Moving on from homelessness

How services support people to move on
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Introduction

This report presents an updated picture of move on from homelessness services. It draws together analysis of data from four sources: Homeless Link’s call for evidence on innovative responses to move on; analysis of Move On Plan Protocols (MOPP); qualitative semi-structured telephone interviews with ten homelessness service providers who indicated in Homeless Link’s Annual Review 2016 that they were running an ‘innovative response to move on’; and case studies with five service providers who responded to our call for evidence.

The report begins by asking what we mean by the term ‘move on’, before exploring the range of innovative work the homelessness sector is doing to support people to move on from homelessness. The report then explores the challenges and opportunities that are presented by this work, from the perspective of service ethos, set up and delivery, and the wider political and economic environment. Although the sector is able to innovate and to provide high quality and successful services it does not exist in a vacuum and policy decisions, the housing market and other external factors also impact on how services can support people to move on. Finally, we present the key findings and learning from this research.

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1 Homeless Link put out a Call for Evidence on the Homeless Link website in August/September 2016 asking for examples of innovative responses to move on. We received 20 responses.

2 The Move On Plan Protocol (MOPP) is a toolkit developed by Homeless Link that enables local authorities and service providers to audit resettlement needs in homelessness services in their local area. The audits can show where clients do not have access to the right move on options and gives local authorities a basis for the development of new resettlement options. The MOPP has been in use by local authorities and voluntary organisations since 2012. Analysis is based on 62 of responses from audits carried out between 2012 and 2014.
What do we mean by ‘move-on’?

The main aspiration of people who are homeless is to have a home of their own, and homelessness services help people to achieve this. The main approach in England to housing single homeless people can be described as a ‘linear’ or a ‘staircase’ approach, with most homeless people spending time in short-term supported accommodation, e.g. hostels, before moving into independent accommodation. This can involve several moves, for example a move into an emergency shelter; then into a short stay hostel; a possible further move into second stage or specialist hostel (relating to support needs); progression to semi-independent or shared accommodation; and ultimately, moving into independent accommodation.

Allied to this approach is a ‘treatment first’ philosophy where individuals are typically expected to engage in support to address their range of needs, including treatment for mental health and substance misuse issues, before moving on to independent housing when they show sufficient ‘housing readiness’. Some individuals with high support needs may also move on to long-term supported housing.

Over recent years the efficacy of the traditional ‘staircase’ approaches have been debated. This is particularly the case as Housing First, which prioritises access to accommodation without any conditions for engaging in support, has shown positive outcomes in tenancy sustainment and other areas for some clients. While Housing First as an approach is becoming more common, it is shown to work best for a particular cohort of clients with more complex needs. Many supported housing services are still commissioned to provide interim accommodation for individuals while they receive support they may need, and while they can be supported to find permanent ‘move-on’ accommodation. In this context, ‘move on’ can mean moving on through the various stages of homelessness provision as well as moving on to a home of their own.

The Supporting People programme, established in 2003, has been the main funder of homelessness supported housing. The funding under the SP programme was transferred to the area based grant in 2009 and is now generally referred to as local authority housing-related support. It is still the primary source of funding for more than half of homelessness projects (55%), although this has reduced from 67% in 2013. The main aim of housing related support is to provide vulnerable people with the support, tools and skills they need to achieve independence.

The issue of ‘move on’ from homeless supported housing has been an increasing challenge for services due, in the main, to the shortage of available affordable accommodation. According to Homeless Link’s 2016 Annual Review, 30% of clients were ready to move on from supported housing but were not able to do so.

In this context, homelessness service providers have had to innovate in order to increase the instances of successful move on for homeless people, and this report explores how organisations are responding to this challenge.

Defining the term

The MOPP toolkit allows its users to classify move on under a number of categories. Move on is broken down into ‘planned’ and ‘unplanned’ move on, with ‘planned’ move on being broken down further into ‘planned tenancy’ move on and ‘planned non-tenancy’ move on. Move on options include first and second stage supported accommodation as well as independent accommodation and returning home to family or friends. A detailed breakdown of planned move on categories can be seen in Table 1 below:

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3 See for example Pleace, N., Using Housing First in Integrated Homelessness Strategies, A review of the evidence (University of York, 2018); Homeless Link (2015) Housing First or Housing Led?
5 Ibid
This research found that the homelessness sector understands a broader definition of the term ‘move on’. Move on was variously seen as about becoming independent, moving away from a former life or lifestyle, feeling safe, secure and calm, and offering hope. An important element of move on is seen to be the ability of individuals to sustain their accommodation and ensuring they are supported appropriately to avoid repeat homelessness. Many service providers felt that move on was, at its core, about moving to accommodation that better suits an individual's needs and circumstances. In this way move on could be non-linear, with a move into a higher support environment viewed as a positive progression for some individuals. Crucially, it was seen as far more than acquiring a tenancy or other form of accommodation.

<table>
<thead>
<tr>
<th>Planned tenancy move on categories:</th>
<th>Planned non-tenancy move on categories:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Treatment based accommodation</td>
<td>Return to home, family or friends</td>
</tr>
<tr>
<td>Long term care/support</td>
<td>Reconnection</td>
</tr>
<tr>
<td>Another hostel (first stage (f/s))</td>
<td>Hospitalisation</td>
</tr>
<tr>
<td>Second stage supported housing</td>
<td>Bed &amp; Breakfast</td>
</tr>
<tr>
<td>Local Accommodation (LA) allocation/ choice based let &amp; floating support (f/s)</td>
<td>Accommodation as owner occupier</td>
</tr>
<tr>
<td>LA allocation/ choice based let, no f/s</td>
<td></td>
</tr>
<tr>
<td>Housing Association (HA) direct let with floating support</td>
<td></td>
</tr>
<tr>
<td>HA direct let without floating support</td>
<td></td>
</tr>
<tr>
<td>Private rented with floating support</td>
<td></td>
</tr>
<tr>
<td>Private rented without floating support</td>
<td></td>
</tr>
<tr>
<td>Sheltered housing with floating support</td>
<td></td>
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<tr>
<td>Sheltered housing, no floating support</td>
<td></td>
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</tbody>
</table>
How the sector supports successful move on

This chapter presents some of the innovative practice within the sector that supports individuals to move on from homelessness. It first outlines the range of services provided, before giving an overview of service provision and, finally, presenting five detailed case studies of services that support people to move on from homelessness. While this does not constitute a comprehensive coverage of available move-on across England, it provides a helpful snapshot of the range of activities and services being offered by the sector.

Range of interventions provided to support move on

Analysis of responses to our call for evidence and telephone interviews reveal that a wide range of interventions are being provided by the sector. These have been categorised in Table 2 below. Please note that many services deliver interventions in more than one area and so the total count is more than the total number of participating organisations.

<table>
<thead>
<tr>
<th>Service type</th>
<th>Brief Description</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing First</td>
<td>Housing First services provide individuals with multiple and complex needs with stable housing and intensive, flexible and person-centred support to enable them to begin recovery and move away from homelessness. Individuals do not need to prove they are ready for independent housing and there are no conditions placed on residents, other than a willingness to maintain a tenancy agreement.</td>
<td>2</td>
</tr>
<tr>
<td>Housing led</td>
<td>‘Housing – led’ services are lower intensity (in terms of support intensity, range or duration) and may also be targeted at lower needs groups of homeless people who are not chronically homeless.</td>
<td>2</td>
</tr>
<tr>
<td>Increasing access to the Private Rented Sector (PRS)</td>
<td>Services working to increase access to the PRS for people leaving supported accommodation. Projects often involve an element of working with landlords; pre-tenancy training; support for landlords; support for residents.</td>
<td>7</td>
</tr>
<tr>
<td>Increasing access to social housing</td>
<td>Services working with the social housing sector to increase access to social housing for people leaving supported accommodation. Often for particular groups i.e. veterans and young people.</td>
<td>4</td>
</tr>
<tr>
<td>One-to-one individual support, including floating support</td>
<td>Services providing one-to-one support to enable people to build skills to live independently, to access employment, training and education, or to access independent accommodation. This support can take various forms i.e. a long term offer of support that enables individuals to live in independent accommodation, one-to-one support for people ready to move on from supported accommodation that identifies the best move on option and supports a move.</td>
<td>13</td>
</tr>
<tr>
<td>Light touch floating support</td>
<td>Services providing an offer of floating support that is not formalised, but can be called on as and when needed.</td>
<td>2</td>
</tr>
<tr>
<td>Co-ordinating/joining up services</td>
<td>Services with a focus on bringing together the multiple agencies needed to enable an individual to move on to independence. Typically, these services bring together support across housing, health, probation, mental health and might also involve the creation of joint action plans.</td>
<td>8</td>
</tr>
<tr>
<td>Tenancy training skills</td>
<td>Training to prepare people for living independently, often including money management and practical skills such as cooking and understanding bills. These skills can be taught in group or individual settings. They are sometimes tailored</td>
<td>5</td>
</tr>
</tbody>
</table>
Overview of provision

This section outlines the way in which services are provided by the homelessness sector to facilitate move on. It is based on interviews with ten services and case studies with five organisations.

Referral routes and access to services

Referral routes into services tend to be flexible, with many services accepting self-referrals as well as referrals from a wide range of agencies including: local authority housing services, child and/or adult services, the local homeless pathway, prison, and probation.

Schedule 1 offenders, arsonists, and people with very high support needs, including high mental health needs are the most commonly excluded groups, but are not excluded in all cases. Some schemes are actively risk inclusive, meaning that they assess all referrals on a case by case basis, and work to include service users that have been rejected elsewhere. Other commonly excluded groups are people with no recourse to public funds and those with very specific language requirements. A number of services are restricted to individuals with a local connection.

How do services help prepare people for move on?

Move on was often seen to involve two main elements. The first is supporting service users for independent living, with support often organised through a regularly reviewed move on plan. Move on plans are often flexible, led by the service user and with services taking an asset based and person-centred approach. The support provided to service users varies, but often includes: pre-tenancy training, support with benefits and budgeting, and support into education, training and employment (ETE).

The second element is increasing access to accommodation. Services achieve this by building close relationships with the Local Authority (LA), housing associations (HAs) and private landlords. This can involve influencing allocations policies as well as cultivating relationships with private landlords to encourage them to let to this client group at affordable rates.

Services often maintain support well beyond the point of ‘move-on’ – for example when a client starts a new tenancy. Data from Homeless Link’s 2017 Annual Review found that 74% of the responding accommodation providers continue supporting clients after they moved on from their project, either through structured floating support or more informal contact.6

Where do people move on to?

Many services reported a range of move on options in their local area, although these options were closely related to local housing markets. In a minority of cases, most service users moved on to Local Authority (LA) or Housing Association (HA) housing, with some services reporting that 90% of their service users moved into this form of housing. More commonly, the availability of LA and HA housing was limited and in these areas services are highly dependent on access to the private rented sector (PRS). Moving on to the PRS was universally seen to bring challenges, including: high rental costs, insecurity of tenure, low quality, and the reluctance of landlords to let to individuals on benefits and/or with a homeless history. Services for younger people were more likely to report service users moving on to supported lodgings, returning to family or friends or moving on to other supported accommodation.

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Moving on to shared accommodation is more common with the introduction of the Shared Accommodation Rate (SAR) for under 35s. However, there are challenges with availability of shared accommodation, as well as with the SAR rate and Local Housing Allowance (LHA) rates being below market rents in many places. Services are engaged in a range of activities to make a move to shared accommodation successful for their service users, and these include: needs assessments, identifying the aspirations of service users, workshops and training on living in shared housing, thorough risk assessments, and support worker visits to individuals in shared accommodation.

Specific practice also exists to protect the safety and anonymity of individuals who have experienced domestic abuse. This includes safeguarding procedures such as identifying geographic regions that are unsafe for the individual to move on to, as well as working in partnership with specialist organisations such as Women’s Aid and local refuges.

Although the services included in this research were typically supporting people to move on to accommodation outside of supported services, MOPP analysis reveals that there is a significant amount of move on within supported accommodation too. 37% of individuals were identified through MOPP as moving onto other supported housing (either first or second stage), compared to 57% of individuals who moved on to tenancies in the social or private sector.

How are services funded and how much do they cost?
The majority of services secured funding from a range of sources. The main sources of funding identified include: Housing Benefit, Supporting People/ Local Authority Funding, Child and Adult Services, Homelessness Prevention Grants, Police and Crime Commissioners, Homes and Communities Agency, Fair Chance Funding, and Clinical Commissioning Groups. Grant funding and income from social enterprise were less common forms of funding.

The cost of services varied significantly and many respondents were unable to provide a figure of how much it cost to support an individual to move on through their service. Where figures were available, costs varied significantly, reflecting the differing needs of service users supported. For example, costs per person varied from £850 per individual moved on through a service working with social housing providers to provide access to social housing for veterans with low support needs (Stoll, Veterans Nomination Scheme), to £2,500 per person for a service providing a hospital discharge service for those leaving hospital with fixed abode, finding accommodation and providing wraparound support once residents have moved in. (Deventio, Healthy Futures)

Monitoring and evaluation
There is a mixed picture in relation to monitoring and evaluation, with some services carrying out extensive evaluation and others recording only basic information. Almost all services provide reports to funders as a minimum.
Case study 1: M25 Dispersed community model

“People that are coming into services need to help themselves, but they also need better choices”

Move on is… a move into accommodation that better suits individual circumstances. This can be a move towards independent living, or a move into accommodation with more support if this is what an individual needs at the time.

Service overview
M25 provides dispersed community supported housing, offering between 1-13 individual units within fourteen shared accommodation properties across Doncaster. A key worker supports residents to move towards their goals and residents can move within M25 accommodation according to their need. M25 have also developed ‘worker flats’ where residents pay rent at Housing Benefit levels while they make the transition from supported housing. M25 is entirely self-funded through a combination of private investment and social enterprise. Through its provision of low cost flooring, M25’s social enterprise also provides support to individuals moving into properties and helps to increase the standard of private and social accommodation locally.

1. Principles/ethos of the service
   - Services at M25 are highly personalised and respond to individual circumstances. This results in a service which is flexible in: length of stay, support provided and choice of property.
     “Actually, it’s acknowledging that you’re not the bloody expert on somebody else but they are, so you have to give into that. That’s really hard to do.” (Senior Manager)
   - Related to this personalisation approach is a strong sense that staff are in an equal partnership with clients. This is reflected by both staff and service users through the idea that, “We will work hard with you, but we are not going to work harder than you” (Frontline Staff)
   - Providing high quality accommodation. This was driven by the idea that everyone deserves to live in quality accommodation and by an understanding of the impact of low quality accommodation on mental health and self-worth and consequently an individual's ability to move forward.
     “What’s a psychologically healthy environment? not just, ‘Has it got the bits that it needs?’ You’ve got to feel like your head can function.” (Senior Manager)
   - Asset based. All service users are recognised as having something to offer and the service looks to support individuals to contribute i.e. as an informal mentor, or role model within a shared house.
     “If you see everybody as a resource to be a benefit to anybody else rather than a pain in the backside or a drawdown on something, then, again, just little things like that actually change that whole experience.” (Senior Manager)

2. Service development
M25 has undergone a major organisational restructure: from running traditional hostel services with a 98% reliance on Local Authority funded contracts, to delivering a fully sustainable dispersed community housing model funded through social enterprise trading linked to the main charity.

M25 embarked on a rethink of the services they provided when their analysis of hostel service users identified that 300-350 people each year “came out worse than when they went in” (Senior Manager). Joint discussions between service users, the board of M25 and staff identified the key features of a new dispersed community housing model, which was piloted in 2013 with a 13-bed shared house in the community. The pilot was considered successful and when M25 did not receive funding to develop the model, they engaged private investors and private landlords to access properties. The desire to move away from a reliance on contract funding led M25 to develop social enterprise opportunities and they now run a carpet recycling company 'M25 Made by You Ltd' which recycles profits back into the Charity – as its single shareholder.
3. Delivery of the service.

M25 accepts self-referrals and referrals from a wide range of community organisations. An initial assessment is carried out when people first enter the service, and this is seen as critical in understanding individual need and setting up an equitable relationship that allows M25 to make an offer that suits the individual. “It’s about listening and about assessing, and then about, ‘What is it? We need to work with each other to meet that.’” (Manager)

Once people move into a property they are supported by a key worker. Support is personalised and dictated by the needs of the individual. Staff meet residents at a time, place and frequency that works for them. Although all residents have an allocated support worker, staff work as a team drawing on expertise from colleagues as needed. M25 has an advice team, which both supports residents on their journey to independence and ensures income for M25 through benefits.

“There are people we see at night, there are people we see in the morning. And this is what we’ve learned, it can never be prescriptive to any one thing because people are people.” (Manager)

There is no time limit to how long residents can stay at M25 and individual routes through the service vary – not everyone started at ‘stage 1’ and not everyone took a linear route through these perceived stages. Despite there being no limit on the length of time that residents can stay in their accommodation, every service user that participated in this research had a sense of progress in their individual journey, and all had a clear idea of M25’s role in that journey.

“We’re trying to make it as easy as possible for someone to live how they need to live at that point.” (Manager)

M25 has also developed workers rooms as a ‘transitional step’ in the move on process. Workers rooms are offered to employed residents at Housing Benefit rates, allowing them to stay within M25 while they adjust and stabilise in a new situation, and build savings. The offer was developed in recognition that many residents move into unstable and low paid jobs where income can fluctuate. “We’ve created a little bit of a safety net because employment is a bit volatile, shall we say, for people who are at the lower end of the skills, labour market.” (Senior Manager)

M25’s social enterprise Made By You partners with private landlords to offer low cost, high quality flooring to drive up the standards of private rented accommodation. The social enterprise also makes move on more sustainable for M25 residents and others by offering affordable flooring that can be paid for on a weekly basis through a zero interest “lay away” scheme.

4. Outcomes

M25 has seen a range of improved outcomes since its transition to the dispersed community model.

- The number of people moving into employment has increased from 1-2% under the traditional hostel model to 12% since the service changes
- The number of incidents among service users has decreased from 190 a year to one in the year since the new service model has been running
- No tenancies have failed since the new model began, compared to 68% of people returning to the hostel under the old system
- A greater number of women are accessing M25 services, with service users of the previous hostel model 95% male reducing to 65% male at the end of year one of the dispersed model
- Service users move on from the dispersed model in three to six months.

The service is achieving these outcomes at a reduced unit cost per person, from £2,000 per person per year in the previous model to approximately £980 per person per year now. Senior staff attribute these outcomes to the increased personalisation of the service as well as to the options that the service has created outside of the traditional pathway, both internally and within the PRS.
5. **Contextual factors/externalities affecting the project**

A number of local factors affect M25’s ability to support people to move on. Pressure on services locally is increasing, with a number of support services having recently withdrawn from Doncaster and a lack of services in neighbouring towns drawing single homeless people to the area.

The local job market makes it difficult for people to move on, as many service users move into low paid jobs which lack stability, and many are on zero hours’ contracts. This is particularly a challenge to service users in an environment in which many people move on to rent privately, which demands more financial resilience than the social rented sector. Issues were also identified within the private rented sector, with poor quality housing and many landlords unwilling to take people on Housing Benefit.

Welfare reform was identified as a challenge. Staff have observed that there has been an increase in the number of sanctions with the introduction of Universal Credit and young people, in particular, are finding the move to monthly budgeting difficult.

6. **Learning points**

*What works well*

- The advice and housing teams work closely together to support residents and communication between the teams is fluid.
- Initial assessments are thorough and all staff recognise their importance in understanding need and in setting the tone of the relationship between service users and staff.
- The service is highly personalised and this is seen as crucial both in respecting individuality and to positive outcomes. It is also seen as a key difference between M25’s service and more traditional hostel services, which are viewed as somewhat inflexible.
- M25 has worked hard to build relationships with neighbouring properties, making people aware that M25 staff can provide support if there are any issues.
- Values very much permeate the services provided at M25. All staff spoke about equity and individuality and the service users that participated in this research felt valued in these terms.

*Challenges*

- Staff identified an ‘image problem’ for M25 in being associated with the hostel services that they have moved away from.
- Staff identified that they would like to expand the advice service offer to include more drop in provision and more services in the community.

*Replicability*

Participants identified that the model can be replicated in other locations, with the main points for consideration including being located in an area which can attract investment in property, getting investors on board, and creating new ways of generating income i.e. through social enterprise. Participants emphasised that accommodation must be of high quality and properties should be dispersed to avoid creating a “ghetto city”. “It needs to blend and fit within those neighbourhoods.” (Senior Manager)

*Learning points*

A period of listening was crucial to developing a successful model. M25 spent over a year listening to staff, investors and services users before embarking on this project. Staff were invited to attend discussions and be part of the development of the model and in this way were part of this cultural change, which represented a huge shift from the way that services had previously been delivered. Although there is clear leadership, the organisation is non-hierarchical and this is mirrored in the way that staff work with service users: everyone is seen as equal and individual, and support is personalised and asset based.

While M25’s move to independent funding has been challenging, staff consider this model to be more sustainable in the long term – especially in the context of local authority cuts. The model also provides a level of financial control that gives M25 the flexibility to develop its service in response to local need.
M25’s model of dispersed community housing has created a new option for people experiencing homelessness in Doncaster. This alternative to traditional hostel services was valued by service users, it enabled them to better manage their health by giving them the flexibility to come and go as they choose. Residents were also positive about moving on, stating that they were comfortable telling a prospective employer that they lived in a shared house, but would be put off of applying for a job if they had to state that they were living in a hostel. Residents feel valued at M25 and receive the tools, practical support and emotional space to move on from homelessness. Through its provision of workers’ rooms and affordable carpeting M25 is also starting to affect the availability, suitability and sustainability of move on accommodation for its residents.

Lisa’s story

“they’re just giving me the tools that I need to get off, to move on, really. Tell me what’s available, what’s out there, what I should do, helping me to get what I want”

Lisa moved into a privately rented property after her relationship broke down. She built up arrears when she couldn’t afford her rent and eviction proceedings had been started against her when she came to M25. After an initial assessment Lisa was offered her first property, a six bed shared house close to her children. After being in this property for a number of months she was offered a one bedroom flat, which she took. During her time with M25 Lisa has been supported to agree a repayment plan with her former landlord and to identify her accommodation options going forwards. She cannot be rehoused through the council due to her arrears, but M25 have found a number of social housing providers that she is eligible for and have supported her to make applications to these. In particular, Lisa appreciates the support to make digital applications since she is not confident in her IT skills.

Lisa has a support worker that she meets fortnightly, but also comes into the M25 office at other times e.g. to pay her rent and likes that other staff members know her and are familiar with her circumstances.

She has a clear idea of her next steps and the support that M25 will provide her to get there. Her support worker has made clear the support that she can expect to receive from M25 when she is offered permanent accommodation, to help her to settle in and to apply for grants for furniture and other set up costs in her new home.
Case study 2: Cambridge Cyrenians Older Homeless Floating Support Service

“Practical responses to individual problems, with a realistic approach.”

Move on is.... a move to more suitable accommodation. This can be short or long-term accommodation and a successful move on can include moving to accommodation which is not independent. It can be a move to any kind of accommodation, including the same type of accommodation in a different area.

Service overview
Cambridge Cyrenians provides supported accommodation for homeless people, many aged over 50. Cambridge Cyrenians Older Homeless Service employs a full-time Project Worker who works with residents who are ready to move on, and with older people referred by the Council who are in need of rehousing or at risk of losing a tenancy. The service provides flexible non-time-limited one-to-one support to individuals with high needs, often around physical and mental health, who would not be able to move on and sustain accommodation without continued support. At any one time 16-20 people are supported through this service.

1. Principles of the service
- The service is person-centred; the Project Worker works with individuals to identify the support provided to achieve these goals.
- The service is delivered flexibly according to individual need. This means the service is inclusive, allowing those who are experiencing crisis or chaos to engage in ways suitable to them.
- A broad understanding of what support individuals need, which values progress at every stage. Staff were clear that it is important this includes ambitions both large and seemingly small. Staff identify that their client group can require support with a wide range of issues: for some people progress may be the Project Worker being let into a property; or a service user picking up their own medication; whereas for others, progress may be a move to independent accommodation. “Accepting their definitions of success, not your own” (Senior Manager)

2. Service development
Cambridge Cyrenians recognised that older people in their supported accommodation were often unable to move on without continued support, as a result of mental and physical health needs which often related to long term substance misuse and rough sleeping. Floating support workers were not able to provide the personalised and flexible support that was needed by these residents, and so in 2003 Cambridge Cyrenians created a post to provide specialist support to enable this higher need client group to move on. Move on increased with this post, however funding for it was lost. With the loss of this post move on again became challenging, in particular because sheltered housing providers were often unwilling to take Cambridge Cyrenians residents without the offer of continued support. “This group of older residents were going nowhere, and no one was willing to take them into accommodation” (Senior Manager)

Cambridge Cyrenians recognised that having a support worker that could provide personalised and flexible support was essential in enabling older residents to move on and received Trust and Council funding to bring the service back in 2014. Some changes were made to the service, including the addition of a new client group - those at risk of losing a tenancy. This has allowed the service to apply its model to the area of homeless prevention.

3. Delivery of the service.
The service takes both internal referrals from the hostel and external referrals from the Local Authority. The average age of clients is 64 and 27% of clients are women. Across the client group 94% have physical health issues and 60% have a diagnosed mental illness. Staff report that clients coming from internal referrals often
have lower support needs because they are usually ready to move on, whereas external referrals are usually made at a point of crisis such as a potential eviction.

When a referral is accepted, the Project Worker meets with the service user to identify their needs and what they want to work on, from this a basic plan is agreed. Being realistic about what can be achieved is very important in this process and this was emphasised by staff. Support is delivered wherever suits the individual, most often in their own home. Contact will also be dictated by the client and may be a mixture of appointments and more ad hoc contact. This may change over the course of an individual's time with the service. Support provided varies from person to person and can include support with benefit applications and accessing housing as well as picking up prescriptions, organising medication and handling petty cash. The Project Worker works very closely with other agencies supporting the service user, often in touch with them on a weekly basis.

There is no time limit to the service, people move on when they are ready to and are stable in their accommodation, with a support network. Three monthly reviews highlight the progress that service users have made and review the support provided. Once a service user has been signed off they are able to come back to the service at any point if the need arises.

Service users often have high continued support needs as a result of long term substance misuse and rough sleeping. For this reason, Sheltered Housing is often the best move on option, however Sheltered Housing providers are wary of taking on this client group for fear that they pose a risk to staff and other residents. Consequently, supporting people to move on often involves working closely with accommodation providers to provide reassurance that a resident is able to maintain a tenancy and that the project will provide continued support once the move takes place. Continued support is making a difference and more people are successfully moving on to this option. The team feel that providers’ perceptions of homeless older people are also starting to change. “we are now able to move people on, its much easier – there is more willingness to consider the possibility of taking our clients from the sheltered housing [providers].” (Senior Staff)

There has been a high demand for the service and limited capacity means that some referrals have had to be turned away. In response to this Cambridge Cyrenians are developing a befriending service. In its in early stages, this service will create additional capacity for the Project Worker by allowing volunteer befrienders to take over some tasks.

4. Outcomes
Across the two years of the project 37 individuals have been supported, of these:

- Eighteen individuals were supported to move on, of which 17 were Cyrenian residents. All of these individuals remain in their tenancies.
- As a result of this the percentage of over 50's in Cyrenians accommodation has dropped from 39% to 28%
- The average length of stay at Cambridge Cyrenians has dropped from 8.5 years to 5.9 years. This relatively high average reflects the high support needs of this group and is inflated by a small group of residents who have been with the service for a long time and live in a shared house that they do not wish to move on from.
- Nineteen individuals were referred to the service by the City Council or another agency and were already in a tenancy. Of these 16 were deemed to be at risk of eviction and 14 remain in their tenancy to date.
- There have been no tenancy failures amongst those who have accessed the service. One previous client has returned to the service due to concerns about money management and continued support is being provided to enable that individual to sustain their tenancy.
- Many of those who have moved into Sheltered Accommodation had spent many years in supported accommodation, the longest being 27 years.

5. Contextual factors/ externalities affecting the project
A number of factors were identified that affect the ability of this project to move people on, the most significant of which is a lack of affordable housing. Private sector rents are high and there is a lot of competition for these properties from students. The properties that service users can afford in Cambridge city can be of such low quality that moving on can feel like a step down, and this can affect individual's motivation. Moving outside of
the city is more affordable, but can pose challenges to individuals who rely on services in the city centre and are not able to move around easily.

Social housing is limited in Cambridge and what provision there is can be withheld from this client group due to concerns over risk and the level of support needed to maintain a tenancy. This is true also of sheltered housing providers and this poses particular challenges to this project.

Finally, a lack of “wet” provision was identified as a barrier to move on for individuals who are unable to move off of the streets into accommodation that requires sobriety.

6. Learning points

What works well

- By providing reassurance of ongoing support, Cambridge Cyrenians Older Floating Support increases access to social and sheltered housing for its service users.
- Support is person-centred and flexible. This means that individuals identify their own priorities and goals and that the service is provided in a way that suits the service user rather than the staff member. This means that people who may struggle in more structured settings can access the support they need. “It’s actually about having the time to spend with somebody when they actually need you.” (Frontline staff)
- The service is highly valued by partners for the flexible way that it works, as well as for the relationships that the project worker builds with clients. This relationship enables better communication and supports effective relationships between the Local Authority and service users. “She is able to take complex situations and make them understandable to the clients, connect the clients to relevant services, and quickly and effectively build trust. Her inclusive approach also means we communicate regularly and do not work in silos.” (Partner, Local Authority)

Challenges

- Staff noted that there is a risk of service users becoming over-reliant on the support provided. This was seen as a risk for clients, but also for the service in reducing the amount of move through and therefore the number of clients that can be supported.
- Partners thought that the age bracket could be lowered for some referrals, since long term rough sleepers often ‘age faster’ than the general population, with similar support needs an older group.
- It was envisaged that this project would work more with Cambridge Cyrenian residents than Local Authority referrals, however in reality high demand from the Local Authority has meant that the project has worked with an equal number of internal and external referrals. This is not considered to be impacting on move on currently, but this balance is a challenge.

Replicability

It was thought that this intervention could easily be replicated, both in different locations and with other age groups. Staff mentioned that the service could be even more successful in areas where the private rented sector was more accessible.

Learning points

- For older people who have been in services for a long time, move on may never be into independent accommodation. Having other options to suit this group is important, for example long term shared housing with support.
- The Project Worker is seen by service users as independent and without agenda. This helps service users to feel ownership of the support that they receive and that they have made a choice to engage.
- Cambridge Cyrenians has increased the reach of the project from its original inception in 2003. In doing so, it has taken an effective approach used to support people to move on from supported housing and applied this to support those at risk of losing their home.
CASE STUDY 3: London Borough of Croydon SNAP, Enablement and Welfare and PRASC

“By bringing services together and breaking down the silos we are making a difference to customers”

Move on is…. having accommodation options that are sustainable and permanent with affordable rent and that support people to live independently and not come back into homelessness. It is about equipping people to be resilient enough to go and live independently in whatever accommodation suits them.

Service Overview
Croydon’s Gateway service brings together a range of services to provide a holistic co-ordinated response for people most at risk of debt and homelessness. It puts in personalised tailored support to better manage finances and maximise income; provide training and employment support; and develop sustainable housing solutions. For single homeless people the key parts of the Gateway service are the Support Needs Assessment and Placement (SNAP) service, the Enablement and Welfare Service, and the Private Rented Sector Access Scheme Croydon (PRASC).

Support Needs Assessment & Placement (SNAP)
SNAP offers a single access assessment service for single homeless applicants to the Council. Individuals unable to live independently are offered a dedicated package of support, including a support worker and an action plan.

Enablement and Welfare
The Enablement and Welfare (E&W) service provides intensive tailored support to individuals and families that the Council works with, including: budgeting support; debt and benefits advice; income maximisation; support finding suitable, affordable homes and homelessness prevention. This service now works with SNAP supporting single homeless people to move on to independence from supported housing.

Private Rented Access Scheme (Croydon)
This aims to increase the availability of private rented accommodation for people to move on to.

1. Principles/ ethos of the service
   • The Gateway approach developed in Croydon has the principles of empowerment, resilience and independence at its heart – empowering individuals and families to be as independent as possible, to build resilience and to achieve sustainable outcomes. Further principles of the Gateway are increasing employment opportunities, sourcing sustainable accommodation and creating financial stability and independence.

   “We took on the Gateway concept making our customers as resilient as possible by giving them the best financial and housing situations.”(Senior staff, Council)

   • Many of the staff who participated in this research identified the main ethos of the Croydon approach as providing “a hand up not a hand out”.

   • Other main principles include the focus on reducing homelessness and the number of people living in temporary and supported housing, taking a holistic approach, and providing personalised tailored support.

2. Development of the service
Croydon Council developed a Gateway approach in April 2013 in recognition of the impact of welfare reform changes (e.g. Benefit cap and Universal Credit) on increased pressure on residents financial and housing positions. The council identified a need to work in a different way and the Gateway introduced a new multidisciplinary and coordinated approach, which brought together existing support services to promote
independence through an aligned financial, training/work and housing support offer. The Gateway programme aimed to empower and support families and individuals to achieve sustainable outcomes.

The council used data from its records to identify and segment those at serious risk of debt, arrears and eviction due to the welfare reform changes, and offered intensive support through an Enablement and Welfare service to empower and support them to achieve sustainable outcomes. The majority engaged in the support offered and were enabled to stay and pay. Recognising the benefits of the first phase of this Gateway, the Council is building on the multi-disciplinary and integrated approach including redesigning the homelessness customer journey with a single point of access and assessment through the SNAP service and expanding the offer of the E&W support to those in supported housing, as well as bringing more teams into Gateway including care leavers team, No Recourse to Public Funds team and the employment pathway.

Following a rise in the number of overstayers in supported housing a four week pilot was established in April-May 2016 with the E&W service offering intensive support to people in supported housing to support them to successfully move on. The pilot achieved positive outcomes and the approach continues with SNAP and E&W supporting single homeless people to move on to independence from supported housing.

3. Delivery of the service

The SNAP assessment process identifies service users’ objectives at the start and the assessment is focused on developing an action plan. This sets out the support required to help people with multiple needs to move on. They are placed with different commissioned supported housing providers, with a total of 416 bed spaces across SNAP providers. The service assesses 851 people annually and places 743 a year, with an average waiting list of 25/30 people per week.

The Enablement & Welfare (E&W) service has now expanded their support beyond families at risk of homelessness to single homeless people, including those the SNAP service work with and those in supported housing. The E&W workers work closely with support workers in supported housing and with service users to create an action plan focusing on supporting them to do what they can to help themselves. E&W offers intensive support to those in supported housing on: budgeting, benefits, debt management, finding training and work and securing private rented sector accommodation in order to move on effectively. There was positive feedback from supported providers of the specialist support offered by the E&W and SNAP teams.

Croydon Council are keen for supported housing providers to adopt a more individualised target for their period of stay in supported housing and to move away from the traditional fixed two year period that was standard under Supporting People contracts. The period of stay in supported housing will be agreed in partnership with the client, referral agency, Council (via SNAP) and supported housing provider at the point of access, with the proviso that it can be reviewed and changed. It is felt this will not only promote a more personalised service, but will also avoid keeping people in supported housing when they no longer need this support.

PRASC

The Council commission a voluntary sector organisation to run PRASC, which aims to increase the supply of private sector rented accommodation. The SNAP service can refer those individuals with lower support needs direct to PRASC without them having to go into supported housing first. The service also offers support on tenancy skills/ sustainment and the E&W service can also provide support to those placed into PRS accommodation by PRASC. The service is expected to support 80 people per year.

Additionally, the Council also runs a Fast Track scheme which makes available hard to let accommodation from its own stock. This provides a potential option for move on from supported housing, where it is felt the level of need is too high for individuals to live independently in the PRS.

4. Outcomes

Gateway Phase 1 (2013 – 2015) helped over 1,100 of Croydon’s households most severely affected by welfare reform to avoid homelessness. 5,400 people became more financially independent and 587 residents were supported into employment. It saved £2.5m per year in cost avoidance.
SNAP approach resulted in 38% reduction in assessment time. Based on a 12-week pilot of SNAP 18 individuals were referred to other accommodation options and so bypassed supported accommodation saving £6,880 per case (£123k in total).

The outcomes of the four week ‘ overstayer’ pilot (SNAP and E&W), which had nineteen referrals show that:

- 2 people were supported to find accommodation, 3 secured viewings and 2 found their own accommodation.
- Repayment plans were negotiated with 6 individuals for rent arrears and debt
- Repayment plans were put in place for council rent arrear debt.

The pilot found that E&W support provides a solution to moving people on to independence from supported housing, facilitated quicker move on, and freed up accommodation for those on the waiting list. The estimated annual potential cost reduction is £127,600. A key issue highlighted in the pilot is the importance of accurately identifying those who are “ready” to move into their own home. The pilot identified a lack of consistency of understanding what it means to be ready to move on across providers and this meant that some people were referred before they were ready, whilst others who were ready to live independently were not referred to the service.

5. Contextual factors/ externalities affecting the project
There was a consensus across local authority staff interviewed that the main challenges relate to the housing market and welfare reform. Challenges identified included LHA rates and the introduction of the Shared Accommodation Rate (SAR) for under 35 year olds. While Croydon has used Discretionary Housing Payments to help to cover the gap between rent and benefit this funding is limited. Staff also identified the benefit cap as a challenge, as after supporting many households to budget as much as they can, further reduction creates the risk of homelessness for many households.

“The changes to the benefit cap from £23k to £20k out of inner London feels a step too far. We have at least 100 households who do not have enough money to pay their rent and that is the simple fact. 250 have got less than £50pm to survive on and they will struggle.” (Senior staff, Council)

A significant risk was also identified in the six week wait for Universal Credit (UC) payments and there were examples of individuals not being paid for up to 16 weeks, with one case of a 23 week wait. This will not only cause severe hardship but will significantly impact on arrears and increase the risk of homelessness. Another challenge is the impact of UC on the funding of emergency and short term supported accommodation, since a significant number of people move in and out of transitional accommodation within less than six weeks. The removal of housing costs under for 18-21 year olds was also a strong concern.

The lack of available affordable accommodation presents another major challenge. Due to the shortage of local authority and housing association stock there is an over-reliance on the private rented sector, which has issues of cost, quality and insecurity. A growing number of private landlords are unwilling to rent to people on benefits, and this further reduces the move on options available.

The funding environment was a further difficulty faced by Croydon, with the Government proposals on future funding of supported housing, further reductions to Local Authority funding and the instability of future funding for supported housing creating additional pressures for services and challenges to the continuity of services that support people to move on from homelessness. This is also at a time of significant increased rough sleeping in the area.

6. Learning points
What works well
Croydon Council has reshaped its services by developing multidisciplinary teams and breaking down silos. This means that services are now better able to respond to individual needs in a joined up way.
“At Croydon we have reshaped services by bringing services together and breaking down the silos and we are making a difference to customers.” (Senior staff, Council)

- Positive outcomes have been achieved for a significant number of individuals and families, including financial and housing stability and supporting individuals into training and work, as well as preventing a large number of families and individuals from becoming homeless.
- Identifying individuals with lower support needs, and those who need more intensive interventions, has ensured that support, and therefore resources, are properly targeted.
- Financial and budgeting support has made a real difference and the focus of the Council’s services has resulted in increased resilience in families and individuals and decreased reliance on the local authority and other services.

**Challenges**

- Building better links with health services including Clinical Commissioning Groups and NHS England.
- Building stronger links with Housing Associations. It was recognised that the relationship with Housing Associations had been better in the past than it is now.
- Gaps in provision were identified for women experiencing homelessness as well as for chaotic drinkers, who end up being placed in the same supported housing as those who are recovering from substance misuse.

**Replicability**

Participants felt that with the political will, support from elected members and senior officials then it would be possible to replicate the Croydon approach. However, it was also recognised that things will be getting tougher with less funding available, and with the impact of further welfare reforms.

**Wider reflections/ Learning points**

Welfare reform provided an impetus for Croydon Council to reconfigure and improve service provision. Rather than responding to increased demand and limited resources by intervening only at crisis point and having 12 different services working on separate issues, Croydon has embedded an approach which is about prevention, bringing services together to work more holistically and working with families/individuals to provide support and to help them do more for themselves.

“For me the biggest difference we have made is that the customer never comes back as homeless and in the long run we make a lot more lives better and we manage demand the other way around by preventing rather than waiting until a crisis arises.” (Senior staff, Council)

This journey represents a significant culture change, which has been made successful by a number of key factors: getting internal staff buy in through identifying shared objectives and vision; making compelling arguments using information and data; open and honest conversation internally and with external stakeholders; upskilling staff to work with people in new ways; monitoring and evaluation to prove that the model works and to gather support for change. Leadership has also been key to the delivery and success of this service. There is strong leadership and support from the top with a visionary Director, but also important is the support and involvement from elected members.

Partnership working is also key to this approach and Croydon Council have recognised that it is critical to work with voluntary sector and other statutory services.
CASE STUDY 4: Commonweal Peer Landlord shared housing model

“Supportive rather than supported accommodation”

Move on is…. a transition between different housing experiences, including a move away from supported housing models. Move on is additionally understood as referring to the progress that individuals make in their lives.

Service overview
The London based Peer Landlord scheme is a shared housing model delivered by Catch22 and Thames Reach in partnership with Commonweal Housing. Through Catch 22 the partnership provides vulnerable young people (aged 18-25) access to affordable move-on shared accommodation; and through Thames Reach the partnership provides access to affordable move on accommodation to generally older homeless people, including former rough sleepers. In operation since 2011, the scheme offers 18 single-occupancy bedrooms across six properties through its partnership with Catch 22 and a further 24 bedrooms across 7 properties through its partnership with Thames Reach. In each property one tenant acts as a peer landlord, providing basic housing management and some peer support to the other tenants.

1. Principles/ ethos of the service
   - Affordability. Rents are set around the Shared Accommodation Rate and, therefore, covered by Housing Benefit.
   - Provision of high quality accommodation:
     “Particularly for people like the care leavers we work with, they haven’t always experienced good quality in their lives. So there is something in it about a message to young people that they are worth something good – which has real value.” (Staff member, Catch 22)
   - Not time-limited. The scheme aims to support people to develop the skills, confidence and experience to transition to independent living and provides residents with the security and stability “to utilise it as long as they need it” (Staff member, Catch 22).
   - Supportive, not supported housing. This model is not supported housing, but incorporates a two-fold supportive element, with the peer landlord providing housing management and informal support to his/her housemates and a Catch22 or Thames Reach keyworker providing light-touch supportive assistance around other issues.
   - This project aims to develop a replicable model that can be used to increase the supply of affordable supportive housing to those that need it.

2. Development of the service development
The Peer Landlord scheme was developed in response to the identified need for an ‘additional step’ in the journey to independence. This need arose from an increasing gap between the skills and financial stability needed to maintain a private sector tenancy and those needed to maintain a tenancy in the social sector. Commonweal identified that, at the same time as the option of a social tenancy has been withdrawn from many people, there has been an increase in unstable employment and the cost of renting privately has risen. As a result, people are now seen to need more resilience to move on from supported housing. Commonweal also wanted to create an alternative to hostel accommodation for people with low-needs, especially those actively engaged in Employment, Education and Training (EET), where hostel environments are not always conducive to moving forwards.

‘It’s an intermediate step between being in supported accommodation and being completely independent’. (Funder)

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Although this case study represents both partnerships, for logistical reasons only Catch 22 service delivery was visited.
Commonweal utilised social investment capital to purchase properties used by Catch 22 and Thames Reach and aims to develop a model which is demonstrably replicable across the country.

3. Delivery of Service
Staff identify that the success of this project depends on ‘identifying the right point in people’s journey’s which this is the right step for them to take’ (staff member), and to this end young people engaged in, or actively seeking out employment, education or training (EET) are targeted. Previous experiences of independent living, the preference of existing tenants and safeguarding principles are additional key assessment criteria applied to the selection of new tenants. The peer landlord receives basic housing management training and uses his/her knowledge and experience to support the other tenants. A key worker also supports each property, keeping in touch with residents and providing light touch support as and when this is needed.

‘I’m there as a backup, as a safety net, someone they can talk to if I need to get involved to try and resolve something … it could be a repair and maintenance issue’ (keyworker, Catch 22).

The Peer Landlord scheme offers financial benefit to residents, with rent payments including a saving element available as cash rebate at the end of the tenancy. In partnership with Thames Reach and Catch 22, Commonweal are also working with existing tenants to enhance the financial sustainability of the model, with measures introduced aimed at achieving better financial outcomes for tenants and the project, and future developments including the possible introduction of a fourth tenant and shifting garden maintenance responsibilities to the tenants.

4. Outcomes
An independent evaluation by the Centre for Housing Policy (University of York), indicates that in comparison to no intervention taking place to resettle people in insecure housing, the scheme offers an estimated saving to the tax payer of over £188,000 per quarter.

Changes were made to the project delivery and data collected in the six months prior to this case study visit. Data available from the end of March to end of December 2016 shows:

- An increase in the number of residents engaging in employment, education and training (EET). For Thames Reach residents this increased from 71% to 77%; for Catch 22 residents this increase was from 44% to 47%, although this figure hides a more significant increase in the number of Catch 22 tenants engaged in EET for the majority of the quarter (from 18% in October to December 2016 to 47% January to March 2017).
- This period also saw a decrease in the number of tenants with worsening arrears (from 72% to 40% for Catch 22 clients and from 75% to 25% for Thames Reach clients)
- Until December 2016, a total of 47 people have moved on through the Peer Landlord Project – 15 through the partnership with Catch 22 and 32 through the partnership with Thames Reach. The average tenancy length of current tenants is 25 months.

Whilst highlighting the difficulty of locating appropriate benchmarks to evaluate the project, participants cited the importance of EET engagement, tenancy sustainment and successful move-on in substantiating broader outcome measures:

‘Most of [our measurements] are outputs rather than outcomes. They’re outputs that we believe are the best proxy outputs that will help us to validate the outcomes which are more around I guess resilience, confidence’ (Funder).

Findings from the resident focus group indicated that key outcomes include positive and supportive relationships among existing tenants, as well as enhanced feelings of self-reliance, confidence and independence.

5. Contextual Factors
A key challenge faced by this model relates to the lack of affordable move-on accommodation for existing tenants, with high deposits and rental charges within the private rental sector acting as key barriers to move-on.

Homeless Link Moving On 21
The model relies on being able to attract investors and this relies on both the return on investment offered by the property market and the rental income able to be achieved at Local Housing Allowance rates.

6. Learning points

What works well

Focus group participants cited the high standard of the accommodation and the absence of multiple rules and regulations as the best aspects of the Peer Landlord model. The young people particularly valued the absence of visitor restrictions and on-site staff (common hostel features), which was seen as contributing to a sense of freedom and autonomy.

“I guess, just the independence, because we’re all big men in our own right, we don’t really want someone every week going ‘Are you alright? Did you check the gas?’ … We’ve had that all our lives, so I guess the independence and the freedom to live your life.” (Resident)

Delivery partners have adapted their usual hands-on support role to a more hands-off supportive role in this project and findings from the focus group indicate that the keyworker has a valuable supportive role to play. "It’s not a full support system behind me, but I know that if I’m struggling with something, then I can just go to [keyworker] and say “Have you got any advice” and he will always come back with something for me.” (Resident).

Challenges

Some participants expressed a strong desire to eventually move on from the scheme and although support from key workers is intended to be minimal, some service users suggested that they would benefit from additional information and guidance to understand and access various housing options.

Replicability

A key factor affecting the replicability of the project relates to the feasibility of transferring the financial model to other geographic locations. This consideration is based not just on capital appreciation, but also on the viability of an annual return on investment, if the financial model requires it, given the disparity between the high cost of housing and low LHA rates in some areas. Each opportunity would need to be explored on a case by case basis, with a degree of flexibility in the model. Participants highlighted the need for further clarification and exploration in regards to the replicability and scalability of this particular housing model.

Learning points

The Peer Landlord model responds to the need for an ‘additional step’ in the journey to independence. This need is seen as arising from an increasing gap between the skills and financial stability needed to live in supported accommodation and those needed to sustain a tenancy in the private rental sector, increasingly the only option available to clients. This need was echoed by service users, who reported that they were unable to move into the private rented sector because of the upfront costs of a deposit, the expensive ongoing cost of rent and at this stage service users also valued having a key worker to turn to when needed.

Managing arrears has been a key learning point from this project. There is a tension in the service between running a model that provides a return for investors, which demands low or no arrears, and running an intervention targeted specifically to a financially insecure group who would find it difficult to rent in the PRS. Whilst Commonweal accept that some level of arrears is inevitable, over the course of the project progress has been made in minimising and managing arrears. This work to minimise arrears has focussed on long term sustainable changes for individuals’, including increasing access to employment, training and education, and ensuring people claim the benefits they are entitled to.
CASE STUDY 5: Camden Pathways Move On Team (PMOT)

“They are able to get things done from the inside, but they are on my side”

Move on is…. ...a client moving to independent accommodation from supported housing. It is a move that represents greater stability, with support provided to maintain that.

Service overview:
Camden PMOT is a centralised team within Camden Council, which supports single homeless people across the borough to move on. It was developed in 2007 as part of the Camden Hostels Pathway with service user involvement, and receives long term funding through the commissioning of this pathway.

PMOT works closely with supported housing providers in the borough to assist them with resident move on. A small team of Move On Advisors spend their time between Camden Council offices and co-located within hostels. PMOT works with individuals one-to-one to assist them with move on and provides support to ensure tenancies are sustainable. The team also has a wider role in supporting move on, including: providing pre tenancy training; capacity building organisations to discuss and better prepare residents for moving on; and increasing access to affordable accommodation.

1. Service principles
   - Partnership working. Staff co-locate with supported housing providers and work closely with other Council teams and others providing services to a client: “we tie teams together around the clients” (Service manager)
   - Managing expectations. PMOT build the capacity of supported housing providers to prepare residents for their most likely move on options. This means that when people are ready to move on from services they are not disappointed by their options and this does not cause delays. “They are very good at showing people what is necessary and how it will work, managing expectations...They do this early, which helps a lot.” (Floating Support Worker)
   - A sustainable future. PMOT focusses on move on being sustainable, and to this end conducts a thorough assessment with multi-agency input to guide what move on is sought for each individual. Floating support is also protected for this client group to support sustainability:“If we work with someone and give them a service, then it will be a long term recovery and a sustainable future.” (Senior Manager)
   - The service is seen as embedded within the council, but ‘on my side’.

2. Delivery of the service
   Individual support: Assisting move on
PMOT receives self-referrals as well as referrals from supported housing providers. The Move On Advisor uses information about support needs or risk areas, together with information from other organisations supporting the person, to make an assessment. Once accepted, the Move On Advisor then works with the individual and involved agencies (i.e. probation, mental health teams, dry services) to identify a suitable place for them to move on to. The PMOT team are also able to award extra points on the Council’s housing list if the service user has eligible support needs.

The property search then commences. PMOT provides support with the bidding process for those moving to social housing. If the individual is looking to move to a privately rented property, then PMOT will work with Camden Council’s Private Sector Initiative Team (PSIT), which works with the PRS to increase access for homeless families and individuals. PSIT match up referred individuals with the properties available and arrange viewings that service users attend with their Floating Support Worker and often a Support Worker from their hostel. These staff members provide support to clients who may find it difficult to view the property and ensure that the property meets individual’s needs. Support continues once a tenant has moved into a property, with Floating Support offered for three to six months.
“The post tenancy sustainment team is very important to us, so their positions are ring-fenced and think this shows our commitment to the long term.” (Housing Needs Manager)

The team also works with people to ensure that when they move on their tenancies are sustainable. Service users who participated in this research had been supported by PMOT in a range of ways including: to apply for affordable loans, to make benefit applications, and in one case PMOT liaised with a landlord when a service user’s benefits were capped.

“PMOT took all this [anxiety] away from me by working with my landlord”. (Service User)

Increasing access to accommodation
PMOT is engaged in a range of activity to increase access to accommodation. Through partnerships with a small number of Housing Associations access to shared accommodation for those under 25 years is increased. PMOT offers continued support so that any problems that arise can be dealt with swiftly and young people are offered a two year contract for these properties, during which time they are provided with support to find accommodation when their contract comes to an end.

Through a close working relationship with the Private Sector Initiative Team (PSIT) and the Private Sector Placements Team (PSPT) PMOT is able to increase access to the PRS for supported housing tenants. The PSIT has a clear set of minimum standards, above the legal requirements. Camden operates an incentive scheme of approximately £1500 to encourage landlords to let through the scheme and all properties are let within the LHA rate. PMOT offers continued support to this client group also and this had a clear impact on increasing access to the PRS.

“They do excellent work reassuring landlords if there are any problems. They make sure that they are both looking after clients and that they are getting payment from the clients regularly” (Partner agency)

Access to social housing is increased through PMOT’s ability to award extra points to eligible individuals. Eligibility is determined by Camden Council research which identified a group of people who are unable to move on independently in the PRS and so struggle to move on from supported housing without access to social housing.

Capacity building: Move on as a first conversation
PMOT works with supported housing providers in Camden to enable staff to speak to people about moving on at an early stage. PMOT staff see this as crucial for people to understand right at the start of their journey so that when they are ready to move on they do not have unrealistic expectations of moving on to a council property in Camden. As well as working with organisations to deliver this message to their clients, it has also been built into pre-tenancy training to ensure that all service users receive this information. The importance of this was echoed by both stakeholders and service users.

“[I] Only have positive things to say about PMOT and the effects they have had on de-silting the hostels and helping people to move on. Central to this has been the ability to break down misconceptions about where the move on possibilities are.” (Floating Support Worker, Partner)

3. Outcomes
Between 1st of April 2014 and 31st of March 2015, seventy six people were placed into private rented sector accommodation with support from the PMOT team and the Private Sector Placement Team. Of these, 67% were still resident in 2016.

Of those who were no longer resident in the accommodation PMOT had supported them to move on to, 14% had moved on from their placement into social housing, other PRS accommodation or in with friends or family, and a further 9% had been evicted. A total of 83% had either maintained their private tenancy, or had independently chosen to move on to another living situation.

4. Contextual factors/ externalities affecting the project
Lack of affordable accommodation was cited as an issue by all staff at Camden. Welfare reform played a key role in this, with rent in the private sector much higher than the LHA rate. Despite a dedicated team working to increase access to PRS and an incentive for landlords who let through the team there is still a lack of affordable properties which meets individuals' needs. The quality of PRS accommodation was also cited as an
issue affecting move on, with staff describing some studios in the private sector as smaller than bedrooms in hostels.

Managing clients’ expectations was seen as a key issue related to the lack of affordable housing. PMOT are working hard to manage this and to ensure that people are aware of their options when they come to move on, but this is not always easy. Indeed, staff referred to the need to be “continuously downplaying people’s expectations” (Senior Manager)

5. Learning points
What works well
- PMOT works in partnership with a number of other Camden Council teams, wider support services and supported housing providers, including co-locating within supported housing services. Co-locating has enabled strong working relationships between the PMOT team and staff at services and has allowed the teams to develop ways of working together. The success of this is demonstrated by a service user who told us:
  “I would put the hostel on the same level of quality, and in fact they worked together seamlessly and sometimes I couldn’t even tell them apart”. (Service User)
- PMOT upskills supported housing staff to talk to residents about move on at an early stage, managing their expectations so that when people are ready to move on they are prepared for what their options will be and no delay is created by the need to readjust expectations.
- The service increases access to accommodation in the private and social rented sector through partnerships within Camden Council and with Housing Associations.
- A flexible approach to allocations has meant that Camden is able to target social housing to groups most in need. This flexibility is especially valuable in an environment where changes in the housing market and changes to benefit mean that the options available to people constantly change. “You can’t rest and think things are going well, because of the nature of where we are based. We have to constantly keep up with financial struggles – in terms of both local government and the PRS.” (Senior Manager)

Challenges
Staff identified that the model doesn't work for everyone, in particular it is less successful in hostels that support people with higher support needs. There is a recognition that the model requires adaptation for different client groups, with perhaps different models of communication or methods of support for staff and service users. It is not currently clear what form future developments will take.

Staff also identified some inconsistency between supported housing providers in whether they speak to residents early about their move on options. This happens in some providers, with one provider telling us that they talk to people about their move on options from the initial assessment on entry to the hostel.

Replicability
All staff thought that the service could be replicated in other areas, although not to the same scale. It was thought that the high number of single homeless people in Camden has allowed the Council to respond by building a large pathway with specific resources directed towards move on.

Learning points
PMOT brings together individuals ready to move on with the resources and support that allow them to do so. In doing this it enables individuals to negotiate their move on in an environment which is complicated by changes to benefits and a highly competitive housing market.

PMOT have a unique position in Camden. They are a highly valued part of the pathway and, as part of the council, have access to resources like the Private Sector Placements Team as well as receiving insight from the council about changes that may affect service users. As a team that works closely with supported housing providers, they can offer access to accommodation, both in the private and social rented sector. PMOT brings the council together with the supported housing sector in a unique offer best described by a service user: “They are able to get things done from the inside, but they are on my side”.

Homeless Link Moving On 25
Despite the many challenges of having a large single homeless population, the resources that Camden have made available to respond to this has enabled PMOT to be a lynchpin of the move on process for many people.

**Marek’s story**

“the bottom line is people would fall by the wayside without this service”

Marek began working with one of PMOT’s Move On Workers while living in a hostel. He was provided with support initially to identify that the private sector was his best move on option. It had been difficult for him to know this “because the legislation was changing so much, there was always a chance that I might get some kind of affordable housing”.

Through PMOT’s pre-tenancy training Marek received “life changing skills like cooking – I can now cook like a demon – and advice about the private rented sector and a lot of the legislative changes made over the last few years”.

Marek was pleased with the speed with which his Move On Worker arranged a viewing for a studio flat in Camden: “I wanted to move as soon as possible, so I was very happy. I actually moved in earlier than I needed to, as the hostel offered for me to stay up to a month while we sorted the flat out.”

Viewing the property was difficult for Marek who experiences anxiety and he credits PMOT’s support for enabling him to take the opportunity. “Luckily there was someone from the PMOT there, I would have run if they were not there and lost that chance”.

Marek is very happy in his new accommodation, saying: “it’s nice, quiet and I have never felt so safe in all my life. My studio is gorgeous.” PMOT supported Marek to make a Housing Benefit application once he had moved in and continued to provide support with the claim after complications arose. He was also helped to make a loan to furnish his flat, which as he says “did get me started: mattress, fridge, hob” and when his benefits changed and he became affected by the benefit cap soon after moving in, PMOT supported Marek by working with his landlord to manage arrears.

Marek praised the speed with which PMOT helped him to find accommodation as well as the practical support that the service gave him: “Everything I needed they have thought of it and arranged it, often before I even thought about it”. He also valued the way that the service was delivered, he liked its “constant calmness, efficiency...taking off my shoulders all these things I can't do when I am upset or having a panic attack.” Marek was clear of the value of the service that he had received: “the bottom line is people would fall by the wayside without this service. In these interesting times, we can’t let this service go.”
Challenges and opportunities

Service ethos, set up and delivery

Flexible and personalised
This research finds that a key success factor in supporting people to move on from homelessness is providing services that are flexible and highly personalised. This enabled services to provide a safe place for service users to stabilise and to take steps into independent living and education, training or employment.

For providers participating in this research, personalisation was about recognising individual difference and tailoring support to enable each individual to take the next step. A key part of the ethos of such services is respecting every person as the expert in their own lives, with service users taking a lead in identifying the support they need. Some staff members talked about the initial difficulty of making this shift from viewing the staff member as the expert on what service users needed. However, once made, this change was seen as both positive and important in allowing people to move on from homelessness.

The degree to which services were person-centred or personalised varied. For example, for Croydon Enablement and Welfare personalisation was achieved by segmenting service users based on need, using this as a framework to increase the personalisation of support. For M25, any kind of segmentation was resisted, with a strong emphasis on all individuals being different, having varying backgrounds and journeys into homelessness, and therefore different support and accommodation needs. This ethos was shared by Cambridge Cyrenians’ Older Homeless Floating Support Service, which provides a very bespoke service to clients with high support needs.

Flexibility can be seen as key to enabling services to shift around the person, to be provided in ways that suit individual needs and circumstances. This may mean that the frequency or location of support sessions is determined by the service user, or it may mean that behaviour that in some services results in disqualification, is understood and adjusted to. For example, flexible services that participated in this research understood that some service users would need contact to be outside of working hours, whilst others would not keep appointments, but would instead make phone calls outside of any agreed pattern as and when they required support. Flexible services accepted this and understood the drivers of this behaviour. In doing so, they developed relationships with individuals that had previously been excluded from services.

Not placing a time limit on supported accommodation was a key characteristic of flexible and personalised services and was valued by providers and by service users for allowing people the time that they needed to take the next step, by having both a stable base and support available. In M25 it was clear that far from encouraging people to stagnate, this flexibility engendered a stability that enabled people to think long term; to make plans and to identify the role of M25 in taking steps to realise those plans.

“I’ve got all the support I want from here. There’s no rush…there’s no pressure whatsoever. If I wanted to stop the next two years I could. But as I said to you, once I’ve got my diploma…” (Service user, M25)

Also critical to the success of interventions is the quality and skills of support staff and the relationships between staff and service users. Engagement of service users is vital, and having highly skilled, dedicated staff who can build positive and trusting relationships with service users is key. It was recognised by many services that implementing a Psychologically Informed Environment (PIE) in their service, and ensuring staff are trained in mental health issues, had made a significant impact on the outcomes for service users, especially for those with multiple or complex needs.

Partnership working
Many services highlighted partnership and joint working with local stakeholders as critical in the success of move on interventions. Many services had built strong and high trust relationships with a range of stakeholders including Local Authority Housing Departments, Adult and Children’s Social Care, Housing Associations, private landlords, health and mental health services, drug and alcohol services, and police. It was identified that these relationships take time to develop, meaning that services often become more successful over time.
as they embed themselves into a network of service providers and referral agencies. These relationships help with:

- Shared data collection and evidence of local needs
- Obtaining referrals
- Accessing specialist support services for service users
- Improving access to accommodation
- Improving systems and processes and reducing bureaucracy
- Accessing funds and assistance for service users.

Partnership working was also a key challenge for many organisations, with services finding it difficult to link in and work with some statutory services. In particular, providers reported that it was difficult to gain access to mental health support and it was thought that there are not enough mental health services available. MOPP analysis also identified a lack of mental health move on places as a significant barrier to move on.

Continued support

Many organisations and their service users emphasised the sustainability of move on and indeed sustainability was integral to the definition of move on. Providing continued support was, therefore, an important element of some of the services participating in this research. In some cases, this took the form of offering continued formal support once a service user had moved into independent accommodation, such as with PMOT where all service users receive floating support for 3-6 months after move on. In other cases, this took the form of an ‘open door’ policy whereby service users were able to return to the service at any time if they needed support to maintain independent living.

This offer of continued support was thought necessary, in part because more service users are finding themselves in changeable circumstances when they move out of supported accommodation - in insecure jobs and with an increasing number of people having their benefits sanctioned. Further welfare reform changes such as the roll out of Universal Credit will affect many of this group. Continued support was also necessary in many cases to unlock move on accommodation, with private landlords and to a lesser extent sheltered and social housing providers more likely to let to service users with an offer of assistance.

The wider context

This section explores the wider contextual factors that both drive and impact the way in which organisations support people to move on from homelessness.

A new step towards independence

All case study areas identified a gap in the accommodation available to people moving on from supported services. In all of these areas (Doncaster, London, and Cambridge), low availability of social housing meant that service users would most likely move on to a PRS tenancy. These organisations identified that a move to the PRS requires more independence and financial resilience than to the social rented sector, which had in the past been a more common route. In comparison with a social tenancy, those moving to the PRS need a significant sum of money up front as a deposit, face higher rental costs, and lack the support provided by social housing providers. These difficulties are further compounded by the prevalence of low paid and insecure work, meaning that many service users are faced with the prospect of moving into a high cost and low support environment at a time of change and instability in their lives. This represents a much starker transition into independent housing than was previously the case.

Organisations responded to this by creating accommodation which provides an intermediate step: rental accommodation which affordable, and where support available if it is needed. This is the essence of Commonweal’s Peer Landlord project. M25 have created a similar offer in their worker flats, where support continues to be available and residents are able to move back in to supported accommodation if they need to do so. Both models have also trialled embedding an element of saving, to enable residents to build up money for a deposit on a private rented flat, or to manage a dip in income. Cambridge Cyrenians have also developed worker flats to meet this need, although this sits outside of the Older Homeless Floating Support Service that formed this case study.
Service users valued this added ‘stepping stone’, however, challenges remain when they are ready to move on from this accommodation. By far the most significant issue affecting move on from these ‘transitional’ properties was the high cost of accommodation in the private rented sector compared to Local Housing Allowance rates. This was the case across the board, but particularly for younger people who wished to move on independently but who were eligible only for the Shared Accommodation Rate of Housing Benefit.

Access to housing
All case studies identified a lack of affordable accommodation as a challenge. This was across the spectrum of accommodation: Council Housing and other social housing often had such low availability as to be not an option for most service users; the high rents and reluctance of landlords to rent to people on benefits meant that the private rented sector was difficult to access; and concerns over risk and support needs meant that sheltered housing could also be difficult.

A key challenge for all organisations was therefore not getting people to the stage where they were ready to move on, but finding suitable accommodation for them to move on to. The services that took part in this research each responded to this challenge in different ways and in doing so were able to unlock move on accommodation for their service users.

Across all providers there was a lack of access to social housing. This was due to both long waiting lists, and to the criteria applied which effectively excludes some of this client group. For example, refusing to take clients with prior arrears.

Providers were doing a range of innovative activities to increase access to the social rented sector, with some success. For example, Camden Council’s analysis of people not moving on from services identified a group that needed the support of social housing to move on successfully, but were currently excluded. PMOT was given the ability to award points to people meeting this profile, which effectively increased access to social housing for this group. Camden are also working with social housing providers to increase access to shared accommodation for under 25 year olds by providing two year contracts, with support for people to find accommodation when this term ends. Croydon’s creation of a privately operated development company also aims to increase access to housing by purchasing and developing land, with 50% of properties built assigned for affordable housing at LHA levels. They also have a fast track scheme giving access to council housing to a proportion of those moving on from supported housing with higher needs, however, the number of properties available on this scheme has reduced significantly, with only 50 available in 2016/17.

The private rented sector (PRS) was identified as the most likely move on option for most service users across all organisations participating in this research. However, as noted above, all organisations identified difficulties in accessing PRS accommodation: in particular low Local Housing Allowance rates coupled with the perceived risk of the client group among landlords (of which fear of the impact of Universal Credit direct payments is thought to play a role).

To mitigate the impact of this, building relationships with landlords was seen as critical by many of the services and both Camden and Croydon Local Authorities have teams dedicated to increasing access to the PRS. Some organisations were able to bring landlords on board at LHA levels, including Camden Council who provide a financial incentive to all landlords who let through them. Another aspect of the work to increase move on to the PRS was aimed at increasing the standard of accommodation provided, which was cited as poor by many who took part in the research. Again we saw a range of responses to this, including councils who only work with landlords who pass minimum standards and M25 who offer reduced price flooring and a cleaning service to private landlords through their social enterprise. Finally, case study organisations were able to reduce the impact of the perceived risk of this client group by offering continued support to tenants and acting as the first point of contact for landlords in case of any issues.

Welfare reform as a continuing challenge
Welfare reform underpinned many of the challenges facing people who want to move on from homelessness. In particular, the gap between LHA rates, SAR rates and market rents was cited as a major barrier to people
moving on, as accommodation is simply not affordable. Further to this, there was evidence that LHA rates threaten to stifle innovation in the sector by making it difficult for organisations to use private investment to increase the supply of PRS accommodation where high rental costs render return on investment minimal.

Services recognised that a range of other welfare reforms posed additional challenges to anyone wishing to move on. These included:

- The introduction of Universal Credit (UC) was identified as a risk; in particular the waiting time for initial payments. Croydon, as one of the areas implementing full roll out of UC, identified that they had many cases of people waiting up to 16 weeks. Delayed payment resulted not only in hardship for claimants, but also significant arrears. Concern was also expressed about the risk of UC being paid monthly and housing costs being paid directly to the claimant rather than direct to the landlord, as was done under the Housing Benefit system. These factors, along with the growing gap in rental costs and LHA/SAR levels, are contributing to the reluctance of private landlords to let to people on benefits.

- The further reduction of the benefit cap was cited as a significant issue. Participants reported that after initially working with affected families to bring down living costs, the latest reduction in the benefit cap could not be absorbed by many families and therefore increased the risk of homelessness as well as likely impacting on Local Authority resources.

- There is widespread concern that the proposed changes to future funding for supported housing introduce a high level of risk for future provision and investment in these services. At the time of fieldwork the consultation had not been published so specific aspects of the changes were not discussed. There were however concerns in general about localised funding to meet housing costs.

The cumulative impact of all these factors together is a significant challenge and of major concern to the homelessness services and Local Authorities involved in this research, and is echoed by Homeless Link’s wider membership.

**Funding**

Instability of funding was a common theme among the providers that we spoke to, and many organisations anticipated this getting worse, with Local Authorities likely to have to make further funding cuts. As outlined above, there are major concerns and anxiety from homelessness services and Local Authorities about the impact of the proposed changes to the funding of housing costs for supported housing.

These concerns over sustainability of funding have led to some organisations deciding to grow and build their services outside of traditional funding streams. M25 was the starkest example of this – previously funded at 98% by the Local Authority, the service has moved to a model funded by private investment and social enterprise. Commonweal too have used private sector investment to build their peer landlord model, and Croydon Council have created a private development company to increase house building. There was a sense among these organisations that in the face of cuts to traditional funding streams they had to think more creatively and seek solutions in partnership with others.

These funding shifts, still fairly new to the sector, free organisations from funding cycles and the changing priorities of funders. However, challenges remain; for example the replication of successful models may be threatened if they rely on return on investment in property and so, in the long term, on a buoyant housing market.

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8 To see a summary of Homeless Link members’ views about the proposals which were made subsequent to this research being conducted, please see [https://www.homeless.org.uk/sites/default/files/site-attachments/Short-term%20Supported%20Accommodation%20Consultation%20response%20%20from%20Homeless%20Link%20Jan%202018.pdf](https://www.homeless.org.uk/sites/default/files/site-attachments/Short-term%20Supported%20Accommodation%20Consultation%20response%20%20from%20Homeless%20Link%20Jan%202018.pdf)
Conclusions

This report shows that whilst there are significant challenges faced by individuals looking to move on from homelessness, many homelessness services and Local Authorities are responding innovatively to these challenges to ensure that people who have experienced homelessness are effectively supported to move on to a home of their own and a successful future. We summarise some of the key learning points below.

Understanding Move On

This research identifies that there are a range of views about the meaning of ‘move on’ but the following are key characteristics of any definition:

- Individuals making progress in their lives.
- Moving on to accommodation that better suits individual needs and circumstances.
- Ensuring people are offered effective support and have the skills and resilience to successfully live independently.
- The importance of stable, sustainable accommodation as the end goal.

How services are responding

From the research we have found a range of responses by homelessness services and Local Authorities. These include:

- Increasing access to a range of accommodation options, including social housing accommodation, the PRS, the development of Housing First and shared accommodation options. Also the development of cohort specific housing options, for example for young people and veterans.
- Providing flexible, personalised support services that are focused on developing resilience, independence, life skills, and tenancy sustainment support.
- Developing partnerships across the voluntary sector and with Local Authorities and statutory services and the private sector.
- The provision of floating support once people have moved in to their own independent accommodation.
- The provision of flexible accommodation suitable for people who are not ready to live independently in the PRS, but require a very low level of support.

What makes services successful?

A critical factor across all research participants was the importance of partnership and joint working. Many services had built strong and high trust relationships with a range of stakeholders including Local Authority Housing and Adult/Children’s Social Care, Housing Associations, private landlords, health and mental health services, drug and alcohol services, police, etc. It was identified that these take time to develop, meaning that services often become more successful over time (as they embed themselves into a network of service providers and referral agencies). Other critical success factors include:

- Working with the social and private rented sectors to increase access to housing can result in the development of a range of initiatives including early alerts for PRS availability, ring-fencing of properties by LA/HA providers and priority to service users for accommodation on agreement of the provision of ongoing floating support.
- A personalised, holistic approach, providing services that are flexible and responsive to individual need, and that take an inclusive and assets based approach.
- The ability of staff members to build a positive and trusting relationship between themselves and service users.
- Providing support to address the whole range of presenting needs, not just housing needs, and also the provision of pre-tenancy training, tenancy sustainment, and floating support.
- The quality and skills of support staff. It was recognised by many services that implementing a Psychologically Informed Environment (PIE) in the service, and ensuring staff received mental health training, had made a significant impact on the outcomes for service users, especially for those with multiple and complex needs.
What would make the biggest difference in enabling people to move on from homelessness?

There was a strong consensus among respondents that increasing the supply of affordable, good quality accommodation would make the biggest difference in helping people to move on from homelessness. Other suggestions included:

- Introducing measures to reduce rental costs
- Ensuring that supported housing has sustainable funding into the future
- Incentivising Housing Associations to provide more accommodation for single homeless people to move on to
- Leniency on former tenancy arrears
- Increased availability of Housing First services
Key learning

For policy makers

- There is an urgent need for more affordable accommodation across social housing and the private rented sector. As a result of high demand to move to the private rented sector, and few incentives for private landlords to let to this group, this need remained even where services had successful teams working to increase access to the PRS.
- Housing Benefit levels need to reflect the true cost of housing. LHA and SAR levels need to be reviewed to address the gap with current market level rents.
- Removing automatic entitlement to housing costs under Universal Credit for people aged 18-21 could further reduce the ability of young people to move on from homelessness and presents a real risk of increasing homelessness in this age group.\(^9\)
- Further work needs to be done to understand the impact of Universal Credit on increasing the risk of homelessness and acting as a barrier to people moving on from homelessness services. Action needs to be taken to ensure that Universal Credit supports people to move on from homelessness and into independence.
- Greater access to mental health services is needed. Mental health services play a vital role in supporting many people to move on from homelessness. Services participating in this research reported a reduction in the availability of and access to these services, and this was a key factor affecting move on.
- Funding for services should be reliable and long term in order for services to confidently build on their practice, offer service users the longer term support that some need, and ultimately for services to remain available.

For services

- Services that are person-centred and flexible allow people with a range of needs to access and engage in services and, in time, to move on from homelessness. Providing person-centred, flexible services may involve: support being driven by service users rather than staff; flexibility in when, where and how support is provided; and flexibility in the length of time that support is provided for.
- Better outcomes can be achieved by working in partnership at a local level with other voluntary agencies, the Local Authority, and statutory services such as Adult and Children’s Social Care, and Health services.
- Working with housing social and private landlords can increase access to accommodation. Many projects had successfully increased service user’s ability to move on when they were ready to by securing private landlords who were willing to let to service users at LHA rates, fixing lettings agreements with social landlords, and increasing access to sheltered accommodation.
- Creative funding allowed services to build non-traditional models of supported housing that were enabling residents to move on. Social enterprise and social and private investment can be utilised to fund move on services.

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9 Since the point of conducting fieldwork, the Government has announced that this it will amend regulations so that all 18 to 21-year-olds will be entitled to claim support for housing costs within Universal Credit.
### Appendix 1 – Telephone interview respondents

<table>
<thead>
<tr>
<th>Organisation Name</th>
<th>Move On Scheme</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>BCHA</td>
<td>Hannah House</td>
<td>Bournemouth</td>
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<tr>
<td>Derventio Housing</td>
<td>Healthy Futures (Quick reaction service for individuals discharged from hospital who are homeless or in housing crisis)</td>
<td>Derby</td>
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<tr>
<td>Emmaus Gloucestershire</td>
<td>Move On Support</td>
<td>Gloucestershire</td>
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<tr>
<td>Home Group</td>
<td>Surrey Outreach Service</td>
<td>Surrey</td>
</tr>
<tr>
<td>St Anne's</td>
<td>Bevin Court Homeless Service</td>
<td>Sheffield</td>
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<tr>
<td>St Basil's</td>
<td>Conybere Gardens</td>
<td>Birmingham</td>
</tr>
<tr>
<td>St Martin's Housing</td>
<td>Housing First</td>
<td>Norwich</td>
</tr>
<tr>
<td>Step by Step</td>
<td>Havant Foyer Accommodation</td>
<td>Havant</td>
</tr>
<tr>
<td>Stoll</td>
<td>Veterans' Nomination Scheme</td>
<td>Nationwide</td>
</tr>
<tr>
<td>The Y</td>
<td>Ambition East Midlands</td>
<td>Leicester, Leicestershire, Derby City &amp; Derbyshire</td>
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</tbody>
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### Appendix 2 – Call for Evidence Respondents

<table>
<thead>
<tr>
<th>Organisation Name</th>
<th>Move On Scheme</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ashley Foundation – TAF</td>
<td>Move on accommodation – semi-independent housing for formerly homeless single adults.</td>
<td>Blackpool</td>
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<tr>
<td>BCHA</td>
<td>Hannah House (Supported Accommodation for severely alcohol dependent individuals)</td>
<td>Bournemouth</td>
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<tr>
<td>BCHA</td>
<td>George House, Shared Move On Accommodation</td>
<td>Plymouth</td>
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<tr>
<td>BCHA</td>
<td>Bournemouth Generic Floating Support (BGFS)</td>
<td>Bournemouth</td>
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<tr>
<td>Cambridge Cyrenians</td>
<td>Older Homeless Service (Floating support service for older hostels residents to move on)</td>
<td>Cambridge</td>
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<tr>
<td>Crisis</td>
<td>Help to Rent PRS Access Scheme</td>
<td>National</td>
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<tr>
<td>Commonweal</td>
<td>Peer Landlord Project (Each shared property has a ‘peer landlord who provides informal support to two other tenants in the property)</td>
<td>London</td>
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<tr>
<td>DISC – Developing Initiatives Supporting Communities</td>
<td>West Yorkshire Finding Independence (WY-FI) (Provision of service Navigators; personalisation fund and Multi-Agency Review Boards for individuals with multiple needs)</td>
<td>West Yorkshire</td>
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<tr>
<td>EASL</td>
<td>EASL – Enabling Assessment Service London (Mental health assessments; structured advice &amp; support; liaise mental health providers)</td>
<td>London</td>
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<tr>
<td>Faith in Action</td>
<td>Merton Homelessness Project (Day Centre)</td>
<td>LB Merton</td>
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<tr>
<td>LB of Camden</td>
<td>Camden Adult Pathway (Pathway Move on Team) (Works with all providers of supported housing in the Borough to maximise number of people moving on to independent accommodation)</td>
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<td>LB of Camden</td>
<td>Camden Housing First</td>
<td>London</td>
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<tr>
<td>Organization</td>
<td>Service Description</td>
<td>Location</td>
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<tr>
<td>LB Croydon</td>
<td>Enablement and Welfare (Engagement with over-stayers in supported accommodation)</td>
<td>Croydon</td>
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<tr>
<td>LB Croydon</td>
<td>Single Homeless Smart Assessment (Streamlining homelessness and SNAP assessment)</td>
<td>Croydon</td>
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<tr>
<td>M25</td>
<td>Dispersed Community Accommodation Model (Shared housing in the community)</td>
<td>Doncaster</td>
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<tr>
<td>Midland Heart</td>
<td>Housing First</td>
<td>Birmingham, Solihull &amp; Stratford</td>
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<tr>
<td>New Horizons</td>
<td>North London Under 25s Housing &amp; Employment Project (Emergency and longer term accommodation with access to ETE services. Project designed specifically to address barriers to accessing PRS for under 25 year olds.)</td>
<td>Barnet, Camden, Enfield, Haringey, Islington, Westminster</td>
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<tr>
<td>Open Doors</td>
<td>Resettlement Grants</td>
<td>National</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Move On Worker (Access to PRS &amp; tenancy sustainment support)</td>
<td>East Kent</td>
</tr>
<tr>
<td>Porchlight</td>
<td>Private Rented Sector Service</td>
<td>Kent</td>
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</tbody>
</table>
What we do
Homeless Link is the national membership charity for services working directly with people experiencing homelessness, or living with housing with health, care and support needs. Representing over 700 organisations across England, we work to improve services through research, training and guidance, and to promote policy change that will ensure everyone has a place to call home and the support they need to keep it.

Let’s end homelessness together
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