

**Report for:** CABINET

**Item number:** 10

**Title:** Housing Support Transformation (Part1)

**Report**

**authorised by:** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Dan Hawthorn, Director of Housing & Growth

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key decision

## **1. DESCRIBE THE ISSUE UNDER CONSIDERATION**

- 1.1 This report presents the outcome of the one-year Supported Housing Review. The review explored supported housing demand, support models and built environments in the borough and culminates in 11 recommendations for change described in appendix 3 the Housing Support Recommendations Framework. The vision, principles and objectives in the framework reflect a changing housing and social care landscape that emphasise the need to modernise & diversify our housing support offer to the boroughs vulnerable residents.
- 1.2 In addition to the Framework, this report includes a copy of the review's Needs & Gaps Analysis which presents the evidence of the need for change, and an Equalities Impact Assessment.
- 1.3 This report is to be considered by Cabinet with a view to approving the programme.

## **2. CABINET MEMBER INTRODUCTION**

- 2.1 Our recently adopted Housing Strategy (2017-22) sets out the Council's commitment to ensure that housing is more than bricks and mortar, that it is a tool that tackles social inequality and helps us achieve our vision of thriving mixed communities in Haringey. For people who find themselves vulnerable due to homelessness, disability and a host of other experiences and characteristics, housing support will be a vital way for us to deliver on that commitment.

- 2.2 We strongly believe that people with care and support needs have the same right to inclusion, opportunity and security in our communities as everyone else. For many, housing support is a bridge and a safety net, preventing homelessness, enabling independence after hospitalisation or recovery after a period of trauma or crisis. For some of our most vulnerable residents supported housing is a home for life, it should therefore offer the same choices, opportunities and autonomy of lifestyle afforded to the wider population.
- 2.3 With a changing population of people in need, exacerbated by damaging Government policy, the supported housing sector is unsettled and stretched. The sheer speed of change at local and national level has left much of our supported housing provision out of line with current practice and unable to achieve positive housing, health and social outcomes for our vulnerable residents.
- 2.4 The strategic framework sets out a vision, principles and recommendations that will ensure that housing support is able to meet the needs vulnerable residents now and in the future. Modernising and improving our housing support offer, with a particular focus on preventing housing and health crisis and maximising independence will bring about improved outcomes for Haringey residents and ensure our services are cost-effective and in line with our refreshed housing and social care priorities.
- 2.5 This means more than just supported housing; it also means coordinating and bringing together the wraparound services, social care support and community networks that prevent people needing supported housing in the first place. It means understanding people's intersecting identities and tackling the experiences and vulnerabilities that make some people more at risk of losing their home and their independence than others.
- 2.6 Making this happen will be a challenge, there are tough choices to make about how we achieve an improved housing support offer for a bigger group of people with increasingly limited resources. But through refocusing our work on prevention and early intervention and making the best use of our supported housing assets, I genuinely believe we can enable vulnerable residents to achieve positive health, housing and personal outcomes as a valued part of our diverse community in Haringey.
- 2.7 As chair of the Supported Housing Review Members Working Group, we have already seen and discussed examples of how we can achieve our aims. A number of our supported housing services are delivering excellent results that we can build on borough-wide, the Council and supported housing providers are in discussion to redevelop existing schemes and our newly opened Extra Care services at Protheroe and Lorenzo House give us confidence in our vision

for the future of older people's housing. The Recommendations Framework builds on this work and will drive the delivery of an improved housing support offer in Haringey over the next five years.

### **3. RECOMMENDATIONS**

- 3.1 To note and consider the introductory report from the Supported Housing Review Members Working Group set out in appendix 1.
- 3.2 To note and consider the data and intelligence collated as part of the Supported Housing Review, presented in the Needs and Gaps Analysis, set out in appendix 2.
- 3.3 To approve the vision, strategic principles and initial recommendations for housing support transformation set out below from 3.5 and explored further in the Recommendations Framework at appendix 3.
- 3.4 To agree that the transformation of housing support should be based on a vision of Haringey as a place 'where vulnerable residents can access flexible and personalised housing support services that maximise prevention, independence and inclusion within diverse mixed communities.'
- 3.5 To achieve this vision, it is recommended that Cabinet approve the strategic principles set out below. Using consistent principles to commission new services and support practices will create a more strategically relevant housing support offer that meets the diverse needs of different vulnerable groups with an overarching commitment to preventing homelessness and dependence.
  - 3.5.1 **Cross-cutting Prevention;** our housing support offer is genuinely preventative, offering support to at-risk groups at the earliest possible opportunity thereby reducing the social & financial cost of homelessness and housing crisis. Housing support services will offer multiple preventative interventions at individual and community levels; reducing demand on supported housing, preventing escalation of need and offering viable alternatives to residential care.
  - 3.5.2 **Community Inclusion;** our housing support offer reduces social exclusion, isolation, stigma and multiple disadvantage by putting people at the centre of the services they receive; to secure housing, work and wellbeing opportunities that bring diverse people and services together. Supported housing services and service users feel encouraged and equipped to work together to create volunteering, employment and relationship-building opportunities that outlast someone's stay in supported housing, building resilience in our communities and fostering good

relationships between Haringey's diverse cultures, identities and experiences

**3.5.3 Integrating Support & Care;** housing support is commissioned in broad pathways of integrated support and care that reduce dependence and increase independence in a safe, personalised and holistic way. To achieve this, the vital preventative function of housing-related support will be integrated with adult social care provision but preserved as a discrete service provision for some groups.

**3.5.4 Commissioning for the Future;** our housing support offer maximises the reach of funding and is flexible enough to meet the changing demographics and support needs of Haringey residents. Commissioning will deliver improved value for money, encourages innovative collaborations between the Council and its stakeholders and creates a housing support sector that is responsive to the changing political and economic landscape.

**3.6** To ensure supported housing tenants are involved, informed and assured of our commitment to improvement, it is recommended Cabinet approve the development of a **Supported Housing Tenants Charter**. As well as detailing the explicit commitments and opportunities for supported housing tenants as part of the Housing Support Transformation work, the Charter will act as a pledge. As a pledge it will actively involve, empower and give a platform to under-represented groups such as the older LGBT community, vulnerable women and people with learning disabilities. It is proposed that the development of the Charter be created by the Housing Support Transformation Members Working Group in partnership with service users and supported by Council officers with final approval by the Cabinet Member for Housing, Regeneration and Planning.

**3.7** Cabinet to note that housing support transformation will require universal and targeted change. Cabinet to therefore agree, that the five universal recommendations and the twelve specific recommendations for the four priority client groups; young people, mental health, learning disabilities and older people, identified below, should be implemented by the Council in line with the proposals for delivery in appendix 3.

<b>Universal</b>	<p>3.8.1 To create the <b>Supported Housing Tenants Charter</b> outlined in 3.7 that sets a foundation for our commitments to supported housing service users affected by changes as part of this programme</p> <p>3.8.2 To amend the current <b>social lettings quotas</b> for people leaving supported housing to accurately reflect data on need and vulnerability</p>

	<p>3.8.3 To note that the Housing Strategy commitment to <b>build new specialist housing</b> should be rigorously explored for all new proposed development work in the borough to increase the available supply of supported housing</p> <p>3.8.4 That a commissioning practice should mandate <b>improved and streamlined data collection and outcomes monitoring</b> practices in supported housing as well as a <b>commitment to provider collaboration</b> that strengthens relationships between vulnerable people and their communities.</p> <p>3.8.5 To build on the proud LGBT history in Haringey by addressing the lack of <b>data, professional training and visibility of the LGBT supported housing community</b>, with particular focus on older and younger people, people from BAME communities and those with disabilities.</p>
<b>Young People</b>	<p>3.8.6 To <b>commission an entirely new and integrated pathway of supported housing</b> for homeless young people and care leavers, with a range of provision types, settings and support-levels that enable young people to build on their skills, interests and assets towards independent living.</p> <p>3.8.7 To <b>create a specially designed resilience and independent living skills programme</b> for young people in supported housing as a prerequisite to move-on, ensuring young people leave supported housing with the skills and confidence to never return, to reduce tenancy failure, boost employability and strengthen healthy and positive choice-making.</p>
<b>Mental Health</b>	<p>3.8.8 To <b>create a peripatetic access and intervention team</b>, aligned with locality mental health models, housing offices &amp; support services; offering short-term tenancy sustainment interventions, medication support, pathway assessment and ongoing referrals/signposting for people at risk of homelessness or hospitalisation due to mental health conditions.</p> <p>3.8.9 To <b>conduct a short and separate evaluation of the mental health supported housing pathway</b> with specific focus on contributions to reducing hospital admissions, reducing delayed discharge from hospital, employability, skills and community contributions and reducing risk and offending behaviour</p> <p>3.8.10 To <b>increase the capacity of the Housing First</b> scheme, in recognition of the excellent outcomes and value for money it has demonstrated supporting adults with very complex mental health and</p>

	<p>homelessness histories</p> <p>3.8.11 To <b>pilot the Psychologically Informed Environment approach</b> to create a designated service for women with complex needs around trauma, substance use and homelessness.</p>
<b>Learning Disability</b>	<p>3.8.12 To <b>remodel and rebalance the supported housing provision for adults with learning disabilities</b> to create more supported housing for those with higher needs which is much needed as an alternative to residential care and to support adults with more complex and interconnected disabilities and health conditions</p> <p>3.8.13 To <b>create a 10-unit social lettings quota for adults with learning disabilities</b> as a route into independent living out of supported housing.</p> <p>3.8.14 To <b>commission a specialist floating support scheme</b> for those living independently, which enables people to build strong peer and community networks, pool resources and add value to the communities in which they live</p>
<b>Older People</b>	<p>3.8.15 To <b>support Homes for Haringey to remodel the current supported housing offer for older people</b>, moving to a hub and cluster approach with 8 open-access hub services spread equally between the east and west of the borough that will make better use of facilities as well as supporting older people in a more personalised way.</p> <p>3.8.16 To <b>commit to building 200 units of Extra-Care provision in the borough</b> by exploring the potential redevelopment of existing sheltered housing schemes for this purpose. This will start with in-depth appraisals of nine Council sheltered schemes as well as discussions with RSL's about other suitable sites in the borough.</p> <p>3.8.17 To <b>increase the availability of floating support for older people</b> to enable extended independence in the community and ensure earlier access to assistive technologies, adaptations and social inclusion activities</p>

- 3.8 Cabinet to further note that specific delivery plans will be developed for the implementation of the above recommendations and to agree the Decision Roadmap proposed on pg.20 of appendix 3 as this sets out the indicative milestones for the first year of implementation. The roadmap sets out the following proposed milestones:

**March 2017;** following Cabinet approval, work on the transformation recommendations set out in this document will commence.



**Autumn 2017;** Officers to return to Cabinet with an update on progress, including details of proposed model of support in sheltered housing, the outcome of site appraisals completed on sheltered sites and the final designs of the young people's supported housing pathway. Dependent on the outcome of the site appraisals, this report will likely include a request for approval to formally consult with sheltered housing tenants.

**Winter 2017/18;** Officers to return to Cabinet with a request to agree the award of contracts for the newly designed young people's pathway and the outcome of the consultation with sheltered housing tenants.

**Spring 2018;** Officers to return to Cabinet with an update on project progress; implementation of the young people's pathway, remodelling of the learning disability supported housing offer and the revised model of support in sheltered housing.

- 3.9 To agree that the following supplementary areas of work, as recommended by the Supported Housing Review Members Working Group be completed:

<b>Supplementary</b>	<p>3.9.1 Assessment of opportunities for <b>move-on from supported housing</b>, exploring shared housing models, rent deposit schemes, tenancy resilience training and nominations into social housing properties.</p> <p>3.9.2 To <b>support Homes for Haringey to improve the downsizing offer</b> for under-occupiers in Haringey, to include exploration of seaside and country moves, incentive payments and home-sharing initiatives.</p>
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#### 4. **REASONS FOR DECISION**

- 4.1 Cabinet is required to approve the recommendations from the Supported Housing Review set out in the Supported Housing Recommendations Framework.
- 4.2 Approval is required to support the delivery of the Council's strategic priorities for vulnerable adults as part of the Corporate Plan (2015-18) and commitments made in the Medium Term Financial Strategy (2017/18).
- 4.3 Approval is required to address the issues, gaps and opportunities identified by the Supported Housing Review, briefly outlined below and described in detail in appendices 2 and 3;
- 4.3.1 Young People – our current supported housing for young people and care leavers is not effectively contributing to our responsibilities as outlined by the Children Leaving Care Act (2000), Housing Act (Amended 2002) and the judgement in LB Southwark vs. G (2009).

Additionally, the cohort of care leavers for whom we are responsible is due to increase as a result of the responsibilities outlined in the Children and Social Work Bill, due to be enacted in Autumn 2017. This will require local authorities to support care leavers not in education, employment and training until the age of 25 years old, a cohort who typically have a range of complex and interrelated issues and experiences who are commonly living in supported accommodation and frequently experience eviction, tenancy failure and debt as a result of gaps in available support and expertise. The current provision will not sufficiently deliver our new responsibilities and does not deliver best value or best practice. In recognising this the Council proposes to bring supported housing into its work to develop a strong care leaver offer in Haringey with support from successful bids to the Design Council and Department for Education (outcome pending). Failure to make changes to supported housing for young people will result in unsustainable future costs and a service which is unable to meet the needs of vulnerable members of the cohort as well as legal requirements to support a larger cohort. Approval is required to realise the opportunities identified by the Supported Housing Review which will significantly improve the quality of housing support as well as savings proposed in the Medium Term Financial Strategy (2017/18).

- 4.3.2 Older People – the population of older people in Haringey has changed significantly in recent years, with larger numbers of people aged over 75 years old with complex health and care needs and lower numbers of younger older people who are living independently until later in life. This has resulted in our sheltered housing offer no longer meeting their needs effectively. Data and intelligence collated by the Supported Housing Review shows clear unmet need and financial imperative for 200 additional units of Extra-Care housing as an alternative to residential and nursing care. Initial site-appraisals, conducted on all sheltered housing properties owned by the Council as part of the Review, identified nine potential sites where extra-care could be developed to bridge this gap. Engagement work with sheltered housing tenants also identified that loneliness, poor health and social isolation were not being sufficiently addressed by the current models of support available and that under-used communal spaces provide opportunities to address this by creating hub services. Approval is required to ensure that housing support for older people is in line with the known needs of older people in the borough, and actively contributes to the early intervention and prevention of social care dependence, unplanned hospital admissions and financial savings in Adults Social Care.

- 4.3.3 Learning Disability – our current supported housing offer for people with learning disabilities has not been refreshed in some years and the



support available is dated, expensive and not aligned with our strategic priorities. It has been identified as part of the Medium Term Financial Strategy (2017/18) that remodelling the supported housing for this cohort will create suitable alternatives to residential care for adults with severe disabilities and opportunities for independence for those currently stuck in supported housing due to lack of move-on options in the community. Approval is required to remodel supported housing for people with learning disabilities to deliver our commitment to choice and control set out in the Corporate Plan and to realise financial savings identified in the Medium Term Financial Strategy (2017/18).

- 4.3.4 Mental Health – the supported housing review identifies an increasing demand for mental health supported housing both through increased homelessness within this cohort and the need to find alternatives to residential care. Current mental health supported housing is struggling to adequately support the cohort in need, with referral and assessment delays, issues with acquiring suitable buildings and concerns about a small cohort of vulnerable women whose needs are not being addressed. In contrast, intensive Housing First support models recently piloted in the borough have been highly successful in reducing hospital admissions, care packages and interaction with the criminal justice system. Approval is required to introduce preventative support for this client group to manage demand for finite supported housing options, respond to early signs of crisis to prevent homelessness and hospitalisation and reduce the costs associated with repeat homelessness and complex trauma for vulnerable women.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The Council already has a range of commissioning plans for housing related support and supported housing. However, the Supported Housing review has found firm evidence of changing and unmet need for housing support in the borough. Additionally, and the council must find alternatives to residential care and reduce temporary accommodation usage as a matter of urgency. Attempting to continue with unchanged supported housing provision would incur immediately unsustainable financial costs across social care and housing. Adult Social Care costs are expected to rise by 30% in the next two years and this will increase further if suitable alternatives are not found for the rising needs of the boroughs population. As an example, failing to address the unmet demand for Extra-Care housing incurs additional costs of around £26,000 per year per person for every unit of residential or nursing care used instead. With a shortfall of 200 Extra-Care units, making no changes at all, in this area alone, is clearly not an option.

- 5.2 The Council could also consider carrying out individual refreshes of existing service models and contracts, with the view to driving forward better quality and efficiency on a service-by-service basis. However, the extent of local and national policy changes in recent years are such that this would not enable the Council to adequately meet the challenges it faces in supporting vulnerable residents. Further, this approach would fail to balance the full spectrum of client groups and needs against the available revenue funding and capital assets to make the best use of finite resources.
- 5.3 Alternatively, the Council could move forward without a strategic framework for housing support as there is no statutory requirement for a local authority to produce one. However, having a coherent commissioning framework and approach, founded in evidence of current and projected need, is considered best practice. Equally important is the articulation of how the Council will meet housing and social care challenges and deliver its objectives and priorities as set out in the Corporate Plan 2015-18.
- 5.4 The Recommendations Framework outlines a vision, principles and recommendations for change in housing support that aim to achieve the Council's priorities to support vulnerable residents. Alternative options were discounted where they:
- Would not be consistent with the data and intelligence about housing support need in the borough
  - Would not have been consistent with the general tenor of feedback and engagement with service users, service providers and technical specialists
  - Did not comply with current and forthcoming government legislation
  - Would have represented policy choices that are unachievable given known and likely constraints

## **6. BACKGROUND INFORMATION**

- 6.1 Housing support is a preventative provision designed to reduce and respond to homelessness, social exclusion and social care need. Supported housing is the main element of this provision, which is offered for a wide range of different needs, periods and purposes, including short-term refuge for survivors of domestic abuse, hostels for rough sleepers and sheltered housing for older people, amongst many others. It is also offered as a long-term service for disabled adults and people with long-term conditions. Other types of housing support include community floating support, housing advice and community alarm services.
- 6.2 The Councils Housing and Social Care departments commission approximately 3000 units of supported housing for vulnerable adults, with a total annual value

of around £17.5m. The largest proportion of this funds high-intensity supported living services for adults with severe disabilities and long term conditions.

- 6.3 The Supported Housing Review is a project under Priority 5 of the Corporate Plan (2015-18) *'Building a Stronger Haringey Together'*, which places emphasis on the impact of cross-cutting prevention, early intervention, independence and capacity building opportunities for Haringey residents to achieve positive housing outcomes.
- 6.4 Additionally, supported housing and therefore the review, has clear links to Priorities 1 & 2, *'enable every child and young person to have the best start in life, with high quality education'* and *'enable all adults to live healthy, long and fulfilling lives'*. As a joint project, the review sought to identify how supported housing contributes to the achievement of housing, health and wellbeing outcomes for vulnerable adults and young people in need of housing support.
- 6.5 In November 2015, the Supported Housing Review was commissioned as a joint project between Housing and Social Care. The aim of the project was to review the capacity, availability, quality and cost of supported housing in Haringey, as well as to identify it's alignment with refreshed priorities brought about by the Corporate Plan. Periodic strategic reviews are standard commissioning practice and ensure that the local authority is responsive to emerging need and population change.
- 6.6 The review was led by a dedicated Project Manager with governance of outcomes, project scope and milestones governed by a Project Board of senior Council officers from Adults, Housing & Public Health. As a Priority 5 objective, progress of the review was also monitored by the P5 Operational and Strategic Boards.
- 6.7 The scope of the review included short and long term supported housing services commissioned by the Council for people vulnerable due to;
- a mental health issue
  - a substance misuse problem
  - offending behaviour
  - survival of domestic abuse
  - rough sleeping
  - young age (16 - 25 years old)
  - increasing age (over 55 years old)
  - a learning or physical disability
  - teenage pregnancy/parenthood
- 6.8 Accommodation services were excluded that did not provide housing support as part of the service or where personal care rather than housing support was the

primary offer; residential and nursing care, temporary accommodation, floating support and housing advice services. However, the relationship between supported housing and these types of provision was clearly identified and it was expected that the outcome of the review would be beneficial to ongoing projects seeking to reduce the burden in these areas.

- 6.9 Completion of the Supported Housing Review was anticipated to achieve five key outcomes within a one-year period;
- A robust understanding of the current and future need for housing related support services and supported living
  - An assessment of the condition and suitability of the local authority's designated supported housing stock
  - Generate solutions for service models and schemes that are assessed as not meeting current or future need effectively
  - Present recommendations for change that have strong strategic fit, are future-focussed and provide best value for the authority and local residents
  - Develop a case for change in commissioning practice if required, to meet current and emerging support needs

### **Local Policy Developments**

- 6.10 The Medium Term Financial Strategy (2017-22) sets out the Council's proposals to make savings of £20 million of the next two years. Protecting the needs of vulnerable residents is a key priority in the strategy as is a commitment to invest in prevention and early help for those with additional needs. With a real-term reduction of 40% in Council budgets since 2010 and increasing demand for emergency housing and adult social care, the outcome of the Supported Housing Review provides evidence and recommendations to inform difficult decisions that improve efficiency and relieve demand in these areas.
- 6.11 The recently adopted Housing Strategy (2017-2022) sets out the Council's commitment to developing strong and thriving communities by not only building more homes, but improving housing quality and reducing homelessness. The strategy sets out commitments to build specialist housing for those with additional needs alongside other housing types. The Supported Housing Review is a key project in identifying the demand for specialist housing and how best the Council can use existing supported housing assets to deliver the Housing Strategy's objectives for vulnerable adults.

### **National Policy Developments**

- 6.12 Following the general election in 2015, major changes in national housing, planning and welfare policy were introduced, for example, in the Housing and

Planning Act. This context is recognised in the framework, which seeks to find relevant solutions amidst a changing housing and welfare landscape that has a significant impact on key strategic priorities including:

- (a) Making our prevention of homelessness work more difficult, as a result of:
  - Welfare reforms including the introduction of Universal Credit which will make those on benefits less likely to be housed by private landlords
  - Reduced benefit caps which will make increasing private sector rents less affordable for those on benefits
  - Changes in the funding for temporary accommodation subsidy, with the replacement of the current management fee per unit with a fixed grant
- (b) Destabilising our supported housing sector as a result of:
  - Proposals to reduce supported housing rents to Local Housing Allowance rates which will make this type of provision unviable for some registered providers
- (c) Creating additional demand for supported housing for people with very specialist housing needs as a result of:
  - *Transforming Care* agenda which seeks to find community based housing support and care solutions for adults with learning disabilities and additional challenging behaviour who are currently living in hospital
  - *Adult Social Care Efficiency Programme* placing an emphasis on managing demand for residential care and finding community based alternatives to this type of provision

## **Supported Housing Review Activities**

- 6.13 The framework presented here has been written as a response to the data and intelligence gathered from the extensive Supported Housing Review. This includes reflecting the relevant recent legislation and government policy and the impact of these changes on vulnerable residents, the Council and its partners.
- 6.14 The review undertook a range of quantitative research activities, including but not limited to; population analysis, voids and utilisation performance, financial modelling, cross-borough benchmarking and performance monitoring analysis. The aim of this was to create a baseline of numerical data about vulnerable individuals and services to understand the availability, quality and success of services for different groups.
- 6.15 The review prioritised engaging with a wide range of stakeholders. The experiences, needs and insights of vulnerable residents and specialist staff were central to the review's findings. More than 200 supported housing service users and carers were engaged in different aspects of the review through a survey, service visits, engagement events and 1:1 meetings. A stakeholder

group made up of Council, statutory and voluntary sector specialist staff from a range of related disciplines met quarterly as a critical-friend to the review; challenging findings, sharing insights and generating ideas and options for the future.

- 6.16 Elected members participated in the project through a dedicated Members Working Group who met regularly in the latter stages of the review to consider the evidence, options and opportunities and steer the final recommendations based on their insight. The Working Group contributed significantly to the final recommendations and have brought together their conclusions as an introductory report in appendix 1.
- 6.17 The Housing and Regeneration Scrutiny Panel took a particular interest in supported housing for older people and Panel Members held a Scrutiny in a Day session specifically on this area of the review. The panel gave feedback that much of the change recommended for supported housing is obvious and overdue, with much of their discussion focussing on improving working practices in supporting older people. They were keen that sheltered housing tenants should be actively involved in shaping any changes to their service.
- 6.18 An initial appraisal of the Council's sheltered housing stock was commissioned as part of the review. This 'Pilot Sites Appraisal' was conducted by Ridge Associates using a comprehensive methodology that brought together questions about demand, utilisation, maintenance and site-density alongside best practice standards in housing for older people. In total 54 schemes were appraised and a report was produced documenting their findings.

## Findings of the Supported Housing Review

- 6.19 From the range of review activities emerged a number overarching issues and priorities that affect all supported housing types and client groups. These make a clear argument for a broad change of direction in housing support commissioning, as an alternative to piecemeal adjustments to individual service types and delivery models. Broadly these are as follows;
- **Cost-effective resource** - Supported housing is undoubtedly a cost-effective resource that reduces and manages demand on a range of other acute and reactive housing and social care provision. Currently though, valuable supported housing funding and assets in the borough are not used effectively to enable the Council to respond to vulnerability, housing, health and community safety issues swiftly. Supported housing services and assets should reduce the pressure on temporary accommodation, residential and nursing care facilities.



- **Reactivity of service** - Despite the preventative intention of housing related support, it is clear that most people who access supported housing do so after a period of crisis rather than to prevent one. Additionally, the majority of floating support is provided to people living in temporary accommodation rather than in the community and therefore is equally reacting to, rather than preventing, homelessness.
- **Ageing models of support** - Many of the supported housing delivery models in place have not changed for a long period of time and are no longer in line with best practice or the current or projected needs of vulnerable Haringey residents. This has resulted in an imbalance between the amount and type of housing support available and what is actually needed.
- **Low expectations** - Aspirations for vulnerable people in supported housing were typically felt to be low, with limited options for increasing independence and inclusion and high rates of eviction, abandonment and repeat stays in supported housing for some client groups. For people with particularly complex needs, there is very little encouragement to take positive risks to secure housing & health outcomes where traditional options have not been successful.
- **Inefficiency** - A lack of integration between housing support and social care services and strategies leads to inefficient use of resources both human and financial, with clear opportunity to find savings through improved practice. This lack of coherence across support and care pathways results in some supported housing being under-utilised even where demand is high elsewhere. Data collection, assessment and monitoring practices are inefficient and not contributing to early intervention and prevention priorities or intelligent commissioning.

6.20 As well as the overarching findings, four client groups emerged as priorities. Data, intelligence and insights from service users and stakeholders evidenced a clear need to modernise, rebalance and strengthen our housing support offer to these groups as a priority. The main needs and gaps for each priority client group are identified as follows;

- Older People: there is a need to modernise the housing support available to older people in line with best practice, this includes residents of sheltered housing and other tenure types across the borough. Demand for the current sheltered housing is low, void periods could be improved and valuable communal resources are under-used. There is higher demand for housing support that enables older people to stay in their homes for longer, making them feel more included and supported within their community. There is also a clear gap in higher support Extra-Care

services for older people, it is anticipated that there is around a 200 unit shortfall in available Extra-Care. Evidence from the Ridge Pilot Sites Appraisal highlighted opportunities to better use valuable supported housing assets by developing further Extra Care services, or creating additional much needed temporary accommodation for homeless families. Nine schemes were recommended for further appraisal on this basis.

- Young People: separate commissioning of housing support for young people and care leavers creates gaps for those with particular vulnerabilities, including young parents, young women, offenders and those with learning difficulties. This has resulted in low-utilisation of the current supported housing pathway, high rates of eviction and abandonment and the purchase of costly alternative placements. The current environments providing supported housing for vulnerable young people are unsuitable in the long-term and young people would benefit from smaller services in more modern buildings. Supported housing could do much more to ensure young people have the skills and resilience to break the cycle of homelessness and achieve successful health and employment outcomes, especially for care leavers for whom a more joined-up approach to transition that reduces duplication of effort is much needed.
- Learning Disability: adults with learning disabilities have limited choices in supported housing and low aspirations to live independent and successful lives. This is evident in the absence of independent living options for adults with learning disabilities in the borough. Models of supported housing are no longer aligned with social care eligibility thresholds and some people are falling through the gaps. This results in more acute and costly health and care needs in future as well as poor social inclusion and involvement in everyday life. There is a clear unmet need for independent living models and a requirement for more units of high-support supported living provision for those transitioning from residential care and Children's placements.
- Mental Health: housing support for this group is reactive to crisis and encourages dependence rather than intervening to prevent homelessness, hospitalisation and crisis much earlier. There is a clear need for housing support to take place outside traditional supported housing settings and to build on the success of the Housing First pilot. Simpler assessment processes for those leaving hospital, prison or residential care settings as well as stronger integration with other provision available would manage demand, reduce dependence and ensure supported housing was available for those who need it at the right time. A small cohort of women with complex needs related to gendered-trauma, abuse and substance

misuse are in a cycle of repeat homelessness because services are not meeting their specific needs.

## **Expected Benefits**

- 6.21 The Supported Housing Review has identified unmet need, inefficiency and poor quality within our housing support offer for vulnerable adults. It has also highlighted areas of good practice, innovation and opportunity. The recommendations presented here draw on the comprehensive Needs and Gaps Analysis (appendix 2) to propose the tasks, resources and priorities required to address these issues. Approving the recommendations will allow the Council to offer more targeted services to prevent homelessness, crisis and poor personal and social outcomes.
- 6.22 Ensuring positive housing and health outcomes for the boroughs vulnerable adults and young people is of key importance and something our current supported housing portfolio is not delivering effectively. If approved, the framework will bring about change to housing support provision that ensures vulnerable adults are supported to maximise and enhance their independence, strengthen social and personal relationships and secure positive housing solutions as part of personalised and well-connected networks of housing support and care.
- 6.23 Creating thriving mixed communities where people are included and valued is central to the commitments of the Corporate Plan. Resilience-based housing support models that encourage peer support and community network building will help to strengthen communities to which our most vulnerable residents contribute and add value. A transformed housing support offer will prevent homelessness, reduce social isolation and loneliness and help people manage conditions which might have otherwise resulted in hospitalisation and unplanned admissions to nursing and residential care.
- 6.24 The framework sets out a range of recommendations that will improve efficiency, reduce duplication and generate economies of scale and resource through improved commissioning. It is expected that in 2017/18 savings of £475,000 will be secured by recommissioning an integrated supported housing pathway for young people and remodelling learning disability supported housing to improve transitions from residential care into supported living. In 2018/19 a further £500,000 of savings are expected from the full implementation of the aforementioned projects. These savings are reflected in the Adults and Health budget proposals approved in the February 2017 meeting of Cabinet.
- 6.25 The framework will also lead to better integration of the Council's different commissioning functions, responsibilities and plans. This will build a strong foundation from which to forecast the resource requirements for supported

housing over a minimum five year period. Part of this will include improving data recording, monitoring and quality assurance processes to evidence the return on investment that supported housing offers in relation to our most vulnerable residents.

- 6.26 By completing in-depth second stage appraisals of identified sheltered housing schemes the Council will be presented with options to increase the supply of Extra Care and improve our housing support offer to older people. Additionally, these second stage appraisals may identify opportunities to create alternatives to residential care for disabled adults, identify schemes suitable for homeless young parents or consider options to reduce the unprecedented pressure on temporary accommodation for homeless households by utilising unsuitable sheltered schemes for this purpose. These appraisals will not be considered in isolation and steps will be taken to identify opportunities to develop specialist supported housing on a range of council-owned sites as well as through discussions with registered providers.

### **Delivery of the Framework**

- 6.27 As a strategic document, the Recommendations Framework does not set out in detail how the delivery of each recommendation will be achieved. Delivery plans are currently in development which will drive forward the individual projects and recommendations.
- 6.28 A proposed Decision Roadmap is set out in the Recommendations Framework document, outlining what is currently known about decisions and updates to be brought for Cabinet consideration within the first year. Detailed delivery plans will add further specificity to this Roadmap once approved.
- 6.29 It is recognised that delivery of housing support transformation is not just a matter for the Council; the role of partners and stakeholders has been crucial to the review and will be to its delivery e.g. it is acknowledged that most new supported housing in the borough will be delivered by or with registered providers and/or the Haringey Development Vehicle. The framework also recognises that new ways of working, more innovative support models, community engagement and partnership working are all fundamental to successful delivery.

## **7. CONTRIBUTION TO STRATEGIC OUTCOMES**

- 7.1 The Corporate Plan for 2015-18 sets out the Council's overall priorities and programme of work for the period for 2015-18. It identifies housing as one of its five priorities, committing the Council over that period to '*Create homes and communities where people choose to live and are able to thrive*'. Supported housing is a small but important element of the Council's housing responsibility,

one which plays a role in delivering across the other priorities in the Corporate Plan, for example through the role that supported housing has in enabling adults with additional needs to live healthy and fulfilling lives in their communities, or the role of specialist housing support to safeguard women made homeless due to violence and exploitation.

7.2 The Corporate Plan goes on to define specific objectives under each of its five priorities. The role of the Supported Housing Recommendations Framework is to address in particular the objectives under Priority 5 and Priority 2: to say more clearly how vulnerable residents will be supported to achieve housing and health outcomes, how the Council will enable this and what it expects others to do; and to demonstrate clearly how housing support can play a role in meeting our objectives across multiple elements of the Corporate Plan.

7.3 The Supported Housing Recommendations Framework will help deliver the 6 strategic themes set out in the Corporate Plan. Examples of how this is achieved are presented below:

- ***Prevention and early intervention.***

This is the foundation of the framework, creating a proactive housing support offer that intervenes to prevent crisis and delay escalation of social care need

- ***Fair and equal service***

This is reflected in the framework's intention to redress unequal access to services and ensure those with protected characteristics receive a service specific to their needs

- ***We will work with communities***

The framework emphasises the commitment to building resilient and inclusive communities, for example by co-producing older people's hub services

- ***Partnership***

Delivery of the framework relies on a mutuality of commitment from all interested departments, organisations and individuals in the borough – Service Users, Carers, Housing, Social Care, Health, Voluntary Sector and Registered Providers

- ***Customer service***

This relates to the need to improve quality and reduce barriers to access for those in need of housing support.

- ***Value for money***

This commissioning approach will engage more dynamically with the housing support market to generate economies of scale, improved pricing equity and innovative delivery models. Significant value for money will be offered by delivering viable alternatives to supported housing and residential care

7.4 The Housing Strategy (2017-2022) sets out four strategic objectives to enable the delivery of new housing growth, improved quality and homelessness prevention in Haringey. The Supported Housing Recommendations Framework will contribute to the four strategic objectives set out in the strategy. Examples of how this is achieved are presented below:

- ***Achieve a step change in the number of new homes being built***  
The framework sets out an approach that will contribute to new housing developments by identifying low-density and under-utilised supported housing assets which can be redeveloped to deliver more new homes for people with additional needs and vulnerabilities.
- ***Improve support and help to prevent homelessness***  
The principles of the framework centre prevention and early intervention activities as a driving force to reduce homelessness for people with mental health conditions and vulnerability due to age. These principles will be applied to other vulnerable groups as the transformation work moves forward.
- ***Drive up the quality of housing for all residents***  
Improving the quality of housing support and supported housing is central to the achievement of positive outcomes for vulnerable residents and the remodelling of older people's supported housing, including the creation of community hub services will drive quality of support and housing into the future.
- ***Ensure that housing delivers wider community benefits***  
The framework sees housing support and supported housing as a vital resource for vulnerable residents; reducing homelessness, developing skills, reducing risk and tackling social exclusion. The framework positions housing support as an important component in the creation of resilient, included communities in Haringey.

8. **STATUTORY OFFICERS COMMENTS (CHIEF FINANCE OFFICER (INCLUDING PROCUREMENT), ASSISTANT DIRECTOR OF CORPORATE GOVERNANCE, EQUALITIES)**

**Finance and Procurement**

8.1 Adult Social care spends £22.7m on adults with a Learning Disability. A major element of this spend relates to high cost accommodation based packages of care. The proposed rebalancing of 50% of the current low-support LD supported housing into supported living units for adults with more complex needs will support the realisation of the £975k Supported Housing Review saving included within the Priority 2 MTFS.

8.2 Within young people's supported housing provision there are currently 55 units in the Housing Related Support Pathway and an additional 94 semi-



independent placements commissioned separately by Council at an annual total cost of £2.2m. A re-modelled integrated young people's pathway indicates savings to Children's service of £600k, this has been included within the Priority 1 MTFS Supported Housing Review.

- 8.3 The proposed savings are generated through joint commissioning between Housing Related Support and Adult Social Care as well as allocating service users to lower needs housing when appropriate. Full financial comments on these proposals can be given when these projects are brought for approval.
- 8.4 The resource requirements in 2017/2018 totalling a maximum of £246k and the proposed revenue commitments in subsequent years totalling a maximum of £210k, as detailed in Appendix 3 are to be funded from within existing budget allocations and contract negotiations for Housing Related Support and Adult Social Care.

## Legal

- 8.5 The Assistant Director of Corporate Governance has been consulted in the preparation of this report and comments as follows:
- 8.6 The recommendations in this report would assist the Council in the discharge its housing and social care obligations.
- 8.7 Section 1 of the Care Act 2014 (*Promoting individual well-being*) requires the Council when exercising its care and support functions in respect of an individual, to promote the individual's wellbeing. "Well-being", in relation to an individual, includes individual's physical and mental health and emotional well-being; control by the individual over day-to-day life; social and economic well-being; and suitability of living accommodation. The Department of Health has issued statutory guidance under the Care Act 2014 named Care and Support Statutory Guidance 2016 which the Council must have regard to in exercising its function under the Act. The Guidance (at Paragraphs 1.18-1.19) provides that "independent living" is a core part of the wellbeing principle. "Supporting people to live as independently as possible, for as long as possible, is a guiding principle of the Care Act".
- 8.8 Section 2 of the Act (*Preventing needs for care and support*) requires the Council to "provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will" contribute towards preventing, delaying or reducing individuals' needs for care and support. The Guidance (at paragraph 2.1) provides that "It is critical to the vision in the Care Act that the care and support system works to actively promote wellbeing and independence, and does not just wait to respond when people reach a crisis point. To meet the challenges of the future, it will be vital that the care and

support system intervenes early to support individuals, helps people retain or regain their skills and confidence, and prevents need or delays deterioration wherever possible.” The Guidance emphasise the importance of preventative services.

- 8.9 Sections 3 (*Promoting integration of care and support with health services etc.*) and 6 (*Co-operating generally*) of the Act requires the Council in performing its care and support functions to promote greater integration with health and health related services such as housing and to promote cooperation between local authorities departments such as adult, public health, children and housing. The Guidance emphasise the importance of Housing and housing related support in preventing the need for care and support. The Guidance (at Paragraphs 15.61-15.62) provides that “Housing and housing related support can be a way to prevent needs for care and support, or to delay deterioration over time. Getting housing right and helping people to choose the right housing options for them can help to prevent falls, prevent hospital admissions and readmissions, reduce the need for care and support, improve wellbeing, and help maintain independence at home” “Housing and housing services can play a significant part in prevention, for example, from a design/physical perspective, accessibility, having adequate heating and lighting, identifying and removing hazards or by identifying a person who needs to be on the housing register. In addition, housing related support, for example, services that help people develop their capacity to live in the community, live independently in accommodation, or sustain their capacity to do so, such as help with welfare benefits, developing budgeting skills, help with developing social networks or taking up education, training and employment opportunities can prevent, reduce or delay the needs for care and support. Community equipment, along with telecare, aids and adaptations can support reablement, promote independence contributing to preventing the needs for care and support.”
- 8.10 In terms of the Council’s supported housing schemes, section 11A of the Housing Act 1985 enables the Council to provide, in connection with housing accommodation provided by it, services for promoting the welfare of the persons for whom the accommodation is provided, according to the needs of those persons. The council may make reasonable charges for the welfare services provided.
- 8.11 Under the Housing Act 1996 (as amended) the Council has various statutory duties to the homeless which include securing accommodation where the individual is eligible in terms of their immigration status, has a local connection with the Borough, is unintentionally homeless or threatened with homelessness and is in priority need of accommodation. A person who is vulnerable due to old age, mental illness or disability or certain 16/17 year olds will be regarded as being in priority need. Section 1 of the Homelessness Act 2002 requires the Council to have a homelessness strategy which must include its strategy for

preventing homelessness. Section 179(1) the Council has a duty to secure that advice and information about homelessness and homelessness prevention is available free of charge. The proposed early interventions and integrated pathways of supported housing for young people will assist the Council in meeting its homelessness obligations.

- 8.12 Remodelling and rebalancing the supported housing offer for existing clients may require statutory consultation or consultation with individual service users. The redevelopment or remodelling of existing supported Housing Schemes may require consultation with existing tenants under section 105 of the Housing Act 1985. This requires the Council to consult with its secure tenants who are likely to be substantially affected by a matter of housing management. Housing management includes matters which relate to the provision of services or amenities in connection with their dwellings
- 8.13 When carrying out its functions, the Council must have regard to its Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010, which is set out more fully in the Equality section of this report. The council has set out how it has had regard to the PSED in its Equality Impact Assessment (EQIA) appended to this report and that EQIA must be taken into account in making the decision to approve the recommendations set out in this report. Further EQIAs may be required when specific proposals which affect service users are decided.

## **Equality**

- 8.14 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to; tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation); advance equality of opportunity between people who share those protected characteristics and people who do not; and foster good relations between people who share those characteristics and people who do not.
- 8.15 A needs and gap analysis (appendix 2) has been undertaken which identified protected characteristics which are particularly in need for housing support. The Supported Housing Recommendations Framework identifies four client groups that are particularly in need of housing support. These are younger people, older people, people with learning disabilities and mental health issues. In addition to this, the needs and gap analysis identifies other housing vulnerabilities and how different protected characteristics intersect with these client groups. Other vulnerable groups identified as at risk of homelessness include women; physical impairments; particular Black and Ethnic Minority communities; lesbian, gay and bisexual young people; transgender people;

young pregnant women and single mothers. The Equality Impact Assessment (EqIA) identifies the groups at risk of homelessness and how the Supported Housing Recommendations Framework is attempting to reduce this risk. The EqIA is attached as Appendix 4.

## **9. USE OF APPENDICES**

Appendix 1 – Working Group Introduction – To Follow

Appendix 2 – Needs and Gaps Analysis

Appendix 3 – Recommendations Framework

Appendix 4 - Equalities Impact Assessment

## **10. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

### **Internal**

Haringey Corporate Plan (2015-18) '*Building a Stronger Haringey Together*' [Approved February 2015]

Haringey Housing Strategy (2017-2022) [Approved 21 November 2016]

Haringey Joint Strategic Needs Assessment (2014/15)

Haringey Health and Wellbeing Strategy (2015-2018) [Approved April 2015]

Haringey Violence Against Women and Girls Strategy (2016-2026) [Approved November 2016]

Haringey Older People's Housing Strategy (2011-2021) [Approved March 2011]

Haringey Medium Term Financial Strategy (2015-2018) [Approved February 2015]

Haringey Medium Term Financial Strategy (2017/2018) [Approved February 2017]

Draft Housing Allocations Policy ( 18 October 2016) [To be approved April 2017]

### **External**

External links – Haringey Council is not responsible for the contents or reliability of linked web sites and does not necessarily endorse any views expressed within them. Listing should not be taken as endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.

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