inequalities in health Leading healthier lifestyles
Feeling safe and respected within the community	Improving community safety
Being better equipped for a changing world and having improved life chance	Encourage people to be responsible citizens Providing better access to learning and opportunities for people to take part

2.3. About the area

Dumfries and Galloway is a large rural area, with the population spread out over considerable distances. The main towns are Dumfries, Stranraer, Annan, Lockerbie, Gretna, Kirkcudbright, Castle Douglas and Dalbeattie, but there are many villages dispersed throughout the area. The population of Dumfries and Galloway is just under 150,000, living in just under 70,000 households.

The area has a higher than average proportion of older people, and many young people leave the area to pursue education and employment opportunities elsewhere. Unemployment is below the Scottish average at 6%, but unemployment amongst 18-24 year olds is higher than for Scotland as a whole.³

The Draft Local Housing Strategy for Dumfries and Galloway 2011-2016⁴ notes that financial restrictions for the creation of new affordable housing by the public sector are likely to be in place for a number of years, but increasing the supply of affordable housing is a priority in maintaining the rural economy and attracting and retaining working age people to the area.

The area has a high proportion of its housing stock in the private rented sector (13% compared to 8% nationally). Fuel poverty is raised as a key issue in the Draft LHS, reporting that 41% of all households in the area are in fuel poverty, which is the third highest level of any Local Authority area in Scotland.

In 2003, the housing stock of Dumfries and Galloway Council was transferred to Dumfries and Galloway Housing Partnership, a new Registered Social Landlord. In 2009/10 the stock was 10,287 houses. Dumfries and Galloway Council retained its strategic housing role, and its statutory duty in terms of homelessness.

³ From the Office of National Statistics release 17th August 2011, claimant count

⁴ Appendix 1 A: The national policy, legislative and economic framework

2.4. The homelessness picture in Dumfries and Galloway

Since 2008, the economic situation has increased the level of housing need, while the stock of housing available to re-house families and single people has been reducing over the last decade as a result of the Right to Buy legislation, although Dumfries and Galloway has been allowed to suspend RTB sales in the last 5 years due to the pressure on its housing stock. As the economic situation worsens and family budgets come under increasing pressure, the threat of homelessness may rise and tackling it will assume a higher priority, but the resources to provide affordable housing are likely to decrease. In Dumfries and Galloway, homelessness applications are forecast to rise to over 2,000 a year by 2017/18.⁵

With budget reductions in the Supporting People budget, and the removal of ring fencing, the resources available for housing support packages has reduced since 2006. The Homelessness Strategy reports apparent reluctance amongst some RSL's to offer permanent accommodation to those with complex support needs unless support packages are in place, but concern was expressed that it could be difficult to maintain support packages in these circumstances. Lack of support can lead to repeat homelessness, and thus the aim of preventing homelessness could be undermined.

In 2009/10, 1,324 individuals in Dumfries and Galloway made a homelessness application.⁶ From a peak in 2004/05, the trend in the last two years has been slightly downwards, reducing by 5% from 2008/09, but around 330 applications per quarter were made during 2010.

Of those making an application as homeless in 2009/10, 30% are staying with family or relatives, 17% have been in a private rented tenancy, 19% are staying with friends or partners, 12% are in a social housing tenancy, 7% are in prison and 1.5% are long term 'sofa surfing' or have been looked after.

The reasons given for applying as homeless are also varied. The risk factors and triggers for homelessness have been well researched.⁷ Poverty and low incomes are the most significant risk factors, as well as being a care leaver, and there are various family backgrounds which are known to be risk factors – family breakdown, experience of homelessness as a child, childhood abuse, substance misuse and bereavement. All of these risk factors and triggers can be identified in the people making homelessness applications.

⁵ Dumfries and Galloway Homelessness Strategy

⁶ The statistics in this section are taken from 'Operation of the Homeless Persons Legislation in Scotland: national and Local Authority analyses for 2009/10' quarterly reference and time series tables, at www.scotland.gov.uk/Topics/Statistics/Browse/Housing-Regeneration/RefTables

⁷ For example Fitzpatrick et al, 2000, 'Single homelessness: an overview of research in Britain', at www.jrf.org.uk/sites/files/jrf/jr073-homelessness-research-britain.pdf

6% have had their tenancy terminated for arrears or have defaulted on their mortgage payments, 9% have had their landlord take action to terminate their tenancy, 24% have been asked to leave, and 30% have experienced a breakdown and disputes in their relationships at home. In 13% of all applications, the reason for being homeless is domestic violence or abuse. 7.5% of applications are from people leaving institutions: prison, hospital or care. During 2009/10, 5% of applications came from people who were sleeping rough the night before making the application.

In 2009/10, 49 cases were recorded as 'repeat homeless', or 5.2% of homeless applications.

Of the 1,324 people who applied as homeless in 2009/10, 950 were assessed as being homeless, and 766 applicants were assessed as being 'priority' homeless. This is the main client group who are referred for support from Shelter.

As of December 2010, there were 253 households in temporary accommodation: 97 in RSL accommodation, 65 in hostel accommodation and 58 in Bed and Breakfast accommodation.⁸ 176 children were living in temporary accommodation, all of them in social housing.

The majority of cases closed are exits into permanent social housing tenancies, but 19% are into private lets. This is due to the high level of privately let accommodation in the area, and the fact that people can wait for some time for an RSL house to become available in certain areas where houses do not come up very often, and many feel they do not want to wait to be re-housed.

3. Scope of the evaluation

This evaluation of the Shelter Families and Single Homeless services has been undertaken using the Social Return on Investment methodology. 'Social Return on Investment' is a principles-based approach to measuring, accounting for and managing social value. The key principles are:

- Stakeholder involvement
- Understanding change
- Valuing what matters
- Only include what is material
- Do not overclaim
- Be transparent
- Verify the result.

⁸ Plus 33 in 'other' accommodation, from 'Operation of the Homeless Persons Legislation in Scotland: Reference Tables Time Series temporary accommodation tables' as above

The framework for developing an SROI analysis has also been set out in the SROI Guide, and this analysis for Shelter has followed the principles and standards for SROI contained in this Guide.⁹

The key tool for SROI analysis is the impact map. This records the relationship between Shelter's activities and the changes created for the different stakeholders involved, shows how these changes have been measured and valued, and results in a calculation of the ratio of social value resulting from the investment in Shelter's activities.

3.1. Scope

The purpose of the SROI work was to evaluate Shelter's activities in view of forthcoming re-commissioning of housing support services for homeless people in Dumfries and Galloway. Shelter Scotland wanted to be in a stronger position to re-tender for this contract in Dumfries and Galloway, by demonstrating what outcomes were being achieved for its stakeholders, and to what extent the services were making an impact on homelessness prevention and in helping to turn around the lives of vulnerable people, especially those whose tenancies had failed in the past.

Shelter Scotland also wished to develop an outcomes approach within its monitoring systems, and wished to explore how the principles of SROI and the analysis could be embedded within the organisation.

Thus the target audiences for the report are the statutory sector locally, Shelter management and partners working with Shelter.

The initial remit was to evaluate the Families service, but in discussions with Shelter staff, it was decided to extend the scope to include the Singles service, as it appeared possible that the contract could cover both sets of homeless people, and the methods of working and issues of clients were reported to be similar. In addition, Shelter wanted to include the work of the Education Liaison Workers in the evaluation, as staff felt this had been a service valued by families, but which had been curtailed due to the end of funding in March 2011.

At the initial discussion stage, the work of volunteers involved with Shelter was also included. These volunteers had been recruited to help with practical tasks in helping people set up home (painting and decorating for example), but like the education project, funding to support such volunteers had come to an end in the previous year. In the course of the evidence collection for the analysis however, the numbers of Shelter clients receiving this service during the period was small, and it was decided by the analyst that these activities should be excluded from the scope.

⁹ Produced in 2009 by the SROI Network, funded and supported by the Office of the Third Sector and the Scottish Government

This work therefore is an evaluation of the activities of the Families Project, the Singles Team and the Education Liaison Workers, and covers the period from April 2010 to March 2011.

3.2. Activities

3.2.1. Shelter's contractual arrangements

The service aims as per Shelter's Families Project contract are:

- Provide a constructive method of developing living skills for families within their communities
- To minimise the number of moves experienced by homeless/potentially homeless families
- Prevent repeated referrals by families to their local Homeless Officers
- Contribute to individual and community safety
- Enabling and encouraging the family members to consider the consequences of his/her actions and how this impacts on their own lives and those of others
- Encouraging the involvement of families and/or significant others in the outcomes for individuals or the family unit as a whole
- Involving the community whether as individuals, groups or agencies on the agreed outcome.

The overall aim of the Singles Service Level Agreement is similar:

'People who are vulnerable or socially excluded will be supported to have the opportunity to become, and to remain, householders, helping to maintain a balanced community whilst being encouraged to provide a positive contribution to the overall quality of life of that community'.

The Singles service objectives are:

- Offer each service user the support they need to enable them to continue to live in and maintain their own home
- To encourage each service user to retain, learn or develop everyday housing related living skills.

The services must be part of a planned programme of support between Shelter and service users, and must be focused on activities and skills which help service users to maintain their occupancy of their accommodation and move towards independent living in permanent accommodation. The contract specifies that a support plan would be produced within 14 days of the initial assessment once a new service user has been referred.

There are 21 prescribed service outputs designed to achieve these aims, set out by the Supporting People team. These include:

- Advice on life skills
- Safety and security advice
- Help with arranging minor repairs
- Help in liaising with other agencies
- Advice on personal budgeting and debt
- Advice on dealing with neighbour disputes

3.2.2. Referrals

The referral of both families and single homeless people to Shelter is exclusively from the Homeless Persons service within Dumfries and Galloway Council.

With between 700 and 800 applicants a year being assessed as priority homeless, Shelter are seeing about one third of these individuals in a year.

Homeless Persons Officers (HPO's) complete a referral form, normally based on the initial interview when an application for homelessness is made. Referral to Shelter support is voluntary: the HPO will ask about support needs, or make some recommendations, but it is up to the individual to agree a referral. Young people who are entering their first tenancy are also advised to seek support as a matter of course. In some cases for example where there could be significant rent arrears and/or debt or where there is a threatened eviction, it may be that a referral for support is strongly recommended and engagement with housing support is made a condition of being able to speedily recommend someone for permanent accommodation.

A standard referral form is sent by HPO's to Shelter, which gives basic information on the person's housing circumstances and history, their dependents, health information, other agencies involved and an assessment of what support the person will require. The support needs categories are derived from the nature of Shelter's contract (see below).

In some cases now, HPO's are using the Homelessness Outcomes Star to discuss with clients what their support needs are. Shelter was advised by the Supporting People team that evidence of use of such a monitoring tool would be part of the forthcoming tender requirement and were strongly advised to use it.

This method was recommended within the homelessness system in Dumfries and Galloway at the beginning of 2011, and Shelter introduced this system in to monitor outcomes with new clients of the service. One HPO who was using Outcomes Star during the initial investigation stage of his work reported that this works well with clients.

3.2.3. Initial assessment by Shelter

Following referral, most clients are seen by Shelter within two weeks, or even earlier if the situation is urgent. At the initial assessment, normally two support workers are

present, and a support worker will be allocated subsequently, mainly on the basis of who has capacity at the time unless there is a reason for matching the client more closely with a particular support worker.

They will discuss with the clients what they perceive their support needs to be. Clients often disclose more of their circumstances to the support worker than they did to the HPO.

At the initial assessment, the frequency of support will be discussed, but in most cases, support is provided weekly at the beginning. A support agreement is signed between Shelter and the client, which covers the rights the client has during the provision of support, and also clients agree that information can be shared with other agencies if they themselves agree.

Support workers also complete a risk assessment. This is to ensure that staff are not being put in difficult situations, for example chaotic households where drug misuse may be taking place or where domestic violence may be a factor. In some cases, a support worker will not visit alone, but with another agency staff member e.g. a social worker. High risk clients will be identified at the referral stage.

3.2.4. Support

The Families and Singles service is delivered mainly through outreach. Shelter has an office in Dumfries, where clients can drop in for guidance and discussions with staff, but the main activities are provided on an outreach basis, through visiting clients in their homes. With an area of the size of Dumfries and Galloway, this can mean journeys of 100 miles or more in a day, and Shelter does not offer a service in certain areas due to long journey times.

The main areas where Shelter provides practical support during home visits are:

- Ensuring that clients have provided all the information and paperwork required by other agencies in respect of benefits, arrears, homelessness applications etc.
- Ensuring clients are in receipt of the correct personal benefits and helping them make claims if they are not
- Ensure clients are claiming Housing Benefit in whatever accommodation they are staying in
- Ensuring if circumstances change, that the relevant authorities are notified by clients, to avoid loss of benefits for example
- Helping to set up payment schedules for arrears and debts, particularly rent and Council Tax arrears which might delay an offer of permanent housing
- Setting up utilities accounts and prepayment plans in temporary or permanent accommodation
- Budgeting support and advice
- Help in opening bank accounts

- Helping people offered permanent accommodation to claim Community Care Grants for furniture, furnishings and white goods etc
- Make an application to local Charitable Trusts who will give small grants for household items, clothing or training
- Attending case conferences/meetings with the client e.g. with parents whose children are on a Child Protection Order
- Help with registering with a GP or dentist
- General support and advice in running a home
- Helping clients develop skills for living such as cooking and shopping
- Support with parenting and establishing routines
- Help to move ahead with training, Further Education or employment.

In addition, Shelter support workers also provide emotional support, but this can take many forms. Shelter's theory of change is discussed in more detail below, but the task of the support worker is to build up a bond of trust with the client, so that emotional support needs can be met, but also that the support worker can challenge attitudes and behaviour that may have been the root cause of problems in the past which led to tenancy breakdown.

Any one support worker can be supporting people with mental health problems, people with drug and alcohol problems, women who have experienced domestic violence and families where the children are on the Child Protection Register for reasons of potential neglect or harm. Support workers who identify issues that may not have been recognised in the past will help clients access other services, but they are also involved with clients where their needs are complex and there are a number of agencies already involved.

3.2.5. Support Plans and monitoring progress

After the initial period of finding out what is required, clients will create a support plan with their support worker, which sets goals/outcomes to be achieved, normally over a six month period. This will be reviewed regularly. In addition, Shelter records progress in key areas where outcomes are expected to be delivered.

The system used for this changed during the period under study. Before February 2011, a support matrix was completed with the client, based on a 1-5 scale of need, where '5' represents a high need. Since then support workers have been using the Homelessness Outcomes Star to record progress with clients, which uses a 1-10 scale, where '10' represents least need.¹⁰

3.2.6. Planned case closure

Shelter's contract specifies that support should last from the point of referral to approximately six months after the person/family has moved into permanent

¹⁰ This can be seen at www.outcomesstar.org.uk/homelessness/

accommodation. Sometimes there are circumstances where support continues to be needed, but generally support workers are aiming to close cases at this stage.

Closures are planned with the client, and support visits are reduced in advance of this. Shelter says to each client that they can contact them at any point following closure if they need advice.

Given some of the difficulties in placing people into suitable permanent accommodation, clients may be supported for some time. Of all the clients whose case was closed between April 2010 and March 2011, the average length of stay until closure had been 44 weeks for families and 41 weeks for single people, with 3 clients receiving support for more than 2 years.

3.2.7. Work with children of homeless families

The educational liaison work finished in March 2011, with the end of the 'Keys to the Future' initiative. Prior to that, the dedicated input was conducted through outreach home visits, and support workers provided assistance for schooling, homework and emotional support. Families at the same time would be receiving housing support.

While this project was operational, it followed essentially the same processes as for other clients. The age of children who were offered the service had been changed to include those aged between 3 yrs and 19 years. The initial assessment would look at the child's needs in terms of nursery provision, early years' education or schooling. The support workers helped with homework and gave extra support, through setting up homework clubs and one to one sessions. The aim was to maintain the child's schooling, even though they may have had to move schools, and to put in place a routine that reduced the impact of homelessness on the child's education.

The aims of the children's project were to provide support in the following areas:

- Additional support needs for learning
- Bullying
- Exclusions
- Home environment and routines
- Homework
- Parent attitudes to education
- School attendance
- School integration.

Support workers worked with the families if there were particular behaviour issues, either at home or at school. This involved supporting the parents to be consistent in how they managed their child's behaviour e.g. by helping to create some rules and routines. Some parents find it difficult to put their children's needs first, particularly when money is in short supply or their own lives are particularly chaotic.

Shelter also ran a summer activities programme for children being supported by the organisation, 'Seasons for Change'. This involved fun activities such as organised treasure hunts, a photography project or newsletters for other children and young people who were experiencing homelessness.

The support workers also often referred children (with agreement) to the Child and Adolescent Mental Health Service and for interventions such as speech therapy, and making sure children had dentists and doctors. In some cases there were child protection issues.

Some of the support for parenting that could be picked by the other family support workers has continued, and the summer activities programme has continued beyond the year end. Shelter devised an assessment form which would continue to capture the needs of these children. In Shelter's view however, this very specific and dedicated support for children is sorely missed, and it can be quite difficult for families to separate the housing support from any parenting work that support workers are able to offer. Service users interviewed for this study echoed this view.

The Council has noted a strategic objective to secure longer-term funding to further develop the support to work with the children of homeless families or those threatened with homelessness to ensure that these children receive appropriate support. This would contribute to increasing the chances of improved outcomes for children affected by homelessness in line with the principles in GIRFEC.¹¹

3.3. Staff and resources

The service is delivered by a staff team comprising:

- 1 Service Manager
- 1 Deputy Manager
- 4 Family Support Workers (one of whom is part-time)
- 5 Singles support workers (three of whom are part-time)
- 1 administrator

Staff development and training

Shelter operates to a number of professional codes of conduct and standards. All staff are to work as per Scottish Social Services Council Codes of Practice. They are subject to Enhanced Disclosure Checks. To maintain these professional standards, staff training was undertaken during the year under study in STRADA (drugs training).

¹¹ Housing-Homelessness Strategy Action Plan 2008 at www.dumgal.gov.uk/index.aspx?articleid=1613

3.4. Case studies

The range of personal circumstances and issues within the clients of Shelter is wide ranging, and the three case studies below demonstrate this. To preserve anonymity the case studies are composites of a number of clients' experiences, but reflect typical situations and outcomes, and are based on real people.

This couple reluctantly accepted support, and had been resistant to agency support in the past. They had issues of anti-social behaviour, drugs were involved, they were under a notice to quit in their temporary accommodation, and their children had been taken into foster care.

While the couple were in temporary accommodation, the Shelter support worker helped to sort out benefits and helped them deal with their arrears by setting up a repayment plan. The NTQ was withdrawn as the couple were accepting help. She had helped them discuss issues about their relationship which helped them sort a few things out between them, and gave advice and support on anger management, and confidence building. This helped them reduce their problem drug use, and then eventually stop.

After about four months, they had started to engage with social work and visits home by their children began. The support worker wrote a supporting statement for their application for permanent accommodation.

They were offered permanent accommodation after about seven months, and Shelter helped them secure a Community Care Grant. The aim was to return the children home in the near future. Social work thanked Shelter for their work with the family which they said had made a great impact on them and their ability to have the kids back with them.

This man had experienced a relationship breakdown as a result of his wife's bipolar disorder which had been unrecognised at the time. He was placed in B&B emergency accommodation, then temporary accommodation. He had substantial debts and arrears due to the actions of his wife while ill. The support worker helped set up a repayment plan for some arrears, secured money advice from CAB to consolidate his debts and separate them from those of his wife, and helped set up bank accounts and benefits etc in his own name. He was not too confident about managing his money himself, but he managed to work on and off because he felt he had support, but he needed help to reclaim for benefits and once required Shelter to help him get a crisis loan when his benefits were delayed. He was offered permanent accommodation, and then started working full time. He received support for 10 months.

This young girl experienced problems within her family, and she was eventually thrown out on the street with nothing. She was placed in an emergency hostel, where she was introduced to drugs for the first time. She started to use drugs and drink heavily.

Her father was in the hostel at the same time, and he began to abuse her, and exploit her financially.

She was then placed in temporary accommodation and offered support from Shelter. The support worker helped set up the home, and helped her with budgeting, living skills and helped advise her on how to deal with her family issues, and the emotional issues that had led to her drug taking.

Although she had furnished accommodation, she had little else, and Shelter helped her apply to a local Charitable Trust for clothing, and a laptop to allow her to study. By this time she had stopped her drug and alcohol abuse, and had decided to finish her school qualifications, then go on to college.

4. Stakeholders

Shelter in Dumfries has a wide range of stakeholders, and an initial scoping session with Shelter staff revealed a potential list of 57 agencies, community groups and others. In order to narrow them down to the most important, staff in Shelter undertook an scoring exercise, based on their experience, and by responding to the following questions and scoring each stakeholder group separately:

Ask yourself - what impact do we (Shelter) have on them?
What level of engagement / frequency of engagement do we have with them?
Do we make a significant difference to that stakeholder?

This resulted in a list of 23 stakeholders, and some about whom it was uncertain if the impact on them was significant or not, and who were therefore included in the initial interview list. Some were subsequently amalgamated (e.g. 'landlords') leaving 19 stakeholder groups.

The question of sub-groups amongst clients was discussed, with the interim agreement that clients would be broken down into the following sub-groups:

- Adults living in families
- Single homeless people
- Children and young people up to the age of 16

During the client interviews however, it became clear that there were many more potential sub-groups, depending on people's issues which had led them to be at risk of or experience homelessness e.g. people with substance abuse problems or young people entering their first tenancy following family breakdown. These different groups experienced particular outcomes not experienced by other sub-groups. Research into homelessness identifies that routes in and out of homelessness contain many permutations due to the variation in individual circumstances, so it is not unexpected that client stakeholders should be a very mixed group.

To keep the impact map manageable and straightforward while still reflecting the different outcomes of these sub-groups, the analyst decided to stick with the original 3 groups, but then report on a wider range of individual outcomes according to the results of the client engagement within the adult groups.

In the case of the NHS and Social Services, where there were some discrete services impacted on identified through the client and stakeholder interviews, the different services were included as separate stakeholder sub-groups.

The perspectives of the following stakeholders were therefore included initially in the analysis:

- Adults living in families

- Single homeless people
- Children and young people up to the age of 16
- The Homelessness teams in Dumfries and Galloway Council
- Housing Benefits Teams in D&GC
- Health visitors
- Addictions and Alcohol services (Community Addictions Teams)
- Community Mental Health Teams
- Children and Adolescents Mental Health Service
- GP's
- Social Work Integrated Childrens Services Teams
- Social Work Leaving Care Teams
- Social Work Adult Care
- Social Work Criminal Justice Teams
- Landlords
- Schools
- Citizens Advice Bureau
- Job centre
- ASBO Neighbourhood Managers
- Other funders

The children experienced two different sets of activities: children of adults who were being supported by the support workers as well as those receiving additional help from the ELW, but it was confirmed by the engagement with parents that the outcomes were similar, apart from the greater emphasis on schooling with the ELW support.

During the engagement with stakeholder groups, as well as the detailed analysis of the case files, it became clear that ASBO Neighbourhood Managers were not likely to be material stakeholders, and they were not included.

Appendix 1 contains more details of why these stakeholders were eventually included or excluded from the final analysis, how stakeholders were involved in contributing to the analysis, and how many people in each group were involved. Due to pressure of summer holidays and their workloads, some of the services stakeholders could not be interviewed directly within the period available. Other stakeholders however gave information that was relevant to reflecting their perspective in the analysis, and the clients themselves gave information about outcomes which affected these stakeholder groups.

4.1. Methods of involvement

The names to be interviewed were selected randomly by the analyst from the master list of all clients supported by the services during the year, and therefore included individuals and families who had been signed off their support package, as well as current clients. Where a client could not be got hold of, the next name in the list was tried. In some cases, the client declined to be interviewed and said they had

been signed off Shelter support and were busy, but some clients simply did not respond to phone calls or texts, even when their support worker tried them. Shelter tries to track progress of individuals once they have left, and maintains some form of contact with people who have moved on, but this is not systematic enough to be wholly confident that those who did not respond were still in the same situation as reported in the case files.

This process could have skewed the interview group towards people with less chaotic lifestyles, and away from those who were less successfully helped by Shelter. This possibility has been taken into account later on in the analysis.¹²

The interview process was a semi-structured interview lasting on average 40 minutes. The interview sheets and question prompts used are attached as Appendix 2. The prompts on valuations were refined as the process went along, as clients gave more suggestions for how they could value the service, and these were suggested to other clients to help them value the outcomes they had experienced.

32 individuals were interviewed, 19 families and 13 single people. The initial target was 30 interviews. By the end of these interviews, although people's circumstances were always unique and personal to themselves, the outcomes they reported as a result of Shelter support were beginning to be repeats of what other clients had said, and no new unintended positive or unintended negative outcomes were being reported. The SROI Guide suggests that at this stage, interviewing more people may not be fruitful.

The singles sample however represented just under 15% of all clients supported by Shelter during the year, so it was decided to ask more single clients to complete a questionnaire survey form, to ensure more robustness of the outcomes valued. This is attached in Appendix 2. These questions were based on the interview results, and homed in on the main outcomes reported during the interviews, although clients could still give answers to open-ended questions.

These survey forms were taken out by support workers on home visits during a 10 day period in August 2011. In order to ensure that forms were completed, the support worker waited while the client filled it in and took it away then. That the support worker may have been present when the client filled in the survey is likely to have influenced the results, but again, this has been taken into account in the final analysis. An additional 6 clients were surveyed in this way. This was lower than expected, but it was due to staff holidays that fewer people were surveyed. The survey results yielded no new information, so it was decided that further surveying work would not be needed in order to understand change.

Other stakeholders were interviewed, mainly by email and telephone, and some were also asked some follow up questions based on the draft impact map.

¹² By increasing the level of attribution deducted from the value of individual outcomes

Relevant sections of the draft impact map were circulated to Dumfries and Galloway Council staff in homelessness, social work and commissioning for review. Commissioners declined to comment due to the situation with the tender. It was not possible to ask clients to review their account, which is acknowledged as a weakness, but as Shelter have commissioned a further study in another area, this will be addressed.

4.2. Data collection and analysis

Once client outcomes were clear, a detailed analysis of case files was undertaken, in order to ascertain the numbers of clients who could be said to experience the outcomes reported in the interviews.

Shelter's support workers collect a wealth of information and evidence, both of outputs and outcomes, from its clients, and this was used in the analysis.

The case files contain the following information used in the analysis:

- A detailed diary of all contacts and work undertaken on behalf of clients by the support worker, including significant events, progress reports and reasons for case closure
- The referral assessment by the HPO
- The initial assessment by Shelter
- The support plans, updated at three to six monthly intervals, with goals, actions and achievements
- Records of progress, either (for most clients) Shelter's support matrix or more recently the homelessness outcomes star scores
- Exit evaluation forms which report on key outcomes

In the case of the work of the ELW with children, a recent evaluation had been undertaken which looked across all the children which Shelter in Dumfries had supported during the period, and this evidence was used for children's outcomes, since it included engagement with children and their parents.¹³ Each case file for parents included details of the work with children and their parents that the support workers had undertaken, and many recorded progress of the children.

5. Theory of change

5.1. The services' overall theory of change

The core principles that Shelter are asked to work to are specified in the Families contract with Dumfries and Galloway Council:

- Enabling families to develop and to fulfil their potential

¹³ Keys to the Future interim summary report at http://england.shelter.org.uk/_data/assets/pdf_file/0008/263258/KTTF_Summary_report.pdf

- Respecting the rights and responsibilities of parents, carers and families
- Enabling young people to have their needs met within family networks, wherever possible
- Ensuring that any intervention in family life is the minimal possible and is in the best interests of the family
- Ensuring that young people are given adequate support and are protected from harm and exploitation
- Ensuring that young people, along with parents and families, have their views listened to and are involved in decisions about their lives
- Recognising that each family member has a right to his/her own language, culture, religious and sexual identity
- Ensuring that where required the family are provided with access to high quality further education and training
- Ensuring families reach the highest level of health
- Ensuring that families are treated with respect and dignity and have their privacy protected
- Ensuring that families have opportunities to be involved in leisure pursuits
- Ensure that the views of family are given appropriate consideration, choice and all members of the family have equal access to services
- Ensure that the views of the family are sought when planning services.

Shelter believes that access to decent affordable housing is a key principle in changing the situation of vulnerable individuals and families. 'We have to get the housing situation sorted before we can help someone to sort their social issues'.¹⁴

Overall, the key element in Shelter Dumfries and Galloway's organisational theory of change is that trust between support worker and client has to be established before they can work on barriers and issues that may have led to adverse situations in the past that resulted in homelessness or potential homelessness, and which could prevent tenancies being sustained in future.

The clients interviewed for this study said they trusted their support worker, and that the relationship they had established with their support worker was important to them.

Trust was initially built by the Shelter worker doing what they said they would do quickly and effectively, which may have sorted out some emergency situations such as lack of money because benefit entitlement had been withdrawn. Trust was also built through making sure whatever the support worker did was what the client wanted and needed. Interviewees talked frequently about 'they were there for me' and 'whatever help and advice I needed I got'. The client themselves are encouraged to take responsibility for sorting practical issues, and the support worker increasingly helps them do things for themselves.

¹⁴ Comment from a Shelter member of staff during the initial scoping day for this study

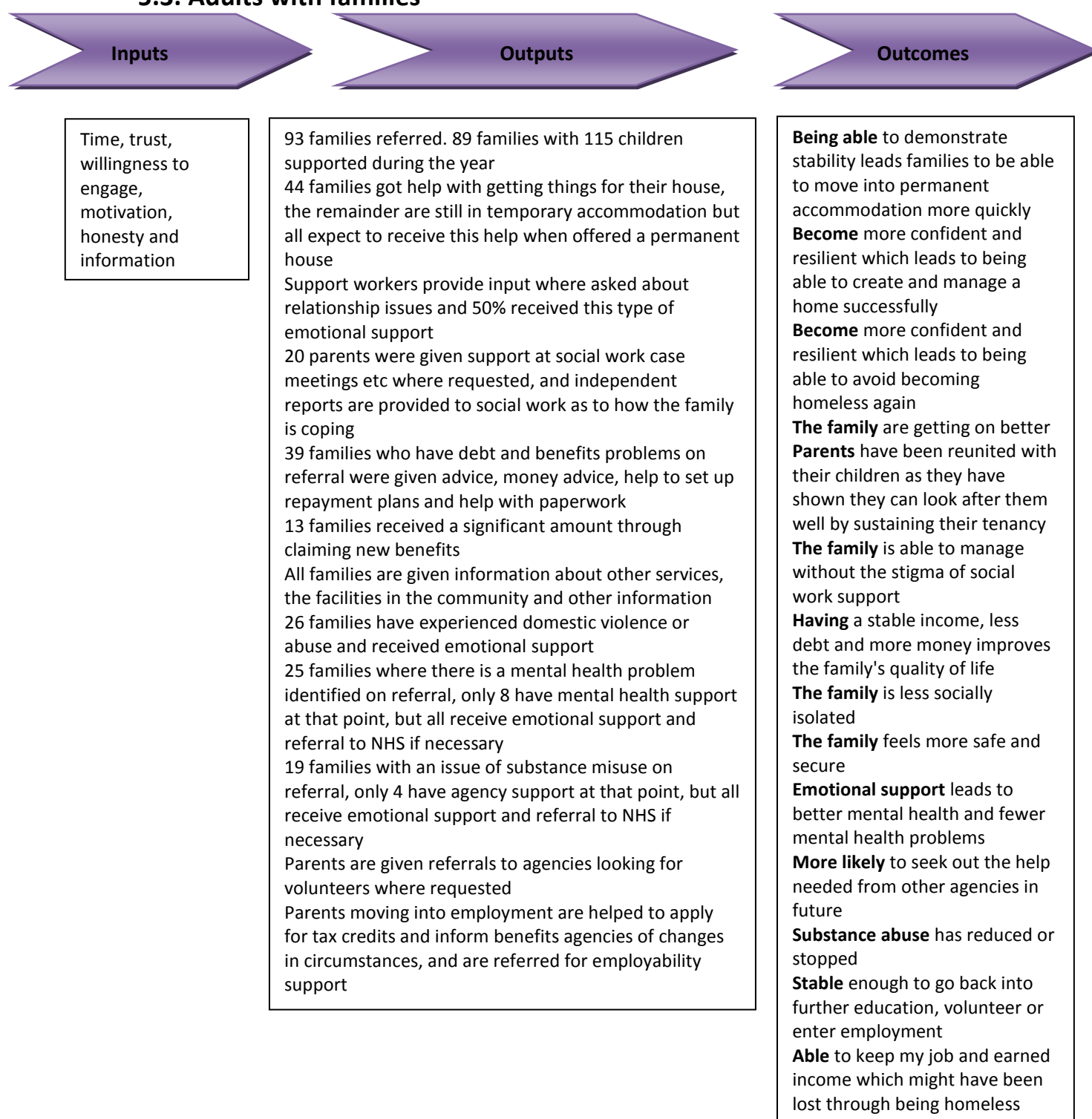
Over time, as the relationship of trust develops, the support worker can begin to challenge attitudes and behaviour that may have been the root cause of problems in the past which led to tenancy breakdown. Clients themselves can gain insight into their behaviour which leads to better control, and accepting responsibility.

5.2. Theory of change for each stakeholder

The theory of change is a description of the relationship between inputs, outputs and outcomes for a particular group. This section describes the theory of change for each stakeholder group, based on the outcomes that stakeholders reported experiencing as a result of Shelter’s service.

The information collected with stakeholders determined the outcomes described below which were included in the impact map. More details and descriptions of the outcomes for each stakeholder group are provided in Appendix 2.

5.3. Adults with families



During the year, 93 families were referred to Shelter. Where information was recorded, families had the following issues to overcome:

History of homelessness	37
Domestic violence/rape	26
Marital/relationship breakdown	39
First tenancy	8
Alcohol/drugs problems	19
Disability or mental health	28
Health issues	28
In temporary accommodation	35
Homeless	19
NTQ - 4 for arrears 1 for anti-social behaviour recorded	10
Eviction	2
Prevention of homelessness	3
Financial problems	35
Benefits issues	20
Overcrowding/unsuitable accommodation	4
Police involvement	9
Issues with children	28
Families who had no support networks	39
In employment at the time of becoming homeless	14
Total number of clients with a reason recorded	68

Risk factors for becoming homeless, and the 'triggers' that tip people into homelessness have been researched and are well-established, and the analysis of the issues experienced by Shelter's clients were in line with the research.¹⁵

Positive outcomes

Families talked very positively about the impact Shelter had made in their lives. For some, the practical support around benefits, debt, budgeting and getting access to Community Care Grants to furnish their permanent accommodation were the most important outcomes. They talked about how Shelter support had helped them make a home, rather than just find accommodation. This was explored carefully, as it could be assumed that they would have got a house anyway since they were priority homeless, but the majority were clear that there was a difference between having a house and having a home, and they attributed the latter to the support that they had received from Shelter:

'It's a home, more organised, we have our dog back with us, but without the support worker we wouldn't have had the home: we proved that we could do well and turn ourselves around.'

¹⁵ For example, Anderson, 2003, 'Tackling street homelessness in Scotland: the evolution and impact of the Rough Sleepers Initiative', University of Stirling at www.dspace.stir.ac.uk/1893/1094/1/Tackling%20street%20homelessness%20in%20Scotland.pdf

'I went downhill following a miscarriage and got into debt, but I love the house and now feel it's a home.'

'It's now a home where we can be a family, look after our daughter and think about the future.'

Some were clear that by engaging with Shelter's support, they had been able to get a permanent house more quickly.

'I think me getting permanent accommodation could have been dependent on getting my arrears sorted which the support worker helped with.'

Many families, for example those fleeing domestic abuse, had left with nothing and needed financial help to get everything ordinary householders would take for granted.

'I left with nothing – my support worker even had to bring me toiletries.'

Being able to get their financial situation sorted out was very important to most clients.

'I got my benefits sorted more quickly – I'm not good at reading. I got a backdated payment of £2,000 that I used to buy things for moving.'

'I was evicted for arrears, I didn't understand a lot of what was going on...I don't worry about money now, it's much easier, have saved up for a deposit'

'I bought more things for the house, now starting to save, paying off debts, I put the heating on without worrying about the bills.'

For many others however, the outcomes were more personal. The support had helped many people get to grips with their previous behaviour or attitudes, and work on aspects of themselves which had led to chaotic lifestyles, and being homeless.

'I had a tendency to blow up about things or put stuff aside and not deal with it then it would come back and hit me, the support worker has helped me get out of this way of thinking.'

'I used to get very nervous. I see things differently, feeling more positive, I stack up issues to talk over with the support worker rather than going off on one. Support worker sets me gentle challenges now to think about things, and I'm more able to do this.'

These outcomes about accepting responsibility were stated in the service level agreement, but there also appeared to be a range of unintended positives which arose from the way in which support was provided. One of these was confidence and self-esteem, especially about being a 'good' mother, and helping people deal with relationship issues:

'I'm more confident, I feel like a good mum whereas I used to think I wasn't, because I had reassurance from the support worker that I was doing everything well'

'I'd be very lonely if not for her support worker. She also helped my boyfriend, and so helped me with our relationship.'

Another unintended positive was improvements in mental health and well-being:

'I'm much less stressed and anxious as stuff was being sorted out but it helped to know what was going on and not be left in the dark.'

'I reduced my medication and stopped seeing the counsellor.'

'The support worker was an outlet for my stress and worry, helped me decide what to do and reassured me.'

'I reduced my medication, I'm more confident, I needed someone to talk to outside of family and friends.'

Many clients talked about how they could talk to the support worker about things that they could not discuss with their family and friends, and this helped them see new ways of doing things, and reassured them.

For others, they were now starting to think about the future now they were settled in their home:

'I feel there is a future now - aiming to go to college to do Health and Social Care.'

'I am now volunteering through Shelter, and planning to get more qualifications in Health and Social Care.'

'My partner now has a job, and because it's variable hours it causes problems with the benefits so it was important to learn from the support worker how to do it for himself.'

Negative outcomes

As part of avoiding overclaiming, clients were asked whether there was anything negative that changed. The issue of people becoming dependent on Shelter had been raised by other stakeholders, but it was clear from the interviews that the support workers strive to avoid this, and the process of closing support was discussed well in advance with clients and there was no evidence that this was a negative outcome for families.

4 families who were referred however did not engage with support at the initial assessment stage, and it could be assumed that they might remain homeless, or at least in difficult situations, and not resolve their situation. The HPO's spoken to regarding the study reported high levels of satisfaction with the families support, and reported that as far as they were aware, there were few negative outcomes for families, but did recognise in a small number of cases, families who they hoped, when they referred them, could engage with support did not do so. The HPO staff talked about what might have happened to these families and thought that Shelter would not be wholly responsible for this lack of engagement, but the emotional impact of lack of engagement on families however has been included as a negative

outcome, as the options for people to find the necessary support had in fact been restricted if they did not engage with Shelter. It has been assumed that lack of engagement was caused by Shelter, in that support workers did not generate the sufficient levels of confidence that they could help these clients. As reported above, referral options for HPO's are relatively restricted in the area. It may be that these families found other ways to resolve situations that did not involve housing support, but since it was not possible to contact them, it was decided to make the conservative assumption that lack of engagement would have a negative impact on families, and that Shelter had a role to play in this.

The other potentially negative outcome would be that families engage with support, but do not make progress, and are at risk of becoming homeless again, and lose hope and/or feel let down by the system yet again. Again, there is the issue that options for people who do not continue with their support from Shelter have limited options to help them achieve their outcomes. There were 4 families who failed to sustain their engagement with support and it was assumed that all would experience negative outcomes. It was not possible to track these individuals and find out what had in fact happened to them, but the case files suggested issues that Shelter could not resolve despite offering support, and therefore a negative outcome was assumed for this group. The extent to which Shelter alone is responsible for these negative outcomes is debateable, but these negative outcomes have had deadweight applied to them, so this would allow for the possibility that Shelter is not wholly responsible.

Chain of events

Clients made self-reports during interviews on a wide range of outcomes. Appendix 2 gives more detail of how the final outcomes included in the impact map were arrived at.

All the reports of outcomes were clustered into discrete outcomes and to make sure that outcomes which were part of 'chains of events' were not double counted. This was discussed during the interviews with some clients, and their views on 'chains of events' was used to help decide.

The outcomes which were judged to be starting points for chains or intermediate parts of chains were:

- Improved confidence and self-esteem
- Changed my view on life and my future
- More money
- Managing debts
- Improved my behaviour
- Someone to talk to

'Able to sustain a permanent tenancy' was judged to be the same as 'having a home'. There are many features of temporary accommodation which do not make it a home

– the house is furnished by someone else, putting up pictures etc. is mostly forbidden and people can't keep their pets with them – so being offered a permanent tenancy is a major step for people towards having a home. 'Having a home' was then rephrased as 'being able to create and manage a home successfully', as it seemed to better represent what stakeholders said.

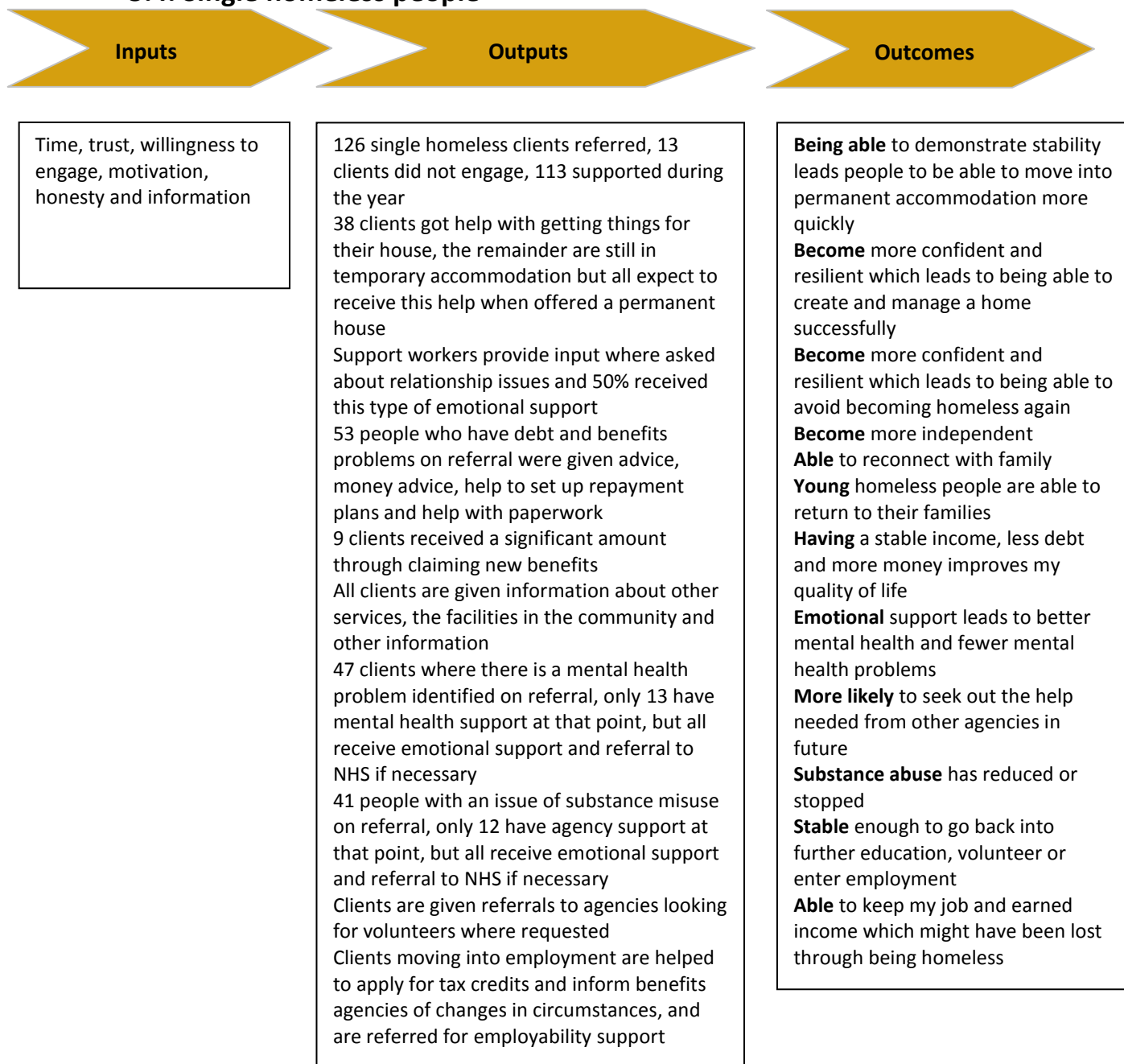
There is a potential issue whether it was Shelter support that delivered this outcome, or whether it was the fact of getting permanent accommodation that led to the outcomes, and whether outcomes were less material as they may therefore have happened anyway. This was the analyst's assumption before speaking to the clients and before understanding how the homelessness system operated.

In a number of cases, Shelter support was reported to be critical to them being able to move into permanent accommodation. For others, their skills in managing their tenancy had improved, and without the support they would have lost their tenancy again.

Clients reported that having a home did not lead to the other outcomes reported, such as mental health improvements, reduced social isolation, families getting on better etc but that this was due to the support from Shelter.

There was obviously a difference in the emphasis of reporting by single people as opposed to families, but they shared many outcomes, and the chain of events analysis applied to them as well as to families.

5.4. Single homeless people



During the year, 126 single homeless people were referred to Shelter. Where information was recorded, individuals had the following issues to overcome:

History of homelessness	38
Marital/relationship breakdown	47
Domestic violence	8
First tenancy	4
No support networks	52
Alcohol/drugs problems	41
Disability or mental health - disability from diary	47

Health issues	32
NTQ	1
Eviction	5
Prevention of homelessness	20
Financial problems	31
Benefits issues	20
Overcrowding/unsuitable accommodation	4
Leaving institution	4
History of self harming	13
Police involvement	14
Total number of clients with a reason recorded	115

Positive outcomes

The statements by singles who were interviewed very much echoed those of families:

'I have my house set up and comfortable.'

'I have my own bed and my life is 100% better.'

'I think I got a tenancy despite this cos I was able to keep my temper and that I would keep it now.'

'My wife's debts were in both our names so I had to get Shelter to help me sort this out before I was able to move into permanent accommodation.'

'I used to chuck letters away and not read them because I couldn't understand them. 6 months ago I would have been sent requests from Jobcentre Plus for interviews and I would have just chucked them, now I'm filling in forms.'

'It was reassuring to have my support worker's expertise, knowledge and leadership, that was non-judgemental. I now know it's not a weakness to ask for help.'

'It helped improve our relationship.'

'I always feel happier when I talk to her'

'It helped me to clarify my thoughts.'

'I stopped having suicidal thoughts. They did line me up with an appointment with the CMHT and I met them once but then I didn't feel I needed them any more.'

Single people tended to focus more on the different things they were now doing with their time, and how they were becoming more independent:

'Made my first pot of soup in my life the other day.'

'My support worker is encouraging me to do things I wouldn't have ever thought to do.'

They also reported that they were able to reconnect with family they had lost through being homeless:

'My support worker helped to make contact with them again in Stranraer and I'm is now seeing them a lot.'

'My sons have responded well and the change has been good for them.'

Also, singles were more likely to be thinking about future employment:

'I'm now looking for a job which I would never have done before, been unemployed since I was 16.'

'I've applied for 4 jobs. It's time for me to settle down and stop scrimping.'

'I got a job which really helped with money.'

Negative outcomes

As part of avoiding overclaiming, clients were asked about negative outcomes. The issue of people becoming dependent on Shelter had been raised, but it was clear from the interviews that the support workers strive to avoid this, and the process of closing support was discussed well in advance with clients. The diary evidence suggested there had been one client whose behaviour suggested she had become dependent on the support worker, who had decided to close the case, and this was included as a negative outcome for this one client.

13 individuals who were referred however did not engage with support at the initial assessment stage, and it could be assumed that they might remain homeless, and not resolve their situation. This has been included as a negative outcome, as the options for people to find the necessary support elsewhere had in fact been restricted if they did not engage with Shelter. Support workers did report that they knew people who had been clients that dropped out, but had been unable to 'sort themselves out' and who therefore might be expected to have been in some senses in a worse position than if they had never been to Shelter in the first place, as they could have lost hope and/or feel let down by the system yet again.

It may be that these people found other ways to resolve situations that did not involve housing support, but since it was not possible to contact them, it was decided to make the conservative assumption that lack of engagement with Shelter support workers would have a negative impact.

The other potentially negative outcome would be that people engage with support, but do not make progress, and are at risk of becoming homeless again. The HPO's reported that in their view there were more negative outcomes for single homeless people, and that certain clients were at risk of continuing as homeless or becoming homeless again. They did acknowledge that some people referred to Shelter were more chaotic than families, were well known to the HPO's, and had problems that had proved to be intractable in the past, but HPO's reported that in certain cases, lack of engagement with Shelter would be an issue attributable to Shelter. There were concerns raised about the process of matching clients with support workers for example, and felt in some cases other support workers might have engaged

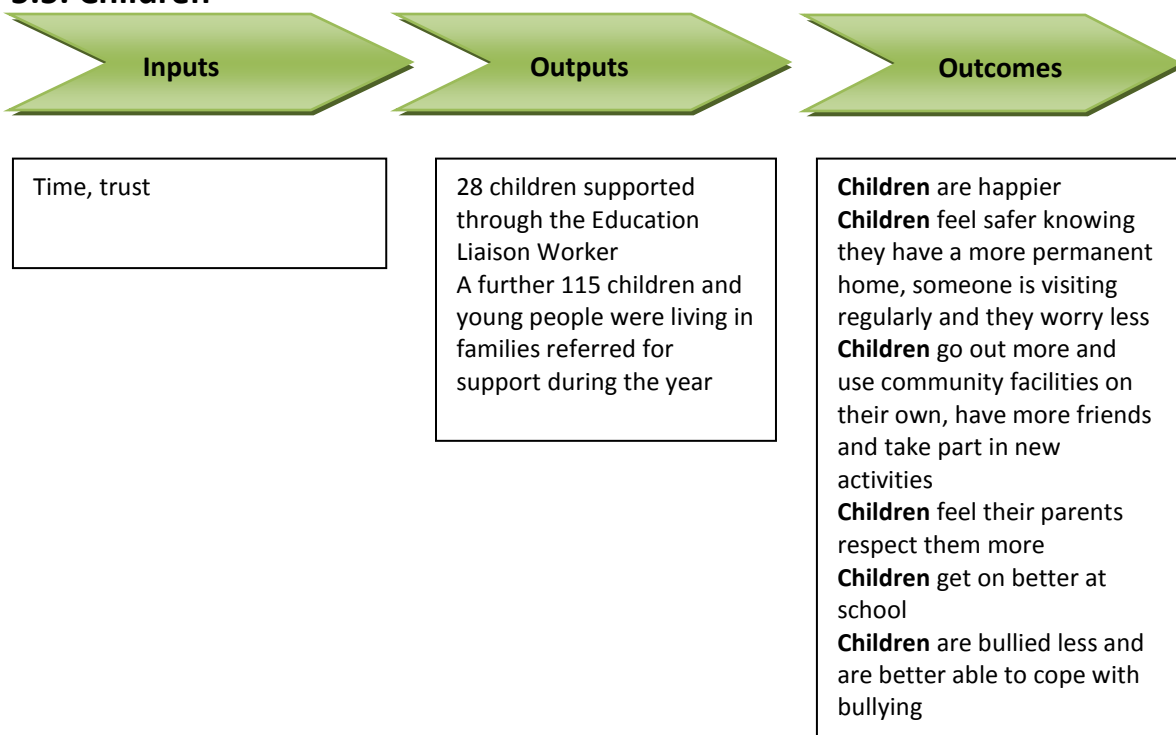
better with certain clients. In some cases the perception of negative outcomes from other workers involved with Shelter clients may have been due to unrealistic expectations of what Shelter could achieve with this group of particularly chaotic clients, but also seemed attributable to differences in the approach of different staff.

There were 6 clients who failed to sustain their engagement with support and stopped engaging or the support worker lost contact with them, and it was assumed that all would experience negative outcomes. In another 4 cases, contact with the support worker had been lost once they had moved into permanent accommodation, but for one of these individuals, there was no reason to think from the diary entries at the time of case closure, that they were not going to sustain their tenancy, and Shelter had had reports from other clients that this person was working and doing well. 3 individuals had lost contact due to illness of one of the support workers. Thus 9 individuals could be expected to experience the negative outcome of being at risk of becoming homeless again.

A further 3 people returned to prison, but it appeared from the diary evidence that the reasons for this were outside the ability of Shelter’s work to influence (i.e. all of this would have happened anyway), and charges had been made prior to engagement with support. One client continued to be visited by the support worker while in prison. Another person had died during the period, and 2 clients were referred to drug services due to the severity of their substance abuse problems.

The extent to which Shelter alone is responsible for these negative outcomes is debateable, but these negative outcomes have had deadweight applied to them, so this would allow for the possibility that Shelter is not wholly responsible.

5.5. Children



Some of the evidence for children's outcomes came from the parent interviews, some from the evidence collected as part of the activities programmes run by Shelter and some from the Keys to the Future evaluation. For example, one of the activities was to write a newsletter telling others what it was like to be homeless, and the information was presented to the Council by the young people.

The reports from the parents' interviews focussed on how much happier their children were, and by implication, the whole family:

'Very happy now, instead of being grumpy and crying all the time he is running around and giggling, and he has settled.'

'We're now settled and chilled out and enjoying a family life.'

'My daughter was acting out and misbehaving, but when I got strong she was fine.'

'Kids are settled and everyone is much more relaxed.'

The families talked about how much more their children were doing outside of the home:

'My support worker helped me help my daughter, and now she is engaging well with activities outside the home.'

'My daughter's now going to college, my son made new friends and is speaking more.'

'They enjoyed the activities, built up friendships and had fun, and my daughter still talks about it.'

'The oldest is on a 12 week course, he loves it, made new friends, mixing well with other kids, much more confident and it has helped him a lot. He looks forward to the support worker's visits.'

The Education Liaison Worker's input had made a big difference to parents and children:

'She started taking my daughter to playgroups, helped her get speech therapy, boosted her confidence and helped her look after herself.'

'The support worker spoke directly to the school about my daughter being bullied and her situation, and this had a greater impact than if a parent had spoken to school.'

'I'm now learning how to give time to them and do stuff with them, understanding that my focus should be on the kids, and more understanding of how social work saw my behaviour and that I wasn't doing it right before.'

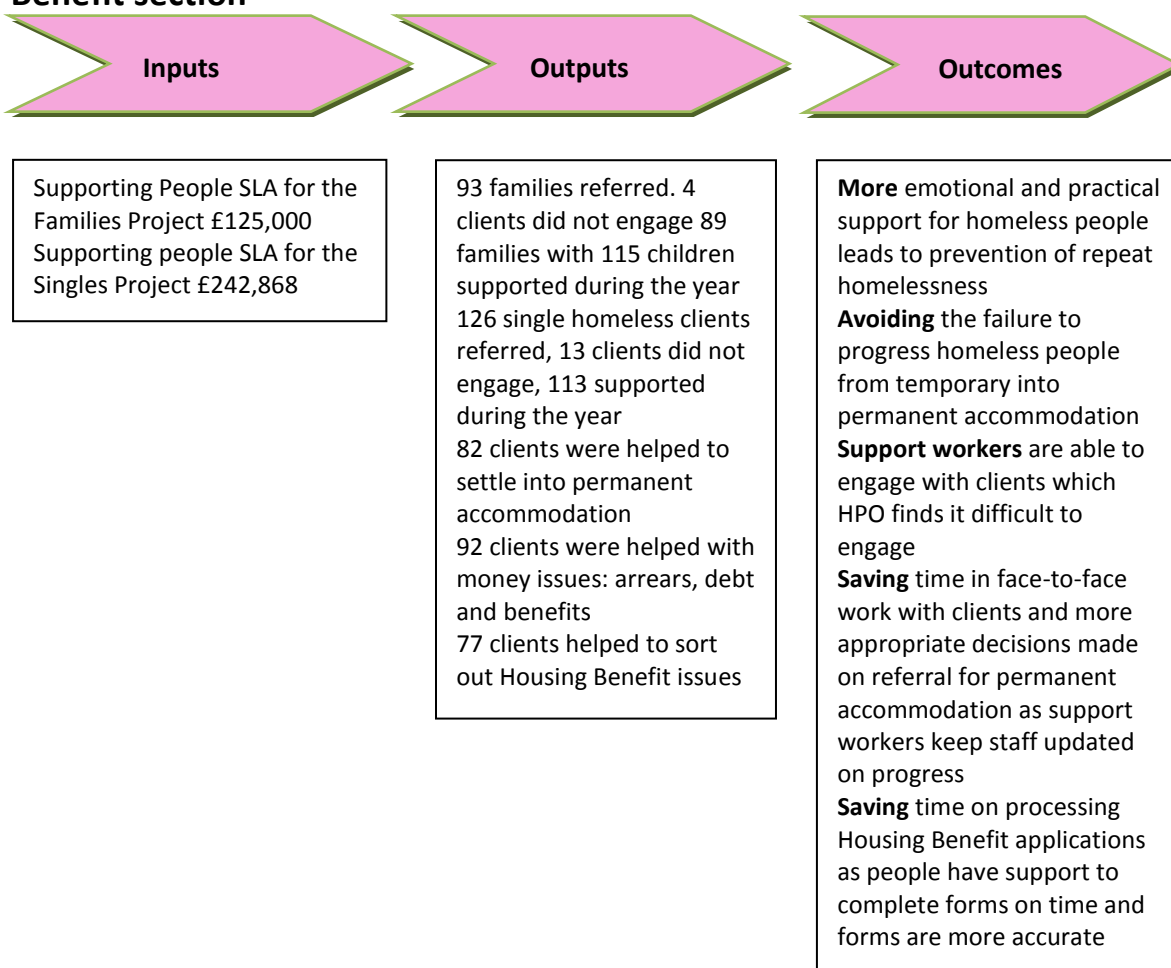
There was no evidence of any negative outcomes – the only one mentioned by parents was that their children had had to move school, but this cannot be attributed to Shelter, rather it is a consequence of lack of suitable accommodation in

the family's preferred area. Where children had issues about moving school, this was normally grounds for a referral to the ELW for extra support.

The impact on children of being homeless can be severe, and the effects can be long-lasting. Children in bad housing experience poor health, living in temporary accommodation can lead to problems at school, children can develop behaviour problems and/or experience developmental issues with e.g. speech and language, and many can become depressed.¹⁶ There is also evidence that homelessness can reduce chances later in life, in terms of ability to gain employment and lower future earnings.

The impact map however has, in the absence of long-term evidence from Shelter's families, focussed on the more immediate impacts of providing support to children. This will likely underestimate the social return from Shelter's service, by not including longer-term impacts. That housing support to families could be seen as an early intervention with children is discussed later.

5.6. Dumfries and Galloway Council Homelessness Teams and Housing Benefit section



¹⁶ For references, see

http://england.shelter.org.uk/campaigns/housing_issues/tackling_homelessness/what_is_homelessness_like#_ref6

Of the families who are referred to Shelter who have been homeless before, they have been homeless an average of just under twice before. 8 families had been homeless on 3 or more occasions. Individuals who are referred who have been homeless before have been homeless an average of twice before and 8 individuals had been homeless on 3 or more occasions. Of the clients referred to Shelter, 75 had been homeless before, and who therefore might be considered to be at greater risk of becoming homeless again if support was not offered. The HPO however reported that there were very few repeat referrals to Shelter, and from the case files, only 3 clients had been receiving Shelter support in the past:

'Shelter clients are more likely to sustain a tenancy when re-housed, and because the support can last afterwards it has certainly improved the likelihood of sustaining tenancies. It doesn't always succeed, but generally it does.'

'People are not coming back into the homelessness system, and Shelter prevents repeat homelessness especially for those with lifestyle, emotional, substance misuse or other issues.'

The priorities for the HPO's were to ensure families and individuals were settled in permanent accommodation as soon as possible and they could sustain their tenancies in the longer term. For some groups of clients, their social and emotional issues, and their chaotic lifestyles are such that rapid placement in permanent accommodation could result in tenancy abandonment, and so the support element is important in addressing these issues of concern. In these cases, clients can move into permanent accommodation more quickly if they are engaging with support.

For some, the extent of their arrears could be a factor in allocating a house to them, and Shelter's support in setting up repayment plans and helping clients face up to their arrears was critical:

'I would expect people to show some signs of responsibility for their past debts.'

'It's an easier sell to a landlord if a repayment plan is in place.'

The analyst was struck by how many clients when interviewed said they would never have been able to cope with the paperwork themselves, and from the case files, just how much time was involved in support workers completing forms with clients when their housing situation changed. Housing Benefit claims were particularly important, as if they were not completed timeously and accurately, tenants could build up arrears and struggle. For every hour of face-to-face client time, support workers were spending almost another three hours sorting issues out with Jobcentre Plus, Housing Benefit, utility companies or other agencies.

Many clients when interviewed said they had 'just stuck my head in the sand' when talking about the extent of their arrears or debts.

HPO's may not see clients again once they are referred, although they may do home visits whilst tenants are in temporary accommodation. HPO's mentioned the value of

having Shelter in regular contact with clients once a week, as it's *'hugely reassuring to know that those in temporary accommodation are looking after the property and are making progress'*. This means that in many cases, the HPO's don't have to do home visits. If Shelter did not exist, then the team would need more staff, to re-interview clients, do more home visits and more time would be taken up with repeat applications from homeless people.

Negative outcomes

For those clients who do not engage at the referral or initial assessment stage, or who drop out of support, there will be negative outcomes for DGC HPO's as they will have to deal with their applications in other ways, or see them back again when making another homeless application. In total, there were 17 clients who did not engage initially and 13 who dropped out. The HPO's put this down mainly to the match between support workers and clients, and sometimes this match might not be the most appropriate one.

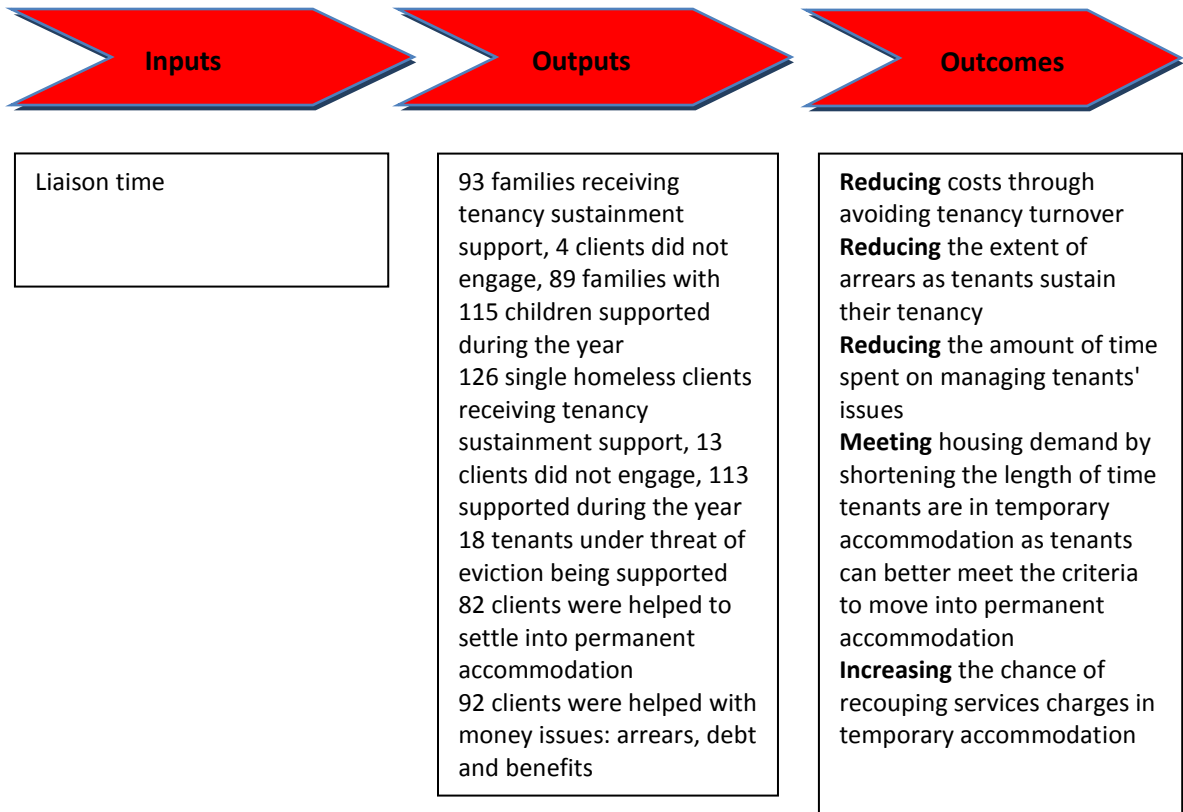
The other negative outcome mentioned was where sometimes support workers do not reinforce the DGC HPO standards required of tenants in temporary accommodation, which can lead to more time spent by HPO teams to resolve issues.

Housing benefit

Shelter staff help clients sort out their housing benefit. One consideration of how the system worked, it was felt that negative outcomes of increased costs for the housing benefit section would all have happened anyway i.e. subject to 100% deadweight and therefore not material, either through benefits maximisation efforts or by landlords insisting claims were pursued. The only situation where this might not be the case was where clients were housed by private landlords, where costs might be higher than in the social rented sector. This could potentially be a negative outcome, but since the proportion of tenants in this situation was relatively low, it was thought not to be material enough to justify collecting data on people's Housing Benefit claims.

Generally speaking, clients were referred to Shelter after temporary accommodation had been arranged, and not when people were placed in crisis or emergency accommodation. There could be a small impact of Shelter on emergency accommodation costs, but this applied to very few individuals.

5.7. Landlords



The main landlords who house Shelter clients are Dumfries and Galloway Housing Partnership, Loreburn Housing Association and private landlords. Their priorities are to ensure that evictions are minimised, tenants remain in their tenancies, they avoid properties being abandoned, the level of problem behaviour by tenants is minimised and that rents etc. are being paid. DGHP is the main provider of temporary accommodation.

Loreburn HA provide support to their own tenants using a similar model to Shelter. They do not regard Shelter as competitors, as 'too many people need support'.

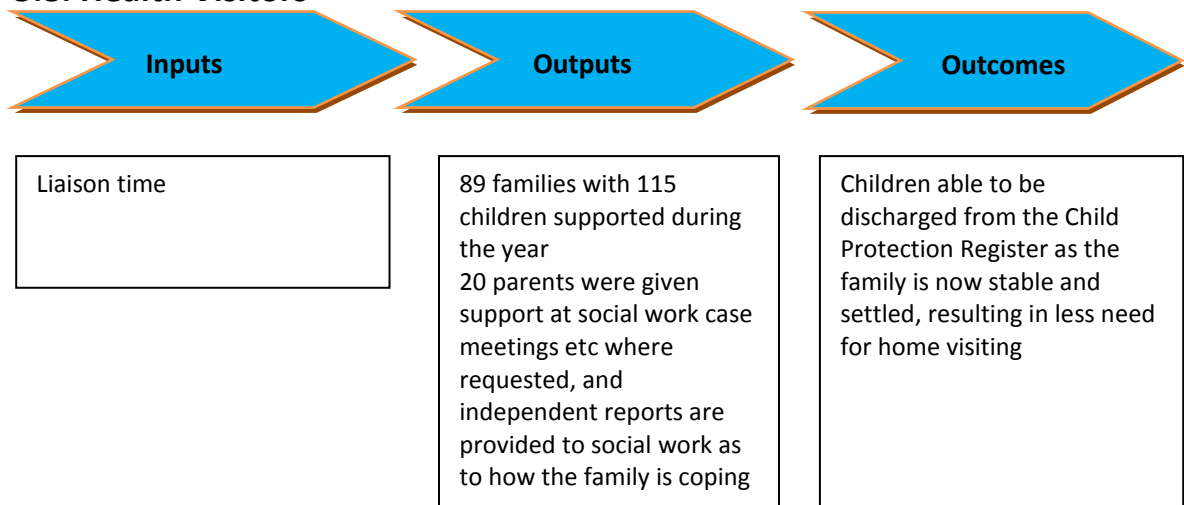
Negative outcomes

As for the HPO as a stakeholder, failure to engage with support which leads to tenancy abandonment will have a negative impact on landlords. The Loreburn stakeholder thought in these cases, most of the negative outcome would have happened anyway, and was not down to Shelter, but this has been recognised in the 10 cases which from the case files tenants had abandoned their tenancy.

Not all cases of arrears and debts are resolved satisfactorily, and in 10 cases, the case files had recorded tenants were still in difficulty in paying off their arrears to their landlords.

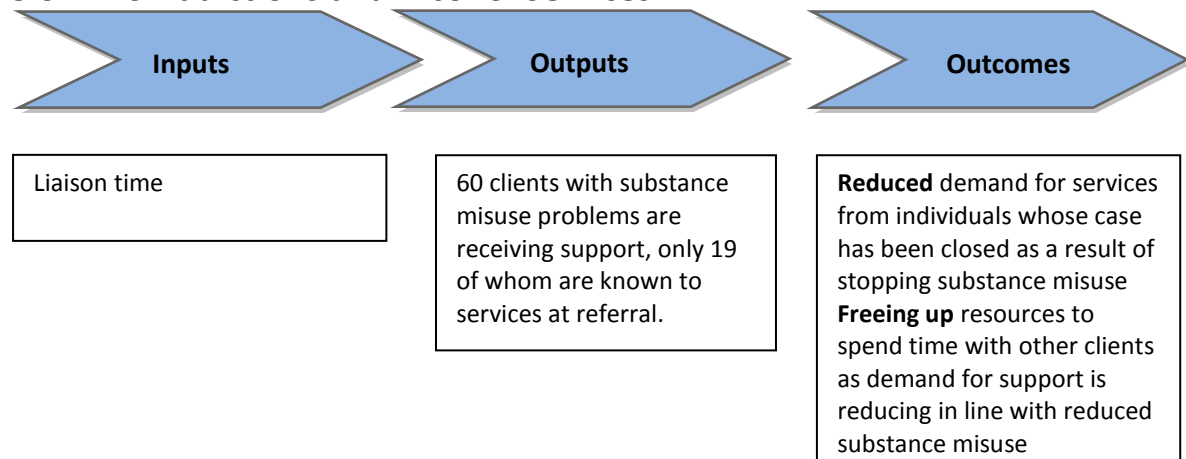
One negative outcome mentioned by this stakeholder was a system problem, not down to Shelter, as they could not refer tenants direct to Shelter for preventative work, but had to refer through the HPO's. In some cases, the situation was not serious enough to warrant a referral to the HPO, but the 'danger signs' were there, and the stakeholder thought a quick referral for help might save money/time in the longer term.

5.8. Health Visitors



Many of Shelter's family clients have babies, and three women were referred for support who were pregnant at the time. Health visitors are part of the Child Protection teams, and so their time input is expected where very young babies are concerned, and like social workers (see below) regular reports from support workers gives confidence that at risk babies are being supervised more regularly.

5.9. NHS Addictions and Alcohol Services



Substance misuse issues are prevalent amongst the client group but only 19 clients were receiving support from addictions services at the time of referral. 25 children were living in households with problem drinkers or drug users.

Alcohol and Drugs Partnerships are being charged by the Scottish Government to intervene at an earlier stage to ensure that adequate support is provided, and it would appear that amongst the group of homeless clients referred to Shelter, there are significant numbers of people who could benefit from early intervention. With the focus now on recovery of problem drug users rather than maintenance on methadone, housing support has a role to play in reducing substance misuse overall.

10 clients had reduced their substance misuse and 9 had stopped altogether:

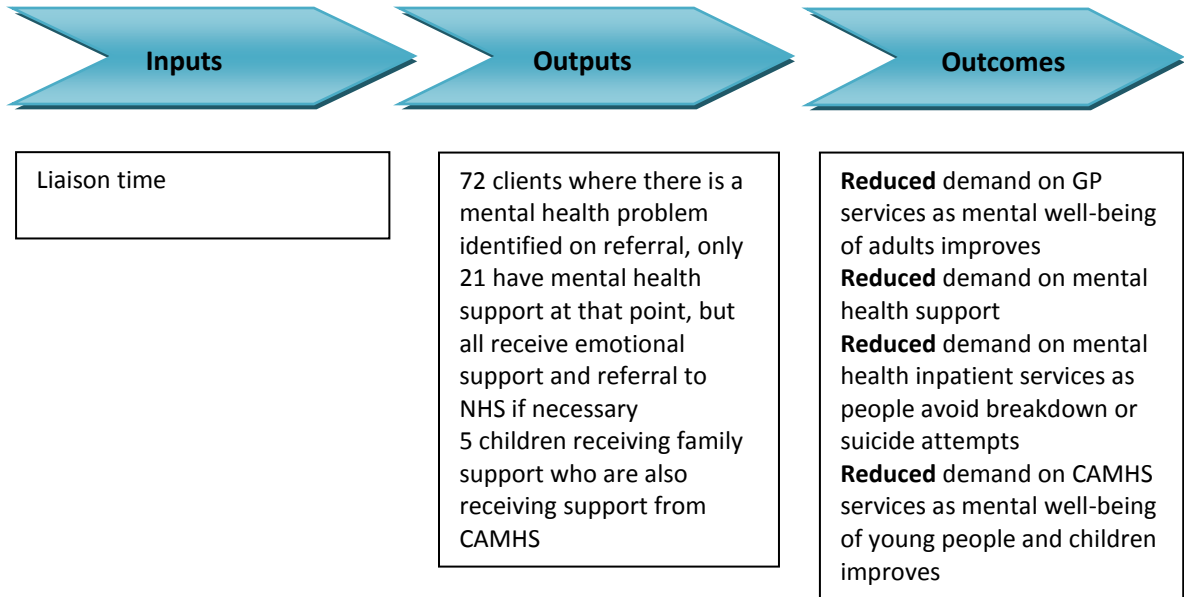
'I've now turned my life around.'

'We've both stopped drinking and starting to save money the money we're not spending on drink.'

'My family brought me here to get clean, but support has done more for me in terms of keeping away from drugs.'

Two clients were referred to addictions services due to the severity of their substance misuse, and so this is a negative outcome for the service as it adds to the demand for services.

5.10. NHS mental health services for adults and CAMHS

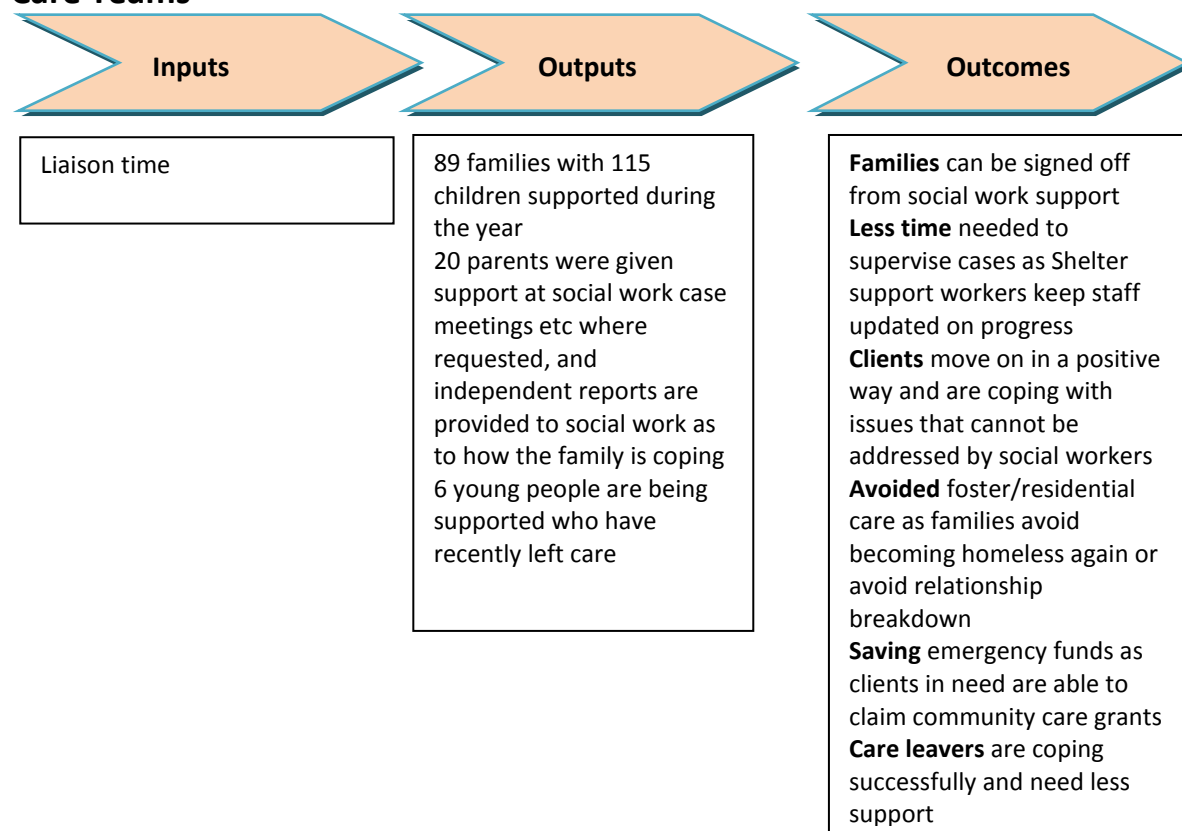


Mental health issues are prevalent amongst the client group but only 21 clients were receiving mental health support from NHS services at the time of referral. 18 clients reported they had attempted suicide before joining Shelter, and 6 reported that without support they would either be dead, or would have experienced a severe breakdown. 55 clients reported they were on medication, and there were instances in the case files of support workers reporting that they were trying to help clients

take their medication consistently or properly. 65% of families interviewed and 58% of singles interviewed reported that their mental health had improved.

11 people were subsequently referred to the NHS for mental health support, which is taken to be a negative outcome by increasing demand on the system.

5.11. Social Work Integrated Children’s Services Teams and Leaving Care Teams



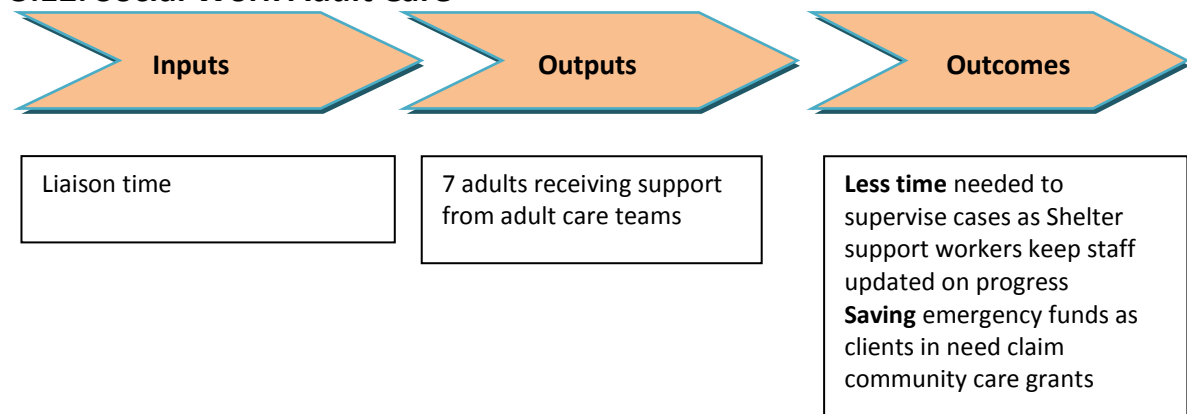
20 families in Shelter’s client group of families are being supervised by Social Workers due to Child Protection issues of safety or potential neglect. Stakeholders referred to the limitations on the issues they could help families with, and the value of having a more holistic approach to family problems when Shelter is involved. It also helps to have regular progress reports from support workers, as Shelter staff are often visiting once a week and therefore seeing families more frequently than social workers can. There are also in the group families who, possibly because of their previous history, do not engage well with social work, but who engage more easily with Shelter. Clients interviewed talked about the ‘stigma’ of being involved with social work, and how difficult the decisions that social workers made regarding their children were for them to accept. Relationships with social workers could therefore be very difficult. The support workers’ attendance with them at case conferences was particularly mentioned by clients as really helping them state their case, and social work acknowledged that support workers helped to mediate between social work and families in these difficult circumstances.

There were a small number of young care leavers in Shelter’s client group, and in their first tenancy, they are particularly vulnerable. They often need more help with setting up a home, budgeting and managing money, and emotional support.

Negative outcomes

Some three new clients were referred to social work due to concerns, and this will add to the demands on social work staff time. One care leaver was reported to be struggling to cope in their tenancy, and was therefore needing more support than that offered by Shelter.

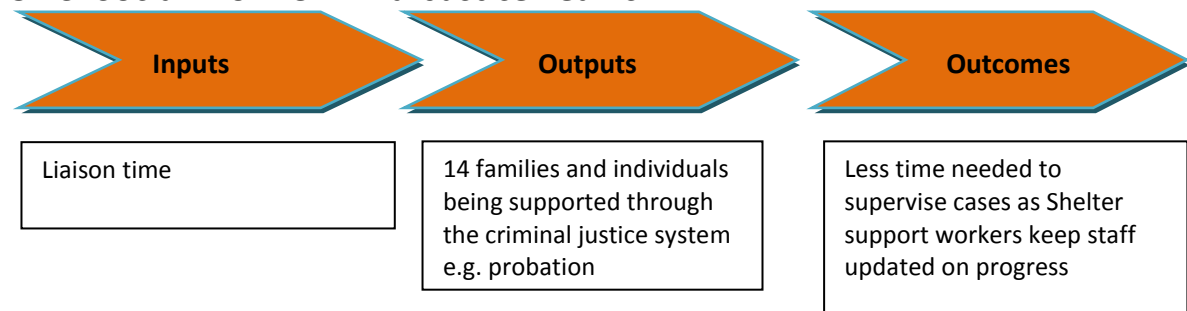
5.12. Social Work Adult Care



This small group of clients were mainly people with learning or physical disabilities who had issues with living skills and settling in to independent living arrangements. Again, the frequency of visits was a help to social workers, and also the capacity of support workers to involve clients in sessions on budgeting, cooking and shopping in order to improve their living skills. A new referral was made by Shelter to the team, in order to support one client, which was a potential negative outcome.

For both adults and families, the fact that Shelter helps clients apply for Community Care Grants is a potential direct saving to social work budgets. Emergency funds are available to adult and families’ social workers, but these are limited, so this is a very tangible benefit for social work.

5.13. Social Work Criminal Justice Teams

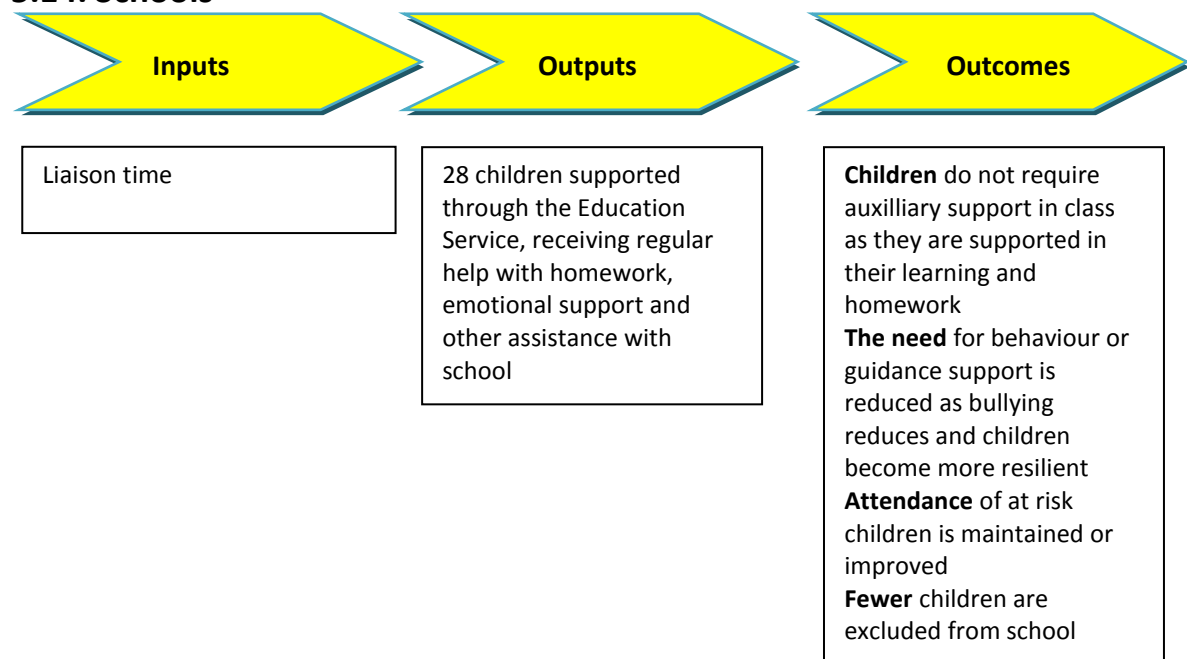


14 clients were receiving a range of supervision from criminal justice teams, e.g. they were on probation, on Drug Testing and Treatment Orders, and 23 were reported to have had involvement with the police in the past, ranging from having been in prison, to involvement in disputes with neighbours where police had been called out more than once.

During the interviews, clients talked about neighbour disputes as having been an issue in the past where police had been involved, as well as being candid about their own anti-social behaviour towards neighbours and their own partners or families.

There is the possibility of an impact of tenancy sustainment support provided by Shelter on anti-social behaviour in the community, and a corresponding impact on policing, but the evidence of this from interviews was lacking, and was therefore not considered to be material.

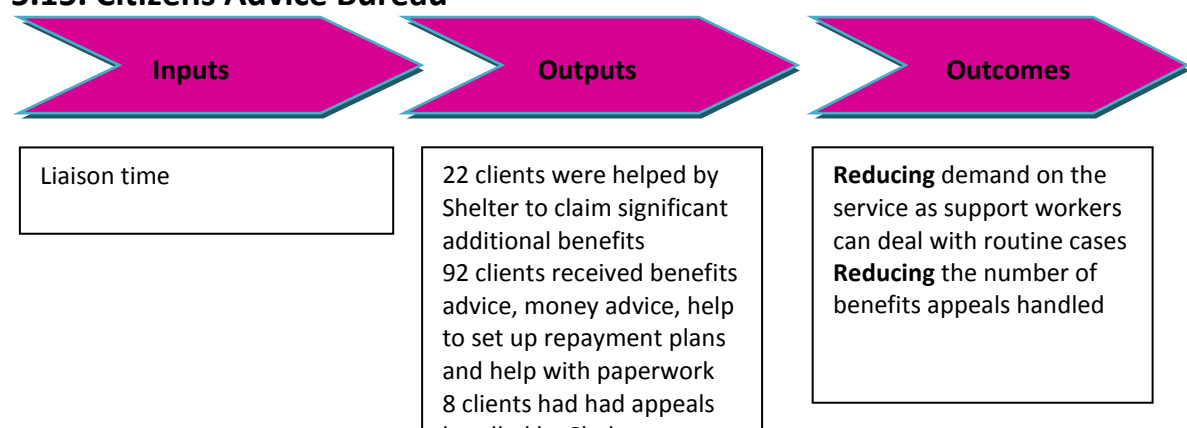
5.14. Schools



Parents reported the same outcomes during the interviews as had been identified during the Keys to the Future evaluation engagement, and which are reported under the children's section above. Many reported that their kids were doing better at school, that their emotional issues had reduced and that their attendance had improved, where there had been an issue in the past.

No negative outcomes were reported that could have had an impact on the schools.

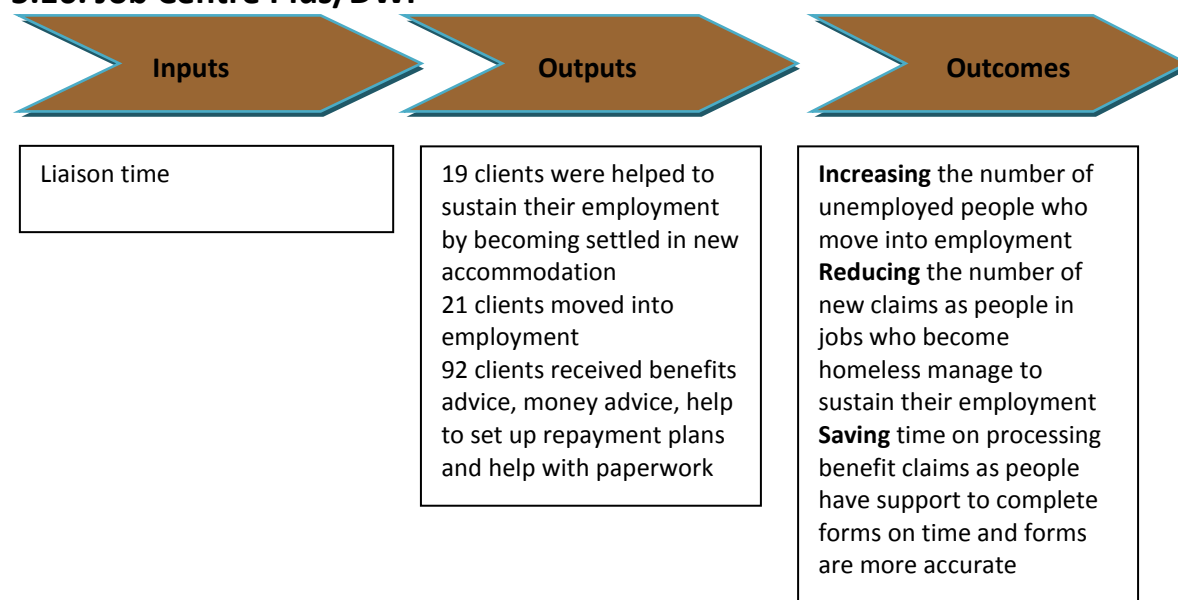
5.15. Citizens Advice Bureau



A significant proportion of Shelter support workers' time is spent helping clients with benefits and money/debt issues. Without this service, many clients would have ended up at the door of the Citizen's Advice Bureau, but reports from clients who were aware that CAB could help them with these issues, reported that it could take some time to get a CAB appointment and so having Shelter help them meant they did not have to wait for a CAB appointment.

In addition, Shelter help clients with appeals, except where the issues require a high degree of knowledge. The main appeals were for Employment Support Allowance. More complex cases do end up being referred to CAB, but it is likely that all of these cases would have been referred to CAB anyway (possibly by HPO's), and so this is not a negative outcome.

5.16. Job Centre Plus/DWP



Experience of homelessness can lead people who are in employment to give up their jobs, but in all cases, housing support helped them keep their employment going, thus avoiding the need to make a new claim for benefits.

As reported above, a significant proportion of Shelter support workers' time is spent helping clients with benefits issues, particularly in completing paperwork which may of the clients interviewed said they found difficult and confusing. A proportion of clients have never claimed benefits before, and their knowledge of the system is very limited.

From the perspective of the DWP, Shelter is creating a negative outcome by helping clients apply for Community Care Grants and crisis loans.

One other funder was also included in the impact map to acknowledge their input to Shelter. The Robertson Trust contributed towards the children's education project, but outcomes for them were achieved through the outcomes experienced by parents and children.

6. Evidencing outcomes

The process of involving stakeholders and identifying what outcomes should be included led to creation of an impact map. The next stage in the process was to find indicators that could show that the outcome was being achieved, then a financial proxy, in order to value the outcome.

Clients were asked during the interviews to say how they knew that they had experienced outcomes, and if possible what they might be doing differently, and some of the responses were used as indicators in the impact map. The other indicators were derived from the information held by Shelter to record progress.

Information from the case files, interviews and surveys were collated in order to find out how many of each stakeholder group would experience each outcome.

In some cases where Shelter did not already collect the information about specific outcomes, the numbers of clients during the year who would experience each outcome had to be estimated and scaled up from the interviews with clients. Examples of this were about confidence, families getting on better together and more willingness to seek help from other agencies.

The detailed indicators, quantities, sources and assumptions are set out in Appendix 3.

As there were, for some outcomes, a number of indicators that could be said to support the outcome, these are all listed in the audit trail in Appendix 3, but not all have been carried forward to the impact map. Those ones carried forward are those where the same clients demonstrated the outcome using more than one indicator, but in some cases the quantities figure was different and in these cases, the lower figure for quantities was used in the impact map calculation unless there was a reason to think measure had under-reported a quantity. This was the case where reports from support workers were used as an indicator, as the case files were sometimes found to be incomplete.

Care has been taken to ensure that clients were not double counted.

7. Valuing outcomes

Giving outcomes a financial value is at the heart of SROI. With clients, many outcomes are 'intangible' and although they can be measured, their valuation may not be straightforward.

People can easily understand putting a value on outcomes such as reducing the need for services. They find it more difficult to understand the thinking behind valuing outcomes that are personal and are not normally given a value in terms of money, and are worried about the subjectivity of this process.

There are 4 main reasons for including a value for outcomes belonging to clients that are personal or intangible and are not normally given a value in terms of money (e.g. 'more independence'):

- We can recognise that views about the value of an activity to clients, or the wider community are just as important as the views of public bodies when decisions are to be made
- The client groups involved in the activity have their own sense of the worth of an activity which is not normally included or taken into account but policy normally supports their right to have a say
- We then know more clearly about how important the activity is to clients relative to other activities they may be involved in – the higher the value the more important and valuable that change is likely to be to them
- If a change is given a high value by clients, we have more evidence that the project or activity is making a difference to their lives.

Valuation of these types of outcomes relies on direct valuations or on finding 'revealed preferences' – is there another activity which might create the same effect, for which we can find a market value? The analyst had access to the SROI database to find such financial proxies¹⁷ but one of the problems with this method of valuation however is that it can lead to under-estimates of values for certain stakeholders, especially individual clients.

To avoid this arising, the analyst explored with each client who was interviewed what the Shelter service was worth to them overall, and for them to suggest valuations for individual outcomes. Some clients found this a difficult concept and couldn't give a valuation, but most could. The detailed financial proxies and sources, including discussion of stakeholder valuations, are contained in Appendix 4.

A consensus emerged that the value of Shelter support was most like having your own PA, or a tutor, or a counsellor, depending on which outcomes were the most important to them. Some talked primarily about the main outcome for them, which could vary, and individual valuations were given for, e.g., mental health improvements. Revealed preference proxies were found for some of these outcomes, but where there was a consensus from clients, their valuations were used.

¹⁷ Set up as a result of the Scottish Government's contract to run the SROI Project, and available online now as the VOIS database at www.thesroinetwork.org

When clients were asked to give a more global valuation they came up with around £25,000 on average, and this figure was also used as a 'reality check' in the impact map for the overall valuation per client, although there was a wide range in responses.

The average value reported by clients experiencing positive outcomes was found to be £11,508, which is well below this global figure.

The value of being able to create and manage a home successfully or avoiding becoming homeless again was found to be very high. Responses from clients suggested valuations were:

- The cost of buying my own home
- Two or three times the cost of a house.

The outcome was not just about skills that Shelter staff helped clients develop, although some acknowledged the skills they had acquired in being able to manage money or in dealing with paperwork were valuable, but in most cases, were part of a chain of events. Revealed preference financial proxies could be found for this, but did not fully reflect what clients reported.

There is a possibility that when valuing outcomes of creating and managing a home and avoiding homelessness, clients were also wrapping up the value of all the other outcomes they experienced e.g. better family relationships, mental health improvements. However, the clients' reports suggested that just having a house was not a guarantee of other more personal (or more intangible) outcomes, and that while Shelter helped many people establish a home, they also helped in other areas which were also important to them.

This would suggest a valuation of creating and managing a home and avoiding homelessness in the region of £150,000 - £200,000. The figure used to value these outcomes however was restricted to the figure of £25,000 described above. If however a revealed preference financial proxy was used to value these outcomes (the cost of renting a house from a social landlord, £3000) then the ratio reduced by 25%, implying that while this valuation was very material, it did not account for all the value created by Shelter. The implication of these high valuations is explored in the sensitivity analysis.

This is an area of investigation that could merit further exploration, given the high valuation and the current interest in housing support work. Shelter has some anecdotal evidence following this study that suggests these valuations could be confirmed, but more work should be conducted. Shelter has currently commissioned further study, and results should be available in 2013.

8. Impact

Having valued each outcome for each stakeholder, the SROI process then examines where overclaiming could arise, and reduces the value of each outcome by applying a percentage reduction, to take account of value that would have been created anyway¹⁸ and where value is created in partnership with other agencies, or is affected by external factors outwith the control of Shelter¹⁹. In this way, only the impact generated by Shelter support alone is compared to the investment.

8.1. Deadweight – what would have happened anyway

The HPO's have the option refer people to Loreburn HA or to ILS, which does not receive many referrals, suggesting a deadweight figure of 50%. Loreburn HA was reported however to have a waiting list due to having a smaller staff team, whereas Shelter could see people within the specified two weeks.

Many applicants however do not need support, and a report from DGC on diverting people from homelessness through the Housing Options initiative suggests that 30% of applicants would not have gone through the homelessness route, suggesting that 30% deadweight would be appropriate.²⁰

The interviews with clients however suggested a very different picture, when they were asked what would have happened anyway without Shelter support.

Comments ranged from 'would never have thought about going to study Health and Social Care', to 'wouldn't have been able to sort anything out - would have stuck our heads in the sand. Would have been on the streets and in a lot of trouble' to 'if I had tried to do it myself, would not have got the house, and would have been sofa surfing and continued to doss about as before, which I did for 2 years. Not been able to manage in the past. Would have got into a hell of a lot of trouble'.

Clients reported in the past trying to sort out benefits and debt in particular for themselves and failing, and others said that the emotional and other support helped them manage their temporary accommodation tenancy without which they would have failed.

Some of the outcomes may have been achieved by clients eventually (*'I might have got this sorted out'*), but the interviews suggest deadweight for outcomes such as mental health improvement should be much lower than what is suggested above, at around 16%.

For some outcomes, deadweight should be much higher. The income maximisation outcome would be higher, as clients would have the option to go to CAB or the

¹⁸ This, in SROI terms, is called 'deadweight'

¹⁹ This, in SROI terms, is called 'attribution'

²⁰ From interview with D&GC Development Officer Homelessness Housing Support

Council's benefits maximisation team for help, but in reality one will not take a case if the other is working on it, so deadweight would be 50%. For the outcome of 'having a home', deadweight is 80%, based on the percentage of tenants who have not been homeless before, and who might therefore be expected to successfully manage a home again.

Thus a variety of estimates of deadweight were used for different outcomes.

8.2. Attribution – who else helped achieve the outcomes

The other issue is attribution. On a straightforward calculation of how many other agencies were involved with Shelter clients, attribution to other agencies would be suggested as 66% for families and 63% for single people. One HPO thought the reverse should be the case, with two thirds attribution to Shelter.

Again, however, the clients interviewed gave a different picture. Very few attributed the changes they were experiencing to other agencies apart from Shelter, even when prompted. The interviews did not suggest this was a result of interview bias, rather the frequency and regularity of Shelter input and the trust placed in support workers meant it was more significant, and valued, than what other agencies were doing for them. Family and friends were seen as important (but not in all cases) but interviewees talked about how their family could not help them with the issues they had – if they had been capable of doing so then they would not be in the situation they had found themselves in. Attribution suggested by the interviews would be around 22%, but to allow for the possibility of interview bias this figure was doubled.

8.3. Displacement

Another consideration was displacement – where value for one stakeholder is created at the expense of another stakeholder who is not included in the analysis. This arose in terms of employment outcomes – clients are helped to get employment at the expense of other job seekers. With the current economic climate there is an argument that employment outcomes should be subject to 100% displacement, but in the context of what Shelter is trying to do with a vulnerable and disadvantaged group of people, and what the funders want them to do, displacement of 50% was applied.

The detailed assumptions in avoiding overclaiming are contained in Appendix 5.

9. Investment

The main investment in the Shelter service during 2010/11 was funding:

Supporting people SLA for families project	£125,000
Supporting people SLA for singles project	£242,868
Robertson Trust for the education project	£75,000

Total investment was therefore £442,868. None of the stakeholders reported they put in significant in-kind donations, e.g. of time, over and above what they would have to do anyway in the normal course of events.

10. Calculation of social return

The full impact map attached as an Excel file to this report shows how, once outcomes have been measured and valued, and an allowance is made for external influences that help outcomes be achieved, one examines how far into the future value might last.²¹ Some outcomes only last for the period of the activity, but some last longer even if the activities of Shelter support stop.

Some of the clients included in the interview list had left support 6-12 months previously, so assuming a duration for one to two years would not be unreasonable and would meet the current definition of tenancy sustainment. Evaluation of Shelter services in South Lanarkshire suggested duration of more than 12 months. Shelter in Dumfries is not funded to follow up its clients over time, but being a small community, where many Shelter clients know each other, support workers get reports of many individuals over time, and the sustainment rate seems to be good.

Support workers were asked for this study to give any information they had about the progress of those who had left support, and this was included in the analysis.

The HPO reported that they had to make very few repeat referrals to Shelter, and there were only 3 clients who had received Shelter support in the past. For two of them, their circumstances had changed, which led to a new issue that triggered problems, but the gap between support had been over a year.

When asked, either at interview, or in the evaluation form when cases are closed, the majority say that they are 'very confident' that they could manage day to day living and all agreed that their housing situation was financially sustainable in the longer term.

To be conservative, the maximum duration assumed was two years.

In addition, outcomes which last may also 'drop off' in value over time, and an allowance has to be made for this. This was based on the proportion of all clients who failed to engage, which was 14%, and is consistent with the ECSH estimate that the tenancy failure rates varies between 10% and 20%.²²

Once this is included in the impact map, the value of all outcomes for each stakeholder are added together, and divided by the investment, in order to get the SROI ratio. The assumptions about duration and drop off are contained in more

²¹ This is called 'duration'

²² http://scotland.shelter.org.uk/__data/assets/pdf_file/0004/38236/Matt_Elton.pdf

detail in Appendix 6, and the details of the calculation method are set out in Appendix 7.

The most likely social return for Shelter housing support for the year 2010/11 is £7.99 returned for every £1 invested.

However, in creating this analysis, some assumptions had to be made, and the robustness of this conclusion has to be tested. This is what a sensitivity analysis does.

10.1. Sensitivity analysis

The factors which were varied, and the impact on the SROI ratio of changing these, are contained in Appendix 7. The factors which had the most impact were deadweight and attribution i.e. adjustments to avoid overclaiming, and duration.

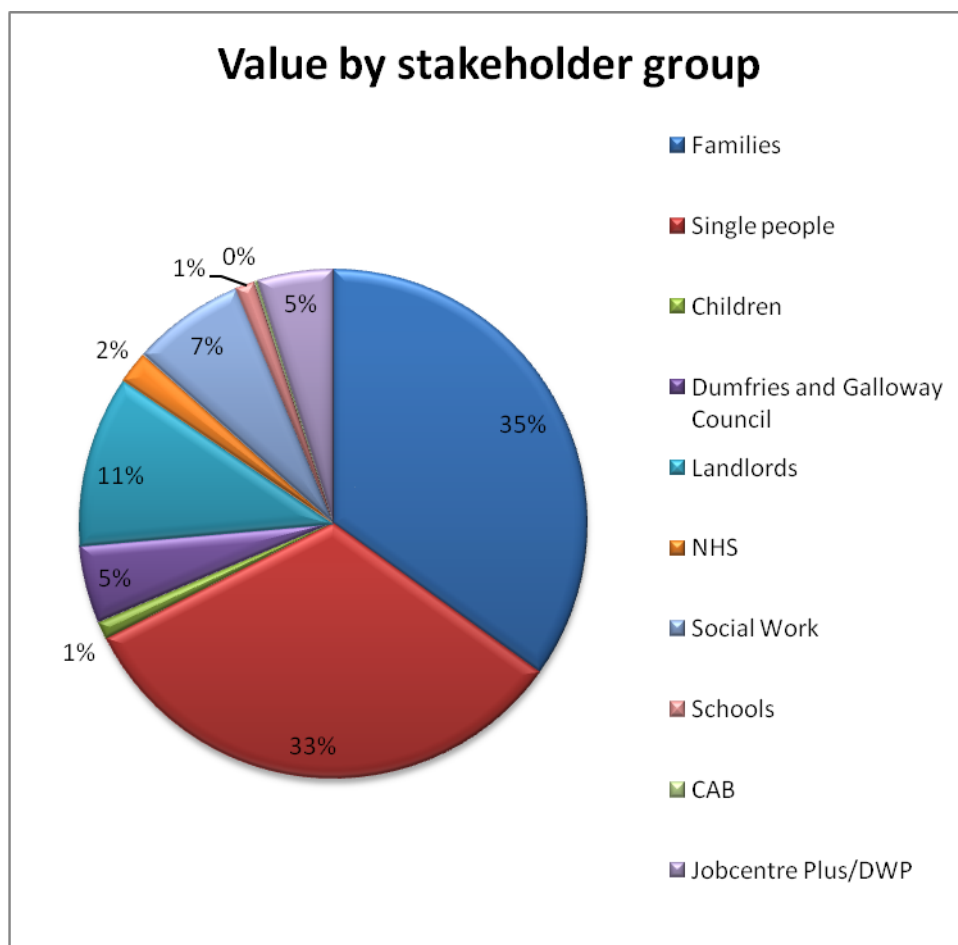
When an assumption was made that deadweight and attribution were doubled and duration for all outcomes was reduced to 1 year, the lowest ratio of 2.08 was produced. No combination could reduce the ratio to a neutral 1:1. The likelihood of each variation is discussed further in Appendix 7.

In the base case (SROI ratio of £7.99), a high proportion of the calculated value was accrued to clients, based on their own valuations of the importance of Shelter to them. These valuations can be seen as subjective. If only the value created for statutory sector/other agency stakeholders is used however and the value to clients of Shelter support ignored, the SROI ratio is still almost £3. If client valuations were reduced from £25,000 to say £3,000 (the rent of house from a social landlord), then the ratio reduced to just over £6, suggesting that although high, and the clients' valuations did have a material impact on the ratio, their valuations by no means were the only factor in generating a social return.

The conclusion of the sensitivity analysis was that the social return from Shelter's activities for each £1 of investment ranges between £2 and £9, with the most likely return being £8.

11. Discussion

The social return created for Shelter's stakeholders is relatively high, in view of the other results from published SROI studies. Value per stakeholder is:



The value to the clients themselves is over 60% of all the value created, and for each client who used the service during the year (based on all 219 referred clients, whether they engaged or not) the value achieved amounts to an average of £11,508.²³ The overall value created for all stakeholders per client who were referred to Shelter’s services during this year was £17,040. The value per client achieved for non-client stakeholders was £5,341.

The non-client stakeholders most impacted on by the Shelter services are landlords, Dumfries and Galloway Council and Jobcentre Plus/DWP.

12. Recommendations

Shelter has been able to create lasting change in the lives of many of its clients, has had a significant impact on its stakeholders, and been able to evidence this. Shelter’s theory of change appears to work, and to make a significant difference to the prospects and lives of homeless people.

²³ Which is less than half of the global estimate from clients of £25,000

12.1. Recommendations for stakeholders

Landlords, Dumfries and Galloway Council and Jobcentre Plus/DWP are the most significant stakeholders benefiting from Shelter. The question is could Shelter increase its value for these stakeholders.

The key change would be to reduce the drop out from the singles project. The rate of drop out from the singles project is twice that of the families project.

During the interviews, it was suggested that Shelter's singles contract may not be value for money, but this study suggests there may be more value arising from Shelter's singles work than is currently perceived. Individually, the services create similar ratios²⁴, but there is a higher level of client drop out from the singles project which may be responsible for the more negative perception of the singles project.

Many acknowledged that these are more difficult clients to work with, but it would help if Shelter collected more information about clients at the early stage, so this could be evidenced, and particularly how support workers tried to ensure these people engaged. Shelter could consider if a different approach or methods could be tried to secure the engagement of people with more chaotic lifestyles. The Loreburn HA singles support is seen as being more effective in some quarters, but of course, they have a significant advantage in that they are supporting their own tenants, and therefore people are easier to track down if they don't show up for appointments and Loreburn has some control over the tenant through its landlord status.

The weakness in this study is the lack of longitudinal data about the pathways clients follow after leaving support. As mentioned above, anecdotal evidence from Shelter, the interviews with clients who had left support and comments collected from agency stakeholders, does not suggest a higher level of repeat homelessness than that assumed here, but the information to prove this is lacking. The homelessness team do not have the resources to track individuals through their system, and unless this was done, or Shelter was asked to follow up everyone after one and two years, this will remain an estimate.

For the commissioners of housing support, future specifications could recognise that support, in some cases, should not be time limited. A number of clients who were interviewed suggested that this should be the case. It would be legitimate to have concerns about clients becoming dependent on support, but this is not what clients are suggesting: they want the reassurance that they can phone up and have a visit if there's something really problematic happening. One landlord agreed that this would be useful development, which would build more confidence in the system, and one of the clients said she was sure it would save money in the longer term, as without having access to support people could get into situations and become homeless again.

²⁴ Assuming all the Robertson Trust funding is attributed to the families project

Another point for commissioners is the ability to refer between landlords and Shelter, without necessarily having to go through the HPO's. One respondent thought this would help avoid some tenants going down the homelessness route, and hence saving resources.

For some other stakeholders such as the NHS, the message would be to reflect on whether Shelter is meeting strategic priorities for their agency, and whether Shelter could be doing this more effectively with more involvement and dialogue. Given the evidence here from clients, Shelter is having an impact by improving mental health and well-being and contributing to a reduction in substance misuse, but integration of counselling support for clients into the housing support provided by Shelter may be an area where outcomes could be significantly improved.

12.2. Recommendations for Shelter

Shelter would benefit from having more robust evidence about the duration of outcomes, especially tenancy sustainment. This would place an additional burden on staff by following up clients more systematically when they have been without support for over a year or two but it may be worth considering how this could be done.

One comment made by stakeholders concerned the matching process between support workers and clients. At present, this is decided on the basis of capacity to take the next client, but in the views of some stakeholders, this may not work in all cases, and contribute to a lack of rapport between some support workers and clients, which does not maximise their engagement.

In general, Shelter has a good evidence base to its outcomes, but improvements could be made. The main one would be to computerise the client files and record keeping of progress. To undertake this analysis meant hours spent trawling files and dragging out information, whereas a computerised system would enable Shelter to generate more reports to enable it to monitor and demonstrate client progress. If the aim is to embed an SROI approach within the organisation, then this would be one of the steps necessary to make this happen.

One other recommendation would be to build a more coherent risk scoring system at initial assessment, as a baseline from which to assess how likely the client would have been able to make progress without support, and to evidence the greater difficulty of working with single people as opposed to families. Several examples of this approach exist in other fields, and Shelter already has good research evidence of characteristics, risk factors and triggers to draw on.

It might be worthwhile to add the use of other outcomes stars into the support planning system, depending on client's main needs. For example, the family star contains dimensions that were relevant for families interviewed in order to encourage parenting skills that would allow children to flourish (meeting emotional needs, setting boundaries, supporting learning). The alcohol star and the mental

health recovery star might also be useful. The aim would be to provide more detailed evidence of progress in areas not captured by the homelessness star, and to help support workers and clients develop more relevant and rounded support plans.

Shelter keeps an enquiries book when people who are not clients phone in for help and advice. This is not used in any monitoring or analysed, but if prevention is to become a more important feature of homelessness support in future, Shelter should consider whether this is a source of evidence of preventative activity which would be worth capturing.

Further work should be undertaken on client valuations of their outcomes, given the high values reported in this study. As work on stakeholder valuations continues to be undertaken, more techniques are being developed, and further studies can examine this again.

12.3. Policy implications and recommendations

Three issues emerged from the study in relation to policy, future needs and how Shelter addresses change.

The direction of travel in commissioning appears to be towards housing support not being split into separate families and singles work, rather the approach will be more holistic. One of the consequences of the abolition of priority need will be to shift the emphasis towards prevention, and seeing applicants as part of a family, with a need to support whole families. This would suggest integrating the singles and families work within Shelter in Dumfries.

There may be wider implications than this, as a result of the changes coming into play with Housing Options, the reduction in resources to fund housing support and the increasing pressure on local housing availability, and a corresponding emphasis on prevention. Work with private landlords is expected to increase as more people are referred for housing to this sector, rent guarantee schemes may become more important, and this may increase the need for housing support in the private sector. Private accommodation is not regarded as permanent accommodation, and the need for support may therefore increase in future, although overall numbers may reduce as they have been recently. Ensuring and evidencing tenancy sustainment however will become increasingly important in future.

Those families whose children were supported by the Education Liaison Worker lamented the fact that this support had now been lost. It appears that this project made a significant difference to children and their resilience, and therefore their life chances in the years to come. With the announcement of a Change Fund for early years, Shelter and its stakeholders should consider re-instating the children's support function back into Shelter's housing support as an early intervention with children who are likely to be vulnerable for years to come.

Appendix 1

Stakeholders: inclusion, involvement and engagement

Stakeholder	Included	Rationale
Adults in families	Yes	The beneficiaries of the project for whom change is most important
Single adults	Yes	The beneficiaries of the project for whom change is most important
Children and young people up to 16	Yes	If clients change then the impact on their children will be significant. The longer-term impact on children would also potentially be significant
Dumfries and Galloway Council	Yes	The major funder of both projects, the key statutory agency with a policy interest in this field, and the only agency referring clients to Shelter
Landlords	Yes	Tenancy failure would have a significant impact on landlords and better supported tenants will significantly reduce problems for landlords
Health visitors	Yes	Critical part of Child Protection teams who visit Shelter clients with babies/young children and who were mentioned by clients
NHS addictions teams	Yes	A significant number of Shelter clients has drug and alcohol problems which have been partly if not wholly responsible for their homeless status and which if reduced could have a significant impact on required NHS support
NHS mental health services and CAMHS	Yes	A very significant number of Shelter clients have mental health problems
Social work integrated families teams and leaving care teams	Yes	115 children and 6 young care leavers are impact upon by the project activities, and a material proportion of children are on the Child Protection register for which social work has a statutory duty
Social work adult care	Yes	Numbers are small, but the transition to independent living is a key transition for this group
Social work criminal justice	Yes	14 clients have had an offending history, and so any change in attitudes would significantly impact on criminal justice services

Jobcentre Plus/Department of Work and Pensions	Yes	Benefits are a material issue for clients, Shelter's clients are far from the labour market when they are referred, 19 clients have kept their employment going and 21 have got jobs, which is significant in such a small area, plus they are a source of grants for individuals
Schools	Yes	Improvements in the more vulnerable children with behaviour and learning issues will have a material impact on classroom teaching, especially in small rural schools
Citizens Advice Bureau	Yes	A major partner for Shelter in supporting clients in their benefit claims and appeals
The Robertson Trust	Yes	Major funder of the children's project, although specific outcomes not included as outcomes are achieved through other stakeholders, and thus this stakeholder does not feature in further tables

Stakeholders from list from Shelter staff not included

Anti-social behaviour managers	No	Not found to material, no response to emails
Neighbours	No	Potentially impacted on both positively and negatively, but no feasible way of interviewing neighbours within the resources available
Students at Shelter	No	Experience at Shelter is specialised and could have a career impact, but numbers are not material
Childrens Reporter	No	Only a small number of children are in the system whose families are receiving help from Shelter, so not considered material
Voluntary Sector	No	Individual organisations rather than one sector
C.C.H – Furniture	No	No material impact identified, could be additional business for them but not material
Friends of Clients	No	Could influence them to seek advice, but not judged material, and clients themselves said friends would not be any help with the issues Shelter helped with
RSL's	No	Amalgamated under 'Landlords'
Supported Accommodation	No	Amalgamated under 'Landlords'
Cu Thro	No	No material impact identified – small number of clients referred

APEX	No	No material impact identified
D&G College	No	No material impact identified – although many clients were at or planned to attend college, it is not material to the college
Lochside Children’s Service	No	No material impact identified
First base	No	No material impact identified
Community Learning & Development	No	No material impact identified
Prison	No	No material impact identified
Oasis	No	No material impact identified
Physical difficulties organisations	No	No material impact identified – small number of clients with these issues
NCVS	No	No material impact identified
LGBT	No	No material impact identified– small number of clients with these issues
Rape Crisis	No	No material impact identified
B&B’s / Guest Houses	No	No material impact identified
Victim Support	No	No material impact identified
Skills Development Scotland	No	No material impact identified
Headway	No	No material impact identified
Hope Place	No	No material impact identified
Nursery	No	No material impact identified
Voluntary organisations providing volunteering placements	No	High deadweight that would have to be applied to outcomes on the impact of volunteering placements led to them being excluded on the grounds of materiality
The local community	No	It would be outwith the resources of Shelter to conduct engagement across the local community. Outcomes identified were about increased perception of community safety, reducing anti-social behaviour and reducing disputes with neighbours

Shelter staff	No	Opportunities are limited in this area, but staff could be expected to experience similar outcomes in other advice and support jobs
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The stakeholders included in the impact mapping process were involved in a number of ways, and the methods for engagement and the numbers involved are presented below.

Stakeholder	Methods of engagement	Numbers involved
Adults with families	<ol style="list-style-type: none"> 1. Clients were asked to formally feedback what outcomes they had achieved at case closure evaluations 2. Individual semi-structured interviews with the analyst which took place generally in their own homes. The interview questions and prompts are in Appendix 2 below. 	<p>32: 36% of families</p> <p>19: 21% of all families who engaged</p>
Single people	<ol style="list-style-type: none"> 1. Individual semi-structured interviews with the analyst which took place generally in their own homes. The interview questions and prompts are in Appendix 2 below. 2. The feedback from the interviews was used to develop a survey form which is contained in Appendix 2 below. 	<p>13: 12% of all single people who engaged</p> <p>6: another 5% of all single people who engaged</p>
Children	<ol style="list-style-type: none"> 1. Group discussions with children conducted through the Keys to the Future evaluation 2. Groupwork with children through the activities programme and collation of their reported outcomes into newsletters 	<p>Not known</p> <p>Approx 10 each time in 3 groups</p>
Dumfries and Galloway Council	<ol style="list-style-type: none"> 1. Telephone interviews 2. Follow up emails 3. Review of their section of the impact map is pending <p>Another 5 officers were emailed to ask for their participation but did not respond</p>	<p>3: 2 Homeless Persons Officers and the Development Officer</p> <p>Homelessness Housing Strategy</p>
Landlords	<ol style="list-style-type: none"> 1. Telephone interviews 2. Follow up emails 3. Review of their section of the impact map is pending <p>3 officers in Dumfries and Galloway Council were contacted for their input, one responded but an interview did not take place</p>	<p>1: Housing Association</p> <p>Housing Officer</p>
Health visitors	One who works closely with Shelter was contacted by email to seek their participation but there was no response. Review of their section of the impact map is pending	0
NHS addictions and alcohol services	<ol style="list-style-type: none"> 1. Telephone interview 2. Review of their section of the impact map is pending 	1: Policy Officer with the Alcohol and Drugs Partnership
NHS mental health services	Primary mental health worker was contacted by email to seek her participation but there was no response. Review of their section of the impact map is pending	0

Social Work	<p>1. Telephone and email interviews</p> <p>2. Review of their section of the impact map is pending</p> <p>Another 7 officers were emailed to ask for their participation but did not respond, in Criminal Justice, Child Protection and the Leaving Care team</p>	2: 1 family social worker and 1 adult social worker
Schools	As most of the fieldwork was done during the summer months when the school was closed, no interview was organised, but review of their section of the impact map is pending	0
CAB	The staff member who works most closely with Shelter was contacted by email to seek their participation but there was no response.	0
Jobcentre Plus/DWP	It was not possible to interview staff within DWP	0

Appendix 2

Interview questions, prompts and outcomes

2.1. Client interview questions and prompts

Explain that Shelter has asked us to do an evaluation, to help with the Council's re-tendering of housing support services, that we're independent and anything they say is confidential between us
Ask them who their support worker is and use their name as the basis for asking questions

1. Tell me what kinds of things the support worker has helped you with
Ask about Community Care Grants's, benefits
2. What has changed in your life as a result of Shelter helping you?
Ask the client to rank them in importance
3. Ask about each change in turn: what do you do differently now as a result?
4. Were all the changes positive? If not, what were the negatives?
5. If you hadn't had support from the support worker what do you think would have happened
6. Who else helped you make these changes
7. If you have children – how are you getting on as a family and how has the project helped your children
8. Are you managing financially – repaying arrears/debts for example
9. Try to get a valuation – worth more or the same as their financial benefits from support, use Personal Assistant as an analogy
10. How do you think you are coping now – are you likely to sustain your tenancy now - and what's the next step for you

Prompts:

1. What was it like living in temporary accommodation, how long were you there/how long have you been there?
2. Possible changes
 - Have you made new friends here
 - Do you think your quality of life has improved
 - Anything you or the family does now that it didn't do before moving
 - Has your physical health improved – what do you do now to keep fit
 - Does your family go to the doctor less – how much less
 - Have you been able to get other services on your own – tell me about it
7. If they have children
 - Are your children more independent and doing things for themselves – what are they doing now they didn't before
 - Are your children getting on better at school – did they have to move, how have they settled in, have they made new friends

Record sheet

Name

Support worker name

	Question	Response
1	Tell me what kinds of things the support worker has helped you with	
	CCG	
	Benefits	
	Emotional support	
	What was it like living in	

	temporary accommodation	
2	What has changed in your life as a result	
	Ranking	
		1
		2
		3
		4
		5
3	What do you do differently now	
4	Negatives	
5	If hadn't had support what would have happened	
6	Who else helped	
7	Impact on children and partner	
8	Are you managing financially	
9	Valuations	1
		2
		3
		4
		5
10	Will you sustain you tenancy and what's next for you	

2.2. Survey form

Please tick each line and tell us if having a Shelter support worker made a difference in these areas

	My support worker made it worse	My support worker made no difference	My support worker made a bit of a difference	My support worker made a big difference
For example – My height (!)		√		
My benefits income				
My Housing Benefit				
Repaying my debt and arrears				
Getting things for the home				
Being offered a permanent house				
My mental health				

My relationship with my children				
My relationship with my partner				
My confidence				
My self-esteem				
Being able to manage my money				
Feeling safe				
Worrying about things/feeling stressed				
Being able to keep my tenancy going				
My chances of getting a job				
Having someone to talk to about my issues				
My children's happiness				
Being able to sort things out myself now				
My physical health				

Anything else that has changed for you that is down to the support you have had from Shelter?

Have there been any negatives about being supported by Shelter?

What do you reckon might have happened if you hadn't had support from Shelter?

Who else helped you at the same time as Shelter (e.g. family, social worker, health visitor)

2.3. Outcomes

2.3.1 Clients

Clients made self-reports during interviews on a wide range of outcomes. The outcomes identified through this process were:

Outcome	Percentage of families reporting this in interview	Percentage of singles reporting this in interview
Able to sustain a permanent tenancy	76%	68%
Having a home	65%	42%
Improved my mental health	65%	32%
More money	59%	21%
Kids are doing more things	53%	
Improved quality of life down to money	53%	29%
Kids are happier	35%	
More confidence and self-esteem	29%	11%
Managing debt (not down to more income)	18%	
Changed my view on life and my future	18%	
Better family life	12%	16%
Less isolated	12%	
Someone to talk to	12%	5%
Kept the family together	12%	
Getting permanent accommodation more quickly	6%	16%
Kept my job	6%	
More independent	6%	16%
Feel safe	6%	
More likely to trust and use other agencies	6%	5%
Got a job	6%	11%
Stopped abusing substances	6%	11%

Improved my behaviour		5%
Reconnected with family		16%

Scrutiny of Shelter’s other evidence from case files, outcomes stars or support matrixes or closure evaluation forms led to further outcomes being identified, which were added to the list above, as they appeared relevant to clients from the case files, but interviewees were just not in the same situation:

Avoid becoming homeless again
Getting children back at home
The family does not need social work support
Going back to Further Education
Becoming a volunteer
Young people return to their families
Reduced substance abuse

All the reports of outcomes were clustered into discrete outcomes and to make sure that outcomes which were part of ‘chains of events’ were not double counted. This was discussed during the interviews with some clients, and their views on ‘chains of events’ was used to help decide.

The outcomes which were judged to be starting points for chains or intermediate parts of chains were:

- Improved confidence and self-esteem
- Changed my view on life and my future
- More money
- Managing debts
- Improved my behaviour
- Someone to talk to

‘Able to sustain a permanent tenancy’ was judged to be the same as ‘having a home’. There are many features of temporary accommodation which do not make it a home – the house is furnished by someone else, putting up pictures etc. is mostly forbidden and people can’t keep their pets with them.

The outcomes for kids were taken as evidence for children as a stakeholder, but that for parents, the outcome of ‘the family is getting on better’ covered these reports.

‘Having a home’ was rephrased as ‘being able to create and manage a home successfully’, as it seemed to better represent what stakeholders said. Other examples of this were:

‘Getting permanent accommodation more quickly’ was rephrased to ‘Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly’, as the client’s ability to show they were stable and making progress was the key part of the chain of events
‘Getting children back at home’ was rephrased to ‘Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy’
‘Avoid becoming homeless again’ was rephrased to ‘Become more confident and resilient which leads to being able to avoid becoming homeless again’
‘Better family life’ was rephrased to ‘The family are getting on better’, as much of the change seemed to revolve around relationships
‘The family does not need social work support’ was rephrased to ‘The family is able to manage without the stigma of social work support’, as for clients who talked about this, it was the stigma of support that they thought had changed.

There was obviously a difference in the emphasis of reporting by single people as opposed to families, but they shared many outcomes.

The final list of outcomes for clients was therefore:

Outcomes for families
Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly
Being able to create and manage a home successfully
Become more confident and resilient which leads to being able to avoid becoming homeless again
The family are getting on better
Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy
The family is able to manage without the stigma of social work support
Having a stable income, less debt and more money improves the family's quality of life
The family is less socially isolated
The family feels more safe and secure
Emotional support leads to better mental health and fewer mental health problems
More likely to seek out the help needed from other agencies in future
Substance abuse has reduced
Substance abuse has stopped
Stable enough to go back into further education
Stable enough to volunteer
Stable enough to enter employment
Able to keep my job and earned income which might have been lost through being homeless

Outcomes for single clients
Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly
Being able to create and manage a home successfully
Become more confident and resilient which leads to being able to avoid becoming homeless again
Become more independent
Able to reconnect with family
Young homeless people are able to return to their families
Having a stable income, less debt and more money improves the family's quality of life
Emotional support leads to better mental health and fewer mental health problems
More likely to seek out the help needed from other agencies in future
Substance abuse has reduced
Substance abuse has stopped
Stable enough to go back into further education
Stable enough to volunteer
Stable enough to enter employment
Able to keep my job and earned income which might have been lost through being homeless

Negative outcomes

There were few negative outcomes mentioned:

'Could have become dependent at the beginning cos I needed the support worker to answer the questions I had, but not now, but felt OK when support ended cos everything was under control'
'Anxious when being signed off support but OK and not had to use support again'
'None. There were a few things she couldn't help with but they were minor'

There was one negative which was down to others:

'Could have been sorted more quickly if I had been referred when in B&B accommodation - that was a horrible experience for me'

One negative outcome concerned the impact of the loss of the funding for the ESW:

'Loss of the ESW/children's support. This will make a big difference to me and the kids, especially my daughter. The longer term impact on them will be more important than the benefits/money outcomes.'

This was discussed with the Shelter staff following the interview. Staff had recognised this would have an impact on this family, and were going to continue to support the client's daughter through the support worker's normal visits, but this had just not been discussed with the father yet. In view of this, and that it was one client, it was judged that this was not a negative outcome, and the worry caused would be temporary.

Materiality and outcomes not included

The outcomes derived from the interviews with clients that were used in the analysis were considered to ensure that they were relevant and significant.

The outcomes included were all relevant, in that they were either included as desired outcomes in the Service Level Agreements with Dumfries and Galloway Council, or they were part of Shelter's policy work on homelessness and were based on the research evidence that Shelter uses to support its work. Thus clients achieving these outcomes to a greater or lesser extent will be a key factor in decisions made by the Council on renewal and/or renegotiation of Shelter's support contract. None of the interview responses seemed to suggest outcomes were being experienced which were not directly relevant to the terms of the SLA.

There was only one outcome mentioned by individual interviewees which was not included on grounds of significance: 'Improvements in physical health through taking more exercise.' Many interviewees did not mention their physical health had improved (even when prompted), and the Service Level Agreement does not include a requirement to address clients' physical health, except in a very general instruction to ensure a healthy lifestyle. Some clients did talk about having taken up a healthier lifestyle, but mental health and well-being improvements were reported to be much more important. Lack of inclusion of physical health outcomes is not likely to affect any decisions made based on this analysis.

2.3.2. Children

As well as the above reports from parents, there was evidence of outcomes for children from the Keys to the Future evaluation. The final report of this work did not contain a note of what questions were asked, but judging by the responses given, and following discussion with the Deputy Manager in charge of the Families team who supported the evaluation team, it would appear that the questions asked in the Keys to the Future evaluation were fairly open-ended. The full list is:

Children are happier
Children feel safer knowing they have a more permanent home, someone is visiting regularly and they worry less
Children go out more and use community facilities on their own, have more friends and take part in new activities
Children feel their parents respect them more
Children get on better at school
Children are bullied less and are better able to cope with bullying (one interviewee did talk about the impact the project had had on bullying at school)

'Kids are doing more things' was expanded to 'Children go out more and use community facilities on their own, have more friends and take part in new activities'.

Negative outcomes

There appear to be no negative outcomes for children. Parents reported only positive outcomes, even when prompted, and the only ones mentioned were in relation to the ending of funding for the education support worker, which was reported by one parent. The work done with this one family had been quite extensive, as both children had issues of one kind or another. The worker had been instrumental in helping the parent find ways of managing their children's behaviour and establishing routines. One child had speech problems, and the worker had arranged speech therapy sessions. The project had recognised the importance of support for the children, and the worker who had been supporting the children was allocated as their housing support worker to provide some continuity, and extra hours were being organised to provide similar levels of support. At the time of interview this had not quite been put in place but was due to commence in the near future, and so the impact on the family was of a temporary nature and not likely to lead to a long-term negative impact.

Materiality and outcomes not included

In each of the above outcomes, there was evidence both from the evaluation report **and** from parents that there were significant outcomes for families and their children.

There was one outcome reported which was felt to be the starting point for a chain of events: 'Children are more confident in talking to adults' and so it was excluded.

The outcomes were all included in the Robertson Trust funding application as ones to be achieved, and they are consistent with the research evidence on the impact of homelessness on children. The outcomes are therefore relevant in making a difference to children's lives.

2.3.3. Dumfries and Galloway Council Homeless Persons Teams, Housing Benefit and Homelessness Strategy Development Officer

The first HPO interviewed had an extremely positive view of Shelter, the second one focussed on some aspects that were thought to be negative.

Out of some 1300 homelessness applications in 2010, 770 were judged to be priority homeless, so Shelter were receiving 29% of all clients in the system. The HPO would discuss what support is on offer, but many decide they do not need support. Most young people are referred, especially those in their first tenancy, as they know they will need support as their lifestyles are more chaotic.

When asked what would be the consequences of not having Shelter support workers, the HPO reported that they would lose some ability to keep up to date with people who had been referred into temporary accommodation. Shelter kept the team up to date on the progress of people in the homeless system, by providing weekly emails and reviews. The frequency of Shelter visits is for negotiation with the client, but generally Shelter is seeing clients much more frequently than the HPO's can, and normally once a week.

This helps the HPO's make better decisions about when tenants in temporary accommodation are ready for permanent accommodation e.g. because they have stabilised their lifestyle or are taking responsibility for the behaviour, debts or rent arrears. This can delay the allocation of a permanent house, but in the HPO's judgement this leads to better sustainment of tenancies. The HPO may not see a client again after referring them to Shelter and he does not have sufficient time to do home visits.

Without Shelter support, the HPO team would need to either bring in more people more regularly for progress updates and discussions, or make more home visits. The HPO reported that there were a proportion of tenants who were difficult to engage with, and that more frequent contact might be difficult to achieve, as they were seen as 'the man from the Council' whereas tenants took a different

view of Shelter support. He reported that tenants trusted Shelter workers and they were seen as more impartial.

The emotional support given to chaotic families and single people did lead to a reduction in repeat homelessness, although the HPO team is not able to track individuals through the system into the future. But as Dumfries and Galloway is a small place, and 'problem' families can be well known, the HPO's personal experience is relevant evidence of the impact of support work on repeat homelessness. There were instances in the case files of individuals who had been homeless on several occasions, and who were therefore well known, who were now sustaining their tenancy. When asked what would happen without Shelter support, the view was that within the year, there would be a revolving door effect as more tenants failed to sustain their tenancies.

When someone is allocated a permanent house, the responsibility of the HPO team ends. Shelter however run on the support, depending on clients' needs, and so this is an important factor in ensuring that households sustain their tenancies.

The outcomes for the HPO teams were identified as:

More emotional and practical support for homeless people leads to prevention of repeat homelessness
Avoiding the failure to progress homeless people from temporary into permanent accommodation
Support workers are able to engage with clients which HPO finds it difficult to engage
Saving time in face-to-face work with clients and more appropriate decisions made on referral for permanent accommodation as support workers keep staff updated on progress

In addition, it was clear from all interviews with clients, and from analysis of the case files, that the administration of the Housing Benefit regulations by the Council was being positively impacted on by Shelter. All changes to clients' circumstances have to be notified to Housing Benefit staff, and this can sometimes result in suspension of benefit for a period. There were a number of instances cited in the case files where clients had given inaccurate information themselves direct to Housing Benefit, or had not provided information which had been asked for, they had had their benefit suspended and they subsequently ended up in rent arrears. Shelter staff were therefore asked to help the client sort this out and reinstate their benefit. There were numerous instances in the case files (and reported in the client interviews) where Shelter staff had helped clients negotiate changes in circumstances by helping clients write letters etc which avoided suspension of benefits. The smooth operation of the Housing Benefit system and provision of accurate information helps the processing of claims, but also helps reduce the level of arrears that clients might incur, which in turn ensures that they are more likely to be offered permanent accommodation. An additional outcome was therefore added:

Saving time on processing Housing Benefit applications as people have support to complete forms on time and forms are more accurate.

Negative outcomes

Another of the HPO's discussed some of their views, which were particularly related to the staff and how well their views corresponded with the needs of the HPO and the statutory requirements that tenants were to fulfil. Instances were mentioned of where Shelter staff had not reinforced some of the HPO rules for tenants using temporary accommodation, and there was a feeling that some 'staff were not strong enough'. The consequences of these situations meant more work for HPO's in reinforcing standards and dealing with these situations. There are some instances therefore where support workers are seen to be too much on the client's side, and are not helping them by not challenging attitudes.

As for clients, there are negative outcomes for the HPO teams where individuals fail to engage with support or drop out of support. They may reappear in the homelessness system at some point, or may end up 'sofa surfing' for some time before popping up again. It was acknowledged that this did not appear to be happening frequently, but it occurs often enough for the HPO's to be affected.

Materiality and outcomes not included

The impact of Shelter support on the HPO team was seen in terms of reduced staff time and administration needed to ensure tenants in temporary accommodation maintained their tenancy, and reducing the level of repeat homelessness. Both prevention of tenancy failure and reducing the risks of repeat homelessness are strategic objectives in the Dumfries and Galloway Homelessness Strategy which are acknowledged to be more important in future, so the above are material outcomes, both based on relevance and significance. The HPO realised during the interview that with the current level of staff resources, the HPO's could not substitute for Shelter's input without a significant cost to them.

During 2010, the Commissioning and Purchasing staff of Dumfries and Galloway Council were examining the proposal to tender for support for homeless people (as well as other groups), and developing an outcomes approach to commissioning more generally across the Council. As this work on the homelessness tender had followed the principles of SROI, it identified a need to ensure outcomes for service users were the basis for contract specifications, rather than strictly controlling services. The report notes that 'the basis for commissioning outcomes is being able to clearly define the individual, service and strategic impacts the buyer requires from the service', and so this work has helped to identify those outcomes which are important for service users and other stakeholders, so is directly relevant to strategic commissioning.

There were no other outcomes identified by this stakeholder that have not been included.

2.2.4. Landlords

The representative of the landlord interviewed had their own tenancy support service for their tenancy, but despite this, they reported being at full capacity with a waiting list and unable to respond as quickly as Shelter could. They did not regard Shelter as a competitor, as 'too many people need support', but they fulfilled the same function as Shelter support workers for their own tenants, especially for young people who were first time tenants.

When asked what difference support made to tenants, they reported 'it sets them up in a home' and sets people up to be able to cope on their own. He was clear that support helped avoid tenancy failure and had a number of examples of tenants that they had housed who he would not have thought capable of sustaining their tenancy but who had succeeded with support.

Shelter support workers 'take the load off' him, and he is less worried that things are going to go wrong with some tenants. It is a relief that someone else is in close contact with the tenant and helping them maintain progress. Time is saved as Shelter staff will report repairs and deal with benefits issues, which would have meant their staff doing home visits. With a high workload, the capacity to deal with emergencies or difficult situations is restricted, and so having another agency like Shelter involved in supporting tenants is very valuable.

Due to the high demand for their service, some referrals from the homelessness team had to be queried particularly if there was a history of arrears. They only provided permanent accommodation, but the officer agreed that Shelter's support was leading those with chaotic lifestyles, debt and arrears to gain permanent accommodation more quickly.

With landlords who provide temporary accommodation, service charges are levied on tenants. Tenants who enter temporary accommodation can fail to pay these charges, or complete the paperwork for Housing Benefit, but Shelter support helps tenants meet these obligations and leads to a greater likelihood that tenants can access permanent accommodation.

The outcomes for landlords were therefore:

Reducing costs through avoiding tenancy turnover
Reducing the extent of arrears as tenants sustain their tenancy
Reducing the amount of time spent on managing tenants' issues
Meeting housing demand by shortening the length of time tenants are in temporary accommodation as tenants can better meet the criteria to move into permanent accommodation
Increasing the chance of recouping services charges in temporary accommodation

Negative outcomes

As for clients and the HPO teams, the negative outcomes were created through tenants failing to engage with support or dropping out of support. Some clients did not want a support worker there 'interfering' in their homes. In some cases where support fails, this can lead to the tenancy falling apart, but in the landlord's view, the tenancy was likely to fall apart anyway and did not see it as Shelter's 'fault'. Tenancy turnover was particularly apparent where tenants had high arrears, but was reported to be a minority of cases.

Materiality and outcomes not included

Managing situations of arrears form a large part of a Housing Manager's role, and having Shelter support workers involved in helping people claim the right benefits and manage any debts is very important, as it reduces the risk of rent arrears building up. Rent arrears and tenancy failure levels form part of the Scottish Housing Regulator's performance monitoring system for social landlords and inspection visits and reports will highlight if a landlord is performing below the average. Effective housing support performs a highly relevant and important function in meeting the objectives and priorities of a social landlord's funding.

There were no outcomes discussed in stakeholder interviews which have not been included.

2.2.5. Health Visitors

As no Health Visitors responded to requests for interviews, their outcomes were developed from what clients and other professionals reported. The one area identified across a number of stakeholder responses was in relation to child protection cases, where families had young babies or children who were deemed to be at risk, or who had been taken into care. For example, one family had had their child taken into care and the mother was pregnant again, and there was a suggestion that the baby could be removed when born. The frequency of support to the family by the Shelter worker, the ability of the worker to provide emotional support and to challenge some of the couple's behaviour combined with regular reporting of progress had led in this case to the baby staying with the couple and their other child being gradually returned from care.

Health visitors become involved in child protection cases where very young children are concerned, and the same impact as reported for social workers was expected to be the case with health visitors. The outcome identified was:

Children able to be discharged from the Child Protection Register as the family is now stable and settled, resulting in less need for home visiting.

Negative outcomes are unlikely, as referrals for health visitors are not triggered by Shelter workers, but there may be an issue about whether this stakeholder is material to the analysis. Given the importance attached to Child Protection however, and the reports from clients who had children on the CPR who valued the input of Shelter in helping them move off the register and get their children back, on balance this stakeholder and the outcome was felt to be material to the analysis.

2.2.6. NHS Addictions and Alcohol Services

The officer interviewed from the Alcohol and Drugs Partnership was operating at a policy level, so had not had significant experience of the Shelter housing support project. The discussion therefore was more from the perspective of policy and evidence rather than from practical knowledge of the impact of Shelter support workers on clients of drug and alcohol services. A Housing and Health Forum had been set up recently, which gave a better understanding of the policy links between housing support and substance misuse, but as yet had led to no joint actions. Connections were described as ‘fairly loose’.

Only 50% of those with problem drug or alcohol issues are likely to access services, which was found to be the case amongst Shelter’s client base. From the interviews and case files, it was clear that a number of people with drugs issues had stopped using or relying on methadone and taking illegal drugs. Some had significantly reduced or their problem drinking. The view from the ADP perspective was that a significant proportion of people with drug problems would resolve their substance misuse anyway without professional input. Life circumstances around them change and they feel the need to reduce their drug use.

Problem alcohol consumption is more difficult to tackle, as individuals can be older and more entrenched in abuse and there is far greater availability of alcohol.

There appears to be no research as yet about what role housing support plays in reducing substance misuse.

The outcomes which are likely to arise from greater support of those with substance abuse are:

Reduced demand for services from individuals whose case has been closed as a result of stopping substance misuse

Freeing up resources to spend time with other clients as demand for support is reducing in line with reduced substance misuse

Negative outcomes

A small number of clients were referred to drug and alcohol services as their substance misuse was considered to be beyond the boundaries for support workers to help with, and the increase in demand for services would be a negative outcome.

Materiality and outcomes not included

Alcohol and Drugs Partnerships have been charged by the Scottish Government to develop relationships and links with Housing services in order to ensure that people with substance misuse problems have support at an early stage. This ‘Housing First’ approach is based on the proposal that by stabilising people’s housing situation, moving people to a new area and changing their social networks will increase the likelihood of becoming independent of substance misuse.

2.2.7 NHS mental health services and CAMHS services

As no mental health professionals responded to requests for interviews, their outcomes were developed from what clients reported, as well as the views of the other stakeholders interviewed. Mental ill health is recognised as a particular risk factor for homelessness, and a feature of many people who are in the homelessness system, and Shelter’s case load is no different.

Mental health and well-being improvements were reported by a significant number of clients and many reported that they had reduced or stopped their medication, which would have an impact on GP’s who are supporting people to manage their mental health. In many cases, emotional support was reported to be the most important aspect of Shelter support. Some clients reported that they had

been offered counselling in the past, but had been able to do without it because Shelter gave them similar help. Shelter staff are not trained counsellors, and there are boundaries to what support can do to help individuals manage their mental health, but many clients reported that they attributed their mental health improvements to the emotional support given by workers.

In the case files there were reports of support workers noting that they were helping more chaotic clients to take their medication as prescribed, and thus avoiding the need for clients to access mental health services when they became ill again.

18 people reported they had attempted suicide before accessing Shelter support, and 6 of the clients interviewed said that without the support they would either be dead, or would have experienced a severe breakdown.

Some children were receiving support from Children and Adolescent Mental Health Services. From the client interviews and the case files, it was clear that the work of the family support workers and the education support worker was very important in promoting the mental well-being of these children. The communal activities programme supported by the Education liaison Worker e.g. homework clubs, allowed children and young people to share their experiences with other children, and it helped them to talk about e.g. bullying at school and how to deal with it.

The outcomes for the mental health system were identified as:

Reduced demand on GP services as mental well-being of adults improves
Reduced demand on mental health support
Reduced demand on mental health inpatient services as people avoid breakdown or suicide attempts
Reduced demand on CAMHS services as mental well-being of young people and children improves

Negative outcomes

A small number of clients were referred to mental health services for mental health support, as their issues were considered to be beyond the boundaries for support workers to help with, and the increase in demand for services would be a negative outcome.

Materiality and outcomes not included

There were no outcomes for this stakeholder excluded from the analysis. On the question of materiality, given the recognition in the research about the relationship between experience of homelessness and poor mental health, these outcomes are highly relevant, and the results of the engagement with clients demonstrated how important these outcomes are to the users of Shelter support and should be reflected in their significance to the mental health system.

2.2.8. Social Work Childrens Services

The social work interviewed in depth had worked quite closely with Shelter, and had about 4 families as clients at the time who were also receiving support from Shelter. She characterised Shelter families work as a 'valuable service'.

The kinds of support Shelter offered that she did not need to do were helping with housing-related issues, managing money and debts, setting up repayments and reducing the impact of difficulties that clients had carried forward from their past which when overcome helped them then move on in a positive way. She reported that to do this would take up much more of her time that could be better spent with clients – and she would have to do this sort of work more frequently.

Shelter support workers had been able to identify changes in individuals and identify issues of concern before they got out of hand. She reported that clients with needs were signposted more

quickly than she could do, and that this helped avoid breakdowns in the family, and children therefore being able to stay with their families and not have to be taken into care.

She agreed that having Shelter seek Community Care Grants for clients was a direct saving to the department, and they only occasionally had to provide this type of financial aid to families.

She said Shelter's work dovetailed very well with her own, and they were very good at updating her so neither replicated the other's input to the same families. Quite often, Shelter is 'keeping us connected with difficult families that don't want to engage', and the Shelter support worker will mediate with the client when they have not been in touch with their social worker. Families can fail to engage with social work because of the difficult decisions that sometimes have to be taken, which leads to a poor view of social work, but if the parent/s don't want to engage with this discussion with social work, the support worker will talk to both parties. This can provide social work with the information they need to ensure that children are safe and not being neglected or harmed and can help the client understand why social work might be concerned about their attitudes or behaviour, and help clients change. This process allows the social worker to fulfil their statutory duty by either getting renewed access to see the child and parents, or by receiving reports from Shelter, as a trusted intermediary. She reported that she trusted the judgment of the support workers, because they keep in contact, are open and upfront with families, but also because of the feedback given by families that they appreciate the Shelter support and could speak easily to the support worker.

There were a number of young people in Shelter's case load who were young people and first time tenants. The HPO's deem these to be particularly vulnerable, and the case files showed that they were leaving their families due to disputes or a breakdown of relationships, meaning that they could be particularly vulnerable during the stressful time in temporary accommodation.

The outcomes identified were therefore:

Families can be signed off from social work support
Less time needed to supervise cases as Shelter support workers keep staff updated on progress
Clients move on in a positive way and are coping with issues that cannot be addressed by social workers
Avoided foster/residential care as families avoid becoming homeless again or avoid relationship breakdown
Saving emergency funds as clients in need are able to claim community care grants
Care leavers are coping successfully and need less support

Negative outcomes and outcomes not included

A small number of clients were referred to social work due to concerns about child safety, and where the situation was considered to be beyond the boundaries for support workers to help with, and the increase in demand for services would be a negative outcome.

One care leaver was reported in the case files to be struggling, and the person had been referred back to the Leaving Care team for additional support, which would be an increased demand on their service.

The stakeholder did not herself identify any negative outcomes, and there were no other outcomes discussed which were not included.

Materiality

The outcomes identified were having a direct impact in terms of the service goals in working with vulnerable families who had children on the Child Protection Register or who potentially could be at risk. This is a statutory duty of children and families social workers, and therefore the outcomes from working with Shelter are directly relevant to social work services. This is particularly true of families

who are not engaging with social work support, who could be a matter of significant concern if social workers cannot gain access to children.

2.2.9. Social work adult care

The social worker contacted said that she had only had a small number of clients who had received Shelter support, and the case files showed there were only a small number of people classed as 'vulnerable adults' in Shelter's case load. The children and families social worker gave additional perspectives on working with vulnerable adults as did the HPO, and the outcomes were identified as:

Less time needed to supervise cases as Shelter support workers keep staff updated on progress

Saving emergency funds as clients in need claim community care grants

As with health visitors, there may be an issue about whether this stakeholder is material to the analysis. Given that for this stakeholder, support for vulnerable adults with high levels of need is a statutory duty, and client reports that the Shelter support was important to them, on balance this stakeholder and the outcome was felt to be material to the analysis.

2.2.10. Social Work Criminal Justice teams

As criminal justice staff did not respond to requests for interviews, the outcomes from this stakeholder were developed from what clients reported, as well as the views of the other stakeholders interviewed.

A proportion of Shelter clients have offending backgrounds, and another group have had persistent problems with anti-social behaviour and drugs charges. A number were known to be on probation or Drug Testing and Treatment Orders, which would be overseen by these teams. The outcome identified was similar to other stakeholders such as social work, where Shelter staff kept those with a statutory responsibility up to date with client progress, as workers were seeing individuals much more frequently:

Less time needed to supervise cases as Shelter support workers keep staff updated on progress

Again, there could be an issue about the materiality of this stakeholder, but given the statutory nature of their involvement with clients in the criminal justice system, the outcome was thought to be relevant and the numbers of clients significant enough to justify inclusion. Many clients talked about how Shelter support had led them to consider their previous behaviour and change their attitudes to the extent that they were not involved in any offending behaviour now.

2.2.11. Schools

At the time the analysis was undertaken the schools had broken up for the summer. The evidence of outcomes however could be taken from the Keys to the Future evaluation, the project work that children involved in the education project activities had produced and what parents themselves reported about their children's progress at school when interviewed. The case files contained information for some children about exclusions and behaviour problems in school, and the progress was being made. The outcomes identified were:

Children do not require auxiliary support in class as they are supported in their learning and home work

The need for behaviour or guidance support is reduced as bullying reduces and children become more resilient

Attendance of at risk children is maintained or improved

Fewer children are excluded from school

There may be other outcomes for school, but no others were identified by parents or the KTTF evaluation. The Scottish Government monitoring of school performance includes KPI's on exclusions and guidance activities, and so these outcomes are all relevant to schools.

2.2.12. CAB

Benefits issues are a major part of the administrative caseload managed by Shelter workers. 92 clients received help with benefits and/or debts, and many of these were routine matters, which support workers could help with. Shelter staff work closely with the CAB, particularly over appeals which cannot be dealt with by support workers. The CAB however did not respond to requests for interviews, and Shelter staff reported on the feedback they had had from the CAB, and clients also reported on benefits issues. A number of clients reported that their benefits and debt situation was being addressed with the help of Shelter support workers, in preference to CAB. Their situations were often emergency ones e.g. women fleeing domestic violence at short notice, and leaving the home with nothing, and the immediate help of an agency was vital. Such clients may be seen by a support worker within a day if referred by the HPO, and the benefits claim process initiated at the first interview. CAB, due to the volume of clients, is unable to offer this service.

Many clients had never had to claim benefits before in their lives, and had never heard of CAB, but they were in a situation of needing crisis loans or budget loans for basic living costs. In desperation, they may have been told about CAB and gone to them, so Shelter's benefits service was helping divert clients away from CAB. Support workers also helped to set up repayment plans for debt, which is another function that CAB's fulfil. The outcomes identified were:

Reducing demand on the service as support workers can deal with routine cases
Reducing the number of benefits appeals handled

In relation to the second outcome, the case files showed that many clients were refused e.g. budget loans at first, and support workers helped with appeals. There were instances in the case files of appeals for ESA (Employment Support Allowance) that Shelter staff were dealing with on behalf of clients. This again is a function that CAB could otherwise help with. The second outcome was not included as no information could be found on the costs, from the perspective of the CAB, of undertaking appeals, so it could not be included.

With around 30 hours on average spent by support workers on administration (emails, letters, phone calls etc) on behalf of clients, and over 45% of all Shelter clients requiring help with benefits issues, the diversion of clients away from CAB could be significant. This allows the CAB staff to focus their knowledge and expertise on more complex cases which cannot be undertaken by support workers.

2.2.13. Jobcentre Plus/DWP

The Job Centre and DWP are both positively and negatively impact on by the Shelter housing support service. Clients who are employed when they become homeless and are supported to retain their jobs, and those clients interviewed who were in this situation talked about the importance of the support in helping them to keep working. The practical support was essential to them keeping their jobs, and this prevents the need for new claims. A proportion of clients were also able to get jobs with support and move off benefits. Stabilisation of their housing situation was an important factor in this, but for some, their improving confidence and self-esteem and the encouragement of support workers was an important factor in looking for employment.

The effect of accurate completion of claim forms and other paperwork because clients had help from support workers was also assumed to work to the benefit of the DWP. This avoided the need for extended correspondence, and repeated closure and opening of case files. There were examples in the case files of where clients had not followed support workers' advice, and had submitted their own but inaccurate paperwork, which had led to repeated phone calls and letters to sort out.

The outcomes identified were therefore:

Increasing the number of unemployed people who move into employment

Reducing the number of new claims as people in jobs who become homeless manage to sustain their employment

Saving time on processing benefit claims as people have support to complete forms on time and forms are more accurate

The negative outcome identified was the additional claiming of Community Care Grants by clients.

Appendix 3

Indicators, quantities, sources and assumptions

The indicators used in the impact map to measure outcomes are of three kinds:

- Subjective indicators, based on self-reporting by stakeholders during interviews and evaluation feedback forms
- More 'objective' indicators, derived from the case files and the records of progress using the support matrix or Outcomes Star
- Reports by other stakeholders (or staff) which are relevant to the outcome.

Shelter had been using its own Support Matrix framework for some time to record and measure progress of its clients. The dimensions of this support matrix had been derived from research into homelessness and have therefore been tested with this client group as being appropriate to measure their own outcomes. There were some outcomes where it was felt that additional information was needed to fully evidence that outcomes were being achieved, and this was gathered through the client interviews and survey. The support matrix measures progress on 9 dimensions:

Accommodation
Living skills
Physical health
Emotional/mental health
General health
Substance misuse
Personal safety
Financial
Social education/employment

In practice, many of the general health scores were not recorded. The higher the score (on a five point scale) the higher the risk or significance of the problem.

The Homelessness Outcomes Star records 10 dimensions, similar to the support matrix but subtly different:

Motivation and taking responsibility
Self care and living skills
Managing money
Social networks and relationships
Drug and alcohol abuse
Physical health
Emotional/mental health
Meaningful use of time
Managing tenancy and accommodation
Offending

The Outcomes Star scoring system reverses the scoring for the support matrix: the higher the score the less the significance of the issue in the client's life. The change in these scores over time for individual clients was analysed and used as indicators for the appropriate outcome.

The results from the client interviews, which constituted around 30% of the clients at the time, were applied to the total number of clients to get some of the quantities. The exact percentages of clients reporting each outcome from the interviews can be found in the full impact map in the accompanying Excel spreadsheet, as Comment boxes attached to each cell. In addition, some of the quantities of indicators were based on analysis of all case files. Each case file contained initial referral interview data, and diary entries recording client progress and significant changes. The quantities used in the calculation and the Excel version of the impact map are highlighted in red, while those indicators not carried forward to the excel version of the impact map (and therefore not relevant to the calculation)

are not coloured in the tables below. These indicators have been left in the table below to help Shelter focus on areas where their data collection could be improved, and to make suggestions of what the best areas are to focus on in their systems development in future.

The quantities for indicators for client outcomes used in the final version of the Excel impact map (and those quantities in the coloured boxes in the tables below) reflect clients who demonstrated both indicators applied to them. Thus where there are two indicators used, the second indicator refers to the group of clients who were also found to report this second indicator or were referred to in the case files. Thus only the numbers of clients who satisfied both conditions were included in the analysis. In all but one case, the lower quantities figure has been used in the impact map calculation.

There is one example where a higher quantity has been used to value the outcome. This has occurred where there were reports from client interviews which suggested a higher quantities figure, but were not as high when derived from the case files. The case files were found to be incomplete: support workers did not always record sufficient data to easily pick out when something had changed for their clients. The case files however had sufficient detail in them to infer that a change had occurred. This was with single homeless people: the number of clients who directly reported they were settling in well was higher than the support worker's reports, but the case files analysis gave sufficient confidence that a higher proportion had in fact settled well.

Stakeholder	Outcome	Indicator	Source and derivation	Quantity
Adults with families	Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly	The number of families where their engagement with support is made a condition of allocation to permanent accommodation and who then move to permanent tenancies	Diary entries from client case files and stakeholder interviews.	13
	Become more confident and resilient which leads to being able to create and manage a home successfully	The number of families who report they are budgeting well	Diary entries from client case files	18
		The number of families who report they are more confident	Stakeholder interviews and survey. 29% of those surveyed applied to 89 families	26
		The number of families not homeless before where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files. 55 reported to be doing well in their tenancy from case files, broken down by whether had homelessness history. Case files however were found to be incomplete	36
		The number of families not homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. 76% of those interviewed said this, applied to 52 families who have not been homeless before	40
		The number of families who improve their scores on taking responsibility and improve self-living skills (Outcomes Star) and on accommodation and living skills (Support Matrix)	Outcomes Star scores and Support Matrix scores. 6 clients with positive outcomes star scores and 44 with positive support matrix scores	50
	Become more confident and resilient which leads to being able to avoid becoming homeless again	The number of families who have been homeless before where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files. 55 reported to be doing well in their tenancy from case files, broken down by whether had homelessness history	26
		The number of families who have been homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. No double counting of people - clients split into 2 groups: homeless before and not homeless before. 76% of those interviewed said this, applied to 37 families who have been homeless before	28
		The number of families who report they are more confident	Stakeholder interviews and survey. 29% of those surveyed applied to 89 families. Reinforced by evaluation forms which show that out of 10, confidence is rated at 8.9	26

	The family are getting on better	The number of families where support workers report they are getting on better	Diary entries from client case files	31
		The number of families who report they are getting on better	Stakeholder interviews and survey. 24% report a better family life or the family has been kept together, applied to 89 families	21
	Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy	The number of families where the children have been returned home	Diary entries from client case files	4
	The family is able to manage without the stigma of social work support	The number of families who have been signed off social work support	Diary entries from client case files	7
	Having a stable income, less debt and more money improves the family's quality of life	The number of families who are repaying their arrears or debts	Diary entries from client case files	18
		The number of families who report they have more money	Diary entries from client case files and stakeholder interviews. 59% reported this applied to 89 clients	52
		The number of families who report they are confident their housing situation is financially sustainable in long term	Stakeholder interviews and case closure evaluation forms.	32
		The number of families who report their quality of life has improved as a result of having more money	Diary entries from client case files and stakeholder interviews. 53% report this, out of 52 who report they have more money	28

		The number of families who improve their scores on managing money (Outcomes Star) and on financial (Support Matrix)	Outcomes Star scores and Support Matrix scores. 3 positive outcomes star and 30 positive support matrix scores	41
	The family is less socially isolated	The number of families who report they are less isolated	Diary entries from client case files and stakeholder interviews. 12% reported this applied to 89 families	10
		The number of families who report doing things more outside of the house	Diary entries from client case files	6
		The number of families who improve their scores on social networks and relationships (Outcomes Star) and on social (Support Matrix)	Outcomes Star scores and Support Matrix scores. 3 families outcomes star, 30 support matrix	33
	The family feels more safe and secure	The number of families who report they feel safer	Stakeholder interviews and survey and case closure evaluation forms. 6% report feeling safe and 35% say their kids are happier, applied to 89 clients. 81% from evaluation forms would suggest a higher figure of 71 clients will feel safe	36
		The number of families who report they are living in an area they want to be in	Case closure evaluation forms.	26
		The number of families who report they feel very safe in their new home	Case closure evaluation forms	26
		The number of families who improve their scores on personal safety	Support Matrix scores	15

	Emotional support leads to better mental health and fewer mental health problems	The number of families who report that their mental health has improved	Stakeholder interviews and survey. 65% of those surveyed	58
		The number of families who improve their scores on emotional and mental health	Outcomes Star scores and Support Matrix scores. The above quantity was used as the lack of repeat scores for some clients will have led to underestimation	29
	More likely to seek out the help needed from other agencies in future	The number of families who report they would now trust other agencies and would seek their help	Stakeholder interviews and survey. 6% of interviewees reported this. Material outcome as it was ranked highly by those who reported it	5
	Substance abuse has reduced	The number of families who report reducing their drinking or are stable on methadone	Diary entries from client case files and stakeholder interviews	3
	Substance abuse has stopped	The number of families who report they have stopped problem drinking or have come off drugs	Diary entries from client case files and stakeholder interviews	5
	Stable enough to go back into further education	The number of people who have gone to college	Diary entries from client case files and stakeholder interviews	15
		The number of people who are thinking about going to college	Diary entries from client case files and stakeholder interviews	6
	Stable enough to volunteer	The number of people who are now volunteering	Diary entries from client case files and stakeholder interviews	6

		The number of people who say they want to take up volunteering	Diary entries from client case files and stakeholder interviews	5
	Stable enough to enter employment	The number of people who have got a job	Diary entries from client case files and stakeholder interviews	5
		The number of people who are seeking work	Diary entries from client case files and stakeholder interviews	1
	Able to keep my job and earned income which might have been lost through being homeless	The number of people who have been able to keep working while homeless and in temporary accommodation	Diary entries from client case files and stakeholder interviews	14
	Families remain homeless and do not resolve their situation	The number of families who did not engage at the referral or initial assessment stage	Diary entries from client case files	4
	Families do not improve their situation and are at risk of becoming homeless again	The number of families where children are placed on the CPR during support	Diary entries from client case files	1
		The number of families who fail to sustain their engagement with support	Diary entries from client case files	4
Single people	Being able to demonstrate stability leads people to be able to move into permanent accommodation	The number of people where their engagement with support is made a condition of allocation to permanent accommodation and who then move to permanent tenancies	Diary entries from client case files and stakeholder interviews. 48% of those 38 who have been homeless before	18

	Become more confident and resilient which leads to being able to manage a home successfully	The number of people who report they are budgeting well	Diary entries from client case files	11
		The number of people who report their confidence has improved	Stakeholder interviews and survey. 42% report this applied to 113 clients	48
		The number of people not homeless before where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files. 67 were specifically reported by staff to be sustaining their tenancy 26 of whom are homeless people, so 41 not homeless before	41
		The number of people not homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. 100% of 19 clients reported this, applied to 75 clients who have not been homeless before	75
		The number of people who improve their scores on taking responsibility and improve self-living skills (Outcomes Star) and on accommodation and living skills (Support Matrix)	Outcomes Star scores and Support Matrix scores. 5 positive outcomes star scores and 35 support matrix	40
	Become more confident and resilient which leads to being able to avoid becoming homeless again	The number of people who have been homeless before where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files. 67 were specifically reported by staff to be sustaining their tenancy 26 of whom are homeless people	26
		The number of people who have been homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. Case files are not complete, and 100% of clients interviewed said they were confident they would sustain their tenancy now	38
	Become more independent	The number of people who report they are more independent now	Stakeholder interviews and survey. 37% report this applied to 113 clients	42

	Able to reconnect with family	The number of people who report they are now seeing their family regularly	Stakeholder interviews and survey. 32% report this applied to 113 clients	36
	Young homeless people are able to return to their families	The number of young people who have a planned return to their own family	Diary entries from client case files	4
	Having a stable income, less debt and more money improves my quality of life	The number of people who are repaying their arrears or debts	Diary entries from client case files	20
		The number of people who report they have more money	Stakeholder interviews and survey. 53% applied to 113 clients	59
		The number of people who report they are managing well financially	Stakeholder interviews and survey. 32% of people report this applied to 113 clients	36
		The number of people who report their quality of life has improved	Stakeholder interviews and survey. 37% applied to 113 clients	42
		The number of people who improve their scores on managing money (Outcomes Star) and on financial (Support Matrix)	Outcomes Star scores and Support Matrix scores. 2 positive outcomes star scores and 25 support matrix	27
	Emotional support leads to better mental health and fewer mental health problems	The number of people who report that their mental health has improved	Stakeholder interviews and survey. 58% of those surveyed applied to 113 clients	65

		The number of people who improve their scores on emotional and mental health	Outcomes Star scores and Support Matrix scores. 2 positive outcomes star scores and 17 support matrix. The above quantity was used as the lack of repeat scores for some clients will have led to underestimation	19
	More likely to seek out the help needed from other agencies in future	The number of people who report they would now trust other agencies and would seek their help	Stakeholder interviews and survey. 5% of interviewees reported this. Material outcome as it was ranked highly by those who reported it	6
	Stable enough to go back into further education	The number of people who have gone to college	Diary entries from client case files and stakeholder interviews	7
		The number of people who are thinking about going to college	Diary entries from client case files and stakeholder interviews	3
	Stable enough to volunteer	The number of people who are now volunteering	Diary entries from client case files and stakeholder interviews	3
		The number of people who say they want to take up volunteering	Diary entries from client case files and stakeholder interviews	2
	Stable enough to enter employment	The number of people who have got a job	Diary entries from client case files and stakeholder interviews	16
		The number of people who report they are more employable	Stakeholder interviews and survey. 32% of those surveyed reported they were more employable, applied to 83 clients (113 less 16 who had got jobs and less 14 who were retired)	27

	Able to keep my job and earned income which might have been lost through being homeless	The number of people who have been able to keep working while homeless and in temporary accommodation	Diary entries from client case files and stakeholder interviews	5
	Substance abuse has reduced	The number of people who report reducing their drinking or are stable on methadone	Diary entries from client case files and stakeholder interviews	7
	Substance abuse has stopped	The number of people who report they have stopped problem drinking or have come off drugs	Diary entries from client case files and stakeholder interviews	4
	Individuals remain homeless and do not resolve their situation	The number of people who did not engage at the referral or initial assessment stage	Diary entries from client case files	13
	Individuals do not improve their situation and are at risk of becoming homeless again	The number of people who fail to sustain their engagement once being supported	Diary entries from client case files. 10 were lost contact with, but 1 was known from other client's reports to be doing well	9
	People become dependent on Shelter support	The number of clients who are unhappy that their case has been closed	Diary entries from client case files	1
Children	Children are happier	The number of families reporting that their children are happier	Parent stakeholder interviews. 35% of parents report this applied to 89 clients	31
	Children feel safer knowing they have a more permanent home, someone is visiting regularly and they worry less	The number of parent who report they have a better family life	Diary entries from client case files and stakeholder interviews	31

	Children go out more and use community facilities on their own, have more friends and take part in new activities	The number of families who report their children are doing more things	Parent stakeholder interviews. 57% of families report this out of 89	47
	Children feel their parents respect them more	Number of parents who improve their scores on attitudes towards their children's education	Keys to the Future evaluation scores. In 11 cases scores improved from 3.18 to 3.27	11
		Number of children who improve their scores on home environment and doing homework	Keys to the Future evaluation scores. In 21 cases scores improved from 3.18 to 4.28	21
	Children get on better at school	Number of children who improve their attendance at school	Keys to the Future evaluation scores. In 13 cases scores improve from 3.53 to 3.69	13
		Number of children who improve their scores on integration	Keys to the Future evaluation scores. In 23 cases, scores improve from 3.08 to 4.13	23
		Number of children who reduce their levels of exclusions	Keys to the Future evaluation. 2 children reported to reduce exclusions	2
		Number of parents who report at case closure that their child is engaging better with school	Case closure evaluation forms. 41% of parents report this applied to 28 children	11
	Children are bullied less and are better able to cope with bullying	Number of children who improve their scores on bullying	Keys to the Future evaluation scores. In 9 cases scores improve from 2.55 to 4.33	9

Dumfries and Galloway Council (Homelessness Teams and Housing Benefit)	More emotional and practical support for homeless people leads to prevention of repeat homelessness	The number of clients who have been homeless before where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files	52
		The number of clients who have been homeless before where the clients report settling well and sustaining their tenancy	Stakeholder interviews and survey. Derived from families and single people's data. Used this quantity as diary records are incomplete	66
	Avoiding the failure to progress homeless families from temporary into permanent accommodation	The number of families who require support in order to make the transition into permanent accommodation	Diary entries from client case files and stakeholder interviews	13
	Avoiding the failure to progress single people from temporary into permanent accommodation	The number of people who require support in order to make the transition into permanent accommodation	Diary entries from client case files and stakeholder interviews. This is not double counting with above	18
		The number of clients under threat of eviction or Notice to Quit who but whose cases are resolved well with no need for temporary accommodation	Diary entries and client interviews	8
	Support workers are able to engage with clients which HPO finds it difficult to engage	The number of clients who are reported to have had trouble in the past engaging with agencies but who have engaged well with Shelter support workers	Diary entries and client interviews	14
	Saving time in face-to-face work with clients and more appropriate decisions made on referral for permanent accommodation as support workers keep staff updated on progress	50% of the number of support worker hours spent in face-to-face time with clients that may otherwise be demanded of HPO's	Stakeholder interview and diary entries from client case files	1250.5

	Saving time on processing Housing Benefit applications as people have support to complete forms on time and forms are more accurate	The number of clients who have been helped to sort out Housing Benefit	Diary entries from client case files and client interviews and survey. This is an estimate 83% in the survey said they received help with HB, and 93 people are recorded in the diaries and receiving benefits advice, so assume its 83% of 93	77
	People remain homeless and do not resolve their situation	The number of clients who did not engage at the referral or initial assessment stage	Diary entries from client case files	17
	People do not improve their situation and are at risk of becoming homeless again	The number of clients who fail to sustain their engagement and are at risk of slipping back into chaotic lifestyles	Diary entries from client case files	13
	Support workers do not reinforce DGC HPO standards in temporary accommodation leading to more time spent by HPO teams to resolve	Estimated number of case this applies to	Stakeholder interview	11
Landlords	Reducing costs through avoiding tenancy turnover	The number of families who have been homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. 76% of those interviewed said this, applied to 37 families who have been homeless before	28
		The number of single people who have been homeless before where they report settling well and sustaining their tenancy	Stakeholder interviews and survey. Case files are not complete, and 100% of clients interviewed said they were confident they would sustain their tenancy now – NB the quantities are not double counted with the above	38
		The number of tenants who are referred for preventative work who avoid becoming homeless	Diary entries. 20 singles less 3 unsuccessful, plus 3 families	20
		The number of clients under threat of eviction or Notice to Quit who but whose cases are resolved well with no need for temporary accommodation	Diary entries and client interviews	8

	Reducing the extent of arrears as tenants sustain their tenancy	The number of tenants who are repaying their arrears or debts	Diary entries from client case files	38
	Reducing the amount of time spent on managing tenants' issues	The number of tenants who have been helped to sort out Housing Benefit	Diary entries from client case files and client interviews and survey	77
		50% of the number of support worker hours spent in face-to-face time with clients that may otherwise be demanded of housing staff	Stakeholder interview and diary entries from client case files	1250.5
		The number of tenants who have been helped to sort out utilities	Diary entries from client case files and client interviews and survey	32
	Meeting housing demand by shortening the length of time tenants are in temporary accommodation as tenants can better meet the criteria to move into permanent accommodation	The number of tenants where their engagement with support is made a condition of allocation to permanent accommodation and who then move to permanent tenancies	Diary entries from client case files and stakeholder interviews	31
		The number of additional weeks not spent in temporary accommodation by tenants who are able to be accepted for permanent accommodation	Diary entries from client case files. 31 tenants for average of 14 months, or 56 weeks	1736
	Increasing the chance of recouping services charges in temporary accommodation	The number of tenants who are repaying their arrears or debts who are in temporary accommodation and paying their service charges	Diary entries from client case files	38
	Tenants fail to engage with support and the tenancy is abandoned	The number of tenants who fail to engage with support and have abandoned their tenancy	Diary entries from client case files	10

	Tenants do not manage their money and fail to pay their arrears	The number of tenants who fail to pay their arrears	Diary entries from client case files	17
Health visitors	Children able to be discharged from the Child Protection Register as the family is now stable and settled resulting in less need for home visiting	Number of families where children have come off the CPR	Diary entries from client case files	7
NHS addictions and alcohol services	Reduced demand for services from individuals whose case has been closed as a result of stopping substance misuse	Number of people who have stopped substance abuse and whose cases can be closed	Diary entries from client case files and stakeholder interviews	9
	Freeing up resources to spend time with other clients as demand for support is reducing in line with reduced substance misuse	Number of people who have reduced their substance abuse and who need less support	Diary entries from client case files and stakeholder interviews	10
		50% of number of face to face hours of support given to clients with drugs and alcohol problems	Diary entries from client case files. 28% of families, or 25, for 344 hours, and 45% of singles, or 51, for 571 hours	458
	Increased demand on addictions support	The number of new clients who have been referred by Shelter for addictions support	Diary entries from client case files and stakeholder interviews	2
NHS mental health services	Reduced demand on GP services as mental well-being of adults improves	Number of people who report their mental health has improved	Stakeholder interviews and survey	123
	Reduced demand on mental health support	Number of people who have a recognised mental health problem at assessment but who are not seeing mental health support services	Diary entries from client case files and stakeholder interviews	38

	Reduced demand on mental health inpatient services as people avoid breakdown or suicide attempts	Number of people who report that without support from Shelter they would have had a breakdown or attempted suicide who have a prior history of suicide attempts	Stakeholder interviews and survey	6
	Increased demand on mental health support	The number of new clients who have been referred by Shelter for mental health support	Diary entries from client case files and stakeholder interviews. 7 families and 4 singles	11
CAMHS	Reduced demand on CAMHS services as mental well-being of young people and children improves	Number of children who have been able to be signed off the CPR	Diary entries from client case files	7
Social Work Integrated Childrens Services Team	Families can be signed off from social work support	Number of families where children have come off the CPR	Diary entries from client case files	7
	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Number of families where social workers are receiving information from support workers and do not have to visit	Diary entries from client case files	20
	Clients move on in a positive way and are coping with issues that cannot be addressed by social workers	Number of families receiving help with managing money, debts and dealing with issues carried forward from previous difficult situations	Stakeholder interviews and diary entries from client case files	26
		50% of number of hours of face to face client work by Shelter	Diary entries from client case files. 20 families pro rata to 89 clients is 22%, of 1231 hours in total	135
	Avoided foster/residential care as families avoid becoming homeless again or avoid relationship breakdown	Number of families who report they have avoided their children being taken into care	Diary entries from client case files and stakeholder interviews	3

	Saving emergency funds as clients in need are able to claim community care grants	Number of families receiving community care grants	Stakeholder interviews and diary entries from client case files	43
	New clients referred to social work	Number of referrals made to social work	Diary entries from client case files	3
Social Work Leaving Care teams	Care leavers are coping successfully and need less support	Number of care leavers where the support worker reports they have settled well and are sustaining their tenancy	Diary entries from client case files	5
	Care leavers are struggling to cope and need more support	Number of care leavers who are reported to be struggling and may need more support	Diary entries from client case files	1
Social Work Adult Care Teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Number of people where social workers are receiving information from support workers and do not have to visit	Diary entries from client case files	7
	Saving emergency funds as clients in need claim community care grants	Number of people receiving community care grants	Stakeholder interviews and diary entries from client case files	38
	New clients referred to social work	Number of referrals made to social work	Diary entries from client case files	1
Social Work Criminal Justice teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Number of people where social workers are receiving information from support workers and do not have to visit	Diary entries from client case files. 10 families and 4 singles	14

Schools	Children do not require auxilliary support in class as they are supported in their learning and homework	The number of children who are getting help with homework from the education support workers and who are improving their scores on home environment and doing homework	Keys to the Future evaluation scores. As above for children	21
	The need for behaviour or guidance support is reduced as bullying reduces and children become more resilient	Number of children who improve their scores on bullying	Keys to the Future evaluation scores. As above for children	9
	Attendance of at risk children is maintained or improved	Number of children who improve their attendance at school	Keys to the Future evaluation scores. As above for children	13
	Fewer children are excluded from school	Number of children who reduce their levels of exclusions	Keys to the Future evaluation scores. As above for children	2
Citizens Advice Bureau	Reducing demand on the service as support workers can deal with routine cases	The number of clients given benefits and money/debt advice by Shelter	Diary entries from client case files	92
Job Centre/DWP	Increasing the number of unemployed people who move into employment	The number of people who get jobs	Diary entries from client case files	21
	Reducing the number of new claims as people in jobs who become homeless manage to sustain their employment	The number of people who have retained their jobs on becoming homeless	Diary entries from client case files	19
	Saving time on processing benefit claims as people have support to complete forms on time and forms are more accurate	The number of people who make claims for benefit	Diary entries from client case files	92

	Additional spend on Community Care Grants	Number of people receiving community care grants	Diary entries from client case files	81
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Appendix 4

Valuations, financial proxies, sources and assumptions

Client valuations

During interviews, clients were asked to give their own valuation, in money terms, of the outcomes arising from Shelter support. Clients were asked to value individual outcomes as well as give a global valuation, which was used as a 'reality check' for the value calculated per client.

Some clients found this easy to do, others found it difficult. There were a range of global valuations given:

- Having a personal assistant
- Having a personal assistant and a counsellor
- Having someone just for me
- The cost of buying my own home
- Two or three times the cost of a house

These are all high valuations, suggesting something in the region of £25,000 per client, based on having one's own PA exclusively for their own use. A number of clients interviewed had only recently realised that their support worker would be seeing other people, and although clients were seen about one hour per week face-to-face the support worker did almost twice that time in admin tasks such as benefits claims, and to the clients, it seemed like the support worker was wholly there for them.

For individual outcomes, some clients had ranked certain outcomes and specifically their valuations were of this outcome. The following table lists these individual valuations, but as Appendix 2 above notes, some of these outcomes are part of chains of events and other were reworded.

	Reports	Rank	Valuations reported	Individual valuation	Further information
Having a home	19	1	PA plus (3 said this), £15K, £14K,, £5K?, counsellor, PA, more than cost of leaving care team support, solicitor	£28,831, £28,831, £28,831, £15,000, £14,000, £5,000 (?), £30,000, £51,233. Suggests a valuation on average of £25,216 or £25,000	Cost of leaving care per young person, for all services, is £21,800 pa, from www.york.ac.uk/inst/spru/research/pdf/leaving.pdf , and assume since this is 2006 price and client said it would be more than that, that valuation was around £30K
Kids are happier	6	2	£400 per week for dedicated worker, an aunty one hour a week	£20,800, £500	Being an aunty is equivalent to a nanny fulltime? If it's one hour per week, then would be £500
No longer suicidal	1	3	Valued all of his time as he could choose to spend it with kids	£80,000	At £9.19 per hour for 24/7
Changed my view on life and my future	3	4	PA	£28,350	Annual salary so high value due to its importance
Able to sustain permanent tenancy	26		not separately valued - same as having a home	Suggests a valuation on average of £25,216 or £25,000	

Getting permanent accommodation	4	5	same as having a home,	Suggests a valuation on average of £12,500	Estimate from case files that around 6 months is saved - half the valuation?
More money	13	6	time to do it oneself, cost of a mobility car, 3 times CCG (2 said this), PA at tradesman's rates, £3K, money to travel abroad for 2 months, PA and counsellor	£2,000 , £3,500, £2,400, £2,780, £3,000, £3,500 , £2,780 Suggests a valuation on average of £2,850	NMW is £6.08 per hour, applied to average office time of 44 hours per client, multiplied by 3 since would take longer = £800. If choose higher rate for time would be around £2,000. Disability car contract hire costs taken from www.motabilitycarscheme.co.uk/main.cfm?Type=COYC , travel abroad at £50 per night plus £500 travel costs for 60 days = £3,500
Got/kept a job. Based on 'got a job'	3	7	much more than earnings	£17,990	Median gross is £9.19 per hour for 2009 (2010 ASHE) at www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tc%3A77-210656 , average annual salary is £17,990, which probably counts as 'much more than'
Improved my mental health	20	8	£500, counsellor(2 said this), more than a counsellor,	£500, £2,780, £2,000. Suggests a valuation of £2,000	If one hour per week @£40 ph then £2,000
More independent	4	9	no separate valuation given - use revealed preference		
Keep the family together	2	10	same as having a home,	Suggests a valuation on average of £25,216 or £25,000	
More confidence and self esteem	7	11	PA/tutor, more than a counsellor,	Suggests a valuation of £2,000	If one hour per week @£40 ph then £2,000
Someone to talk to	3	12	PA	£2,780	
Self respect	1	13	counsellor	£2,000	
Better family life	5	14	no separate valuation given - used revealed preference		
Feel safe	1	15	counsellor	£2,000	
Stopped substance abuse	2	16	The Crown Jewels, the money we save from not drinking heavily	?, £1120	Between them, 50 units per week would be 'hazardous', at a mean cost per unit of 43p, which is from www.ncbi.nlm.nih.gov/pmc/articles/PMC3085000/
Improved my behaviour	1	17	no valuation given	£2,000	
Less isolated	2	18	counsellor	£2,000	same as mental health
Managing debt (without more money)	3	19	PA	£1,400	Independent financial advisor trainee is £49,234 according to Reed, or £27 per hour, one hour per week
More likely to trust other agencies	2	20	mobility car,	£3,500	

Improved quality of life down to money	9	21	counsellor	£2,000	
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The details of financial proxies used to value outcomes is set out below, together with the source of the information. Red type indicates a negative outcome with a negative value.

Stakeholder	Outcome	Financial proxy description	Value	Source
Adults with families	Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly	50% of the value of a home as discussed with stakeholders, who gave a number of revealed preferences	£12,500.00	Stakeholder valuation
	Become more confident and resilient which leads to being able to create and manage a home successfully	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	£25,000.00	Stakeholder valuation
	Become more confident and resilient which leads to being able to avoid becoming homeless again	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	£25,000.00	Stakeholder valuation
	The family are getting on better	Cost of family mediation to improve family relations	£500.00	Average cost for family mediation per couple, from http://www.familymediationhelpline.co.uk/costs.php
	Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy	The value of having a child, as evidenced by the average spend on a child under 5 by the family. Average of the stakeholder valuation reported in the table above	£13,014.00	Liverpool Victoria Insurance Annual Survey by the Centre for Economics and Business research 'The cost of a child' 2010, at http://www.lv.com/media_centre/press_releases/lv-cost-of-a-child-survey-2010
	The family is able to manage without the stigma of social work support	Cost of a diversity and inclusion course for other people that leads to reduced discrimination	£638.40	http://www.sense-ability.co.uk
	Having a stable income, less debt and more money improves the family's quality of life	Discussed with stakeholders, and different revealed preference proxies were suggested, and this value is the average of these. See table above	£2,850.00	Stakeholder valuation
	The family is less socially isolated	Discussed with stakeholders, and two types of revealed preference proxies were suggested, and this value is the average of these	£2,000.00	Discussed with stakeholders, and two types of revealed preference proxies were suggested, and this value is the average of these

	The family feels more safe and secure	Discussed with stakeholders, and two types of revealed preference proxies were suggested, and this value is the average of these	£2,000.00	Stakeholder valuation
	Emotional support leads to better mental health and fewer mental health problems	Discussed with stakeholders, and two types of revealed preference proxies were suggested, and this value is the average of these	£2,000.00	Stakeholder valuation
	More likely to seek out the help needed from other agencies in future	Discussed with stakeholders, and one revealed preference proxy was suggested, and this value is the average of these	£3,500.00	Stakeholder valuation
	Substance abuse has reduced	50% annual spending on illegal drugs for average length of stay for all engaged clients, which is 162 days	£3,483.00	Average spend is £43 per day Drug Misuse Statistics in Scotland 2010 ISD at www.drugmisuse.isdscotland.org/publications/10dmss/10dmss.pdf
	Substance abuse has stopped	90% annual spending on illegal drugs for average length of stay for all engaged clients, which is 162 days	£6,269.40	Average spend is £43 per day Drug Misuse Statistics in Scotland 2010 ISD at www.drugmisuse.isdscotland.org/publications/10dmss/10dmss.pdf
	Stable enough to go back into further education	Future earnings differential from completing an HND/HNC qualification	£1,670.00	11.65% increase in earnings from having an HND/HNC(www2.warwick.ac.uk/fac/soc/ier/reasearcg/completed/sie04/sianese_summ.pdf), based on annual salary of 30 hours at median hourly wage for Dumfries and Galloway in 2010 of (£9.19)
	Stable enough to volunteer	The value of time spent volunteering	£2,297.50	Median gross hourly wage for Dumfries and Galloway is £9.19 per hour from Annual Survey of Hours and Earnings 2010
	Stable enough to enter employment	Average annual gross salary in Dumfries and Galloway less JSA and adding housing costs	£9,600.16	Stakeholder valuation was 'much more than the earnings'. Median gross is £9.19 per hour for 2009 (2010 ASHE) at www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tc%3A77-210656 , average annual salary is £17,990, which probably counts as 'much more than'. JSA rate based on lone parent rate for 2010. Housing based on £77.97 average for

				D&G quoted in Hansard at www.publications.parliament.uk/pa/cm201011/cmhansrd/cm110110/text/110110w0005.htm plus Council Tax for Band C
	Able to keep my job and earned income which might have been lost through being homeless	Average annual gross salary in Dumfries and Galloway	£17,990.00	Stakeholder valuation was 'much more than the earnings'. Median gross is £9.19 per hour for 2009 (2010 ASHE) at www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-210656 , average annual salary is £17,990, which probably counts as 'much more than'
	Families remain homeless and do not resolve their situation	The value of lost hope and a future, and the intervention needed to overcome the impact of this	-£3,120.00	Cost of life coaching is consistent at £60 per hour, see http://www.lifecoachingedinburgh.co.uk/index.htm#coachingfees
	Families do not improve their situation and are at risk of becoming homeless again	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	-£25,000.00	Stakeholder valuation
Single people	Being able to demonstrate stability leads people to be able to move into permanent accommodation	50% of the value of a home as discussed with stakeholders, who gave a number of revealed preferences	£12,500.00	Stakeholder valuation
	Become more confident and resilient which leads to being able to manage a home successfully	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	£25,000.00	Stakeholder valuation
	Become more confident and resilient which leads to being able to avoid becoming homeless again	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	£25,000.00	Stakeholder valuation
	Become more independent	Cost of an equivalent course that develops personal empowerment	£199.00	NLP-based course at http://www.thelearningpath.co.uk/courses.php

	Able to reconnect with family	Cost of family mediation to improve family relations	£500.00	Average cost for family mediation per couple, from http://www.familymediationhelpline.co.uk/costs.php
	Young homeless people are able to return to their families	Cost of family mediation to improve family relations	£500.00	Average cost for family mediation per couple, from http://www.familymediationhelpline.co.uk/costs.php
	Having a stable income, less debt and more money improves my quality of life	Discussed with stakeholders, and different types of revealed preference proxies were suggested, and this value is the average of these	£2,850.00	Stakeholder valuation
	Emotional support leads to better mental health and fewer mental health problems	Discussed with stakeholders, and two types of revealed preference proxies were suggested, and this value is the average of these	£2,000.00	Stakeholder valuation
	More likely to seek out the help needed from other agencies in future	Discussed with stakeholders, and one revealed preference proxy was suggested, and this value is the average of these	£3,500.00	Stakeholder valuation
	Stable enough to go back into further education	Future earnings differential from completing an HND/HNC qualification	£1,670	11.65% increase in earnings from having an HND/HNC(www2.warwick.ac.uk/fac/soc/ier/research/completed/sie04/sianese_summ.pdf), based on annual salary of 30 hours at median hourly wage for Dumfries and Galloway in 2010 of (£9.19)
	Stable enough to volunteer	The value of time spent volunteering	£2,297.50	Median gross hourly wage for Dumfries and Galloway is £9.19 per hour from Annual Survey of Hours and Earnings 2010
	Stable enough to enter employment	Net increase in income based on average annual gross salary in Dumfries and Galloway less JSA and CTB and paying for housing costs	£9,600.16	Stakeholder valuation was 'much more than the earnings'. Median gross is £9.19 per hour for 2009 (2010 ASHE) at www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tc%3A77-210656 , average annual salary is £17,990, which probably counts as 'much more than'. JSA rate based on lone parent rate for 2010. Housing based on £77.97 average for

				D&G quoted in Hansard at www.publications.parliament.uk/pa/cm201011/cmhansrd/cm110110/text/110110w0005.htm plus Council Tax for Band C
	Able to keep my job and earned income which might have been lost through being homeless	Average annual gross salary in Dumfries and Galloway	£17,990.00	Stakeholder valuation was 'much more than the earnings'. Median gross is £9.19 per hour for 2009 (2010 ASHE) at www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-210656 , average annual salary is £17,990, which probably counts as 'much more than'
	Substance abuse has reduced	50% annual spending on illegal drugs for average length of stay for all engaged clients, which is 162 days	£3,483.00	Average spend is £43 per day Drug Misuse Statistics in Scotland 2010 ISD at www.drugmisuse.isdscotland.org/publications/10dmss/10dmss.pdf
	Substance abuse has stopped	90% annual spending on illegal drugs for average length of stay for all engaged clients, which is 162 days	£6,269.40	Average spend is £43 per day Drug Misuse Statistics in Scotland 2010 ISD at www.drugmisuse.isdscotland.org/publications/10dmss/10dmss.pdf
	Individuals remain homeless and do not resolve their situation	The value of lost hope and a future, and the intervention needed to overcome the impact of this	-£3,120.00	Cost of life coaching is consistent at £60 per hour, see http://www.lifecoachingedinburgh.co.uk/index.htm#coachingfees
	Individuals do not improve their situation and are at risk of becoming homeless again	The value of a home as discussed with stakeholders, who gave a number of revealed preferences	-£25,000.00	Stakeholder valuation
	People become dependent on Shelter support	Cost of a course to develops personal empowerment	-£199.00	NLP-based course at http://www.thelearningpath.co.uk/courses.php
Children	Children are happier	Average spend on birthday parties and treats to make children feel happier	£182.00	Average spend on a birthday party in 2006 was £182 at http://www.myfinances.co.uk/cut-your-bills/news//parents-spend-1-25bn-on-children-s-parties-\$298248.htm

	Children feel safer knowing they have a more permanent home, someone is visiting regularly and they worry less	Cost of providing a counsellor for a child once a fortnight on average	£1,040.00	Internet searches suggest a rate of £40 per hour
	Children go out more and use community facilities on their own, have more friends and take part in new activities	Average family spend on museums, zoos, theme parks, houses and gardens	£93.60	Family Spending Survey 2009, Table A1, category 9.4.2.3.
	Children feel their parents respect them more	Cost of family mediation to improve family relations	£500.00	Average cost for family mediation per couple, from http://www.familymediationhelpline.co.uk/costs.php
	Children get on better at school	Average spend on books per family	£72.80	Family Spending Survey 2009, Table A1, category 9.5.1.
	Children are bullied less and are better able to cope with bullying	Cost of providing a counsellor for a child once a fortnight on average	£1,040.00	Internet searches suggest a rate of £40 per hour
Dumfries and Galloway Council (Homelessness Teams and Housing Benefit)	More emotional and practical support for homeless people leads to prevention of repeat homelessness	Value of the time saved in referral interviews, bringing together paperwork for a decision and the cost of finding appropriate temporary accommodation or finding vacancies with private landlords. Assume 3 hours to arrange initial interview, as stated by stakeholder, 20 hours for admin and another 10 to find accommodation and process clients	£1,200.00	Average cost of processing a homeless application from ODPM Homelessness Statistics and Repeat Homelessness Policy Brief, 2003 (uprated to 2010 prices) at www.communities.gov.uk/documents/housing/pdf/137776.pdf
	Avoiding the failure to progress homeless families from temporary into permanent accommodation	Costs of failure to move homeless families into permanent accommodation, mainly due to the high costs of temporary accommodation	£7,282.00	Research into the financial benefits of the Supporting People Programme, 2010, Cap Gemini at www.communities.gov.uk/documents/housing/pdf/1274439

	Avoiding the failure to progress single people from temporary into permanent accommodation	Costs of failure to move homeless singles into permanent accommodation, mainly due to the high costs of temporary accommodation	£4,216.00	Research into the financial benefits of the Supporting People Programme, 2010, Cap Gemini at www.communities.gov.uk/documents/housing/pdf/1274440
	Support workers are able to engage with clients which HPO finds it difficult to engage	The cost of the additional time to be spent engaging with difficult clients. Assume 3 hours to arrange initial interview, as stated by stakeholder, 10 hours for admin and another 10 to find accommodation and process clients	£690.00	The cost of the additional time to be spent engaging with difficult clients
	Saving time in face-to-face work with clients and more appropriate decisions made on referral for permanent accommodation as support workers keep staff updated on progress	The cost of per hour of providing an additional 3 days per week home visiting staff in HPO team	£107.00	Stakeholder valuation. Assume home visiting time is equivalent to a health visitor, £107 per hour for health visitor home visits, PSSRU 2010
	Saving time on processing Housing Benefit applications as people have support to complete forms on time and forms are more accurate	The gross cost of processing an application for Housing Benefit	£40.05	The gross cost of processing an application for Housing Benefit
	People remain homeless and do not resolve their situation	Value of the time saved in referral interviews, bringing together paperwork for a decision and the cost of finding appropriate temporary accommodation or finding vacancies with private landlords	-£558.00	Stakeholder valuation of time required applied to cost per hour of an adult social worker (nearest equivalent) , and average cost of assessing a homeless application from Shelter and Acclaim Consulting 2010.
	People do not improve their situation and are at risk of becoming homeless again	Costs of failure to move homeless singles into permanent accommodation, mainly due to the high costs of temporary accommodation	-£4,216.00	Research into the financial benefits of the Supporting People Programme, 2010, Cap Gemini at www.communities.gov.uk/documents/housing/pdf/1274440
	Support workers do not reinforce DGC HPO standards in temporary accommodation leading to more time spent by HPO teams to resolve	The cost of the additional home visiting time to be spent engaging with tenants to assert conditions	-£321.00	Stakeholder valuation. Assume home visiting time is equivalent to a health visitor, £107 per hour spent on home visits, PSSRU 2010,

Landlords	Reducing costs through avoiding tenancy turnover	The costs of tenancy turnover	£7,031.00	Figure researched by Cunninghame Housing Association in 2006 (uprated to current prices) based on typical costs per tenancy turnover without legal costs, but including staff time and overheads, repairs and lost rent
	Reducing the extent of arrears as tenants sustain their tenancy	4 weeks rent owed by tenants leaving in arrears	£311.88	Scottish Housing Regulator at www.scottishhousingregulator.gov.uk/stellent/groups/public/documents/webpages/shr_statisticstables-performan.hcsp#TopOfPage.Housing based on £77.97 average for D&G quoted in Hansard at www.publications.parliament.uk/pa/cm201011/cmhansrd/cm110110/text/110110w0005.htm
	Reducing the amount of time spent on managing tenants' issues	The cost of providing an additional 3 days per week home visiting staff in landlords	£30.00	Cost of 75% per hour of an adult social worker (nearest equivalent) of £40 per hour, from PSSRU 2010
	Meeting housing demand by shortening the length of time tenants are in temporary accommodation as tenants can better meet the criteria to move into permanent accommodation	Reducing the costs of tenancy turnover by 50% as tenants are more likely to look after temporary accommodation as they have support	£3,516.00	Figure researched by Cunninghame Housing Association for 2006 (uprated to current prices) based on typical costs per tenancy turnover without legal costs, but including staff time and overheads, repairs and lost rent
	Increasing the chance of recouping services charges in temporary accommodation	Average service charge that could be recouped for 120 days average length of stay in temporary accommodation	£2,954.23	Figures are for Scotland, from Joint Scottish Government/COSLA informal discussion paper 2011, at www.scotland.gov.uk/Resource/Doc/1125/0114084.doc
	Tenants fail to engage with support and the tenancy is abandoned	The costs of tenancy turnover	-£7,031.00	Figure researched by Cunninghame Housing Association for 2006 (uprated to current prices) based on typical costs per tenancy turnover without legal costs, but including staff time and overheads, repairs and lost rent
	Tenants do not manage their money and fail to pay their arrears	4 weeks rent owed on average by tenants leaving in arrears	-£311.88	Scottish Housing Regulator at www.scottishhousingregulator.gov.uk/stellent/groups/public/documents/webpages/shr_statisticstables-performan.hcsp#TopOfPage.Housing based on £77.97 average for D&G quoted in Hansard at www.publications.parliament.uk/pa/cm201011/cmhansrd/cm110110/text/110110w0005.htm

Health visitors	Children able to be discharged from the Child Protection Register as the family is now stable and settled resulting in less need for home visiting	Value of time saved per annum, one hour per week for a 41 week year	£4,387.00	Home visiting time for a health visitor is £107 per hour spent on home visits, PSSRU 2010. One hour per client per week
NHS addictions and alcohol services	Reduced demand for services from individuals whose case has been closed as a result of stopping substance misuse	Average cost to the NHS for problem drug users in treatment for more than a year	£1,173.00	Assessing the scale and impact of illicit drug markets in Scotland, 2009, Scottish Government at www.scotland.gov.uk/Publications/2009/10/06103906/6
	Freeing up resources to spend time with other clients as demand for support is reducing in line with reduced substance misuse	Cost per hour of an alcohol and drugs worker to replace Shelter input	£33.00	Unit cost per hour for a drugs support worker from 'Unit cost of health and social care' PSSRU 2010 is £33 per hour
	Increased demand on addictions support	Average cost to the NHS for problem drug users in treatment for more than a year	-£1,173.00	Assessing the scale and impact of illicit drug markets in Scotland, 2009, Scottish Government at www.scotland.gov.uk/Publications/2009/10/06103906/6
NHS mental health services	Reduced demand on GP services as mental well-being of adults improves	Unit cost of 6 fewer GP visit a year	£216.00	Unit cost per GP consultation is £36 excluding prescription costs, from PSSRU 2010
	Reduced demand on mental health support	Unit cost per case for a Community Mental Health Team	£1,802.00	PSSRU 2010
	Reduced demand on mental health inpatient services as people avoid breakdown or suicide attempts	Cost of one week in an acute mental health bed in hospital	£1,624.00	Unit cost per day per bed for mental health rehabilitation in hospital is £232, from PSSRU 2010
	Increased demand on mental health support	Unit cost per case for a Community Mental Health Team	-£1,802.00	PSSRU 2010

CAMHS	Reduced demand on CAMHS services as mental well-being of young people and children improves	Average cost per case for a multi-disciplinary CAMHS team	£3,722.00	PSSRU 2010
Social Work Integrated Childrens Services Team	Families can be signed off from social work support	Average unit cost of providing social work support to children in need	£8,164.00	Figures obtained for England only. Cost per week is £157 on average, from PSSRU 2010
	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Value of time freed up by not visiting once per week	£2,756.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
	Clients move on in a positive way and are coping with issues that cannot be addressed by social workers	Value of time saved by not having to deal with client enquiries	£53.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
	Avoided foster/residential care as families avoid becoming homeless again or avoid relationship breakdown	Annual cost of Local Authority residential care	£139,828.00	Average establishment cost per week is £2689, PSSRU 2010
	Saving emergency funds as clients in need are able to claim community care grants	Amount of CCG's claimed by families	£30,170.00	Diary entries from client case files
	New clients referred to social work	Average unit cost of providing social work support to children in need	-£8,164.00	Figures obtained for England only. Cost per week is £157 on average
Social Work Leaving Care teams	Care leavers are coping successfully and need less support	Average cost per annum for the lowest level of need of a looked after young person's care journey up to age 18	£23,470.00	Hannon, Wood and Bazalgette 2010 quoted in www.depauluk.org/_uploads/documents/homessness-prevention-report-reconnect.pdf

	Care leavers are struggling to cope and need more support	Value of time required for additional support once a fortnight	-£1,378.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
Social Work Adult Care Teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Value of time freed up by not visiting once per week	£2,756.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
	Saving emergency funds as clients in need claim community care grants	Amount of CCG's claimed by clients	£36,502.00	Diary entries from client case files
	New clients referred to social work	Value of time freed up by not visiting once per week	£2,756.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
Social Work Criminal Justice teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	Value of time freed up by not visiting once per week	£2,756.00	Unit cost per hour of client-related work is £53 from PSSRU 2010
Schools	Children do not require auxilliary support in class as they are supported in their learning and homework	Value of staff time for 1 hours per day for 39 weeks	£1,755.00	Cost of staff time estimated from job adverts at £10 per hour
	The need for behaviour or guidance support is reduced as bullying reduces and children become more resilient	Value of staff time for 2 hours per week for 39 weeks	£1,404.00	Cost of staff time estimated from job adverts at £18 per hour
	Attendance of at risk children is maintained or improved	20% reduction in the cost per pupil	£1,149.80	2008/09 £6665 spent per pupil in secondary £4833 in primary at www.scotland.gov.uk/Publications/2010/05/11134917/0

	Fewer children are excluded from school	The average cost of a managing one exclusion.	£1,069.00	Carl Parsons (1999), Education, Exclusion and Citizenship.
Citizens Advice Bureau	Reducing demand on the service as support workers can deal with routine cases	11 fewer hours per client, taken on average from Shelter's records	£220.00	Estimated £20 per hour for staff time
Job Centre/DWP	Increasing the number of unemployed people who move into employment	Average tax take and avoided benefit costs	£14,446.64	Based on tax on median average annual salary for D&G of £17,990 JSA rate based on lone parent rate for 2010. Housing Benefit based on £77.97 average for D&G quoted in Hansard at www.publications.parliament.uk/pa/cm201011/cmhansrd/cm110110/text/110110w0005.htm plus Council Tax for Band C
	Reducing the number of new claims as people in jobs who become homeless manage to sustain their employment	Average cost of a new JSA claim for a year	£3,343.60	Based on lone parent rate for 18+ for 2010/11 at www.uki.net/php/files/welfarepages.uki.net/pb4_benefit_rates_0910.pdf
	Saving time on processing benefit claims as people have support to complete forms on time and forms are more accurate	Average cost per tribunal	£279.00	Tribunals Service (Ministry of Justice) FOI request 2011, reported at http://mylegal.org.uk/index.cgi?board=frontline&action=display&thead=434
	Additional spend on Community Care Grants	Amount of CCG's claimed by clients	-£66,672.00	Diary entries from client case files

Appendix 5

How we avoided overclaiming

The first method of avoiding overclaiming is not to count outcomes twice, or use outcomes in the impact map which could be the same thing expressed differently, or outcomes which are part of the same chain of events. There was most risk of this with client outcomes, and this was covered in Appendix 2 above.

The next steps are to estimate what proportion of the outcomes could have been achieved anyway (called 'deadweight'), whether the outcomes displaced outcomes for other stakeholders, and where outcomes are attributable to other factors.

Deadweight

Different rates of deadweight were applied to different outcomes, and as far as possible, some form of evidence for deadweight was used to justify the choice of percentage reduction in the value of outcomes.

All clients interviewed were asked what would have happened without support, and an estimate was made of the percentage of the change that might have happened anyway:

Deadweight - what would have happened if they had not been referred	%age estimate
Might not have got this sorted out	50%
Probably wouldn't have been able to deal with the paperwork - he had been working since 16 and never claimed benefits. Shelter help was immediate - CAB you have to wait	50%
Would have been stuck with much higher debts than now, never been in the position before. Wouldn't have had the deposit for house	10%
Would have been in debt up to my eyeballs and even more depressed	10%
Would never have thought about going to study Health and Social Care	0%
Wouldn't have sorted out any of the paperwork or debts. She didn't have a clue how much debt she had chalked up. The debts would have got worse and worse as she would have just stuck her head in the sand	10%
Wouldn't have been able to sort anything out - would have stuck their heads in the sand. Would have been on the streets and in a lot of trouble.	10%
Support worker was absolutely vital in her ESA appeal and without help would have been much more stressed	10%
Wouldn't have thought about paying off arrears, she didn't know how much she owed and had no idea it was so much, this would have had an impact on her if she hadn't faced up to it. She wouldn't have known that support was available unless she had been referred, and she had to pay off her arrears before she could get a house	10%
Couldn't have managed without the support worker, things sorted much more quickly and with no worry, wouldn't be in the same place 'if it hadn't been for Shelter I don't know where I'd be'	10%
Would not have been able to get a joint tenancy for daughter unless this had happened	0%
Would have been a disaster', they knew a couple in a similar situation and they found it really rough and were refused a CCG	10%
Don't know where I would have been if it wasn't for Shelter'. Left her previous husband with nothing, a daughter with health problems and no one to help. She had never been on benefits, and she had huge rent arrears because she didn't know how to claim and no one was helping. She referred herself to Shelter through internet research.	0%

No one was helping with her daughter's health problems	0%
He might have lost the kids to foster care. No money - would be on the streets by now	10%
Would have had a breakdown' without the support worker's emotional support	0%
The benefits system was completely new to her and she wouldn't have been able to cope. No money - 'don't know what I would have done, especially with my youngest son	10%
Everything could have gone to pot' and couldn't have got through it without help.	10%
Debts would have racked up. Relationship with boyfriend would have been very bad. Mum threw her out. Wouldn't have been able to move into permanent accommodation without the deposit loan that Shelter organised. May not have had baby with her	10%
Wouldn't have managed her temporary accommodation without support. Without support, it would have cost all the agencies a lot more time e.g. debt counsellor, HPO, social worker, counsellor. Her partner is being supported by another agency, and the couple sit in on each other's support meetings. They notice a big difference in approach and her partner also gets help from the Shelter support worker	10%
I don't know if I would have been here if it wasn't for that lassie'	0%
Not sure what would have happened, but likely given his disability that agency support would have been high	50%
Not sure	50%
She would have lost the house by now and she would have been dead through drugs and drink. She has had some pals die recently who hadn't had support. It was her first tenancy and didn't know what to do, and how to negotiate her way round the system	0%
Couldn't have done some things himself 'would have cost a fortune and wouldn't have known where to start'	10%
If he had tried to do it himself, would not have got the house, and would have been sofa surfing and continued to doss about as before, which he did for 2 years. Not been able to manage in the past. Would have got into a hell of a lot of trouble	10%
Not sure - possibly we wouldn't be together any longer	50%
Support worker had "had a proper sit down" with him and without her he would have struggled. Nobody else could have "given him the boot up the backside" that he felt he needed. His dad does nag him but his dad has nagged him all his life so that wouldn't have made any difference.	10%
Would have had to try to do it for himself - wouldn't be confident as he has never had to do this before	50%
Would have been a disaster	10%
Tried 3 times to take his own life - 'I wouldn't be here'	0%
Not sure	50%
Had thought about killing himself when he was rough sleeping	0%
Average	16%

Thus on average, clients suggested that deadweight should be about 16%, but there was some variation depending on clients' circumstances. Other factors involved in deadweight were identified by other stakeholders as:

Trends are of a 7% reduction in homelessness applications	7%
Only other support is Loreburn HA and ILS but have to be a tenant and they have only a small team with a waiting list and ILS not used very often, Shelter is getting 29% of all priority homeless, rest are being seen by HPO.	0%

There was a report from DGC on diverting people from homelessness through the recently implemented Housing Options initiative, early reports from which suggest 30% of applicants would not have gone through the homelessness route	30%
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The decisions about deadweight percentages applied were as follows.

For getting into permanent accommodation more quickly, deadweight is low since only a small proportion would have happened without Shelter	15%
For having a home, take proportion of only those who have been homeless before assuming that those who have had a stable home before will be able to do one again, although interviews suggest that many would not have been able to set up home without Shelter support. Not homeless before and in priority need - 100% less the 20% who suggested a home would not have been possible - assume it's 80%	80%
For other client outcomes, used the average of client reports of 16% and 50%	35%
For D&G as a stakeholder use the 30% housing options figure	30%
For landlords, social work, schools, use the 35% figure used for client outcomes	35%
For landlords for tenancy failure, take stakeholders' assessment that most would have happened anyway	80%
For landlords for arrears, take percentage of tenants whose arrears are written off by the main landlord, as reported in performance tables by the Scottish Housing Regulator	71%
For addictions services, use stakeholder assessment that they are poor at closing cases	25%
Employment outcomes, from DWP tab tables for percentage of those who move off JSA in the area	5%
For children's outcomes, allow for the impact of maturity over and above parental outcomes	40%
For money and debt outcomes, assume clients could go to CAB or the Council's benefits maximisation team	66%
For DWP negative outcome of additional costs in paying out for Community Care Grants, deadweight is the percentage of claims expected and budgeted for anyway (24% of benefits are not claimed according to DWP, so they would expect 76% to claim, see http://research.dwp.gov.uk/asd/index.php?page=irb)	76%

Attribution

Clients were asked to give their views on who else helped them make the changes:

Attribution - who else helped	%age elsewhere estimate
No one	0%
No one	0%
No	0%
No	0%
No	0%
HPO very good but 'not as good as Shelter'. Close to family but they couldn't give the kind of support that was needed	35%

Mum can give reassurance, but she couldn't do what the support worker could for us	10%
Family and friends haven't been able to help her in a practical sense. She only really talks to her sister and she is isolated cos of her mobility problems,	10%
Social worker for her son, but hardly ever sees her. Son under the Children's Reporter. Her family brought her here to get her clean, but support has done more for her in terms of keeping away from drugs	10%
Her friend had been 'brilliant' and agreed with client's assessment of the impact Shelter had had on her. CAB helped claim DLA, but support worker had had to support her, as the advisor had a very poor attitude towards her and upset her greatly about the cancer	25%
Counsellor, CU Thru	50%
No one - family no help. HPO was helpful	35%
Found no support from HPO. She has no family in the area, but ex-husband, and they share access	0%
Carers Centre	50%
Social work input (which he requested) has only just started so there's not been much impact there. No other help, though he does have a brother in Annan he's no help for practical stuff	10%
None - her family were 'useless'. She was seeing a psychiatrist at the time	50%
Family and Womens Aid (just at start)	50%
Family, no other agency	50%
No one - can't talk to mum about relationship. Mum now managing her money.	25%
Not social work! Just the support worker 'I've relied on her like a friend'. Not family - they are all into drugs	10%
Veterans, who stick together, but this was part of the impact created by the support, so none	0%
He has learning disabilities, and HPO helped as does Richmond fellowship, so a lot of the value is down to others. Independence seemed to be the outcome most attributed to Shelter.	75%
70% to Shelter. Family was overloaded at the time	30%
No one, except maybe boyfriend and his family	10%
No one	10%
Family, but with them he can't discuss the same things about his past, so the changes in his thinking and behaviour would not have happened, since he can talk the the support worker but no one else	0%
50% to HPO, 10% to family	60%
None really, as dad only helped a bit	15%
Nobody else has helped him with any of this. He has tried to get help from others but they told him the wrong information (particularly about benefits) and so he's always gone back to the support worker	5%
No one	0%
CAB 10% re money	10%
HPO very good. In fact the only person that didn't treat me well was that first housing association, there was a person there who treated me like dirt and made assumptions about my life. I got a glimpse of what it could have been like	50%

CAB, but took weeks before he got any money and support worker had to push them to do a home visit. Family, but more down to Shelter	35%
Average based on clients' reports	22%

When looking at the number of other agencies which were supporting Shelter clients, a different picture emerged. This information was recorded in the initial assessment form sent with the client by the HPO, and again at the first interview. In addition, clients were referred for additional help while being supported. This analysis showed:

For the 89 families with records, 39 had no agency involvement apart from the HPO and the other 50 had 78 other agencies plus the HPO team, which gives an average of 2.88 agencies per client, one of whom is Shelter. This would suggest 66% attribution to other agencies.

For the 117 single where this was recorded, 57 single people had no other agency involvement apart from the HPO and the other 60 had 83 agencies involved plus the HPO, which gives an average of 2.71 agencies per client, one of whom is Shelter. This would suggest 63% attribution to other agencies.

The HPO's have been included as a support agency, but in fact, the stakeholder interview suggested that they thought the reverse is true: 33% attribution elsewhere. Many of the clients also reported that some other agencies were not as helpful of Shelter, and had made less of an impact on them.

As mentioned in the main body of the report however, there could be a selection bias in the sample of clients spoken to: those who are still somewhat chaotic could not be contacted for interview when selected, and so this experiencing fewer outcomes could have been ruled out of the sample.

These latter two factors could balance each other out, and that the best estimate of attribution was midway between what the clients reported, and the other agencies involved. 44% attribution has therefore been used for the majority of outcomes.

A different figure has been used for childrens' outcomes, as all parents interviewed said they had few if any agencies helping them with their children, and the figure has been reduced to 35%.

For the outcomes involving community care grants, the figure used is 5%, as these would not have been received without the project intervention.

For the outcome of avoided foster care for social work, 80% attribution has been used, to reflect the weighting of social work input where children are involved.

Displacement

This was taken as applying to employment outcomes. The stakeholder not included in the analysis who was negatively impacted by clients getting jobs was 'other job seekers'. The rate used for client and DWP employment outcomes was 50%, as the employment outcomes were specified in the Service Level Agreements, and so this was an intended positive outcome of value from the perspective of the client.

There is an argument that 100% should be used from the perspective of the DWP, particularly in today's economic climate where there are more job seekers than jobs. When these are families who get jobs however, the impact on DWP is more beneficial than getting single people into work (the majority of those getting a job are families).

This decision has been tested in the sensitivity analysis and found not to be a sensitive assumption.

Appendix 6

Duration and drop off

Duration

Some outcomes endure beyond the period of support with Shelter. If a homeless person for example becomes drug free, re-connects with their family and friends and finds a job, then the impact on their lives is transformational.

In SROI analysis, a decision has to be made on how long individual outcomes endure. Often, there is no evidence to aid this decision. There was plenty of evidence from the client interviews, survey and case files of how much of a difference Shelter was making about hope and expectations for the future, and during the interviews, clients were asked what their next steps were, and whether they would sustain their tenancy.

The client sample interviewed contained 18% of those who had been signed off Shelter support for around 12 months. Their reports showed that the impact of Shelter support had lasted for that year, and they expected to continue settled and/or making progress into the foreseeable future.

In the case closure evaluation forms (which were completed only for families), clients were asked about how confident they were about managing daily living, if their housing was financially sustainable in the long term and if families had any support needs that were not being met.

Of the 32 clients surveyed, confidence in daily living was rated 8.9 out of a possible 10 on average, 100% said their housing was financially sustainable in the long term and 31 said they had all their needs met – the 1 who did not have all their needs met needed more mental health support.

The assumption was made that all outcomes which could last into the future would last for two years, which is as much as the evidence here could support, and the ones that last beyond the activity are:

All clients

- Become more confident and resilient which leads to being able to create and manage a home successfully
- Become more confident and resilient which leads to being able to avoid becoming homeless again
- Getting on better
- Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy
- The family is able to manage without the stigma of social work support
- Less socially isolated
- The family feels more safe and secure
- Emotional support leads to better mental health and fewer mental health problems
- Substance abuse has reduced
- Substance abuse has stopped
- Stable enough to go back into further education
- Stable enough to enter employment
- Able to keep my job and earned income which might have been lost through being homeless

Children

- Children are happier
- Children feel safer knowing they have a more permanent home, someone is visiting regularly and they worry less (the Keys to the Future Evaluation and parent interviews suggested this was not tied to the visits)
- Children feel their parents respect them more
- Children get on better at school

Children are bullied less and are better able to cope with bullying

D&GC Homelessness teams

More emotional and practical support for homeless people leads to prevention of repeat homelessness

Avoiding the failure to progress people from temporary into permanent accommodation

Landlords

Reducing costs through avoiding tenancy turnover

Reducing the extent of arrears as tenants sustain their tenancy

NHS mental health services

Reduced demand on GP services as mental well-being of adults improves

Reduced demand on CAMHS services as mental well-being of young people and children improves

Social work childrens services

Families can be signed off from social work support

Care leavers are coping successfully and need less support

Schools

Children do not require auxilliary support in class as they are supported in their learning and ho The need for behaviour or guidance support is reduced as bullying reduces and children become more resilient

Attendance of at risk children is maintained or improved

Fewer children are excluded from school

Jobcentre Plus/DWP

Increasing the number of unemployed people who move into employment

Drop off

Again, the percentage taken off the value of outcomes in year two was an estimate. This was based on the numbers of those who dropped out of the Shelter service, for all reasons e.g. including failure to engage with support at the referral stage and those who dropped out of support.

The drop out rate for families was 9% and for single people was 18%, giving an average of 14%. In the absence of any research, this was the figure used for all outcomes.

Appendix 7

Calculation and sensitivity analysis

The value of each outcome is determined by multiplying the quantities by the financial proxy value, and deducting the percentage for deadweight and attribution. Where outcomes endure, the value is then projected into the future, but reduced in future years by deducting drop off.

The future values are then discounted back to the present day, using a 3.5% discount rate. This is a convention established in the SROI Guide, as 3.5% is HM Treasury's discount rate for this type of project appraisal.

Stakeholder	Outcome	Year 1 impact	Year 2 impact
Adults with families	Being able to demonstrate stability leads families to be able to move into permanent accommodation more quickly	£77,350.00	
	Become more confident and resilient which leads to being able to create and manage a home successfully	£112,000.00	£101,920.00
	Become more confident and resilient which leads to being able to avoid becoming homeless again	£254,800.00	£231,868.00
	The family are getting on better	£3,822.00	£3,478.02
	Parents have been reunited with their children as they have shown they can look after them well by sustaining their tenancy	£24,778.66	£22,548.58
	The family is able to manage without the stigma of social work support	£1,626.64	£1,480.25
	Having a stable income, less debt and more money improves the family's quality of life	£25,536.00	
	The family is less socially isolated	£7,280.00	£6,624.80
	The family feels more safe and secure	£18,928.00	£17,224.48
	Emotional support leads to better mental health and fewer mental health problems	£42,224.00	£38,423.84
	More likely to seek out the help needed from other agencies in future	£6,370.00	
	Substance abuse has reduced	£3,803.44	£3,461.13
	Substance abuse has stopped	£11,410.31	£10,383.38
	Stable enough to go back into further education	£9,119.24	£8,298.51
	Stable enough to volunteer	£5,017.74	
	Stable enough to enter employment	£12,768.21	£11,619.07
	Able to keep my job and earned income which might have been lost through being homeless	£133,989.52	£121,930.46
	Families remain homeless and do not resolve their situation	-£4,542.72	
	Families do not improve their situation and are at risk of becoming homeless again	-£36,400.00	
Single people	Being able to demonstrate stability leads people to be able to move into permanent accommodation	£107,100.00	
	Become more confident and resilient which leads to being able to manage a home successfully	£112,000.00	£91,840.00
	Become more confident and resilient which leads to being able to avoid becoming homeless again	£345,800.00	£283,556.00
	Become more independent	£3,042.31	£2,494.70
	Able to reconnect with family	£6,552.00	£5,372.64
	Young homeless people are able to return to their families	£728.00	

	Having a stable income, less debt and more money improves my quality of life	£28,728.00	£23,556.96
	Emotional support leads to better mental health and fewer mental health problems	£47,320.00	£38,802.40
	More likely to seek out the help needed from other agencies in future	£7,644.00	
	Stable enough to go back into further education	£4,255.65	£3,489.63
	Stable enough to volunteer	£2,508.87	
	Stable enough to enter employment	£40,858.28	£33,503.79
	Able to keep my job and earned income which might have been lost through being homeless	£47,853.40	£39,239.79
	Substance abuse has reduced	£8,874.68	£7,277.24
	Substance abuse has stopped	£9,128.25	£7,485.16
	Individuals remain homeless and do not resolve their situation	-£14,763.84	
	Individuals do not improve their situation and are at risk of becoming homeless again	-£81,900.00	
	People become dependent on Shelter support	-£72.44	-£59.40
Children	Children are happier	£2,200.38	£2,002.35
	Children feel safer knowing they have a more permanent home, someone is visiting regularly and they worry less	£12,573.60	£11,441.98
	Children go out more and use community facilities on their own, have more friends and take part in new activities	£1,715.69	
	Children feel their parents respect them more	£2,145.00	£1,951.95
	Children get on better at school	£369.10	£335.88
	Children are bullied less and are better able to cope with bullying	£3,650.40	£3,650.40
Dumfries and Galloway Council	More emotional and practical support for homeless people leads to prevention of repeat homelessness	£31,046.40	£26,699.90
(Homelessness Teams and Housing Benefit)	Avoiding the failure to progress homeless families from temporary into permanent accommodation	£45,061.02	
	Avoiding the failure to progress single people from temporary into permanent accommodation	£27,623.23	£23,755.98
	Support workers are able to engage with clients which HPO finds it difficult to engage	£3,786.72	
	Saving time in face-to-face work with clients and more appropriate decisions made on referral for permanent accommodation as support workers keep staff updated on progress	£52,450.97	
	Saving time on processing Housing Benefit applications as people have support to complete forms on time and forms are more accurate	£1,208.87	
	People remain homeless and do not resolve their situation	-£3,718.51	
	People do not improve their situation and are at risk of becoming homeless again	-£21,484.74	
	Support workers do not reinforce DGC HPO standards in temporary accommodation leading to more time spent by HPO teams to resolve	-£1,384.15	
Landlords	Reducing costs through avoiding tenancy turnover	£71,659.95	£61,627.56
	Reducing the extent of arrears as tenants sustain their tenancy	£4,313.92	£3,709.97

	Reducing the amount of time spent on managing tenants' issues	£13,655.46	
	Meeting housing demand by shortening the length of time tenants are in temporary accommodation as tenants can better meet the criteria to move into permanent accommodation	£39,674.54	
	Increasing the chance of recouping services charges in temporary accommodation	£40,862.89	
	Tenants fail to engage with support and the tenancy is abandoned	-£7,874.72	
	Tenants do not manage their money and fail to pay their arrears	-£861.04	
Health visitors	Children able to be discharged from the Child Protection Register as the family is now stable and settled resulting in less need for home visiting	£11,178.08	
NHS addictions and alcohol services	Reduced demand for services from individuals whose case has been closed as a result of stopping substance misuse	£4,433.94	
	Freeing up resources to spend time with other clients as demand for support is reducing in line with reduced substance misuse	£6,340.95	
	Increased demand on addictions support	-£985.32	
NHS mental health services	Reduced demand on GP services as mental well-being of adults improves	£9,670.75	£8,316.85
	Reduced demand on mental health support	£24,925.26	
	Reduced demand on mental health inpatient services as people avoid breakdown or suicide attempts	£3,546.82	
	Increased demand on mental health support	-£7,215.21	
CAMHS	Reduced demand on CAMHS services as mental well-being of young people and children improves	£8,754.14	£7,528.56
Social Work Integrated Childrens Services Team	Families can be signed off from social work support	£20,801.87	£18,929.70
	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	£20,063.68	
	Clients move on in a positive way and are coping with issues that cannot be addressed by social workers	£2,612.33	
	Avoided foster/residential care as families avoid becoming homeless again or avoid relationship breakdown	£54,532.92	
	Saving emergency funds as clients in need are able to claim community care grants	£28,661.50	
	New clients referred to social work	-£8,915.09	
Social Work Leaving Care teams	Care leavers are coping successfully and need less support	£42,715.40	£35,026.63
	Care leavers are struggling to cope and need more support	-£501.59	
Social Work Adult Care Teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	£7,022.29	
	Saving emergency funds as clients in need claim community care grants	£34,676.90	
	New clients referred to social work	-£501.59	

Social Work Criminal Justice teams	Less time needed to supervise cases as Shelter support workers keep staff updated on progress	£14,044.58	
Schools	Children do not require auxiliary support in class as they are supported in their learning and homework	£13,415.22	£12,207.85
	The need for behaviour or guidance support is reduced as bullying reduces and children become more resilient	£4,599.50	£4,185.55
	Attendance of at risk children is maintained or improved	£5,440.85	£4,951.18
	Fewer children are excluded from school	£778.23	£708.19
Citizens Advice Bureau	Reducing demand on the service as support workers can deal with routine cases	£7,367.36	
Job Centre/DWP	Increasing the number of unemployed people who move into employment	£80,698.93	£69,401.08
	Reducing the number of new claims as people in jobs who become homeless manage to sustain their employment	£35,575.90	
	Saving time on processing benefit claims as people have support to complete forms on time and forms are more accurate	£7,187.04	
	Additional spend on Community Care Grants	-£15,201.22	
Total		£2,217,1970.41	£1,495,559.85

The total value calculated when discounted by 3.5% is £3,538,334 for an investment of £442,868, i.e. a ratio of 7.99.

Sensitivity analysis

The purpose of a sensitivity analysis is to explore the robustness of the SROI analysis, and where assumptions have been made, to see if these would significantly affect the results and findings. The following assumptions were varied:

Item	Base case	New assumption	Base result	New result	Variance	Sensitive or not?
Quantities	as per impact map	85% to allow for subjectivity	7.99	6.82	-15%	No
Deadweight	average of 34%	average of 60%	7.99	5.69	-29%	Yes
	average of 34%	average of 80%	7.99	2.80	-65%	
Attribution	average of 42%	average of 66%	7.99	4.97	-38%	Yes
Duration	average of 1.5 years	average of 1 year	7.99	4.83	-40%	Yes
	average of 1.5 years	average of 3 years	7.99	9.06	13%	
Drop off	average of 10%	average of 30%	7.99	7.46	-7%	No
Displacement	50% for employment outcomes	100% for DWP	7.99	7.70	-4%	No
Deadweight and duration	average of 34% and 1.5 years	average of 60% and 1 year	7.99	3.36	-58%	Yes
Deadweight and	average of 34% and 42%	average of 60% and 66%	7.99	3.52	-56%	Yes

attribution						
Deadweight and attribution and duration	average of 34% and 1.5 years and 42%	average of 60% and 1 year and 66%	7.99	2.08	-74%	Yes
Stakeholders included	All	Only statutory agencies and landlords	7.99	2.64		
Financial proxies	Stakeholder valuation of 'housing-related outcomes' of £25,000	£3,000 used, as an estimate of the cost of renting a house from a social landlord	7.99	6.14	-25%	Yes
	Children's proxy for doing better at school valued at £72.80	£500 used	7.99	7.99	No	

As can be seen from the above, the quantities of outcomes achieved are not particularly sensitive to variation downwards. In this case, although attribution was increased to account for the possibility that the client interview sample might be skewed (as some more chaotic clients did not respond to interview requests), adding a further allowance of 15% does not significantly affect the ratio.

Deadweight and attribution are sensitive assumptions, but even if they are increased together to an average of 60% and 66% respectively, the ratio is still 3.53. The deadweight average of 34% is considered a more robust figure than the attribution average of 42% in the base case.

Drop off and displacement assumptions can be seen as not particularly sensitive.

The extent to which outcomes endure is sensitive. The assumption of 2 years where outcomes endure however is seen as a conservative assumption, as some longitudinal work by Shelter in the similar South Lanarkshire project found that the outcomes endured, the evidence from clients interviewed for this study is that outcomes are likely to be sustained longer than one year and the HPO reported few repeat homelessness applications from Shelter clients. This finding however is the basis for the recommendation that Shelter tries to follow up its clients on a more systematic basis in future.

Even if the analysis is 'tested to destruction' by varying the most sensitive assumptions together (deadweight, attribution and duration), the ratio does not decrease below 2.

If outcomes for statutory agencies and landlords alone are included, but the investment is the same, then the return to these stakeholders is well above 2.

This suggests that the base case is reasonable, but that the range of return could vary between 2 and 9 depending on these assumptions.