

National Expert Citizens Group

Exploring solutions to multiple disadvantage









Introduction



In 2022, the National Expert Citizens Group (NECG) sets out its approach and strategic priorities for the period 2023-2025. These aimed to capture the most important issues for people experiencing multiple disadvantage - where someone experiences a combination of several unmet health and social needs - in England and Wales today.

Over the three years that followed, the NECG has explored these priorities, harnessing the power of lived experience to locate examples of good practice and set out a vision for a society that supports people experiencing unmet health and social needs into happier, healthier futures.

Who are we?

The NECG consists of people with lived experience of multiple disadvantage who represent the 15 Changing Futures areas.

The Changing Futures programme is a £91.8 million joint funded initiative between Government and The National Lottery Community Fund, the largest community funder in the UK. The programme funds local organisations working in partnership to better support those who experience multiple disadvantage.

The NECG is coordinated and supported by national justice charity Revolving Doors to ensure it has an independent voice, is led by skilled members and can achieve its aims.

The NECG meets to discuss issues in their local areas, compare these at regional meetings and then present findings and recommendations at a quarterly national meeting. Each quarterly cycle focuses on a different strategic priority.

The aim of the NECG is to ensure people with lived experience of multiple disadvantage shape system change by coproducing accessible services, designed to best meet their needs.

Our impact: Lived experience in policymaking

In 2023, the NECG and Changing Futures worked with the government's Policy Lab to coproduce a toolkit of the key principles policymakers might consider in order to carry out effective and empathetic lived experience work. Scan the QR code to find out more!



Our priorities

These priorities build on the NECG's existing recommendations and the areas of work that the group has been focusing on since 2022. They represent the NECG's vision for an effective system that will work for people experiencing multiple disadvantage.

The National Experts Citizens Group (NECG) has conducted extensive meetings to discuss the intersection between these issues. This report offers a deep dive into each priority, highlighting the findings and providing actionable recommendations. We want to demonstrate how coproducing policy and service design alongside those with real lived experience has the potential to create more effective solutions that support people to lead fulfilling lives.

Services and policies should be shaped by those who will be most impacted by them. This is our blueprint as to how that can be achieved.



Housing & homelessness



The issue

Imagine entering a place where you expect safety and support, only to find an environment that triggers your deepest anxieties.

This is the reality for many individuals facing homelessness and multiple disadvantages.

It's little wonder that housing features heavily in NECG discussions, even when it's not the primary topic of conversation.

"The expectation that organisations may have of people may be too high - dealing with bills, with council tax - sometimes the pressure can just be too much, leading people to go back to their life on the streets".

(NECG member)

The intersection between homelessness and multiple disadvantage is acute - exacerbated by the housing crisis which puts safe, affordable and stable housing further out of reach for many people.

When considering solutions to support people experiencing multiple disadvantage with housing, traumainformed environments that cater to the unique needs of individuals, especially women, are key.

Here, we highlight NECG members' findings and provide actionable recommendations for improving emergency and temporary accommodation.

"It's the system that fails people, not the people that are failing."



Improving temporary and emergency accomodation

Safe, individualised spaces

One of the key findings is the critical need for individualised spaces. Dormitory-style accommodation can be overwhelming and unsafe, often leading to relapses in substance use.

Providing personal rooms with secure lockers can significantly reduce anxiety and foster a sense of safety.

"Some places don't have safe lockers, etc., so your stuff isn't safe, which also causes anxiety about getting your stuff nicked."

(NECG member)

Gender-specific accomodation

Women, particularly those with children, require separate and secure accommodation to prevent further trauma. Shared spaces can feel intimidating and dangerous.

Ensuring gender-specific support can create a safer and more supportive environment.

"For single women and families, separate accommodation is needed to prevent exposure to further traumatic events."







Consistent staff presence

The lack of consistent and trained staff in hostels exacerbates the trauma experienced by residents.

Participants expressed a strong desire for more staff, which can help build trust and provide necessary support.

"Hostels need to go back to basics and get more staff, not just a security guard. You need consistency of staff, and then you can work with the residents."

(NECG member)

Bullying & discrimination

Bullying and discrimination are rampant in shared accommodation, with vulnerable groups like transgender people facing eviction without proper cause.

Proper training and accountability for staff are crucial in addressing these issues.

"When I was in a hostel, I saw trans people being thrown out due to the bias of people, and the staff did nothing."



Making people using services feel safer

Peer support integration

Peer support was identified as a vital component in helping individuals transition smoothly into housing.

Peer mentors can provide emotional stability and practical guidance, easing the anxiety associated with moving into new accommodations.

"Peer support can calm people who are agitated and hold their hand, also linking someone with a member of staff."

(NECG member)

Communal activities

Engaging in communal activities such as cooking and gardening can significantly improve mental health and foster a sense of community among residents.

These can also serve as therapeutic activities that can help residents feel more at home and involved in their surroundings.

"Engaging people in housing-related activities, such as cooking classes, can help them overcome their loneliness."







Continuous tailored support

Support must continue beyond the initial placement in housing.

Ongoing support helps prevent relapses and promotes long-term stability.

"Peer support should be ongoing until they don't need it, perhaps 2 years."

(NECG member)

Safe shared spaces

Creating safer shared spaces is essential for reducing anxiety and trauma.

"They could make the dorms safer if they separated them, i.e., people using and people not using."

(NECG member)



Cultural sensitivity

Providing culturally appropriate support and understanding specific community needs is essential and can enhance the effectiveness of housing programmes.

"Ensuring people are rehomed in culturally supportive communities and support from people with similar or the same backgrounds."

(NECG member)

Information and accessibility

Many individuals lack the necessary information to navigate the housing system effectively.

"There is a lack of information and accessibility for women who have become homeless, emphasising the need for easily accessible support resources, even through GPs."



Helping people move on

Structured transition plans

Transitions between different types of housing need to be well-planned and supported. People emphasised the importance of avoiding "cliff edges".

Gradual and supported transitions help individuals adjust and reduce the risk of returning to homelessness.

"There needs to be more on housing before the final tenancy. The service with the person needs to agree when someone is ready to move on; it shouldn't be a cliff edge."

(NECG member)



Training and education

Educational activities and life skills training are crucial.

They help individuals integrate into their new environments and fill their time and provide valuable skills for independent living.

"Teach people or reintroduce them to life skills, such as cooking, cleaning, paying bills, etc."

(NECG member)

Our impact: Cross-government homelessness strategy

The NECG is currently working with national homelessness charities JustLife and Groundswell and the Ministry of Housing, Communities and Local Government (MHCLG). By co-producing four consultations, we are informing a new cross-Government strategy to tackle the scourge of homelessness in all its forms.



Peer mentors and orientation

Introducing new residents to their local area through a peer mentor who knows the local facilities and amenities is key to holding a tenancy.

This introduction can help alleviate anxiety and build a sense of community.

"Peer support is crucial as people are scared. Peer support can take them to the new area before the move, introduce them to the new community, and show them what is available in the area, i.e., a food bank, library, doctors, etc."

(NECG member)



Continued support post-move

Ongoing support is crucial to ensure long-term stability and prevent relapse, and needs to continue even after individuals move into permanent housing.

"The support needs to continue even when people move into permanent accommodation."

(NECG member)

Community integration

Creating a sense of community within housing facilities can significantly impact mental health and well-being.

Building a supportive community can reduce feelings of isolation and promote recovery.

"Help create a community for people to be involved with. Organising activities in the accommodation can increase interaction between residents."



Home as a comfortable space

A house is not truly a home without the necessary furnishings and appliances.

Ensuring that individuals have the necessary resources and support when moving into permanent housing, and that homes are properly equipped, can make a significant difference in the wellbeing of the residents.

"When we were homeless, they gave us the keys to a maisonette, but there was very little in there, and the white goods were broken.

We didn't have a fridge all the time we were there. and we had fold-up camp beds; no one told us anything or helped us."

(NECG member)

"A home needs to be comfortable, with enough pots and pans, etc., and needs to feel like a home.

Clean, comfy, and inviting."



A call to action

It's time for the Government and the third sector to take decisive action. We call upon policymakers to:

1 Increase funding

Allocate more resources to ensure adequate staffing and training.

2 Implement standards

Establish a framework or register to hold housing providers accountable.

3 Support peer mentorship programmes

Integrate peer support into housing services to provide ongoing support.

4 Promote gender-specific housing solutions

Ensure that housing solutions cater to the unique needs of women and families.

5 Enhance transitional support

Develop structured transition plans and continued support to help individuals move from temporary to permanent housing successfully.

6 Equip homes properly

Ensure that homes are furnished and equipped with necessary white goods to create a truly supportive environment.



Dual diagnosis



The issue

Imagine seeking help, only to find yourself trapped in a system that demands you solve one issue before you can access support for another.

For thousands facing co-occurring mental health and substance use challenges (known as 'dual diagnosis'), this is a daily reality.

By failing to address both mental health and substance use holistically, the system creates unnecessary obstacles and risks further harming vulnerable individuals.

"They play pass the parcel—sending you from one service to another. It's not fair because you just want help."

(NECG member)



Services operate in silos, forcing individuals to navigate a fragmented and bureaucratic system that fails to meet their needs.

The current approach perpetuates cycles of trauma and disadvantage. A shift is urgently needed—one rooted in collaboration, compassion, and lived experience.

Trauma-informed care is not only essential but also cost-effective for Integrated Care Boards (ICBs), providing a clear path toward better outcomes and resource efficiency.

"We need to break down barriers and the myth of nonengagement. Services need to find other ways to work with people."



A'no wrong door' policy

Trauma-informed first contacts

A trauma-informed approach is critical to breaking down access barriers and improving engagement.

Ensuring the first professional an individual encounters is trained in trauma-informed care to build trust and engagement.

"One service, one place, one assessment."

(NECG member)

One-stop services

People with co-occurring needs should be able to access support regardless of where they first seek help.

Housing mental health and substance use services under one roof can help eliminate the need for multiple referrals.

"Put all services in one area —co-occurring needs services in one place! Many people struggle to go from one area to another."

(NECG member)

Person-centred approaches

People should receive integrated, tailored care from the outset.

They should be met where they are—both physically and emotionally—to ensure meaningful support.

"Meet people where they are, don't expect them to always come to services."

(NECG member)

Our impact: The Lived Experience Voices project

Since 2024 we have been working with the Office for Health Improvement and Disparities (OHID) on a new initiative, the 'Lived Experience Voices' project. This will bring lived experience insight into OHID's projects and plans, ensuring that the voices of people with lived and living experience of drug and alcohol problems are central to the Government's understanding of how recovery and treatment services are experienced.



Moving beyond traditional clinical models

Peer support integration

Embed lived experience workers across services to foster trust and offer real-life inspiration.

Peer support unlocks key social connections and a chance to engage with people who truly understand.

"An important part of recovery, especially with co-occurring needs, is rebuilding relationships and feeling part of a community."

(NECG member)



Strength-based interventions

Opportunities for personal growth give people hope.

Focus on individuals' abilities rather than their problems to build resilience.

"We need to focus on what people can do, not just on their problems."

(NECG member)

Holistic recovery opportunities

Recovery must be holistic and strength-based.

Ensure individuals have access to meaningful activities, such as vocational training, arts programs, and community engagement initiatives.

"Recovery is about feeling part of the world again—going on walks, to the cinema, or the theatre."

Harnessing the power of lived experience



Embedding lived experience

Services must be designed, governed, and delivered with the involvement of individuals who have first-hand experience of co-occurring needs.

Ensure those with lived experience have decision-making roles in service design and governance.

"Lived experience key workers make a huge difference—there's instant empathy."

(NECG member)

Expanding peer support

Lived experience insights are invaluable for shaping systems that work in real-world contexts.

Increase the presence of lived experience key workers across mental health and addiction services.

"We should change the terms so that lived experience is embedded at all levels of service and governance."

(NECG member)

Visible recovery pathways

Co-production with lived experience groups ensures services are empathetic, accessible, and effective for those they aim to support.

Provide individuals in recovery with role models who demonstrate the possibility of change.

"Having people who have been through it is crucial. Seeing someone who has recovered can provide hope and inspiration."



A call to action

The current system is failing individuals with cooccurring needs. To break this cycle, we must:

Adopt a 'no wrong door' policy

Ensure all services can provide integrated support for mental health and substance use.

2 Emphasise trauma-informed care

Build trust, reduce re-traumatisation, and address the root causes of co-occurring needs.

Focus on strength-based recovery

Create opportunities for growth, joy, and community engagement.

4 Embed lived experience in service design

Involve those with lived experience at all levels of service provision.

5 Demonstrate cost-effectiveness for ICBs

Show Integrated care boards how trauma-informed, integrated services reduce long-term costs and improve outcomes.



The justice system



The issue

Leaving prison should represent a fresh start, but for many, it marks the beginning of a new set of overwhelming challenges.

With limited resources and inadequate support, many individuals find themselves trapped in a cycle of homelessness and reoffending.

To break this cycle, we must address the critical areas of housing, financial support, mental health care, addiction recovery, and peer mentoring.

By ensuring a more integrated and hands-on approach from probation services, we can create a system that genuinely supports prison leavers in rebuilding their lives.

"You walk out with nothing but £85 in your pocket and a travel warrant, but what you really need is a place to go."





Preparing and providing safe, secure housing

Pre-release arrangements

One of the most significant challenges prison leavers face is securing stable housing.

Housing should be arranged well in advance of release through coordinated efforts between prisons, local councils, and probation services.

"Knowing you're leaving homeless is a horrible feeling."

(NECG member)

Increased support in prison

In 2023, the Ministry of Justice reported that 12% of released prisoners were homeless, highlighting a systemic failure in providing housing solutions.

More staff should be allocated to ensure housing support is accessible and effective before release.

"I got released homeless... if they could get more housing workers in jail, this would be a big help."

(NECG member)

Safe housing for women

Female NECG members have repeatedly highlighted the need for safe, gender-specific housing options.

Women exiting prison should have access to secure, trauma-informed housing that protects them from further harm.

"Women need somewhere safe where they can rebuild their lives. If you're placed somewhere dangerous, it's impossible to move forward."





Ensuring financial stability

Pre-release benefit applications

Without immediate access to benefits, many prison leavers turn to crime to survive.

Universal Credit, Personal Independence Payment (PIP), and housing benefits should be initiated inside prison to ensure access upon release.

"You wait five weeks for Universal Credit to kick in, and by that time, you've run out of options."

(NECG member)

Support with ID

Every prison leaver should receive necessary documents (birth certificate, National Insurance number, digital ID) before release.

"I couldn't even get a doctor's appointment because I had no ID."



DWP caseworkers in prison

Providing financial security before release significantly reduces reoffending risk and ensures a smoother transition into society.

Prisons should employ DWP caseworkers to help inmates set up their claims before release.

"A DWP worker helped me set up my claim in prison, and by the time I got out, I had some money coming in. It made all the difference."

(NECG member)

Our impact: Sentencing Council consultation

In 2023, the NECG submitted a report to the Sentencing Council, outlining members' thoughts on how certain sentencing guidelines should change to better support those experiencing multiple disadvantage in the justice system.

Subsequent updates heavily referenced our response, including a guideline that courts should consider that different groups in the justice system have faced multiple disadvantages which might have a bearing on offending behaviour.



Bridging the gap between mental health and addiction support

Prevent gaps in treatment

Mental health and addiction struggles are two of the biggest barriers to successful reintegration.

There is a significant gap between inprison support and community-based services, leading many individuals to relapse. Mental health and addiction services should follow individuals from prison into the community to prevent gaps in treatment.

"Once you walk through those gates, you're alone."

(NECG member)



Recovery-focused housing

Approved Premises should be drugand alcohol-free to create a stable environment for individuals in recovery.

"Being with other users gives you the feeling you have friends, but you're just being taken advantage of."

(NECG member)

Access to support for recovery

Probation officers should ensure that every prison leaver with addiction issues has access to recovery services upon release.

"When you know someone's got your back, it makes all the difference."



Integrated care and peer support

Peer mentoring programmes

Probation officers often lack the capacity to provide the hands-on assistance many prison leavers require.

Lived experience workers should be embedded in probation teams to provide quidance and emotional support.

Through-the-gate support

Support in prison and support postrelease can be disjointed, leaving people to fall through the cracks in services upon release.

Prisoners should be paired with mentors before release to ensure continuous support from someone with an understanding of how to navigate life post-release.

"Having someone who's been there gives you hope."

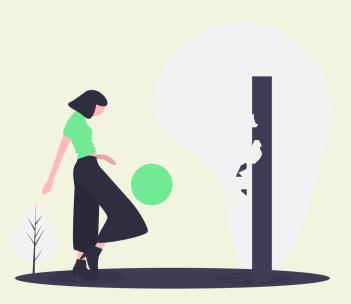
(NECG member)

Integrated care plans

Along with continuous support preand post-release, approaches to support need to be coordinated to ensure maximum impact.

Probation officers should work with housing, mental health, and benefits services to prevent individuals from falling through the cracks.

"People need someone who cares about their wellbeing, mental health, and staying clean."



A call to action

Without stable housing, financial security, mental health support, and proper mentoring, individuals are at high risk of homelessness and reoffending. We must:

1 Guarantee housing before release

Establish partnerships between prisons, councils, and probation services to ensure every individual has a stable place to go.

2 Ensure immediate financial stability

Embed DWP caseworkers in prisons to set up benefits before release.

3 Provide seamless support

Ensure continuous care that follows individuals from prison into the community.

4 Integrate peer mentoring programmes

Provide through-the-gate peer support to help individuals navigate their new lives successfully.

5 Adopt a hands-on approach

Ensure probation services act as coordinators between housing, healthcare, and employment services.



Diversity & neurodiversity



The issue

In a world where funding often gravitates towards big organisations, smaller grassroots groups—especially those supporting diverse communities—are left scrambling for scraps.

Despite being the closest to their communities' realities, these organisations are sidelined by larger charities that dominate procurement and funding processes.

This systemic mismatch between services and the communities they serve is a recurring theme. While services remain monolithic, standardised, and inflexible, communities are diverse, evolving, and multi-layered.

The solution lies in rethinking these systems, embracing coproduction with lived experience groups, and ensuring that power and resources are shared.

"Our system is too centralised; the centre tells us what should happen in the periphery. However, we need the periphery to tell the centre what should be happening."



Adapting services to community needs



Community-embedded outreach

For services to be accessible to all, consideration needs to be given to the location, building and its feel. It can be stigmatising to enter a building that will identify you as having a specific issue or problem.

Services that are embedded in community hubs, that look and feel warm, welcoming and creative, are more inclusive than traditional, clinical buildings that exclude.

It is easier to enter a building that contains many services and community projects such as cafes, arts and wellbeing groups.

"Meet people where they are, not where you think they should be."

(NECG member)



Flexible delivery

Mainstream services frequently adopt a one-size-fits-all approach, failing to reflect the diversity of the communities they serve. This leads to exclusion, invisibility, and disengagement among marginalised groups.

Rather than expecting individuals to conform to rigid service models, services should be adaptable to meet people where they are.

"I didn't have one person to go – 'I know what you're going through'. Culture isn't represented."

(NECG member)

Inclusive communication

Inclusive communication strategies are key - especially those which recognise cultural and linguistic barriers to access.

Offering service materials in multiple languages and providing cultural competency training led by individuals with lived experience will help frontline workers develop better empathy, understanding, and respect for different cultural norms and communication styles.

"Without people who speak our languages, many can't communicate their needs".





Creating accessible and stigma-free spaces

Consider stigma reduction

The physical environment of service centres can either welcome or alienate individuals in need, and certain buildings, locations, and atmospheres discourage or block engagement.

Ensure service locations are neither too exposed nor too hidden, and make entry points welcoming. Services should also operate outside traditional working hours and offer mobile or pop-up services that reach those unable to travel to fixed locations.

"Does this building stigmatise me? Not even the service, the building can be a barrier."

(NECG member)



Inclusive service design

Service users should be directly involved in designing services that meet their needs. Services designed by people with lived experience address barriers. They become more flexible, welcoming, creative, strength decision-making and trauma informed.

Commissioning and service design must be coproduced with a diverse network of people that fully represent the local community (i.e. not just a small clique of 'the usual faces').

"Meet people where they are, not where you think they should be".

(NECG member)

Our impact: Deloitte and the digitisation of services

In 2024 the NECG partnered with Deloitte as we worked to understand how the digitisation of services might affect those experiencing multiple disadvantage (including opportunities and potential pitfalls from AI). We also worked together to explore the wider question of how services can be coproduced by and for people with lived experience of the area they work in.

Addressing barriers and providing safe spaces

Trauma-informed support

Services can seem unaware of, or unable to engage with, the full range of people that require their support. From a service's perspective people may seem 'hidden' because of their cultural background and barriers to access.

Services should provide trauma-informed care that understands complex experiences, recognises stigma and is culturally sensitive.

"In my community, we don't talk about addiction or mental health issues. People are scared about what others will think."

NECG member

Safe and supportive spaces

Women said they felt 'double-judged' by services and there is an extra layer of prejudice for Black women. The stigma can be crushing when engaging with services.

They need specialised support structures that recognise their unique challenges and reduce barriers to engagement such as domestic abuse and having children. Gender-specific services and outreach efforts should be expanded.

"She left an abusive home but was told she made herself intentionally homeless. How is that fair?"

Clear communication

Neurodivergent individuals often encounter misunderstanding and exclusion in service settings, where their needs are either ignored or misinterpreted as aggression or disengagement.

Frontline workers should be equipped with tools to recognise and accommodate neurodivergent needs. Dyslexia-friendly fonts, visual supports, and sensory-friendly environments are all ways to achieve this. Services should actively adapt and embed adjustments in service-wide practices.

"I had a passport explaining my neurodivergence, but the staff didn't read it. It was like trying to push a rock uphill."



Reforming funding and procurement



Inclusive funding models

Local authorities and funding bodies favour large organisations with professional bid writers, leaving grassroots, volunteer-led groups struggling to compete. Yet, these smaller organisations have deep connections within their communities and provide vital, culturally competent support.

Prioritise partnerships with smaller charities, ensuring they receive direct support rather than being overshadowed by larger organisations. Empowering grassroots organisations with direct funding and decision-making power ensures services are truly community-led and inclusive.

Coproduction & decentralisation

People from diverse groups need to be embedded across local governance, commissioning and decision-making forums in a meaningful way - as chairs and leaders not just as 'reps'.

They should be involved in shaping funding strategies and service provision, and power should be shifted to community-led decision-making structures.

Local areas should coproduce public strategies outlining their commitment to how they will change their system to make services accessible and inclusive for everyone in their communities. Central government and funders need to ensure that diversity and inclusion is high level priority in all future programmes relating to multiple disadvantage.

"Rather than looking for the new, why not look at the old with new eyes, with multiple perspectives, making decisions together?"



A call to action

To build services that meaningfully support diverse communities, we must:

1 Engage with communities where they are

Ensure outreach efforts are embedded in spaces where people feel comfortable and at home.

2 Design stigma-free and accessible services

Create spaces that are welcoming to all, reducing shame and barriers to entry.

Offer inclusive services

Acknowledge the unique barriers faced by people who experience stigma from society and their own communities.

4 Reform funding and procurement

Shift resources toward grassroots organizations and community-led initiatives.

5 Embrace coproduction

Embed lived experience at every level of service design, governance, and funding decisions.



Conclusion



"Those closest to the problem are those closest to the solution, but furthest from resources and power."

- NECG member

There are no simple solutions to the challenges presented by multiple disadvantage.

However, the NECG exists to argue that change is possible and that we will only find the solutions through coproduction with people with lived experience of multiple disadvantage.

Despite the progress made in recent years there still needs to be a shift and ongoing culture change.

Solutions to multiple disadvantage require coproduction at every level: Government creating policies with people with lived experience, commissioners supporting communities to design the services they use, people with lived experience making funding decisions, local authorities coproducing their strategies and approaches to multiple disadvantage and peer support being at the heart of all relevant services.

Services designed by people with lived experience are inherently trauma informed, strength based, inclusive and flexible. The type of service that the NECG has consistently argued for and highlighted through this report.

This vision, as the NECG and others within Changing Futures have proved, is possible. It will require Government and sector leaders to prioritise coproduction, provide investment and support, to ensure lived experience groups and networks continue to develop, are sustainable and equipped to fulfil their potential.

Coproduction is the process through which we will change the system.

national expert citizens group





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Revolving Doors is a national charity working to break the cycle of crisis and crime. We advocate for a system that addresses the drivers of contact with the criminal justice system, including trauma, poverty and discrimination. We bring independent research, policy expertise and lived experience together to champion long-term solutions for justice reform.

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