

**Haringey's**  
**Move on Strategy**  
**2010 - 2015**

**DRAFT FOR CONSULTATION**

## Foreword

Short-term supported accommodation in Haringey is funded through the government's Supporting People programme. It is delivered by a number of 'providers' (such as housing associations), offering specialist support to a wide range of vulnerable groups across the borough. Support is targeted to help people to progress to a stage where they can 'move-on' from short term services to longer term solutions; ideally to a stage where they are able to sustain their own tenancy (perhaps with ongoing floating support).

This type of accommodation is offered up to a maximum duration of two years however there is significant blockage of this service in Haringey which represents a real issue for many vulnerable people. For those currently living in this type of accommodation there are significant barriers to moving on to longer term accommodation or support which means that many are simply stuck in the system unable to progress with their lives.

The resulting blockage in this valuable resource means that vulnerable people who need to access short-term supported accommodation are prevented from doing so, often left in unsuitable temporary accommodation or staying with family or friends.

This strategy aims to identify and provide solutions to the barriers that prevent people that are ready, from moving on. Haringey Council and its partners are committed to delivering an effective resolution to this issue. By working together we intend to maximise options available to those ready to leave short-term supported housing.

I hope you will agree with the priorities for Haringey that we, our partners and residents have identified here and that you will join with us to achieve these aims.



Cllr John Bevan  
Cabinet Member for Housing Services

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## Introduction and overview

Short term supported accommodation, funded by Supporting People, aims to help people move to independent living and prevent homelessness. By working with service users to develop their skills and confidence most aspire to moving into long term or permanent housing.

Unfortunately, due to barriers this is not always possible and service users can remain in supported accommodation for too long, therefore 'silting up' this valuable resource.

Haringey's Homeless Strategy 2008-2011 recognises this and prioritised tackling this issue by the development of this Move-on Strategy. While there has been work undertaken to solve the problems, we now need to bring these together, plus by using a robust needs analysis plan how we will resolve these barriers in a co-ordinated, efficient and effective way. This strategy identifies the number of people who moved in 2008-09 and where they moved to, the number of people who currently cannot move on, what type of accommodation they would be best to move into plus what stakeholders, providers of services and service user feel are the barriers.

By taking this strategic approach we will ensure we have suitable long term or permanent homes for people ready to move on, some of whom may require other forms of support. This strategy will assist in any development and commissioning of these services.

## Scope of the Strategy

This Move-on Strategy covers the providers of short-term<sup>1</sup> supported accommodation in Haringey funded by Supporting People. It does not cover long-term<sup>2</sup> services.

**<sup>1</sup>Short term supported accommodation is defined by Communities and Local Government as one where people will live for up to two years. This will include client groups such as single homeless people and families, people with mental health problems, domestic violence, teenage parents, ex-offenders or those at risk of offending, substance misuse, care leavers and rough sleepers.**

**<sup>2</sup>Long term accommodation is intended for people to live for more than two years. Client groups include older people, people with learning disabilities, people with sensory and physical disabilities.**

**Some groups such as people with mental health problems may require either type of service depending on their individual needs.**

Short –term accommodation service is defined as one where service users will live for up to two years.

## How we produced this strategy

The development of this strategy was led by the Integrated Housing Board, a theme Board of the Haringey Strategic Partnership in conjunction with the Supporting People Partnership Board (a partnership board that governs the Supporting People Programme in Haringey).

We recognise that tackling the issues and barriers that prevent people moving on cannot be solved by the Council alone. Therefore in developing this strategy we have sought to be as inclusive as possible and engage with a wide range of organisations, providers of supported accommodation and service users. All partners are committed to improving move on arrangements in Haringey and offering suitable long term accommodation to those who are ready for it.

To ensure we had up to date data and evidence and not just rely on anecdotal information we used the **Move on Plans Protocol (MOPP)**. This toolkit developed by Homeless Link and supported by the Department for Communities and Local Government (CLG), enable local authorities to have a clearer understanding of the numbers of people stuck in short term accommodation and where they should ideally move to, the number of people who have moved on in the last financial year and where they moved to. It also identifies the barriers that stop service users moving on and promotes partnership working to solve the issues.

Part of the MOPP is an audit toolkit that captures this information. Many local authorities have used this and found it to be very successful. We have used this to give the baseline data for this strategy and to develop the action plan.

The intention is to do an annual audit so that we have a clear picture with robust evidence if this strategy is delivering its intended outcomes and if the barriers are changing.

### Benefits of using the MOPP\*

***'It (the audit) was very useful because it added focus and provided us with numerical as opposed to anecdotal evidence'***

Local Authority lead contact

***'It makes me a lot more confident knowing that now we have facts, a clearer picture and can see the annual trends'***

Voluntary Sector Agency

***'Forcing us to have an action plan is helpful. The MOPP has focussed our minds'***

Local Authority lead contact

## **Consultation on the strategy**

We will consult widely using Haringey Council's Consultation Framework, thus ensuring we fulfil the requirements of the Compact agreement. This strategy will be strengthened significantly by the input of other organisations and service users.

*This section will be completed when the consultation finishes. A separate report on the consultation responses will be produced.*

## **The National Context**

The silting up of short term supported accommodation is not just local to Haringey. It is a national problem and since the implementation of the Supporting People Programme in 2003 it has been identified as a barrier to moving people onto independent living, with or without floating support.

Nationally, it is estimated that 45%<sup>3</sup> (46% in London) of short term supported housing units are occupied by people who are ready to move on but do not have the accommodation or support to enable them to do so. This is because of barriers such as lack of alternative accommodation, affordability and the lack of necessary support. These blockages are not a new issue but have been a problem for many years.

This situation leads to social and financial costs for local authorities, providers and most importantly homeless people being prevented from moving on to the next stage of their lives. This can lead to difficulties in getting people to live independently and may increase institutionalisation.

This silting up also means that vulnerable people who need to access these services are prevented from doing so, therefore end up living in unsuitable temporary accommodation, staying with friends or relatives (so called hidden homeless) or living on the streets.

The Audit Commission in their national survey of Supporting People Lead Officers, 2009, found that 'move on arrangements would help meet this unmet need and it would free up places in supported housing and hostels for others. However, move on arrangements are improving with the development of more local agreements between local authorities, support providers and landlords. The use of rent deposit schemes and the provision of additional floating support mean that there is more opportunity to move people into suitable private rented accommodation'<sup>4</sup>

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<sup>3</sup> Homeless Link (2004) 'No Room to Move?'

<sup>4</sup> Supporting People Programme, Audit Commission & CLG July 2009

The need to find solutions has been identified in many local Supporting People Five-year Strategies, including Haringey's. We are now however in a better position to understand the scope of the problem and by partnership working overcome the barriers.

## Our Context – the situation in Haringey

### *Who lives in Haringey?*

Our Borough profile gives data about the make up of Haringey<sup>5</sup>. There are approximately 230,000 people living in Haringey. It is a very diverse Borough and ranks as the fifth most diverse borough in London.

Haringey is a fast changing borough. Some 50% of our population overall, and three-quarters of our young people, are from ethnic minority backgrounds, and around 200 languages are spoken in the borough. 34.4% of Haringey's population belong to a Black and Ethnic Minority group.

30% of the population live in the central and eastern areas of the Borough, which are amongst the most 10% most deprived Wards in the England.

There are many health issues and mental health is particularly common in some of Haringey's newer refugees, whose members have often experienced traumatic experiences in their home countries.

### *Housing in Haringey*

As with other London Boroughs there is a shortage of suitable housing in Haringey.

We have high numbers of people living in temporary accommodation (TA). The current figure is 3880 (Nov 09) from a high of 5449 in January 2008. While we are on track to meet our challenging target of 2603 by December 2010 there is much work to do.

Buying a home in Haringey is expensive; the average price is £327,804 whereas the average wage is £27,368 which is lower than the London average. There is polarisation in wealth between the east and west of Haringey. These lower wages and high house prices make it impossible for some people to ever buy a house.

A couple on lower quartile incomes in London would need to save more than a whole **year's take home pay** to have the deposit needed to buy a home in the capital.

The London Housing Strategy 2009, GLA

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<sup>5</sup> [http://harinet.haringey.gov.uk/index/news\\_and\\_events/fact\\_file/boroughprofile.htm](http://harinet.haringey.gov.uk/index/news_and_events/fact_file/boroughprofile.htm)

## Supporting People (SP) in Haringey

### Providers of short term supported accommodation in Haringey

There are 17 providers who deliver 112 services providing 611 units of short term supported housing.

These are broken down into the following client groups:

Client group	Number of services	Number of units
Mental health	16	124
Offenders or people at risk of offending	13	82
People with alcohol problems	2	10
People with drug problems	5	41
People with learning disabilities	7	19
Rough sleepers	1	22
Single homeless with support needs	46	211
Women at risk of domestic violence	10	35
Young people at risk	12	67
<b>TOTAL</b>	<b>112</b>	<b>611</b>

### Strategic requirement for improving move on in Haringey

The Supporting People Five-year Strategy 2005-2010 identifies improving move on in Haringey as a priority. There has been some work towards this but we do need now to co-ordinate this strategically. When the Audit Commission inspected the SP Programme in 2007 they too made this a recommendation and stated that *'a strategic and effective joined up approach to the provision of move-on accommodation need to be put in place'*.

### What our research has told us about move-on in Haringey

In response to the MOPP exercise we received 24 responses from 16 out of a possible 17 providers. The results cover 499 clients/units of accommodation which equates to about an 82% response rate. A full breakdown of the audit is included in appendix I.

Headline data from the audit indicates that out of those 499 clients 176 are currently ready to move out of short-term supported housing but accommodation is unavailable for them to do so.

It is estimated that a further 242 clients will, at some point over the coming year, be ready to move out of short term supported housing, with only 181 available tenancies expected to come forward by providers. These results indicate that there will be a significant shortfall of available accommodation. Using the results of the audit this is an existing shortfall of 176 units rising to a potential 237 over the coming year.



## Barriers to Move-on

As part of the audit we asked providers to identify significant barriers to effective move-on (A full summary of barriers identified is included in appendix II). The exercise demonstrated that the identified barriers were the right ones although some were shown to be more significant.

The table below shows those barriers that were identified by over 70% of respondents as being significant.

Barrier	Yes	No	Unanswered	%
Lack of schemes in place to enable clients to access private rented accommodation (i.e. rent-deposit and/or lettings management and support schemes)	18	3	3	85.7%
Unrealistic expectations of clients, e.g. if I wait long enough I will get a social housing tenancy.	18	4	2	81.8%
Lack of priority given to clients waiting to move on by LA/HAs	17	5	2	77.3%
Lack of information about accommodation availability	16	5	3	76.2%
Lack of (appropriate) floating support	15	5	4	75.0%
Housing Benefit does not meet local private sector rent levels	15	5	4	75.0%
No clear cross authority agreements for people placed by outside boroughs	14	6	4	70.0%

These along with the other identified barriers have formed the basis for the priorities of this move-on strategy. The responses received from the audit were broadly similar across all client groups but further analysis will need to be carried out to identify whether any service user group or provider is particularly susceptible to certain barriers.

## Links with other Strategies

This strategy is focused on improving the turnaround of short term supported housing by freeing up existing provision and ensuring that viable options are in place for people ready to move-on. However, there are a number of direct links to a number of existing key strategies. We will ensure that our aims in delivering this strategy are embedded within these and will work together with partners to deliver common priorities.

## Sustainable Community Strategy 2007 – 16

The development of this strategy contributes to the Sustainable Community Strategy outcome 'Healthier people with a better quality of life' which recognises the need for more high quality, safe, settled and affordable housing. It seeks to 'promote independence and provide high quality support and care for those in the greatest need'<sup>6</sup>.

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<sup>6</sup> Sustainable Community Strategy 2007 – 16

## **Housing Strategy 2009 – 19**

As a supplementary strategy of the Housing Strategy 2009 – 19 the Move-on strategy will lay out the detailed actions necessary to ‘make effective use of the borough’s supported housing stock, by helping vulnerable people to become more independent and able to live in mainstream or general needs housing, providing settled homes to those who are able to live independently or with floating support, and promoting choice through the use of choice based lettings’<sup>7</sup>.

## **Homelessness Strategy 2008 – 11**

This strategy will develop some of the work already being undertaken to tackle homelessness in Haringey. Many people currently in temporary accommodation for example need to move into specialist short term accommodation that is unavailable due to the lack of move-on. Through this strategy we will work closely with the Homelessness Strategy implementation groups to ensure that vulnerable homeless people receive the support they need.

## **Supporting People Five Year Strategy 2005 – 10**

We will build on the priorities for move-on outlined in this strategy to create real opportunities for effective move-on. We will ensure that the freeing up of short term supported accommodation remains a high priority when the Supporting People Strategy is refreshed.

## **Our Vision**

Our vision is to meet the long term housing aspirations of people who live in short term supported accommodation, offering choice and enabling people to live independently in way they want.

## **Outcomes from this strategy**

1. Fulfilled lives through effective support
2. Independent people with real options
3. Increased move-on through effective partnerships

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<sup>7</sup> Haringey’s Housing Strategy 2009 – 19

# What are our priorities and how are we going to achieve them

## 1. Fulfilled lives through effective support

### Key priorities are to:

- Ensure the provision of appropriate floating support services for clients that have moved-on
- Assess the appropriateness of and access to all Community Care Assessments (CCA) for those requiring a care package or residential care
- Work with partners to ensure an appropriate provision of specialist 'second-stage' supported services with suitable entry criteria
- Assess the provision and entry criteria of long term care/specialist support projects
- Assess the provision of hostels with suitable entry criteria or programmes of specialist support
- Work with support providers to promote options with clients able but not willing to move-on
- Ensure that the support needs of clients are properly assessed

## 2. Independent people with real options

### Key priorities are to:

- Promote a range of schemes to make it easier for vulnerable households or those on benefits to access the private rented sector
- Work with private sector landlords to encourage the granting of tenancies to clients that are ready to move-on
- Actively promote a range of housing options for those moving on including providing information on the availability of accommodation
- Manage the expectations of clients living in short-term supported accommodation
- Explore with partners the opportunities for move-on for couples
- Assess the move-on options available to clients with pets

## 3. Increased move-on through effective partnerships

### Key priorities are to:

- Ensure effective joint working between providers to promote access to treatment, accommodation or pathways between providers
- Ensure that nomination and allocations procedures are clearly defined, fair and widely known
- Through the Lettings Policy assess the level of priority awarded to clients waiting to move on to permanent social housing
- Assess the referral procedures of all sheltered housing services providers
- Promote the use of the Council's Choice Based Lettings system (Home Connections) and ensure that it is understood by all providers and clients of short-term supported housing

- Explore with the North London sub-region and other authorities, the possibility of cross authority agreements for people placed outside the borough
- Ensure that options for move-on take account of the needs of clients in terms of retaining a local connection
- Carry out a review of exclusion policies that may cause barriers to effective move-on
- Fully assess and seek to resolve barriers to effective move-on experienced by clients in receipt of housing benefit

## **How we will implement and monitor this strategy**

The delivery of this strategy will be overseen by the Integrated Housing Board (IHB), a thematic partnership board of Haringey Strategic Partnership.

We will establish a Move-On Strategy Implementation Group that will meet regularly. Their role will be to make sure that the actions in the implementation plan are being delivered and by monitoring performance demonstrate that they are successful. As well as reporting to the Integrated Housing board this group will identify and share good practice between partners to improve move-on from short-term supported accommodation.

This forum will produce an annual review detailing progress made in that year and also look to future ways to deliver priorities.

## Appendix I – Results of the MOPP audit

Move on plans protocol (MOPP) - Audit		
<b>Question 1: Move on in the past year</b>		
Thinking about the past year, how many clients moved on to the following:		
Lead contacts: Enter 12-month period to be covered e.g. April 2006 - March 2007	April 2008 - March 2009	
<p>This question is designed to capture move on numbers and destinations from the previous year as a baseline from which to measure the success of the MOPP in your hostel and area. Please consider whether each move was planned or unplanned and place clients</p>		
Category	Planned	Unplanned
<b>Treatment</b>		
Treatment based accommodation (e.g. drugs or alcohol)	2	0
<b>Supported accommodation</b>		
Another hostel	8	1
Second stage supported housing	11	4
Long term care / support	0	0
<b>Permanent / settled rented accommodation</b>		
Private rented sector with floating support	5	0
Private rented sector without floating support	13	0
LA allocation (LA/HA) with floating support	9	0
LA allocation (LA/HA) without floating support	38	2
HA direct let with floating support	2	0
HA direct let without floating support	11	1
Sheltered housing with floating support	0	0
Sheltered housing without floating support	2	0
<b>SUB TOTAL (arranged tenancies/licenses)</b>	<b>101</b>	
<b>Other</b>		
Reconnection	1	0
Accommodation as an owner occupier	2	0
Staying with friends	4	1
Staying with family members	10	2
Bed and breakfast accommodation	2	0
Returned to previous home	9	2
Short-term hospitalisation (acute)	0	1
Short-term hospitalisation (psychiatric)	0	0
Other (please specify):	1	22
Evicted		2
Abandoned		8
Committed suicide / died		2
Taken into custody		11
<b>SUB TOTAL (other planned move on)</b>	<b>29</b>	
<b>TOTAL</b>	<b>130</b>	

## Question 2: Current clients' move on requirements

Thinking about current clients' move on requirements, please place them in the following categories as appropriate for them at this point in time

This question collates information on current clients' move on requirements. Please enter each client only once in the most appropriate category and column.

- Clients not being considered for move on as they are not ready should be placed in category 1.
- All other clients should be placed in a category based on where it is thought they would thrive best.

Please think about where clients would thrive best rather than about what accommodation is currently available or any barriers to move on. In this way the audit is able to map gaps based upon the best possible outcomes for clients.

Category	Client already nominated (move agreed with provider)	Client ready for accomm. type but <u>not available</u> at present	Client ready for accomm. type but <u>does not exist or cannot be accessed</u> locally	Total number of clients per category
Not being considered for move on as client not ready				253
<b>Treatment</b>				
Treatment based accommodation (e.g. drugs or alcohol)	2	1	12	15
<b>Supported accommodation</b>				
Another hostel	0	2	9	11
Second stage supported housing	7	7	15	29
Long term care / support	2	8	3	13
<b>Permanent / settled rented accommodation</b>				
Private rented sector with floating support	3	12	0	15
Private rented sector without floating support	2	31	0	33
LA allocation (LA/HA) with floating support	24	37	1	62
LA allocation (LA/HA) without floating support	7	24	4	35
HA direct let with floating support	5	3	0	8
HA direct let without floating support	4	6	0	10
Sheltered housing with floating support	2	1	0	3
Sheltered housing without floating support	0	0	0	0
<b>Other move on</b>				
Reconnection				0
Accommodation as owner occupier				1
Return to home / stay with friends or family				3
Bed and breakfast				1
Short-term hospitalisation (acute)				0
Short-term hospitalisation (psychiatric)				0
Other (please specify) :				5
<b>Other categories</b>				
Asylum seeker waiting determination				2
<b>TOTAL CLIENTS IN PROJECT</b>				<b>499</b>

### Question 2 a-e: Optional questions

These questions collect further data on the figures entered in Question 2. Your lead contacts will tell you whether hostels in your area are completing these questions.

To complete these optional questions please click on the adjacent link:

### Question 3: Likely demand over the year ahead

Thinking about the coming year as a whole please forecast how many people will be ready to move on (including those that have not yet presented) and how many tenancies/licenses you expect to get for each of the following categories:

Lead contacts: Enter 12-month period to be covered e.g. April 2007 - March 2008

April 2009 - March 2010

This question is designed to capture forecast demand for move on over the coming year as a whole and map it against expected provision.

Building on the information from question 2 please forecast the number of people who will be ready to move on in the coming year as a whole (including those that have not yet presented) alongside the number of tenancies/licenses you expect to get in each

Any shorfalls will be calculated in the last column

Category	Expected number of people ready to move on over coming year	Number of tenancies/licenses expected over coming year	Shortfall in provision
<b>Treatment</b>			
Treatment based accommodation (e.g. drugs or alcohol)	18	34	0
<b>Supported accommodation</b>			
Another hostel	12	2	10
Second stage supported housing	34	62	0
Long term care / support	14	8	6
<b>Permanent / settled rented accommodation</b>			
Private rented sector with floating support	15	4	11
Private rented sector without floating support	30	22	8
LA allocation (LA/HA) with floating support	46	24	22
LA allocation (LA/HA) without floating support	58	20	38
HA direct let with floating support	5	3	2
HA direct let without floating support	10	2	8
Sheltered housing with floating support	0	0	0
Sheltered housing without floating support	0	0	0
<b>SUB TOTAL (arranged tenancies/licenses)</b>	<b>242</b>	<b>181</b>	<b>61</b>
<b>Other</b>			
Reconnection	4		
All other planned move on	18		
<b>SUB TOTAL (other planned move on)</b>	<b>22</b>		
<b>TOTAL</b>	<b>264</b>		

## Appendix II – Identified barriers to move-on

### Move on barriers: Treatment and Supported Accommodation

Barrier	Yes	No	Unanswered	%
Lack of joint working between providers (voluntary and/or statutory) i.e. for access to treatment accommodation or pathways between providers	10	11	3	47.6%
Lack of second-stage projects with suitable entry criteria or programmes of specialist support	11	10	3	52.4%
Lack of hostels with suitable entry criteria or programmes of specialist support	10	10	4	50.0%
Lack of long-term care/support projects with suitable entry criteria or programmes of specialist support	10	10	4	50.0%

### Move on barriers: LA/HA Tenancies

Barrier	Yes	No	Unanswered	%
Lack of priority given to clients waiting to move on by LA/HAs	17	5	2	77.3%
Lack of transparency over nominations and allocations procedures	14	7	3	66.7%
No clear cross authority agreements for people placed by outside boroughs	14	6	4	70.0%
Local connection issues	13	8	3	61.9%
Blanket exclusion policies i.e. for rent arrears	9	10	5	47.4%
Different prioritisation systems operating across different landlords	5	16	3	23.8%
Lack of understanding about choice based lettings by staff	3	16	5	15.8%
Sheltered housing providers not taking referrals of homeless people	1	16	7	5.9%

### Move on barriers: Private Rented Sector Tenancies

Barrier	Yes	No	Unanswered	%
Lack of schemes in place to enable clients to access private rented accommodation (i.e. rent-deposit and/or lettings management and support schemes)	18	3	3	85.7%
Housing Benefit delays	13	7	4	65.0%
Private rented sector landlords unwilling to let to tenants on benefits	13	6	5	68.4%
Housing Benefit does not meet local private sector rent levels	15	5	4	75.0%

### Move on barriers: General Issues

Barrier	Yes	No	Unanswered	%
Unrealistic expectations of clients, e.g. if I wait long enough I will get a social housing tenancy.	18	4	2	81.8%
Lack of information about accommodation availability	16	5	3	76.2%
Lack of (appropriate) floating support	15	5	4	75.0%
Lack of information sharing among providers and/or relevant agencies or services	12	8	4	60.0%
Difficulty with access to or appropriate community care assessments for those requiring a care package	12	7	5	63.2%
Some clients not wanting to move on/institutionalised	12	9	3	57.1%
Inadequate support needs assessment	5	16	3	23.8%
Insufficient use of homelessness legislation (i.e. local authority assessment not suggested to people likely to be in priority need)	7	14	3	33.3%
Lack of move on for couples	5	8	11	38.5%
Lack of move on for those with pets	4	9	11	30.8%