

**Report for:** Cabinet 16<sup>th</sup> January 2018

**Title:** Supported Housing Tenants and Residents Charter and Programme Update - Housing Support Transformation

**Report authorised by:** Charlotte Pomery, Assistant Director Strategic Commissioning

**Lead Officer:** Gill Taylor, Programme Delivery Manager (Housing Support Transformation)

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Non-key Decision

## **1. Describe the issue under consideration**

- 1.1 This report presents the Supported Housing Tenants and Residents Charter. The creation of a Charter was one of the recommendations of the Supported Housing Review, whose recommendations were approved by Cabinet in March 2017 in the form of the Housing Support Transformation Programme. The aim of the Charter is to codify our commitments to supported housing tenants, who may be affected by changes to housing support as a result of the programme.
- 1.2 In addition, this report presents an update on the activities of the Housing Support Transformation programme. The programme is a result of the Supported Housing Review,. The programme aims to deliver the vision, principles and objectives identified in the Supported Housing Review, which reflect a changing housing and social care landscape and emphasise the need to modernise & diversify our housing support offer to the boroughs vulnerable residents.
- 1.3 This report is to be considered by Cabinet with a view to approving the Supported Housing Tenants and Resident Charter and noting the update.

## **2. Cabinet Member Introduction**

- 2.1 Our recently adopted Housing Support Transformation Framework (2017-2022) 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.

- 2.2 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.
- 2.3 To make this happen, we set out a commitment to co-production; genuinely involving supported housing tenants, residents and service users in the delivery of transformation in housing support. The Supported Housing Tenants and Residents Charter is our pledge to work in partnership with people receiving housing support services to bring about change that enables them to achieve their goals, build on their strengths and capacities and share their experience of 'what works'. To that end, the Charter brings together existing commitments, national good practice and learning from previous change projects in Haringey to make six pledges to those affected by the proposed changes about how they will be involved, recognised and supported as part of the Transformation programme.
- 2.4 It is encouraging to see co-production already in action in the work of the Housing Support Transformation Programme and to see that some of the recommendations made by the Supported Housing Review have been delivered at this early stage. I am especially pleased that we are now able to offer the opportunity of an independent tenancy to learning disabled adults and that we have begun work to improve the experience of older LGBT people when approaching the Council and our providers for housing support services.

### **3. Recommendations**

- 3.1 To approve the draft Supported Housing Tenants and Residents Charter at appendix 1.
- 3.2 To note and consider the update of the Housing Support Transformation programme set out in this report.

### **4. Reasons for decision**

- 4.1 It is considered appropriate that Cabinet approve the Supported Housing Tenants and Resident Charter, a key element of the Housing Support Transformation programme, recommended by the Supported Housing Review in March 2017.

4.2 Approval is anticipated 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 anticipated to address the issues, gaps and opportunities identified by the Supported Housing Review, as approved by Cabinet in March 2017.

## **5. Alternative options considered**

5.1 The Council already has a range of charters, pledges and commitments to tenants and residents which it could apply to this programme of change. However, the Housing Support Transformation programme was approved on the basis that it would make a commitment to co-production, transparency and partnership in order to deliver the recommendations of the Supported Housing Review. With a number of challenging decisions to make about our supported housing provision, and in recognition of the particular housing and support circumstances of residents living in supported housing, making generalised commitments does not reflect the importance of the programme or the population it involves.

5.2 Alternatively, the Council could move forward without a Supported Housing Tenants and Residents Charter as there is no statutory requirement for a local authority to produce one. However, having a coherent commissioning framework and approach, founded in co-production, transparency and partnership with vulnerable residents is considered best practice. As with the option presented in 5.1, with a number of challenging decisions to make about our supported housing provision, making no commitment to those who may be affected is clearly not an option.

5.4 The draft Supported Housing Tenants and Residents Charter has been co-produced with supported housing tenants and residents through a series of workshops and meetings. It outlines six pledges to vulnerable residents who receive housing support, specifically in reference to changes to housing support that may arise out of the Housing Support Transformation programme. The Charter commits to involving, valuing and recognising the contributions of supported housing tenants in delivering the required changes as well as making commitments to those people who may be individually affected by change. 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, older people and those with long-term conditions. Other types of housing support include community floating support, housing advice and community alarm services. Housing support is not a form of social care, but can sometimes be offered alongside it, therefore supported housing should not be confused with residential or nursing care.
- 6.2 The Council's 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 disabilities and long term conditions. The largest group of people that benefit from supported housing is older people.
- 6.3 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. The review concluded in January 2017 and its findings and recommendations named 'The Housing Support Transformation' were approved by Cabinet in March 2017.
- 6.4 The Housing Support Transformation is a programme of change 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.
- 6.5 Additionally, supported housing and therefore the Transformation programme, 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 Transformation programme will ensure that supported housing contributes to the achievement of housing, health and wellbeing outcomes for vulnerable adults and young people in need of housing support.

6.6 The Transformation programme requires a series of commissioning and implementation decisions in order to deliver the support models and settings that will facilitate improved outcomes for vulnerable adults and young people in need of housing related support. These decisions may result in temporary and/or permanent changes to support settings and practices. Approval of the Transformation programme was therefore subject to the creation of a Tenants and Residents Charter; setting out the Council’s commitment to involve tenants and residents in the proposed changes, as well commitments to ensure the continuation and quality of support provided during the lifespan of the Transformation programme.

### **Supported Housing Tenants and Residents Charter**

6.7 Four of the recommendations in the Supported Housing Review refer to reconfiguring and redesigning existing housing support services. In some cases this could mean redesigning, changing or moving the buildings that these services are provided in. Whilst the vast majority of supported housing tenants will be unaffected by this, the Supported Housing Tenants and Residents Charter tells residents what they can expect if their supported housing service changes as a result of the programme.

6.8 The Supported Housing Tenants and Residents Charter (appendix 1) makes 6 co-produced pledges about how the Housing Support Transformation programme will deliver change in supported housing and housing support services. The creation of a Charter is in line with national good practice and draws on learning from other Charters in Haringey, for example the Love Lane Residents Charter.

6.9 The aim of the Charter is to give confidence to supported housing tenants, residents and service users, that the Transformation will be an opportunity to shape the services they receive, work with the council to design new services and be heard if they are unhappy with the quality of support they receive.

6.10 The Charter is a commitment to fairness, involvement and quality; these fundamental principles will not change, though the Charter itself, and the six main pledges below, be updated as the Housing Support Transformation programme develops and progresses.

Pledge 1	We will work with you to develop improved housing support services
Pledge 2	You will be offered opportunities to influence how your service is changing
Pledge 3	You will be offered tailored support if you need to move out of supported housing as part of this programme
Pledge 4	We will involve you in making sure that the support you

	receive is high quality
Pledge 5	We will recognise and celebrate your contribution to change
Pledge 6	We will take your complaints seriously

- 6.11 Whilst the Charter pledges apply to all supported housing tenants, residents and service users, the majority of supported housing services are provided to older people. Therefore this group are more likely to experience the planned changes firsthand. Additionally, the Supported Housing Review identified specific opportunities to modernise support models and buildings providing housing support for older people. Therefore the Charter has been produced in partnership with older supported housing tenants and with their specific needs in mind.
- 6.12 The Charter was produced in partnership with supported housing tenants and other stakeholders and relates specifically to the changes arising from the Housing Support Transformation. The Programme Delivery Manager has convened co-production groups with sheltered housing tenants, learning disabled adults, service users of our mental health supported housing pathway and homeless young people.
- 6.13 These four groups will shape the Transformation programme through a range of co-design and consultation activities, meeting regularly with commissioners and supported housing providers, contributing to the commissioning and procurement of supported housing services, building design and new support practices. Each group has made decisions about the frequency of their meetings, how they would like to be credited for their contribution and which areas they would like to focus their involvement. The creation of the Charter is the first co-produced element of the Housing Support Transformation and each group contributed their ideas, insight and experience to it.
- 6.14 The Charter will be shared with all residents, tenants and service users of supported housing in Haringey, even if it is not anticipated that their support will be affected by change. This is to ensure vulnerable adults and young people feel empowered to participate and contribute to changes in housing support the borough and to share their valuable insights and expertise. The Charter will be shared in hard copy in all supported housing services and will also be available online. An easy read version will be made available to learning disabled supported housing service users and versions translated into other languages will be available on request.
- 6.15 Specific, separate and appropriate service user consultation and co-production, in line with legal requirements and best practice, will be conducted for any service where reconfiguration is identified.

## Housing Support Transformation Update



- 6.16 As part of the recommendations approved in March, it was agreed to periodically report back to Cabinet on the progress of the programme.
- 6.17 **Governance:** The Housing Support Transformation programme identified a governance structure to ensure the pace, scope and vision of the programme remains strategically relevant and service-user focussed enable the effective is delivery of all recommendations. As well as a dedicated Programme Delivery Manager, the programme now has functioning Delivery Sub-group meetings for each of the four priority client groups (older people, young people, mental health & learning disabled adults) and a dedicated Delivery Board of senior Council officers to guide decision-making, programme progress and strategic fit.
- 6.18 **Members Working Group:** The Supported Housing Review was sponsored by a dedicated Members Working Group, with membership from both Labour and Liberal Democrat Groups. Convened in an advisory capacity, the group contributed significantly to the final recommendations of the Review. Following this success, it was felt that Members could add further value to the delivery of the Housing Support Transformation programme. As such the working group has been reconvened, with it's original membership and Terms of Reference, for the duration of the Transformation programme. The group will meet bi-monthly to consider the data, intelligence and proposals brought forward to deliver the outcomes of the Housing Support Transformation.
- 6.19 **Co-Production:** As a central principle in the deliver of the recommendations of the Supported Housing Review, the Housing Support Transformation programme has convened a number of co-production and consultation groups with supported housing residents. These include a group of sheltered housing tenants, another group of learning disabled supported housing residents as well as a group of people living in mental health and homelessness supported housing. In line with the principles of co-production, each group has agreed the frequency of its own meetings, how it wants its contribution to be recognised in programme documents and the level of involvement group members want in discussing, designing and delivering change in housing support over the life of the programme.
- 6.20 **LGBT Visibility:** Recommendation 5 in the Housing Support Transformation is to *'build on the proud LGBT history in Haringey by improving the data collected, professional training and visibility of the LGBT supported housing community, with particular focus on older and younger people, people from BAME communities and those with disabilities'*. One of the first elements of this work was to facilitate an event exploring the housing, support and health needs of older LGBT people. This event, delivered in partnership with Opening Doors London, took place on November 1<sup>st</sup> at the Civic Centre. The event was attended by around 50 professionals, residents and stakeholders and discussed

a wide range of topics to start to understand the gaps in data, barriers to accessing services and strengths in existing practice around supporting LGBT older people in the borough. In addition to this event, work has commenced to explore access to appropriate, and where necessary specialist, housing support for LGBT adults and young people. The Housing Support Transformation programme will develop an action plan to improve access to housing support for LGBT people that includes staff training, improved data collection and a range of work to increase the visibility of LGBT people in supported housing.

- 6.21 **Social Lettings Quota for Learning Disabled Adults:** Recommendation 8b in the Housing Support Transformation is to *'create a 10-unit social lettings quota for adults with learning disabilities as a route into independent living out of supported housing'*. This quota now forms part of the Annual Haringey Lettings Plan 2017/18 and co-production work is in progress with service users and professionals to design appropriate processes to support learning disabled adults to apply for and thrive in independent tenancies with the Council as part of their move-on from supported housing. The quota will be reviewed on an annual basis as part of the lettings planning process.

## 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 Housing Support Transformation programme is to address in particular the objectives under Priority 5 and Priority 2: to deliver housing support services that enable vulnerable people to achieve positive housing and health outcomes, provide good value for money and play a role in meeting objectives across multiple and wide-ranging elements of the Corporate Plan.
- 7.3 The Supported Housing Tenants and Residents Charter and the Housing Support Transformation programme more widely 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 programme, 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 Charters intention to encourage involvement in service design and delivery from vulnerable tenants and residents and ensure those with protected characteristics receive opportunities to engage that are specific to their skills and capacities.
- ***We will work with communities***  
The Charter sets out our commitment to co-production and how we will deliver this. The programme emphasises the commitment to building resilient and inclusive communities, for example by co-producing older people’s hub services.
- ***Partnership***  
The Charter is evidence of our commitment to delivering the Housing Support Transformation programme in partnership with all interested departments, organisations and individuals in the borough, specifically with service users who are in receipt of, experts in and affected by any changes to supported housing and housing support.
- ***Customer service***  
This relates to the commitments in the Charter to improve quality and work collaboratively with those in need of housing support.
- ***Value for money***  
Working in partnership with service users, tenants and residents of supported housing will produce better quality and more innovative service models. This will deliver value for money by enabling more people to live independently and avoid housing and health crises associated with inappropriate or poor quality service provision.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

**Finance**

8.1 The Housing Support Transformation programme is one of the underpinning programmes which will enable Adults Social Care to more effectively manage its financial resources through a combination of –

- Coordinating provision of housing support services with demand;
- Facilitating the “step-down” and “move-on” of clients to more appropriate services by matching provision to individual level of needs;

8.2 The programme will be one of the key enablers of the savings programme for Priority 2 in the Medium Term Financial Strategy.

## Legal

8.3 The Assistant Director of Corporate Governance has been consulted in the preparation of this report and advises that there are no legal implications arising from the Tenants and Residents Charter. However, further legal advice will be provided as necessary, as the housing support transformation programme progresses.

## Procurement

8.4 Strategic Procurement notes the contents of this report and will endeavour to support the charter in future procurements where applicable.

## Equalities

8.5 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.6 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.7 The provision of housing support, excluding for those people where housing is part of a social care package, is not a statutory requirement of the local authority, and is completed as part of the council's housing and homelessness prevention work. The provision of supported housing and housing support is therefore in itself a contribution to the council's duties under the Equality Act 2010. An Equality Impact Assessment was completed for the Housing Support Transformation Framework, under which this charter sits, and this Assessment identified that the transformation of housing support will bring positive benefits for groups with protected characteristics, with the provision that further Equality Impact Assessments are carried out where necessary.

8.8 This charter will enable service users, including people with protected characteristics, to participate in the improvements to housing services. It strengthens direct communication channels for service users, offers personalisation of the service to reflect users' needs and offers training and

support to service users who might otherwise struggle to express their views. It therefore will benefit service users with protected characteristics.

## 9. Use of Appendices

Appendix 1 – Supported Housing Tenants and Residents Charter

## 10. Local Government (Access to Information) Act 1985

### Internal

Haringey Supported Housing Review – Needs & Gaps Analysis [Approved March 2017]

Haringey Housing Support Transformation Framework [Approved March 2017]

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

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

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

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'Co-Production in Social Care; what is it and how to do it', Social Care Institute of Excellence (2013). Accessed at:

[https://www.thinklocalactpersonal.org.uk/assets/COPRODUCTION/Co\\_production\\_what\\_it\\_is\\_and\\_how\\_to\\_do\\_it.pdf](https://www.thinklocalactpersonal.org.uk/assets/COPRODUCTION/Co_production_what_it_is_and_how_to_do_it.pdf)

'Co-Production with Older People', National Development Team for Inclusion.

Accessed at: [https://www.ndti.org.uk/uploads/files/Personalisation\\_-\\_dont\\_just\\_do\\_it\\_coproduce\\_it\\_and\\_live\\_it%21\\_a\\_guide\\_on\\_understanding\\_co\\_production\\_and\\_making\\_it\\_happen\\_with\\_older\\_people.pdf](https://www.ndti.org.uk/uploads/files/Personalisation_-_dont_just_do_it_coproduce_it_and_live_it%21_a_guide_on_understanding_co_production_and_making_it_happen_with_older_people.pdf)

'Introducing Charters', Chartered Institute of Housing. Accessed at:

<http://www.cih.org/charters>