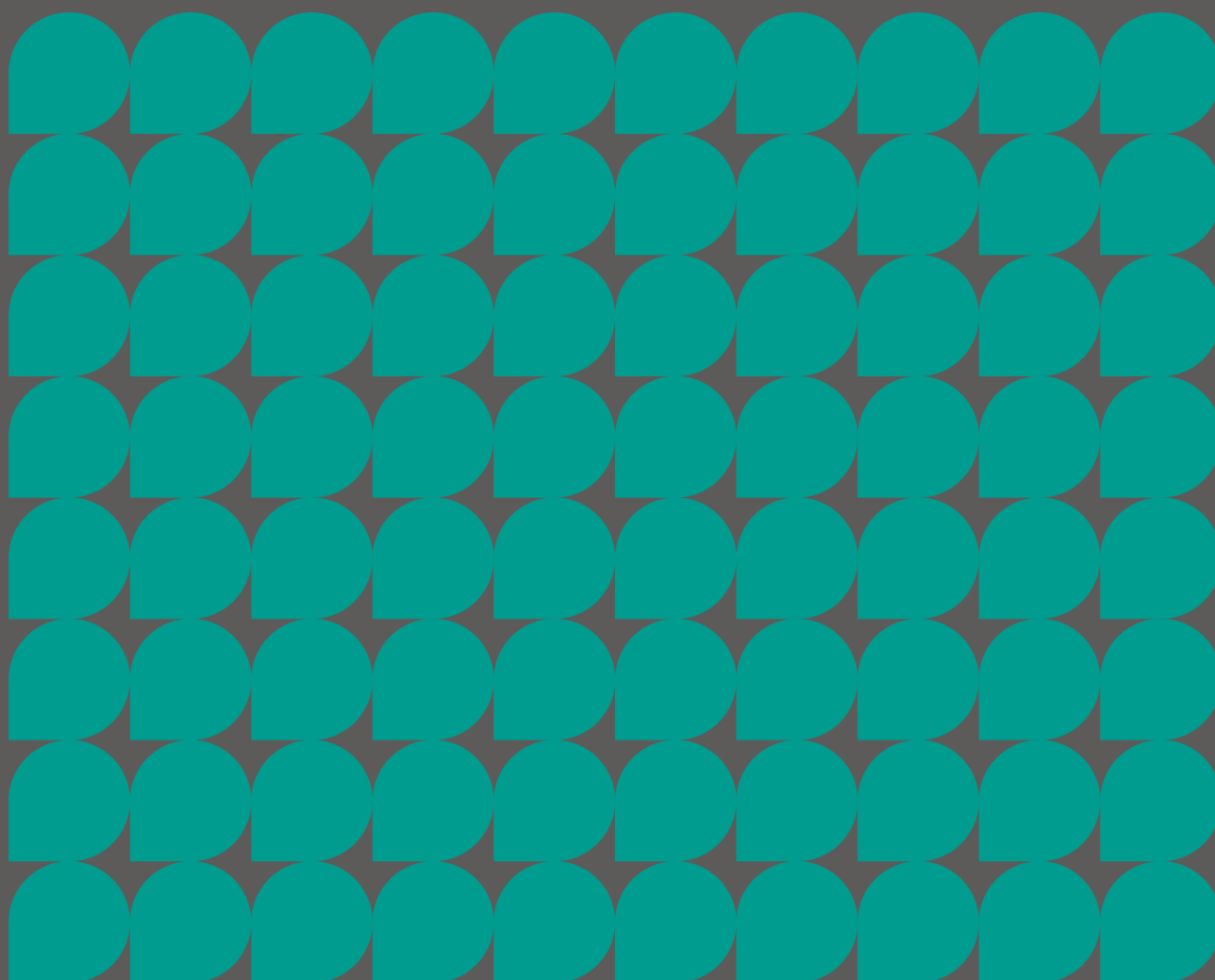


Restricted Eligibility Support Service Evaluation

Research Team, Greater Manchester Combined
Authority

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GMCA Research Team

Greater Manchester Combined Authority (GMCA) produces high quality research and intelligence to form the evidence base underpinning policy and strategy for the city region. We undertake both overarching research and analysis to inform all Greater Manchester priorities, as well as research projects relating to the GMCA portfolio areas.

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1. Executive summary

The Restricted Eligibility Support Service (RESS) has been commissioned by the Greater Manchester Combined Authority (GMCA) since April 2023 with the aim to support those who are non-UK nationals with restricted eligibility to public funds, who are experiencing (or at risk of) homelessness. The service is delivered by three providers – Greater Manchester Immigration Aid Unit (GMIAU), Boaz Trust and the Booth Centre, who collectively provide floating support and legal immigration advice.

This evaluation has primarily been conducted using a quantitative approach. Data by all provider organisations was analysed which covers the six month period between 1st October 2023 and 31st March 2024. This analysis focused on the needs of the cohort supported during this period; action taken by the RESS providers; and the outcomes that were achieved through this action. Data supplied by the GMIAU included record level data for 283 individuals. Data supplied by the floating support teams included record level data for 140 individuals. Matches across these datasets were found for 46 individuals. Due to the different sized cohorts there are some cases whereby analysis within this report refers to the full sample of 377 individuals and in other cases whereby the report will focus on sub-cohorts of this full sample. It will always be made clear, within the report, which group is being referred to. Some findings also relate to those with ‘full records’ in relevant areas, this means when data is recorded for a client at both the beginning and end point of contact with the service in relation to a particular area.

Data provided by the organisations who deliver the RESS was also used to undertake a cost benefit analysis, which extrapolated the most likely benefits realisation scenario for the service in its two-year pilot period.

Qualitative data was also collected as part of this evaluation, firstly through a co-production session held with 12 individuals who were receiving support from the Booth Centre (most – but not all – of whom had received RESS support), and secondly through a stakeholder survey circulated to those who work within the homelessness and migration sector in Greater Manchester.

The key findings identified throughout this evaluation have been collated below and are organised in relation to the section of the report in which they are fully explored and explained.

Key findings related to the need profile of the RESS cohort:

- The service **predominantly worked with those who were experiencing homelessness**, rather than working with those who were at risk of homelessness. Almost all of those with floating support records were **classified as having 'recovery' cases**, rather than 'prevention' cases (n=132, 94%).
- The RESS had **greater contact with those experiencing rough sleeping** across the city-region, in comparison to those accommodated in ABEN. Whilst the latter was the intention of this service, contextual changes in relation to non-UK nationals experiencing rough sleeping in Greater Manchester meant that the **service responded to increased need amongst those experiencing street homelessness**.
- The type of immigration-related support needed was varied, as is reflected by the types of immigration status record on entry into the service. **43%** had contact with the **asylum** system (including those with active claims, refused claims or refugee status); **20%** had **unknown** status; **15%** had **overstayed** on previous visas; **14%** had **settled or pre-settled status**; and **8%** had other forms of **indefinite or limited leave to remain**.

Key findings related to the impact of the RESS:

- **36%** (n=73) of all those with full immigration records had a **change in their immigration status** whilst engaged with the RESS. The most common immigration outcomes were **establishing status** for the 26 individuals who previously had **unknown immigration status** and the 16 individuals who had **overstayed on previous visas**.

- **13%** (n=26) of all those with full immigration records **gained access to public funds** whilst engaged with the RESS. A further **8%** (n=17) **gained greater clarity on their (restricted) eligibility** to access public funds, as this had previously been unknown.
- When individuals had a **change in accommodation** whilst engaged with the RESS (which was in around half of cases), most **changes were positive** (73%, n=61). One of the main successes was **moving people off the streets into accommodation**, such as ABEN, Home Office accommodation and private arrangements.
- **83%** (n=58) of all those who accessed new accommodation whilst supported by the RESS accessed some form of **short-term accommodation**. These are still considered **positive outcomes for this cohort and this finding underlines the importance of these types of provision** for the RESS. However, these short-term accommodation outcomes **are not necessarily indicators of long-term homelessness prevention**.
- **17%** of all those who **accessed new accommodation** whilst supported by the RESS accessed some form of **private arrangements** – this included accessing their own accommodation (in one case social housing) and staying with friends or family in more long-term arrangements. 23 individuals also **maintained private housing arrangements** throughout their engagement with the RESS, and evidence shows the **importance of floating support in allowing these arrangements to be sustained**.
- **63%** (n=32) of those with full accommodation records who were initially experiencing rough sleeping had been **supported to move away from street homelessness**. These individuals went on to be housed in ABEN accommodation, Home Office accommodation, other homelessness accommodation, private arrangements or were sofa surfing at the point of exiting the service.

- Of those who were **initially accommodated in ABEN** provision on entry into the RESS, **only 8% (n=4) had found suitable move on options**, which reflects that the RESS has **not been able to create greater flow through the ABEN system**. However, evidence suggests that the RESS **does impact average length of stay in the provision for this cohort**. For the overall ABEN cohort, average length of stay has significantly increased in the past two years, whereas **for non-UK nationals the average length of stay has remained relatively stable**. The reality that average length of stay has not increased as much for this cohort, which would put greater strain on the system, could be linked to support provided by the RESS.
- **Partnership working in this service is highly effective**. The service delivery providers clearly **work well together to achieve positive outcomes** for this cohort. For example, the provision of **holistic support while a person undertakes the long processes of preparing an immigration application** clearly improves efficiency and effectiveness, reflecting the value of the service which combines both elements. **Functioning of the wider system is also more effective because of the successful operation of the RESS**. For example, partners within other areas of the system such as health, are able to achieve better outcomes for this cohort due to the work done by the RESS.
- **Professionals** working in the homelessness and migration space across Greater Manchester, **recognise the value of the RESS**, in relation to supporting those with restricted eligibility as well as improved professional development. Whilst there is evidence, as referenced above, that the RESS is effective for wider parts of the system (such as health), the **perception by professionals in the homelessness and migration sector was that the service did not significantly reduce pressure** on the wider system.

Key findings related to the cost benefit analysis:

- This evaluation finds that the RESS will have generated **£1.57 of cashable fiscal benefits to public services for every £1 invested**; when assessed over a five-year window. Given the nature of the cohort supported, who often have reduced

access to a safety net in the form of welfare and accommodation, this is an encouraging evaluation outcome. The **net saving to local government is £352,000 over five years.**

- The **largest savings identified** in this CBA relate to the resolution of ‘**hidden homelessness**’ – that is, cases which **may not become apparent to homelessness services**, but which nevertheless manifest in reactive spend as a result of additional associated pressure in the event of **urgent presentations to the health and social care and criminal justice systems**. The savings associated with the prevention and resolution of the effects of ‘hidden homelessness’ amount to **£897,000 over two years.**

2. Recommendations

- The RESS should **continue to be funded** to run across Greater Manchester and support non-UK nationals with restricted eligibility who are facing homelessness. The **partnership approach** of floating support alongside legal immigration advice is effective. The **lack of time limit of the support** offer is also key, considering the long-term nature of immigration applications and accessing accommodation options.
- The offer provided by the RESS should be **expanded and greater capacity should be established** in order to **support more non-UK nationals with restricted** in Greater Manchester. In part, this relates to **continued work to build knowledge about the offer of the RESS to drive referrals** so those who need the support are connected with the offer as is required. This also relates to expanding the offer to include a wider cohort of non-UK nationals with restricted eligibility. For example, the RESS works with individuals and couples, but many **families in Greater Manchester also face immigration-related vulnerability and need, and would benefit from the RESS offer**. A joint investment approach by system partners which rely on free advice provision, such as homelessness services, Children's Social Care, probation services and NHS GM, might be considered in order to strengthen pathways and ensure long-term sustainability.
- **Long-term joint investment** should be made in building the capacity of **IAA-regulated immigration advice** across Greater Manchester. This should include **funding to train and support new advisors; register new community-based organisations with the IAA; and provide sustainable, long-term commitments to build stability in the sector**. Investment should be jointly made by system partners which rely on free advice provision, such as homelessness services, Children's Social Care, probation services and NHS GM. This would **help meet the demand in the sector** and is crucial to effective responses to non-UK national homelessness in the long-term.

- **Immigration literacy should be improved** across the public sector, which would benefit the cohort who require the support, as well as the overall improvement of public services. The **RESS, or a similar offer, should provide training which would improve immigration literacy across mainstream non-specialist services**. For example, improved immigration literacy **within Housing Options teams would mean signposting practices can be improved for those who are assessed as ineligible for homelessness assistance**.
- **Preventing homelessness** for non-UK nationals with restricted eligibility **should be prioritised**. The context in which this service was delivered meant that most of those supported were at a point of crisis when receiving support. This means there was **less capacity for prevention work to be done**, if this was prioritised it could reduce the need for non-UK nationals to face homelessness in Greater Manchester. RESS or equivalent outreach offers should be **embedded in community settings, such as Family Hubs and Live Well centres**, along with awareness-raising about navigating the immigration and asylum systems.
- **Ring-fenced beds within A Bed Every Night provision for those people with restricted eligibility** should continue to be **funded and expanded** where possible. ABEN is a **vital resource** for the RESS to refer into and the support provided by the RESS team, both in relation to legal immigration advice and floating support, is **more effective when the offer of accommodation through ABEN can be provided**. Whilst there is **no evidence of RESS creating greater flow through the ABEN system**, evidence does show that **pressures from the non-UK nationals have not increased at the same rate as the wider ABEN cohort** since the introduction of the RESS.
- **National government must work cross-departmentally** to ensure that policy and practice is **not driving and exacerbating non-UK national destitution**. It must also **work positively with local authorities and their partners to support people with migrant backgrounds humanely and efficiently** out of homelessness. Key policy areas **in need of reform** relate to **legal aid**, the **NRPF condition**, the **complexity of the 10 year route** and the **asylum system**. Local

government funding which exists to reduce rough sleeping is currently being used to meet this need, but this is not a sufficient or sustainable approach.

- Improve access to immigration and welfare benefits advice by funding and promoting the expansion of legal advice provision in homelessness and community settings. **Legal aid for early legal advice** should be **restored to pre-Legal Aid, Sentencing and Punishment of Offenders Act 2012 levels for immigration, welfare benefits and housing law**. Such restoration would mean immigration lawyers could provide the type of advice offered throughout the RESS.
- The **No Recourse to Public Funds** condition on visas should be **removed**. At least, a minimum **safety net must be provided**, so that all non-UK nationals facing homelessness with unknown or restricted eligibility for public funds can be supported.
- The **unreasonable costs and hardship created by the 10-year route** must be minimised. Family and private life routes to **settlement should be capped at 5 years**, or as a minimum the complexity of the 10-year route to resettlement must be reviewed. As a priority, **the need to reapply for visas every 2.5 years should be reconsidered, application fees should be reduced to administrative costs** only, and **the NRPF condition should no longer be applied as a default**.
- Make permanent the **extended notice periods for eviction from asylum accommodation from 28 days to 56 days**, in line with Homelessness Reduction Act duties.
- Make people **seeking asylum eligible for general employment after six months** of waiting for their asylum decision, **and for Shortage Occupation List roles from day one**.
- Extend the **process of notifying local authorities of discontinuation of support to include households who receive negative asylum decisions**. Local authorities should be notified when support is

discontinued due to a negative decision, so that **services like the RESS can work with people proactively** to avoid harmful outcomes.

- **National government** should also provide **enhanced and long-term funding to local authorities** so they can **appropriately support non-UK nationals within their communities**, with respect to homelessness and integration.
 - In relation to homelessness, funding should be targeted towards homelessness **prevention and suitable move-on opportunities**, so that **refugee rough sleeping can be prevented at the point of discontinuation** from asylum support.
 - In relation to integration, funding should be used to **facilitate direct integration and settlement support for people seeking asylum, refugees and wider non-UK national communities**. Funding should be at levels that offset pressures on mainstream services and enable the targeted provision that all of our non-UK national (but especially out forced migrant) communities need.

3. Context and background

Asylum, migration and homelessness in 2024:

Between 2023 and 2024, non-UK nationals represented a growing proportion of all those experiencing rough sleeping in Greater Manchester (GM). In April 2023, 31% of all those experiencing rough sleeping or who were in off-the-street accommodation were non-UK nationals¹. By December that year, they accounted for 43% of the total cohort. This rise was driven in part by the government's streamlined asylum processing initiative. By April 2024, non-UK nationals made up 44% of the cohort, with a smaller proportional gap from UK nationals (who made up 41%) than in early 2023. This data reflects the prominence of this cohort within the wider rough sleeping population.

In 2023 the UK government announced streamlined asylum processing with the intention of reducing the asylum backlog by moving people awaiting decisions on protection claims more efficiently through the system². This process gave greater flexibility to decision-makers over the process of making asylum decisions, for example granting decisions without personal interviews where evidence provided was satisfactory. This policy led to over 2,500 households receiving their asylum decisions within a five month period (August 2023 – December 2023) across GM³. This process had a knock on effect on rough sleeping trends across the city-region, as those previously housed in Home Office accommodation were no longer eligible for this support. There was a thirteen-fold increase in the number people experiencing rough sleeping in GM who had left Home Office accommodation within the previous 86 days – from 11 individuals in June 2023, to 154 individuals in December 2023⁴. The accelerated decision making process continued into 2025, though at a slower pace. Estimates indicated over 1,300 refugee households would leave Home Office accommodation between October 2024 and the end of January 2025, not including those who would leave the provision following a negative

¹ MHCLG, data shared locally on an ongoing basis, (not available publicly)

² Home Office, Streamlined asylum processing – May 2024 ([available here](#))

³ Home Office, data shared locally – August 2023 (not available publicly)

⁴ MHCLG, Ending Rough Sleeping for Good – September 2022 ([available here](#))

decision⁵. The implications of this on rough sleeping vulnerability reflect pressures in this area.

The high representation of non-UK nationals (including people leaving the asylum system) among the rough sleeping cohort makes it clear that they are a particularly vulnerable group. In addition to experience of – and transition from the asylum system – it is also clear that there is a link between immigration status and rough sleeping. Whilst data on immigration status for those experiencing rough sleeping is not recorded in the majority of cases (around 70%), those with restricted eligibility or no eligibility to public funds makeup around 5% of all those experiencing rough sleeping or in off-the-streets accommodation each month⁶.

Beyond the demand placed on rough sleeping support services by the asylum system, wider government policy also impacts the risk of homelessness on non-UK nationals. Previous research in GM and nationally has shown how the drivers of homelessness for non-UK nationals are similar to those experienced by the wider population, but they are compounded with other factors⁷. These factors include the complexities and expense of the immigration system; policy restrictions on the support that can be offered to them; the lack of specialist advice to help people overcome these restrictions; and the knock-on confusion this creates. Key policies include those related to what is termed the ‘hostile environment’ (including right to work, right to rent); cuts and restrictions to legal aid; complexity and costs related to the immigration system (especially long-term settlement routes); and the No Recourse to Public Funds (NRPF) condition.

A person’s right to work is dependent on their immigration status, and even when a person does have the right to work, complexity around the rules is known to lead to employer discrimination. Those without a right to work include those who have visitor visas; those who are undocumented or have overstayed on previous visas; and most people seeking asylum. Those seeking asylum who have been awaiting a decision for more than 12 months and those who have section 3C leave (meaning they have been in the UK on a valid visa and then gone onto claim asylum before their visa

⁵ Home Office, Streamlined asylum processing – October 2024 (not available publicly)

⁶ MHCLG, data shared locally on an ongoing basis (not available publicly)

⁷ Homeless Link, Vital solutions to ending migrant homelessness – August 2024 ([available here](#))

expires) can apply for the right to work⁸. However, in practice very few people seeking asylum are able to get into work – even when these conditions are met. Evidence, such as that collected by the Lift the Ban campaign, reflects the impact of being unable to work. Such impacts include reduced positive integration outcomes; the inability for people to live in dignity and fulfil their potential; the increased risk of mental health struggles; the risk of forced labour and exploitation; and the negative impacts on the UK economy⁹. When people seeking asylum are living in the UK for long periods of time without the right to work, and therefore dependent on asylum support, the risk of homelessness on leaving the asylum system is inevitably greater.

As well as the limits on non-UK nationals' ability to work in the country, their restricted ability to rent in England is also critical. Some migrants have time limited right to rent or no right to rent, such as those with limited leave to remain; pre-settled status; and pending immigration applications (including to the EUSS)¹⁰. The power to make right to rent assessments is in the hands of landlords and research shows that this power can lead to discrimination against potential tenants because of nationality and ethnicity¹¹. Those who do not have immigration permission or who have not made any immigration applications also do not have a right to rent. Clearly housing options are more limited for this group, and discrimination is more likely, heightening the risk of homelessness and rough sleeping.

Cuts and restrictions made to legal aid across the UK seriously impacted the ability of non-UK nationals to avoid homelessness and destitution. The Legal Aid, Sentencing and Punishment of Offenders Act (LASPO) meant that many types of family, employment, housing and immigration law were taken out of the scope of legal aid from 2012¹². Exceptional case funding was introduced to ensure that individuals could access legal aid in cases where without such their human rights would be breached. However this scheme is an additional and complex process for immigration advisors or solicitors to go through for clients and is particularly difficult for individuals to navigate themselves if they are unable to find a provider to make an

⁸ NRPF Network, The right to work ([available here](#))

⁹ Lift the Ban, Why people seeking asylum should have the right to work – October 2018 ([available here](#))

¹⁰ NRPF Network, Right to rent checks ([available here](#))

¹¹ Crisis, Immigration ([available here](#))

¹² The Law Society, A decade of cuts: Legal aid in tatters – March 2023 ([available here](#))

application on their behalf¹³. The impact of an inability to access legal aid for immigration cases has been found to be profound, particularly due to ever changing immigration rules and the high stakes risks if the system is not navigated effectively including removal and separation from family, exclusion from work, education and being vulnerable to exploitation¹⁴.

The immigration system is overly complex and costly, and when non-UK nationals' right to work, rent and access safety nets relies on navigating it successfully, they are put at further risk of poverty, homelessness and destitution. Research has found that when procedures and rules change around immigration law, confusion is caused for migrants about their rights and responsibilities. For example when surveyed, 28% respondents who had EUSS pre-settled stated that they thought their visa had an expiry date or they did not know whether it had an expiry date, when they in fact did not¹⁵. The costs of visa application fees, in-country application fees, Immigration Health Surcharge (IHS) and settlement and citizenship fees are substantial and have risen in the last two decades at a significant rate¹⁶. The cost of paying for all dependents, extending visas after around 2.5 years and paying the HIS (on top of regular taxations that funds health services), all contribute to significant uncertainty and stress, and have the potential to lead to poverty and exploitation for migrant in the UK. These factors are particularly pertinent for those who are on the 10-year route to settlement, as the difficulties caused by complicated and changing policy and high costs create more problems over time.

Some non-UK nationals have no recourse to public funds (NRPF) or restricted eligibility to access public funds, either as a condition of their visa or due to having a lack of immigration status in the UK. Namely this group includes people seeking asylum, those in the UK on temporary visas, and undocumented migrants. European nationals with pre-settled status also have restricted eligibility, depending on their study or work status. Welfare benefits and other key statutory funds, including statutory homelessness assistance, are not available to people in this situation,

¹³ Public Law Project, The case for broadening the scope of immigration legal aid – April 2021 ([available here](#))

¹⁴ Amnesty International, Cuts that hurt – October 2016 ([available here](#))

¹⁵ Electronic Immigration Network, Immigration rules keep changing and the confusion can cause real problems for migrants – February 2025 ([available here](#))

¹⁶ The Migration Observatory, Immigration fees in the UK – April 2024 ([available here](#))

meaning that they have a much more limited safety net when facing homelessness risk. While in GM, services such as A Bed Every Night (ABEN), RESS and other LA support offers are available, those with restricted eligibility who face homelessness or destitution are more likely to rely on VCSFE services for necessary support. In October 2024 the House of Commons Library released a Research Briefing which stated that ‘the Home Office does not know how many people have no recourse to public funds’¹⁷. This is mainly due the department not keeping a record of how many visas are issued with the NRPF condition.

Introduction to the Restricted Eligibility Support Service:

The Restricted Eligibility Support Service (referred to as the RESS throughout this report) has been commissioned by the Greater Manchester Combined Authority (GMCA) since April 2023. The service aims to support those who are non-UK nationals with restricted eligibility to public funds, who are experiencing (or at risk of) homelessness.

The service is delivered by three providers – Greater Manchester Immigration Aid Unit (GMIAU), Boaz Trust and the Booth Centre. These providers seek to holistically address issues relating to legal status, homelessness and (where possible and appropriate) broader settlement within the city-region. These issues are addressed by combining legal advice and floating support, which is a person-led support offer with advice and signposting for the broader needs of this cohort, for example, supporting with health and employment. The RESS was commissioned to integrate and expand work that was already ongoing to support this cohort by each of these delivery providers. It also gave these providers a greater remit to enhance relationships and responsibilities across public services through a peer support and training offer.

It was the goal of the RESS to ensure that no one needs to experience rough sleeping in GM because of their immigration status. For this reason, the service focused on working with those experiencing rough sleeping as well as those who had contact with A Bed Every Night (ABEN), with a view to supporting move-on for a

¹⁷ House of Commons Library, No recourse to public funds – October 2024 ([available here](#))

cohort who otherwise had very few options. The RESS was established within a context of rising pressures across ABEN provision in GM. Due to frozen LHA rates, unaffordable private rents and limited social housing stock, move on from ABEN accommodation was increasingly difficult. One of the aims of the RESS was to support those with restricted eligibility, accommodated within ABEN, to find appropriate move on options, in order to relieve pressure within the system.

Each provider has clearly defined roles within the service, as set out below:

- GMIAU is responsible for providing specialist immigration legal advice and support;
- Boaz Trust provides the floating support element of the RESS to non-EEA nationals within the cohort; and
- The Booth Centre provides the floating support element of the RESS to EEA nationals within the cohort.

At the point that the RESS was established, core aims were set out which related to the people, the workforce and the whole system. In summary, these aims were:

- To support people to address issues relating to their immigration status; with practical support (food, transport); and to make connections to other services (employment, health), in a holistic and person centred way.
- To become a service which supports workforce development in relation to homelessness for those with restricted eligibility, building confidence and solutions-orientated working for services which work with this cohort. This includes formal training offers; sharing evidence-based practice on how to work with this cohort in an inclusive and trauma-informed way; and the ability to act as a centralised coordination point for arising casework-related issues for this cohort.

To contribute towards a developed evidence base in relation to restricted eligibility and the experience of non-UK nationals facing homelessness. This evidence will be used to: ensure the whole system is responding to preventing and relieving homelessness for this cohort; lobby locally and nationally on these issues; and contribute towards the long-term sustainability of this service.

Introduction to this evaluation:

The primary aims for this evaluation were set out during the scoping phase of the project and were agreed following consultation with a range of stakeholders, including professionals in each delivery provider. These aims included:

- Identify the level of success of interventions delivered by the RESS in overcoming legal immigration barriers so that this cohort are able to access and maintain suitable move-on accommodation following a stay in ABEN.
- Uncover the effectiveness of preventative work undertaken by the RESS to support individuals in avoiding homelessness.
- Recognise any challenges or limitations in the practice of the RESS providers, as well as uncover areas for future development to enable continued success of the service.
- Develop an understanding of the distinct barriers experienced by individuals facing homelessness with restricted eligibility, based on differing nationalities and ethnicities.
- Determine the effectiveness of the partnership approach adopted by the three delivery providers working on this intervention.
- Test how effectively the service has been able to respond to changes in the need profile of the cohort over time, whilst the service has operated throughout significant contextual changes.
- Uncover the perception of RESS by employees who work within the RESS from each delivery provider, those working within the homelessness and migration sector in GM (particularly those who work within ABEN provision) and those who have received support from the RESS.
- Establish the financial savings, as best as possible, to the system through the interventions undertaken by the RESS. This includes the homelessness sector (such as council provided temporary accommodation and ABEN) and the wider system (including health and employment services).

Action taken to collect data and undertake appropriate analyses, in order to meet these aims, is set out in the following section of this report. The establishment of findings against each of these aims is not straightforward – not least because of the changing nature of need set out in this section. It was clear, even before the

introduction of the streamlined asylum processing policy, that demand was likely to increase during the early years of the RESS. Following the winter of 2023-2024, it was acknowledged that good outcomes for the RESS did not involve population-level demand reduction. Instead, the RESS should be evaluated against its ability to achieve good outcomes for the cohort it has the capacity to support, and to establish more consistent good outcomes for a group of vulnerable people at high risk who are otherwise very distant from a public service offer.

4. Methodology

This evaluation has primarily been conducted using a quantitative approach. Data has been provided by all three service delivery providers, namely the GMIAU (providing immigration-related legal advice), and Boaz Trust and the Booth Centre (providing floating support). The data covers all those supported by these organisations, through the RESS, for a six month period between 1st October 2023 and 31st March 2024. Quantitative analysis was undertaken to understand the needs of the cohort supported during this period, action taken by the RESS providers, and the outcomes that were achieved through this action.

Data supplied by the GMIAU primarily focused on support required in relation to immigration needs (including status, the level of advice provided and metrics in relation to legal aid); action taken by the GMIAU (such as supporting to make immigration applications and process appeals); immigration-related outcomes reached; and other outcomes achieved (mainly relevant signposting or referrals). There was also data relating to service usage, demographics and accommodation status (specifically, accommodation status at the point of entry onto the service and at the point of exit).

The same data collection template was used by both floating support providers, ensuring consistency in the data provided by Boaz Trust and the Booth Centre. This data included information on service usage (such as dates engaged within the service); demographics; experience of homelessness (such as reason for homelessness; housing situation at the point of entry onto the service); information on support needs; information on interventions made to help with these support needs; achievements made; and case notes.

Data supplied by the GMIAU included record level data for 283 individuals. Data supplied by the floating support teams included record level data for 140 individuals. Matches across these datasets were found for 46 individuals, these were found by cross referencing date of birth and nationality information. Due to the different sized cohorts there are some cases whereby analysis within this report refers to the full sample of 377 individuals and in other cases whereby the report will focus on sub-

cohorts of this full sample. It will always be made clear, within the report, which group is being referred to.

In order to support an understanding of impact from a commissioning perspective, a cost benefit analysis (CBA) was undertaken which extrapolated the most likely benefits realisation scenario for the service in its two-year pilot period. Further information about the methodology underpinning the GMCA's CBA approach is set out in section 7.

In light of the intended impact of the RESS on the ABEN service, as explained in section 3, further data was gathered from the ABEN database to assess changing trends among this cohort during the intervention period. Presentation of this data and related analyses is included in section 6.

The quantitative analysis of the RESS was supplemented by two additional qualitative exercises. These exercises were used to test the findings of the main analysis and to support the extrapolation of the most meaningful insights from the data.

Firstly a co-production session was arranged and held at the Booth Centre. The co-production session included 12 individuals who were receiving support from the centre (most – but not all – of whom had received RESS support), 1 member of staff and 1 volunteer from the Booth Centre (who those attending the session had familiarity with), 1 volunteer from Manchester Metropolitan University who provided Polish interpretation throughout the session, and the researcher for this evaluation. The main focus of the session was to develop an understanding of what an intervention like the RESS meant to those who received the support. Overall the conversation was relaxed and attendees were able to share what they felt was most relevant.

Secondly a survey was circulated to stakeholders who worked within homelessness and migration teams across Greater Manchester local authorities. The purpose of this element of the evaluation was to understand the impact of the RESS on the wider statutory system. This survey asked questions related to the level of use of the RESS, feedback on the service itself, and the impact the RESS had on existing services. The survey was circulated to all local authorities and requests were made

to share with those most likely to engage with the RESS, in order to ensure relevant feedback could be gained. In some cases, requests were followed up to ensure that feedback was gained from local authorities who were likely to have distinct insight on supporting those with restricted eligibility, such as in Manchester and Salford. 12 responses were received from professionals working in 8 local authorities across Greater Manchester (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside and Trafford). The roles of these respondents and the teams in which they work, will be detailed within section 6, alongside analysis of data collected as part of this exercise.

5. Need profile of the RESS cohort

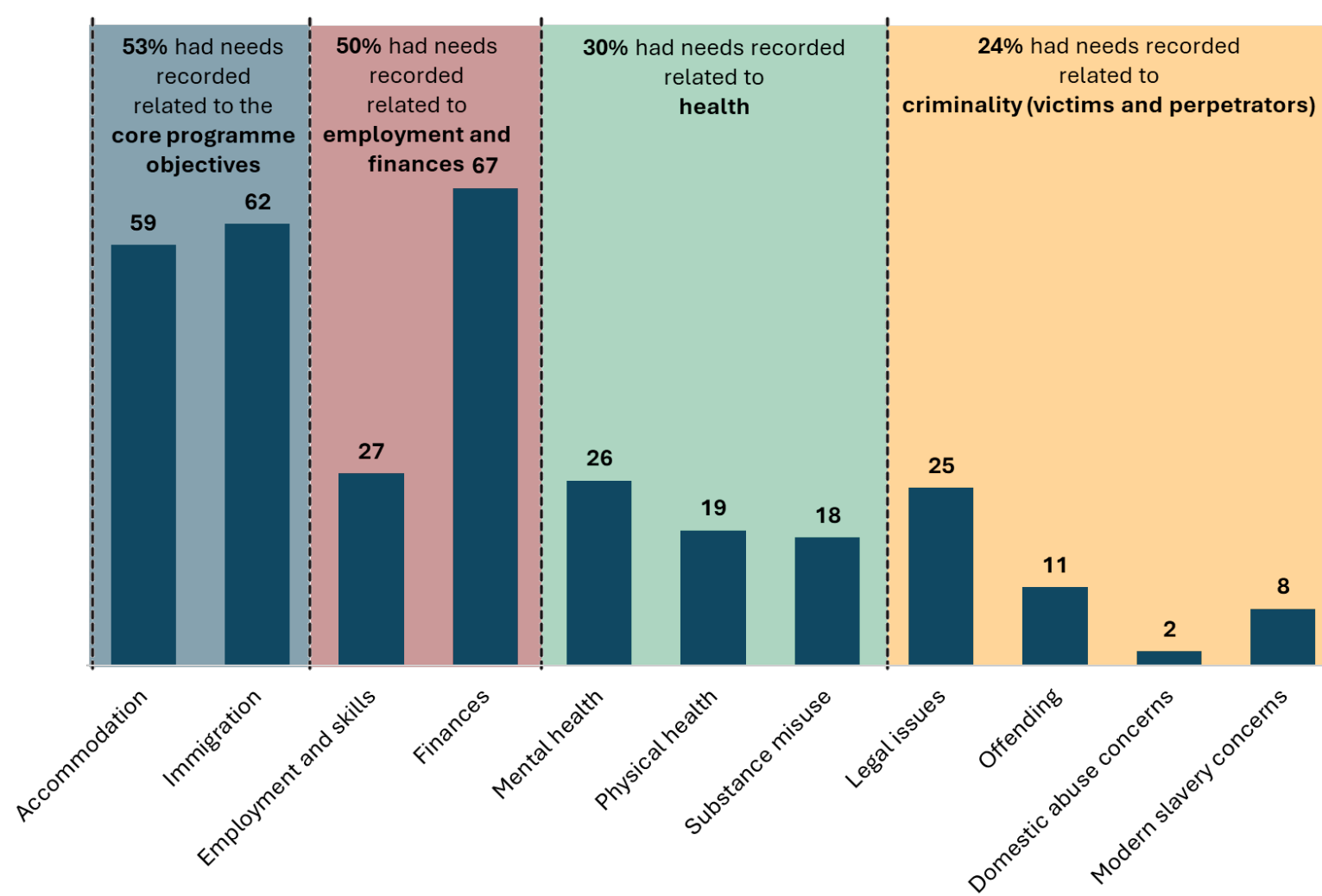
Section summary

- The service **predominantly worked with those who were experiencing homelessness**, rather than working with those who are at. Almost all of those with floating support records were **classified as having 'recovery' cases**, rather than 'prevention' cases (n=132, 94%). Furthermore **30%** of the cohort (n=115) were **experiencing rough sleeping** at the point of entry onto the service. This means that the service was not able to maintain a preventative focus, as was initially designed.
- The RESS had **greater contact with those experiencing rough sleeping** across the city-region, in comparison to those accommodated in ABEN. Whilst the latter was the intention of this service, contextual changes in relation to non-UK nationals experiencing rough sleeping in Greater Manchester meant that the **service responded to increased need amongst those experiencing street homelessness**.
- The main cause of homelessness was **family or friends no longer being willing or able to accommodate** these individuals. When compared to the general homeless population in GM, this cohort were **more likely to be facing homelessness due to eviction from Home Office accommodation**.
- The type of immigration-related support needed was varied, as is reflected by the types of immigration status record on entry into the service. **43%** had contact with the **asylum** system (including those with active claims, refused claims or refugee status); **20%** had **unknown** status; **15%** had **overstayed** on previous visas; **14%** had **settled or pre-settled status**; and **8%** had other forms of **indefinite or limited leave to remain**.
- **76%** (n=287) of this cohort had **restricted eligibility to access public funds** on entry into the service. A further **20%** (n=75) had **undetermined eligibility** to access public funds. Reflecting risk of poverty and destitution.

Individuals supported by the RESS have data recorded about their support needs. For those who received only immigration advice, information captured on need is fairly focused. Given the nature of the support offer, a wider range of data on needs is captured for those who receive additional wraparound floating support from Boaz Trust or the Booth Centre. This section focuses on analyses of the support needs experienced by this cohort.

Given the nature of the service, all those who received support from the RESS will have had support requirements. In some cases, these will be limited purely to homelessness and immigration. In other cases, the complexity of a service user's needs will be greater. Of the 140 individuals with floating support records, 58% (n=81) had at least one support need recorded. The fact that 42% (n=59) did not have any support needs recorded is a result of incomplete data. Whilst the number of individuals with recorded support needs will be reflected throughout this section, it should be noted that these are likely to always be an undercount of support needs experienced. For example, 59 individuals who received floating support had an accommodation support need recorded, however, this is a significant undercount when considering the accommodation statuses of the total 140 individuals with floating support records.

Diagram A – breakdown of support needs recorded within the floating support dataset



Accommodation-related support needs

Whilst accommodation support needs were recorded for less than half (42%, n=59) of the floating support cohort, the nature of the service indicates that all individuals had requirements relating to their accommodation during their time supported by the RESS.

Within the case notes recorded on the floating support system there is insight into the type of accommodation need experienced by these individuals. The diagram below represents some of these experiences.

Diagram B – examples of accommodation-related need

Facing difficulty finding accommodation as a refused asylum seeker, on Boaz Trust waiting list.

Could receive accommodation through the National Referral Mechanism, however avoiding doing so due to worries this will get their family in trouble.

Friend asked to leave as tired of them staying there. Providing shopping vouchers (to share with friend) helps maintain accommodation.

Worried about being evicted from Home Office accommodation and the lack of options that will follow.

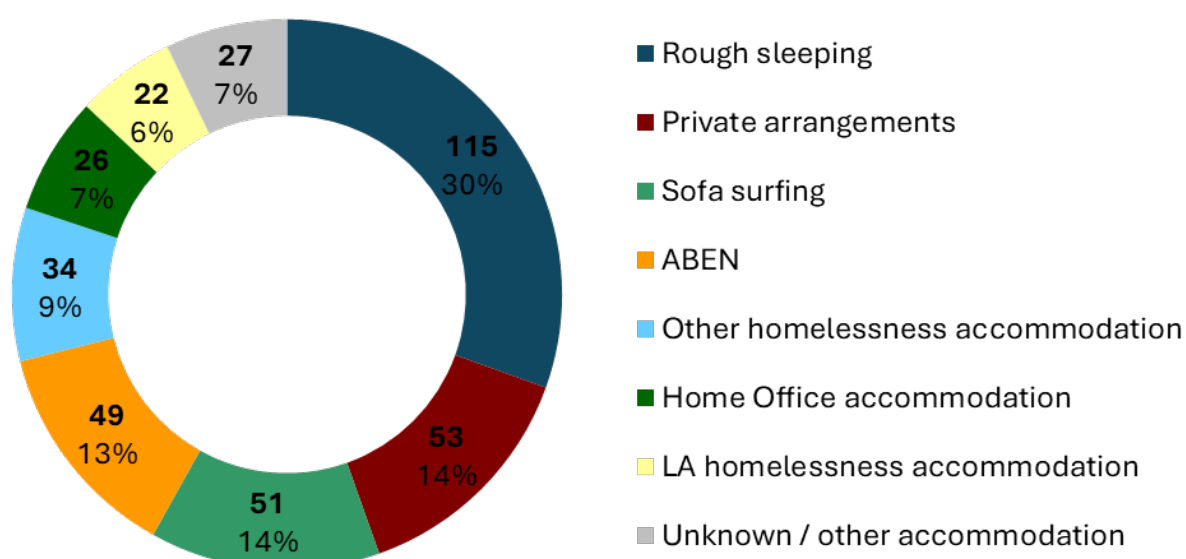
In rent arrears whilst in private rented property, landlord is letting them stay whilst they try to resolve.

Victim of a night-time attack whilst experiencing rough sleeping. Struggled to access local ABEN accommodation following this.

Told to return to rough sleeping site and an outreach worker would visit to arrange for emergency accommodation, however no one visited.

Whilst the RESS was designed with the goal of supporting this cohort in preventing homelessness, the data reflects that the service mainly worked with people in recovery from the experience of homelessness. For those with floating support records, 132 out of the total 140 (94%) were classified as ‘recovery’ cases, rather than cases where people were at risk of homelessness which could still be prevented. This finding is further supported when assessing the accommodation at the point of entry onto the service for the full cohort (377 individuals), as shown below.

Diagram C – accommodation on entry of the full RESS cohort



This data reflects the crisis point for many of those supported by the RESS. 30% (n=115) were experiencing rough sleeping at the point they started receiving support from the service, whilst a further 14% (n=51) were experiencing the instability of sofa surfing. The data also reflects the reliance on the ABEN service, as 49 individuals (13%) were accommodated in this type of provision on entry into the service. 15% (n=56) of the cohort were in some type of homeless accommodation (separate to ABEN) on entry into the service, whether this was provided by a local authority or otherwise. Such types of provision included hostels, supported accommodation, night shelters, hotels and temporary accommodation. More than 1 in 10 (13%, n=27)

of the cohort were in Home Office accommodation at their point of entry onto the service.

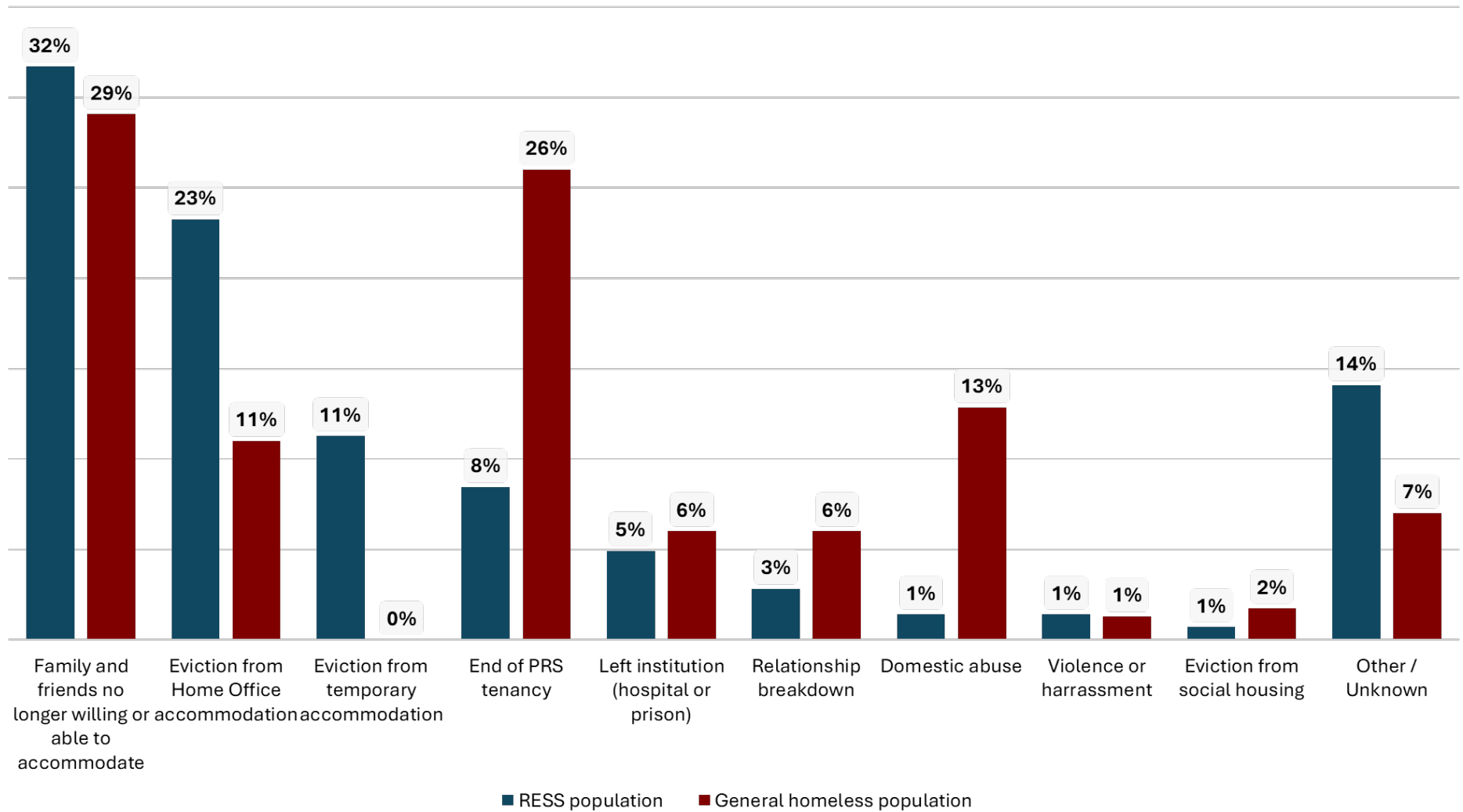
Whilst the RESS was initially designed with the intention to support those with restricted eligibility who were accommodated in ABEN, to find alternative accommodation, the context in which the service was established affected this. The increased levels of rough sleeping for this cohort (as described from page 11 of this report) led to a response by the service to engage with those on the streets, rather than prioritising ABEN provision.

A sub-cohort of people supported by the RESS were in accommodation at the point of referral which have been categorised as private arrangements – 14% (n=53). This group were either in their own accommodation, in a private rented sector (PRS) tenancies, or were living with family or friends. Whilst these types of accommodation may represent relative stability, the experiences collated in diagram B reflect that such arrangements can come to an abrupt ending, which leaves individuals in vulnerable positions in relation to their accommodation (something which is heightened for those with an unclear immigration status).

The reason for homelessness is recorded for all those with a floating support record. In the diagram below these reasons have been compared against the reasons for homelessness in the general homeless population in Greater Manchester (as per statutory homelessness statistics for the quarter ending March 2024¹⁸).

¹⁸ MHCLG, Homelessness statistics – August 2024 ([available here](#))

Diagram D – reason for homelessness for the RESS cohort, compared to overall homeless cohort in Greater Manchester



The most common reason for homelessness or risk of homelessness for the RESS cohort is that family and friends were no longer able or willing to accommodate them, this is consistent with the statutory data on homelessness in Greater Manchester in this period (representing around one third of each cohort in each dataset).

The experience of family and friends no longer being willing or able to accommodate households in the RESS population is likely to be distinctly different to occurrences of this in the general population in Greater Manchester. Firstly, these individuals may be facing exploitation within the house they are staying in, such as working domestically in the home under poor conditions or not receiving payment¹⁹. Alternatively, those accommodating this cohort may take advantage of these individuals as they are aware of the hostile environment this group face, and therefore the reduced risk they face of any maltreatment being reported to authorities²⁰. Those who do not have a right to rent in the UK (which is most people with no immigration permission²¹) who stay with family or friends, are also more likely to remain in a poor environment due to lack of other options, in comparison with UK nationals. Non-UK nationals are also less likely to have a support network they can rely upon if they are facing difficulties in the home they are staying in, meaning being asked to leave is even more difficult.

The second most common reason across general homeless population in the city-region is due to loss of a PRS tenancy. However, the proportion of the RESS cohort who faced homelessness as a result of this factor is much lower than the overall population (8%, compared to 26%). This is reflective of the difficulties, and in some cases impossibility, of renting for non-UK nationals in the UK. Even non-UK nationals who are legally able to rent in the country face difficulties doing so, for example the Joint Council for Welfare of Immigrants found that 42% of landlords were less likely to consider a potential tenant who did not have a British passport, and 27% were reluctant to engage with applicants with foreign accents or names for fear of facing criminal charges.

¹⁹ Right to Remain, The Right to Remain Toolkit – December 2024 ([available here](#))

²⁰ JCWI, The Hostile Environment Explained – April 2023 ([available here](#))

²¹ NRPF Network, Right to rent checks ([available here](#))

As would likely be expected, eviction from Home Office accommodation was a more common reason for homelessness (or risk of homelessness) for those supported by the RESS, representing 1 in 4 of the RESS cohort, compared to 1 in 10 of the overall homeless cohort.

Immigration-related support needs

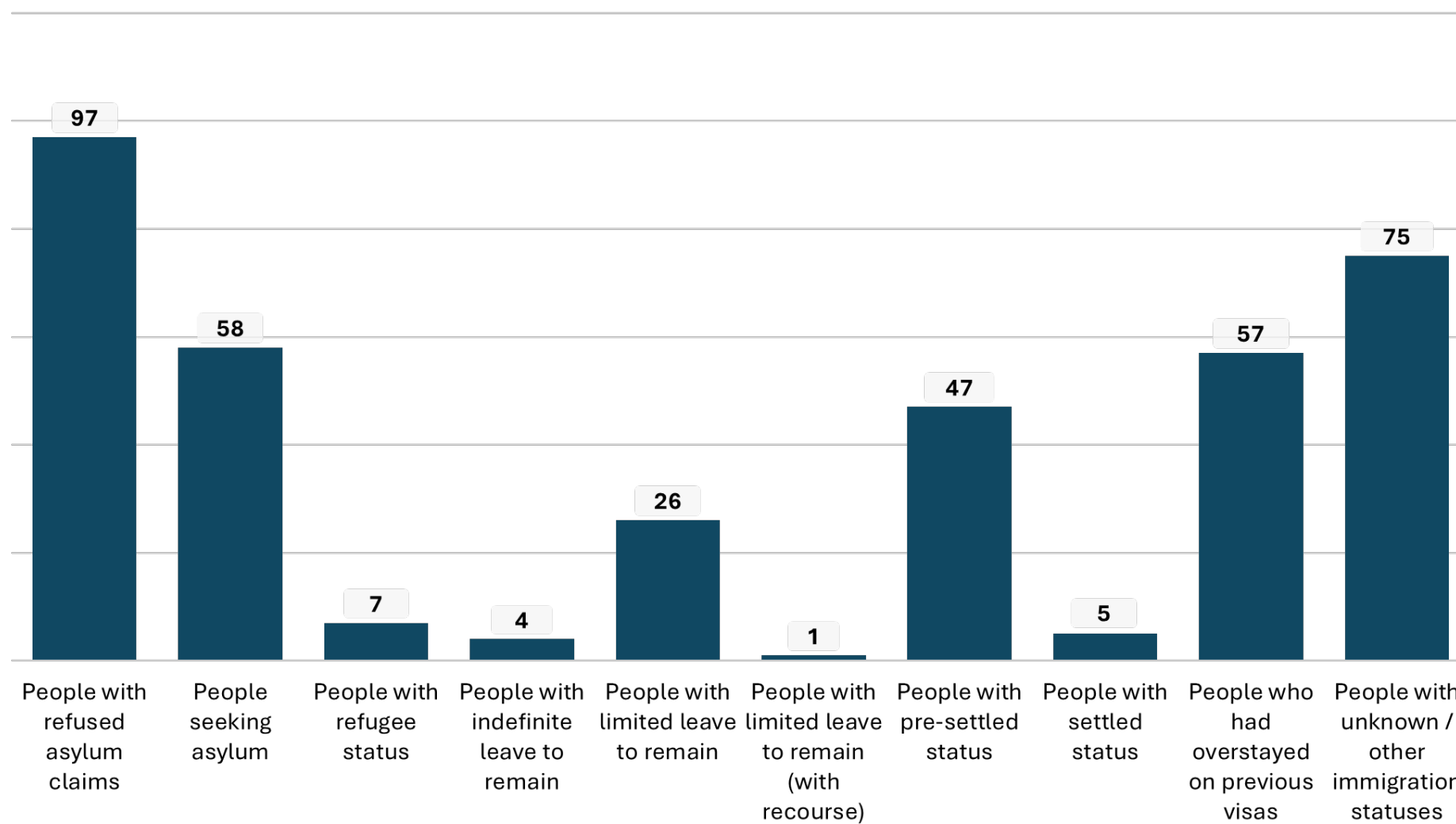
Two thirds of the cohort originated from non-EEA countries, mostly commonly Nigeria (9%, n=33), Eritrea (6%, n=25) and Iran (6%, n= 24). The remaining third came from EEA countries, most commonly Poland (12%, n=46), Czechia (4%, n=14) and Hungary (3%, n=11).

Diagram E reflects the most common types of immigration status categories identified within this cohort when they first began receiving support from the RESS. From page 86 of this report, a glossary details the categories of immigration status used throughout this document and some information around the conditions of these status types, such as ability to access public funds and right to work.

20% (n=75) of RESS records had an immigration status which was unidentifiable. This was due to lack of recording and some errors in recording which led to data which was reflective of nationality rather than immigration status.

41% (n=156) of the cohort had received a negative asylum decision, or were awaiting an asylum decision when first receiving RESS support. 15% (n=57) of the cohort had overstayed on their visas at the point of engaging with the RESS service and a further 7% (n=28) had limited leave to remain which included those with spousal, dependent, work, visitor and student visas.

Diagram E – immigration status on entry, of the full RESS cohort



The immigration statuses of this cohort impact these individuals' ability to access public funds. 76% (n=287) of this cohort had restricted eligibility to access public funds on entry into the service. A further 20% (n=75) had undetermined eligibility to access public funds.

This sub-section will delve into immigration-related support needs and later in this section there will be analyses which focuses on other support needs that are often driven by immigration status (for example the interaction between employment and modern slavery).

Case notes within the dataset reflect that immigration-related support requirements often focused on:

- Appealing a negative asylum decision;
- Applying for indefinite leave to remain;
- Applying for settled status;
- Applying for a visa after overstaying on a previous visa; or
- Gathering evidence to understand individuals' current immigration status.

The below diagram presents some of the main immigration related difficulties recorded within the case notes of those with floating support records.

Diagram F – examples of immigration-related need

Exploitation by previous immigration solicitor who overcharged for services and asked for sexual favours.

Difficulties finding a solicitor who will take their case. Spent 6 months making enquiries with no success.

Arrested on arrival to the UK for having a false passport. Did not understand questions and was not provided with a translator.

Lack of understanding where immigration case is up to. Unsure about what procedures they have been through and lack of evidence.

Has lived in the UK for years but has no documentation, bank account, or GP registration to support with immigration application.

Employment and finances related support needs

Many individuals who were supported by the RESS required support in relation to employment and finances, in some cases these needs were directly related to their immigration status and restricted eligibility to access public funds.

27 individuals reported requiring support in relation to employment and skills and 67 individuals reported requiring financial support. Whilst the specific types of support required is not identified within the dataset, these cases may relate to: employment preparation; finding work; or support with illegal employment and risks of exploitation for those facing these conditions.

Those seeking asylum do not have a right to work in the UK (apart from in exceptional circumstances as described on page 13) and therefore are financially dependent on monetary support provided by the Home Office whilst awaiting an asylum claim outcomes. Research by Asylum Matters explores how such reliance leaves many individuals seeking asylum facing serious levels of poverty in the UK²². 300 individuals living on asylum support were surveyed as part of this research and the findings below reflect the insufficiency of this support and the risk this causes in relation to poverty and destitution:

- 46% were unable to buy the food they needed.
- 46% were unable to buy all the cleaning products they needed.
- 43% were unable to buy all over-the-counter medicines they needed.
- 80% were unable to buy all the clothes and shoes they needed.
- 70% were unable to afford all the travel they needed.

The findings above from Asylum Matters relate to those seeking asylum. However, those who have refused asylum claims or those who are in the UK after overstaying on their visa (41% of this RESS cohort, n=155) would not even receive this low level financial support. This further highlights the financial difficulties this cohort were likely to be facing.

²² Asylum Support, Surviving in Poverty – December 2023 ([available here](#))

Health related support needs

As identified in diagram A on page 24, of the 140 individuals with floating support records during this six month period, 26 individuals reported mental health support needs (19%); 19 individuals reported physical health support needs (14%); and a further 19 individuals reported substance misuse support needs (14%). There is also evidence of multiple disadvantage amongst this cohort, as 17 individuals reported experiencing at least two of these support requirements concurrently.

Case notes recorded on health requirements shed light onto the extremity of some health conditions and the level of support required in order to support people to full health. The below examples illustrate the type of health concerns experienced by this cohort:

- One individual presented to their floating support worker with very poor mental health which was recorded as 'a cause for concern.' This person was staying in their friend's room in Home Office accommodation and so their poor mental health was further compounded by the stress of a high likelihood of being evicted. This individual's experience of GP support was very minimal and their floating support worker focused on trying to link in with the NHS mental health rough sleeping team.
- One individual in their sixties was experiencing rough sleeping following a relationship breakdown with their son, whom they had previously relied on for accommodation. This individual had 'many health problems' and had previously had a heart bypass, indicating their level of need. This person did have wider support networks and was in contact with their doctor, so their floating support worker tried to access emergency accommodation for them close to these networks.
- One individual was barred from the Mustard Tree after becoming verbally abusive towards staff after receiving news that their Migrant Destitution Fund payment had not yet been approved. Their floating support worker acknowledged that mental health struggles and experience of anxiety most likely meant that they were feeling very fragile, ultimately leading to this outburst with difficult consequences.

Criminality (victims and perpetrators)

Almost 1 in 4 (24%, n=33) of all those with a floating support record reported support needs relating to criminality. Criminality includes being the victims of crime (specifically in relation to domestic abuse and modern slavery) and the perpetrators of crime (and therefore requiring support with legal issues and offending).

In total, 9 individuals had records which showed support requirements related to domestic abuse and/or modern slavery. There was significantly less information recorded within this dataset which related to the type of support need in this area, however wider evidence highlights the severity of this type of need.

Both of the individuals who reported domestic abuse concerns had restricted eligibility to public funds on entry into the RESS. Evidence shows that people (particularly women) with insecure immigration status or whose immigration status is dependent on a spouse or employer, are often at heightened risk of violence and exploitation²³. There is a perceived and real risk of being detained and deported rather than assisted, if migrants report any abuse. This is further exacerbated by immigration policies which create a 'hostile environment' and mean there is a fear of accessing support from the police, doctors or homeless shelters as these institutions could then share information with the Home Office which risks their residency.

Modern slavery concerns were recorded as a support need for 8 individuals who received floating support through the RESS during this period. Of these 8 individuals, the immigration status recorded included pre-settled status, those who had overstayed on previous visas and those with refused asylum claims. A report by the Migrants' Rights Network highlights the risks of modern slavery and how immigration pathways like the visa sponsorship system can be used to exploit migrants in the UK²⁴. The report finds that migrants face issues including debt bondage, forced labour, unfair dismissal, threats, and arriving in the country to find the job they were promised does not exist. Those who are in the UK on an employer-sponsored visa are less likely to report the modern slavery they are facing as they would need to find

²³ End Violence Against Women, Women Living in a Hostile Environment – May 2018 ([available here](#))

²⁴ Migrants' Rights Network, State-enabled Modern Slavery – November 2023 ([available here](#))

a new sponsored employer within 60 days, and if they were unable to do so they would be expected to leave the country or face deportation.

Individuals with experience of the asylum system are also at heightened risk of facing exploitation and modern slavery, as described in a report by the United Nations Refugee Agency and British Red Cross²⁵. Such risks include the possibility of individuals taking up offers of employment which could become exploitative; experience of destitution, homelessness; and the difficulty to find work and housing for newly recognised refugees.

Of the 27 individuals who reported support needs relating to legal issues and/or offending, the dataset provides some insight into the nature of these needs. 3 individuals were engaged with the probation service on entry into the RESS. 1 individual had been unlawfully recalled and held in custody repeatedly following a previous offence. 1 individual committed offences whilst engaged with the RESS, including an instance of assault which resulted in a custodial sentence. Another individual was undertaking their community service within the same homeless charity which supported them. Another was about to leave Community Accommodation Service Tier 3 (CAS 3) when they first engaged with the RESS.

On several occasions, an individual's immigration status was directly interlinked with their involvement in the criminal justice system. For example, there was specific reference to the added obstacle of applying for settled status due to 'complicated offence history.' In the case where an individual was carrying out their community service within a homeless charity, the case notes referenced this person was 'feeling positive...[and] cannot wait to get [their] settled status.'

²⁵ British Red Cross, At risk: exploitation and the UK asylum system – August 2022 ([available here](#))

6. Impact of the RESS cohort

Section summary

- **36%** (n=73) of all those with full immigration records had a **change in their immigration status** whilst engaged with the RESS. The most common immigration outcomes were **establishing status** for the 26 individuals who previously had **unknown immigration status** and the 16 individuals who had **overstayed on previous visas**.
- **13%** (n=26) of all those with full immigration records **gained access to public funds** whilst engaged with the RESS. A further **8%** (n=17) **gained greater clarity on their restricted eligibility** to access public funds, as this had previously been unknown.
- When individuals had a **change in accommodation** whilst engaged with the RESS (which was in around half of cases), most **changes were positive** (73%, n=61). One of the main successes was **moving people off the streets into ABEN, Home Office accommodation, private arrangements**.
- **63%** (n=32) of those with full accommodation records who were initially experiencing rough sleeping had been **supported to move away from street homelessness**. These individuals went on to be housed in ABEN, Home Office accommodation, other homelessness accommodation, private arrangements or were sofa surfing at the point of exiting the service.
- **ABEN accommodation** was a **vital resource** for RESS staff to refer those they were working with into. **17 individuals** were moved away from homelessness (rough sleeping, sofa surfing) **into ABEN**. Action taken by RESS staff to make thorough referrals and chase up spaces within the provision were important in reaching these outcomes.
- **Home Office accommodation** was also a **vital resource**. **36 individuals** were moved away from homelessness (rough sleeping, ABEN, other homeless accommodation) into Home Office accommodation. GMIAU interventions to support individuals in accessing Section 95, Section 98, Section 4 and Schedule 10 support was vital in ensuring those facing homelessness receive the support they are entitled to.

Section summary – continued

- 83% (n=58) of all those who accessed new accommodation whilst supported by the RESS accessed some form of **short-term accommodation**. These are considered **positive outcomes** for this cohort and **this finding underlines the importance of these types of provision** for the RESS. However, these short-term accommodation outcomes **are not necessarily indicators of long-term homelessness prevention**.
- **14%** (n=12) of all those who **accessed new accommodation** whilst supported by the RESS accessed some form of **private arrangements** – this included accessing their own accommodation and staying with friends or family in long-term arrangements. 23 individuals also **maintained private housing arrangements** throughout their engagement with the RESS, evidence shows the **importance of floating support in allowing these arrangements to be sustained**.
- **Accommodation outcomes** are found to occur for this cohort at a **very similar rate regardless of whether individuals had a change in their immigration status or not**. 11% of all those who had a change in immigration status had a positive change in accommodation. 16% of those who did not have a change in immigration status had a positive change in accommodation. The **short-term nature of this evaluation may inhibit the ability to see a stronger link** between a change in immigration status and access to positive accommodation outcomes.
- Of those who were **initially accommodated in ABEN** provision on entry into the RESS, **8% (n=4) found suitable move on options**, which reflects that the RESS has **not been able to create greater flow through the ABEN system**. However, evidence suggests that the RESS **does impact average length of stay in the provision for this cohort**. For the overall ABEN cohort, average length of stay has significantly increased in the past two years, whereas **for non-UK nationals the average length of stay has remained relatively stable**. This could be linked to support provided by the RESS.

Section summary – continued

- **Partnership working in this service is highly effective.** The service delivery providers clearly **work well together to achieve positive outcomes** for this cohort, for example **support preparing immigration applications**, reflecting the value of the service. **Functioning of the wider system is also effective** because of the successful operation of the RESS. For example, partners within other areas of the system such as health, are able to achieve better outcomes for this cohort due to the work done by the RESS.
- **Professionals** working in the homelessness and migration space, **recognise the value of the RESS**. Whilst there is evidence, that the RESS is effective for wider parts of the system, the **perception by professionals in the homelessness and migration sector was that the service did not significantly reduce pressure** on the wider system

This section explores the outcomes achieved by those who were engaged with the RESS and assesses the types of interventions that led to such outcomes. There is also exploration of the wider impact of the service for homelessness and migration services across GM.

Outcomes for individuals accessing the RESS

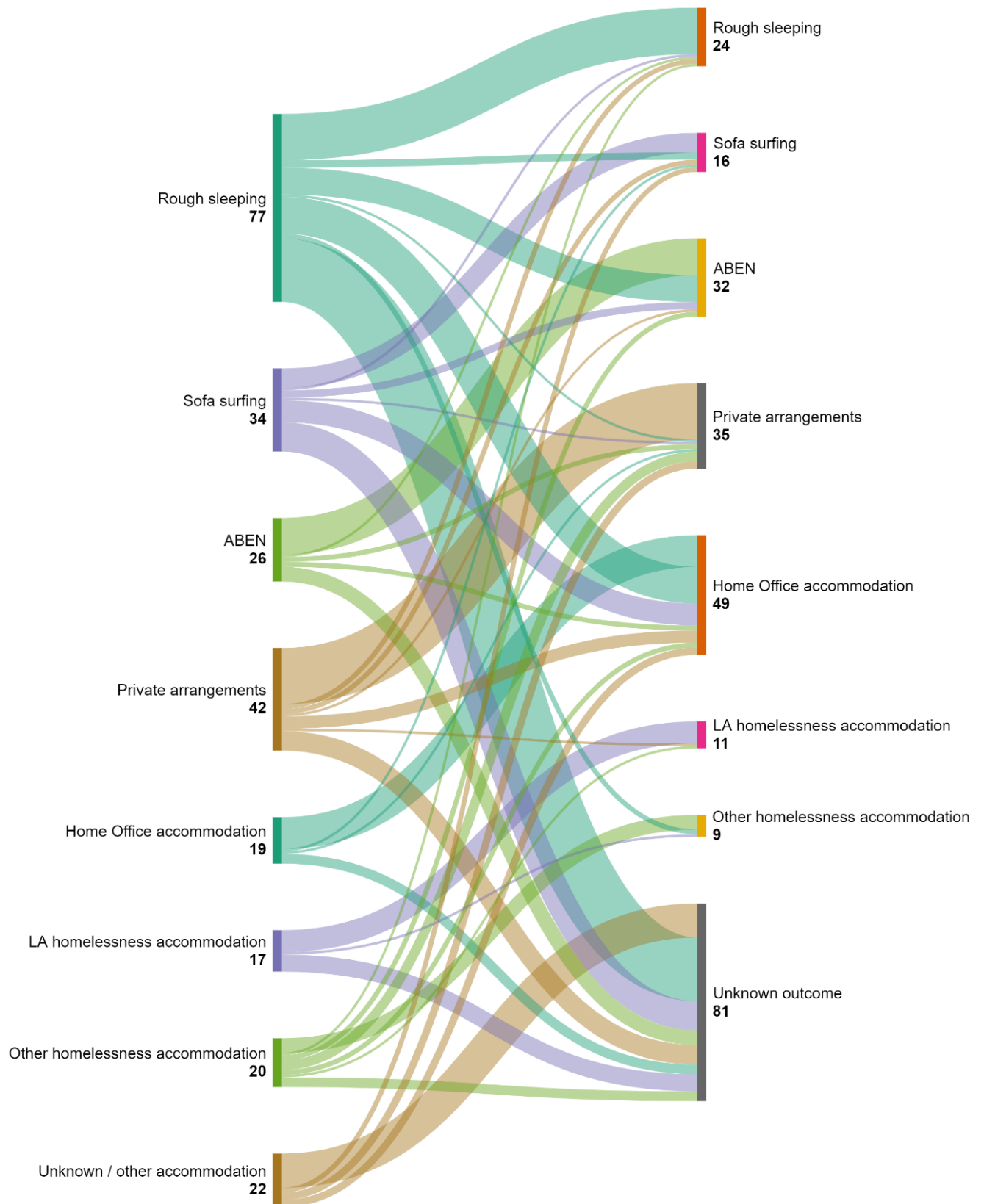
Floating support data holds information on ‘interventions’ and ‘achievements.’ These can be understood as action taken and outcomes reached. Some records include further case notes that shed light on the interventions and achievements and this section will include analyses of these notes. For those with immigration records, there is further detail on the type of immigration support provided and data on outcomes achieved. This sub-section will also include insight from those who attended the co-production session, arranged to gain feedback on the service. Case notes from the floating support service and feedback from those who attended the co-production session are used to reflect examples of the nature of specific interventions that are likely to be represented in the quantitative data.

Analysis has been undertaken to assess whether outcomes differ based on the nationality or ethnicity of those supported (see page 17). There is no evidence to suggest there are any differences based on nationality or ethnicity of service users.

Accommodation

The diagram below reflects all people from the sample who had an accommodation outcome recorded in within the dataset. This is reflective of 257 individuals as the remaining 120 people supported by the RESS during this period still had an open record at the point of data collection and therefore information on their accommodation outcome was not included in the dataset.

Diagram G – accommodation outcomes



Of the 257 cases outlined in the diagram above, this section will not explore the 81 cases which resulted in unknown outcomes due to a lack of recording. In some cases this may be due to engagement not being sustaining with these individuals to the point an accommodation outcome was reached. Of the 176 cases remaining, 83 cases had a change in accommodation.

Of these 83 cases, 72% (n=60) were positive accommodation moves. The specifics of these positive moves will be described later in this sub-section. In 18% of cases (n=15), the data does not allow for understanding as to whether the accommodation move was positive or negative. In some cases this was due to the accommodation on entry being unknown and in other cases this was due to a move from one type of homeless accommodation into another. 1 in 10 cases (n=8) involved a negative accommodation outcome. 5 of these cases related to individuals rough sleeping and the remaining 3 cases involved leaving Home Office accommodation or private arrangements and going on to experience sofa surfing.

One of the key successes of the RESS is to support individuals to obtain stable accommodation directly after a period of having slept rough. Among those rough sleeping when they were referred onto the RESS, 63% were accommodated at the point that their case was closed. This represents a consistently positive outcome among some of the most vulnerable people in this cohort. It is also a key component of the reactive cost saving generated by the service, as detailed in section 7 of this report.

ABEN is a crucial resource to refer into by the RESS, as reflected by the 17 individuals moved into ABEN in diagram G. 11 of these 17 individuals had been at the crisis point of experiencing rough sleeping and 3 individuals had been sofa surfing with little security. As highlighted in diagram H, action taken by RESS support workers sometimes goes beyond the submission of a referral. Advocacy to ensure that services have a better grip of an individual's support needs, and the support already in place for them, can mean that the referral is more effective and positive outcomes are more likely. As well as the 17 individuals who were moved into ABEN through RESS support, a further 15 individuals had been consistently accommodated in ABEN since they first engaged with the RESS – these cases will be explored in later in this section (from page 65). The ability to refer into and gain

access to ABEN bed spaces is crucial for the RESS team, as it is widely understood that floating support and legal immigration advice is most effective when those receiving the support have access to accommodation, due to the stability and consistency this can provide.

In total 19% (n=49) of the sample cohort were accommodated in Home Office accommodation at the point that they exited the RESS. 36 of these individuals were moved into this provision throughout their engagement with the RESS. As was the case with ABEN, this reflects Home Office accommodation as a vital resource for accommodating this cohort. The circumstances in which these individuals were able to access Home Office accommodation is explained in greater detail later in this section (from page 57).

Whilst accessing ABEN and Home Office accommodation are highly positive outcomes for this cohort, particularly considering the lack of other options available, it must be acknowledged that these accommodation options are not long-term in nature. Whilst the average length of stay in ABEN has grown in recent years (as explored towards the end of this section, from page 68), ultimately the provision is designed to be emergency accommodation and is not suitable for long-periods of time. Home Office accommodation is short-term by definition as those who inhabit this provision are only eligible to be accommodated for a defined period of time. For example, those in accommodation through Section 95 support are eligible to be in accommodation until their claim has been determined by the Home Office, this type of support and other examples are detailed in diagram M on page 57. The short-term nature of these accommodation options has implications on the ability of the service to prevent homelessness in the long-term. This reflects the conditions in which the service operated as move on options from any type of short-term accommodation offer were, and continue to be, in short supply.

35 individuals (14%) were in private arrangements at the point of disengaging from the RESS. These arrangements included people having their own accommodation; staying with friends or family; and in one case accessing social housing. 23 of these 35 people had a continuation of these arrangements since the beginning of their engagement with the service. Case notes reflect the importance of floating support in this accommodation outcome. For example, supermarket vouchers accessed by the

Booth Centre or money obtained through the MDF, are often shared by these individuals with those they are staying with, making it easier to maintain these arrangements.

40 individuals (16%) were either experiencing rough sleeping or sofa surfing at the point they exited the service. The majority of these individuals had experienced the continuation of these circumstances, which they originally faced at the point of entry onto the service. Unfortunately, there were 7 cases which included individuals who were accommodated at the point of entry (ABEN, other homeless accommodation, private arrangements and Home Office accommodation) who were either rough sleeping or sofa surfing by the point that they disengaged with support from RESS.

The remainder of this sub-section details support provided by the floating support teams which led to these accommodation outcomes. 50 people included in the sample data had an accommodation-related intervention logged on the record. The average number of interventions per person was 2.2. Interventions relating to sustaining accommodation and homelessness prevention were also recorded for 20 individuals.

Accommodation-related interventions largely focused on advocating and supporting and explaining processes or circumstances. The diagram below provides insight into the specifics of these themes and includes some key examples where staff provided support which was paramount for the individual they were helping.

Diagram H – examples of accommodation-related interventions

Advocacy and support

Referring into ABEN accommodation: A support worker submitted an ABEN referral with information on the level of need the individual had, the support they had in the area, and the language they spoke. Also offered to join the individual on their arrival and they let the service know they could be contacted if anything further was needed.

Ensuring accommodation is lasting and suitable: A support worker contacted an accommodation provider on behalf of an individual to request a move into a different

room for accessibility reasons. Also chased up food provision for this individual within their accommodation. Another support worker contacted an accommodation provider to request an individual's room was kept open whilst they were in hospital.

Referring into rough sleeping teams: A support worker contacted an LA homeless team for accommodation provision due to SWEP and had ongoing contact over this. They gave information on where the individual could be found and offered their own details to act as a conduit to ensure the individual would be accommodated.

Referring into LA homeless team

Explanation of processes and circumstances

Explaining how and encouraging to access accommodation: A support worker encouraged an individual to go to the LA for a homeless assessment after learning an NRPF ABEN bed was available in their provision. The individual was feeling low and reluctant but with this support worker's encouragement and practical support (such as a bus ticket and supermarket vouchers), they attended and were able to access the accommodation.

Signposting to homelessness support that there was no knowledge of prior
(This was highlighted by an individual who attended the co-production session)

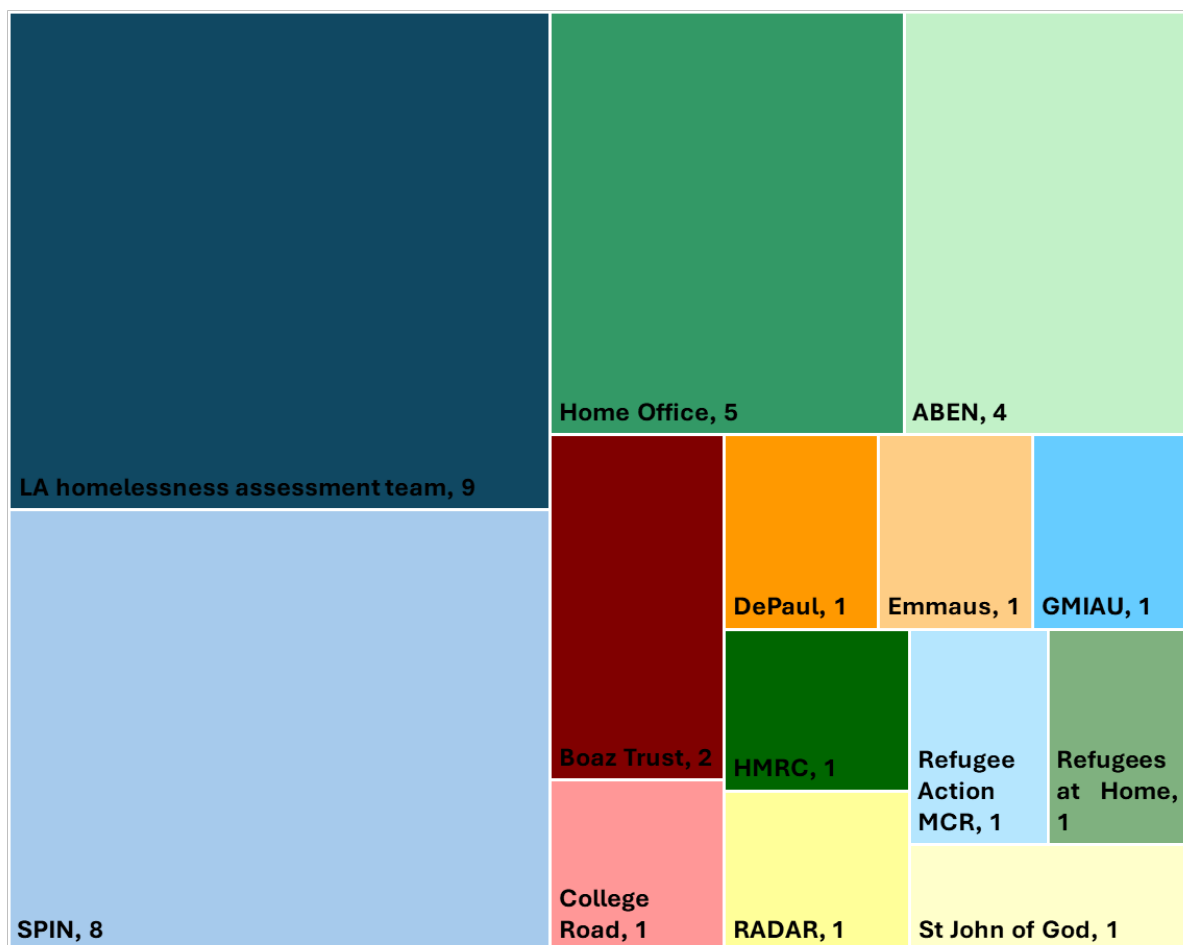
Quick turnaround on accommodation offer *(This was highlighted by an individual who attended the co-production session)*

Explaining housing options

Explaining difficulties of accessing accommodation as someone who has had their asylum application refused

Floating support workers often referred into other organisations and agencies that could help people with their accommodation needs. In some cases these were accommodation services. In other cases these were less clearly linked to accommodation resource but engagement with such services was helpful in avoiding homelessness. The chart below reflects the agencies and organisations referred to and the number of times these were recorded within the dataset.

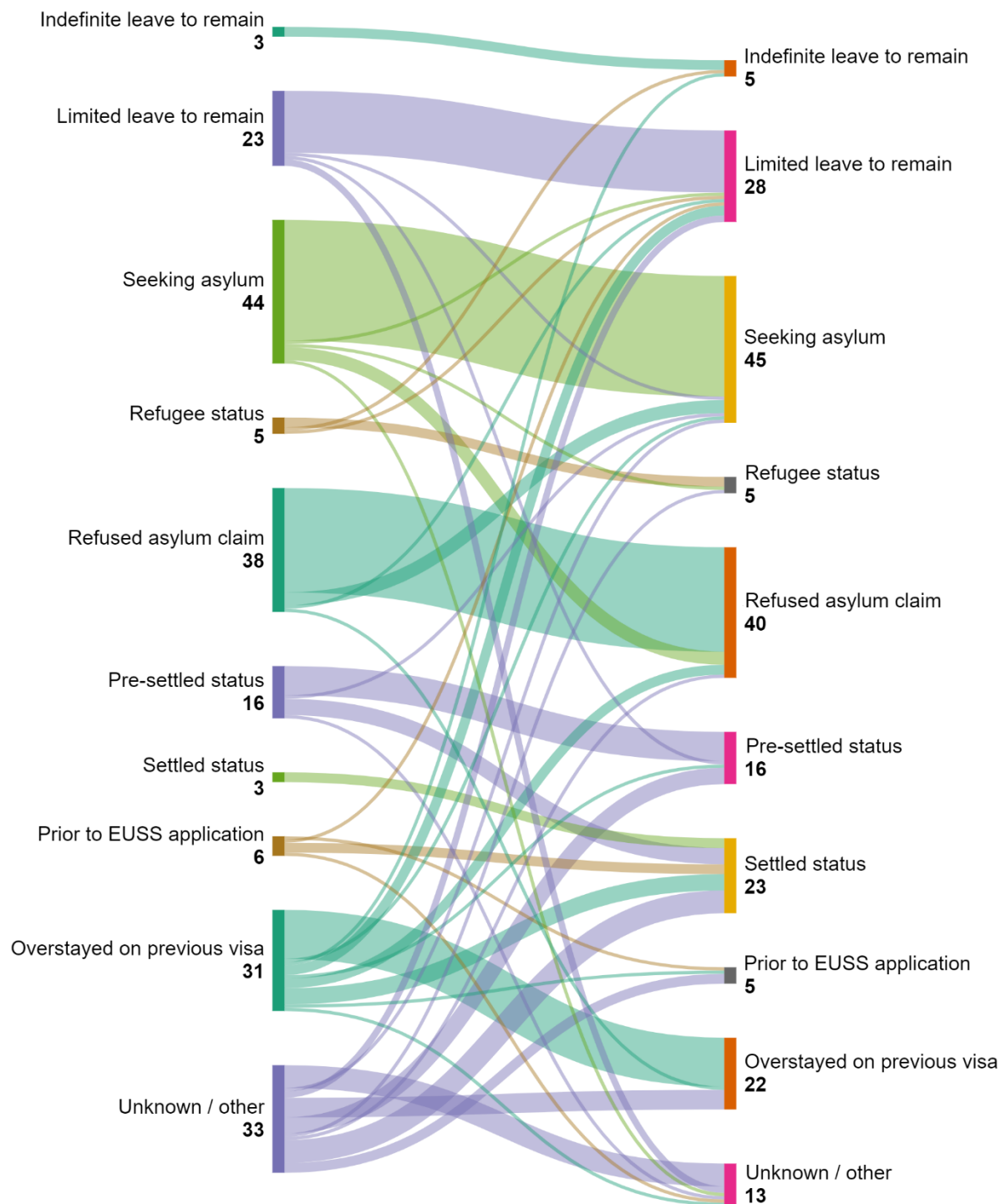
Diagram I – referrals made to services and organisations to avoid homelessness



Immigration

The diagram below reflects all people from the sample who had an immigration status recorded on their exit of the service. This is reflective of 202 individuals, as the remaining 175 people did not have an immigration status recorded on exit. Of these 175, 94 only had floating support records which did not have this information included and 81 individuals were still working with the GMIAU at the point of data collection and therefore an outcome had not yet been reached.

Diagram J – immigration outcomes



As previously noted, from page 86 of this report, a glossary details the categories of immigration status used throughout this document and some detail around the conditions of these status types, such as access to public funds and right to work.

Across the 202 individuals who had an immigration status recorded on exit, 73 individuals had a change in status and 129 had the same immigration on exit as that recorded on entry (reflecting a change for 36% of those with an immigration status recorded on exit and a consistent status for 64%). For the 73 individuals who did have a change of immigration status, these changes were most commonly seen in relation to:

- Individuals being granted settled status (20 individuals);
- Individuals making asylum applications (8 individuals);
- Individuals receiving negative asylum decisions (8 individuals);
- Individuals' status being determined as 'overstayer' (7 individuals); and
- Individuals being granted pre-settled status (7 individuals).

Analysis on this page details the impact of changes to immigration status for this cohort. This does not make detailed reference to the impact of becoming eligible to access public funds as greater focus on this is included below diagram K (on page 49).

The 20 individuals who were granted settled status initially had unknown status, had overstayed on previous visas, or had not yet made an EUSS application. These individuals would no longer be subject to immigration control and could live, work and study in the UK indefinitely. Settled status offers a path to British citizenship and can help make people feel more at home, ultimately providing comfort and stability in the lives of these individuals.

The 8 individuals who were making asylum applications had previously received refused decisions, had overstayed on previous visas, or had pre-settled status. As well as the possibility of being granted refugee status and the security that this could bring, those who made asylum applications could also be eligible to asylum support. Asylum support could be impactful for these individuals in relation to monetary and housing support.

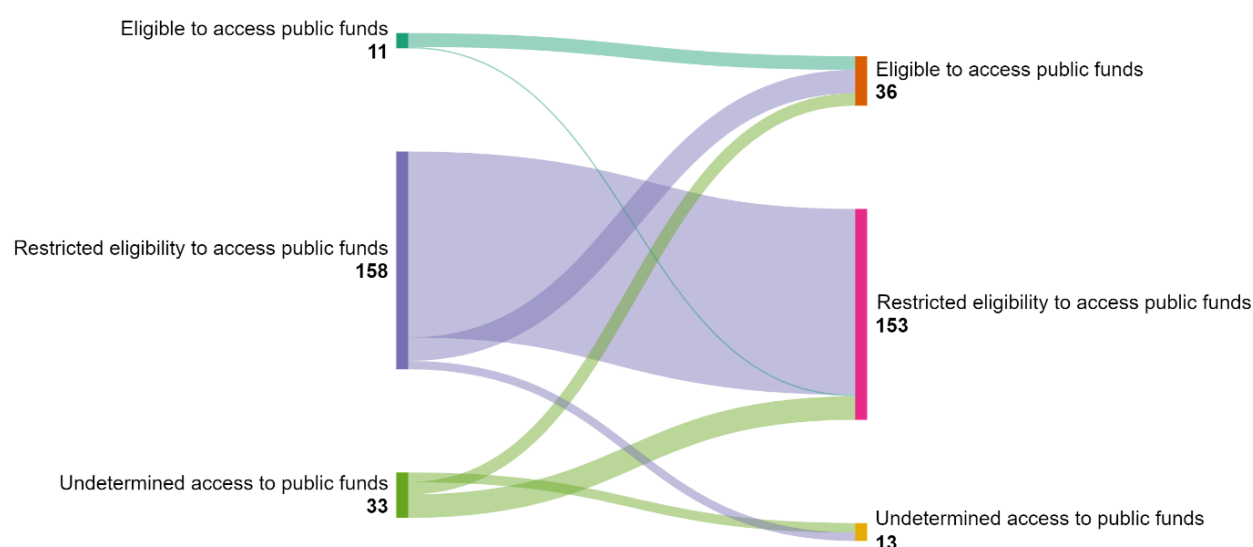
In total, 15 individuals had immigration records which reflected that they had received negative asylum decisions or had overstayed on previous visas. Whilst

these changes in status do not provide eligibility to public funds or right to work in the UK, these statuses being actualised provides greater clarity and understanding on an individuals' own immigration journey and next steps.

The 7 individuals who were granted pre-settled status previously had unknown status, limited leave to remain, or had overstayed on previous visas. Those with pre-settled status have the right to work in the UK and in some cases are eligible to access public funds (this will be further explored on the following page). Being able to work in the UK provides these individuals with the ability to gain economic independence and further security, ultimately preventing long-term homelessness.

In some cases changes to immigration status led to a new eligibility to access public funds. The diagram below reflects this cohorts eligibility to access public funds at the points of entry and exit of the service.

Diagram K – ability to access public funds for all those with immigration outcomes



In total, 26 individuals established a new eligibility to access public funds through RESS support (13% of all those with immigration status recorded on exit). These positive outcomes were the result of the following changes:

- 20 individuals being granted settled status;
- 2 individuals being granted refugee status;
- 3 individuals having the NRPF condition removed from their limited leave to remain; and

- 1 individual being granted indefinite leave to remain after previously overstaying on a visa.

As evidenced elsewhere in this report (page 14) and as shown in wider literature, having eligibility to access public funds provides a ‘safety net’ which helps households avoid destitution and homelessness, for which this cohort are clearly at risk. Research by Citizens Advice shows the relevance of the no recourse to public funds condition when considering housing access and standards²⁶. This cohort are unable to access housing benefit, the housing element of universal credit or any form of social housing and therefore having fewer and poorer quality housing options.

In the 3 cases whereby the NRPF condition was removed from individuals’ limited leave to remain this was due to being granted the migrant victims of domestic abuse concession and exceptional leave to remain. Relating to the former, 2 individuals who were in the UK on spousal visas and therefore had restricted eligibility, had faced domestic abuse. This concession will have granted three months limited leave to remain and access public funds throughout this period. In 1 case, an individual was granted exceptional leave to remain, meaning that they ‘require special humanitarian protection but do not qualify as a refugee.’ This person will have likely received this leave for a period of up to four years and at the end of this period will be eligible to apply for indefinite leave to remain.

17 individuals had changes to their immigration status which made clear that they had restricted eligibility to public funds (8% of all those with immigration on exit information recorded). Information with regards to immigration status was missing or was inaccurate for all of these individuals on entry into the service. On exit, this included those with pre-settled status; those who had overstayed on previous visas; those who were going to make an EUSS application in the near future; those with limited leave to remain; and people seeking asylum. Some of these individuals could have eligibility to access public funds, for example if those with pre-settled status are able to prove they have a qualifying right to reside and can show they are eligible²⁷. Others may have a right to work depending on the conditions of their limited leave to remain. This shows that whilst these individuals’ eligibility to public funds was still

²⁶ Citizens Advice, How do I survive now? – November 2021 ([available here](#))

²⁷ Benefits, EEA nationals and family members ([available here](#))

restricted, there are benefits to gaining greater clarity on immigration status through work with the RESS team.

151 individuals continued to have restricted eligibility to access public funds (75% of all those with immigration on exit information recorded). In most cases this was due to having the same immigration status on exit as was recorded on entry into the RESS (n=126). In 25 cases, however, there had been a change in immigration status but these individuals' eligibility to public funds continued to be restricted, these cases included:

- Those who had overstayed on previous visas making asylum applications, being granted limited leave to remain or being granted pre-settled status (9 individuals);
- Those who had previously received refused asylum claims making new applications, being granted limited leave to remain or being found to overstay on their visa (6 individuals);
- Those seeking asylum having their decisions refused or discretionary leave to remain granted (5 individuals).

The remaining 8 individuals who had complete immigration records (4% of all those with a complete immigration record) had a variety of outcomes in relation to eligibility to public funds:

- In one case, an individual had their refugee status revoked whilst engaged on the RESS, due to a criminal offence. This meant their initial eligibility to access public funds had been removed by the point they exited the service.
- In another case, an individual had a change in immigration status from having refugee status to being granted indefinite leave to remain. These circumstances meant they had eligibility to access public funds throughout their engagement with the service.
- In the final six cases, individuals who had initially been recorded as having restricted eligibility did not have an immigration status recorded on exit, despite their records being closed. This may indicate these individuals disengaged from the service.

Whilst the majority of the cohort still had restricted eligibility at the point of disengaging from the RESS (n=153, 76% of all those with full immigration records), there was a further 81 individuals receiving ongoing support from the GMIAU. These individuals (who account for 21% of all those engaged on the RESS throughout this period) were therefore awaiting a final immigration outcome and could have been in the process of establishing eligibility to access public funds. This reflects the long-term nature of work to pursue changes in immigration status, the results of which could not be wholly understood through this evaluation which focuses on a 6 month period.

19 individuals had records which reflected that GMIAU had supported with a new immigration or asylum application. This reflects 7% of all those supported by the GMIAU in this period, this low proportion could be reflective of a lack of recording. More often than not, i.e. in 13 out of these 19 cases, these individuals established their eligibility to access public funds after the completion of these applications.

Action taken by the GMIAU to make progress towards these immigration-related outcomes included initial immigration assessments and advice; immigration applications; legal aid applications; immigration-related appeals; and more generalist support. 283 individuals were supported by the GMIAU, via the RESS, throughout this period and all of these people received an immigration assessment. The majority (57%, n=162) then required IAA Level 2/3 support, whilst the remaining 43% (n=121) required IAA Level 1 support. IAA Level 1 support is basic advice about immigration rules, whereas IAA Level 2/3 advice also includes more complex casework such as making applications outside of the immigration rules and making appeals.

19 cases were found to have no merit. These individuals were included within the total 283 who received an immigration assessment and at this point they would have received legal advice on all their options but would not be able to make an immigration application. GMIAU advice would ensure that these individuals have all the knowledge they require, for example these individuals may be able to apply for long residence in the future and therefore legal advice could relate to this²⁸. 6 of these 19 individuals were receiving floating support and this support continued,

²⁸ UK Visas and Immigration, Long residence – July 2024 ([available here](#))

despite being unable to pursue a legal immigration case with the GMIAU. This reflects the importance of the partnership between these organisations, as even though all routes were exhausted in relation to immigration for these individuals, support continued in relation to wider support, including accommodation.

Legal aid was granted for 12 individuals meaning that based on a means assessment of their income, savings or capital, they were deemed eligible for free legal advice²⁹. In 5 further cases individuals were granted exceptional case funding, meaning that these cases would not usually be funded by legal aid but the Legal Aid Agency found that their human rights would be breached if they did not have this funding³⁰. This reflects that 6% (n=17) of cases the GMIAU supported during this period included a cost recovery, meaning extra income for the RESS. Whilst this does reflect further income, these payments would not be made to the GMIAU until the outcomes of these immigration processes are reached. 4 of these 17 individuals had recorded immigration statuses on exit, at the point of data collection, these people had been granted limited or indefinite leave to remain.

Asylum application appeals were processed by GMIAU for 4 individuals supported by the RESS, during this period. The results of these appeals were not recorded within the dataset. Further insight into the results of asylum appeals, in relation to accommodation, will be explored in the next sub-section of this report (from page 56).

Data is recorded within the GMIAU system which is more general in relation to immigration support. This data reflects that 9 individuals were signposted to other services; 6 individuals received explanation on alternative support offers; and 3 individuals were referred onto support.

Floating support data also includes reference to action taken in order to support with immigration outcomes. 88 of the 140 individuals (63%) who received RESS floating support had immigration-related interventions throughout this period, with an average of 1.5 interventions per person. Floating support case notes and feedback

²⁹ NRPF Network, Legal Aid – Introduction ([available here](#))

³⁰ NRPF Network, Legal Aid – Exceptional case funding ([available here](#))

from those who attended the co-production session highlighted the type of support that these recorded interventions represent.

Diagram L – examples of immigration-related floating support

Floating support case notes reflected:
Support provided for individuals to apply for their passports and support with the costs of doing so.
Support workers helped explain the processes of immigration applications and next steps after receiving decisions.
Support workers arranged solicitor appointments, ensured the presence of interpreters and attended these meetings.
Individuals who attended the co-production session shared:
Feeling that floating support staff gave a good impression to their immigration lawyer.
Appreciating being given a phone from floating support staff that helped them make their immigration application.
Feeling that floating support was crucial in being granted settled status within 2 months.

Other floating support data related to immigration action and outcomes includes:

- ID and documents outcome (recorded for 18 people)
- GMIAU interventions (recorded for 13 people)
- Subject Access Request completed (recorded for 13 people)
- Evidence gathered outcome (recorded for 8 people)
- Immigration application submitted (recorded for 6 people)
- ID and documents interventions (recorded for 3 people)
- Evidence gathering interventions (recorded for 2 people)

Action and outcomes relating to ID and documents, Subject Access Requests (SARs), and evidence gathering are paramount in pursuing immigration applications. Whilst the number of individuals who had such activity logged within the dataset is

low (between 2-18 out of 140 people), case notes reflect that such activity is commonplace within the floating support offer.

Case notes relating to ID and documents showed good practice in two areas. Firstly, floating support workers frequently and persistently made enquiries to access documentation on behalf of those they worked with. Secondly, professionals made copies and kept a note of ID once it was received. This is particularly useful considering the heightened risk of losing these documents (or having them stolen) whilst experiencing homelessness, particularly street homelessness.

SARs were made on behalf of individuals, by floating support workers, in order to assist with ongoing immigration applications. Once these requests had been received and returned, floating support workers would often send these on to GMIAU, in order for the information to be used in ongoing immigration applications. Professionals also sent these on to other relevant agencies such as the South London Refugee Association or the GM Law Centre. Floating support workers also chased up SARs that were returned in an incomplete state.

All individuals making applications to the Home Office in relation to asylum or immigration cases need to provide evidence³¹. Help and guidance from floating support professionals who are experienced in this area is hugely beneficial to this cohort. Case notes within the floating support dataset reflect work done in this area, as presented below:

- Requesting references from charities e.g. Homeless Aid UK;
- Obtaining documents from individuals' previous solicitors;
- Supporting individuals to translate birth certificates;
- Requesting tax records from HMRC to prove previous employment; and
- Requesting medical records from services such as The Inclusion Project.

Action taken in relation to immigration outcomes, by floating support teams, is key considering the distinct nature of the service to combine both elements. By supporting individuals to access their ID and documents, complete SARs and gather necessary evidence, these individuals are supported to achieve positive outcomes in relation to their immigration status.

³¹ Right to Remain, Evidence for asylum, immigration and human rights cases – December 2023 ([available here](#))

The dataset also reflects agencies and services referred onto by floating support staff for immigration needs. Recorded organisations and services included GMIAU, HSBC, HMRC, the Home Office Voluntary Return Service, national consulates and charitable organisations such as Refugee Action and the South London Refugee Association.

Impact of immigration on accommodation outcomes

Some elements of immigration advice and support link directly to accommodation outcomes, as explored throughout this sub-section. This mainly relates to accessing Home Office accommodation which, as described in the previous sub-section, is a common and vital accommodation resource for many of those engaged with the RESS.

Of the 36 individuals who were moved into Home Office accommodation whilst engaging with the RESS, the specific type of support granted by the Home Office is detailed for 29 people. The graphic below details the type of support granted by the Home Office which includes the provision of accommodation³², as well as detail into the number of individuals within this cohort who were granted such support.

³² NRPF Network, Home Office asylum support ([available here](#))

Diagram M – Home Office accommodation support accessed through GMIAU interventions

Section 95 support (4 individuals were granted Section 95 support)

This will be provision of housing and financial support for those who are destitute or likely to become destitute within 14 days. This support will be ongoing until the person's asylum claim is determined by the Home Office or appeal courts.

Section 98 support (1 individual was granted Section 98 support)

Full board such as a hotel and financial support will be provided in this case. This support is provided to those in emergency need of support whilst awaiting the Home Office decision of whether they are eligible for Section 95 support.

Section 4 support (15 individuals were granted Section 4 support)

This will be provision of housing and financial support for those who have become appeal rights exhausted in relation to their asylum claim and who do not have accommodation and/or cannot afford to meet their essential living needs.

Schedule 10 support (5 individuals were granted Schedule 10 support)

This will be the provision of accommodation and financial support to individuals subject to immigration bail. Being granted this support is understood to occur in exceptional circumstances.

4 individuals had asylum appeals processed by GMIAU and 2 individuals were able to access Home Office accommodation following these appeals being made. This reflects the importance of this work done by GMIAU, not only in relation to pursuing asylum applications, but also in relation to accessing accommodation.

Referrals were made by the GMIAU to the Homelessness Escalation Service (HES) for 16 individuals. Whilst the dataset does not hold information on the result of HES referrals, the purpose of such is to gain confirmation on whether those referred have legal status and to progress outstanding applications already submitted to the Home

Office³³. 10 of these 16 individuals had records made in relation to their immigration status and accommodation outcome at their point of exiting the RESS. The immigration statuses recorded included: those who had refused asylum claims, those who had overstayed on previous visas, limited leave to remain, indefinite leave to remain, settled status, and refugee status. The types of accommodation outcome recorded included: sofa surfing, Home Office accommodation, ABEN, other homelessness accommodation, and rough sleeping. These records reflect some persisting difficulties making progress with immigration applications and accessing accommodation for this cohort, even once they have been reported to a service such as the HES.

Investigation was undertaken into the effect of a change in immigration status on accommodation outcomes, for those who did not access new accommodation through the Home Office. The findings from this reflect similarities in accommodation outcomes regardless of whether individuals had a change in their immigration status or not. 11% of all those who had a change in immigration status had a positive change in accommodation. 16% of those who did not have a change in immigration status had a positive change in accommodation. The identification of similar accommodation outcomes regardless of a change in immigration status may partly be due to the short-term approach of this evaluation. Changes to immigration status, can take much longer than the six months covered within this evaluation, as can finding suitable accommodation options once a change in immigration status has occurred. Further research which investigates long-term accommodation outcomes for those supported by the RESS may reflect that there is a link between a change in immigration status and positive accommodation outcomes.

Employment and finances

Action taken by RESS support workers in relation to finances often focused on engaging with the Department for Work and Pensions (DWP). The below are some examples of the action taken by support workers when engaging with the DWP:

- Accessing National Insurance records;
- Determining an individual's right to work;

³³ Home Office, User Agreement: Homelessness Escalations Service – April 2024 ([available here](#))

- Chasing up Personal Independence Payment (PIP) claims or requesting extensions; and
- Requesting advance payments.

In other cases, action was focused on practical support to help with finances. These cases included providing supermarket vouchers; support applying for and explanation of the Migrant Destitution Fund (MDF); providing individuals with SIM cards and phone credit; and helping people open bank accounts.

Some cases reflected support in relation to employment. The Job Club was referenced in case notes and by an individual who joined for the co-production session, as a setting in which progress could be made in relation to finding employment. Other cases included signposting people towards volunteering opportunities.

Agencies that individuals were referred onto for employment and finance support are reflective of the type of support detailed above. These agencies included:

- British Red Cross
- Co-op bank
- DWP
- Migrant Destitution Fund
- Mustard Tree
- Pennine NHS Trust
- Salford social services
- Holiday Inn
- Booth Centre

Many individuals had their application to the MDF accepted and therefore were able to access cash grants, for the purpose of meeting their basic needs and promoting wellbeing³⁴. Other individuals were able to access the British Red Cross fund which provides weekly payments. Some individuals had employment-related outcomes such as being offered an interview or offered employment. One individual shared during the co-production session that accessing Construction Skills Certification Scheme (CSCS) training through the RESS support had a positive impact on their future employment opportunities.

³⁴ Migrant Destitution Fund GM, Homepage ([available here](#))

Data recorded by the GMIAU reflects other support provided in relation to finances, for example, 15 individuals were able to obtain charitable support (covering money, bus tickets and clothing), and 7 individuals received a food bank referral.

Finance interventions, which contributed to some of the outcomes outlined through this section, were recorded for 23 individuals (with each individual receiving 1.3 finance interventions on average). 47 individuals had financial achievements recorded, meaning 1 in 3 of all those who received RESS floating support had positive outcomes in relation to financial support (on average these individuals each had 2.3 achievements recorded).

Other data recorded in this area includes employment and training interventions (recorded for 6 individuals with an average of 1.5 interventions per person); IT skills interventions (recorded for 1 individual with 1 intervention); and employment and skills achievements (recorded for 3 individuals with an average of 1 intervention per person).

Benefits interventions were recorded for 19 individuals, with an average of 2.2 interventions per person. Of these 19, 5 individuals had information recorded related to their immigration status on exit of the RESS. 4 of these 5 had all been engaged with the GMIAU and had been granted access to public funds through this support. This access, coupled with support by floating support staff in relation to benefits, promotes positive financial outcomes going forward for this cohort.

Health

The main health related successes detailed within the case notes relate to being awarded a HC2 certificate and accessing regular support from Change Grow Live (CGL). Accessing a HC2 certificate means individuals are able to access help with health costs, including free NHS prescriptions, free NHS dental treatment, free NHS sight tests, help with the cost of travelling to receive NHS treatment and so on³⁵. CGL supports individuals struggling with their mental and physical wellbeing, drug or alcohol needs, trouble with housing or domestic abuse³⁶. Access to the HC2 certificate and CGL support is integral to improving the health and wellbeing of this

³⁵ NHS Business Service Authority, NHS Help with Health Costs ([available here](#))

³⁶ Change Grow Live, About Us ([available here](#))

cohort and therefore these individuals will have had greater ability to achieve other positive outcomes in wider areas of their lives.

Positive outcomes in this space, recorded as health and wellbeing achievements, were recorded for 17 individuals. These individuals had between 1 and 6 positive outcomes recorded, averaging as 1.6 achievements per person. In order to achieve these positive outcomes and improve the health of this cohort, floating support staff made health related interventions for 20 individuals supported during this period, with each individual receiving 2.5 interventions on average. Multiple interventions for each individual were important considering the concurrent conditions experienced by this cohort, as highlighted in section 5. 2 individuals had drug and alcohol related interventions recorded. Referrals were made to other health and wellbeing agencies, such services included opticians, GP surgeries, mental health services, CGL, NHS support with costs service and the Urban Village Medical Practice

The diagram below reflects the types of health related support offered by floating support staff, which mainly centred around advocacy and making practical arrangements.

Diagram N – examples of floating support offered in relation to health

Advocacy and support
<p>Ongoing engagement with a service: A support worker made frequent contact with a mental health service to express the urgent need an individual had for support. This included chasing up appointments; requesting for action to be taken quicker; and conveying the seriousness of the case.</p>
<p>Encouragement to attend services: A support worker encouraged an individual they were working with to report the health problem they were experiencing to a GP. This was to help the person improve their health initially, whilst also meaning an official record would be made which could support a future Home Office application.</p>
<p>Engaging with services on individuals' behalf: A support worker engaged with the NHS Support with Costs service as an error had been made on an individual's HC2 form. This engagement meant that the penalty the individual faced was waived.</p>
<p>Booking appointments: A support worker engaged with a service prior, to ensure that the appointment would be manageable e.g. arranging for the practitioner to visit the individual at their accommodation and flagging to the practitioner that the individual's first language was not English.</p>
Making arrangements and practical support
<p>Access to medical services <i>(This was highlighted by multiple individuals who attended the co-production session)</i></p>
<p>Services attending the Booth Centre which was effective in creating trust <i>(This was highlighted by multiple individuals who attended the co-production session)</i></p>
<p>Help signing up to the GP</p>
<p>Emergency dentist and paying for care</p>
<p>Ordering and paying for glasses</p>

Receiving support through the RESS

The majority of this sub-section has been collated based the action taken and outcomes achieved in relation to specific support needs. However, those who attended the co-production session for this evaluation also shared support that was important to them, which does not tie into any particular support needs area. Information shared during this session mainly focused on the type of support provided and the impact of this support, examples of these can be seen below. The examples given in the diagram below reflect the person-centred approach taken by those working on the programme.

Diagram O – instances of support highlighted by those who have used the RESS

Practical support provided
Access to Wi-Fi.
Access to hot meals.
Weekly English lessons.
Bus tickets. One individual shared that these were particularly useful when experiencing rough sleeping. This person shared that they walked for miles each day when they had no accommodation and so these tickets were highly valuable.
The impact of receiving support
One individual shared that they felt listened to.
One individual shared that they felt the support provided foundations for all other areas of life.
One individual shared that they had not yet accessed physical support but that they felt respected and listened to by staff.

Impact of the RESS on A Bed Every Night functioning

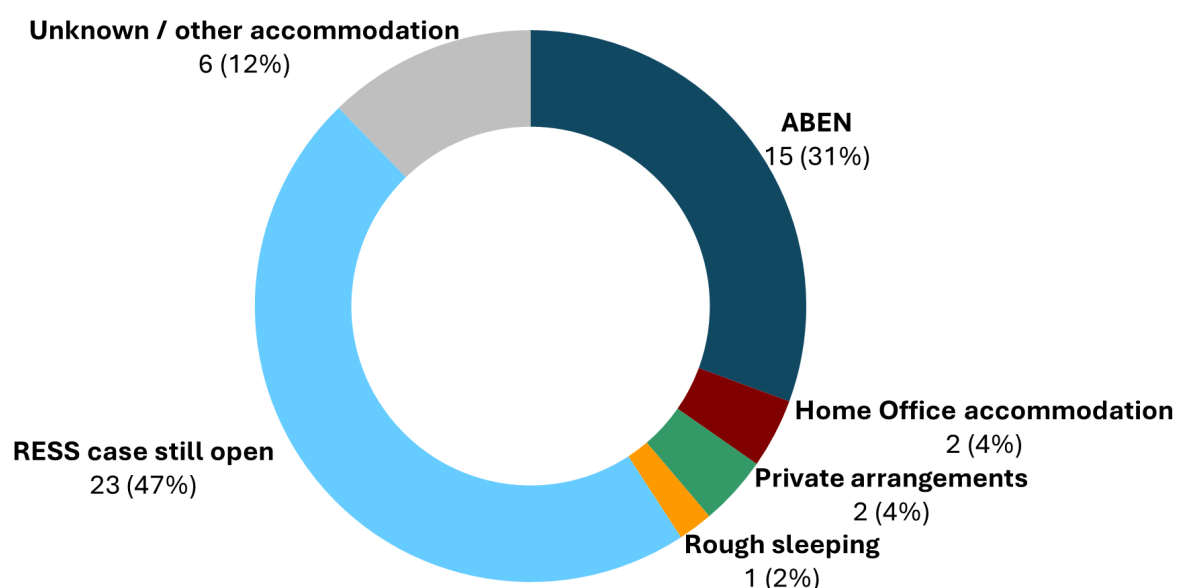
This sub-section focuses on the A Bed Every Night (ABEN) service in GM. ABEN was initially launched in 2018 and is funded by local authorities, GMCA and the Greater Manchester Mayor's Charity. Whilst models of ABEN differ between and within local authorities, principles of 'no second night out' and unconditional access to accommodation have remained central to the offer. There are a relatively small number of beds within some local authority ABEN provision which are ring-fenced to be accessed by those who have NRPF.

ABEN as an accommodation resource for the RESS

As mentioned towards the beginning of this section (on page 42), ABEN is a vital resource for the RESS. Specifically, 17 individuals were moved into ABEN accommodation whilst receiving RESS support during this period. All of these individuals had either restricted eligibility to access public funds (n=9) or had undetermined access (n=8). This shows the importance of ABEN as a resource, considering the ring-fenced bed spaces held for those with NRPF, within the provision.

As mentioned in section 3, one of the aims of the RESS was that the service would support those staying in ABEN accommodation to access other move on accommodation and therefore free up capacity within the service. Unfortunately, there was little evidence that this was achieved by the RESS during this period. 49 individuals were accommodated in ABEN when they initially engaged with the RESS service, the diagram below reflects the accommodation outcomes recorded for each of these individuals at the point of data collection.

Diagram P – accommodation outcomes for those in ABEN on entry into the RESS



22% of this group had accommodation outcomes which represent a move out of ABEN provision. The nature of these moves is sometimes unknown (12%, n=6), in 1 case negative (rough sleeping) and in 4 cases reflective of a positive move (accessing Home Office accommodation or moving into private arrangements).

Accommodation outcomes had not yet been recorded for 47% (n=23) of this cohort, due to ongoing case work at the point of data collection. This may reflect that further time is needed for move on options to be found and accessed by this cohort.

Overall, the vast majority of those who had outcomes recorded remained in ABEN at the point of disengaging from the RESS. Of the 15 individuals who remained in ABEN accommodation, 6 individuals had gained access to public funds through their engagement with the RESS. This reflects that whilst positive outcomes can be achieved in relation to immigration, the housing market and lack of move-on options mean that this cohort still rely on ABEN accommodation. The lack of positive move-on options from ABEN in the round, inhibit the ability of the RESS to create greater flow through the ABEN system and reduce pressure, as was initially aimed for at the point the RESS was established.

ABEN functioning before and during the establishment of the RESS

The remainder of this sub-section focuses on data recorded within the ABEN database to compare the experience of non-UK nationals accommodated in ABEN prior and during RESS functioning. The data presented in diagram Q compares two six month periods (October 2021 – March 2022 and October 2023 – March 2024), the latter aligning with the RESS sample dataset.

Across all of ABEN, 26% fewer people were accommodated in the period ending March 2024, when compared with the earlier period. This is reflective of less flow through the ABEN system. There were fewer move-on options and therefore less people moved out of ABEN in the period ending March 2024, meaning accommodation space was not available for people to access.

UK nationals made up a larger proportion of the ABEN cohort in the period ending March 2022, than the cohort in the period ending March 2024. This change was the result of a larger proportion of non-EEA nationals accommodated in the provision in the period ending March 2024, this proportion grew by 18 percentage points over the two years compared. This could align with the accelerated decision making process throughout 2023 and the impact this had on rough sleeping (as described on page 11).

In both six month periods non-UK nationals were less likely (when compared with the overall cohort) to be accommodated in ABEN for 30 nights or less. In the period ending March 2022, 54% of the overall cohort spent this long in ABEN, whilst only 38% of the non-UK nationals cohort were accommodated for this short period of time. Non-UK nationals were also more likely than the overall cohort to spend the longer periods of time in ABEN accommodation. In this same period, 12% of non-UK nationals stayed in ABEN for 211 nights or more, whilst 7% of the overall cohort stayed in ABEN for this long.

When comparing over time, the proportion of individuals staying in ABEN for the shorter periods of time (for example less than 30 nights) has decreased, whilst the proportion staying for longer periods (such as over 211 nights) has grown. In relation to the latter, the increase for the overall cohort was greater than that of non-UK nationals. This meant that the average lengths of stay in ABEN provision for non-UK

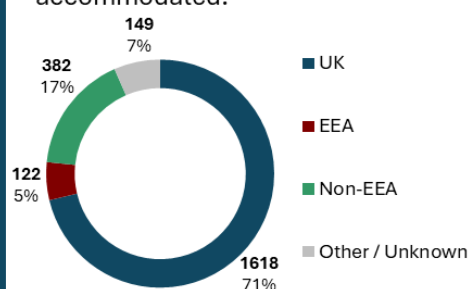
nationals in the period ending March 2024 was reflective of that of the overall cohort. For example, when assessing over these time periods there was a 13 percentage point increase in the overall cohort staying in ABEN for between one and three months and only a 5 percentage point increase for non-UK nationals staying for this length of time. RESS support could be attributed for ensuring that average lengths of stay of this cohort did not grow at the same rate as the overall cohort, as if this had been the case further pressure would have built in the system.

When comparing accommodation outcomes between these two periods, individuals who accessed private rented accommodation were represented equally, whilst non-UK nationals were more likely to access supported housing in both periods. A larger proportion of non-UK nationals accessed supported housing in the six month period ending March 2024 (an increase of 13 percentage points of the cohort having this type of outcome). For those who were engaged with the RESS, this could be linked to homelessness prevention action taken and housing support received through this service.

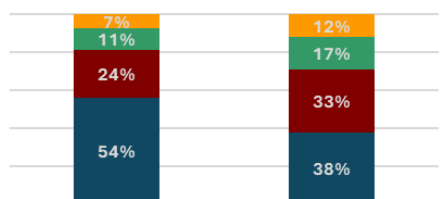
Diagram Q – comparison of ABEN usage over time

2,271 individuals were accommodated in ABEN between October 2021-March 2022

Nationality breakdown of all those accommodated:



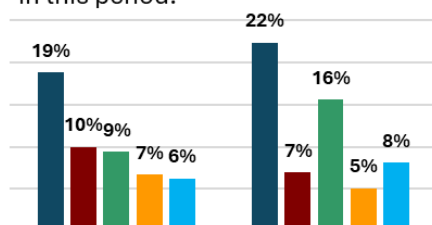
Amount of time spent in ABEN, for all those who exited in this period:



Overall cohort Non-UK national cohort

■ Less than 30 nights ■ 31 - 120 nights
■ 121 - 210 nights ■ 211+ nights

Most common accommodation outcomes for all those who exited in this period:

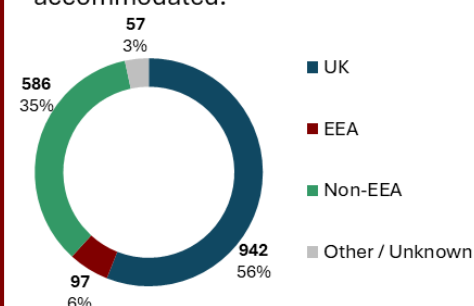


Overall Non-UK nationals

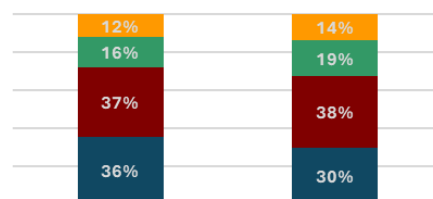
■ Supported accommodation
■ Eviction
■ Private rented housing
■ Temporary accommodation
■ Lodging / family / friends

1,682 individuals were accommodated in ABEN between October 2023-March 2024

Nationality breakdown of all those accommodated:



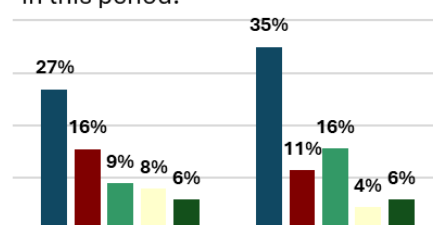
Amount of time spent in ABEN, for all those who exited in this period:



Overall cohort Non-UK national cohort

■ Less than 30 nights ■ 31 - 120 nights
■ 121 - 210 nights ■ 211+ nights

Most common accommodation outcomes for all those who exited in this period:



Overall Non-UK nationals

■ Supported accommodation
■ Evicted
■ Private rented housing
■ ABEN
■ Social housing

Impact of the RESS on wider homelessness and migration services

A survey which was intended to gain evidence about the impact of the RESS was completed by 12 people who worked within statutory homelessness and migration services within GM local authorities. Such services related to homelessness included housing options teams (n=2), rough sleeping outreach teams (n=2), and ABEN teams (n=4); other respondents worked within asylum and migration related roles (n=4) within local authorities. Respondents included support workers, those working at an officer or coordinator level and those in management roles. Some respondents will have drawn on their own experience of referring into the RESS and others were clear that they were responding on behalf of their wider team.

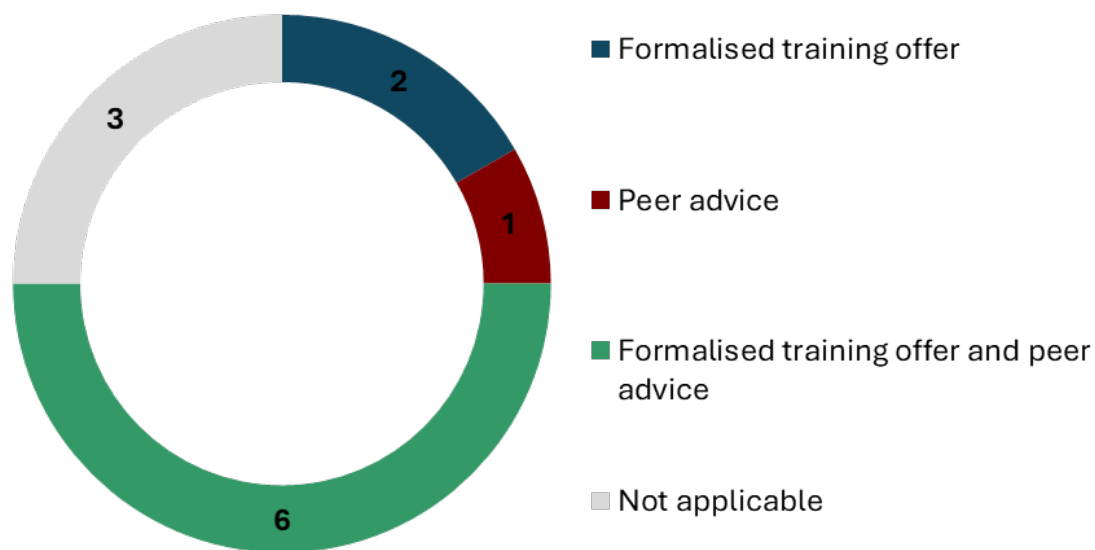
This sub-section will include detail on the type of support gained from the RESS; respondents' perception of the value of the RESS; and the impact the RESS has had on their services.

Feedback from these professionals was resoundingly positive on the whole, for example all those who had experience of referring into the RESS (n=11) started that they had a positive experience of doing so. All respondents also shared that they found the RESS was responsive when they used the service. For some respondents, this may be because they had a direct contact within the RESS (n=8) who they could engage with.

In terms of when the service was used, all respondents reported using the RESS for direct case referrals. 9 out of the 12 stated that they had used a mixture of the RESS offer, including direct case referrals, advice and support for case work and accessing training. Respondents were most likely to highlight legal immigration advice as a reason for accessing support from the RESS, as 11 of the 12 respondents did. In 5 cases, respondents reflected they accessed the support for both elements of the offer, legal immigration advice and floating support. 11 respondents stated that immigration status was a factor they consider when referring someone they worked with into the RESS. Other factors included accommodation status (n=8), health-related needs (n=4) and employment status (n=1). These requirements clearly reflect the main focus of the service and the type of support offered by the RESS.

The RESS was established with the intention of creating systems change across the homelessness and migration sector in Greater Manchester, in order to ensure those with restricted eligibility are supported to avoid homelessness. The service has worked towards this goal by providing professional support, in the form of a formalised training offer and peer advice.

Diagram R – Type of professional support accessed by survey respondents



The majority of respondents made use of the systems change element of the service, as shown in diagram R. Feedback of this training was also positive, 9 of the 12 respondents reflected that the training offer was either greatly useful (n=6), a little useful (n=1) or somewhat useful (n=2). The remaining 3 respondents were not aware of the use of the offer and therefore could not respond to this question. Survey respondents gave feedback on the most valuable elements of the training and further areas that they wish to see training in, as shown below.

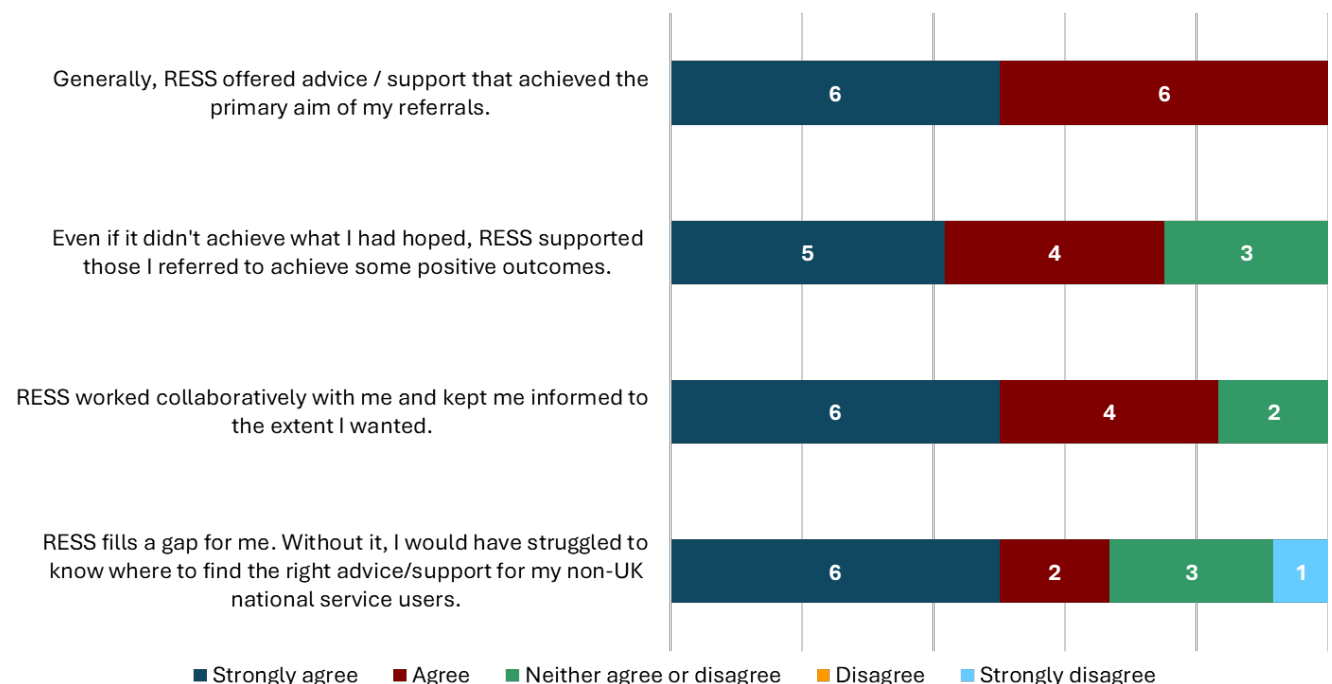
Diagram S – Feedback on training accessed by survey respondents

Valuable elements of the training offer
Guidance on who to contact for advice on cases.
Guidance on immigration legislation and rules, such as the Migrant Victims of Domestic Abuse Concession process.
Guidance on benefit entitlements for service users.
Guidance on asylum and immigration processes which was accessible and useful to new starters in the team.
Guidance on accommodation options for service users.
Support on taking practical action to support with immigration application, such as submitting an SAR.
Training is an opportunity to get teams together and learn collectively.
Training empowers teams to support this cohort effectively.
Further training that would be valued (<i>these answers were not edited based on training offered by the RESS, meaning some requests may already offered</i>).
Training specifically for housing officers to ensure information is accurate when completing homelessness assessments and referring into ABEN.
Training which is trauma-informed and culturally sensitive.
Training which focuses on different types of immigration status and the implications of this on access to public funds.
Training related to those with pre-settled and settled status, particularly those who have a complex journey in relation to their immigration status and the impacts this can have on homeless services.

Prior to the establishment of the RESS, most respondents had made use of support from the GMIAU (n=9) or other immigration aid services, such as Europaia or Citizens Advice (n=2). However, access to the RESS still reflects a change, as 8 respondents stated that their access to quality immigration advice had improved since the RESS was established. Conversely 3 individuals reflected that their access had not changed and 1 stated that it had worsened since the establishment of the RESS.

The diagram below shows that those working in the homelessness and migration sector across Greater Manchester see the value in the offer provided by the RESS. These responses reflect that for the majority of respondents the RESS is able to meet the aims of their referrals; that other positive outcomes are made possible through RESS support; that the RESS works collaboratively when needed; and that the service provides an offer which would be otherwise missing from the working lives of respondents. The one individual who responded 'strongly disagree' to the final statement worked within ABEN provision in Manchester and this response reflects prior knowledge and contacts which would allow them to support non-UK nationals within their service effectively.

Diagram T – The value of the RESS, as described by survey respondents



Survey respondents were also able to respond to free-text questions in which they could share instances of good practice, areas for improvement and anything else that was important to them. Many responses included references to being thankful for the service and requests for the service to continue functioning. Key words that appeared within these responses, in some cases multiple times, included: consistent, approachable, considerate, understanding, patient, amazing, professional, friendly, positive, empathetic and valuable.

Diagram U – Qualitative feedback from survey respondents

Instances of good practice highlighted by survey respondents
The RESS helped instil an understanding that there were options available for people with restricted eligibility facing homelessness.
Help with complex cases such as one individual who had been trafficked into the country and faced modern slavery. Positive outcomes were achieved for this individual.
Supportive of an ABEN service who were working to make their service more accessible to those with restricted eligibility.
It was useful to know where to go to for advice with these cases.
It was valuable to have the combination of floating support and access to immigration information.
Even in cases where the RESS was unable to help, they assisted in finding alternative support.
Additional requests highlighted by survey respondents
Drop-in sessions.
Face-to-face sessions, as this would make communication easier and ensure there is no doubling up on work.

A consistent approach across those who work on the RESS. Some communicated effectively providing regular updates, whilst it was harder to get information from others.

In the sector more broadly – more bed spaces for those with restricted eligibility facing homelessness.

Whilst this sub-section has reflected the positive impression of the RESS amongst those surveyed, there was variety in responses relating to whether the RESS reduced pressure within homelessness and migration services across the city-region, as reflected below:

- 3 reported that it had reduced pressure to a great extent;
- 3 reported that it had reduced pressure to a little extent;
- 4 reported that it had reduced pressure to some extent; and
- 2 reported that it had not reduced pressure at all – both of these respondents were support workers within ABEN provision.

This reflects, as mentioned elsewhere in the report, large amounts of pressure within homelessness and migration services at this time. Whilst the reviews of the RESS are generally highly positive, the service does not have the ability to significantly reduce within the context at this time.

7. Cost Benefit Analysis

Section summary

- This evaluation finds that the RESS will have generated **£1.57 of cashable fiscal benefits to public services for every £1 invested**; when assessed over a five-year window. Given the nature of the cohort supported, who often have reduced access to a safety net in the form of welfare and accommodation, this is an encouraging evaluation outcome. The **net saving to local government is £352,000 over five years**.
- The **largest savings identified** in this CBA relate to the resolution of ‘**hidden homelessness**’ – that is, cases which **may not become apparent to homelessness services**, but which nevertheless manifest in reactive spend as a result of additional associated pressure in the event of **urgent presentations to the health and social care and criminal justice systems**. The savings associated with the prevention and resolution of the effects of ‘hidden homelessness’ amount to **£897,000 over two years**.
- The other large savings identified in this CBA is as a result of **resolved rough sleeping** (a saving of **£646,000 over two years**). There are many cases in which the RESS has created a saving as a result of the resolution of rough sleeping and the avoidance of associated reactive service response. Due to the specialist needs of the cohort, a specialist service is required to resolve the street homelessness of the rough sleeping sub-cohort presenting to the RESS.
- A further **saving of £21,000 over 5 years** was identified in relation to **immigration-related support**. 1,140 individuals had no access to public funds on referral into the RESS and **13% of this cohort had established access to public funds** at the point of data collection. The savings were modelled based on the result of **avoided destitution**.
- A further **saving of £21,000 over 5 years** was identified in relation to **immigration-related support**. 1,140 individuals had no access to public funds on referral into the RESS and **13% of this cohort had established**

Section summary – continued

access to public funds at the point of data collection. The savings were modelled based on the result of **avoided destitution**.

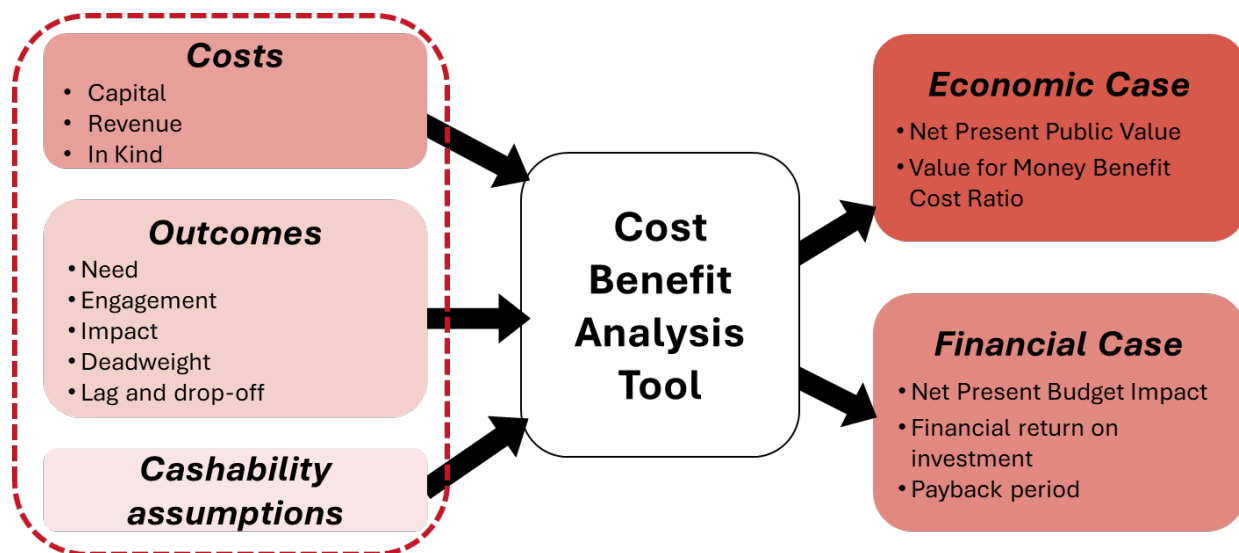
- There are **no modelled benefits associated with the expedition of move-on from ABEN**. This is the result of a range of factors reflected elsewhere in this evaluation, including the challenging nature of the housing landscape elsewhere in the homelessness system. This may be associated with the greater range of benefits associated with resolved rough sleeping – a reflection of the nature of the cohort referred into the service rather than the service itself.

Cost benefit analysis (CBA) is designed to weigh the proactive investment required to deliver an intervention against the wider demand reduction benefits which it produces. The GMCA Research Team's approach to CBA was initially developed in 2011, and in 2014 was adopted as supplementary guidance to HM Treasury's Green Book guidance on business case development³⁷. For more information about CBA methodology, please refer to the GMCA's website³⁸.

[Diagram V – overview of the CBA tool used in this evaluation](#)

³⁷ HM Treasury, Supporting Public Service Transformation: cost benefit analysis guidance for local partnerships – April 2014 ([available here](#))

³⁸ GMCA Research Team, Cost Benefit Analysis ([available here](#))



In undertaking CBA focused on the RESS, it is necessary to monitor the recorded outputs of the service and modelling the most likely cost avoidance as a result of those outputs. This CBA takes an impression of the service as it performed throughout the six month evaluation period of October 2023 – March 2024, and projects the costs and benefits of service delivery, as if the evaluation period was representative of service delivery over a two-year period. As with much CBA, it is necessary to make a series of assumptions to underpin the analysis, often relating to the avoided counterfactual. Wherever possible, a conservative approach to modelling is adopted, and in all possible cases this is underpinned by supporting evidence which is made explicit in this report section.

Financial and economic case

When it is presumed that the modelled impacts of the RESS persist beyond the two-year intervention window, then over the course of five years the net benefits of the service are calculated to be £352,000, equivalent to a return on investment of £1.57 for every £1 invested in service delivery. It should be noted that this five-year window of impact pertains only to the cohort supported over the two-year investment window but takes into account sustained outcomes relating to accommodation, immigration status, and other support needs. This modelling reflects that the investment in 2 years of casework breaks even after 3 years and not within the lifetime of the intervention. The return on investment is understood even where conservative assumptions about the ‘cashability’ of these benefits are assumed. ‘Cashability’

refers to the extent to which a change in outcome or output, or an improvement in the way these outcomes are achieved, will result in a reduction in fiscal expenditure, such that the expenditure released from that change can be reallocated elsewhere³⁹.

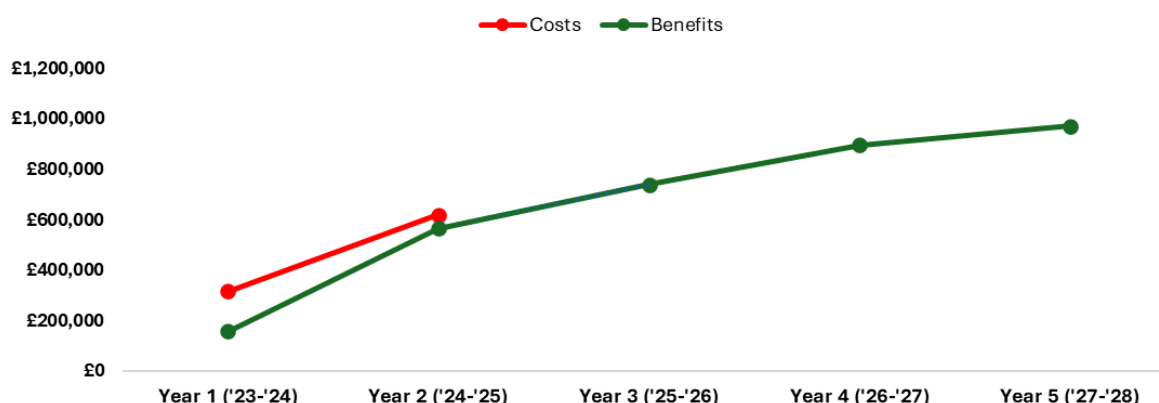
There are no modelled benefits associated with the expedition of move-on from ABEN. This is the result of a range of factors reflected elsewhere in this evaluation, including the challenging nature of the housing landscape elsewhere in the homelessness system. This may be associated with the greater range of benefits associated with resolved rough sleeping – a reflection of the nature of the cohort referred into the service rather than the service itself. Were the RESS more successful in achieving positive move on's from ABEN, the fast-paced nature of the achievement of these outcomes would result in an earlier return on investment, i.e. a payback period lesser than 3 years.

Diagram W – Headline CBA finding (five-year outcomes, short-term 'cashability')

Financial Case CBA	Financial Year					Net Present Value (NPV)
	Year 1 ('23-'24)	Year 2 ('24-'25)	Year 3 ('25-'26)	Year 4 ('26-'27)	Year 5 ('27-'28)	
Costs	£315k	£304k	£ -	£ -	£ -	£618k
Benefits	£156k	£409k	£174k	£157k	£75k	£971k

Net Present Budget Impact*	- £352k	<i>*the degree of additional fiscal benefit created, having accounted for costs offset.</i>
Overall Financial ROI**	1.57	<i>**the gain generated by an intervention, relative to the costs invested.</i>
Payback period***	3 years	<i>***the estimated length of time required for an investment to become profitable</i>

Diagram X – Costs and benefits modelled over a five-year window



³⁹ GMCA Research Team, Cashability discussion paper – March 2023 ([available here](#))

Which costs are included in this CBA?

The cost component of this CBA model involves mapping out the direct costs and other, additional resource requirements which were called on to ensure the success of the intervention. In the case of this service, the formal service contract is the biggest single component in the cost part of the model.

At this point in its life cycle, the commissioners and providers of the service have given consideration to the true picture of resourcing required to maintain this service (i.e. an element of resourcing on the part of the provider was recognised which goes beyond the scope agreed in the original service contract, reflecting true capacity requirements). In order to provide the truest sense of costs, these additional resource requirements are included in this CBA model.

A further set of costs are attributed to the footprint of this service where additional explicit drawn-down is observed from the Migrant Destitution Fund (MDF). The MDF is an organisation who provide cash grants to people who experience destitution as a result of their immigration status⁴⁰. While this funding was not established for the purposes of the RESS, the RESS has facilitated access to the MDF for a number of the people they have supported. The MDF resource subsequently made available to RESS recipients is therefore included as an 'opportunity cost', included within the broadest sense of the resources which are accessed as a result of the existence of the RESS.

The costs associated with granting access to public funds for this cohort are not included within this model, due to the lack of evidence in this area. The most developed research in this area, conducted by the London School of Economics (LSE), includes costs to central government of removing the NRPF condition to households including children⁴¹. The nature of the cohort analysed within this research means the public funds accounted for, in relation to costs, included child benefit, free childcare, free school meals and public premium. Due to this significant

⁴⁰ Migrant Destitution Fund GM, Homepage ([available here](#))

⁴¹ London School of Economics, Social Cost Benefit Analysis of the no recourse to public funds (NRPF) policy in London – March 2022 ([available here](#))

difference in cohorts analysed, costs used with this research are not applicable to the RESS CBA. In summary, the below costs are included within the model:

Cost category	Associated cost
Formal service contract	<p>Immigration / legal advice - £260,000 spent over two years</p> <p>Floating support, advice and co-production - £220,000 spent over two years</p> <ul style="list-style-type: none"> • Anticipated value based on specification shared at procurement. While existing support was put in place by the commissioned provider with this cohort, it is not anticipated that this investment has been duplicative of benefits generated previously. An optimism bias correction has been applied to this figure to reflect a likely onward uprating in cost in a future commission. • Additionally, a further £86,707 of funding was made available to services delivering RESS as a contract variation. This has been included in modelling.
Additional resource allocation as a result of casework	<p>Migrant destitution fund - £27,500 drawn down</p> <ul style="list-style-type: none"> • This is a modelled estimate based on the number of individuals supported by the RESS with a financial achievement, where the financial achievement related to new access to the MDF. Costs are based on averages from the annual impact reports of the MDF.

Which benefits are included in this CBA?

The benefits component of this CBA model focused on three key categories of impact in the lives of the cohort supported. These three categories of impact related

to: accommodation status; immigration status; and broader onward benefits, which generally related to improved financial or health-related outcomes. Each of these themes was analysed in greater detail. In summary, the below benefits are included in the model:

Impact category	Associated benefits
Homelessness-related benefits	<p>Reduced rough sleeping - £646,000 saved over two years</p> <ul style="list-style-type: none"> Based on 460 people modelled as rough sleeping at the point of referral. 63% of the real-world cohort were no longer rough sleeping at the point that data collection ended. However, a significant 'deadweight' was applied to this figure based on the unstable nature of rough sleeping statistics. A significant further optimism bias has been applied to reflect the modelled nature of the data, and there is a presumed deterioration overtime. Nevertheless, the scale of the cohort and benefit to local authorities of avoided rough sleeping results in the largest element of benefits contained within the CBA model. The modelled 'unit cost' saving for reduce rough sleeping is based on the reactive outreach costs to local authorities⁴². <p>Other avoided homelessness - £897,000 saved over two years</p> <ul style="list-style-type: none"> 364 individuals modelled as experiencing other forms of homelessness at the point of referral (i.e. 'sofa surfing', staying with family/friends; etc.). Of these, 39% had experienced an improvement in their accommodation status at the point that data collection ended. A significant 'deadweight' has been applied to this benefit calculation, which presumes that all those with new, existing, or unknown access to public funds, and who were not rough

⁴² MHCLG, Evidence review of the costs of homelessness – August 2012 ([available here](#))

	<p>sleeping, would have had their accommodation status resolved anyway – a conservative assumption. For the remainder, a cost saving was identified based on modelling by the University of York on the costs associated with homelessness outside of statutory response (i.e. in recognition of the legal status of beneficiaries)⁴³. No costs were included relating to homelessness support – rather, the aggregate average cost to services were modelled as a result of homelessness-motivated substance misuse, mental health, and criminal justice activity.</p>
Immigration-related benefits	<p>Increased access to public funds - £21,000 saved over five years</p> <ul style="list-style-type: none"> • 1,140 individuals were modelled as having no access to public funds on referral into the RESS, of whom 13% had established access to funds at the point of that data collection ended. The ‘deadweight’ for this cost component was fairly low, based on evidence about the successful achievement rate of ‘leave to remain’ from among a sample of homelessness applications in a ‘business as usual’ scenario⁴⁴. The cost saving associated with increased access to public funds was handled with care. This evaluation aligns with an appraisal of NRPF policy in London by the LSE, which included a model of cost savings associated with increasing access to public funds. Specifically, savings were modelled which were likely to be accrued as a result of avoided destitution⁴⁵. Due to the conservative modelling of averages, the actual ‘unit cost’ associated with increasing the access of an individual household to public funds was relatively low.

⁴³ Crisis, Better than Cure? – March 2016 ([available here](#))

⁴⁴ GMIAU, Covid-19 and the Hostile Environment in the North West – June 2021 ([available here](#))

⁴⁵ London School of Economics, Social Cost Benefit Analysis of the no recourse to public funds (NRPF) policy in London – March 2022 ([available here](#))

<p>Other support needs</p>	<p>Increased employment - £37,000 saved over two years</p> <ul style="list-style-type: none"> 108 individuals were modelled as having an employment-related support need at the point of referral, of whom 7% had an employment-related achievement at the end of data collection. It is presumed that the floating support element of the RESS is the factor which motivates positive outcomes, rather than the achievement of access to public funds – though this is a necessary condition in the model (i.e. modelling does not presume that individuals without recourse to public funds will be employed). Unit costs are based on (unpublished) Department for Work and Pensions modelling on the benefits to the exchequer of employment versus welfare benefits⁴⁶. <p>Other increased financial stability - £20,000 saved over two years</p> <ul style="list-style-type: none"> 268 individuals were modelled as having financial support requirements unrelated to work, of whom 49% had a positive achievement at the end of the data collection window. Most often, this is associated with a transfer of funds to avoid destitution via the MDF. Unlike other costs reflected in this model, the beneficiary in this case is the service user. None of the modelled benefits are ascribed to the public purse. These benefits are included to reflect the equivalent cost component relating to the MDF. <p>Improved mental and physical health - £53,000 saved over two years</p> <ul style="list-style-type: none"> 128 individuals were modelled as having health-related support needs at the point of referral to the RESS, of whom 16% had a positive corresponding outcome recorded. As with employment outcomes – the legal status of the cohort
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⁴⁶ GMCA, Unit Cost Database ([available here](#))

	is accounted for in the modelling of this benefit line. As with the 'other avoided homelessness' outcome, the underlying evidence base for the unit cost is derived from research by Crisis ⁴⁷ . Impact calculations have taken account of the health component of the broader benefit line to ensure there is no 'double count' of impact.
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8. Conclusion

This evaluation provides new insight in relation to the effectiveness of support and advice services for non-UK nationals with restricted eligibility who are facing homelessness. The findings reflect successes in relation to homelessness prevention and recovery; successful immigration and asylum support outcomes; establishment of eligibility to access public funds; and wider benefits related to employment and finances, and health. As with all findings in this evaluation, the following are reflective of 6 months' worth of case work, rather than the full outcomes for those supported during this period – the limitations of this are discussed further in this conclusion. Successes include a reduction in street homelessness (63% of those experiencing rough sleeping on entry in the service were in accommodation at the point of disengagement); clarification of access to public funds (21% of those with full immigration records clarified their eligibility to access public funds or lack of eligibility); and personalised financial support leading to achievements such as accessing benefits, getting into work and accessing monetary support (34% of those with floating support records had such achievements recorded).

Whilst the evaluation has identified significant successes that will support the improvement of individuals' lives, it is somewhat inhibited by the short-term approach. The analysis in this evaluation focused on a 6 month window of service operation. The long-term nature of the immigration-related casework, as well as

⁴⁷ Crisis, Better than Cure? – March 2016 ([available here](#))

delays and difficulties in accessing affordable and appropriate accommodation (particularly that which is long-term) means that there will have been positive outcomes for this cohort which fall outside of the 6 month window of data and are therefore not reflected within this evaluation. Future evaluations which allow for long-term data collection would facilitate a more complete picture of the effectiveness of similar interventions.

The successes identified in this evaluation show the value of a partnership service which combines essential immigration advice and a dedicated floating support offer. This positive impact combined with the scale of homelessness experienced by non-UK nationals reflects the need for greater focus and investment in this type of intervention. Almost half (44%) of all those who were counted as rough sleeping or being in off-the-street accommodation in April 2024 were non-UK nationals in GM. National government focus and investment in the type of support provided by the RESS would allow for more people to receive this type of transformative support. Furthermore such an approach would alleviate homelessness pressures more broadly and ultimately help work towards the mission of ending homelessness for good, as is the intention of this government.

9. Glossary: immigration status categories

The categories of immigration status referenced throughout this report include:

- **People with indefinite leave to remain**

This refers to people who have a form of permanent residency in the UK. These individuals are able to live, work and study in the UK without the need for visa renewals.

This includes people who have permanent settlement in the UK and settlement, which is a term used by the Home Office meaning indefinite leave to remain.

Those with indefinite leave to remain do have recourse to public funds. These individuals have a right to work in the UK.

- **People with limited leave to remain**

This refers to people who hold UK visas and have been approved to enter the UK and remain until their visa expires. These people will have to meet conditions of their visa throughout their stay in the country, for example having a valid certificate of sponsorship whilst in the UK on a skilled work visa.

This includes people who have student visas, work visas, dependent visas, spousal / partner visas, visitor visas, EU nationals who arrived in the UK after 31/12/2020 and discretionary leave to remain.

This also includes those who have exceptional leave to remain and who have been granted the migrant victims of domestic abuse concession.

In most cases, those with limited leave to remain will have no recourse to public funds. Those who have been granted exceptional leave to remain or the migrant victims of domestic abuse concession will have recourse to public funds, despite have limited leave to remain. Some groups of people with limited leave to remain can

also apply to have the NRPF condition lifted. Some forms of limited leave to remain will mean these individuals have a right to work in the UK.

- **People with pre-settled status**

This refers to people who are EU, EEA or Swiss citizens and have been granted leave to remain in the UK. This status was designed for those who were living in the UK before 31/12/2020 but had not accumulated 5 years of continuous residence, or could not prove they had been in the country for this period. Whilst this is a form of limited leave to remain as those with pre-settled status have permission to stay in the UK for a minimum of 5 years, this is categorised separately throughout this report.

Those with pre-settled status do have the right to claim public funds but need to meet other requirements in order to do so. In general, the access to public funds by these individuals is considered 'restricted' unless support evidence elsewhere in the dataset allows identification of whether they have recourse or not. These individuals have a right to work in the UK.

- **People with settled status**

This refers to people who are EU, EEA or Swiss citizens and have been granted indefinite leave to remain in the UK. This status was designed for those who were living in the UK before 31/12/2020 and had accumulated 5 years continuous residence which they could prove.

Those with settled status do have recourse to public funds. These individuals have a right to work in the UK.

- **People who have not yet applied for the EU Settlement Scheme (EUSS)**

This reflects those who will be supported to make EUSS applications, for pre-settled or settled status but who at the point of recording had not yet done so.

Those who have not yet applied for the EUSS do not have recourse to public funds. These individuals do not have a right to work in the UK.

- **People with refugee status**

This refers to people who have been granted refugee status following being granted a positive asylum decision by the Home Office. Whilst this is a form of limited leave to remain, as those with refugee status have permission to stay in the UK for a minimum of 5 years, this is categorised separately throughout this report.

Those with refugee status do have recourse to public funds. These individuals have a right to work in the UK.

- **People seeking asylum**

This refers to individuals who are seeking international protection and have therefore made an application to the Home Office for refugee status. These individuals may have had their initial claim refused by the Home Office but are appealing this within the courts. At this point they remain “asylum seekers” as defined within the law for support purposes and access to certain services.

Those who are seeking asylum do not have recourse to public funds but may receive asylum support (as detailed elsewhere in this report). These individuals do not have a right to work in the UK.

- **People with refused asylum claims**

This refers to individuals who have made asylum claims but have been denied refugee status by the Home Office.

Those who have refused asylum claims do not have recourse to public funds. These individuals do not have a right to work in the UK.

- **People who have overstayed on previous visas**

This refers to people who have previously had limited leave to remain but have remained in the UK following the expiration of this visa or those who no longer meet the requirements of their visa, such as getting divorced whilst in the country on a spousal visa.

Those who have overstayed on previous visas do not have recourse to public funds. These individuals do not have a right to work in the UK.

- **People with unknown / other immigration statuses**

In some cases, those with unknown / other immigration status had no information recorded in relation to their immigration status. In other cases information was recorded but such information did not allow for identification of the type of immigration status these individuals had, for example:

EU other, EU late arrival, EUSS application pending, EU/EEA national, EU citizen, non-EU other, non-EU visa, non-EU leave to remain, undocumented (not overstayer) and pre-asylum.