

City of Rotterdam

Social Business Case  
Project 010

Report  
November 14, 2023

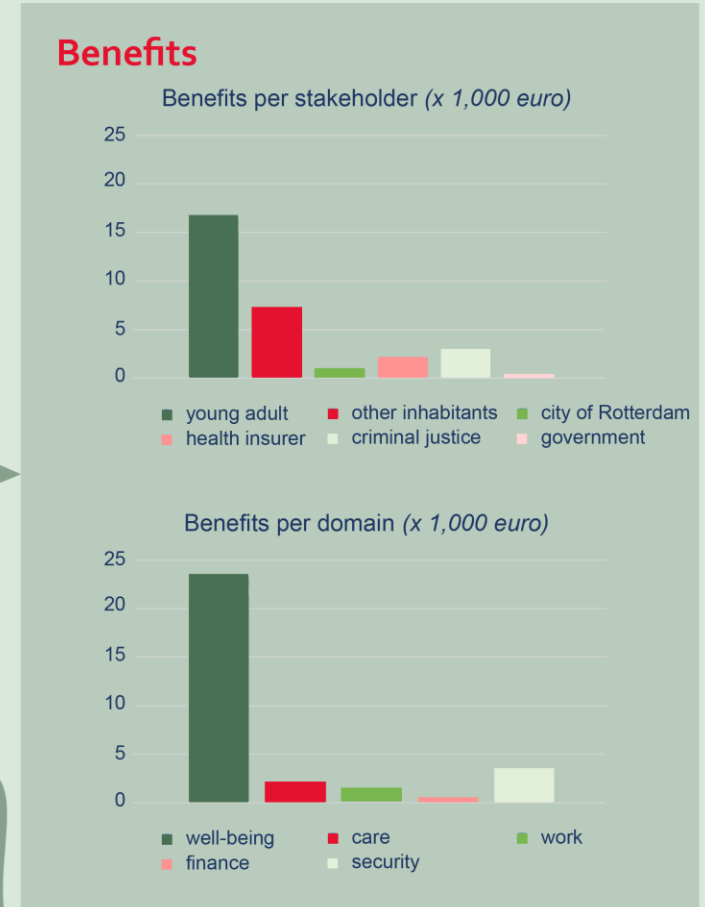
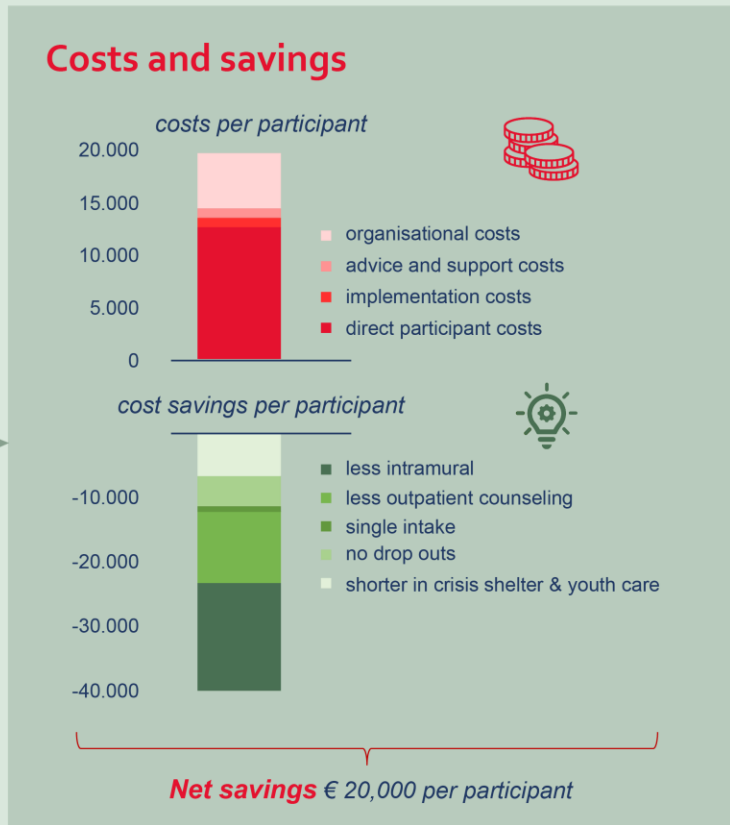


# Project 010



### Effects

A. Social recovery	Working sooner on limitations and trauma
	Fewer school dropouts
B. Own home	More self-confidence and social contacts
	More fulfillment of supporting network
C. Financial peace of mind	Prevention of (repeated) homelessness
	Less stress and room for mental recovery
D. Financial space	More stable living and greater sense of home
	Stabilising of paying off smaller debts



### Social return

€ 1,5

# Introduction

For many young adults, homelessness is a traumatic experience. They no longer have a network of support to fall back on. On top of that, they often have to deal with multi-problem situations. The City service point for homeless young adults (COJ), the help centre of the regular system of services offered to homeless young adults, offers crisis shelter, extramural, and intramural support. This is a long journey for many youngsters and a difficult one to continue. Frequently, young adults quit the support trajectory (personal programme; *begeleidingstraject*) prematurely to later return to the COJ. Then they have to wait for weeks before they can enter new a trajectory. Moreover, they are then supported by different social workers than before. As a consequence, the risks of repeated homelessness highly increase and thus a worsening of existing problems occurs.

To break the vicious circle and support (imminently) homeless young adults aged between 18 and 23 to sustainable independent living according to the concept of housing first, in 2019, the City of Rotterdam launched *Project 010*. This project consists of 4 pillars: own home, a breakthrough budget for the youngster and a support network, including process management. An additional aim was to learn from the new approach how the services provided to the broader target group of vulnerable young people can be improved.

A qualitative study of the Research and Business Intelligence department (OBI), conducted among the first 10 participants in the project, shows that the approach is yielding positive results. These vulnerable young adults have taken a number of important steps in various areas of living and are satisfied with the support offered. Stakeholders positively appreciate the gained experiences too.

After finishing the pilot phase, Project 010 was made a structural part of the broad range of crisis shelter, care and support offered to homeless young adults within the COJ. In the meantime, it has been scaled up to 50 participants per year as of 2024. The ambitions go beyond this: efforts are also being made to broaden Project 010 to other target groups and to deepen the project by means of substantive methodology development. The aim is to optimise and roll out the working method in such a way as to work more effectively and efficiently and help more young adults.

Against this background, there is a need for a quantitative substantiation of results and (social) costs and benefits. This need has led the City of Rotterdam to commission Cebeon and XpertiseZorg to draw up a social business case (mBC).

This report contains the results of the mBC.

# How was the social business case established?

The social business case (mBC) is composed of 4 building blocks, or perspectives.



- 1. Client:** what are the experiences of participating young adults and their personal counsellors (*begeleiders*) with the new approach? In particular, this is derived from the evaluation of OBI.
- 2. Organisation:** what is the design of the new approach? Which parties contribute to it? Particularly, the source for this is the project plan, supplemented by interviews with experiences of those involved.

- 3. Costs:** what additional investment does the new approach require? The costs are derived from the project plan. In addition, using municipal registration data, a comparison was made with the costs of the regular approach (extramural support COJ).
- 4. Society:** in which domains of life does the new approach create positive effects and how do young adults and stakeholders benefit from this? With regard to this, almost no numerical data are available for participants (nor for young adults in the regular approach). Therefore, to visualise and quantify the impact, we mainly used insights from previous studies and consultation with stakeholders through interviews and in a broader meeting..

The findings for the building blocks have been brought together in a social business case which also provides insight into the social return of the new approach. The main conclusions can be read on the next page. Subsequently, we provide **recommendations** for the further development (scaling up, broadening and deepening) of the new approach.

# Conclusion: Project 010 (a) adds value for young adults and personal counsellors, (b) provides cost-savings for the City, and (c) generates positive social return

Analyses show that Project 010 *adds value* compared to the regular working method (extramural support COJ). This is reflected from several perspectives:

- 1. Client:** positive experiences of participating young adults and personal counsellors. The young adult has their own home and always sees the same familiar faces. The personal counsellor is supported by the supporting network and is able to work more effectively as a result of process management.
- 2. Organisation:** the process from first contact to the start of Wmo support has been accelerated; the length of stay in crisis shelters has been shortened; the likelihood of repeated homelessness has been reduced ('no one gets out of sight'); and the quality of support provided has been better monitored.
- 3. Costs:** Social Support Act (*Wmo*) funds are used more efficiently, as the City recoups the costs of Project 010 with savings in costs of crisis care, support and intramural support. Net savings count to over 20,000 euros per participant.
- 4. Society:** on balance, the new approach also results in social return. The benefit-cost balance is in the range of 1.5, meaning that every euro invested generates social benefits of one and a half euros.

The main beneficiaries of the calculated benefits are:

- young adults (increased well-being, better opportunities with regard to education/work);
- personal counsellors (increased job satisfaction and results);
- the City (less use of facilities);
- the health insurer (less reliance on mental health care and other care).

One note in this regard is that the quantified benefits do not yet provide a fully substantiated view:

- with regard to a few components, target population data were not available to quantify impacts;
- it is not always clear to what extent effects can be ascribed to Project 010, partly because the alternative (regular extramural support) has not been as clearly in focus;
- various effects are expected to become evident only over time. The insights of the past period are insufficient to reach a full quantification now.

# Recommendations

Given these conclusions, the analyses provide grounds for three recommendations:

## 1. Work more data-driven in order to increase the visibility of the potential of the new approach

- work on more accessible *data* on Project 010 participants and the broader support system for homeless youth (COJ);
- to provide more factual insight into the added value;
- utilize registration data on the use of municipal services (such as youth care, income and debt assistance) by the target group to better validate potential *cost savings*;
- monitor the development of Project 010 participants and the broader COJ support system for homeless youth for a longer period of time to gain insight into the *sustainability* of key impacts and social benefits in the local context.

## 2. Apply the methods of Project 010 more broadly

- start *scaling up* the new methods to as many vulnerable young adults within the COJ support system for homeless youth as possible;
- in particular, investigate whether more adults leaving (extended) *youth care* can be allowed into Project 010.

This could break the 'automatism' of requesting an intramural indication from COJ as a continuation of the trajectory in residential youth care. This provides immediate cost savings for the City. In addition, it has clear added value for young adults (well-being and opportunities for development) and their personal counsellors (effectiveness and job satisfaction);

- where possible, use *process management* for other vulnerable groups (outside Project 010). Through process management, there is more and faster signaling within cases and across cases. This allows for better anticipation on developments, with less risk of stagnation or people dropping out. It also contributes to better cooperation with and among care providers, housing corporations and social organisations such as the Rotterdam Douwers. As a result, professionals are more empowered and their effectiveness increases.

## Recommendations (continued)

### 3. Use the insights gained in Project 010 also for further innovation (policy learning)

- investigate how other municipal processes can be made more client-oriented for vulnerable target groups, partly to avoid the emergence of parallel systems. Similarly, in the pilot phase of Project 010, the breakthrough budget was used because the application process for special assistance (*bijzondere bijstand*) takes too long. It is preferable to make this process more flexible;
- always ensure a face-to-face referral at the COJ desk, even if a young adult who asks for help is considered sufficiently self-reliant or has no (direct/explicit) request for help. If young adults ask for help, they do so for a reason. For instance, arrange at least one appointment with a street advocate, in order to prevent (repeated) homelessness where possible;
- consider allowing young adults who are capable of managing their own affairs direct access to a (breakthrough) budget. This could potentially ease the implementation burden for the Douwers and give an extra impulse to the personal development of young adults. The recently published social cost-benefit analysis for *the Building Deposit* can serve as inspiration in this regard (<https://hetbouwdepot.nl/wp-content/uploads/2023/10/BOUWDEPOT-MKBA-ONEPAGER.pdf>).

# 1. Client perspective

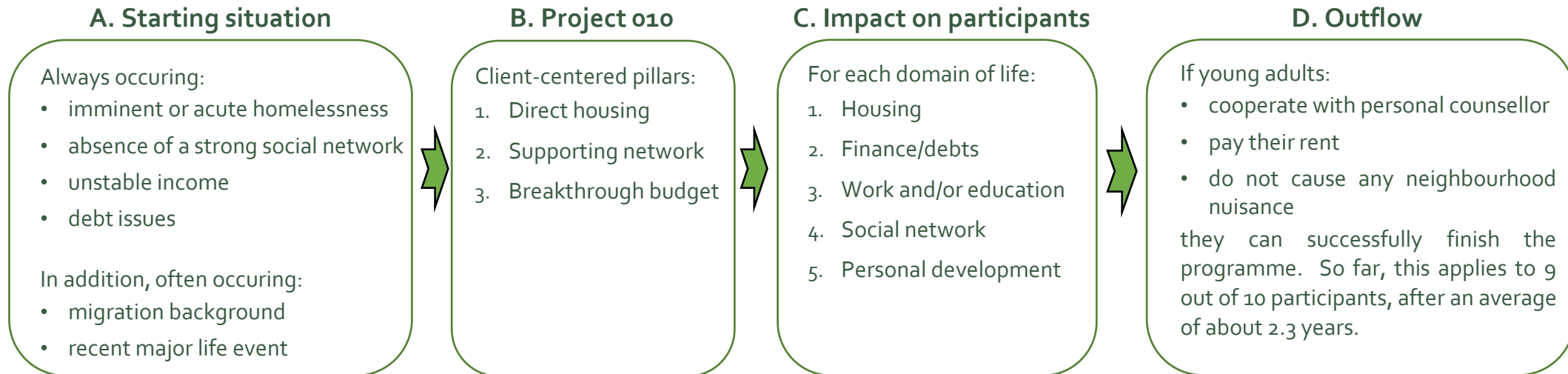




# Project 010 seen from the perspective of participating young adults



The client perspective focuses on the experiences of participating young adults in Project 010. These are mainly derived from the OBI study\* among the first 10 participants, supplemented by current insights from interviews with professionals and volunteers. The client perspective addresses the elements below, including positive effects and points for improvement.



\* Likewise, the quotes on the following pages are from the OBI report

# A. Starting situation shows the vulnerable situation of participants



In addition to the conditions (see 2. Organisation) for participation, these young adults have similar characteristics at the start of Project 010. They always include:

- *unstable income*: young adults are dependent on benefits or allowances;
- *increasing debts*: all young adults enter Project 010 with debts. They often have an insufficient overview of their total debt;
- *stress*: because obtaining basic needs (food, housing and privacy) is uncertain, these young adults live a day-to-day life. This limits their development;
- *support network is lacking*: all young adults have a limited social network. This applies even more strongly to young adults with migration backgrounds.

*'When I was there at the shelter, I was really sad, very, very sad and sometimes I really had no motivation to pick up my life again.'*

Other characteristics are also common among participants:

- *multi-problems*: a combination of mental health problems, addiction, and domestic violence;
- a recent *major life event*, such as the death of a parent, moving from abroad, parents who kick their child out (child abandonment), and/or pregnancy;
- limited *daytime activities* due to dropping out of school or not being able to maintain employment;
- not *feeling heard* by (municipal) authorities.

*'Because I became homeless, I also started spending more money because then you're on the streets. I also smoke dope. If you have nothing else to do and you have the money, you're just going to smoke dope.'*

## B. In the method of Project 010, especially client-centered pillars are important



From the young adults' perspective, the client-focused pillars of Project 010's working method are particularly important.

### 1. Direct housing

Young adults like the fact that they receive housing within 8 to 12 weeks of application. They report that housing removes much of the stress and gives them room to focus on school or work. In addition, participants experience that having their own home also requires independence and personal development. Young adults sometimes experience loneliness in this regard.

*'When I got the key and went there, and saw the building, I looked around and thought, bro this is the perfect location.'*

### 2. Supporting network

Young adults like to make use of the supporting network. The variety of support (volunteer mentor, debt relief, street advocate) allows them to turn to one or more people that support them. As a result, young adults regularly build a close relationship of trust with someone in the network.

*'Do they have a connection with the street advocate? Fine. Or would they rather discuss personal matters with their mentor? Also fine.'*

Some young adults do not dare to trust or cannot trust the supporting network and do not tell them their real problems (debts, mental issues).

*'She was the first person there when I needed someone. You know what I mean? She was the first person I had met. All the problems I had and stuff. I just trust her a lot. I think that's it.'*

### 3. Breakthrough budget

Initially, young adults are pleased with this budget. To them, it sometimes feels unreal that this opportunity is offered. In actual practice, they mainly use the money to furnish their homes, pay off debts, and supplement a lack of income. Spending varies from participant to participant. During the pilot phase, the the budget guidelines had not yet been finalised. This sometimes led to disagreements between participant and personal counsellor en.

*'I find that quite strange, because I have literally bought everything already, important stuff. And there is still some money left, why can't I buy something for myself?'*

This process is now more streamlined, so the intention and conditions are also clear to participants.

# C. Participants experience positive effects in various domains of life



## 1. Housing

After one year, all participants have successfully maintained their housing arrangement. They are no longer in survival mode. This speeds up the process of social recovery and reduces the risk of repeated homelessness.

*'For a number of young adults, the quick availability of housing provides peace of mind, and security. As a result, these young adults are able to orient themselves on their future.'*

*'Of course, some young adults find living independently difficult or experience loneliness. But with the help of the supporting network, they are taking steps toward a better and independent future.'*

## 2. Income and debt

Young adults often lack an overview of their financial situation or total debt. They appreciate being assisted in applying for benefits and allowances. In addition, using the breakthrough budget – to pay off small debts and supplement their income – provides participants with peace of mind and reduces stress. In this way, young adults are immediately relieved. For most participants, the financial situation has improved.

*'I am okay with it now. Especially after seeing what my debt statement is. Really ... then it's such a struggle to pay it all off.'*

*'The house is one thing, but if anything needs to be taken care of, it's the finances.'*

## 3. Work and/or education

During Project 010, about half of the participants succeed in starting or even completing an education. For various reasons, most of them do not work: because of a possible reduction of their benefits, perceived mental problems and/or difficulty in applying for a job.

*'With my house, my level 2 diploma and now I want to continue school, to level 4. I want to continue working. Just life and no stress.'*

## 4. Social network

Participants have a limited social network. Because they live independently and sometimes in a neighbourhood that is not familiar to them, they often experience loneliness. It is not easy for them to build a new social network. The supporting network encourages and supports them in this process.

## 5. Personal development

As a result of reduced stress, young adults make more future-oriented choices. They have the courage to look further and pay more attention to their personal development. They often work on their mental and/or physical condition. They also find the time to develop social skills or obtain a driver's license. These are useful skills after completion of the programme. It often turns out that personal development goals are not achieved in one year, but are a long-term process.

*'I try ... to fill my head with new things. Just reading books, developing myself, working on myself, on my mindset, discovering what I want to do in the future.'*

## D. Project 010 predominantly leads to positive outflow



During the trajectory, young adults give higher self-scores compared to the starting situation (before entry). Among the first pilot participants, this score of well-being roughly doubled from a 4 to an 8. This is an indication of the higher perceived quality of life of most young adults.

*'I have achieved all my goals, I have visited my family and I have a home now. I couldn't ask for more. And I feel very much alive, I'm healthy.'*

*'That seven and a half (self-score at completion of OBI study) means I see that I have taken steps to achieve my goals. So I've experienced a change, stability, peace of mind, and a positive outlook. The motivation to keep going.'*

So far, about 90% of the young adults have successfully finished the trajectory (Project 010-programme). This means that they continue to live independently with a regular rental contract. The minimum requirement for this is that they cooperate with the personal counsellor, pay their rent and do not cause neighbourhood nuisance. The trajectories run for an average of 2.3 years. Sometimes they are completed within a shorter time span, and sometimes more time is needed.

When there is a risk of dropping out, Project 010 offers more tools to make sure young adults stay connected. For instance, contact is maintained with young adults who are in temporary detention and the supporting network remains active. The young adult in question is not left to their own devices until an alternative housing solution is found. Thus, 5% have been referred to a more intensive care facility. For the remaining young adults, too, repeated homelessness or appeals to the broader COJ support system for homeless youth have been prevented.

Little is yet known about how young adults continue to develop after participating in Project 010. Various stakeholders have expressed the need to monitor these young adults over a longer period of time. This would provide more specific insight into how sustainable the achieved effects are.

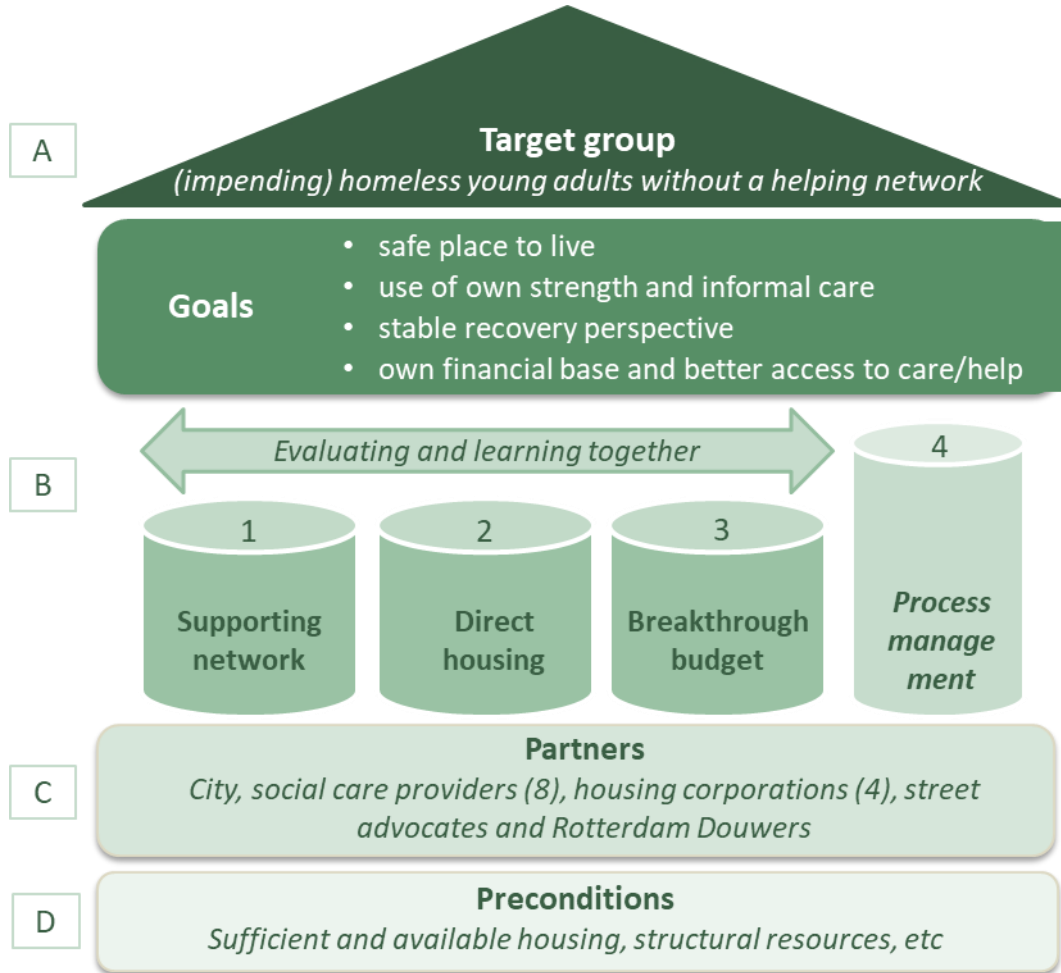
## 2. Organisation



# Project 010 viewed from an organisational perspective



The organisational perspective highlights Project 010 based on the elements below. These are drawn primarily from the project plan.



# A. Project 010 is designed for (impending) homeless young adults without a helping network



The *target group* of Project 010 are Rotterdam based young adults aged approximately 18 to 23 who:

- are (impending) homeless; and
- no longer have a social network that can help them; and
- are unable to independently find a (temporary) solution.

The following applies to part of this group:

- before registration, they were in an unsafe situation (domestic violence, sexual abuse, etc.);
- after leaving residential youth care there is no suitable follow-up programme for them;
- there is no suitable regular provision due to specific complex care requirements, group unsuitability or gender.

Within the target group a distinction can be made between single young adults and parents with a child/with children.

The target group has a (potential) size:

- from the start there have been about 10 participants per year;
- from 2024 there will be 50 new participants annually;
- potentially many more young adults are eligible, who are currently following an intramural or extramural trajectory through the COJ.



## B. Project 010 aims to achieve goals through a combination of 4 pillars



Project 010 is an innovative approach with 3 *client-centered pillars*:



1. **Direct housing** provided in the form of regular social housing, which is available on a priority basis;



2. **Supporting network** consisting of a personal counsellor (social care professional), street advocate (client representative with lived experience) and Rotterdam Douwer (volunteer mentor). The Douwer is also unreservedly available outside working hours, can identify problems in time and helps to take actual steps;



3. **Breakthrough budget** of 8,000 euros per year, with which, if necessary, breakthroughs can be made quickly to encourage the development of young adults. This speeds up the existing urgency route.



In addition, there is a *systemic pillar*:

4. **Process management** for a smooth functioning of the approach in practice. The process manager remains involved throughout the process, keeps an eye on the client's development and ensures a connection between formal and informal partner organisations. This encourages partners to take responsibility and look beyond their immediate tasks. Earlier identification of bottlenecks also enables a faster improvement of (system) preconditions. This 'boost function' contributes to the learning capacity of the entire support system (Project 010 as a platform for innovation).

This integrated approach increases the chances of young adults to become sustainably independent and will help them move forward faster to realise their future plans.

With Project 010, the City *aims* to ensure that young adults:

- are put at the centre and are always reminded of their *own strength*. Also, maximum use is made of *informal care* and their *own network*;
- get their *own safe home*, so that they make use of crisis care as little as possible;
- get a stable perspective to work towards their own *recovery*, to prevent repeated homelessness (more stable trajectory with fewer dropouts, fewer crises and fewer changes of trajectory) and give young adults better opportunities in terms of education and work.

Other *goals* pursued by this approach :

- a more direct route to a stable *financial base* through accelerated procedures to apply for benefits and debt relief and the allocation of a breakthrough budget;
- improved access to other forms of care and/or use of existing *services* through an active network approach;
- increased *job satisfaction* for professionals and *results* on their efforts (effectiveness).

## C. Project 010 relies on a smooth cooperation between partner organisations



From within *the City*, Project 010 involves:

- the Youth Counter (*Jongerenloket*) (including Finance Expertise Team, Work and Income advisors, and the Youth Perspective fund for work, education and debt);
- Homeless service point (COJ: the city's help centre);
- City Development, Housing Team (primary point of contact for housing corporations);
- Policy officers (department of Social Care & Shelter).

They work with the following *key partners*:

- Care providers in the COJ support system for homeless youth;
- Zorgbelang, including street advocates;
- Rotterdam Douwers (network of volunteer mentors);
- housing corporations.

All partners are represented at management level in the steering committee. Additionally, they have monthly meetings in the Project 010 working group to discuss client progress. These discussions provide important input for *policy learning*. Using opportunities and bottlenecks from case-level analyses, in practice

Project 010 strives to make adjustments to policies and systems in time where necessary. In this way, the exception to the compulsory 4-week search period in social security has now been adopted for all young adults in the broader COJ support system.

In addition, the *breakthrough budget* provides new insights into the implementation practices of other municipal services. Thus, an accelerated route to income and debt assistance has been developed. More insight has also been gained into the financial situation of vulnerable young adults and the bottlenecks in policies (such as the low minimum wage standard and the parental maintenance obligation for young adults under 21).

Furthermore, the connection between formal care providers and informal care from *community-based organisations* (such as the Douwers) adds significant value to the sustainability and quality of care in a context of staff shortages and budget cuts.

## D. Project 010 also requires well-arranged preconditions



Key partners experience the cooperation as supportive ('*the City is service and solution-oriented*'). They praise the short lines of communication among themselves and with the Wmo process managers, which allows for quicker steps to be taken and better results. Similarly, the continuity in informal support (outside office hours and after the support programme has ended) is seen as valuable in achieving more sustainable results. This allows personal counsellors to focus more on the young adult's requests for help, which is their field of expertise.

To succeed, it is important that a number of important preconditions are/remain met:

- an accelerated entry route;
- necessary *support* for sustainable independent living;
- *social housing* available for young adults within 3 months, so that the desired priority (housing first) can be realised in practice;
- the City shapes its roles as client (towards care providers), director (towards housing corporations and internally, see next bullet) and partner (towards informal care parties) in such a way that cooperation between all parties has/maintains the character of *partnership*;

- processes within the City are properly coordinated to realise and secure an *integral working method*. The process manager plays a leading role in this;
- *structural coverage* of the costs for the continuation and further development of the new working method.

In addition, structural *attention* is needed for :

- the *financial position* of young adults under 21 who are dependent on social security: they cannot make ends meet and often lack to skills to properly budget;
- possible *gaps* in support, because it is difficult to rebuild a relationship of trust;
- the complex underlying *problems* that many young adults appear to have.

### 3. Costs



## Project 010 involves costs, which consist of 4 components and add up to almost 20,000 euros per participant. When scaling up, this amount becomes lower



According to the project plan, the costs of Project 010 ('investment') consist of four components. Here – in agreement with the organisation – only those items are included that are also relevant in the coming years. The amounts are shown below per participant. When scaling up, the costs of component d) will decrease.

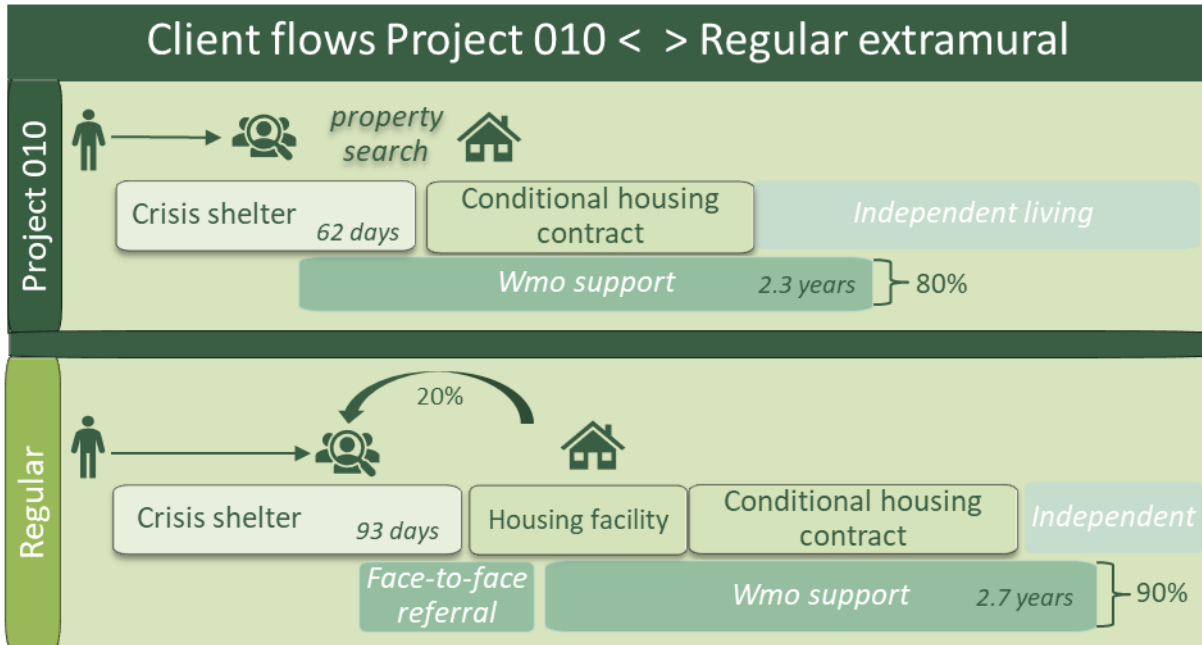
I.	Category	Explanation	per participant * €1,000
a)	Direct participant costs	Costs of the breakthrough budget (15 months on average), deployment of street advocates and Rotterdam Douwers (involved as long as necessary) and other participant costs	12.7
b)	Implementation costs	Costs of administration and volunteer allowances	1.0
c)	Advice and support costs	Costs for the deployment of process managers	0.9
d)	Organisational costs	Staff costs of the organisation. <i>When scaling up to a larger number of participants by 2024, the amount per participant will decrease by about a third (to 3.6)</i>	5.2
	<b>Total costs</b>		<b>19.8</b>

For the *mBC*, the additional costs are relevant compared to the costs in the regular approach (the *zero alternative*). This includes efficiencies that the new approach aims to achieve. To quantify these, we chart below the client process at Project 010 and compare it to the client process at extramural COJ support.

# Project 010 provides a more efficient client process compared to the regular working method



How young adults move in, through and out of Project 010 is schematically shown below and compared to the regular working method. The key figures are taken from municipal registration data.



In *Project 010*, the inflow and house search period lasts a shorter time. During that time, the young adults stay in their own network or intermediate facility (two-thirds) or crisis shelter (one-third). The shelter period lasts more than 2 months on average. Once they move into their own home, the young adults immediately receive a conditional housing contract linked to Wmo support. After about a year, the home is registered in the person's own name. After

that participants continue to live independently and receive support for another year approximately. The average lead time of the support trajectory lasts 2.3 years. This is shorter than the regular approach, because (i) personal counsellors spend less time on administration thanks to process management and can quickly get to the heart of the problems and (ii) the Douwers offer informal support. On average, 80% of the Wmo indication is utilized. About one out of 10 young adults has a negative outflow (residential care or detention) or leaves the home themselves. Even then contact is kept with them.

In the *regular* (extramural) working method, more than 4 out of 10 young adults stay in crisis care at the start. On average, this lasts 3 months. During the shelter period (or afterwards) about a fifth drop out (repeated homelessness). These young adults return to COJ. After admission, young adults receive support until a counsellor from a (different) care provider is available. On average, the support trajectory lasts 2.7 years, with about 90% of the indication being utilized. At a later stage (after staying in a residential facility), participants receive a home in their own name. About 4 out of 10 young adults have a negative outflow (residential care or detention) or leave by themselves. Contact is lost with most of them.

# Project 010's efficient working method provides savings for the City, especially in the costs of crisis care, youth care and support



The more efficient working method of Project 010 results in cost savings for the City, which are depicted below per participant for the trajectory period. The figures are mostly based on registration data for 2020-2022 (see previous page).

II.	Category	Explanation	per participant * €1,000
a)	<b>Shorter entry process:</b> less long use of crisis care and youth care	<i>Crisis shelter:</i> at Project 010, the period that a young adult stays in a crisis shelter after registration until the start of the support trajectory (programme) is on average over 30 days shorter (62 compared to 93 days in the regular working method). In addition, Project 010 also has fewer young adults seeking crisis care (one-third compared to almost half in the regular method). Both elements save on crisis care costs.	-3.8
		<i>Youth care:</i> over a quarter of the young adults who enter Project 010 can leave extended residential youth care earlier because they have to wait less time (about 2 months on average) for housing. Compared to outpatient guidance, this saves on the costs of more expensive youth care	-3.0
b)	<b>More effective referral:</b> no dropout during crisis shelter	Within Project 010 there is effective referral: no young adults drop out during the crisis shelter period. In the regular working method the dropout percentage is 20%. These young adults often return to COJ later (see c). By directly 'properly connecting with' the young adults, no costs of repeated crisis care are incurred	-4.6
c)	<b>One-time intake:</b> no repeated homelessness	In the regular working method, about one-fifth of young adults return 1.2 times on average after dropping out of a previous trajectory. Not rarely because of bureaucratic obstacles, which means that personal counsellors cannot take sufficient steps to offer prospects to the young adults. In Project 010, this is not the case. This saves costs of: <ul style="list-style-type: none"> <li>i. clarification of demand by a care professional;</li> <li>ii. reindication by a Wmo counsellor (who was often not involved in the case before);</li> <li>iii. referral by a care professional until another professional can start the support trajectory</li> </ul>	-0.8
d)	<b>More effective use of indications:</b> more productive support	By using the supporting network and process management, counsellors can work more productively. This results in a more effective utilisation of indications than in the regular working method. This saves costs of Wmo support: <ul style="list-style-type: none"> <li>i. indications last less long: about 2.3 instead of 2.7 years</li> <li>ii. a smaller portion of the set indication amounts is invoiced: about 80% instead of 90%</li> </ul>	-11.3

## The cost savings add up to over 40,000 euros per participant. This makes Project 010 on balance cheaper than the regular working method



II.	Category	Toelichting	per participant * €1,000
e)	<b>More suitable support:</b> less reliance on sheltered housing	Without the flexible, intensive use of outpatient counselling and the supporting network within Project 010, at least one-fifth of the participating young adults (in part coming from residential youth care) would be referred to a (regular) intramural trajectory. Given a duration of more than two years (see page 22), this results in substantial cost savings. On the other hand, there is a limited cost disadvantage as the new working method cannot prevent 1 out of 20 participating young adults from being referred to sheltered housing after about one year. Compared to outpatient counselling, this results in higher costs. The balance of both entails a substantial cost saving	-16.9
<b>Total cost savings</b>			<b>-40.5</b>

When the cost savings are contrasted with the costs required by Project 010, the figure below emerges.

	TOTAL		per participant * €1,000
I.	Costs Project 010	Investments	19.8
II.	Efficiency benefits	Cost savings	-40.5
	Balance of costs	<i>compared to regular approach</i>	<b>-20.7</b>

The comparison shows that the City amply recoups the investment in Project 010 through the efficiency benefits generated by the new approach. This results in a positive cost balance in the order of over 20,000 euros per participant. In other words, one euro invested in Project 010 yields the City approximately 2 euros in savings, particularly from Wmo funds.



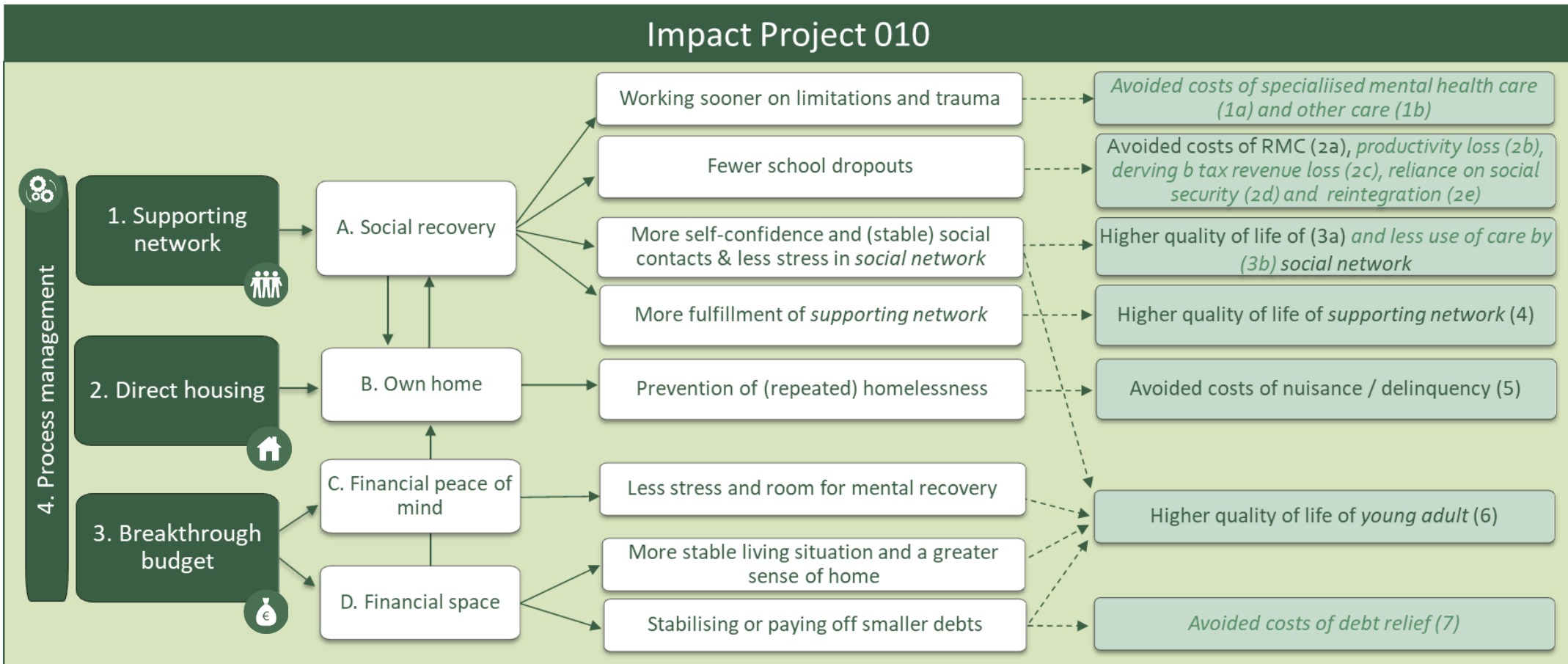
## 4. Society: benefits



# Project 010 generates a variety of societal impacts



From a social perspective, Project 010 produces an impact shown in the diagram below. On the left are the client-centered pillars (1, 2 and 3) of the approach, connected by process management (4). These produce a number of direct effects (A, B, C and D). Social benefits flow from these effects, listed on the right. Some effects may become visible over time. These are listed in *light italics*. The effects are explained on the following pages and subsequently quantified where possible.



# Effects of social *recovery* and *own home*



Pillar 1 has the direct effect of increasing self-regulation and motivation to work on *social recovery* (A). The young adult is encouraged and supported by the supporting network in:

- working on limitations and/or trauma. Partly due to the commitment of informal care partners, personal counsellors have more time for and a better relationship with the young adults. They are in a better position to work on psychological recovery where necessary and direct the young adult in question to appropriate care. As a result, young adults are helped earlier on and better and eventually may require less (intense) reliance on specialist mental health care and other care;
- obtaining a basic qualification or vocational diploma to increase their chances of sustainable employment. This avoids costs of the Regional Reporting and Coordination Centre (RMC) for early school dropout. Over time, this increases the chances of (maintaining) better paid work. This can prevent productivity loss and tax revenue loss as well as the reliance on social security and reintegration;
- establishing and maintaining social contacts. This can contribute to a wider *social network* and thus a higher quality of life for the young adult. In addition, improving the relationship with their

family and social network can also positively affect the *quality of life* of the *social network*. Over time, this may lead to the social network having less need of care and support (or no need at all).

Moreover, in this approach, the *supporting network* experiences more fulfillment ('really being able to mean something to another person' and/or 'getting to know another world'). This contributes to their *quality of life*.

Pillar 2 has a direct effect: a stable *home* (B) where the young adult can catch their breath and have their own basis to work on recovery (A). This prevents a stressful situation of homelessness and worsening problems. Having their own home also increases their sense of responsibility ('I have something to lose'). Together with better job prospects and the supporting network, this contributes to young adults being able to get out of a negative network (sooner). This prevents costs of *crime*.

## Effects of *financial peace of mind* and *financial space*



Pillar 3 has as a direct effect *financial peace of mind* (C) as the breakthrough budget ensures greater livelihood security. This reduces stress and contributes to mental recovery (B) with positive effects on *quality of life*.

Another direct effect is *financial space* (D) since the breakthrough budget provides young adults with (sometimes unimagined) opportunities to take concrete steps in their personal development faster. The breakthrough budget allows them to:

- furnish their home (pillar 2) more personally. This strengthens the feeling of home with positive effects on *quality of life* (well-being);
- pay off smaller debts: a vicious circle of increasing debts can be prevented or interrupted, partly by focusing on financial skills and timely referral to debt assistance from the supporting network. This also helps to reduce stress and improve quality of life. In time, *costs of debt assistance or debt restructuring* can be avoided.

Both effects work to support social recovery (A) and a stable home (B).

# Project 010 provides social benefits through earlier *social recovery*



The social effects of Project 010 have been quantified and translated into euros as best as possible. Where local data were lacking, insights from previous studies and consultation with stakeholders were used. To make these applicable to the working method, assumptions were made where necessary in dialogue with local experts. Conservative estimates were assumed over a period of about 3 years. Effects that could not be quantified are shown as pro memoria (pm).

A	Effect	Explanation	per participant * €1,000
1a	avoided reliance on mental health care	all participating young adults struggle with mental health problems. It is estimated that 9 out of 10 should be treated for this. Participants in Project 010 are more open to this and are more able to ask for help, which means they are directed to appropriate care sooner. This can prevent the worsening of their problems and the need for specialist treatment. Taking other influences into account, two-thirds of the benefits are ascribed to the new way of working	2.0
1b	avoided use of other care	vulnerable young adults can also use other forms of care. It is unclear to what extent this applies to participating young adults and to what extent Project 010 has (more positive) effects in this respect and over what period of time	pm
2a	prevention of early school dropout	about 4 out of 10 participating young adults can still obtain a basic qualification. As a result, it is assumed that a Regional Reporting and Coordination Centre (RMC) course takes a third less time. Taking other influences into account, half of the benefits have been attributed to the new working method	0.5
2b	avoided productivity loss	it is assumed that obtaining a basic qualification (2a) has a similar effect for the young adult as following an additional year of education in the form of an average 5% higher wage. These benefits are quantified based on the minimum wage	0.7

# Project 010 provides social benefits through earlier *social recovery*, which cannot all be quantified yet



A	Effect	Explanation	per participant * €1,000
2c	avoided loss of income from taxes & contributions	the productivity gained (2b) yields benefits in terms of additional tax and social contribution revenues	0.4
2d	avoided use of social welfare	possibly some of the young adults succeed in keeping or obtaining paid employment under this approach, so that they do not need to apply for municipal assistance (anymore)	pm
2e	avoided reliance on reintegration	the group with paid work is also not expected to use reintegration support under this approach. It is assumed that this effect occurs only after the completion of the trajectory	pm
3a	higher quality of life <i>social network</i>	many of the young adults who (continue to) live independently with the aid of Project 010 restore relationships (faster) because they are encouraged in this by the supporting network. Also, their social network can be unburdened earlier due to the availability of a (temporary) housing solution. This can increase the quality of life of the social network. An average of 1 network relation per young adult and a quarter of the QALYs for the young adult themselves was assumed	4.0
3b	avoided reliance on care <i>social network</i>	over time, psychological symptoms may diminish for an estimated one-fifth of the people in the social network of independent residents. It is assumed that, as a result, they do not need a basic mental health treatment trajectory. Taking other influences into account, two-thirds of the benefits can be attributed to the new method	0.1
4	higher quality of life <i>supporting network</i>	the supporting network derives greater fulfillment from supporting participating young adults because of the improved relationship, perceived support in mutual cooperation and achievements. For the increased perceived quality of life, an average of 2 people per young adult and one-tenth of the QALYs for the young adult themselves was assumed	3.2
	<b>Subtotal benefits</b>	<b>A. Working towards social recovery</b>	<b>10.9</b>

# Project 010 provides social benefits through a stable *home* for the young adult, as well as *financial peace of mind* and *financial space*



B	Effect	Toelichting	per participant * €1,000
5	avoided cost of crime	costs that are avoided as some of the young adults do not become/stay homeless and then (in a young adult group) commit crimes and cause nuisance. An estimated one-fifth of the target group comes into contact with police and criminal justice in any given year. Taking other influences into account, two-thirds of the benefits are attributable to the new working method	2.9
<b>Subtotal benefits</b>		<b>B. Own home for young adult</b>	<b>2.9</b>

C/D	Effect	Toelichting	per participant * €1,000
6	higher quality of life <i>young adult</i>	among young adults who remain living independently (sustainably), quality of life increases on average due to the new approach: they can live healthily for more years on average. The extent of this increase is equal to the average difference between housed and homeless people. According to an English study, this is about 0.16 healthy years of life (QALYs)	16.2
7	avoided reliance on debt assistance	in Project 010, registration with the Youth Perspective Fund is standard. This provides a faster route to the KBR arrangement and prevents further debt accumulation and no/less repayment. It is assumed that a debt relief trajectory for these young adults can be reduced by 3 months. There is no insight into the amount of their debts and creditors	0.5
<b>Subtotal benefits</b>		<b>C/D. Financial peace of mind and financial space</b>	<b>16.7</b>

# In *total* social benefits have been quantified in the range of over 30,000 euros per participant



	TOTAL		per participant * €1,000
A	Subtotal	Working towards social recovery	10.9 + pm
B	Subtotal	Own stable home for young adult	2.9
C/D	Subtotal	Financial peace of mind & financial space	16.7
	<b>Total</b>	<b>Social benefits</b>	<b>30.5 + pm</b>



# Social return

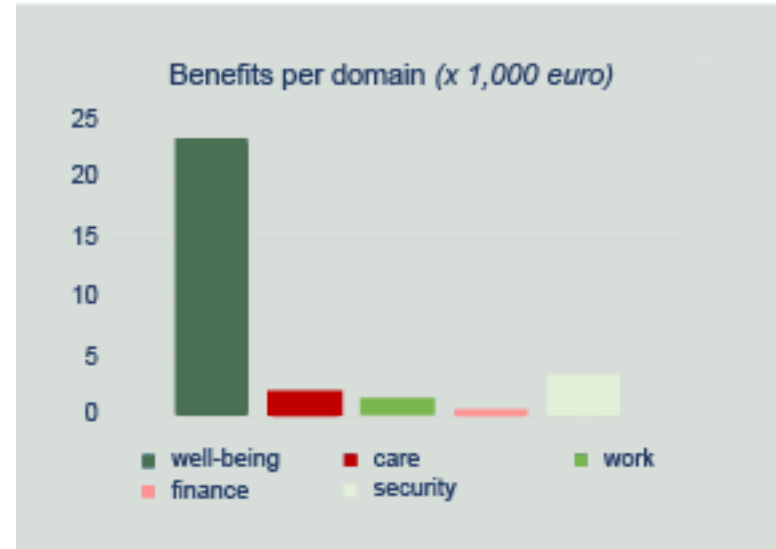


mBC Project 010





# Benefits differ among stakeholders and domains. Set against costs, Project 010 provides a social return of 1,5



The largest social benefits arise from an increased *well-being* of the **young adults**. The well-being also increases for their **social network** and members of the **supporting network**. This benefits the **young adults** themselves in terms of education, work and income. It also ensures that the **City of Rotterdam** can save costs for e.g., early school dropout and debt assistance, and in time, possibly social security and reintegration. In addition, both the **health insurer** (less use of mental health care and possible other insured care) and the **national government** (more tax revenue) benefits from Project 010.

When the quantified social benefits are set against the costs of Project 010 (municipal investment), this results in a *social return* of about 1.5. This implies that one invested euro could yield more than one and a half euros of (im)material benefits. This includes benefits for stakeholders other than the City.