

## **IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

### **EXECUTIVE SUMMARY**

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**This work was commissioned by the South West Regional Housing Strategy  
Vulnerable People Delivery Group, through the Housing Corporation on behalf of  
the Regional Housing Advisory Group.**

## **IDENTIFYING AND OVERCOMING BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST – EXECUTIVE SUMMARY**

### **1. BACKGROUND**

Mark Bannan, Consultant in Housing, Support and Care and Nicholas Day Associates were commissioned by the Housing Corporation in partnership with the South West Regional Assembly through the Regional Housing Advisory Group to research barriers to securing and providing move-on accommodation from supported housing in the SW of England.

The research forms part of the Regional Housing Strategy Vulnerable People Implementation Group delivery plan for 2006-07.

Previous research for the SW Housing Body found that the shortage of move-on is a persistent and widespread problem with the effect that people stay too long in supported housing and others cannot move in to take up the places (Pathways Research, March 2005).

The main objectives for this research project were to:

- Identify existing good practice, barriers and solutions to the move-on challenge;
- Provide a South West specific analysis of the barriers;
- Inform policy, strategy and future capital and revenue investment decisions;
- Promote good practice in the South West regarding housing and related services for vulnerable people.

### **2. METHODOLOGY**

The research followed a number of stages:

- A literature review of previous and on-going studies at national, regional and local level;
- A series of locality based road shows to gather a wide range of views from a cross section of commissioners, support providers, landlords and service users;
- Evaluation and testing of the main findings through 'wise panels' made up of commissioners and providers from authorities not involved in the road shows;
- Gathering and analysis of secondary data looking at allocation methods and lettings performance to move-on across the region;
- A period of consolidation of the findings, analysis and writing up the report.

The report provides some context to the move-on issue, summarises findings from the literature review and road shows and makes recommendations for action. It includes some case examples of good practice from across the region.

### **3. KEY THEMES**

The following key themes emerged from the research and provide a framework for the findings and recommendations:

- Strategic approach
- Housing Supply
- Access to supply
- Resettlement, support planning and floating support
- Financial barriers
- Client related barriers
- Staff related barriers
- Social exclusion
- Design of services and case management

The underlying message from the research is that the move-on challenge is as much about social inclusion and support as it is about bricks and mortar supply, which calls for a range of cross cutting solutions at local, regional and national level.

### **4. CONCLUSIONS AND RECOMMENDATIONS**

#### **4.1 Strategic approach**

- Development of an overarching move-on strategy at Supporting People authority level with links to other key strategies including Local Area Agreements would promote a cross authority, cross organisational approach to tackling the move-on challenge. This should be informed by a comprehensive needs audit at local authority level, underpinned by move-on targets and action planning.
- The development of a regional needs mapping model would provide consistency across local authorities and inform regional planning and allocation of resources.
- The private rented sector is an under developed resource which benefits from the development of a strategic and corporate approach by local authorities. The report offers examples of good practice in incentivising the sector to work with vulnerable tenants.

#### **4.2 Housing supply**

- Move-on accommodation needs to be given a high priority by regional agencies in order to inform the allocation of the regional housing pot. The report suggests a number of measures including the setting of locally owned move-on targets, ring fencing part of the social housing capital

allocation and developing a housing needs indicator based on households unable to move-on from supported housing.

#### **4.3 Access to supply and financial barriers**

- The shortfall of supply and lack of access leads to 'bottlenecks' in short term supported housing which is an ineffective use of resources and can lead to those unable to move on regressing.
- The plethora of allocation arrangements for accessing move-on accommodation can lead to confusion amongst service users and professionals as well as creating inconsistency. Despite this there are examples of models which provide clear routes to move-on, including those which prioritise move-on applications through both points and choice based lettings systems.
- The report suggests a consistent, transparent system of access across local authorities underpinned by a common protocol between local authorities, Supporting People, landlords and support providers.
- Joint working across agencies to address some of the financial barriers, including the administration of Housing Benefit, is seen a vital component of a local move-on strategy.

#### **4.4 Resettlement, support planning and floating support**

- The report highlights the important role of pre and post tenancy floating support in helping people to secure, prepare for and sustain their move-on accommodation. There is an identified role for floating support in providing reassurance to landlords.
- Linking move-on strategies to Supporting People strategies will help ensure availability of floating support at key stages in an individual's transition towards independent living.

#### **4.5 Client related barriers**

- Service users and providers identified the need for client centred support planning and training to help develop skills, confidence and self-determination in accessing and sustaining move-on.
- The research identifies a number of good practice models which focus on support planning, needs assessment and practical training to help overcome barriers.

#### **4.6 Staff related barriers**

- There is a role for supported housing services and their staff in promoting a culture which encourages proactive preparation for move-on and exploration of the full range of options. This is about professionals having an informed understanding of the options, managing unrealistic expectations and motivating service users.
- The report recommends cross sector training at local level to improve knowledge and awareness of move-on issues in order to foster a common approach to overcoming barriers.

#### **4.7 Design of services and case management**

A quote from one road show - “we are creating the move-on problem by the way in which we commission supported housing in the first place”.

- One of the fundamental problems with supported housing is that it assumes a model of change whereby people take a linear route towards independent living. Move-on solutions may require a range of accommodation types from self-contained to shared accommodation in order to meet clients’ housing aspirations.
- The research suggests a commissioning approach which looks at supported housing services as part of a network rather than in isolation and which considers the scope for re-configuring existing provision to ensure the most effective use of resources to meet move-on needs.
- Care, social, justice and health agencies need to ensure that staff address move-on from supported housing as part of their case management, offender management and care management planning.

Taken together, these recommendations will help to promote social inclusion and sustainable communities which is a key objective of the SW Regional Housing Strategy.

# **IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

**A REPORT FOR THE REGIONAL HOUSING STRATEGY  
VULNERABLE PEOPLE DELIVERY GROUP**

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**April 2007**

# **IDENTIFYING AND OVERCOMING BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

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We would like to thank everyone who contributed to this research by attending road shows, helping with their organisation, providing information and examples of good practice. In particular we would like to acknowledge the contribution of those service users who attended the road shows to share their experiences.

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## **IDENTIFYING AND OVERCOMING BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

### **1. INTRODUCTION**

Mark Bannan, Consultant in Housing, Support and Care and Nicholas Day Associates were commissioned by the Housing Corporation (HC) in partnership with the South West Regional Assembly through the Regional Housing Advisory Group (RHAG) to research and identify existing practice in, and barriers to, securing move-on accommodation in the SW of England.

For the purposes of this research, move-on accommodation is defined as *“permanent accommodation in social housing, the private rented sector (PRS) or elsewhere for vulnerable people (or previously vulnerable people) who are ready to live independently and therefore to move on from short or medium term supported housing”*<sup>1</sup>.

The research forms part of the Regional Housing Strategy Vulnerable People Delivery Plan April 2006 - March 2007. The HC lead the delivery plan for this element of the South West Regional Housing Strategy (RHS), the Vulnerable People Delivery Group advises and makes recommendations to the RHAG. This group includes representatives from Government Office SW (Public Health), SW Supporting People Regional Implementation Group (SWRIG) and service providers through Sitra, the National Housing Federation and the SW regional provider forum.

### **2. AIMS AND OBJECTIVES**

The aims and objectives of the research are to:

- Identify existing practice in securing move-on accommodation for vulnerable people and in providing such accommodation to vulnerable people.
- Identify the barriers faced by service users and professionals in securing and providing move-on accommodation.
- Provide a South West specific analysis of the barriers identified. In particular whether barriers are consistent across Housing Market Areas and Supporting People (SP) administering authorities and whether any barriers disproportionately affect some SP client groups.
- Identify some practical steps that could be taken at a local and regional level by stakeholders to improve existing practice and work more effectively to reduce the barriers.

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<sup>1</sup> Accommodation based services funded within the SP programme are defined as either short term (intended stay of up to two years) or long-term (intended stay of over two years).

- Investigate the extent to which the RHS benchmark regarding lettings to vulnerable people is being implemented and monitored <sup>2</sup>
- Consider the role of the range of housing sectors including the private rented sector in providing move-on accommodation.
- The research should contribute to policy and strategy development in the SW region in respect of move-on accommodation including allocation of resources.

### **3. METHODOLOGY AND APPROACH**

In order to address the research aims and objectives the following methods were used:

#### **3.1 Literature review**

The first stage of the project was to carry out a literature review of previous and on-going studies in this area at national, regional and local level to inform decisions on the scope, work programme and outputs. The review suggested eight key themes and some lines of enquiry that the project might follow. The themes were further developed in the road shows and have been used as a framework to structure the analysis and inform our recommendations.

The literature review has tried to reflect some of the specific issues facing certain client groups such as people with mental health problems, substance misusers and young people. The review is attached as **Appendix 1**.

#### **3.2 Road Shows**

Five locality based road shows were held across the region in order to gather primary data.

##### **Areas for the road shows**

The five 'sites' selected for the road shows were intended to provide a representative sample of housing markets relevant to those using and providing supported housing services and accommodation. In identifying housing market areas, reference was made to the SW Regional Housing Board analysis of Sub-Regional Housing Markets in the South West (July 2004). We selected the 'sites' using the following broad criteria:

- Three urban authorities - unitary
- One rural authority - at District Council level
- A two tier county SP authority with a significant rural composition

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<sup>2</sup> SW RHS 2005-16 -Action 29. Ensure local authorities work closely with their SP authorities to contribute to the provision of move-on accommodation for vulnerable groups. A regional benchmark is 8% of all social housing lettings (excluding internal transfers) to be made to those previously living in supported housing (CORE 2004).

The sites selected represent a balance between local authorities operating Choice Based Lettings (CBL) and those operating points based allocations systems. The two SW authorities in which the Move-On Plans Protocol project (MOPP) is operational have been included. We tried to ensure a reasonable geographical spread of 'sites' across the region as well as extending road show coverage to neighbouring local authorities within the immediate Housing Market Area.

The sites selected were:

<b>Site</b>	<b>Local authorities included in road show</b>
<b>Urban</b>	
Plymouth	Plymouth, South Hams, West Devon
Bristol	Bristol, South Gloucestershire, North Somerset, Bath & NE Somerset
Poole	Poole and Bournemouth
<b>Rural</b>	
Kennet	Kennet, North Wiltshire
<b>SP authority/2 tier</b>	
Somerset	West Somerset, Taunton Deane, Sedgemoor, South Somerset, Mendip

### **Participation at the road shows**

In order to gain a range of views from the supply and demand end of move-on, we invited representation from the following:

- Supported housing service providers
- District housing authorities
- Housing associations
- Private sector landlords
- SP authorities
- SP stakeholders and SP Commissioning Body members e.g. Probation, Social Services, After-Care Teams, Youth Offending Teams, Drug and Alcohol Action Teams

Although we planned to hold service user focus groups as part of each road show (with the support of service providers), responses on behalf of service users were disappointing. A service user group was held in Plymouth and we received two submissions from supported housing providers based on resident consultation exercises (Colebrook Housing Society in Plymouth and Novas, Somerset). Service users also contributed as members of the Salisbury 'wise' panel.

The road shows focused on the questions:

- (i) What are the main barriers to either providing or securing move-on accommodation?
- (ii) What would most help to remove the barriers and what practical steps could be taken?
- (iii) What works well in terms of practice and strategy for effective provision of move on?

Detailed feedback from the road shows is recorded in **Appendix 2**.

### **3.3 ‘Wise’ panels**

In order to provide an evaluation ‘loop’ we introduced a stage within the research designed to test findings and ideas generated by the road shows. Two sounding board panels drawn from local authorities not directly involved in the road shows were set up. These were Salisbury District Council and Gloucester City Council/Cheltenham Borough Council.

The task for the panels was to meet with our research team to hear the main findings and recommendations emerging from the road shows, to offer feedback on the options for removing barriers and practical suggestions on local implementation. We asked the panels the question, “does this accord with your experience in your area?” The panels comprised representatives from commissioners, providers and service users.

### **3.4 Gathering and analysis of secondary data**

To provide a more quantitative insight into the shape and scale of the move-on challenge across the region, we carried out a desktop review of secondary data in respect of housing supply, performance on lettings to move-on and allocation arrangements to move-on. This data is summarised in **Section 6** of this report.

### **3.5 Approach**

From the outset, the research took an approach which

- Is cross housing sector.
- Service user and service provider, as well as commissioner focused
- Treats move-on as a social inclusion and support as well as a ‘bricks and mortar’ issue.
- Understands the impact of effective move-on strategies, barriers and solutions in relation to community safety strategies, sustainable and inclusive communities, reduction of health and social inequalities.
- Locates move-on strategies in relation to Local Area Agreements (LAAs) to drive strategic direction as part of a whole market approach.

The diverse themes emerging from the literature review suggested to us that the barriers and solutions require a range of actions at different levels (strategic, policy and operational), by key stakeholders working in partnership in order to comprehensively address the move-on challenge.

One aim of the research was to provide a South West specific analysis of the barriers identified and whether any barriers disproportionately affect some SP client groups.

Whilst there were some client specific barriers identified through the road shows and literature review (e.g. the lack of financial assistance for single women moving from domestic violence projects to the private rented sector, the fact that women fleeing domestic abuse requiring guarantors have often left any support networks behind them in another local authority; the application of the single room rate for under 25 year olds, client groups who may face difficulties in using Choice Based Lettings systems), it was the commonality of barriers (and solutions) that struck us from the outset. In view of this we decided to focus on a 'whole systems approach' rather than look at individual client group barriers. It is our view that it is where individuals find themselves in their homelessness 'career' or in the move-on pathway, rather than their client group definition which most influences the barriers experienced and which is significant in designing solutions.

## 4. CONTEXT FOR THE RESEARCH

### 4.1 National

The Government's homelessness strategy, *Sustainable Communities: settled homes; changing lives* (2003) sets out steps to provide more settled homes and initiatives to tackle the wider symptoms, personal and social causes of homelessness including health inequalities, substance misuse, domestic violence, unemployment and relationship breakdown. The Homelessness Directorate's programme for tackling homelessness has a strong emphasis on prevention, with key priorities of:

- Increasing numbers of people prevented from becoming homeless (reducing levels of homelessness against the main causes).
- Reducing levels of repeat homelessness.
- Keeping levels of rough sleeping as close to zero as possible.
- Ceasing use of bed and breakfast for homeless families.
- Halving the numbers of households in temporary accommodation (including the growing numbers of single vulnerable people).

Local authorities, in delivering their homelessness strategies are expected to respond creatively to the challenges through:

- Greater access to the private rented as well as public sector for permanent and temporary accommodation.
- Increased and improved housing related support services.

- An increase in quantity and quality of housing advice services.
- Broadly based information, advice and mediation services including benefits and employment advice, access to rent deposit schemes, helping young people to return home, links to health and social services and debt advice.
- Practical schemes to help people sustain their accommodation in the public or private sector; resettlement services for formerly homeless people; debt management and arrears mediation services.
- Outreach and specialist health services.

*Sustainable Communities: Homes for All 2005*, sets out the Government's policy objectives for CBLs which include greater mobility for those moving into, or within social housing and making better use of social housing stock. It is a Government target that a CBL scheme is operating in all local authorities in England by 2010. This will impact on vulnerable people planning to move on and more detail on this is set out in the literature review **Appendix 1**.

*The ODPM Hostels Capital Improvement Programme (2005/06-2007/08)* targets £90m capital funding nationally at improving the physical environment of hostels, underpinned by development of services such as meaningful activity and resettlement for residents. A key expectation is that exclusions and abandonments should be reduced. An objective is to help more people move on more quickly, and on a sustainable basis, to independent living. The report '*Places of Change - Tackling Homelessness through the Hostels Capital Improvement Programme*' finds that too many people are staying in hostels for too long, with poor physical conditions and services that do not motivate people to address their needs which can reinforce rather than break the cycle of homelessness.

This makes the important step of seeing move-on as an issue which goes beyond the provision of bricks and mortar or capital allocation (although that is part of the solution), citing the physical environment, motivated staff, meaningful activity and effective resettlement as key components to a solution.

Our own previous research<sup>3</sup> has identified that barriers to move-on from the supported housing sector also relate to the design and management of providers' internal market. Our experience demonstrated that the design of some direct access accommodation and other first stage accommodation for homeless people mitigated against preparation for independent living and making best use of resettlement support into move-on accommodation.

The Communities and Local Government (CLG) consultation on a national strategy for the Supporting People programme, *Creating Sustainable Communities: Supporting Independence* identifies people experiencing social exclusion, people with care and support needs and people living independently

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<sup>3</sup> Research on housing and related support needs for Salisbury and South Wiltshire (2005) Mark Bannan. Assessing the housing and support needs of substance misusers in Somerset (2006) Nicholas Day Associates. Both of these reports have resulted in policy and strategic level changes.

with support as distinct categories of need for the programme to tackle. From April 2009, SP funding is expected to go through LAAs.

*A National Move-On Report* by Homeless Link May 2005 identifies

- A significant annual shortfall in numbers of move-on places available to hostels which results in long waiting times;
- That shortfall is mainly a result of inadequate supply of accommodation across all support categories, with some inefficient targeting of available supply;
- Difficulties experienced accessing private sector accommodation; many housing associations reluctant to house single homeless people;
- Extended waits affect residents' mental, physical health and motivation;
- The report makes a number of recommendations which can be implemented by service providers, local housing authorities, SP strategic and planning authorities.

A report by Homeless Link entitled: *Move on plans protocol (MOPP project, Barriers and Solutions to move on* (2006) identifies a number of key barriers (and conversely solutions). These include lack of co-ordination of strategies and resources between agencies, the impact this has on allocation policies and nominations into the social housing sector, the underdeveloped resource of the private rented sector and the role of tenancy support and other initiatives which may improve access to existing, available accommodation for vulnerable people moving on.

The Move On Alternatives Project (MAP) is a collaborative venture between a range of organisations concerned about the lack of move-on accommodation from temporary accommodation in London. The project was initiated by Circle 33 (Circle Anglia HA) and funded by the Housing Corporation (Innovation and Good Practice Grant) and London Housing Foundation. The project has two distinct stages. MAP1 provides good practice briefings on how housing bodies can tackle the move-on shortage. MAP 2 develops an action plan for local authorities to improve strategic co-ordination and practice in move-on.

#### **4.2 South West regional**

Recent evidence by the National Housing Federation/Chartered Institute of Housing SW shows that the SW region is the most unaffordable place in the UK to buy a home. With affordable home building running at less than half the levels required, housing waiting lists which have risen 50% in the last five years and an expensive private rented sector, there is a shortfall in housing supply leading to a high pressure on social housing.

The South West's Housing Timebomb (NHF SW) points out that Right to Buy and other sales in the region offset over half of the new affordable homes built in the region last year. We have assumed for the purposes of this research that the majority of Right to Buy losses have been to three bed and larger properties and therefore do not affect the supply of accommodation to those moving on from

supported housing directly. However, with average house prices increasing (now 9.3 times the average income in the region) it is possible that losses will begin to occur amongst smaller properties which would affect the supply of move-on accommodation.

The SW RHS seeks to ensure that housing makes a full contribution to the achievement of sustainable and inclusive communities (Strategic Aim 3). The provision of housing and related support services is critical to achieving this objective and the effective provision of move-on from short term supported housing is a key component to the achievement of sustainable communities.

The RHS identifies high levels of homelessness and use of temporary accommodation. The number of homeless households in temporary accommodation increased by 36% since 1999 to over 6,600 (ODPM 2004) but fell to 5,380 (March 2006). The strategy identifies a shortage of affordable housing with current stocks unable to compensate for increased levels of homelessness, use of temporary accommodation and market access difficulties to owner occupation. High levels of Right to Buy in the region resulted in a 2% fall in stock between 1991 and 2003 (SWO 2004).

Research commissioned for the RHS in 2004, *Supported Housing in the SW Region Strategic Review and Position Statement* (Pathways Research) identifies major trends, issues and priorities affecting the supported housing sector in the region and highlights the role supported housing plays in promoting social inclusion and reducing health inequalities (4.22 RHS 2005-16).

The research highlighted the relatively small proportion (13 units or 3% of the programme) of new capital funded supported housing units for rent designated for move-on (Housing Corporation SW: Supported Housing 2004/5 to 2005/06). For 2006/08 the number of new homes being provided for people with support needs is about 800 (about 10% of the capital, rented programme) of which 24 (3% are for move-on). This excludes access to general needs housing.

The research concludes that “*the shortage of move-on housing is a persistent and widespread problem. The effect is that people stay too long in high support housing and others cannot move in to take up the places. This is inefficient in resource terms, as well as unhelpful to people who are ready to live more independently and need to maintain their momentum. The allocation of existing housing as move-on should be looked at strategically across the region. On the capital side, the traditional distinction between supported housing and general needs housing has become more blurred with the development of floating support services. Consideration should be given to part of the capital budget being identified for independent supported housing and move-on housing so that housing providers have incentives to include this in their bids.*”

The research also found that the private rented sector is under-developed as a resource for supported move-on. “*The high level of rents presents a difficulty for many people and some providers report that people will hold out to obtain a social housing tenancy rather than move from supported housing into private rented accommodation.*”

In accepting the findings of the Pathways Research report, the SW Housing Strategy 2005-16 responded to the problem of move-on accommodation in the following ways:

- By adopting the conceptual framework for supported housing based on four strands: preventing homelessness; rebuilding lives; promoting opportunities for independent living; maintaining quality of life, independence and inclusion.
- By expecting local authorities to consider the need for move-on lettings in all social housing. This is within the context of the 8% benchmark figure.
- Highlighting the value of work with private sector landlords (particularly in preventing homelessness), home ownership options and greater co-ordination of strategies and resources between local authorities, SP authorities and providers.

Figures provided in March 2007 by the SW RIG coordinator show that there are over 5,700 household units of temporary (up to 2 years intended length of stay) SP funded services in the region. These figures exclude Bristol, Poole, Isles of Scilly and Wiltshire authorities.

## 5. KEY THEMES FROM LITERATURE REVIEW

This section of the report summarises the main themes, barriers and solutions which we identified from the literature review. The themes are

- **Strategic approach:** Strategy and leadership at local, county and regional level.
- **Housing supply:** Adequate supply of suitable, affordable move-on accommodation, broadening housing options e.g. cultivating the private rented sector.
- **Access to supply:** Transparent, consistent access routes, design of services to facilitate not mitigate against move-on.
- **Resettlement, support planning and floating support:** The role in sustaining tenancies and communities, offering reassurance to housing providers.
- **Financial barriers:** Exclusion from accommodation due to financial obstacles, housing benefit administration and unaffordability.
- **Client related barriers:** Equipping service users with skills and resources to move-on.
- **Staff related barriers:** Awareness of move-on options, clarity of roles, culture, managing client expectations, promotion of recovery model.

- **Social exclusion:** Tackling barriers affecting disadvantaged groups, countering negative perceptions and unnecessary exclusions.

## 5.1 Strategic approach

### The barriers

- Lack of strategic planning and co-ordinated response to addressing the move-on problem.
- Lack of joint working between stakeholders from different organisations across sectors.

### The solutions

- Local authorities to take strategic leadership in developing an area based move-on strategy that crosses organisational boundaries
  - is led by a named project manager
  - involves key stakeholders in partnership working, cross sector
  - links the strategy to other key strategies e.g. SP, LAA, health, crime, homelessness
  - encourages creative, alternative solutions to the social sector including in the private rented sector
  - is based on consultation, including with service users
  - manages expectations and promotes shared responsibility with service users
- The strategy to be informed by a comprehensive audit of move-on requirements in each sector to enable a range of solutions to be pursued within an action plan.

A detailed framework for developing a move-on strategy is available as part of the MAP project (Strategic Moves) on [www.yourmovenext.co.uk](http://www.yourmovenext.co.uk).

A detailed methodology for developing an audit process is available as part of the MOPP project on [www.homeless.org.uk](http://www.homeless.org.uk)

## 5.2 Housing Supply

### The barriers

- Lack of adequate supply of suitable, affordable move-on accommodation in the social housing sector.
- Lack of consideration of options in the private rented sector by local partners.
- Over-reliance on social housing solutions to move-on, discouraging supported housing residents (and providers) from taking a proactive role in considering all housing options.

## **The solutions**

- Housing Corporation (through investment targets agreed within regional housing strategies) to ring fence part of the capital budget to fund move-on accommodation.
- Audit of move-on requirements to feed from area based move-on strategies into local authority development plans for new social housing, with aim of social housing targets being met.
- Move-on strategies to seek creative ways to open up access to suitable stock e.g. re-modelling supported and sheltered housing schemes, renovating older properties including through training and employment schemes for service users.
- Development of a strategic and corporate response to building relationships with the private rented sector involving housing, planning, finance, housing benefits and environmental health. Examples of how this might be achieved are set out in the ODPM report, *settled housing solutions in the private rented sector* and in *MOPP matters Issue 2 Dec 2006*.

### **5.3 Access to supply**

#### **The barriers**

- A historic rather than strategic approach to allocations policies and nominations which has led to complex or inconsistent practice. This makes the system difficult to understand and navigate for clients, lacks transparency and may be unfair.
- National research shows a plethora of move-on mechanisms and arrangements for accessing social housing with prioritisation not always based on common principles.
- The design of supported short term accommodation and support services is crucial in achieving effective move-on arrangements e.g. by motivating residents and staff, engaging service users in the service and local community, empowering them to take responsibility for their move-on, training in life skills. Where the design of services does not facilitate change (*Places of Change- DCLG* provides some useful examples of good practice), residents may regress or experience barriers to moving on.

#### **The Solutions**

- Simplification of the system by which people can access social housing move-on, through introduction of a tool for achieving common, transparent eligibility criteria for move-on and a road map showing how to navigate the system. This should include a web based guide.

### **CASE EXAMPLE: Guide to move-on**

The [www.yourmovenext.co.uk](http://www.yourmovenext.co.uk) website sponsored by the Housing Corporation, London Housing Foundation and Starfish Consulting is a good example of a clear self-help guide through the social, private rented and home ownership sectors for priority and non-priority homeless people.

- Local authorities (or sub-regional groups) to set out their own targets for social housing lettings to move-on (not less than the allocations achieved under current arrangements) based on audited need.
- Local authorities within housing sub-regions, market areas or an SP authority to adopt common criteria and mechanisms for determining which supported housing residents can access social housing move-on. There should be a mechanism to prioritise those who would most benefit from move-on. If not feasible cross authority, then within a single local authority there should be a consistent, easy to use system to access move-on arrangements.
- Temporary supported accommodation needs to be part of a dynamic, network of accommodation and support services, offering people a pathway to the service most appropriate to their needs (from homelessness to independence). The reports by Mark Bannan and Nicholas Day Associates for Salisbury DC and Somerset SP/DAAT respectively provide examples of how an accommodation network might operate.

## **5.4 Resettlement, support planning and floating support**

### **The barriers**

- Lack of communication around floating support.
- Floating support not always provided across all housing tenures.
- Lack of specialist floating support.

### **The solutions**

- Protocol to be put in place locally to ensure no move takes place without agreed levels of floating support in place.
- Floating support to be provided across social, private rented sector and home ownership sectors.
- Local partnerships to bridge known gaps in floating support provision, specialist as well as generic.

## 5.5 Financial barriers

### The barriers

- Private sector landlords are often reluctant to let property to homeless or unemployed single people due to perceived financial risks.
- This creates financial barriers for some clients who may require cash deposits and rent in advance including through housing benefits.
- High rent levels in the private rented sector or rent restrictions e.g. single room rate to under 25 year olds.
- Attitudinal barriers e.g. prejudice or negative attitudes by staff/organisations dealing with housing applicants.
- Landlords' exclusion policies including for former rent arrears, other breaches of tenancy conditions or perceived high support needs.

### The Solutions

- Extending the range of options by developing access to the private rented sector, incentivising landlords to house homeless, vulnerable groups (landlord accreditation, training, financial incentives such as rent deposits/guarantees, fast tracked housing benefit or floating support schemes).
- Working corporately to ensure that housing benefit levels are aligned to market conditions, use of discretionary payments, rent deposit/guarantee schemes, savings schemes to overcome some of the financial barriers to accessing the private sector.

## 5.6 Client related barriers

### The barriers

- A primary barrier is often the client who may not be able or ready to sustain Independent living due to mental health, behavioural difficulties or lack of independent skills.
- Lack of comprehensive needs and risk assessments to provide an accurate and up to date picture of a client's ability to sustain a tenancy.
- Social isolation or lack of meaningful occupation.

### The solutions

- Local partners to create opportunities for tenancy training and preparation schemes, certification of responsible tenant.
- Education, training and employment schemes including schemes to develop work skills whilst refurbishing accommodation, opportunities for employing homeless people in social businesses.
- Common needs assessments within local joint working protocols for move-on.

## 5.7 Staff related barriers

### The barriers

- Staff culture around the use of social housing move-on and unrealistic expectations of staff.
- Lack of awareness amongst some staff in supported housing or local authorities about the range of options available for move-on, CBL or allocation/access arrangements.
- Lack of awareness of the needs of and appropriate responses to some vulnerable groups e.g. substance misusers, rough sleepers, young people.

### Solutions

- Joint training for staff in partner agencies around options for move-on, alternative approaches, local move-on procedures and policies.
- Training for staff in motivational interviewing or key working techniques, substance misuse, resettlement issues as part of local move-on protocols.

## 5.8 Social exclusion

### The barriers

- Client's past history and the housing providers' perception (sometimes negative) of client.
- Exclusions from tenancy e.g. due to past tenancy 'failure', arrears, anti social behaviour, drug misuse.
- Specific needs groups facing disadvantage in managing allocations, CBLs processes e.g. people with learning disability, drug misusers.

### The solutions

- Agree local partnership protocols between support providers, local authorities and landlords to eliminate unnecessary exclusions by social landlords for historic reasons.
- Selling the 'move-on to vulnerable clients' case to private sector landlords through ensuring floating support availability and support structures to landlords.
- Specific support to disadvantaged groups in managing allocation processes.

## 6. SECONDARY DATA REVIEW

### 6.1 Summary of data

As part of the research we requested and analysed relevant available secondary data obtained from the Housing Corporation, National Housing Federation, CLG and SWRIG. The purpose of this was:

- To form a picture of the current supply of social housing accommodation and lettings by local authority.
- To measure the number of units and percentage of all lettings in the social housing sector allocated to those moving on (with reference to the RHS benchmark of 8% referred to in **Section 2**).
- To identify the number of short term units of SP accommodation by local authority (LA) and SP authority in the South West.
- To form a picture of the range of allocations methods across the SW housing authorities.

Data information is set out in the three tables appended to this report.

### **Table 1**

#### **Current allocations methods for dealing with housing applicants wishing to move on from supported housing by SW LA.**

This table was based entirely on web-based research and reflects a 'snapshot' of the current position in each local authority regarding the development of CBL, along with the current web-based public position as at January 2007 on how they deal with move-on from supported housing in terms of their housing register. The table includes information on the supply of LA and Registered Social Landlord (RSL) stock.

### **Table 2**

#### **South West LA and RSL stock with current performance against the RHS 8% benchmark (2005/06)**

This table simply shows the current performance for RSL's only in regard to the Regional Housing Body's 8% benchmark for move-on lets where the tenant was previously in supported housing, as a percentage of total lettings pa per LA area.

The source for this information was CORE General Needs Lettings Data 2005/06 (for RSLs only) supplied by the National Housing Federation. The figures are compromised in that LA figures were not available for annual lettings (excluding internal transfers) for the financial year 2005/06.

### **Table 3**

#### **Analysis by ratio of the number of supported housing move-on lets in social housing stock possible per annum set against the RHS 8% benchmark by LA (2005/06).**

This table expands on the results of **Table 2**, and further clarifies the position, by the use of ratios, of each LA in terms of its ability to deliver on the 8% RHB benchmark for move-on lets.

Utilising the numbers of SP funded short term units in each LA and overall lettings, we have been able to provide an expected number of lets to move-on per LA under the 8% benchmark.

Given the variables described in the analysis below, it is clear that the figures are unsustainable against the benchmark.

An example from this is to take the lowest available ratio (Weymouth and Portland) and set this against the highest ratio (West Devon).

### **WEST DEVON**

146 RSL LETS PA

9 SHORT TERM SP UNITS IN LA

8% BENCHMARK REQUIRES **12 LETS TO MOVE ON**

THEREFORE 133% COVERED

### **WEYMOUTH AND PORTLAND**

131 RSL LETS PA

212 SHORT TERM SP UNITS IN LA

8% BENCHMARK REQUIRES **11 LETS TO MOVE ON**

THEREFORE ONLY 5% COVERED

## **6.2 Key analysis of data review**

The headlines coming out of the data review are:

- Across the region there are a wide range of arrangements for people to access move-on provision from supported housing. In many cases, individual local authorities within a single SP administering authority have their own allocation systems and access arrangements to move-on provision.
- The Government target is for all LAs to have CBL in place by 2010, and only 16 out of the South West's 45 LAs currently have a CBL scheme up and running.
- No clear deductions can be drawn from the figures as to the greater effectiveness of CBL against points systems with regard to move-on, although road show feedback from service users highlighted the popularity of CBL which offers users choice and involvement.

- The vast majority of LAs are missing the 8% benchmark. Whilst the figures for local authority lets are missing, due to LA CORE not being applied as vigorously as for RSL CORE, the statistics available provide a statistically strong enough case to show that all LAs (bar the exceptions of Penwith, and Weymouth & Portland) are probably missing the benchmark.
- The 8% target is difficult to apply as there is no evident correlation between the benchmark figure, the potential need for move-on in any given LA or the LA's ability to meet the benchmark (given the number of lettings and stock available). Specific factors/variables rendering the benchmark difficult to apply are;
  - Different numbers of short term supported housing units in each LA area
  - Different stock numbers in each LA area
  - Differing allocations numbers pa in each LA area
  - Differing allocations by property type pa in each LA area
- Performance by LA area against the benchmark is difficult to monitor. LAs are not required to complete CORE forms showing the number of lettings made to people moving on from supported housing as are RSLs, although some do so voluntarily. For this reason little statistical analysis of LA lettings to move-on is available or carried out by bodies such as the Housing Corporation.

### **6.3 Recommendations from data review**

- Where feasible there should be consistent, easy to understand and to use systems to access move-on across LAs within a SP Area.
- Development of CBL in the remaining two thirds of SW authorities (along with continuing development of existing schemes) must address the move-on issue and relevant targets when constructing a scheme.
- There should be a review of the basis on which the 8% benchmark is given to LAs in order to link the benchmark/target or quota to all the relevant variables so that these are realistic and achievable for each LA. This will require further work and consultation with each LA to ensure that as CBL develops, the new target or quota is 'marbled' throughout any allocation policy and procedure at the earliest possible date.
- LAs should keep CORE forms to show the lettings made to move-on, as do RSLs.

### **6.4 Communities and Local Government data on move-on accommodation from short term SP services**

In March 2006 (for CSR 07), DCLG asked all SP administering authorities in England for a snapshot of the number of service users in short term SP funded services who were unable to move on specifically due to a lack of suitable move-on accommodation. Guidance suggested using performance indicators on throughput, planned moves and local knowledge, based on realistic estimates. The information was to be expressed in terms of numbers of service users (by

primary client group) unable to move as a percentage of household units for that client group. This was to enable comparative information on unmet need for move-on at a local authority, regional and national level including comparison between different client groups.

Due to a number of potential anomalies in the reporting of the information, interpretation of the definitions, lack of reliability and gaps in some SP performance management systems the information is not considered by CLG as reliable enough to use as a solid foundation for robust analysis. A more robust method of measuring and reporting on unmet need would provide a solid basis for strategic and action planning for move-on at each local authority level.

## **6.5 Homelessness figures SW region**

There were 6,330 households accepted as homeless and accommodated by SW local authorities in various forms of temporary accommodation at 30 June 2004 (Pathways Research).

Homelessness figures for the SW region provided by CLG at the end of March 2006 show the number of households accommodated in temporary accommodation by local authorities was 5,380. The detailed breakdown shows the type of temporary accommodation that people awaiting a move to permanent housing are living in. 480 households (or almost 9%) are living in hostels including women's refuges. Another 430 are living in bed and breakfast accommodation.

Bristol has the highest number of homeless households in hostel accommodation (89), with West Wiltshire having 41 and Poole and Sedgemoor 29 each. Overall figures for households in temporary accommodation show Swindon with the highest number (706) Bristol (514) and Torbay, Penwith, Carrick and South Gloucestershire all accommodating more than 250 households in temporary accommodation.

National research has demonstrated that between 70 and 80% of homeless families may have support needs and that 40% to 50% of single homeless people (including those not formally accepted) have complex or multiple needs (ODPM 2003).

## **7. ROAD SHOWS**

Five locality based road shows were held with over 130 people attending including commissioners, housing and support providers and service users. Detailed feedback was recorded under each key theme and is set out in **Appendix 2**.

The key themes identified through the literature review (set out in Section 5) were used to shape discussion at the road shows and to ensure that a wide range of perspectives were considered in arriving at any conclusions.

These themes were further refined as a result of discussion at the road shows and one additional theme identified which was not clearly evident through the literature review.

**'Design' of services and case management:** How the 'design' of services helps or hinders successful move-on and resettlement. How front line commissioning staff assess, access, plan, support and review services; ensuring continuity of support/care throughout the move-on process (and how providers deliver integrated case management). More detail on this theme can be found under the analysis in **Section 8.9.**

Feedback from the road shows confirmed the themes identified through the literature review and secondary data analysis. It is instructive to note that having identified national issues and themes in respect of move-on through the literature review, we then found much the same issues reflected at regional and local level through the locality based road shows (and re-enforced through the 'wise panels'). This can be seen as a form of verification for the issues that we identified through this South West specific research.

The road show sites were selected to provide a cross section of housing market areas including an urban and rural mix. Our analysis shows that the barriers and solutions are broadly applicable across housing market areas and SP Administering Authority types but that there is a specific issue to be addressed in respect of move-on in rural communities. *"Historically most supported housing services have been set up in urban areas and cities have provided access to certain types of services for people from the surrounding, more rural areas"* (Pathways Research March 2006).

The urban based nature of facilities, the need to link rural requirements to rural communities and the importance of providing connections to work, training, employment and community facilities were messages coming out of the road shows (and 'wise 'panels) which encompassed rural communities. The analysis in **Section 8.1** provides some further detail on this issue and feeds through to the recommendations.

The case examples in **Section 8** offer some South West specific models of existing practice identified through the literature review, information provided through the road shows and a web search.

## **8. ANALYSIS**

Feedback from the road shows, together with messages from the literature review enabled us to analyse barriers and solutions developed around the key themes. Emerging conclusions and recommendations were then tested against the two 'wise panels' leading to the recommendations in **Section 9.**

## **8.1 Strategic approach**

The SW RHS sees the need for greater co-ordination of strategies, actions and resources between SP authorities, local authorities and providers to establish local and sub-regional priorities for supported housing. Part of the background to this is that historically, the Housing Corporation in the SW region has given a relatively high priority to capital funding for supported housing (15% of the rented programme annually). More recently the de-coupling of capital from revenue for support, with the later being funded through SP administering authorities, has made it more difficult to construct viable bids for capital funding.

Any new capital funded supported housing schemes (including short term schemes from which people will need to move on) will need to be developed within allocated SP resources for revenue support. Development of any new social, general needs housing for move-on will require liaison between the District Councils, SP Commissioning Bodies and service providers to ensure strategic location to meet identified move-on needs and access to floating support, tenancy sustainment packages.

Access to housing, sustaining local communities and housing/support for vulnerable people are all potential cross cutting strands within LAAs and Local Public Service Agreements (LPSA). From April 2009 it is expected that SP funding will be absorbed into LAAs. It will be essential for key partners in delivery of move-on provision to work jointly to develop a strategic approach at county and district level (for two tier authorities) or at unitary level.

### **Issues**

- In two-tier authorities, the SP Partnership (working with the District Housing Authorities) through the SP Commissioning Body is well placed to broker development of an over-arching county wide move-on strategy which sets out high level aspirations for move-on, allocation and availability of resources by partners, prioritisation of vulnerable client groups to improve access to housing.
- A strategy at SP authority level would enable a cross authority approach which helps tackle imbalance between supply and demand, encourages a collaborative approach to provision of move-on and recognises the cross authority/housing market area dimension to the move-on issue. The cross authority dimension is particularly important given that some service users will need to move back to areas from which they originally came e.g. having left prison, drug treatment or to return to their rural community.
- Were Supporting People Grant to go through LAAs in two years time, it may be that Local Strategic Partnerships who are responsible for driving the LAA should become the effective vehicle for strategic development rather than the SP Commissioning Body. This would have the benefit of integrating move-on within the full range of local community priorities. Some SP authorities are already realigning their strategic intentions within

the LAA blocks e.g. safer and stronger communities, sustainable communities.

- Move-on strategies will be a vehicle for making the move-on case i.e. they should include performance information on need, the success of initiatives for strategic planning purposes and to demonstrate the outcomes from move-on.
- Strategies should clarify the roles and responsibilities of key partners, commissioning of move-on accommodation, common eligibility criteria for access to move-on and common access routes (where feasible), promote joint responsibility and common approaches to overcoming barriers. Move-on strategies need to be incorporated within other key strategies including the SP 5 year strategy, LAAs, youth offending strategy, care leavers strategy, local authority housing strategies.
- The strategy needs to be informed by a comprehensive audit of move-on requirements carried out by SP in conjunction with local authorities and providers, broken down by housing sector at local housing authority level. This would enable a range of solutions to be pursued within an action plan, underpinned by move-on targets and performance monitoring to enable the case for and benefits accruing from move-on to be made.
- There is a lack of readily accessible, consistent and robust data on the assessed need for move-on accommodation across local authorities in the region. Results from the CLG move-on data exercise, had they been available to use, would have provided a snapshot only.
- The development of a common, regional needs mapping model to identify the predictive needs for move-on across local authorities or a SP authority would provide consistency across the SW and inform areas such as regional planning and allocation under CBL. This might be developed by the SW RIG and be underpinned by a common model for individual client needs assessment (such as some 'gateways' are attempting to provide for some specific client groups (e.g. Salisbury are developing an accommodation pathway with a common needs assessment and support plan)).
- Subject to the review of MOPP by CLG in April 2006, needs audits could be based on the MOPP audit methodology adapted to fit local circumstances and housing markets. The case study below provides an example of the MOPP methodology, which might be adapted as the basis for a regional move-on needs mapping model.

#### **CASE EXAMPLE: Strategic audit of need for move-on**

#### **Move on plans protocol project (MOPP)**

The audit methodology adopted by the MOPP pilots (Bristol and Plymouth in the SW) is subject to assessment and reporting to CLG in April 2007 but subject to evaluation

would offer a basis for estimating the need for move-on across all sectors and the setting of operational and strategic targets.

The first stage of MOPP is for hostels in the project areas to complete a move-on audit.<sup>4</sup> The audit is divided into 5 questions:

- Q1) Baseline: Collects actual move-on figures for a baseline year across a range of categories covering 'arranged tenancies' as well as 'all other planned move on' i.e. planned return to family.
- Q2) Current hostel residents: Distinguishes between those residents ready to move on and those who are not. Hostel managers are asked to place those ready to move on in the accommodation category where they would thrive best and to state whether the accommodation is (a) arranged (b) not available at present (c) not accessible/does not exist.
- Q3) The year as a whole: Given the information in question 2, hostel managers are then asked to estimate how many people they think will be ready to move on to each accommodation category over the coming year as a whole (including clients that have not yet presented) and how many tenancies they expect over the same period. Managers are requested not to let their knowledge of likely tenancy numbers affect their consideration of how many people will be ready to move on. The shortfall or surplus identified in each category for the year is then recorded.
- Q4) Move-on barriers: Allows managers to state yes or no and comment about a series of common barriers.
- Q5) Open question: Allows managers to expand on any other barriers to move-on in the area.

The action plan uses the data collected in questions 1 and 3 of the audit to show for each hostel and cumulatively, and by each accommodation category:

- The baseline move-on figure
- The expected number of people ready to move on over the coming year
- The number of tenancies expected over the coming year

From these figures the shortfall/surplus in move-on housing supply compared to move-on demand can be identified.

Having examined these figures the lead contacts liaise with hostel managers to set move-on targets for each accommodation category, which can be viewed for each hostel and cumulatively on the action plan.

To meet these targets the lead contacts in liaison with hostel managers jointly develop and detail actions around 5 key areas, recording these in the action plan template. The areas are:

- Accessing the private rented sector
- Accessing local authority nominations (LA/RSL properties)
- Accessing RSL direct let accommodation
- Responding to other identified unmet need

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<sup>4</sup> Note: As MOPP is currently a pilot project the nine areas have, at the present time, not included all hostels in their areas. For example, Plymouth is using eight and Bristol, four.

- Training and development of staff

The MOPP lead contacts monitor their plan on a quarterly basis throughout the project year, assessing progress against the targets. The MOPP local authorities have the opportunity to link the move-on project with wider council and voluntary sector strategies e.g. LAA or LPSA, Supporting People, homelessness strategy, domestic violence strategy.

- There is little evidence we could find of the 8% RHS target either being applied or monitored by local authorities, RSLs or there being a sense of local ownership. Analysis of performance against the target by SP or local authority area is compromised in that local authority figures were not available for annual lettings to move-on. At present local authorities are not required to complete CORE forms for each letting as are the RSLs. The local authority areas where stock has been transferred to a Large Scale Voluntary Transfer organisation have enabled us to determine absolute figures for those particular local authority areas.
- The outcomes in those areas clearly show a disparity between the expectation of meeting the 8% target and the ability of the individual local authorities to meet the target, given the varied numbers of supported housing units in each local authority area (as well as the variable impact that a flat target has in addressing local move-on needs).
- County wide or unitary level move-on strategies need to look beyond new bricks and mortar to seek creative ways to open up access to suitable stock e.g. re-modelling schemes, renovating older properties including through training/employment schemes for service users, maximising the contribution of the private rented sector. This might include measures to encourage private landlords to house homeless and vulnerable groups e.g. landlord accreditation, training, financial incentives such as rent deposits or improvement grants in return for nomination rights or access to floating support schemes.
- Local housing authorities need to engage with partners in local move-on strategies to develop a strategic and corporate response to building relationships with the private rented sector which involves housing, planning, finance, housing benefits and environmental health. This might include a dedicated officer to proactively develop a partnership with the sector.
- Any strategy will need to recognise the different problems and solutions inherent within the different housing markets. The prime example of this is the rural market. Sustaining rural communities, ensuring that households can remain within their local communities is a key aim of the RHS. Part of the strategy is to invest in the larger villages and market towns which support surrounding rural villages where feasible. Lack of housing for move-on or for support staff, lack of local services or facilities ( e.g. training, employment, community facilities), difficulties in protecting

service users' privacy, under-presenting of housing and support needs, difficulties in developing social housing and local opposition to 'unpopular' schemes or client groups all remain challenges in providing move-on in rural areas.

- The organisation of floating support services which join up with other key support services e.g. employment, training, community facilities, health and social care provision, is key to ensuring that move-on can be sustained in rural communities.
- Rural housing enablers are an important resource in working with partners to assess the level of housing need and achieve delivery of affordable homes in rural areas. Area based move-on strategies should address the rural dimension both in assessing the unmet need for move-on into rural areas and the most effective ways of providing floating support or dedicated housing with support for specialist needs. The case example below is an example of how a rural enabler can help support delivery of a move-on approach to rural areas.

#### **CASE EXAMPLE: Rural housing enablers**

**The Rural Affordable Housing Partnership for Wiltshire and Swindon** has been established to help develop a coordinated rural housing approach and to deliver more affordable housing where it is most needed in the county. The Partnership includes Government Office South West and the Housing Corporation together with local authorities and housing associations and has appointed a Rural Housing Enabler to work with the Partnership and with rural communities, local landlords and local landowners.

**The Wiltshire and Swindon Rural Housing Enabler** is based at Community First and works with local communities, land owners and developers in a number of key areas:

- Housing needs assessment
- Advice and information on effective housing development
- Facilitation and "honest broker" services between involved development parties
- Help in identifying suitable housing sites
- Working with housing providers to provide improved rural housing information
- Helping to influence local, regional and national rural housing strategies

**The Community Council for Devon (CCD)** is part of a national network of Rural Community Councils and is currently funded by Defra to tackle social exclusion. The programme has enabled support for 36 grass roots projects with 100% funding (£500 to £5,000) to facilitate over 1400 rural socially excluded individuals to achieve personal development targets, accredited training and employment. Although the initial funding from the European Social Fund and the South West Regional Development Agency has now all been committed, CCD still works with these groups in helping to address social exclusion in rural areas.

## 8.2 **Housing Supply**

Evidence referred to in this report and feed back from the road shows confirms a short fall in affordable social housing supply available as move-on. The *Supported Housing in the SW Position Statement* referred to in the SW Regional Housing Strategy 2005-16 proposes that consideration should be given to part of the Housing Corporation/local authority capital budget being identified for independent supported housing and move-on housing, so that housing providers have incentives to include this in their bids.

### **Issues**

- In local authorities where there is an identified social housing accommodation shortfall, the Housing Corporation is in a position to work with the RHAG to address shortfalls through capital investment. The Housing Corporation (through investment targets agreed within the RHS) could consider ring fencing part of the capital budget for independent, supported housing and move-on accommodation.
- In order to meet social housing targets any such allocations should be in line with county-wide or local authority move-on strategies, with a move-on needs audit used to inform local authority development plans for new social housing
- Regional agencies such as the Housing Corporation and the RHAG have a key role to play in giving a strategic lead in supporting the Districts (as strategic housing authorities) in encouraging development of additional unit suitable for move-on. GOSW and CLG have a key role to play in supporting the use of move-on targets within LAAs and LPSAs. The impression raised at one road show of RSLs and private developers taking the lead (rather than the strategic housing authorities) in deciding what properties to build, raises issues about the relationship between the District Housing Authorities and the Housing Corporation which is a potential barrier.
- There will be significant opportunities arising in the region where due to areas of strategic growth, the RHAG expects to commit substantial funds over the next few years. These include the growth areas of Camborne, Pool and Redruth; East Devon and South Hams/Plymouth new settlements and Gloucester Housing Market Areas.
- In the face of a shortfall and therefore competition for social housing supply (which can mean that those not in the highest priority need or statutory homeless may have to wait for long periods to receive sufficient points to be made an offer of move-on), the private rented sector is seen by Government and local authorities as an alternative source of move-on accommodation. The target for CBL has been widened out to include the private rented sector. *“The sector is often seen as less suitable and harder to access than the social sector”* but on the plus side *“it can offer a degree of flexibility not always available in the social rented market”* (Homeless Link 2006). The SW Housing Strategy 2005-16 sees the use

of this resource as under-developed in providing move-on and includes an action to research the role of (and barriers to) the sector in providing affordable housing.

- Despite the potential of the private rented sector to meet the needs of some vulnerable people moving on from supported housing, some of the barriers identified through the literature review were echoed through feedback from the road shows (including from service users who had reservations about being 'driven' towards the private rented sector). The literature review identifies a study by Bristol City Council which finds that the underlying and worsening shortage of affordable housing is being masked by the current availability of private renting which is being used by those on low incomes and at risk of homelessness. It voices concerns that this position may not be sustainable, being dependent on the future role and profitability of private landlords, as well as on the continued availability of housing benefit funding.
- Apart from general concerns raised through the road shows over the private rented sector as a secure means of supply for move-on, service users and providers raised some more specific barriers to access which included:
  - Restrictions on personalising the home.
  - Lack of security of tenure.
  - High rent levels and onerous requirements for rent in advance, deposits and guarantors.
  - People on housing benefits arbitrarily excluded.
  - Intense competition for private rented accommodation (e.g. in growing university towns such as Plymouth) with homeless people less able to compete in terms of financial resources and reputation.
  - Loss of chance of a social housing offer in the future.

Recent reports in the housing press lend some more weight to these findings (Inside Housing Feb. 2007).

- Development of a local authority level private rented sector strategy which addresses the move-on requirements of vulnerable people has to recognise these issues and be led by a client-centred approach which provides individual solutions based on individual need.
- Despite the reservations expressed we also identified a number of positive approaches/solutions in overcoming barriers. These include:
  - Development of a strategic and corporate response to building relationships with the private rented sector involving housing, planning, finance, housing benefits and environmental health.
  - This might include a dedicated private rented sector development post to draw up standards with landlords, organise accreditation

- schemes, provide support and links within the local authority (including with the housing benefits team).
- Development of tenant accreditation schemes to run alongside landlord accreditation. The benefit of this would be to promote vulnerable clients moving on to private sector landlords. The tenant would come with a certificate of accreditation e.g. provided through an accredited training scheme (see the case study examples in **Section 8.6**).
- Pre-tenancy training delivered to tenants through supported housing staff which covers the practical and emotional aspects of moving into and sustaining a tenancy. The benefit of this is to develop clients' confidence and 'marketability' to potential landlords.
- Ensuring support to landlords and tenants e.g. a support plan delivered through a floating support service for tenants or a single point of private sector contact which provides access to support services or mediation in the case of landlords.
- A free of charge, tenant - finding - matching service to landlords (as part of an accredited landlord/accredited tenant scheme).
- Incentive schemes for landlords which may include payment towards deposit/bond/rent in advance; free inventories; free property checks or insurance; free advice on licensing, planning or tenancy/legal issues; discount on licensing fees.

The case examples below further illustrates positive practice.

#### **CASE EXAMPLE: Support to landlords**

**Accommodation Plus** which began in Torbay in 1996 is run by Rethink and offers private rented sector accommodation with support to people with a mental health illness. The service focuses on training and support for landlords. Tenants are referred by the Community Mental Health Team and have a clearly defined support plan agreed between them and the landlord – all information about the tenant, including the risk assessment is shared with the landlord.

**The four local authorities in the former Avon area** have got together to provide a lettings service to increase the number of private rented sector tenancies available to homeless people. The service offers:

- A free tenant finding service
- A bond for the deposit
- Free inventories, property checks and insurance
- Support with market rents, housing benefit administration and legal advice
- A support team available for general advice

- A major barrier from the private landlord viewpoint is getting the rent paid on time and at the desired level. These barriers are mirrored in the supported housing or floating support provider sector. One example is the problem which keeping track of change of tenant circumstances (which

can result in suspension of or an end to housing benefit payments) can cause.

- ‘Difficulties in single people on low incomes seeking to rent or remain in the private rented sector are inversely proportional to the performance of the housing benefit team’ (*Settled housing solutions in the PRS* - Helen Keats, DCLG 2005). Involving the housing benefits team in the local move-on partnership will be key to a strategic approach which joins up the contributions of the main stakeholders and headline strategies. Housing benefit initiatives which we identified as potential solutions to be explored include:
  - Streamlined benefits systems which provide a customer focused approach e.g. dedicated housing benefit officer to deal with move-on cases
  - Fast track payment systems with guaranteed compensation for late payments (e.g. Colchester Benefits Team).
  - Discretionary housing benefit payments (DHP) to meet rent shortfall where this would help individuals to find move-on accommodation (e.g. Elmbridge Borough Council). Each local authority receives a share of a national Government contribution towards their DHP which our literature review shows is underspent by most English authorities.
  - The use of dual (cross-over) payments of housing benefit to help clients make the transition from supported housing to move-on accommodation.
  - An extension of the period for which housing benefit can continue to be paid after a claimant finds employment (from the current four weeks to a suggested twelve weeks) to ensure that finding work does not cause unnecessary problems in sustaining a tenancy.
  - Streamlined and fast tracked housing benefit verification systems (including delegation to recognised landlords to minimise delays to benefit payment). Application of consistent verification criteria across the SW region would simplify the process for claimants and providers and reduce some of the delays in payment which can act as a barrier to the private rented sector.
  - Reduction of the length of time for which there needs to have been a housing benefit claim established (from the current six months to say three months), in order for a claimant finding work to be eligible for a four week roll over period for benefit payment.
  - A housing benefit ‘passport’ for people moving-on from supported housing to reduce unnecessary administrative burdens which might prevent a smooth transition from supported to independent move-on accommodation (and potentially prevent homelessness).
  - Rent deposit or bond schemes (potentially part funded by Supporting People Grant, subject to the current consultation by CLG).
- Projects aimed at linking work opportunities to accessing the private rented sector for move-on. These include schemes which provide work

and training opportunities for homeless people by giving them the chance to renovate properties which can then be used for move-on.

### 8.3 **Access to supply**

There is evidence to suggest that approximately 80% of new tenants go into relets of existing stock, only about 20% to new homes. These stark figures focus any strategy for move-on on the need to improve access to existing housing stock for vulnerable groups including improvement of information available to supported housing residents (and support agencies) about move-on options and routes to permanent accommodation.

#### **Issues**

- Our research has shown that across the region there are a wide range of arrangements for people to access move-on provision from supported housing. These include traditional points based and choice based allocations systems:
  - Local level quota of units given to supported housing providers under formal move-on agreement by the local authority e.g. Carrick;
  - Assisted move-on schemes which prioritise applications from specific hostels e.g. Bristol priority move-on scheme;
  - Extra points awards when going through multi-agency move-on panels or welfare assessment panels e.g. Plymouth panels ;
  - Prioritisation of eligible applicants by panels through award of a priority band within the CBL scheme ;
  - Individual social landlords offering their own points enhancements for referrals from partner support agencies or to their own move-on tenants.
- In many cases, individual local authorities including those within a single SP administering authority have their own allocation systems and access arrangements to move-on provision. There are groups of local authorities such as the five Devon and Cornwall local authorities in Homefinder Direct (Cornwall and Devon) who operate within a common CBL system.
- There is an argument to be made to local housing authorities in favour of operating an allocation system which recognises the strategic importance of providing move-on to address supported housing 'bedspace blocking' (with subsequent impact on other agendas such as crime reduction, health improvement and preventing homelessness).
- A plea from the road shows was for simplification of the system by which people can access social housing move-on. This might be through introduction of a tool for achieving common, transparent criteria and a road map showing how to navigate the system. This should include a web based guide. There is no consistent information available on-line which

tells people applying for move-on via CBL or points based allocations systems how they will be treated under move-on systems.

- Local authorities within a market area or relevant SP authority could adopt common criteria and mechanisms for determining which supported housing residents can access social housing move-on. If not feasible cross authority, then within a single local authority there should be a consistent, easy to use system to access move-on arrangements.
- Decisions on readiness for move-on (by support providers) and suitability for tenancy allocation (by housing provider) need to be based on a comprehensive assessment which focuses on the pattern of recent behaviour and plans to deal with issues such as rent arrears, anti-social behaviour, responsible tenant behaviour and access to resettlement and tenancy support (rather than on historic, unrelated issues which are now being resolved).
- Decisions on allocation or whether to approve an applicant as 'ready for move-on' should be taken within a local partnership protocol and based on individual housing/support assessments, avoiding 'blanket exclusions' for certain types of behaviour, tenancy breach or rent arrears.
- 'Pooling' of stock available to move-on would enable clients to access the most appropriate accommodation of their choice, where they need it and when they need it. CBL provides a platform for this approach. The introduction of CBL to all local authorities by 2010 has potential to improve access to move-on and development of CBL needs to take the move-on issue seriously in the run up to its introduction.
- A protocol introduced at local authority level would help identify and ensure that those who may be particularly disadvantaged under CBL systems receive support and advice to gain the maximum benefit from the system. This may include help with choice of appropriate accommodation, bidding and the support necessary to allow them to live as independently as possible. This could be accessed for example via a local move-on panel or brokerage service.
- Feedback from the roadshows found that CBL (including in one authority where it is being piloted) was a popular concept with service users. It was seen as providing control, choice over area (particularly important for some client groups), avoided the unpopular prospect of vulnerable people being housed together in blocks and encouraged sustainability.
- We identified several models for assessing the needs of people moving on, enabling prioritisation and appropriate allocation.

#### **CASE EXAMPLE: Move- on assessment and allocation panels**

**Plymouth City Council** operates five multi-agency housing allocation panels through which vulnerable people seeking to move-on from supported accommodation are assessed and awarded points based on the level of priority. These include the Vulnerable Adults, Mental Health and Drugs allocation panels. Allocations are made to

the local authority and RSLs or to the private rented sector, depending on the level of vulnerability of the applicant.

#### **CASE EXAMPLE: Brokerage service**

**Poole Borough Council housing brokerage service** is a new service funded by Supporting People which aims to match those with housing support needs to the accommodation available. The team includes allocations and support staff who have close links with the Housing Needs Team, Housing Benefits and Supporting People. Referrals come with a common assessment referral form and are then placed on a date order waiting list.

The team works with local lettings agencies, RSLs and private sector landlords to access vacancies and liaises with the Housing Needs Team over the move-on quota. The quota scheme operates within the Council's choice based lettings scheme, with eligible move-on applications fast tracked through the quota to gold band. Where applicants are in need of support, the team will refer directly to the appropriate floating support service.

Some of the benefits and opportunities of the above approaches appear to be

- A multi-agency panel can be a vehicle to ensure transparent eligibility criteria and prioritisation for allocation through an agreed protocol. The panel is able to accept referrals; assess housing and support needs, eligibility, ability to sustain tenancy and tenancy history; assess risk and move-on options; broker access to resettlement and on-going support provision.
- The panel route can result in appropriate prioritisation with an applicant assessed as ready for move-on and placed in a priority band for CBL or awarded extra points under the points based allocations system.
- Were all social housing lettings of move-on to be channelled through such a route, this may ensure clearer and more consistent access routes and allocation into move-on from supported housing.

The risk to be guarded against is that once accepted by a panel, applicants may simply sit awaiting an offer of social housing rather than take proactive steps to find alternative accommodation. The criteria for priority needs to be made very clear to avoid false expectations of a social housing offer being made.

The difficulties in (and solutions to) accessing the private rented sector as an alternative to social housing are described in **8.2 'Housing Supply'**, with the need for a deposit and rent in advance widely identified by practitioners and service users as major barrier. The case examples below show schemes which are designed to open up access to the private rented sector for vulnerable people.

### **CASE EXAMPLE : Private sector incentive schemes**

**Exeter Homeless Action Group** SmartMove project works with socially conscious landlords to provide access to accommodation, increased life opportunities and greater social inclusion for some of the most disadvantaged members of the community. Services include

- Tenancy support
- Rent deposit/guarantee
- Housing needs assessment and advice
- Supporting clients to gain independent living skills
- Mediation
- Accommodation searches
- Savings scheme

**Plymouth Access to Housing (PATH) and Homemaker SW** both provide rent deposit schemes and wider services to support access to accommodation and tenancy sustainment. Homemaker provides a practical checklist of what service users need to have in place as part of moving on e.g. community care grants, benefit applications, furniture etc.

**The Drug Intervention Programme (DIP) Comprehensive Rent Deposit Programme** is coming to the end of a two year pilot and due to report to the Home Office in May 2007. This programme is designed to encourage private sector landlords to engage with substance misusers and is being funded in 13 Drug Action team areas including Bristol in the SW region.

#### **8.4 Resettlement, support planning and floating support**

##### **Issues**

- Floating support services can be seen as falling into two main areas: resettlement support (including pre-tenancy and early stage tenancy) and on-going tenancy sustainment support. Availability of pre-tenancy assessment, resettlement and ongoing floating support is seen as a key requisite for securing and sustaining appropriate independent accommodation.
- Concerns raised through the road shows focused on the need for fast access to a crisis response service (whereas some floating support services rely on a longer process of referral and assessment), the lack of capacity of some floating support services to meet the level of need and the importance for many service users of continuity of support provider during their transition. There were concerns from service users that a move from supported housing might also mean a change of support worker, GP or Community Psychiatric Nurse.

- The provision of ongoing support was also seen as important in encouraging the private rented sector to let to vulnerable people (the DIP funded comprehensive rent deposit model is to address this).
- A strategic approach to move-on, underpinned by a joint protocol between SP, local authorities and support providers would help ensure that vulnerable people have access to a support plan which includes an action plan to address potential barriers to move-on.
- The case study below is an example of how one SP authority is developing a joint move-on protocol between District Councils, housing and support providers and tenants. This is designed to promote joint responsibility to address barriers.

#### **CASE EXAMPLE: Strategic approach to move-on**

**The Wiltshire county wide move-on protocol for letting of move-on accommodation** is being developed by Supporting People through a partnership with the District Councils and major housing associations. It aims to ensure that tenants ready to move on can do so within appropriate timescales, provide clear working procedures delivered through all the partners (including tenants and private landlords) with clear roles and responsibilities. The desired outcomes are consistent move-on arrangements across the county and prevention of supported accommodation blockage.

- The Poole Borough Council housing brokerage service which is able to refer an applicant for move-on who needs floating support onto SP merits further assessment in that this model may help ensure that any vulnerable person moving on has access to the right support.

#### **8.5 Financial barriers**

Financial barriers to securing move-on apply in large measure (although not exclusively) to the private rented sector. The major factors we identified included:

- The prohibitive cost of securing a private rented tenancy which can be between £1,500 and £2,000 when rent deposit and rent in advance are taken into account. This was widely identified by practitioners and service users as a major barrier to accessing the sector. A number of rent deposit schemes were said not to provide deposits to the levels required (although the potential for SP Grant to fund deposits subject to consultation by CLG is noted).
- The setting up costs of a tenancy e.g. furniture, bedding, household equipment, which can be beyond the means of many clients. Feedback from the road shows has been that Community Care Grants (CCG) were often either not available (depending upon the point in the financial year at which claim was made), paid at an insufficient level which can vary

from claim to claim or are subject to delays. The feeling was that a flat rate CCG paid on application to clients moving on from supported housing with the minimum of bureaucracy would help prevent homelessness and ensure a sustainable tenancy (for a relatively small cost, often a few hundred pounds). Such payments would require a process in place to ensure appropriate use of any such suggested grant.

- The shortfall between 'high' rent levels and local housing benefit awards (which with the introduction of Rent Officer Service local reference rents which may not reflect the true market rents for a particular area).

Other factors are described in **8.2 'Housing Supply'**.

There is a role for regional and local government here in impressing upon central government, the barriers which the administration of the benefits system can create in people being assisted to move-on. A future piece of work might be to assess some of the benefits realisation specifically identifiable with move-on, as the result of a structured programme of support, resettlement to move-on and tenancy sustainment. This can be seen in terms of prevention of homelessness, admission to hospital, drug treatment or care, undue retention in supported housing provision and reduced dependency on long term benefits.

## **8.6 Client related barriers**

### **Issues**

- A key barrier to move-on can be the client who may not be ready or able to sustain a tenancy. Support planning provided in supported housing addresses factors such as lack of life skills which may represent a barrier and independently accredited housing or work training schemes (see case examples below) may compliment this.
- Were SP services to provide accredited housing training schemes programmes, this may provide an additional focus on move-on for short term supported housing providers. A training model might be delivered within a local move-on strategy and help to develop a common approach to practice in respect of preparation for and access to move-on.

The case examples below provide information on employment and housing training initiatives to help service users towards full independence.

#### **CASE EXAMPLES: Employment and training initiatives**

- **Shekinah Mission Plymouth 'steady work force' scheme** is a nationally accredited work-training scheme geared towards people who have been leading chaotic lifestyles. Participants are able to work with professional trades people, learning practical skills for use in the construction, retail and craft related industries. In partnership with a private rented sector landlord, participants are engaged in renovating and improving a series of flats which once completed will be used as move-on for homeless clients. This has the dual benefits of improving

- service users' skills/confidence and access to move-on.
- **Amber Practical Housing Units (PHUs)** is a comprehensive programme designed to help participants to achieve sustainable independence and the skills/knowledge to maintain a tenancy, budget and have a safe and healthy lifestyle. PHUs are nationally recognised, Assessment and Qualification Alliance (AQA) accredited certificates providing nine stand alone modules designed to be delivered to service users by staff (who receive training, a delivery tool kit and resources needed to deliver the training to their clients). Modules include maintaining a tenancy with support, safety and risk management in the home and budgeting/debt management.
  - **Alabare** in Wiltshire provide pre-tenancy training based modules through the 'It's Your Move' model .These consist of 20 classroom based modules which are delivered through a combination of group work and 1:1, leading to action planning. The modules are outcome focused, with participants being identified through a 'distance travelled' model of needs assessment and support planning. The model enables use of peer mentoring by service users who have particular experiences or skills to contribute.

## 8.7 Staff related barriers

### Issues

- One issue identified through the road shows was the role which supported housing staff have to play in enabling service users to take more control of their own move-on plan and rehousing. A local authority view expressed was that supported housing agencies could and should promote a culture which encourages clients to take responsibility for their move-on plans and equips them with the skills, resources and confidence needed.
- It is also the case that housing and support practitioners may not always have the skills, knowledge or awareness to access the full range of move-on options in order to advise, communicate with and motivate vulnerable clients.
- A key part of any move-on strategy would be to provide a cross agency training/awareness programme for supported housing and local authority staff which offers a suite of training modules which is competency based. This might cover homelessness legislation, local move-on strategy and protocols, move-on options within CBL or points based allocations systems. Practitioners may benefit from training in specialist areas where clients may be disadvantaged in accessing available move-on e.g. drugs/alcohol abuse, young single homelessness as well as skills training in motivational and interviewing techniques.

## 8.8 Social exclusion

### Issues

- There was some evidence through discussions with service users and submissions made by two support agencies on behalf of service users to suggest that service users had at times felt excluded, disadvantaged, treated unfairly or without respect by some staff in agencies they came into contact with.
- One approach would be to agree local partnership housing and move-on protocols between support providers, local authorities and landlords to include
  - Joint training, communication and multi agency working.
  - Service standards and guidelines for housing staff and those from other agencies.
  - Commitments to eliminate unnecessary exclusions from tenancies by landlords through agencies working together to overcome barriers.

## 8.9 Design of services and case management

*'We are creating the move-on problem by the way in which we commission supported housing in the first place'.*

*'Move-on should be seen as an option, not a must do'* (quotes from road shows March 2007).

This is the one broad barrier/solution which came out of the road shows and which was not clearly evident when we carried out the literature review.

### Issues

- Whilst the focus of this research is on final stage move-on, this needs to be underpinned by a comprehensive network of accommodation and support services providing a clear pathway for individuals from homelessness to independent living. Individuals should be able to access the network through a gateway offering access to assessment, signposting to the appropriate housing, support planning and case management, which stays with the individual throughout the process.
- The pathway should be flexible in enabling individuals to move back as well as move on, avoiding the 'snakes and ladders' scenario whereby an individual who 'fails' in their tenancy rejoins the homelessness cycle at square one. This model can be sustained through:
  - A common needs assessment and eligibility criteria.
  - Access to resettlement and move-on support which enables the individual to enter the pathway at the most appropriate point

- (which may be into independent accommodation rather than having to go through a number of temporary stages).
- Case management by front line commissioning staff who assess, access, plan, support and review services - ensuring continuity of support/care throughout the move-on process.
- Joint training for staff in network agencies on support planning, assessment and resettlement to move-on.
- Client information (e.g. on homelessness triggers, support preferences) held and shared by agencies providing the pathway.
- Accessible information on the network of services and move-on routes (including web based).

#### **CASE EXAMPLE: Service networks**

**Salisbury District Council and Bristol City Council** are developing accommodation pathways (including homelessness and offender pathways) which aim to bring the range of agencies and services together to provide a client centred service. It is recognised that these will need to connect to employment, education, care and other 'pathways' to ensure that client's needs are comprehensively met.

- There is a wider debate to be had on the 'shape of the supported housing sector' and the way in which supported housing is commissioned which may be creating some of the move-on problem in the first place. One of the problems with supported housing is that it is based on a model of change which assumes that people will follow a linear route towards independent living (e.g. moving from supported housing to a self-contained flat).
- If one accepts the premise that move-on is not a 'one and done' or a 'one size fits all' issue and that people may have different requirements at different stages in their homelessness career (including the need to move back as well as move on) then a number of possibilities follow:
  - Any strategy needs to be based on a client centred approach with professionals working around individuals to provide individual solutions.
  - Accommodation and support services need to offer flexibility e.g. some people will require supported accommodation for six weeks, others for six years and even indefinitely.
  - A range of accommodation types from self-contained to shared accommodation is required to meet clients' housing aspirations.
  - There is a case for the differentiation of individuals' needs and the provision of compatible accommodation and tenure options e.g. a young person may well need interim move-on accommodation for say 6-12 months which could be provided through an assured shorthold tenancy; a client with learning disabilities moving on from a care home may see a long term future in sharing with other ex-residents in a two or three bed shared house; a client living in a

homeless hostel and undergoing a drug treatment programme may require a half-way flat with outreach support from the main project from which they are able to maintain their treatment and structure their lives before receiving an offer of permanent housing.

All of this requires a joined up approach to commissioning of services within a network/pathway, rather than services being developed in isolation.

## **8.10 Future potential work**

In this report we have identified additional work which the VPIG might wish to commission as the result of this initial research, which might be helpful in taking forward, some of the recommendations for action. These are summarised below.

- It is outside the scope and capacity of this research to carry out a detailed analysis into the level of demand and unmet need for move-on accommodation in each local authority i.e. the gap between assessed need, actual and predicted supply. The figures in the tables supplied do however indicate the scale of the move-on challenge. A further piece of work would be to refine these indications through detailed needs mapping, looking at throughput from services, service user needs and preferences, available stock options which would give predictive need in the various sectors (to inform the move-on strategy and targets). This should identify suitable accommodation potentially available in the social and private rented sectors, through low cost home ownership.
- Due to gaps in the collection of CORE data, little statistical analysis exists of local authority lettings to move-on. VPIG may wish to commission further statistical analysis of the move-on lettings performance figures in this report to include local authorities' performance. Further research would also enable a more detailed analysis of data beyond simply the RSL sector lettings monitored through CORE e.g. referral sources for move-on lettings, whether households were considered statutorily homeless immediately before the letting and potentially primary client group definition (were this information to be collected in the same way as does the SP Client Record Form).
- Move-on strategies will be a vehicle for making the move-on case and should include performance information on meeting need and evaluation of initiatives for strategic planning purposes in order to demonstrate the outcomes accrued from move-on. SW RIG/commissioners of this research may wish to consider a future piece of work to demonstrate some of the benefits specifically identifiable with as the result of a strategic approach to move-on. Benefits may be seen in terms of prevention of homelessness, admission to hospital, drug treatment or care, undue retention in supported housing provision and reduced dependency on long term benefits.

## **9. RECOMMENDATIONS FOR ACTION**

These recommendations are framed as actions either requiring the lead from a sole agency or from agencies working in partnership. Inevitably some actions will require wider joint working across a range of agencies within a local move-on strategy. In framing our recommendations we place great emphasis on the role of the Supporting People Commissioning Bodies (and in due course Local Strategic Partnerships) as they bring together the significant stakeholders in ensuring elimination of barriers to move-on.

An intention of this research is to provide commissioners, policy makers and service providers with some practical tools and encouragement to influence the move-on challenge at local, regional and national level and in so doing to raise the profile and impact of housing with support on wider strategic agendas. In particular the SW Regional Housing Strategy (informed by the Pathways Research referred to in 4.2) recognises the contribution that housing with support has in promoting social inclusion, reducing health inequalities and reducing crime. The analysis informing our recommendations supports that recognition.

Underpinning all these recommendations is the message that solutions to the move-on challenge need to be embedded within wider strategic agendas if they are to have lasting impact on enabling timely, appropriate move-on from supported housing.

### **9.1 Supporting People Commissioning Bodies**

To take the lead in brokering development of an overarching county (or unitary authority) wide move-on strategy, working with the District Housing Authorities and other stakeholders. In this way, strategic objectives can be aligned with and influence Local Area Agreements (driven by Local Strategic Partnerships) to ensure that the contribution of housing with support is fully utilised in achieving local community priorities.

We recommend that a key local individual is identified as a 'champion' to drive the move-on strategy. The particular individual would be a matter for local determination.

The strategy should also link to other key strategies e.g. youth offending, housing, SP strategy. Particular sensitivities will be needed by SP authorities with significant rural populations. Working with District Councils in particular, the key objectives in development and delivery of the overarching move-on strategy are:

- To identify and remove barriers to vulnerable people moving on.
- To improve access to the private rented and social housing sectors.
- To retain and support landlords.
- To ensure the adequate supply of move-on accommodation in line with assessed need.
- To consult on a local vision for development of accommodation pathways as the basis for development of joint commissioning strategies for the

provision of move-on. This should take account of the need to integrate housing related support, behavioural and care interventions.

The strategy to be informed by a comprehensive audit of move-on requirements at district level, leading to a locally owned action plan and targets for move-on. This should assess the overall requirement for move-on in each sector (private rented, local authority and RSL) broken down by local authority and SP authority. Cross authority action could be coordinated by the SW RIG.

All move-on strategies must include arrangements for measuring performance on meeting need/targets and the success of initiatives, to inform strategic planning and demonstrate the outcomes accruing from move-on.

All move-on strategies must identify an action plan for developing access to the private rented sector, in particular building on the strategic and corporate approach we observed has been adopted by many local authorities. This will include critical contributions from housing, planning, finance, housing benefits and environmental health to create this element of the strategy. The body of the text provides some clues on elements of this action plan which may include a range of services to landlords and tenants such as provision of deposits/bonds, practical support to landlords, dispute mediation and other incentives.

To take a joined up approach to commissioning which looks at the whole network of services providing a pathway from homelessness to independence, rather than services being developed in isolation. This will help ensure that the way that services are being commissioned is not creating a move-on problem later down the line.

To consider the scope for re-configuring existing provision to ensure the most effective use of resources to meet move-on needs e.g. short term services re-commissioned as permanent move-on, re-modelling 'unpopular' shared schemes to provide smaller clusters of self-contained move-on, review of floating support services.

A key aspect of removing barriers is to ensure prioritisation/targeting of floating support for people moving on from short term accommodation at four key stages

- When a person is actually homeless and needs help to access the accommodation pathway at the appropriate point.
- When a person needs crisis support to prevent homelessness.
- When a person is in short term accommodation and needs help in finding suitable move-on accommodation.
- Support with resettlement and on-going planned support to sustain the individual.

Supporting People authorities to include in contracts a requirement for all short term services to have a move-on plan in place setting out how move-on will be secured and which links to the wider local move-on strategy.

To ensure partners to the overarching move-on strategy develop a programme of cross agency training for supported housing and local authority staff which enables staff to deliver the local strategy in an informed and consistent manner. Training should cover as a minimum, homelessness legislation, allocations to move-on and access to information on options, interviewing and motivational

skills, dealing with vulnerable clients who may be excluded, hard to reach or present behavioural challenges.

To ensure an appropriate mechanism for service user involvement in development of and monitoring the delivery of the overarching move-on strategy.

## **9.2 [Regional agencies \(SW Regional Housing Advisory Group, Housing Corporation, Government Office SW\)](#)**

In view of difficulties in applying the Regional Housing Strategy 8% benchmark, RHAG/Housing Corporation to review (with local authorities and Supporting People) the basis on which the benchmark/target is set and given to local authorities. The review would aim to agree

- Locally owned, sustainable and relevant targets for social housing lettings to move-on (as one tool for achieving the overall move-on target developed as the result of comprehensive, local move-on needs mapping).
- Targets applied within an overarching move-on strategy at county or unitary level.
- Pending the introduction of a locally agreed move-on strategy and target, the 8% benchmark to remain in place for local authorities, to be monitored by regional agencies.

To monitor move-on strategies which would also be subject to the Audit Commission inspection regime. This will enable the monitoring of move-on targets, promotion of greater joint strategic working and reflection back to central government of some of the barriers (and solutions) e.g. administration of the benefits system.

To give a clear strategic lead in supporting the Districts (as strategic housing authorities) in encouraging development of additional accommodation suitable for use as move-on (in line with local move-on strategies).

RHAG/Housing Corporation to ring fence part of the capital investment programme budget for move-on accommodation. By this we mean that a proportion (to be informed by needs/targets identified through the local move-on strategies) of the regional housing pot should be identified to fund general needs accommodation which is suitable to meet the needs/demand for people moving on from short term supported housing. This might comprise a range of unit types from dispersed one-bed single person units, to clusters of self-contained units including some with communal space, to family sized accommodation shared by a small group of individuals. Such accommodation would initially be let to and continue to be occupied by a person moving on from supported housing (or if not, an alternative replacement unit to be identified by the housing provider). Lettings to accommodation developed as move-on should be monitored by the Housing Corporation to ensure that it is always let to people moving on from supported housing.

Where the supported housing capital budget for accommodation-based services is less than anticipated due to lack of SP revenue availability, to consider shifting the balance of investment to general needs move-on accommodation.

RHAG/Housing Corporation to ensure appropriate allocation of capital investment for move-on accommodation within new housing developments and within the areas of current growth e.g. where associated major sites are being developed for social housing. This is key to reducing social exclusion and ensuring mixed communities.

To press for central government to introduce a specific move-on indicator to be used in arriving at a regional split for the regional housing pot e.g. households ready but unable to move on from short term supported housing due to lack of suitable, available accommodation. This would be one means to ensure that the move-on policy objective is achieved at regional level.

### **9.3 SW Regional Implementation Group**

To develop a common needs mapping model across the region to identify the predictive need for move-on across SP administering authorities and inform move-on strategies. This could be based on the Move on Protocol Project (MOPP) needs audit methodology adjusted to fit local circumstances.

To consider developing a common model for individual client needs assessment in order to provide a consistent approach in informing the needs mapping audits. These should link move-on to care, social and justice agency assessments.

SW RIG/commissioners of this research to consider a future piece of work to demonstrate some of the benefits specifically identifiable with move-on, as the result of a strategic approach to move-on. Benefits may be seen in terms of prevention of homelessness, admission to hospital, drug treatment or care, undue retention in supported housing provision and reduced dependency on long term benefits.

### **9.4 Housing and support providers**

In making bids (capital and revenue) for short term supported housing to provide evidence of a specific and measurable move-on plan which links to the local move-on strategy.

To ensure that the housing related support, care, behavioural and resettlement aspects of services are joined up through providers' support planning into seamless service delivery.

To ensure that service networks/pathways provide the opportunity for individuals to enter the system at the point most appropriate to their needs and to be able to move back if necessary. To adopt an integrated case management approach in the provision of a service network/pathway which provides continuity of support/care throughout the move-on process.

Working with commissioners, to identify opportunities to provide accredited training aimed at preparing service users to secure and sustain the appropriate move-on accommodation of their choice. These to be delivered to a common set of standards and expected outcomes for service users moving on.

## **9.5 Local Housing Authorities**

To work closely with SP Commissioning Bodies in developing overarching move-on strategies at county or unitary level.

Local authorities developing Choice Based Lettings to produce a protocol to identify and ensure that those who may be particularly disadvantaged under CBL systems receive support and advice to gain the maximum benefit from the system. This may include help with choice of appropriate accommodation, bidding and the support necessary to allow them to live as independently as possible. The move-on strategy will ensure all local authorities with CBL adhere to this objective.

To adopt a common needs assessment, eligibility criteria for move-on and an allocations system which is easy to understand, transparent and prioritises based on consistent principles. Where this is not feasible cross authority (e.g. within a SP area), then within a single local authority there should be a consistent, easy to use system to access move-on.

In conjunction with housing and support providers to develop a common protocol for letting to move-on accommodation which sets out the clear responsibilities of partners in working together constructively to overcome barriers to clients moving on. This should be disseminated to a wide range of agencies working with vulnerable clients who may have move-on requirements.

To keep CORE forms to show the lettings made to move-on as do Registered Social Landlords.

## **IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

### **APPENDIX I**

#### **LITERATURE REVIEW**

##### **1. Introduction**

The first stage of the move-on research was to carry out a literature review of previous and on-going studies in this area to inform decisions on the scope, work programme and outputs. This review provides a summary of literature identified and suggests some key themes and lines of enquiry that the project might follow.

The sources for the literature search were:

- National websites for Government agencies or programmes e.g. Audit Commission, Communities and Local Government, SP K.Web, Social Exclusion Unit, Housing Corporation, Government Office SW, Valuing People.
- National websites for non-statutory agencies e.g. Sitra, National Housing Federation, ERoSH, Shelter, Homeless Link, Chartered Institute of Housing.
- Key individuals in the above sectors who were able to signpost to relevant work.

The literature search and review has been approached on the basis that barriers and solutions to the provision of move-on are a social inclusion and support as well as a bricks and mortar issue. It has tried to reflect some of the specific issues facing certain client groups such as older people, people with mental health problems and substance misusers.

##### **2. Literature – national level**

###### **2.1 Move-on Alternatives Project (MAP)**

The MAP project is a collaborative venture between a range of organisations concerned about the lack of move on accommodation from temporary accommodation in London. The project was initiated by Circle 33 (Circle Anglia HA) and funded by the Housing Corporation (IGP) and London Housing Foundation. The project has two distinct stages.

MAP1 has produced a website ([www.yourmovenext.org.uk](http://www.yourmovenext.org.uk)) which enables service users to identify and pursue move-on options through social housing and the private sector and good practice briefings on how housing bodies can tackle the move-on shortage. The guidance includes:

- A framework for developing an area based move-on strategy
- Private rented sector initiatives – to improve access to the sector

- Move-on solutions beyond the local authority/RSL nominations e.g. managing unrealistic service user expectations
- Re-modelling existing services
- Models of shared living
- Consultation methods for developing a move-on strategy (involving service users).

The private sector guidance identifies barriers in the private sector including:

- Rent levels e.g. unaffordable rents, single room rents awarded to under 25s in private sector accommodation instead of full Housing Benefit
- Housing Benefit administration, rent officer determinations
- Requirements for rent deposits
- Mutual landlord and service user resistance

It sets out some solutions including:

- Market and sub-market renting by RSLs
- Private sector leasing
- Rent deposit guarantee schemes
- Housing Benefit partnerships
- Landlord incentive schemes
- Landlord and tenant support services

One message emerging from a series of workshops for front line staff was that service users needed to be given more responsibility for finding appropriate move on.

MAP 2 produced a report in July 2005 with recommendations to be developed over the next two years through pilot local authorities in London. The report contains an action plan for practical solutions including:

- Strategic leadership - a move-on strategy for each local authority area with a named individual responsible.
- Simplification of the system by which people can access social housing move-on.
- A tool for achieving common criteria for access to move-on, for use by social landlords in the pilot areas.
- Consideration of all housing options including private rented sector.
- Supported housing schemes to each have a move-on plan with an in-depth housing assessment for every service user setting out how move-on will be procured.
- Sub-regional targets for move on lets within the Choice Based Lettings system
- Using existing resources effectively e.g. re-modelling some supported housing

## 2.2 Move-on Plans Protocol Project (MOPP)

Reports by Homeless Link (*No room to move? Dec. 2004* and *National move-on report May 2005*) found that 45% of bedspaces in England and Wales were occupied by people waiting to move on. The move-on plans protocol (MOPP) project is Homeless Link's response to the national problem of move-on. It is funded by the Department for Communities and Local Government (DCLG) Homelessness Innovation Fund.

The project targets are:

- Average 30% increase in move-on across the pilot areas
- Average 20% increase in move-on to the PRS across the pilot areas
- Design and test a replicable process for developing move-on plans

The project brings local authorities and voluntary sector hostel and supported housing providers together in partnership to develop a strategic response to move-on and increase the rate at which homeless people move successfully to a wide range of housing options. It achieves this by the use of an audit in hostels and the joint development of a strategic move-on action plan for each MOPP area. The project is operational in 9 areas across the country including Plymouth and Bristol in the South West.

The response involves an audit and action planning process. General information on the project can be obtained from the MOPP frequently asked questions paper available from the Homeless Link website [www.homeless.org.uk/policyandinfo/Issues/rehousing/mopp](http://www.homeless.org.uk/policyandinfo/Issues/rehousing/mopp). The Homeless Link website also contains monthly policy briefings to highlight good practice from the MOPP partners and other areas such as initiatives in the private rented sector.

In addition to supporting the pilot areas to conduct hostel audits and develop action plans, Homeless Link is:

- Collating good practice arising from the actions developed by project areas and sharing this via a series of monthly policy briefings called MOPP Matters (see Homeless Link website for copies).
- Chairing a national advisory group composed of delegates from government, representative and regulatory bodies to consider national barriers to move-on identified by the project.
- Holding a national move on conference on 15 March 2007.

At the end of the project year, 31 March 2007, Homeless Link will assess move-on in the MOPP areas against their baseline figures. It will then report these results, alongside the MOPP tools, to CLG in April.

A large proportion of MOPP areas intend to use the approach again in 2007/8 and are taking steps to link the project with wider council and voluntary sector strategies.

#### Barriers and solutions

The MOPP report *Barriers and Solutions to move-on August 2006* which draws on the results of the audits identifies a range of issues which although focused on single homelessness, are equally relevant to other sectors. Barriers identified through the pilot audits and Homeless Link seminar workshops include:

- Overall shortfall of suitable accommodation: solutions include Regional Housing Body and Housing Corporation investment targets (note - this theme is picked up in the SW Supported Housing Position Statement referenced earlier in this report).
- Lack of strategic planning around housing, support and care services with local authorities needing to take a strategic lead to involve all agencies in a local partnership.
- A historic rather than strategic approach to allocations policies and nominations which has led to complex or inconsistent practice.
- Private sector landlord imposed restrictions on people receiving benefits and rent levels which are unaffordable for many service users: solutions include training schemes which get people back into work and off benefits.
- Private rented sector resistance to some vulnerable groups due to negative perceptions, perceived financial and housing management risks: solutions which may incentivise landlords include 'responsible tenants schemes' providing certificates of client training and preparation, rent deposit /bond schemes, resettlement and tenancy support schemes, landlord support schemes e.g. the Re-think Accommodation Plus scheme in Torbay.
- Poor standard accommodation and management in private sector: solutions include landlord accreditation schemes.
- Lack of access to move-on for certain groups who may face exclusions e.g. homeless people, drug users, young people who may face rent restrictions or find it difficult if aged 16/17 to access a tenancy, those in rent arrears.
- The potential of CBL to streamline the move-on process for applicants and create improved access for 'unpopular' groups. Conversely some vulnerable groups such as older people or people with a learning disability may face difficulties in accessing the system and will need targeted support.
- The de-motivating effect that extended waits for move-on can have on residents of short stay services (particularly clients with drug or alcohol problems who may be engaging with treatment).

### **2.3 Homeless Link MOPP Matters: Issue Two December 2006**

This policy briefing provides a number of examples of good practice in working with the private rented sector across the country  
([www.homelesslink.org.uk/developourservice/topics/private/prs](http://www.homelesslink.org.uk/developourservice/topics/private/prs))

### **2.4 Settled housing solutions in the private rented sector: Helen Keats ODPM January 2005**

This report focuses on maximising access to self-contained accommodation via direct lets in the private rented sector as a positive housing option. The report suggests that perceptions of landlords and tenants can be mutually negative and offers a number of case studies which highlight good practice. Solutions offered include:

- Local authorities taking a corporate approach to developing the sector
- Cross authority appointment of a post to negotiate procurement of accommodation on behalf of a range of agencies e.g. YOTs, After-Care teams, Probation, short stay supported housing providers.
- Mediation or dispute resolution
- Rent deposits and other financial inducements
- Landlord accreditation

The report includes a useful checklist for local authorities and other stakeholders in developing partnerships with private sector landlords ([www.homelesslink.org.uk/developyourservice/topics/private/prs.pdf](http://www.homelesslink.org.uk/developyourservice/topics/private/prs.pdf))

## **2.5 Comprehensive Rent Deposit Model –Drugs Intervention Programme**

Thirteen Drug Action Team areas (including Bristol DAT in the SW region) have been funded by the Drug Interventions Programme for two years from 2005/06 to develop a comprehensive rent deposit model. The funding is being used to target drug misusing offender leaving prison and or residential services who are not in priority need.

This work is being planned locally in line with the local homelessness strategy and the DAT treatment plan. Progress updates for the Comprehensive Rent Deposit Model are available at [www.drugs.gov.uk](http://www.drugs.gov.uk) under DIP. Challenges identified so far include limits on Housing Benefit, retention of landlords once problems occur in tenancies and the provision of sufficient tenancy support. The reports identify a number of practical solutions at strategic and operational level.

## **2.6 Monitoring the impact of choice based lettings: DCLG October 2005**

This comprehensive report identifies some specific groups who may be disadvantaged under CBL such as older people or those with learning disabilities and suggests an approach to identify and monitor high priority applicants who have failed to bid or engage with the system. It also suggests that some groups such as offenders or substance misusers are less likely to bid than others and may need targeted support. There is enough in this report to suggest to us that this project should look at the linkage between CBL and existing supported housing assessment /allocation panels.

*CLG consultation on Code of Guidance for Local Housing Authorities in Allocation of Choice Based Lettings (January 2007)* recognises that organisations that provide advice and support to applicants are crucial to the success of a choice based lettings scheme. It advises that in addition to the relevant statutory and voluntary bodies which provide care and support, authorities should consider whether there are other organisations which

represent the interests of existing or potential applicants who may be socially excluded or disadvantaged by a choice based lettings system. Examples may include groups which represent ethnic minority communities, the gypsy and traveler community, drug or alcohol misusers. Bodies which represent the views of people with physical and learning disabilities and mental health problems, and their carers, should also be included.

Authorities are also urged to consult existing tenants, applicants and residents. It may also be helpful to involve users in designing and testing various aspects of the scheme, in particular any supporting technology (e.g. a website). It will be particularly helpful to involve users who may have particular communication requirements, for example, people with visual impairments, those with learning difficulties, or those who cannot understand or speak English well.

## **2.7 Mental health and social exclusion: ODPM /SEU June 2004**

This report sees CBL as a positive alternative for people with mental health problems who may have had to cope with 'one offer' policies with very short time periods in which to accept or decline which can cause undue stress. The report also highlights the importance of having good advice or advocacy workers to help clients manage the move-on process.

*A literature review of mental health and housing* by Lynn Watson and Maurice Harker May 2003 provides an analysis of the role of floating support in accessing and sustaining accommodation for this needs group. It identifies the potential for the home ownership option for people with mental health and learning disabilities including shared ownership.

## **2.8 Ways and Means: Chartered Institute of Housing**

This provides a set of tools for local authority staff in working with the private rented sector including rent deposit schemes linked to landlord accreditation, joint work between SP authorities and private rented sector teams to create access for vulnerable tenants.

## **2.9 The use of existing housing stock in rural England: Commission for Rural Communities**

This report identifies specific factors leading to lack of affordable housing in rural communities and identifies the options of changing allocation policies to CBL, alternative uses of low demand housing and rent deposit/guarantee schemes as ways of increasing housing supply and access. One recommendation is to review allocation policies to facilitate moves of older people from family homes to two bed properties, support packages in place to help with the move and reviews of difficult to let sheltered housing for alternative uses e.g. young single people.

Rural Housing Enablers are seen as having an important role in identifying local housing need and developing local initiatives. The Community Council of Devon for example provide community support and social inclusion programmes in rural areas, helping socially excluded people to achieve personal development and employment targets (through the European Social Fund).

Two other reports highlight the rural issue from the perspective of older people.

*A literature review for Cornwall County Council by Institute of Public Care* in 2005 identified that despite the high proportion of older people in rural areas, most Sheltered Housing schemes are in towns, which means that older people have to leave their communities in order to access them.

A report for the Housing LIN, *An introduction to ageing in Rural areas and Extra Care Housing* 2005 finds that while extra care housing has major benefits in increasing independence and can provide a base for other services which might be absent from a rural area e.g. intermediate care or outreach, it can be difficult to provide in rural areas. Some solutions identified are the potential to add value to existing sites, re-model existing sheltered schemes and provide extra care schemes in strategic locations which can serve as a resource base for rural areas in providing a hub for service delivery.

**2.10 Prisoner resettlement and housing provision: Centre for Social Justice Coventry University May 2005**

This IGP funded project lists some of the obstacles for social housing providers in meeting the needs of ex-prisoners and offers examples of good practice solutions. These include:

- Shortage of suitable accommodation
- Rent arrears
- Exclusions e.g. for arson or simply due to previous offending background
- Under utilisation of the private rented sector
- Difficulties for housing providers in obtaining risk assessments
- Need for local partnerships between housing and housing benefits departments

**2.11 What happened next? A report on ex-Foyer residents: Foyer Federation**

The report highlights some of the barriers and solutions experienced by young people in accessing move on including the need to be able to practice independent living skills, unaffordable rent levels, the role of resettlement and tenancy support services and sought after models such as move-on accommodation located next to Foyers which acts as a stepping stone to fully independent living.

**2.12 Housing options and choice: Maurice Harker**

This paper for Valuing People highlights some of the issues facing people with learning disabilities in accessing the type of accommodation they need e.g. difficulties with choice based lettings, application processes, the additional option of shared or outright home ownership or private sector leasing.

**2.13 Places of change –Tackling homelessness through the hostels Capital Improvement Programme DCLG November 2006**

The capital improvement programme aims to enable hostels to become places of change for residents to help more people to make planned, positive moves into their own accommodation. This is achieved through engagement of residents in meaningful activity, a welcoming and quality physical environment, trained and motivated staff and being part of the local community.

Other studies highlighted in our review identify the design and management of hostel buildings and support services themselves as potentially creating a barrier to effective move-on for residents. *Places of change* provides case studies of positive models including that of the Shekinah Mission in Plymouth who embed education, training, employment and volunteering opportunities for homeless clients in their direct access and drop in services. This enhances independent living skills and can change support staff and potential landlords' perceptions of homeless and vulnerable people.

**2.14 *Coming of age – opportunities for older homeless people under Supporting People: UK Coalition on Older Homelessness***

The report identifies barriers faced by older homeless people in accessing the housing and support they need including:

- Assumptions that sheltered housing will meet the needs of all older people
- That older people need only personal or health care and not housing related support
- That many homelessness services are for younger people or say they are for all age groups but in fact exclude older people
- Suitable move-on from supported housing is not always available for older people who have been long term homeless and who have complex needs.

**2.15 *Delivering housing for an ageing population by Housing and Older People Development Group. October 2005***

The report identifies “one of the main problems facing older people as they decide whether to move on or stay where they are is the lack of suitable alternatives. Not everyone wants specialist retirement housing - but those who do need a good range of local choices. One reason older people currently move house less is because of the lack of suitable alternative housing options. Those who do move may be forced to go to a new area simply to access appropriate housing.”

The publication includes a checklist for action by local planners, providers and commissioners to ensure that housing strategies meet the range of aspirations of older people.

**2.16 *SW regional public health bulletin From Healthier Homes to Healthier Lives***

This report aimed at local housing authorities, social services teams, private sector housing and RSLs, sets out the challenges for the SW in meeting the

changing aspirations of older people. It suggests that although the majority of older people live in their own homes and wish to remain there (which creates issues for improvements and adaptations with support delivered to the home) there will be older people who wish to move into sheltered or extra care housing due to increasing care needs or as a positive housing option to maintain their independence. There are challenges to ensure services to enable older people to remain in their own communities rather than have to move away.

Bristol City Council's very sheltered housing programme for example, provides 600 self contained units in schemes across the city through a partnership approach. The schemes provide individualised packages of care and other community facilities. Literature available on their website provides clear information to older people on how to access the scheme either through the housing route or the community care route.

**2.17 [Housing LIN fact sheet \*Extra Care Housing Models and Older Homeless People\*](#)**

The fact sheet suggests that “older people who lose their homes want access to permanent accommodation in a suitable location. In most cases this is likely to be in social rented housing …older people who have been long –term homeless have often had to go through a process: shelter or direct access hostel, then shared supported housing, and finally their own tenancy… despite the expressed desire for their own independent tenancy, they can often miss the social contact available in shared housing. Too often this leads to abandonment and a repeat cycle of homelessness.”

Whilst warning against assumptions that older homeless people will always need specialist provision, the report finds that sheltered housing and extra care models can provide the right blend of independence, communal facilities and potential for social interaction.

**2.18 [Building on Diversity: Providing homes for refugees and strengthening Communities](#)**

This report by Building and Social Housing Foundation [www.bshf.org](http://www.bshf.org) identifies the shortage of affordable housing, inequality of access to support services and refugee housing not being part of mainstream housing policy as key barriers to successful integration and housing of refugees. It encourages RSLs to work with the Housing Corporation to increase access to good quality settled housing appropriate to refugee needs. Another recommendation is that local authorities should review their allocation systems to ensure that they offer equality of access and address the cultural, language and literacy needs of refugees.

**3. [Literature – regional level](#)**

**3.1 [SW Regional housing Strategy 2005-16](#)**

The strategy contains a section on move-on accommodation with the expectation that local authorities consider the need for move-on lettings in all social housing. This is within the context of a regional benchmark of the current RSL average of

8% lettings to those previously in supported housing. The secondary data review identifies performance against this target.

The strategy also refers to the need to develop the private rented sector, home ownership options and greater co-ordination between SP authorities, local authorities and providers.

**3.2 Supported housing in the SW region position statement: Pathways Research March 2005**

This identifies move-on as a high priority for the region, recommending that part of the capital housing budget be identified for independent, supported housing and move-on so that housing providers have incentives to include this in their bids. The report highlights that out of 447 supported housing units for rent funded by the Housing Corporation in 2004 -2006, only 13 were designated as move-on.

**3.3 Housing for drug misusers: Rosanne Sodzi Regional Public Health Group December 2003**

This short report highlights the importance of having a move-on infrastructure, with housing and support services for drug misusers needing to be seen more as a housing process through which people move through and out into the community. The report argues for co-ordination of the entire service with better co-operation between different providers and for individual need assessment at the point that the client enters the 'network' to plan ahead to ensure move-on occurs. The theme of a move-on network is developed in two local reports relating to Salisbury and to Somerset below.

**4. Literature – local level**

**4.1 Barriers to resettlement through routes other than homelessness: Diana Rix and Amanda Burnie February 2005**

This short report (jointly written by Salisbury District Council Housing Needs Officer and a homelessness service provider) identifies primary and secondary barriers and solutions.

Primary barriers are often the client themselves who may not be ready or able to sustain independent living due to mental illness, behavioural difficulties or lack of life skills. Secondary barriers relate to securing accommodation i.e.

- Limited availability of one bed accommodation
- Reluctance by private landlords to let to unemployed single people
- Clients unable to raise cash deposit and rent in advance
- Landlords' perception of clients as unreliable and therefore unwilling to house, even with incentives
- Many employed clients unable to pay the high rents in private sector
- Clients with former tenants arrears refused access to affordable, social housing even though debt has been written off

A final barrier is often the client's past history and the housing providers' perception of the client.

A package of solutions is presented which include:

- Development of independent living skills
- Joint working between support providers, District Councils and housing providers to resettle clients including those with former tenants arrears where repayment agreements are in place
- Help with saving schemes and credit union options.

#### **4.2 Wiltshire Supporting People protocol for letting move-on accommodation for people living in short term supported housing services for single homeless people June 2006**

Building on the barriers report above, this protocol between the District Councils, Supporting People and housing providers offers clear working procedures delivered through the partnership setting out roles and responsibilities for providers of move-on accommodation, supported housing short- term services, local authorities, RSLs and tenants. It lists some of the barriers to move-on as:

- Rent arrears
- History of anti-social behaviour or other breaches of tenancy
- Inaccurate assessment of clients' support needs
- Lack of clarity about procedures for moving on

#### **4.3 Research into housing and related support needs for Salisbury and South Wiltshire: Mark Bannan 2005**

This report makes a number of recommendations for changes to the shape of the homelessness services in Salisbury which are now in the process of being implemented. These include:

- An accommodation network and pathway from street homelessness to independent move-on which people can enter at the point most appropriate to their situation and needs.
- A multi-agency team providing a referral and assessment gateway to the network.
- Re-modelling of larger scale hostel provision to provide smaller clusters targeted at specific needs, including as move-on accommodation.

The study involved provider, stakeholder surveys and service user focus groups. As a result of the research the local authority allocation policy has changed to give 75% of one bed units to people moving on from supported housing.

#### **4.4 Housing and support needs of substance misusers in Somerset: Nicholas Day Associates 2006**

This report identifies some of the barriers specific to substance misusers in supported accommodation and hostels in accessing move-on which include:

- Eviction from a project for breach of occupancy or house rules leading to a person being declared intentionally homeless when presenting as homeless at a local authority.
- Physical design and management style of some hostel provision which can work against effective preparation for independent living.
- Lack of advice for service users (and expertise of support staff and drug workers) on how to access housing in the social and private rented sectors.
- Perceived prejudice and negative attitudes towards homeless people with substance misuse problems by some local authority housing departments.

**4.5 [Housing issues for people with drug and alcohol problems: Eleanor Stirling, Commissioning Manager Kennet, North, West and South Wiltshire PCTs September 2006](#)**

This report identifies some of the specific problems faced by substance misusers in accessing housing including move-on provision. Amongst other things the report highlights the role of suitable move-on in clients maintaining treatment programmes, the important role of floating support and the need for people to be able to move-on to different areas of the country where required.

**4.6 [The state of the housing shortage in Bristol in 2006: Bristol City Council](#)**

This study provides some analysis of the role of the private rented sector in meeting the shortfall in the supply of affordable housing in Bristol, showing that the numbers of households accepted as statutory homeless in Bristol remained static but that the problem is only being contained by enabling access to the private rented sector through prevention work.

The report finds that the underlying shortage of affordable housing is worsening and that this is being masked by the current availability of private renting. However that position may not be sustainable and is dependent on the future role and profitability of private landlords, as well as on the continued availability of housing benefit funding. Reference is made to the uncertainties surrounding the supply of private rented accommodation. It concludes that significant increases in the supply of affordable rented social housing and shared ownership are needed to stabilise the housing situation.

## IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST

### APPENDIX 2

#### Feedback from Road Shows

This appendix provides detailed feedback on the main barriers and solutions identified through the road shows under each of the key themes. Service user feedback is highlighted in bold italics.

##### **1. Strategic approach**

###### **Barriers**

- Pressure from Government to reduce Housing Benefit generally
- Mortgage clauses disallowing renting
- April 2007 – new rent deposit ‘custodian’ scheme
- Local authority no longer owning their own stock
- Impact of Right To Buy
- Lack of Housing Allowance coming in.
- RSL restrictions on who can be taken through allocations policies
- 2 year rule on staying in supported housing
- Section 106 agreements
- Inconsistencies in HB rules in different local authorities
- Inconsistencies in move-on policies and priorities for LA's
- Move-on strategies are boundary led
- Greater understanding needed by HC/RHAG
- 8% target not widely understood or monitored by LA's
- Insufficient strategic steer (muscle) by HC and SWHAG to ensure priority given by developers
- Perceived downgrading of District Housing Authorities' strategic role.
- RSL's growth - by becoming larger there is a perception they no longer care about supported housing, lack of co-operation with partners
- Doesn't seem to be any 'checking mechanism' on move-on targets
- SP cross authority/boundaries don't link up. Districts develop their own strategies
- ***Temporary or short-term private housing loses points on LA waiting lists, for permanent housing.***
- ***Time-scales too short on accepting property offered and being expected to move-in without preparation.***
- ***Points system***

###### **Solutions**

- CBL lettings systems
- Ensure appropriate protocols are established, monitored and adhered to
- Communication. Sharing good practice and initiatives through SP forums

- Landlord accreditation schemes to ensure standards are met
- Directory of all move-on services provision
- Flexibility to be built into policies and procedures
- SP CB's are in theory in a key position to broker a county level move-on strategy, backed by HC/SWHAG with common eligibility criteria, common access routes, protocols on allocations. Match SP funds to housing developments
- Regional level pressure required from RHB and HC, as well as central government.
- Include move-on from supported housing as target within LAA –GOSW to broker?
- Ensure that section 106 agreements are robustly applied
- Local accountability on accommodation provision from LA
- Local agreements and protocols
- RSL's to ensure active role is taken with internal reviews in light of this report
- Monitoring of systems and processes is key, e.g. IT, HB and CBL
- Data collection required on how many move-on tenancies have been sustained? Short/Med/Long term? Stats for 1-2yrs/3-5yrs/5-10yrs
- Link rural needs to rural developments, build locally
- Link up HEADLINE strategies
- HC duty to monitor RSL's more robustly on targets
- Clarify definitions of move-on and marble through policies and procedures
- South Gloucester 'Brokerage Service'
- ***Council's to re-assess clients each year***

## 2. **Housing supply**

### **Barriers**

- Lack of suitable social housing (1/2 beds)
- LA's transfer of stock
- Lack of HMO's
- Growth in population projected to increase
- MOPP pilot falling short due to lack of housing
- Private sector is too insecure – as a solution to the housing shortfall and in offering security to individuals
- Condition of housing offered, can be in the hard to let areas only/appropriateness for vulnerable persons being housed?
- Housing can be in poor condition
- Perception that not enough support given for the districts strategic intentions by Housing Corporation. Example of a county wide strategic bid to HC for 1 bed flats as move-on, with disappointing results.
- ***Lack of Social Housing***
- ***A need to be safe (hard to let areas)***
- ***Need ground floor housing due to disability***

### **Solutions**

- Development of private rented sector accommodation. Structure/Support/Standards. A PRS incentive and monitoring scheme
- Crash pad accommodation built in, to accommodate short-term crisis, with floating support
- Convert large houses into 1/2 beds flats
- Relapse beds
- Foyers work well, need to expand into rural areas.
- Lateral thinking, 1 beds not always the answer. Shared properties
- Work with and build the private sector

### 3. **Access to supply**

#### **Barriers**

- Many different routes to move-on, confusing
- Students in university towns can take up the private options
- Not all services/projects have access to assessment panels
- 5 different assessment panels in Plymouth
- Joint tenancies are not encouraged
- ***No guarantor, so can't access housing. I think it's odd that the Private Landlords ask for them, when they accept DSS***

#### **Solutions**

- Transparent referral systems and information
- Common Housing Register
- Create single clear access routes (see Poole)
- Joined up working across agencies, monitor effectiveness
- Cross - authority/boundary joined up working, sharing resources
- Using generic referral forms – common assessment criteria for move-on panel consideration (no cherry picking)
- Clients should be able to move back into supported housing if move doesn't work out for them, without fear of future offers
- Need to be affordable
- Bristol City Council has a priority move-on scheme, separate to Housing Register, for vulnerable clients.
- Homelessness Pathways, underpinned by MOPP
- Sensitive lets
- ***Use of resources such as, mobile phone to access providers, as can be very expensive***
- ***MAP panel has helped me a great deal (Somerset road show)***
- ***Having a support worker that knows where to go, other than the LA or Government agencies***
- ***Free Helpline Telephone Number***

### 4. **Resettlement, support planning and floating support services**

## Barriers

- If support too high or too low can lead to 'Revolving Door' syndrome
- Some floating support services are not pro-active.
- Time-limited floating support services, don't always match service user's progress
- Different criteria in different LA's
- Work is not carried out prior to move – e.g. service users leaving prison.
- ***Pre-tenancy work is not always offered. Move-on can have happened before support is in place***

## Solutions

- Training and support of clients, basic life skills programmes
- SP support services to be made available to tenants in PRS
- Tenant Accreditation Schemes – AMBER. Practical Housing Units
- Links into other funded support services e.g. Probation fund education, training and employment (Dorset)
- Every SU needs to have a clear move-on plan in place, when entering the service, during the service and post move-on
- Base plans on those used by other sectors e.g. Recovery model (see Wiltshire protocol)
- More forethought/planning required when offers of accommodation are made. Prevent setting people up to fail.
- Shekinah Mission (Plymouth) model works well
- Clear move-on plans address the issue of timing and speed
- ***Structured support plans for move-on***
- ***Supporting me through the process, offering clarity and practical advise***
- ***Maintaining tenancy through links and lifelines***
- ***Flexibility of support needed through negotiation.***  
***How/where/when/how much etc.***
- ***Having the right support changes lives***
- ***I need time, I don't like to be rushed***
- ***I need to know who to talk to***
- ***My worker helped a lot by being honest about the lack of housing and choice***
- ***Physically taking me to see places and explaining it all, really helped***
- ***Information about all options, helps make an informed choice***
- ***Having a Housing Officer who could respond and think outside the box, was great***

## 5. Financial

### Barriers

- HB. Under 25's Single room rent, pernicious obstacle.
- 4 month delay on payment to private landlords

- Direct payments – only if 8 weeks in arrears
- Deposit schemes – private landlords want higher rent, ring fenced away from under 25's. Don't always provide the amounts required for deposit.
- Being in debt especially previous housing debt
- Inadequate supply of debt and benefit advice
- Insufficient income once working to maintain accommodation. Benefits can be extended to the first 4 weeks of working, but sometimes this is not long enough.
- No financial assistance for women moving from domestic violence projects
- Community Care Grants – delays, not dealt with locally, inconsistent with awards.
- HB systems not easily followed by service users or private landlords.
- ***HB rules operating against single people, making 'Top up' payment unaffordable***
- ***No funding to move. Private rented landlords don't take people on benefits.***
- ***I can't provide a guarantor***
- ***HB gets stopped or suspended***
- ***Community Care Grants, not equal, some people get them, some don't***
- ***Dual benefit concerns***
- ***SU's in receipt of Incapacity Benefit not entitled to any financial help with moving.***
- ***It's a big financial jump***
- ***I need a CC grant, otherwise it's like going back to living in a squat.***

## Solutions

- Proposal on the table from CLG for SP Grant to fund deposits (April 07) Providing additional funds for schemes contracted to SP providers
- HC guidance on RSL's allocation policies. No ex-tenant should be 'banned'
- Some bond schemes guarantee payments e.g. Bristol City Council which meets 4 weeks rent in advance and £500.00 damage to Drug Intervention Programme clients
- HB discretionary payments could meet short fall?
- Fast tracking HB departments
- Introduction of consistent HB verification across the SW region
- HB do fast track on cases on NSP or NTQ
- HB 4 weeks payments, when returning to work could be extended to 12 wks
- Dual payments to landlords are helpful
- Individual budgets
- Community Care Grants should be made available to all supported housing tenants. One flat rate
- Customer centered HB service

- Taxation increases on to fund provision of homes and services (e.g. second homes tax to rise)
- ***Having a furniture trust goods are reasonably priced***
- ***Landlords prepared to waive guarantor and wait for pre-determinations***

## 6. Client related

### Barriers

- Probation tenancies seen as a barrier by some SU's
- Clients leaving prison – bond schemes are not working for this group, as they are not accepted.
- Mental health clients – poor perception by PRS
- Ex- drug user clients can tend to be housed on poor, high drug use/crime estates
- Housing women from domestic violence projects seems to be taking much longer
- Clients with mental health issues cannot always manage the process quickly enough.
- Clients suspicious of the PRS, don't feel safe or secure.
- ***I have lived in the same place for 16yrs, the main barrier is concern over future prospects and change of life style***
- ***Moving can mean a change of your personal contacts, GP's/CPN/Friends/community.***
- ***It's a big step***

### Solutions

- Pictorial lists for learning disability client group
- Involve clients in flat/house design
- Also see access to supply, resettlement and support planning

## 7. Staff related

### Barriers

- Poor links between floating support and supported housing services
- Amount of differing referral forms for SU's to complete
- Lack of expertise and knowledge
- Social Services and housing 'not speaking'
- ***Lack of clarity for SU's in navigating the systems***
- ***Bad practice. I don't know what the points system means.***
- ***They don't get a fair assessment of me***
- ***Staff are rude and unhelpful***
- ***Can't get hold of staff***
- ***I am treated like a second class citizen***
- ***It's difficult to get to talk to staff face to face***

- **Staff give excuses, lack of knowledge and resources for things not happening.**
- **Letter sent by LA's are confusing, don't make it clear if any action is required. Plain English please.**
- **Passporting benefit entitlement is not shared by agencies**

## **Solutions**

- Training to be provided for staff, under local protocol, on housing options and common approaches, could be competency based
- Appointing a 'move-on expert' within staff teams or a shared post across the LA. Appointing a PRS Development Officer to pro-actively build resources
- Sector needs to encourage more realistic expectations amongst staff. Need to look at things differently
- Partnership training co-coordinated so that agencies share, experiences, thereby addressing 'Ivory Tower' cultures within the sector.
- Joined up Housing Options and floating support services (Kennett has Housing Options staff trained as HB verification officers)
- A range of support services is required for marginalised clients, e.g. street homeless and sex workers

## **8. Social exclusion**

All barriers documented clearly lead to social exclusion. It is clear that the strategic and financial barriers play the main role here. So therefore barriers on a power/system/policy level. For clients the barriers are obviously felt on a personal level. I am excluded because..... that what the rules say... I don't have access to ... therefore I am excluded, self-fulfilling prophecy etc.

## **9. Emerging strategic /policy initiatives**

### **Somerset**

All five local authorities in Somerset have joined up IT systems, along with a joined up approach to the CBL system (modeled on the Homefinder system in Cornwall and Devon) which will mean one system county wide. The system includes access for vulnerable people, recognising support for move-on and the intensive housing management required.

The multi-agency MAP panel was mentioned by one service user as being really helpful in including the service user in the meetings and decision making processes.

### **Poole**

Poole Borough Council CBL system gives supported housing providers an annual quota of offers, is seen as effective and means that clients can see a way through the system. Therefore clients are motivated.

Poole operates a SP funded brokerage service run by the council which channels clients to appropriate move-on. This will provide basis for collecting information on unmet need for planning purposes.

Dorset SP commissioning body, a two-tier authority, is developing a multi-agency assessment panels at a district level to access SP services, which could include move-on.

Dorset Gateway is part of the SW Accommodation Gateway pilot scheme which provides a channeling system of working with prisoners and offenders to secure them appropriate housing with support.

### **Plymouth**

CBL trail is proving popular with clients living in supported housing. Plymouth Access to Housing works as a housing support agency and alongside the SW Accommodation Gateway Pilot (Plymouth).

Drug Intervention Programme is developing a national model to encourage PRS to engage with substance misusers. Best practice on this is being evaluated and available May 2007. DIP in Plymouth is working well with the PRS.

### **Exeter**

Vulnerable Young Persons Group, a multi-agency body providing a common approach to young person's homelessness.

## IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST

### TABLE 1

#### CURRENT ALLOCATIONS METHODS FOR DEALING WITH HOUSING APPLICANTS WISHING TO MOVE ON FROM SUPPORTED HOUSING BY SOUTH WEST LOCAL AUTHORITY

The following table has been constructed from web-based research carried out in December 2006 and January 2007 and defines the current position for each South West local authority in regard to its current position on Choice Based lettings, along with a brief summary on each authority's approach currently on how they manage move-on from supported housing through their allocations system (CBL or points). It is important to note that the table is a web based overview, and will be accordingly restricted in some detail, and the author of this report accepts that some authorities may have further information available in regard to this subject that the researcher was unable to track through the website route. The intention of this research is to gain a 'snapshot' of local authorities' general approach (with some detailed examples) in order that we may draw headline conclusions as to best practice.

In reading the following table, we would also ask that you take into account that RSL stock numbers are taken from the National Housing Federation's "South West Housing Timebomb" (2006) document, and are for year ending 31.3.2005.

Derek Finch

Derek Finch Associates (working with Mark Bannan (Consultant in Housing, Support and Care) and Nicholas Day Associates January 2007

**CURRENT ALLOCATIONS METHODS FOR DEALING WITH HOUSING APPLICANTS WISHING TO MOVE ON FROM  
SUPPORTED HOUSING BY SOUTH WEST LOCAL AUTHORITY**

*( Web based research Dec 2006 – Jan 2007 )*

**Version 5 – 10.01.07**

LOCAL AUTHORITY ( LSVT name where stock transferred )	UNITARY STATUS	STOCK OWNING ?	STOCK ( LA or ALMO )	STOCK ( RSL )	CBL ? ( CHOICE BASED LETTINGS )	NOTES / LOCAL AUTHORITY POLICY ( all Councils understood to have Common Register operating in each LA <b>Important note – LA website research only</b>  <b>** Where no mention of policy on LSVT local authorities, SOME may have transferred the Register / policy to be managed by the LSVT</b>
<b>UNITARY AUTHORITIES</b>						
BATH AND NORTH EAST SOMERSET ( Somer Community Housing Trust )	YES	NO	0	11133	YES	<p>Homeseekers scheme</p> <p>Assisted Move On Scheme</p> <p>So that tenants in supported housing are assisted to move on to independent accommodation supported housing providers will be given a number of places for the Assisted Move On Scheme on an agreed yearly basis.</p> <p>To be eligible for the scheme an applicant needs to be ready for independent living, have a clear rent account, and have the necessary support in place. If an applicant has not moved on within six months of being accepted on to the Assisted Move On Scheme the case can go before the Social Award Panel who may agree for an urgent social award to be given.</p>
BOURNEMOUTH BC	YES	YES	5150	2800	N/K	<p>Could not get any info from website on Allocation Policy</p> <p>Informed by e-mail ;</p> <p>“ With regard to CBL, we have just heard that we were unsuccessful in securing a bid from DCLG for a county-wide approach to CBL. We had hoped to secure funding, which would have been used to project manage the implementation of CBL in Bournemouth based on the Poole model. The bid included 4 other Dorset LAs. We are to meet again in the New Year to decide how we go forward. Bournemouth’s aim, however is to implement CBL asap, in 2007 if we can access and manage the resources required to do so, i.e. time/money. I should be in a position to give you a firmer position in a couple of months time.</p> <p>At the present there is no policy position on move-on accommodation. People who need to move-on access accommodation in the same way as anybody else. This has been recognized as a gap, which is to be addressed, initially, through our Homelessness Strategy. Although, having said that, the action will be to investigate this, not implement a scheme of any sort. The new Homelessness Strategy is currently being drafted and again, I would suggest that we can be more definite about this in a few months time. ”</p>

BRISTOL CITY COUNCIL	YES	YES	29693	9809	NO	<p>Points based allocations system off Common Register</p> <p>Council policy to award extra points where applicant on a contractual licence or living in a hostel. (3 – 6 points). Extra 10 points for each year on Register.</p> <p>Emergency rehousing policy allows qualifying move on applicants accommodated in specific hostels and supported housing projects (not defined in policy) to gain priority OUTSIDE the normal points system to enable an offer of accommodation to be made as soon as possible.</p> <p>Priority move on Scheme ; This scheme is to assist people who have been occupying specific direct access hostel accommodation for a minimum period of 3 months and specific supported housing projects for a minimum period of 6 months, to move into independent social housing. Applicants must be registered on the Bristol Housing Register, have the written support of their supported housing manager, have no support needs, or low support needs and a support package in place which meets the satisfaction of the social housing provider. If the applicant qualifies for the scheme, Bristol CC will prioritise their application on the Housing Register, subject to the emergency rehousing policy ( see above )</p>
NORTH SOMERSET ( North Somerset Housing Ltd )	YES	NO	6163	2217	NO	Date order and rules based on need to calculate place on Housing Register. No specific mention of treatment of move on applicants in literature.
PLYMOUTH CITY COUNCIL	YES	YES	15769	6471	NO	<p>Points based allocations system off Common Register</p> <p>Informal group of providers (SHIP, Shekinah Mission, Salvation Army etc) meet to consider move on requests from their projects. Group set up by SP team. People needing move-on can go via the Vulnerable Adults Panel ( part of PCC Allocations Policy ) Applicants registered from a hostel for more than 6 months get an extra 30 points on their application</p> <p>Recent initiative on CBL pilot- unfurnished properties to let pilot project People waiting for a Council home could get keys quicker if they are willing to be flexible in what they are looking for under a new housing allocations scheme being piloted.</p> <p>Applicants already on the Plymouth Housing Register or who are homeless will be able to bid for available properties advertised in Council Housing and Social Service offices, on library notice boards, the website or in the Evening Herald classified advertising section on Thursdays.</p> <p>Applications can only be considered from people already on the Plymouth Housing Register. The pilot project is looking at advising all people currently on the waiting list (including those already accepted as Homeless), of the chance to bid for such a property even though they may not be currently top of the priority housing list.</p>
POOLE BC	YES	YES	4706	2395	YES	Home Choice

Poole Housing Partnership - ALMO						<p>Could not find any direct referral to move on applicants within the published Allocations Policy, although Poole BC has a quota within their Home Choice system to house 30 people pa moving on from supported accommodation.</p> <p>Poole BC are about to introduce a ' brokerage ' service ( going live 12.3.07 ) with a team in housing allocations acting as a clearing house for move on referrals, as well as giving assistance in bidding, and referring for floating support</p>
SOUTH GLOUCESTERSHIRE	YES	YES	7948	2600	NO	<p>Points based system off Common Register Licensees ( e.g. hostels, holiday lets, refuges, institutions ) get 10 points</p> <p>Immediate priorities section includes " Applicants leaving supported housing where they were initially placed by the Housing Dept to satisfy the duties laid down in the Housing Act 1996 ( Part VII ) – 1000 points ( one thousand )</p> <p>Currently looking to prioritise move-on from supported housing in their approach to CBL.</p>
SWINDON BC	NO	YES	10846	3766	NO	<p>Points based system ; policy states -</p> <p>Section P. Undertaking to Move-On: Swindon Borough Council has agreed arrangements to move applicants on from temporary hostel accommodation. These applicants will be referred to the Council and receive special approval points subject to adhering to the Council's allocations policy.</p>
TORBAY COUNCIL ( Riviera Housing Trust )	YES	NO	0	4794	YES	<p>HOMEFINDER TORBAY ( as Homefinder Direct, but ring fenced for Torbay only )</p> <p>Terms of Reference for Welfare Assessment Panel is appended as example for Homefinder model of CBL ( as used in Torbay )</p>
CORNWALL AND THE ISLES OF SCILLY						
CARADON DC	NO	YES	3584	776	YES	<p>HOMEFINDER DIRECT – use of Welfare Assessment Panel to deal with vulnerable cases.</p> <p>For those applicants in supported housing who are deemed ready for move on by the provider, the application is dated the day the applicant first moved in to supported accommodation, and they are then placed in the GOLD band (highest band apart from emergency card, of which very few are given) Freedom to bid within Homefinder LAs, apart from Torbay (would need to be registered locally for Torbay currently).</p> <p>Cross boundary Register for all Homefinder Direct partners excluding Torbay, and for West Devon bidders asking for North Cornwall.</p>
CARRICK DC ( Carrick Housing – ALMO )	NO	YES	3743	1087	YES	<p>CARRICK HOUSING CHOICE</p> <p>Applicants referred under Carrick DCs formal Move-on Agreement are classed as</p>

						Silver Band - Care (joint 'score' plus date order), the Council commits to a 5% quota on annual lettings to this band, which is for move-on, and medical and welfare applicants.  2006/07 target set for 199 applicants in SILVER CARE BAND of 26 allocations for 1 or 2 bed properties. Positive target setting.
KERRIER DC ( Coastline Housing )	NO	NO	0	4836	NO	Still allocations system based on offers, but labelled as Choice based ( same as Penwith )  The Council currently sits on the Special Needs Accommodation Panel which is a county wide strategic body whose role is to jointly commission supported housing projects in Cornwall. SNAP aims to ensure that the statutory partners work together to achieve their strategic goals on supported housing within the county. SNAP has proposed a policy for a county wide quota of move-on accommodation for residents who are ready to leave specialist supported housing projects thereby ensuring that bed blocking of projects is kept to a minimum. The Council is committed to supporting this Policy and has agreed a quota of move-on accommodation which will be incorporated into its annual lettings plan
NORTH CORNWALL DC	NO	YES	3406	1189	YES	HOMEFINDER DIRECT ( as above )
PENWITH BC ( Penwith HA )	NO	NO	0	4068	NO	Still allocations system based on offers, but labelled as Choice based ( same as Kerrier )  The Council currently sits on the Special Needs Accommodation Panel which is a county wide strategic body whose role is to jointly commission supported housing projects in Cornwall. SNAP aims to ensure that the statutory partners work together to achieve their strategic goals on supported housing within the county. SNAP has proposed a policy for a county wide quota of move-on accommodation for residents who are ready to leave specialist supported housing projects thereby ensuring that bed blocking of projects is kept to a minimum. The Council is committed to supporting this Policy and has agreed a quota of move-on accommodation which will be incorporated into its annual lettings plan.
RESTORMEL BC ( Ocean Housing )	NO	NO	0	4262	YES	HOMEFINDER DIRECT ( as above )
ISLES OF SCILLY	NO	YES	121	57	N/K	NO INFORMATION ON WEBSITE
<b>DEVON</b>						
EAST DEVON DC	NO	YES	4331	1426	YES	Allocations policy based on the principles of CBL.  Applicants moving on from supported accommodation " are placed in the Bronze band until such time as it has been agreed by the relevant agencies that a move-on to more independent living is appropriate, at which point they will be given a priority card and placed in the gold band "

EXETER CC	NO	YES	5109	3539	YES	<p>EXETER HOME CHOICE – web based system</p> <p>The Exeter Move-on Panel (EMP) considers referrals in accordance with Exeter Homechoice Policy.</p> <p>Any applicant living in designated 'supported' accommodation in the Exeter area who has been assessed by the panel as ready for 'move-on' into independent accommodation will be awarded an application date equal to the day they moved into the scheme. They will however not be placed in the band until their application has been scrutinised by the panel and their application will remain in entry level if they apply for housing prior to them being ready for move on.</p> <p>The group is a multi agency body and comprises representatives from Exeter City Council Housing, Street Homeless Outreach Team (SHOT), Community Mental Health Team (CMHT) and Carr-Gomm. This group meets to consider move-on options for clients reaching the end of their placement in Exeter Hostels and Supported accommodation projects. The effect of acceptance is that the clients Exeter Homechoice application is moved into the Red Band. From time to time representatives of supported housing projects may attend the group to seek referral of appropriate clients into their projects' vacancies. ( SEE APPENDIX B FOR PROCEDURE )</p>
MID-DEVON DC	NO	YES	3172	914	NO	HOMEFINDER DIRECT ( as above )
NORTH DEVON DC  (North Devon Homes)	NO	NO	2	4219	NO	<p>Points based allocation system .</p> <p>Shared Accommodation or Lack of Accommodation – applicants residing in special needs or hostel accommodation will not normally receive points under this section until they are deemed in the opinion of the Council to be ready for independent living</p>
SOUTH HAMS DC  ( Tor Homes )	NO	NO	0	4078	NO	<p>Points based allocation system</p> <p>No extra points for leaving hostel or refuge unless accepted as homeless and in insecure accommodation</p> <p>But...</p> <p>In order to promote community safety and the well being of vulnerable and socially excluded applicants, additional priority under health or social criteria may be awarded when applicants are leaving institutional or therapeutic care. Examples of this may include ;</p> <ul style="list-style-type: none"> <li>• Young people who have been looked after by Social Services</li> <li>• People leaving long term hospital care</li> <li>• People leaving prison or a probation hostel</li> <li>• People leaving drug or alcohol rehab</li> </ul>
TEIGNBRIDGE DC  ( Teign Housing )	NO	NO	0	4810	NO	** Points based system - Absolute priority for 4 applications per year for move-on from local authority/housing association special needs accommodation or tied tenancies

TORRIDGE DC	NO	YES – due for management by Westcountry HA from 2007	1699	632	NO	<p>Points based allocation system</p> <p>Individual RSL schemes written into Council guidelines ; no direct reference to move on by Torridge.</p> <p>SANCTUARY HA – extra points ( 100 ) given for move on from supported accommodation where applicant is being referred by a special needs agency with whom Sanctuary has an agreed target for move on</p> <p>ENGLISH CHURCHES HOUSING GROUP – applicants from their own supported housing schemes can get an extra 50 points if the Supported Housing Officer working with the applicant confirms that resettlement at that time is appropriate</p> <p>No other RSL specifications</p>
WEST DEVON BC ( West Devon Homes )	NO	NO	0	1891	YES	HOMEFINDER DIRECT ( as above )
<b>DORSET</b>						
CHRISTCHURCH BC Twynham HA	NO	NO	0	2350	NO	<p>Points based system. Could not find any Housing Allocations policy for this Council on their website – Housing info under <a href="http://www.dorsetforyou.com">www.dorsetforyou.com</a> , although CBL only appears to apply to East Dorset</p> <p>**</p>
EAST DORSET DC East Dorset HA	NO	NO	0	3541	YES	<p>HOMEFINDER EAST DORSET</p> <p>Appears to be same model as other Homefinder model ; may have local differences</p>
NORTH DORSET DC North Dorset HA	NO	NO	0	3537	NO	<p>No information on website as to how allocations made (points or not); but clearly not CBL.</p> <p>**</p>
PURBECK DC Purbeck Housing Trust	NO	NO	0	2220	NO	Points based allocations system – no information on LA policy
WEST DORSET DC Magna HA	NO	NO	0	6112	NO	<p>No information on website as to how to apply for housing in West Dorset</p> <p>**</p>
WEYMOUTH AND PORTLAND BC Weymouth and Portland Housing	NO	NO	0	3873	YES	<p>HOMECHOICE</p> <p>No specific mention on website of how those in supported housing will be assisted through the system</p> <p>**</p>
<b>GLOUCESTERSHIRE</b>						
CHEL滕HAM BC	NO	YES	4807	2137	** see below	Points based system – no specific mention of hostels or move –on preference

Cheltenham Borough Homes - ALMO						given in published Allocations Policy
COTSWOLD DC Fosseway HA	NO	NO	0	5214	YES	Homeview CBL scheme SUPPORTED HOUSING MOVE-ON – policy puts applicant into GOLD BAND ( highest ), when ;  Copy of letter from the Support Provider confirming that the applicant resides within a Supported Housing Project that is within the HomeView scheme area or is residing in a Supported Housing Project outside of the HomeView scheme area but moved to the Project from the HomeView scheme area, and is ready to 'move-on' into independent accommodation.
FOREST OF DEAN DC Forest of Dean Housing	NO	NO	0	4355		Points based housing register – no specific mention or preference for those in supported accommodation
GLOUCESTER CITY COUNCIL Gloucester CC - ALMO	NO	YES	4703	2372	<b><i>** All 6 of these councils are planning a</i></b>	Points based system – no policy online
STROUD DC	NO	YES	5294	1076	<b><i>New regional Choice based lettings system together and have just secured</i></b>	Points based housing system – “ If you are in temporary accommodation such as short-term hostel, sleeping on friends' floors or bed and breakfast (not provided under homelessness legislation) = 10 points “ and ;  Under Social Factors ;  “ Where applicants are leaving specialist provision establishments in the District and move on accommodation is needed to make best use of these resources = 20 points “
TEWKESBURY BC Severn Vale HS	NO	NO	6	3906	<b><i>£150k Govt funding to do so</i></b>	Points based system – if in a hostel or Bed and Breakfast an extra 30 points are awarded
<b>SOMERSET</b>						
MENDIP DC Mendip Housing	NO	NO	0	5727	NO	Points system  Womens refuge residents get extra 75 points / 20 points for those in other hostels, institution or residential care
SEDGEMOOR DC ALMO expected 2007	NO	YES	4189	1872	NO	Points based system – no online Allocation Policy
SOUTH SOMERSET DC South Somerset Homes	NO	NO	2	9762	NO	Investigating county wide CBL scheme currently, but existing scheme is points system, with no website indication of allocation policy / consideration for move-on **
TAUNTON DEAN BC	NO	YES	6210	1570	NO	Points based housing register – no specific mention of hostels or move-on requirements in published Allocations Policy
<b>WILTSHIRE</b>						
WEST SOMERSET DC Magpa West Somerset	NO	NO	0	6079	YES	Home based housing register – no policy online **

						<p>Appendix to Kennet Allocations Policy on Move-on Accommodation ;</p> <p>“ Applicants housed into supported housing will be considered adequately housed. They will not be eligible to move on until they have lived in the accommodation for 6 months and the housing provider supports their need to move on. If they are accepted on to the Register, they will be awarded a <b>renewable priority card (highest category)</b> to assist them to move on as quickly as possible.</p> <p>Statutory homeless tenants living in supported accommodation, whom Kennet DC still have a legal duty to house, will be given a <b>3 month time limited priority card</b> to assist with their search for accommodation. If unsuccessful within that period, Kennet DC will reserve and offer a suitable vacancy as soon as one arises. “</p>
NORTH WILTS DC <i>Westlea HA</i> + <i>West Wiltshire HS</i>	NO	NO	0	6805	NO	Points based system run by Westlea ; no mention of move-on in Westlea Policy document
SALISBURY DC	NO	YES	5437	1908		<p>Points based system ; policy contains paragraph headed ;</p> <p>“ Move-on into independent living ;</p> <p>The Council works in partnership with a number of specialist providers of supported accommodation. When a person is considered ready to move to more independent living then there is a potential for the provider to use the homelessness route for securing rehousing. Our approach is not to use this route but to reflect priority through the points. Requests for move-on will need to be supported by the provider and respective support agency. The provider will need to complete and submit a move-on request form. All cases will be considered on an individual basis. “</p> <p>Allocation policy now gives 75% of 1 beds or bedsit vacancies to those in supported housing and ready to move on.</p>
WEST WILTS DC	NO	NO	63	6491	YES	<p>Homes4WestWiltshire CBL scheme</p> <p>Policy states ;</p> <p>They will be put in the top band for rehousing (Band A) for the bidding process “when an applicant residing in a supported housing project is ready to move on to independent accommodation. This will need to be confirmed in writing by the project provider and will only apply where there has been a service level agreement between the Council and provider.”</p>

## Source references

Local authority websites

National Housing Federation document 2006 – “The South West Housing Timebomb “

## APPENDIX A

### **Homefinder Torbay – Welfare Assessment Panel**

#### **Terms of Reference & Working Processes**

1. The Panel will normally comprise representatives from Riviera Housing Trust and the Torbay Housing Partnership; Social Services; Community Mental Health; Torbay Council; Devon Partnership Trust and Supporting People Team.
2. The Panel will also welcome occasional attendance by other representatives from other support services and HFT partner landlords who may wish to discuss the welfare of individual clients or tenants.
3. The Panel will meet on a fortnightly basis to consider the following applications:
  - a) Medical assessments
  - b) Special needs assessments
  - c) Applications for sheltered housing
  - d) Vulnerability of applicants under the homeless legislation
  - e) Any other application regarding a persons' welfare and current accommodation or housing need.
4. The Panel will utilise an Assessment Matrix produced by a Special Needs Accommodation Panel (SNAP) and applicants' confidential records to agree an appropriate priority for their HFT banding.
5. Medical assessments: An applicant's physical health and current housing circumstances will be compared and considered to provide an assessment as to how their health may or may not be improved if alternative or more suitable accommodation was secured by the applicant. The Panel will award a priority ranging from Nil to Urgent depending on the urgency of the applicants' need.
6. Special needs assessments: In a similar way to medical assessments, the applicant's mental health and housing circumstances will be assessed. Special needs application forms should be completed by the applicants support worker or other professional acting on their behalf.

7. Applications for sheltered housing: where an applicant to HFT is under retirement age and not obviously frail or physically vulnerable, the Panel will consider whether any other physical or mental condition may qualify the applicant for accommodation in sheltered housing with the need for warden support. Where the Panel considers the applicant to be suitable for sheltered accommodation, this will be recorded on their HFT application and entitle them to bid for any sheltered properties that may be advertised.
8. The Panel will also consider initial appeals from applicants regarding original priority awards, but only if new and relevant information is provided by the applicant or their support worker.
9. Panel members may be privy to confidential information related to individual applicants during the course of their assessments. All members give an undertaking not to discuss such information outside of the Panel meetings.

## APPENDIX B

### Procedure for Exeter Move-on Panel

#### **Introduction**

The Exeter Move-on Panel (EMP) considers referrals in accordance with Exeter Homechoice Policy. The group is a multi agency body and comprises representatives from Exeter City Council Housing, Street Homeless Outreach Team (SHOT), Community Mental Health Team (CMHT) and Carr-Gomm. This group meets to consider move-on options for clients reaching the end of their placement in Exeter Hostels and Supported accommodation projects. The affect of acceptance is that the clients Exeter Homechoice application is moved into the Red Band. From time to time representatives of supported housing projects may attend the group to seek referral of appropriate clients into their projects' vacancies.

#### **Qualification**

In order to be referred to EMP, clients must meet the following criteria: -

- They must be registered on the Council's Housing register at their current address. In order to register, they must have met the Council's Local connection criteria that should be established prior to their hostel placement.
- They must not have any unresolved, outstanding rent arrears, or re-chargeable repair bills with any social housing provider.
- They must have been placed into supported accommodation by a referral from either Exeter City Council or The Youth Housing Worker at The Devon Youth Association (DYA).
- The following Projects can refer directly into EMP; The Bridge Project, Esther Community and Gabriel House. For both Esther and Gabriel the clients being referred have to follow the local connection criteria and have to come from the Hostels move on accommodation: i.e. Mount Pleasant and Northernhay Place and Esther's move on bedsits. Clients leaving supported lodgings are also eligible providing they meet the criteria.

- If a client is referred by one of the above into another supporting people project then they are still eligible. The client will always carry the right to be nominated to the Exeter Move-on Panel from the initial point of referral. For example, a client moving from Gabriel or Esther into Mortimer will be eligible for EMP.

### **Who can refer**

Only hostels and supported accommodation providers who are Registered Social Landlords can refer through the EMP. Private landlords who receive supporting people funding will not be able to refer.

### **Preparation**

It would normally be expected that the client has been resident in the hostel for at least six months at the point of referral.

Prior to making a referral to the EMP, referral agencies are expected to carry out a full housing needs assessment for the client. This is necessary to establish the preparedness of the client for move-on from the hostel / project; the type of accommodation needed for successful move-on; and the level of on going support the client will need during and after move-on.

Using this information the referral agency should still explore all appropriate move-on options through supported housing and private housing but only if this is necessary to meet your client's needs. If some projects have not been applied to, on the grounds that they are inappropriate for the client's needs, then this information must be contained in the referral. If appropriate opportunities surface through this process, clients should be guided to take them up. Evidence of this preparatory work should be gathered to support the referral.

## **Completion of Referral Form**

**All referral forms need to be submitted in typed format, with the client's name, date of birth and full current address should be completed. Referees are also expected to give details of any other names the client is known or has been known by. The date on which the client's current hostel residence started should be given.**

**1. The ability of the client to maintain a tenancy in an appropriate manner:**

Detail the client's ability to manage rent payments, utilities payments, manage self-care, engage with appropriate support, manage visitors and relationships with neighbours in accordance with tenancy conditions.

**2. Local Connection to Exeter:**

A local connection for the purposes of this policy is defined as:

**Residence:**

- Currently living in Exeter and has been resident in the city for at least 6 months.
- Having lived in Exeter city for at least 3 out of the last 5 years at the date of application.
- Having lived in Exeter City for at least 10 years cumulatively at any time in their life.

Residence must be 'of choice' and does not include periods in H.M. Forces accommodation, student accommodation, prison, hostels, hospital, or other institution.

**(For the purposes of EMP, priority will be given to applicants who have a local connection with Exeter before going into a partnership hostel.)**

If an applicant does not qualify under the residence criteria then the following may apply.

**Work:**

- Currently working full or part time in Exeter City, providing the applicant has done for at least 6 months at the date of the application. This includes voluntary work of at least 16 hrs per week as long as it is with a registered voluntary employer. A letter of confirmation from the employer must be provided.

**Family:**

- Local connection cannot be established solely by having family in the City.

**3. Stability of the Client:**

Issues such as substance misuse and illegal behaviour should be identified together with information about how client is managing these and any other influences that might affect their success in future tenancies.

**4. Support Needs:**

Clients who are referred for move-on through EMP from supported hostels / projects are expected to have some support needs. Details of these needs should be given, from transitional support with benefit changes, furniture provision, and utilities to on going support plans.

**5. Care Plan / Support Package: An up to date Needs Assessment and Care Support Plan must be included with the client and will be passed onto the new landlord if the client is successful.**

Names and contact details of all support providers should be given. Each support provider should confirm their agreement to the move on proposal and the level of support they will offer the client during and after move-on is achieved. These details will be forwarded to social landlord with nomination. If your organisation is unable to provide ongoing support due to financial restraints or lack of resources then it is important that you find another organisation to provide the ongoing floating support, and that this is in place before the successful applicant moves.

**6. Risk Issues:- Up to date Risk Assessment must be included and will be passed onto new landlord if the client is successful.**

Please provide details of any known risks for public or personal safety. If previous convictions include arson, violence or sex-offences, reference should be made to the progress achieved since the offences were committed. You should also indicate if the client is subject to the RAMP or MAPP procedures. The risk assessment must be updated if changes occur after referral.

**7. Move-on Options:**

Details of all move-on options considered during the preparation stage should be given. It is of the utmost importance that you have proven that alternative accommodation has been sought and that you give reasons why this accommodation was unsuitable.

## Process

- Other information that should be submitted, if relevant; probation officer's report, doctor's report, details of previous Council or Housing Association tenancies, and any other information that affects the client's move-on needs and options. A supporting letter from the applicant should also be considered.
- The referral form and supporting evidence should be sent to the Move-On Officer at Exeter City Council, Civic Centre, Paris Street, Exeter, EX4 4UY.
- The Move-On Officer will arrange for copies of the referral to be made for each member of the next EMP panel.
- The EMP panel will meet every six weeks.
- There are three possible outcomes: -
  - (a) **Request for further information** to enable the panel to reach a decision in writing to referral agency or hostel.
  - (b) **Refusal**. Client, hostel and referral agency will be written to with reasons for refusal and suggestions of alternative move-on options if appropriate.
  - (c) **Acceptance**. Client, hostel and referral agency to be advised in writing.
- Accepted referrals will be prioritised on the Council's waiting list. This will be achieved by moving them up to the Red band in the Home Choice scheme.
- While accepted clients are prioritised in this way, the referral agency or hostel will be expected to work with them to monitor appropriate properties becoming available and make bids.
- Hostels and referral agencies will also be expected to advise the EMP panel through the Move-On Officer at Exeter City Council of any changes in the client's circumstances. These might include, but are not limited to: -

*New Rent Arrear problems.*

*Breach of Tenancy since referral.*

*Issues involving violence or anti-social behaviour.*

*Change in support needs or support provision.*

*Client moves-on outside of the Council's allocation procedure.*

- The panel will reconsider clients who are referred back due to a change in circumstances. If the change necessitates withdrawal of acceptance, the client, hostel and referral agency will be advised in writing and priority on the Home Choice scheme will be adjusted according to the client's new circumstances.
- Exeter City Council will keep details of the clients' EMP referral and the outcome with their waiting list application. Additional copies of the referral made for members of the EMP panel will be destroyed after the meeting at which a final decision is taken to accept or refuse referral.
- The move-on officer will be responsible for keeping minutes of each meeting and monitoring the number of acceptances. At the beginning of each EMP meeting, the panel should be advised of the number of referrals made, refused, accepted and of those how many have been successfully rehoused.

### **Hostel Nominations into Social Housing**

### **Appeals & Complaints Procedure**

#### **Mechanics & Stages of the Procedure**

A detailed record of appeals or complaints and steps taken to resolve them should be made in every case. This will include whether the appeal or complaint was upheld or not, the reasons for this and any action taken.

#### **Matters which come under the remit of the Procedure**

- Appeal against a decision to refuse a referral.
- Complaint regarding the manner in which an application is considered.
- A complaint regarding the mechanics and remit of EMP.

This is not an exhaustive list and any matter would be considered on its merits.

## **First Stage**

In the first instance the complainant has the option to put any concerns or queries to any member of the EMP panel in case they can be resolved swiftly and easily to the satisfaction of all parties without the need for further action. Members of the EMP panel receiving such queries will be expected to record them and report to the next meeting of the panel. Although this is an informal stage, details should be recorded and kept with the client's referral forms.

## **Second Stage**

If the appeal or complaint cannot be resolved in this way, details should be put in writing together with supporting evidence and sent to the Housing Advice Team Leader at Exeter City Council. The complaint or appeal and the original referral will be copied for all members of the EMP to consider at the next meeting. The EMP will consider the complaint or appeal and provide a written response details if they uphold the appeal or complaint and action to be taken.

## **Third Stage**

If the complainant or appellant is still not satisfied, the Housing Needs Manager at Exeter City Council will investigate the complaint or appeal.

## **Members of the EMP**

Resettlement Worker, Carr-Gomm  
Manager, Street Homeless Outreach Team (SHOT)  
Accommodation & Development Officer, Community Mental Health Team  
Move-On Officer, Exeter City Council

## **IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST**

### **TABLE 2**

#### **SOUTH WEST LOCAL AUTHORITY AND RSL STOCK WITH CURRENT PERFORMANCE AGAINST RHB 8% BENCHMARK (2005/06)**

##### ***IMPORTANT NOTE***

*Percentages are recorded against RSL lets only as these were sourced through CORE. Authorities who have transferred all their stock are highlighted in orange; these being the only LA areas where the percentage will be an accurate reflection of current performance against the benchmark.*

*The researchers were unable to access the equivalent information for those LA's with their own stock and the table should be read accordingly.*

SOUTH WEST LA  <b>THOSE LA's KNOWN TO BE ACHIEVING REGIONAL 8% TARGET MARKED IN GREEN</b>	LA STOCK 31.3.05 ( <u>ALL STOCK</u> )	RSL STOCK 31.3.05 ( <u>ALL STOCK</u> )	TOTAL RSL LETS TO THOSE LEAVING SUPPORTED HOUSING 2005/06  <u>EXCLUDING INTERNAL TRANSFERS</u>	PERCENTAGE OF LETS TO THOSE LEAVING SUPPORTED HOUSING 2005/06 <u>AGAINST RHB 8% BENCHMARK</u>
				<u>EXCLUDING INTERNAL TRANSFERS</u>
Bath and NE Somerset UA	0	11133	14	3.2%
Bournemouth UA	5150	2800	1	1.1%
Bristol City UA	29693	9809	42	7.1%
North Somerset UA	6163	2217	2	1.2%
Plymouth UA	15769	6471	5	1.6%
Poole UA	4706	2395	3	1.8%
South Gloucestershire UA	7948	2600	4	1.7%
Swindon UA	10846	3766	5	2.7%
Torbay UA	0	4794	9	3.7%
<b>CORNWALL AND THE ISLES OF SCILLY</b>				
Caradon	3584	776	1	1.6%

Carrick	3743	1087	0	0%
Kerrier	0	4836	14	5.9%
North Cornwall	3406	1189	4	4.6%
Penwith	0	4068	16	12%
Restormel	0	4262	15	6.5%
Isles of Scilly	121	57	0	0%
<b>DEVON</b>				
East Devon	4331	1426	0	0%
Exeter	5109	3539	21	7.2%
Mid Devon	3172	914	2	2.6%
North Devon	2	4219	0	0%
South Hams	0	4078	3	1.9%
Teignbridge	0	4810	6	3.8%
Torridge	1699	632	1	1.6%
West Devon	0	1891	2	1.4%

<b>DORSET</b>				
Christchurch	0	2350	0	0%
East Dorset	0	3541	3	3.7%
North Dorset	0	3537	10	3.3%
Purbeck	0	2220	2	2.5%
West Dorset	0	6112	7	2.6%
Weymouth and Portland	0	3873	12	9.2%
<b>GLOUCESTERSHIRE</b>				
Cheltenham	4807	2137	15	17.0%
Cotswold	0	5214	7	2.7%
Forest of Dean	0	4355	7	0.3%
Gloucester	4703	2372	10	4.2%
Stroud	5294	1076	1	1.8%
Tewkesbury	6	3906	0	0%

<b>SOMERSET</b>				
Mendip	0	5727	8	2.5%
Sedgemoor	4189	1872	4	2.8%
South Somerset	2	9762	14	3.5%
Taunton Deane	6210	1570	3	3%
West Somerset	0	2288	1	1.2%
<b>WILTSHIRE</b>				
Kennet	0	6013	6	1.5%
North Wiltshire	0	6805	12	2.8%
Salisbury	5437	1908	6	4.6%
West Wiltshire	63	6491	4	1.1%
<b>TOTALS</b>	<b>136153</b>	<b>166898</b>	<b>302</b>	<b>2.92%</b>

Sources

NHF CORE stats 2005/06

Housing Corporation Investment Management System enquiry January 2007

## IDENTIFYING AND OVERCOMING THE BARRIERS TO PROVIDING AND SECURING MOVE-ON ACCOMMODATION IN THE SOUTH WEST

### TABLE 3

#### ANALYSIS BY RATIO OF THE NUMBER OF SUPPORTED HOUSING MOVE- ON LETS IN SOCIAL HOUSING STOCK POSSIBLE PER ANNUM SET AGAINST THE RHS 8% BENCHMARK BY LOCAL AUTHORITY AREA

Figures are analysed against the existing number of sp funded short term accommodation units in each local authority

**Note:** the figures are compromised in that local authority figures were not available for annual lettings (exc internal transfers) for the 2005/06 financial year; contact was made with both GOSW and the housing corporation to determine these but figures were not available.

However, the la areas where stock has been transferred to an LSVT, have allowed the researchers to determine absolute figures for those particular la areas (where stock has not been transferred then columns are marked n/a )

The outcomes in those areas clearly show a disparity between the expectation of meeting the 8% govt target, and their individual ability to meet the target given the varied numbers of sp funded units in each la area

### ***IMPORTANT NOTE***

*Percentages are recorded against RSL lets only as these were sourced through CORE. Authorities who have transferred all their stock are highlighted in orange; these being the only LA areas where the percentage will be an accurate reflection of current performance against the benchmark.*

*The researchers were unable to access the equivalent information for those LA's with their own stock and the table should be read accordingly.*

SOUTH WEST LA  <b>THOSE LA's KNOWN TO BE ACHIEVING REGIONAL 8% TARGET MARKED IN GREEN</b>	TOTAL RSL LETS 2005/06 <i>excluding internal transfers</i> ( FIGURES NOT AVAILABLE FOR LA's )	TOTAL RSL LETS TO THOSE LEAVING SUPPORTED HOUSING 2005/06  <u>EXCLUDING INTERNAL TRANSFERS</u>  SOURCE : CORE	TOTAL NUMBER OF SUPPORTED HOUSING SHORT TERM UNITS PER LA ( FROM WHICH MOVE-ON MAY BE REQUIRED )	NUMBER OF LETS REQUIRED EACH YEAR PER LOCAL AUTHORITY TO MEET 8% TARGET FOR THOSE LEAVING SHORT TERM SUPPORTED HOUSING ( based on 2005/06 RSL FIGS )	RATIO OF 8% TARGET NEEDS AGAINST TOTAL NEEDS FOR ALL SHORT TERM SP FUNDED UNITS  EG. BATH AND NORTH EAST SOMERSET ;  35 : 271 = 1: 8 ( this means that one client can move on under the 8 % target each year for every 8 SP supported housing units in that authority )
Bath and NE Somerset UA	433	14 ( 3.2% )	271	35	1 : 8
Bournemouth UA	87	1 ( 1.1% )	656	N/A	N/A
Bristol City UA	591	42 ( 7.1% )	Figure not available at date of report ( FNA )	N/A	N/A
North Somerset UA	162	2 ( 1.2% )	279	N/A	N/A
Plymouth UA	315	5 ( 1.6% )	512	N/A	N/A
Poole UA	166	3 ( 1.8% )	FNA	N/A	N/A
South Gloucestershire UA	229	4 ( 1.7% )	199	N/A	N/A
Swindon UA	185	5 ( 2.7% )	178	N/A	N/A

Torbay UA	246	9 ( 3.7% )	163	20	1 : 8
<b>CORNWALL AND THE ISLES OF SCILLY</b>					
Caradon	63	1 ( 1.6% )	52	N/A	N/A
Carrick	45	0 ( 0% )	109	N/A	N/A
Kerrier	239	14 ( 5.9% )	122	20	1 : 6
North Cornwall	87	4 ( 4.6% )	51	N/A	N/A
Penwith	133	16 ( 12% )	104	11	1 : 10
Restormel	232	15 ( 6.5% )	144	19	1 : 8
Isles of Scilly	11	0 ( 0% )	FNA	N/A	N/A
<b>DEVON</b>					
East Devon	81	0 ( 0% )	68	N/A	N/A
Exeter	291	21 ( 7.2% )	339	N/A	N/A
Mid Devon	75	2 ( 2.6% )	41	N/A	N/A
North Devon	87	0 ( 0% )	89	7	1: 13

South Hams	159	3 ( 1.9% )	33	13	1 : 3
Teignbridge	157	6 ( 3.8% )	39	13	1 : 3
Torridge	63	1 ( 1.6% )	11	N/A	N/A
West Devon	146	2 ( 1.4% )	9	12	1 : 1
<b>DORSET</b>					
Christchurch	118	0 ( 0% )	27	10	1 : 3
East Dorset	101	3 ( 3.7% )	22	8	1 : 3
North Dorset	305	10 ( 3.3% )	38	25	1 : 1.5
Purbeck	80	2 ( 2.5% )	14	7	1 : 2
West Dorset	274	7 ( 2.6% )	157	22	1 : 8
Weymouth and Portland	131	12 ( 9.2% )	212	11	1 : 20
<b>GLOUCESTERSHIRE</b>					
Cheltenham	88	15 ( 17% )	204	N/A	N/A
Cotswold	262	7 ( 2.7% )	155	21	1 : 7

Forest of Dean	246	7 ( 0.3% )	159	20	1 : 8
Gloucester	137	10 ( 4.2% )	267	N/A	N/A
Stroud	55	1 ( 1.8% )	164	N/A	N/A
Tewkesbury	315	0 ( 0% )	100	26	1 : 4
<b>SOMERSET</b>					
Mendip	316	8 ( 2.5% )	112	26	1 : 5
Sedgemoor	142	4 ( 2.8% )	98	N/A	N/A
South Somerset	400	14 ( 3.5% )	270	32	1 : 9
Taunton Deane	100	3 ( 3.0% )	272	N/A	N/A
West Somerset	85	1 ( 1.2% )	6	7	1 : 1
<b>WILTSHIRE</b>					
Kennet	388	6 ( 1.5% )	FNA	32	N/A
North Wiltshire	430	12 ( 2.8% )	FNA	35	N/A
Salisbury	131	6 ( 4.6% )	FNA	N/A	N/A

West Wiltshire	359	4 (1.1% )	FNA	29	N/A	
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Sources: NHF CORE and Supported Housing Unit numbers from RIG Co-ordinator at DCC.

SEE SUB -TABLE 3 (i) OVERLEAF FOR BREAKDOWN BY UNITARY AUTHORITY / COUNTY

SUB-TABLE 3 (i) - PERFORMANCE BY UNITARY AUTHORITY / COUNTY		
UNITARY AUTHORITY / COUNTY  NO REMAINING LA STOCK	TOTAL RSL Lets TO THOSE LEAVING SUPPORTED HOUSING 2005/06 EXC. INTERNAL TRANSFERS	PERCENTAGE ACHIEVED AGAINST 8% RHB BENCHMARK
Bath and NE Somerset UA	14	3.2
Bournemouth UA	1	1.1
Bristol City U	42	7.1
North Somerset UA	2	1.2
Plymouth UA	5	1.6
Poole UA	3	1.8
South Gloucestershire UA	4	1.7
Swindon UA	5	2.7
Torbay UA	9	3.7
Cornwall and the Isles of Scilly	50	4.4
Devon	35	2.3
Dorset	34	3.6
Gloucestershire	40	4.3
Somerset	30	2.6
Wiltshire	28	2.5