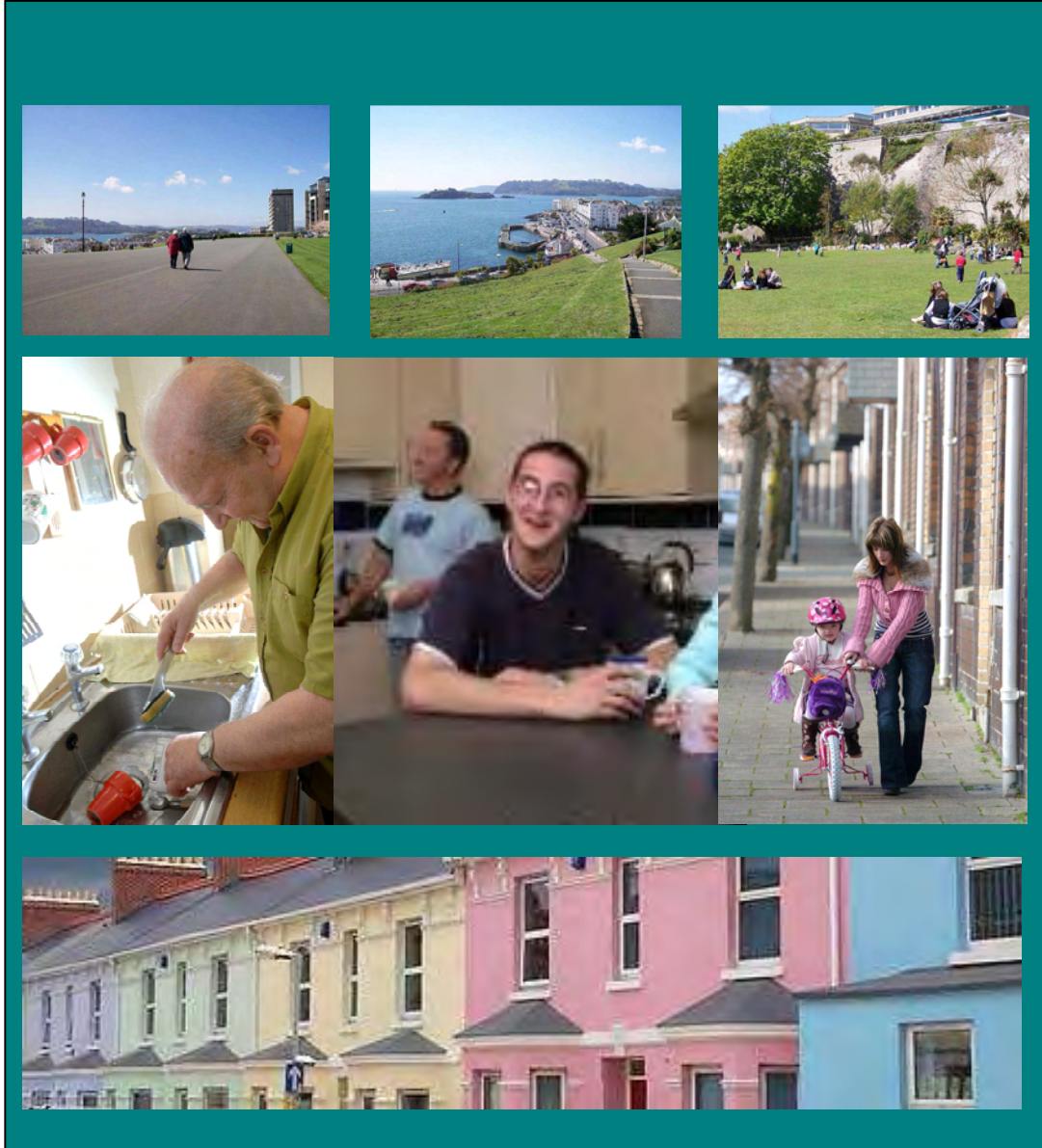


# Moving On



**Making a successful transition from  
Supported Housing In Plymouth**

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### 1.0 Introduction:

#### What is move on accommodation?

**Move-on accommodation is defined as “permanent accommodation in social housing, the private rented sector or elsewhere for vulnerable people (or previously vulnerable people) who are ready to live independently and therefore to move on from short or medium term supported housing”.**

The shortage of move-on accommodation from temporary supported housing in Plymouth where there is high housing demand is a problem which requires a collaborative response if it is to be tackled effectively. This action plan is the result of a such a cross-agency approach, bringing together representatives from the City’s Supporting People Core Strategy Group, the Independent Provider Forum, and the Homelessness Strategy Implementation Group to develop an inclusive and dynamic action plan to tackle this key issue in the city.

The Plymouth Supporting People programme currently funds 24 providers of short-term accommodation based support provision (i.e. support is provided for a maximum of two years) – who in total provide support for approximately 477 people at any one time. The people accessing these schemes have vulnerabilities such as being homeless, having a learning difficulty, mental health, physical disability, having a history of offending or substance abuse, or being vulnerable due to age.

Most temporary supported housing projects have been founded on the assumption that residents will stay for up to two years, after which they will move onto more independent accommodation. Many residents expect to be nominated to a Council or Housing Association tenancy when they leave supported housing – but the reality is that sufficient move-on housing of this type is not available. The result is a backlog of residents waiting for an offer, often staying long after their need for support has ended – which can result in them falling back from good progress made, as well as blocking a resource which is in itself in high demand from others who need supported housing.

This action plan seeks to address the broad-ranging issues that have been identified in Plymouth – from addressing issues around the supply of housing to encouraging more realistic expectations about move-on amongst service users and front line staff.

### 1.1 The policy context of the Action plan:

This action plan brings together a number of key policy agendas including:

**Supporting People:** There is an increased focus in the Audit Commission’s Key Lines of Enquiry on issues that impact on people’s ability to move on from supported housing.

**Homelessness:** The City’s Homelessness Strategy Review highlighted the need to address move on issues to respond to high demand for supported housing resources for those who are homeless or threatened with homelessness.

**Community Care:** High proportions of people with community care needs live in temporary supported housing – for instance those with a mental health problem or learning disability, substance misusers, or young people leaving care. Social services and health authorities have an interest in ensuring an adequate throughput to temporary supported housing in order to ensure that people are enabled to return to a more independent and secure form of housing, and to achieve the greatest level of independence possible for them as individuals within the community.

Other agendas on which a move on action plan would indirectly impact would be:

- Social inclusion and sustainable communities.
- Health.
- Crime reduction.
- Education.
- Employment.

The achievement of successful move on from supported accommodation directly contributes towards the achievement of Plymouth's Local Area Agreement (LAA) in terms of achieving **'Number of vulnerable people achieving independent living'** (this is a national indicator – No. 141 – but included in the LAA as a local indicator).

## 1.2 How the Action plan was Developed:

**Service User Involvement:** Service user views form the basis of Plymouth's move-on planning, with the following consultations used to develop a picture of local move on issues:



- ◆ 'Supporting People Supporting Independence' DVD: A film based on service user experiences of the homelessness journey and of moving on from Supporting People funded services.
- ◆ 'Hidden Voices' – The Experience of Homelessness in Plymouth: A consultation carried out with people who were homeless for a variety of reasons by Plymouth's Tenant Participation Team which reviewed barriers to move on among many other issues.
- ◆ 'Shaping the Future' Event: A visioning event attended by 90 older people to discuss their future housing needs.
- ◆ The HOPE Consultation: A targeted consultation focussed on older people who were unable to move on from hostels for the homeless due to ongoing substance abuse and mental health issues.

In addition, due note was taken of local research into Move on Barriers referred to below, involving interviews with individual service users about their experiences as well as some focus group work, and journey mapping – see below.

## Journey mapping with service users who have moved on:

Customer journey mapping is the process of tracking and describing all the experiences that customers have as they encounter a service or set of services, taking into account not only what happens to them, but also their responses to their experiences. Journey mapping was carried out with service users who had, from different backgrounds, accessed hostel accommodation and moved on into settled accommodation. Through this process, we hoped to identify opportunities for improvement through greater understanding of the move on journey. Names have been changed to ensure confidentiality in relation to the individuals who took part.

These journey maps are included in the following section. A common feature, as will be seen, is the dramatic impact of ill health on service user's motivation to change their lifestyle.

**Journey 1:** Clive's relationship breakdown was the catalyst for a downward spiral that led to substance abuse (alcohol) and offending behaviour that led to him being imprisoned. Surprisingly he identified the prison experience as extremely positive – he had a status and respect on the prison wing, and felt that there was nothing worthwhile for him when he was released, without any support to find accommodation. Indeed he identified an incentive to be released to no fixed abode, with a larger allowance afforded where this was the case. He was extremely positive about the support he received from Devonport House in particular, and their continued work with him in very challenging circumstances. However the turning point was his realisation that his lifestyle was having an extreme impact on his health – and that allowing his diabetes to be uncontrolled could cause disability and potentially death. He was able to access social housing, and felt that the continued contact and support of Devonport House was important in helping him to sustain it.

**Journey 2:** Barry was evicted from social housing after the death of his grandfather, for whom he was providing care. He made a homeless application but this was rejected and he was evicted from temporary accommodation. This sparked an unsettled period in his life, when he “wandered” around the country, rough sleeping when he was not able to find temporary accommodation. At one point, his mental health deteriorated to the point that he was placed on a psychiatric ward for 2 years under Mental Health Section – but returned to his rough sleeping lifestyle on discharge, and this led to him coming to Plymouth. The key turning point for Barry came when he collapsed on the street, and at Derriford Hospital was diagnosed with chronic pulmonary and cardiac illness that had deteriorated due to his lifestyle. He knew something had to change and accessed the SHIP Hostel on discharge, moving on to Devonport House where he stayed for approximately 3 years (including a stay in Zion House) before being supported to access Sheltered Housing where he is presently.




## Lessons learned from journey mapping:

There were some surprises in terms of how service users viewed what might generally be perceived as ‘negative’ experiences (for example a prison sentence) but there was important learning even from this in terms of the importance of people having self-respect, and being respected by others. In addition, the following learning points can be taken:

- **Health deterioration is a major motivator for change:** This means that access to good quality primary health care and mental health support is an essential feature of helping people to change their lives.
- **More planning is required when people are discharged from institutional care:** Both service users mapped (and many others spoken to) told of difficulties when released from hospital/prison – without any proactive support.





These elements will require better multi-disciplinary approaches to improve the quality of service provision.

**Journey 1: Clive was homeless after being in prison and move on from a hostel.**

Key Journey Steps	What happened?	Comments on the experience	Did this feel like a turning point?
Relationship Breakdown	Left the family home after an irretrievable breakdown of relationship with wife.	“I had my own home and my own business and lost it all – I rented myself a flat just to get away”.	
Arrested	Began to drink heavily and was arrested after threatening violence to former partner.	“There’s loads of blokes like me that have lost everything and gone right downhill”.	
Imprisoned	Received a 9 month sentence, of which 3 months were served. Lost private rented accommodation while in prison.	“I was a bit disappointed I had to leave so early... they called me ‘pops’... I was respected there”. “You got more money if you left to no fixed abode”.	
Released from Prison	Released to no fixed abode – with no discussion about accommodation and no support offered.	“I had nobody on the outside did I? And nowhere to go, so the first thing I did was go for a drink”.	
Rough Sleeping	Tried to gain access to the bail hostel etc. ‘just for a few nights’ but rules prevented access.	“The main thing had been to get a drink... then it occurred to me that I had nowhere to live”.	
Accessed Hostel	Direct access hostel at Devonport House.	“I was always being warned for coming back drunk – you could’ve papered my room with 28 day eviction notices”.	
Health Concerns	GP diagnosed unstable diabetes and advised to stop drinking immediately.	“He was very strict, which was good really. He told me I’d die if I kept drinking”.	
Move to Own Flat	Allocated Council flat through Vulnerable Adults Panel.	“I was ready to move on – it’s no good being morose – only you can help yourself”	



**Journey 2: Barry made steady progress through different stages of move on.**

Key Journey Steps	What Happened?	Did this feel like a turning point?
Evicted from Council House	After being primary carer for Grandfather, was evicted following his grandfather's death.	
Evicted from B & B	Made a homeless application but was refused – and had to leave accommodation. Doesn't remember having any help or information to find alternative accommodation.	
Rough sleeping	"I just got on a train to anywhere – I wanted to get away".	
Psychiatric Hospital	Spent 2 years on the ward as a result of a psychiatric breakdown.	
Rough sleeping	Described having no support or encouragement to find accommodation when he left hospital.	
Failing health due to street life.	An ambulance was called after a collapse on the street in chronic ill health.	
Stay in Derriford Hospital	Stayed 6 weeks in hospital – and was told of serious pulmonary and cardiac health concerns that would leave him at risk if he continued living on the street.	
SHIP Direct Access Hostel	Found this a challenge both physically and mentally – and felt that good access to support was needed at this time – especially GP and mental health.	
Devonport House Hostel	"The main thing was they built my confidence up, if you're willing to work with the staff you can achieve anything". Found the move to Devonport House easy as he knew a lot of the people there from The SHIP.	
Zion House	Semi-independent 'move on' attached to Devonport House - was an important stage in the process of adapting to the 'thought' of living independently. Lived here longer than ideal while on the waiting list for sheltered housing.	
Settled in Sheltered Housing	"Everything just seemed to happen all at once – that's a good thing, if I'd thought about it I wouldn't have moved".	



**Analysis of Supply and Demand:** Plymouth piloted Homeless Link's 'Move On Planning Protocol' that enabled the City's hostel accommodation providers to identify actual and anticipated move on need and supply of accommodation. In addition, a detailed analysis of Supporting People quarterly performance returns was undertaken in order to gather further information about levels of planned move on from supported accommodation more generally. Interpretation of this statistical analysis was achieved in partnership with service providers and Supporting People Project Officers responsible for service monitoring and commissioning.

**Reviewing best practice guidance:** Plymouth is keen to learn from others' experience of tackling move on issues, and has reviewed best practice guidance and toolkits from Homeless Link<sup>1</sup>, as well as recommendations from local research undertaken by the South West Regional Assembly<sup>2 3</sup>. Best practice was also reviewed and applied in partnership with Supporting People, Housing colleagues and service providers.

### **Prioritising the key issues:**

Through the piloted Move On Planning Protocol in 2006, partners highlighted and prioritised move on barriers that they felt had the biggest consequences in terms of silting up services, and these subsequently formed part of Plymouth's action planning. Subsequent review of this move on work by stakeholders has enabled the Move On Partnership to prioritise key targets for this Action plan during steering group meetings.



<sup>1</sup> <http://www.homeless.org.uk/policyandinfo/issues/rehousing/booklet>

<sup>2</sup> Identifying the Impact of Floating Support and Changed Access Routes into Social Housing on Move On Delivery, commissioned research for the South West Regional Assembly, 20<sup>th</sup> May 2008.

<sup>3</sup> Identifying and overcoming barriers to providing and securing move on accommodation in the South West, commissioned research for the Vulnerable People Implementation Group, April 2007.

### 2.0 Move On Needs Highlighted In Plymouth:

#### SUMMARY

- ◆ Providers anticipate significant shortfalls in relation to settled housing for residents to move into from supported housing.
- ◆ Some providers as well as service users have unrealistic expectations about accessing social housing as their first option – when in fact this is a scarce resource rationed to those most in need.
- ◆ More work is needed to address barriers to the private rented sector as one of a variety of options to be looked at. Barriers include negative perceptions; financial issues; and a shortage of landlords willing to accommodate vulnerable people.
- ◆ There is a shortfall in floating support to facilitate successful resettlement.
- ◆ The quality of move on work carried out could be improved – by educating support workers with regard to the variety of housing options and eligibility to access; improving support plan and assessment formats; and building knowledge of move-on resources.

### 2.1 The demand for and supply of move on accommodation in Plymouth – the Move On Planning Protocol pilot project:

In July 2006 Homeless Link received funding from the Communities and Local Government Department (CLG) to pilot an audit tool and protocol for taking a strategic approach to resolving the national problem of move on blockages from hostels and supported accommodation.

The Move On Planning Protocol (MOPP) Tool brings local authorities, voluntary sector, hostel and supported housing providers together in partnership to develop a strategic response to move on and increase the rate at which homeless people move successfully to a wide range of housing options.

It achieves this by use of an audit tool (that supported accommodation providers use to record move on needs, their judgement of the expected availability of move on options and any barriers they perceive to have blocked effective move on). The information obtained is then used to inform the joint development of a strategic move on action plan.

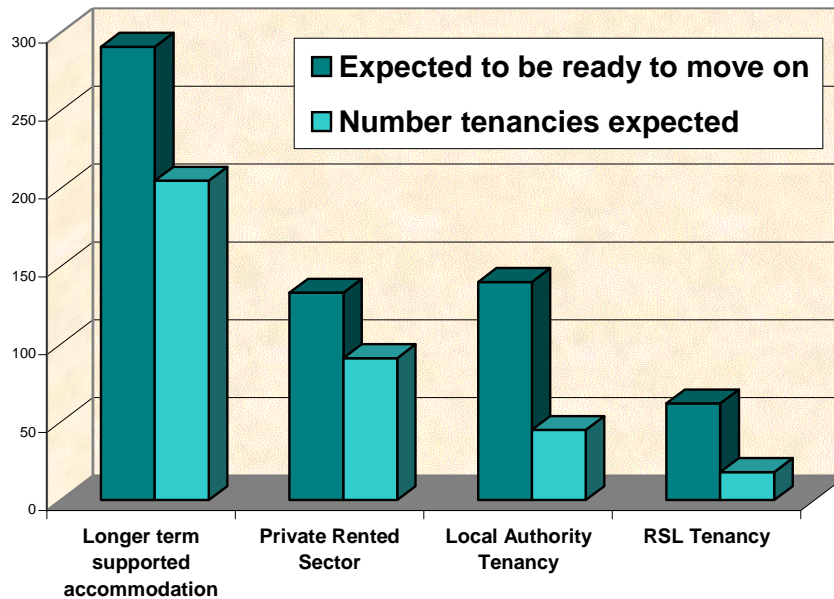
Plymouth was selected as one of only 9 pilot areas across England, and agreed to focus the audit on hostels for the single homeless – of which there are 8 in the city. The audit was carried out in April 2006, and was exceptionally helpful in identifying a number of fundamental issues for the city, as detailed below:

#### 1. Hostel expected demand to exceed supply of accommodation:

The chart below illustrates hostel responses in relation to the numbers of hostel residents that they expected to be able to move on within a year – whether it be to more specialist

hostels, supported accommodation, or to settled accommodation in the private rented or social housing sector.

The chart illustrates startling differences between expectations of supply and demand – with shortfalls anticipated in all areas.



Further discussion within the partnership highlighted the following factors however:

- Hostel staff and residents were unrealistic about their need to access exceptionally limited social housing availability (and this is reflected in the chart above, which illustrates that estimates of need for Local Authority accommodation outweighs any other form of settled accommodation).
- The private rented sector was viewed negatively as a settled housing option by both residents and hostel staff on their behalf. This was due to a number of features including the short-term nature of tenancy agreements and long-held notions about the quality of accommodation available and decency of landlords.
- Difficulties in accessing longer term supported accommodation was in itself due to similar issues faced within this type of accommodation as a result of move on blockages.

## 2. Actual numbers who moved on from hostels during the year increased as a result of partnership work:

The table below details levels of move on to all destinations from hostels during 2006/07, and compares it to baseline figures from 2005/06.

Although there were no baseline figures in relation to some categories of move on, it is clear that the numbers of hostel residents who had moved on to longer term supported accommodation, and permanent/settled rented accommodation had increased.

Move on Destination	2005/06 (Estimated baseline)	2006/07 (MOPP Audit)
Treatment based accommodation	11	3
More specialist hostel	139	161
Second stage supported housing	25	33
Sheltered housing	6	2
Registered care home/long stay hospital or hospice	1	5
Private rented sector with floating support	0	5
Private rented sector <i>without</i> floating support	85	75
Social Housing (RSL & Council) with floating support	21	19
Social Housing (RSL & Council) <i>without</i> floating support	40	60
<b>Sub Totals</b>	<b>328</b>	<b>363</b>
Accommodation with owner occupier	No data collected for 05/06	2
Staying with friends		20
Staying with family members		30
Bed and breakfast accommodation		2
Returned to previous home		9
Short-term hospitalisation (acute)		2
Short-term hospitalisation (psychiatric)		0
Reconnection		13
Other		79
<b>Evicted</b>		<b>64</b>
<b>Abandoned</b>		<b>55</b>
<b>Committed suicide/died</b>		<b>1</b>
<b>Taken into custody</b>		<b>29</b>
<b>Total moves made during year ending March 2007</b>		<b>669</b>

However, there were a number of other features of move on that remained of concern, and were the prioritised for active intervention through this action plan:

- 85% of all moves to settled accommodation did not have floating support:**  
Though there is no doubt that tenancy support would not have been needed in some cases, discussion highlighted that shortfalls in provision, and lack of awareness about the means of accessing it meant that floating support was not arranged in cases where it would have been necessary or beneficial to sustain the tenancy.
- 22% of all moves were unplanned, and could be viewed as being negative:**  
Levels of evictions, abandonments and people taken into custody as a result of offending behaviour are higher than desirable. In addition a further 9% of residents moved on to staying with friends, family members and back to their previous home – all situations that could result in repeat homelessness. Focus groups and further discussion have highlighted the need to raise skills and capacity in relation to support work; finding ways to engage the traditionally hard to engage ‘revolving door’ residents; and forging stronger links with our partners in the City to offer support

particularly to those with offending behaviours, mental health issues, or who abuse substances.

- **Moves into sheltered housing decreased in proportion, at the same time that increased moves were made into care settings (residential homes etc.):** Though minimal numbers of moves were made into these support settings, further discussion as part of the development of the City's Homelessness Strategy revealed that there are barriers to accessing sheltered housing in relation to older people with ongoing substance abuse issues.
- **30% of hostel residents move on into second stage/more specialist supported accommodation:** This could reflect the need for more intensive work with residents, over a longer duration. However, further discussion within a Supporting People workshop highlighted that move on to other forms of supported accommodation is not necessarily based on need – but may reflect the more pragmatic necessity to make best use of resources in creating capacity in some 'high demand' services by utilising space available in other accommodations.

### 3. Hostels reflected a number of barriers to achieving positive move on through the audit tool:

In addition to the issues highlighted above, the MOPP tool also collected the views of hostel staff about the current barriers to move on in the city. These are

- Lack of information about available and realistic housing options.
- Unrealistic housing expectations of service users – including some who didn't want to move on at all.
- Poorly understanding of allocation processes and priorities in relation to general needs social housing.
- Quality of needs assessment and support work/planning could be improved.
- Lack of information sharing between providers about current needs and risks – and particularly progress made by residents whilst resident in a resource.
- Lack of skills and awareness of front-line support staff to deal with more complex and challenging issues in relation to substance abuse and mental health.
- Rent arrears accumulated in a previous tenancy prevented people from accessing housing.
- There were affordability issues – with many residents unable to afford private rented sector rents.
- Some residents needed to be allowed to move backwards, as well as move on, due to the cyclical nature of their issues.
- Landlords are unprepared to let their private rented sector properties to previously homeless people.

The full Homeless Link recommendations<sup>4</sup>, resulting from their findings across all 9 pilot areas, formed part of the consideration of the steering group tasked with producing this Action plan.

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<sup>4</sup> The full report is available on the Homeless Link website:  
<http://www.homeless.org.uk/policyandinfo/issues/rehousing/fullreport>

## 2.2 Recommendations for action highlighted in ‘Identifying the impact of floating support and changed access routes into social housing on move on delivery’ report for the South West Regional Assembly Vulnerable People Implementation Group, May 2008<sup>5</sup>:

This commissioned research sought to assess the impact that floating support and new routes of access to social housing (such as choice based lettings, Offender Accommodation Gateways, brokerage schemes etc.) has had on improving access to move-on accommodation for vulnerable people who are ready to live independently and to devise a move-on framework to support more effective move-on/resettlement arrangements.

**A variety of housing options should be available to support move on:**

**“For some vulnerable people their expression of being independent was shared living because they wanted the company and motivation that sharing can offer.”**

**Integrated access to support services is required (e.g. through a Gateway) to assess support needs at point of contact so that vulnerable people are supported to access supported accommodation only where they actually need this form of support.**

**Powerful disincentives exist to efficient use of accommodation based resources and effective move on:** high rents mean residents are unable to work, provider occupancy targets, risk reduction processes, poorly informed and supported staff.

**“In general there appeared to be variable levels of help and advice available to support move-on planning. Supported housing staff often lacked detailed knowledge or information.”**

**Though choice based lettings was well received by residents – reality meant that private sector rented accommodation was more likely to be the move on route accessed and more is needed to actively support this from commissioners and providers** including addressing housing benefit payment, debt management training, understanding restrictions on social housing allocations, and supporting moves to the private rented sector both practically and financially.

**Pre-tenancy and ‘cross-over’ floating support would help to improve resettlement outcomes** especially where the package is individually tailored to need and flexible, and in place at the start of a tenancy, even where the allocation has been made at short notice, and ‘easily turned on and off’ as opposed to routine weekly visits. Ideally,

<sup>5</sup> The full report is available on the South West Housing Body website:

[http://www.southwesthousingbody.org.uk/media/SWHB/Projects%20and%20Research/Floating\\_support\\_research\\_final\\_report\\_May08.pdf](http://www.southwesthousingbody.org.uk/media/SWHB/Projects%20and%20Research/Floating_support_research_final_report_May08.pdf)

supported housing staff should provide resettlement support and ongoing floating support – as they have existing relationships of trust with residents and already know the tenant's issues. The report also highlights that personalised funding arrangements (such as that being introduced through Adult Social Care Services) may help widen the scope, usefulness and consistency of the support provided.

**“Moving on to independent housing is not the end of the journey. The stories of the service users suggested, not surprisingly, that there were many scary moments of loneliness or fear. Formal re-referral was rarely sought, but former residents and service users would sometimes ship up for advice or help under the pretence of a cup of tea and a ‘chat’ with a support worker with whom they had previously had a good and purposeful relationship. Contracts rarely allowed the capacity for such exchanges”.**

**Residents with enduring needs are not well served by the 2 year limitation of supported accommodation, and are often the ‘revolving door’ clients.**

These key themes replicated Plymouth's own consultation and development work towards creating a Move On Action plan for the city, and action planning has already identified our next steps towards tackling them.



## **2.3 Recommendations for action highlighted in ‘Identifying and Overcoming the Barriers to Providing and Securing Move-On Accommodation in the South West’ report for the Regional Housing Strategy Vulnerable People Delivery Group, April 2007<sup>6</sup>:**

The Housing Corporation, in partnership with the South West Regional Assembly commissioned research to identify existing practice in, and barriers to, securing move-on accommodation in the South West of England. The research formed part of the Regional Housing Strategy Vulnerable People Delivery Plan (2006/07), and its recommendations (where they relate to local arrangements) are summarised below:

<sup>6</sup> The full report is available on the South West Housing Body website:

[http://www.southwesthousingbody.org.uk/media/SWHB/Projects%20and%20Research/Mark\\_Bannan\\_VP\\_Move\\_on\\_report\\_April\\_07.pdf](http://www.southwesthousingbody.org.uk/media/SWHB/Projects%20and%20Research/Mark_Bannan_VP_Move_on_report_April_07.pdf)

1. **Supporting People Commissioning Bodies should take the lead in developing a local Move On Strategy that links with other key strategies and aligns with/influences Local Area Agreements.**
2. **That local targets/benchmarks are agreed in relation to the proportion of social housing lets to be made available to support move on.**
3. **To adopt a common needs mapping model (such as the MOPP tool) to identify the predictive need for move-on and to inform Move On Strategies (with the intention that this be adopted regionally).**
4. **To include evidence of a specific and measurable move-on plan within any future bids (capital and revenue) for short term supported housing.**
5. **To incorporate care, behavioural and resettlement aspects of service provision within housing related support planning to ensure seamless delivery.**
6. **To ensure that pathways between services are needs led – and there is scope for people to move backwards if necessary.**
7. **To work towards provision of accredited training in independent living skills to prepare service users to secure and sustain their future accommodation.**
8. **Ensure that development of Choice Based Lettings incorporates the means to identify those that need support and advice to make optimum use of the system.**
9. **Ensure that allocations systems are easily understood, transparent, and priorities based.**
10. **To develop a consistent and shared understanding of when a person needs, and is ready to move on from supported accommodation.**

These principles form part of the consideration and action planning of the steering group tasked with the production of this Action plan.

## **2.4 The potential scale of need – Supporting People accommodation based and floating support services:**

The table below presents the total amount of supported accommodation and floating support provision funded by Supporting People in the city, and maps the average quarterly move on from Supported accommodation against the likely floating support availability. Figures represent the total provision per client group. The final column was completed after discussion with Supporting People project officers in relation to their current knowledge of activity and usage within the contract, to gauge whether any spare capacity exists within current contracts to specifically focus on move on issues. As can be seen, prior to re-procurement and achieving service efficiencies, there is no additional capacity to support move on from supported accommodation.

Service Group	Accommodation		Floating		Comments
	Total accomm. Units	Average numbers moving on per qtr (planned)	Total Floating Support capacity	Average Numbers Supported at any one time Per qtr	
Substance Abuse	30	5	40	43	Oversubscribed
Homeless Families	13	17	18	21	Oversubscribed
Learning Disability	17	9	110	144	Oversubscribed
Generic	No accommodation		97	122	Largely used for older people – oversubscribed.
Mental Health	62	26	105	108	At capacity.
Offenders	23	16	71	49	This service is being re-procured by SP to include move on needs.
Older People	1515	None	140	174	Oversubscribed
(Pathways Flats <sup>7</sup> )	6	3+			
HIV Aids	No accommodation		8	10	Oversubscribed
Rough Sleepers	10	47	Outreach Team		Majority move to Supp. Accom.
Single Homeless	221	233	64	266	Recently re-procured <sup>8</sup> to include move on needs.
Teen Parents	17	13	No floating support		None available
Women at Risk	15	43	115	126	Oversubscribed
Young People at Risk	69	40	102	72	Working at full capacity due to supporting high needs service users.
Refugees	No accommodation		35	54	Oversubscribed

Figures based on Supporting People Quarterly Performance Returns for the year 2007/08

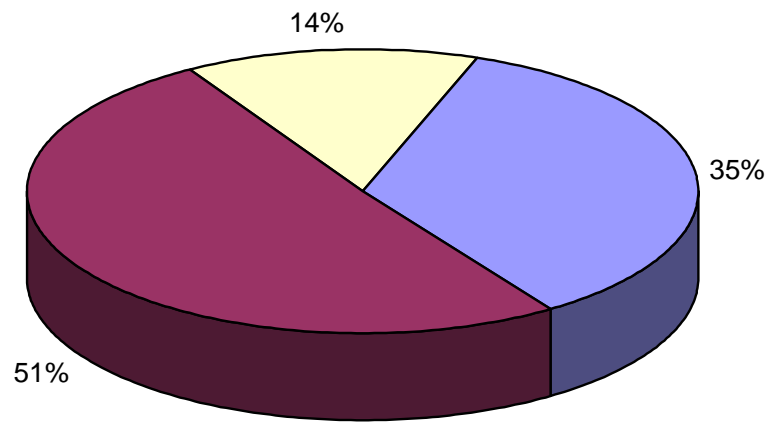
## 2.5 Moving on to other supported accommodation in a ‘stepped’ approach:

The above table constitutes a very simple analysis of total planned move on compared with available floating support in relation to each client group. However, not all planned move on from services is towards settled/independent accommodation. In most cases, move on will be to other supported accommodation in a ‘stepped’ approach to moving towards independence, and in some cases people move to other forms of accommodation, such as going back to live with families, a partner or other friend.

The below chart illustrates the analysis of move on from homelessness provision for instance (which constitutes the highest single client group need for move on).

<sup>7</sup> Older people moving through pathway flats will often choose to live in supported accommodation such as Sheltered Housing or Extra Care Housing where low level floating support is available. In addition, approximately 2 per year require floating support to return to mainstream housing.

<sup>8</sup> Recently re-procured service, with the service specification inclusive of additional capacity to support move on from supported accommodation.



■ Settled Accommodation ■ Supported Accommodation □ Other Accommodation

*Data supplied by Supporting People from Performance Monitoring Returns 2007-2008*

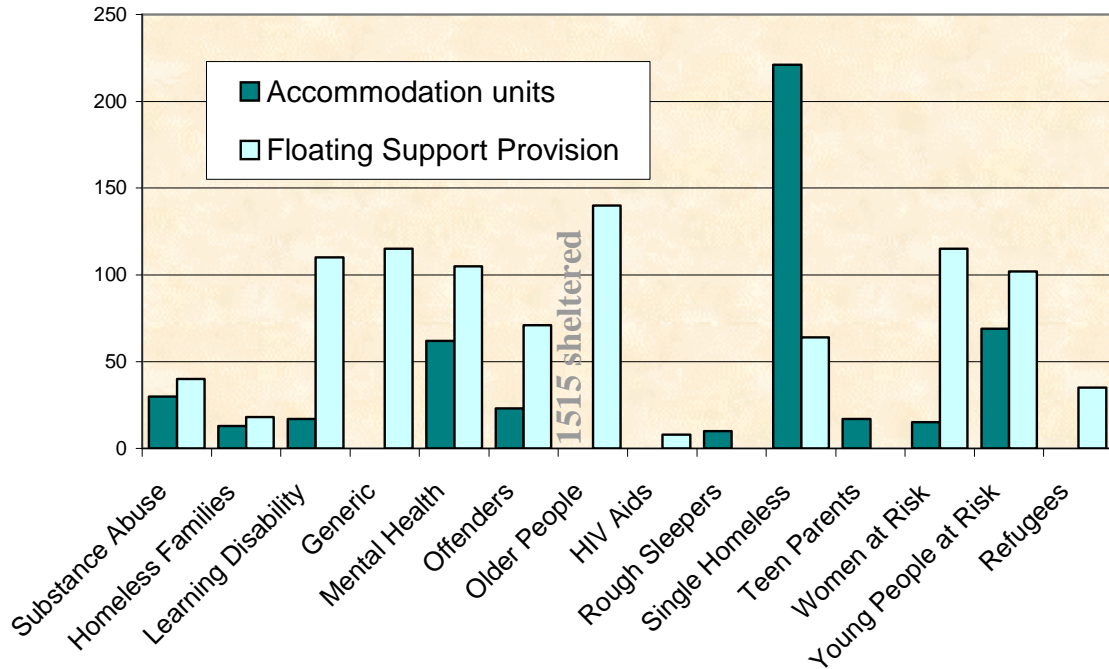
As can be seen, over half of all move on from supported accommodation for homeless people was to other, more independent supported accommodation, and 35% moved into settled accommodation (either private rented accommodation or social housing).

If the same proportion were applied to the above table, then about 157 people move on to settled accommodation every quarter from supported accommodation. This re-emphasises the point that there is currently not enough floating capacity in the city to meet current needs, or even that proportion of these people that are at most risk of tenancies failing.

## 2.6 Comparing the accommodation based support and floating support in relation to client groups:

The table below illustrates the profile of Supporting People provision in Plymouth – where supported accommodation is predominantly focussed on client groups that, by the very nature of their issues, have an accommodation need as a consequence of either giving up their accommodation in order to receive treatment or support (i.e. substance abuse, mental health, and people who have suffered domestic abuse) or who have already lost their homes as a consequence of their behaviour/support needs (i.e. offenders, rough sleepers, young people excluded from home, single homeless people). In addition, accommodation based provision predominates for homeless families, rough sleepers and single homeless, who have no accommodation as a result of their support needs.

**Table to illustrate profile of Plymouth Supporting People service provision through accommodation units and floating support provision.**



The South West Regional Assembly research referred to previously<sup>9</sup> identified the following specific issue in relation to the provision and uptake of supported accommodation:

**“Many vulnerable people seek a place in accommodation-based projects because of either a short-term housing need or as a way to secure permanent social housing, not because they necessarily need the full support service provided”**

Consultation with the Supporting People project commissioning team, has highlighted the following:

- The lack of affordable accommodation in Plymouth means that it is essential to provide accommodation based support for those who have given up their accommodation to receive treatment, or who have lost their accommodation as a consequence of their support needs.
- It is felt that the lack of affordable accommodation means that some residents stay in accommodation based projects longer than they need to because of the lack of move on accommodation.
- The availability of settled housing for ‘move on’ is the biggest issue affecting efficiency within Supporting People’s accommodation based services.

<sup>9</sup> Identifying the Impact of Floating Support and Changed Access Routes into Social Housing on Move On Delivery, commissioned research for the South West Regional Assembly, 20<sup>th</sup> May 2008.

### 3.0 Key objectives the Action plan Aims to Meet:

#### Targeting the identified needs:

The needs highlighted through consultation, Plymouth's pilot Move On Project and associated research has been considered by the Move On Group, who have prioritised key issues to be tackled within this action plan.

1. Increase longer term/permanent housing options for people to move into from Supported Housing.
2. Raise standards of move on work within the support planning process.
3. Enable people to access support to resettle.
4. Take account of and address affordability issues.

The following action plan will identify how the Local Authority and its partners intend to move forward in addressing the key objectives agreed by the Move On Partnership:

In line with best practice, the action plan that follows will be SMART (specific, measurable, achievable, realistic and time limited) that will give an opportunity to monitor progress in relation to our key objectives.

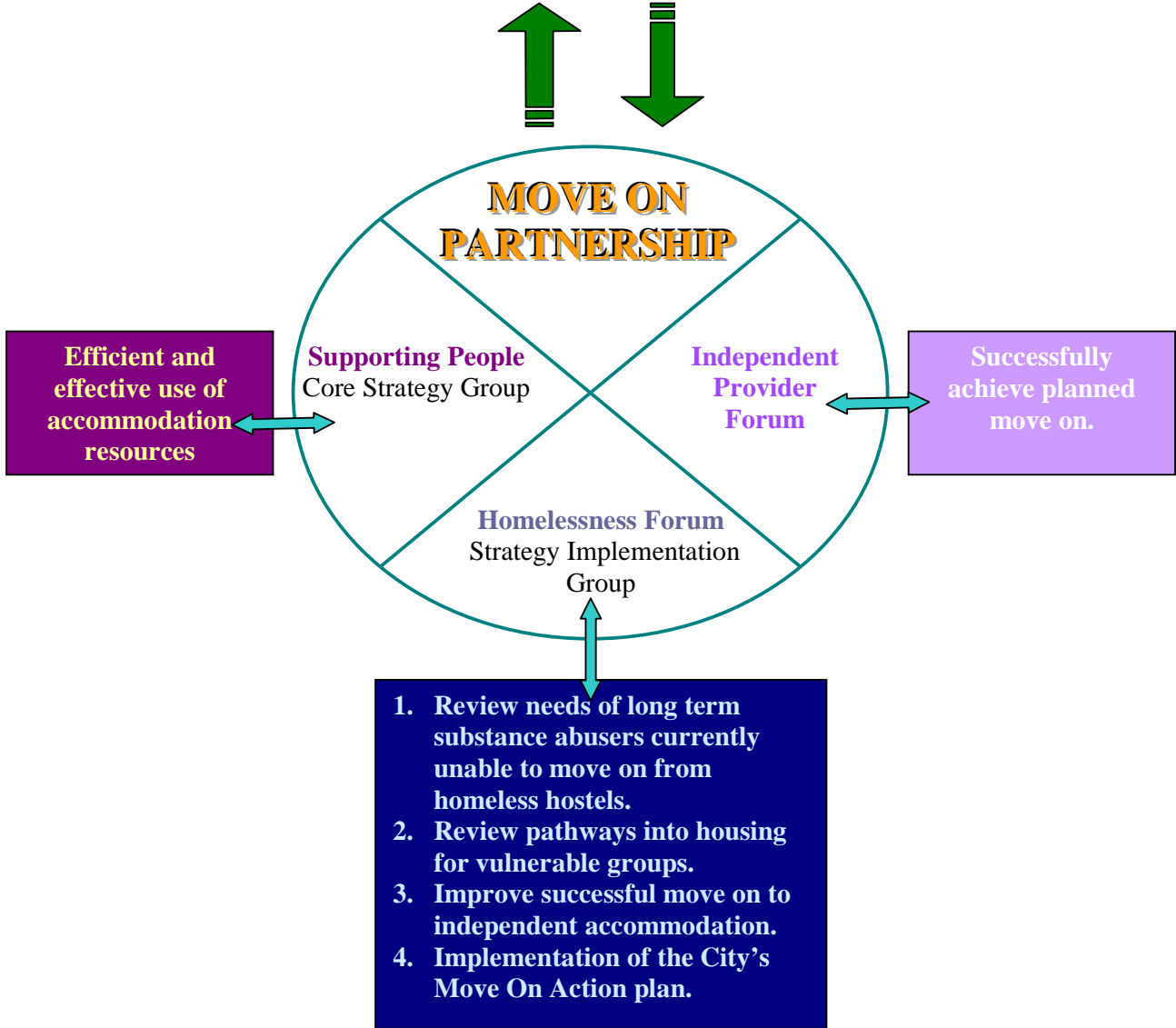
### 3.1 Implementation of the Action plan:

This Move On Action plan is a shared initiative that crosses over the work of Supporting People, Homelessness and Housing, and the Independent Provider Forum.

The following diagram illustrates the contribution the Action plan will make to Local Authority and individual service goals, and the structure that will ensure it is implemented fully and successfully:

**Local Area Agreement**

Local Indicator: Number of vulnerable people who achieve independent living.



Representatives from these three key forums will form the Move On Partnership that will steer the implementation of this action plan, supported by a dedicated Strategic Move On Worker post whose aim will be to support the implementation of the Action plan, take responsibility for a number of actions within the implementation plan, and contribute to related work within the Homelessness and Supporting People Strategies.

**3.3 Reviewing the Action plan:**

This Action plan will be monitored quarterly by the Move On Partnership and reviewed in July 2009.

Objective 1	Increase longer term/permanent housing options for people to move into from supported housing.			
Identified Aim	Actions	Due Date	Lead workers	Outcomes (and targets where applicable)
<b>To increase access to private rented sector accommodation.</b>	Development of a Community Lettings Agency (Plymouth Homes 4 Let).	Oct 08	Strategic Move on Worker	1. Full funding for PH4L achieved.
	Improve access to Housing Benefit – with particular reference to Local Rent Allowance, single room allowance and Discretionary Housing Payments.	Sept 08	Matt Garrett (Housing Options Team)	1. Protocol with regard to eligibility for DHP in relation to vulnerable groups established.
	Work with landlords to improve information and co-ordination of vacancies and to positively promote letting to people moving on from Supported Accommodation.	Jan 09	Strategic Move-On Worker	1. Options appraisal completed regarding mechanisms for sharing information re. vacancies. 2. Minuted discussion and agreement of way forward with steering group.
	Review potential for private rented sector properties to be included within Choice Based Lettings.	Jan 09	Strategic Move-On Worker	1. Meeting held with CBL project team.
	To establish better access to Deposit Guarantee service from Supported Housing Projects for the purpose of facilitating move on.	December 08	Mike Taylor (PATH) Claire Hodgkins (Supporting People)	1. Additional people to have access to Deposit Guarantee Service. 2. Deposit Guarantee Worker to have established close working through visits to Stage 1,2, and 3 Supported Housing.

<p><b>Increase access to Social Rented Housing</b></p>	<p>Ensure fair access to social housing through special needs housing panels.</p>	<p>Jan 09</p>	<p>Kevin Treweeks (Special Needs Housing Officer)</p>	<ol style="list-style-type: none"> <li>1. Stakeholder Workshop to discuss access criteria in relation to offenders.</li> <li>2. Eligibility and prioritisation clarified through access criteria.</li> <li>3. Review access to housing for learning disabled adults who are ready to move on from residential care.</li> </ol>
	<p>Enable residential assessment of appropriate housing options for traditionally 'hard to house' groups</p>	<p>Jan 09</p>	<p>Kevin Treweeks</p>	<ol style="list-style-type: none"> <li>1. Development of 2 additional 'taster flats' for offenders.</li> <li>2. Continue 3 taster flats allocated to people with mental health issues.</li> </ol>

Objective 2		Raise standards of move on work within the support planning process		
Identified Aim	Actions	Due Date	Lead workers	Outcomes (and targets where applicable)
In relation to service users:	Enable service users to address issues that would cause a barrier to accessing housing.	Sept 09	Strategic Move On Worker/ Claire Hodgkins, Supporting People	<ol style="list-style-type: none"> <li>1. Model 'add in' section re. move on produced for agencies to consider including in their needs assessments and support plan</li> <li>2. Appraise options regarding service users carrying their assessment information with them between supported housing provision and report to Steering Group.</li> <li>3. Meeting held with Shekinah Mission regarding progressing implementation of accredited training units to improve Move On.</li> <li>4. Proactive work to engage agencies to address causes of homelessness including mental health, substance abuse and ill health.</li> </ol>
	Enable service users to understand their future accommodation needs and make realistic choices.	Dec 08	Strategic Move On Worker	<ol style="list-style-type: none"> <li>1. Discussion held with Housing Advice.</li> <li>2. Information pack produced for clients detailing housing and support options.</li> <li>3. Information pack distributed to providers.</li> </ol>
Staff	Develop skills of support workers to facilitate move on.	Sept 09	Strategic Move On Worker	<ol style="list-style-type: none"> <li>1. Compile information regarding skills of providers.</li> <li>2. At least x2 focus groups with providers held regarding training needs.</li> <li>3. At least 2 x training sessions delivered re. 'How to access the private rented sector'.</li> </ol>

Objective 3	Enable people to access support to resettle			
Identified Aim	Actions	Due Date	Lead workers	Outcomes (and targets where applicable)
<p><b>Enable access to existing floating support</b></p>	<p>Increase awareness of floating support services to support move on.</p>	<p>Sept 09</p>	<p>Strategic Move On Worker</p>	<ol style="list-style-type: none"> <li>1. Move On Directory produced and distributed to providers / available on PCC website.</li> <li>2. Referral to floating support module incorporated into provider training.</li> </ol>
<p><b>Develop resettlement support from supported housing provider</b></p>	<p>Providers to review their internal systems and capacity to support residents to resettle at the point of move on.</p>	<p>Sept 09</p>	<p>Claire Hodgkins (Supporting People)  Strategic Move On Worker</p>	<ol style="list-style-type: none"> <li>1. Supporting People project officers to have incorporated resettlement capacity into all service specifications.</li> <li>2. Move On Worker to have made contact with accommodation providers to offer advice and guidance regarding internal systems.</li> </ol>
<p><b>Procurement of floating support to include move on.</b></p>	<p>Ensure that move on issues are fully considered within Supporting People re-procurement of services within the programme.</p>	<p>Sept 10</p>	<p>Claire Hodgkins (Supporting People)</p>	<ol style="list-style-type: none"> <li>1. Service specifications for all services detail minimum levels of resettlement and move on capacity to be provided.</li> </ol>

Objective 4	Take account of and address affordability issues.			
Identified Aim	Actions	Due Date	Lead workers	Outcomes (and targets where applicable)
<b>Income Maximisation</b>	Provision of appropriate advice and guidance about how to access welfare benefits.	Sept 09	Strategic Move On Worker	1. Directory of services who provide welfare rights advice included within 'Move On Directory'.
	Ensure access to Deposit Guarantee Service.	April 09	Mike Taylor (PATH) And Claire Hodgkins (Supporting People)	1. Deposit Guarantee Worker recruited to assess applicants for deposit guarantee increased. 2. Increased funding for Deposit Guarantee Service specifically to support move on.
	Development of broader access to employment and training, including schemes to support people into employment.	April 09	Strategic Move On Worker	1. Increased proportion of residents supported to access Plymouth Sustainable Employment Project Pilot. 2. Discussion held with Shekinah Mission regarding people from the Sustainable Employment Project undertaking maintenance work for PH4L 3. 10% increase in residents supported to obtain employment/training outcomes as part of SP outcome monitoring from 07/08 baseline.

<b>Young People</b>	Review potential to encourage shared house schemes / development of PSL initiative.	April 09	Diane Charlton (Youth Homelessness Innovation Group)	<ol style="list-style-type: none"> <li>1. Youth Homelessness Innovation Group minutes to reflect discussion regarding accommodation initiatives.</li> <li>2. Discussion held with Housing Associations regarding potential to develop scheme.</li> </ol>
	Review housing policy to ensure that there is no discrimination against young people.	April 09	Kevin Treweeks (Special Needs Housing Manager)	<ol style="list-style-type: none"> <li>1. Housing Allocation Policy reflects needs of young people.</li> </ol>

<b>Objective 5</b>		<b>Ensure successful implementation of Plymouth's Move On Action plan</b>		
<b>Identified Aim</b>	<b>Actions</b>	<b>Due Date</b>	<b>Lead workers</b>	<b>Outcomes (and targets where applicable)</b>
<b>Establish Steering Group</b>	Membership of steering group established and quarterly meetings arranged and facilitated between February 2009 and March 2010	February 09	Strategic Move-On Worker	At least 4 x steering group meetings held during the course of the year.  Minutes of meetings to reflect achievement of actions to implement this action plan.
<b>Recruit 'Strategic Move-On Worker'</b>	Establish co-funding for Strategic Move On Worker, and recruitment to the post against an agreed job description.	October 08	Mike Taylor (PATH)/ Claire Hodgkins (Supporting People).	1. Job advertisement. 2. Recruitment process taken place. 3. Worker recruited.
<b>Champion 'Move On' issues in a variety of forums.</b>	To ensure that 'Move On' issues receive appropriate consideration within partnership settings.	February 09	Strategic Move-On Worker	1. Launch event held to promote strategy and raise awareness and skills regarding move on issues. 2. Attendance established at key forums in city.