



The future role of supported housing to prevent and respond to homelessness in Scotland

Anna Evans, Emma Dore, Dr Briega Nugent



indigohouse
The Collaborative Consultancy

**Homeless
Network
Scotland**
we are all in

The context

Ending Homelessness Together

Updated action plan, October 2020



- Ending Homelessness Together Action Plan 2018 and update 2021
- Rapid Rehousing and Housing First
- Preventing Homelessness in Scotland (PRG 2021) – collective responsibility across public sector, prevention, choice and access with same options as other members of the public.
- Health and Social Care – National Health and Wellbeing Outcomes
- People should live independently at home or in a homely setting.



Homeless Households in Scotland 2020-21



- Support Needs
- No Support Needs

Around 50% households that have experienced homelessness have support needs

- Rapid Rehousing + Housing First

OR

- *highly specialised provision with small, supported environments – focus of this work*

Supporting Independent Living

“Where needs are more complex, to the extent that they cannot be supported in mainstream housing even with additional support, then primary responsibility for meeting those accommodation needs should sit with the Health and Social Care Partnership. This is intended to capture the needs of those who require highly specialist medical or other support. It is not intended to cover needs that might be met through Housing First provision”.

Preventing Homelessness in Scotland, 2021

“Independent living means people of all ages having the same freedom, choice, dignity and control as other citizens at home, at work, and in the community. It does not mean living by yourself, or fending for yourself. It means having rights to practical assistance and support to participate in society and live a full life. This is the definition of independent living adopted over many years in the strategic approach to independent living, by the Scottish Government, COSLA, the NHS and the Disabled People’s Independent Living Movement.”

Independent Review of Adult Social Care, 2020

Research questions

What supported and shared housing as a ***settled*** option should ideally be, to make positive contribution to preventing and resolving homelessness

- In what **circumstances**, if any, is shared or supported accommodation the appropriate housing option for households experiencing homelessness?
- What should the shared and supported accommodation options required in these circumstances **ideally look like**?
- What is the **likely scale** of such shared and supported accommodation options likely to be in the future?
- **How well placed** are local authorities and service providers to adopt these housing options at the scale required?



Research approach

Qualitative exploring the research question with

- **Professional stakeholders – 54** in local authority housing, homelessness, supported housing providers, HSCPs leaders and front line, national key informants
- **People experiencing homelessness – 54** people, purposefully sampled with experience of supported housing, or who may need or want supported housing.
- **Case study approach –** Aberdeenshire, Dundee, Edinburgh, Glasgow, Highland and South Lanarkshire



What is settled?

- “People can stay as long as they want to” (governed through the tenancy agreement)
- “People can move onto other options like other people do”
- This is not about temporary supported/shared
- The research did not consider temporary or short-term accommodation which is covered by other policy – Rapid Rehousing and Housing First

What is shared?



Through this work we have defined **shared** as

- sharing of bedrooms,
- and/or bathrooms
- and/or kitchens.
- If there are self-contained homes with their own bathrooms and cooking facilities in a larger building with an element of common and/or office space, this is not shared housing (on the basis that the housing element is not shared).

Circumstances where mainstream housing may not be possible/preferable

- Complex needs – small group with overlapping mental health, physical and/or learning disability, criminal justice
- Pathfinder Evaluation (Johnsen et al 2021) –
 - lack capacity
 - so unwell have very high healthcare needs
 - people that don't want Housing First.

Needs of individuals interviewed

- ‘Very high-level needs’ – wanted and need 24 hour onsite-support. Severe mental health, physical and/or learning disability.
- Wanted on-site support to keep safe and *‘keep me alive’*
- Raised adequacy of mental health and addiction services
- Different need and support requirements – some on-site for short term then move on, some visiting support for rest of lives, some hoped for total independence eventually
- Young people – separate from adults - professional stakeholders and individual opinion.

Key features - shared housing

- Shared housing is **not an ideal option** for people with complex needs
- Young people with low to medium level needs possibly e.g. community lodgings or peer supported lodgings
- Individuals interviewed generally did not welcome shared facilities, certainly not bedrooms and bathrooms
- A small number liked having communal areas to meet others with similar experiences.
- In summary - individuals said they like having the support available on-site, but not necessarily shared facilities.

Rock Trust – shared housing for young people

- Rock Trust provides shared housing for young people with moderate support needs
- 3 or 4 bed flats with a live-in supportive flatmate.
- The supportive flatmate is normally a social care or social work student who is similar in age to other residents and who gains relevant experience and free accommodation.
- Young people have an occupancy agreement and can stay for up to two years.
- East Lothian Council also have a similar project called 'My Place' which is a pilot project which involves care-experienced young adults move in with a student or other adult mentors.

Key features - supported housing

- **Self-contained** - own home, homely.
- **Maximises security of tenure** – SST ideally, or PRT, for some may not be possible – occupancy agreements, permission to occupy (note re stability PRG)
- **Culture** – careful property and service design centred on rights and independence; not an institutional approach.
- **Skilled and flexible support** – individual care and support packages.
- **Core and cluster** – housing model with care and support on-site. Individual homes with ‘core’. May be in same building, may be scattered in neighbourhood in close proximity to the ‘core’. Combines independence, safety and financial efficiency for the provider.
- **Small** – 4-12 homes. Smaller the better but also needs to be viable.
- **Integrated in the community** – with relevant care groups – not ‘homeless accommodation’ for ‘homeless people’. Rural dimension.

Supported housing – Rowan Alba



- Rowan Alba provide a service in Edinburgh ('Thorntree Street')
- Support and housing for men age 50+ coming off the streets or having lived precariously in their own tenancy or the private rented sector.
- All residents have addiction issues and some have alcohol related brain damage.
- Many have difficulty managing money and find it hard to live independently, being vulnerable to financial, emotional and physical abuse: they have histories of multiple and extreme disadvantage.
- There are eight studio flats and four two-bed flats within a small building that also has a communal garden, canteen lounge and dining room. Residents have a full Scottish Secure Tenancy (SST) with Bield Housing Association which own the properties.
- Rowan Alba provide the housing support and care at home services for tenants on site. It is registered with the Care Inspectorate.

Funding models

- **Rent and service charges** – to pay for housing costs, minimising ‘enhanced housing management’ charges which make rents unaffordable (note PRG suitability - affordability).
- **New supply** – Affordable Housing Supply Programme if new housing
- **Local authority Housing Support** – help fund registered housing support services. Funding has / continues to reduce.
- **HSCPs** – core and cluster a common approach. May be funded as a housing model, less commonly now may be entirely HSCP funded. Increasingly moving to housing models in line with independent living.
- **Combined approaches** – rent + Housing support + HSCP
- **Clarity** – independence and rights = housing model, but should be clarity between rent for housing charges, and HSCP funding for care and support

Opportunities and challenges

- **Good examples** - progressive commissioning between housing and HSCPs with evidence of savings created through joint commissioning / transformational approaches
- **Barriers** – silo'd funding and silo'd care groups / culture of homelessness and other care groups
- **Lack of shared responsibility** – although PRG recommendations hoped to help
- **Funding constraint** – for some which creates a less than satisfactory 'cocktail of funding', ad-hoc approach

Scale

- Qualitative opinion – 2-5% of assessed homeless
- Nationally – 551-1,379
- Pathfinder evaluation – 9% ‘failures’
- Equivalent to 315 (9% of SMD) across Scotland
- More work required to understand the difference in range and circumstances
- Capacity, health, choice



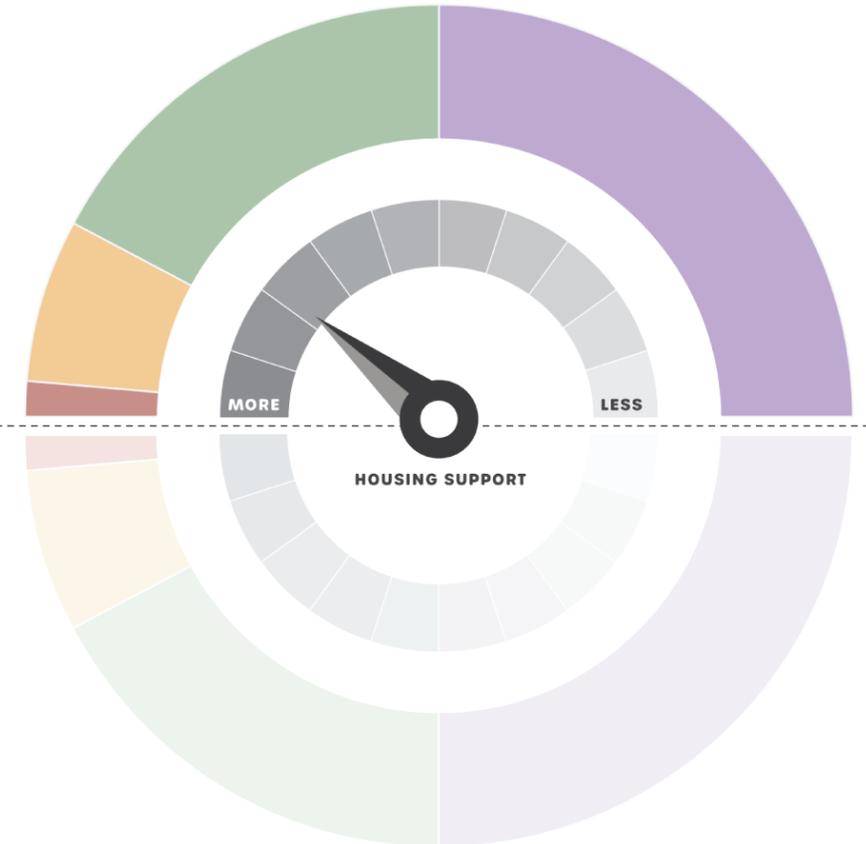
RAPID REHOUSING

when homelessness has not been prevented

- Mainstream housing no floating support
- Mainstream housing with floating support
- Housing First
- Supported with on-site support

PREVENT HOMELESSNESS

before it happens



Key messages

- Shared = sharing bedrooms, and/or bathrooms, and/or kitchens
- Shared accommodation for most complex needs generally not supported by individuals or professional stakeholders
- Core and cluster designed to maximise security, independence and safety which is also financially efficient – in one building or in community in close proximity.
- Culture of service design as important as property design – get away from institutional and move to independence
- Good examples exist including transformational commissioning – HSCP and housing
- Funding clarity - between housing and care/support costs and fund accordingly rent and HSCPs
- Scale – overall small
- Transformation programme – decommissioning temporary supported to convert and supply new **settled** supported housing. May be integrated across care groups.