

Unlocking solutions



Report of the move on plans protocol (MOPP) pilot

Acknowledgements

Homeless Link would like to thank Communities and Local Government (CLG) for supporting the move on plans protocol (MOPP) pilot through the Homelessness Innovation Fund (HIF).

Special thanks are due to the MOPP lead contacts for their hard work in local areas and to the hostel and supported housing providers that took part in the pilot.

Thanks are also due to the members of the MOPP National Advisory Group and to staff and volunteers at Homeless Link especially Alice Evans, Dominic Williamson, Elizabeth O'Rourke and Joanne Roberts.

Details of MOPP lead contacts are in Appendix 1 and National Advisory Group members in Appendix 2.

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“Ryan’s” drug problem had caused him to go through the homeless system several times, but he managed to stop using whilst staying in the hostel.

After a period of stabilising, attending courses and showing how well he could cope, Ryan clearly didn’t require social or supported housing. He was also clear that he didn’t want to be in parts of the city frequented by drug dealers.

The Council’s rent/deposit scheme, supported by seedcorn funding from the MOPP pilot, provided the perfect answer. Shared housing in a different part of town, with six months of support from the hostel resettlement team, has been ideal.

The first house Ryan moved into didn’t work out – the person he was sharing with started drinking heavily and was bringing Ryan down with him. The rent/deposit scheme workers found him another house with people he got on with. This kind of flexibility is an essential ingredient in the way the scheme works. More than 6 months later Ryan is still doing well in his privately rented home.

“Alan” is 71 years old. He used to be a long-term hostel resident, having lived in his last hostel for 13 years. He always avoided discussion of resettlement. Mobility problems, long-term health issues and few basic life skills were all barriers to be overcome.

Move on was made possible by coordination and cooperation developed between Alan’s hostel and the local authority as part of the MOPP pilot.

Alan was resettled this year into sheltered accommodation sought through the Council’s Choice Based Lettings scheme. The hostel set up an accompanying support package to develop his skills within the property and new community. For Alan, getting the property ready was equally important so a lot of time was spent on practical skills - applying for grants, shopping and decorating.

It has now been 6 months since Alan left the hostel. He has developed links in his local community and, although he receives outreach support from the hostel on an ad hoc basis, he does not feel the need to visit regularly as he used to in the early months.

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1. Foreword

Hostels play a critical role in tackling homelessness. The best are real 'places of change' providing the stability and support people need to get back on their feet. However, too many people living in hostels are ready to move on but are delayed in doing so for a variety of reasons. These delays lead to significant costs for local authorities, frontline providers and homeless people.

For too long, efforts by the Government, local authorities and service providers to increase move on have been constrained by a lack of joint-working, imperfect information and a range of move on barriers.

The move on plans protocol (MOPP) was designed to address these difficulties. Supported by Communities and Local Government (CLG) the MOPP pilot has shown how the protocol can help local authorities and service providers to:

- Develop formal partnerships to tackle move on
- Collect and analyse numerical data, leading to a better understanding of move on in their area
- Have a full and clear discussion about move on barriers
- Translate this knowledge into a jointly owned solution-focussed action plan with associated targets for increasing move on

Early progress has been made in increasing move on across the MOPP pilot areas, most notably to the private rented sector and social housing. However, the initial overall increase is slight and the variable area results suggest that there is still much work to do at local and national levels to identify and tackle the underlying issues.

What is very clear is that the MOPP is bringing benefits to those involved: 89% report that their area intends to continue using the protocol; 94% report strengthened links between the council and voluntary sector providers; 94% think that it is beneficial to agree actions to overcome barriers to move on.

The information in this report is persuasive that this approach brings benefits. We urge all areas to consider using the protocol. A toolkit to support its use is available on our [website](#).

Solving the move on issue will not happen overnight. The results from this pilot phase are just the beginning. But the pieces are now in place to address this important blockage to solving homelessness. MOPP is a vital element that should be part of every homelessness strategy.

Jenny Edwards
Chief Executive, Homeless Link

2. Executive Summary

This summary presents a brief overview of each section of the full report.

Introduction

The move on plans protocol (MOPP) is a strategic and replicable protocol for increasing move on from hostels and supported housing.

The MOPP pilot, funded by Communities and Local Government (CLG) Homelessness Innovation Fund (HIF), has developed the protocol and tested it in nine local authority (LA) areas over the period November 2005 - March 2007. This report focuses on the findings from the pilot areas.

Why tackle move on?

Research conducted in 2004¹ found 45% of hostel bed spaces across England and Wales (46% in London²) occupied by people waiting to move on. These delays affect both statutory and non-statutory homeless people and lead to financial and social costs for local authorities, frontline providers and homeless people. Information suggests that a number of factors lie behind the current move on problem and that these factors can be local or national.

The Move On Plans Protocol (MOPP)

The MOPP is designed to help local authorities and service providers address local factors preventing effective move on.

How does the MOPP work?

The protocol is based around local partnership; a move on audit; the development of a move on action plan; and regular analysis of progress and results.

The MOPP toolkit, available on the Homeless Link website, explains how to implement the protocol and provides all the relevant tools, instructions and links to good practice. The protocol can be implemented in any area regardless of local characteristics.

The MOPP consists of 6 steps:

- Partnership development
- The move on audit
- The move on plan
- Work to achieve against the plan
- Analysis of progress
- Review

¹ Homeless Link (2005) National Move On Report, Homeless Link, London

² Homeless Link (2004) No Room to Move, Homeless Link, London

Why use the MOPP?

Using the MOPP will require commitment from local authorities, homelessness providers and other agencies. Two lead contacts will need to take responsibility for implementation as part of their existing roles and other staff will need to engage with the protocol. Success will mean:

- Significantly better use of national and local budgets
- Bed spaces available for those that need them most
- People being able to get on with their lives through successful transition to appropriate accommodation

The MOPP also leads to other core benefits for local authorities, service providers, homeless people, housing professionals and interested stakeholders.

Findings from the MOPP Pilot

The CLG and Homeless Link agreed three targets for the 12 months of the MOPP pilot:

- To design and test a replicable model for the development of move on plans
- To increase by 30% average move on across the pilot areas
- To increase by 20% average move on to the private rented sector (PRS) across the pilot areas

In addition Homeless Link assessed core benefits arising from implementation of the MOPP.

A replicable model for move on plans

During the course of the pilot Homeless Link has developed, tested and refined the MOPP based on feedback from pilot areas. The MOPP toolkit is now available, via the Homeless Link website, to any local area wishing to implement the MOPP and develop a move on plan.

Increasing move on

Increasing average move on across the pilot areas was the basis of the second and third targets agreed with CLG. To assess these targets baseline move on data from MOPP pilot areas was compared to performance over the year April 2006 - March 2007.

Due to the timescales of the MOPP pilot, wave 1 areas had their action plans in place for just 9 months of 2006/7 and wave 2 areas for 6 months. Areas using the MOPP in the future will be able to implement a plan that covers a full 12-month period.

The results show increased move on in all grouped categories of accommodation, apart from sheltered housing, and an overall increase of 2.3%. Early progress has been made in many categories, most notably the private rented sector (7.2%) and

social housing (4.6%). However, these increases are not to the level targeted by Homeless Link or the local areas.

The results suggest a positive direction of travel in many pilot areas, despite a national context in which access to move on accommodation is becoming increasingly difficult. An independent evaluation of the pilot found that 89% of MOPP lead contacts intend their area to use the MOPP in the coming year, suggesting that they expect the protocol to lead to further move on increases in the future.³

The complexity of the move on problem is reflected in the variable results from pilot areas. In all grouped categories of accommodation and overall, pilot areas reported both increases and decreases in move on against their baselines.

Core Benefits

Despite the variable picture of move on, above, the majority of areas report core benefits arising from the implementation of the MOPP. In particular the MOPP has helped local authorities and service providers work in partnership, and often for the first time, to:

- Develop formal partnerships to tackle move on
- Collect and analyse numerical data, leading to a better understanding of move on in their area
- Have a full and clear discussion about move on barriers
- Translate this knowledge into a jointly owned solution-focussed action plan with associated targets for increasing move on

Expanding, mainstreaming and disseminating the MOPP

Due to the positive findings outlined above, pilot areas began to look at ways in which they could expand and mainstream the MOPP, in particular by involving more providers, housing associations and other relevant services and linking or embedding the MOPP to local and regional housing and homelessness strategies. A number of areas external to the pilot also approached Homeless Link asking to use the MOPP.

To support expansion, mainstreaming and wider dissemination of the MOPP national policy and inspection frameworks need to encourage all local authority areas to carry out an annual move on audit across all forms of temporary housing for homeless people and agree a plan to address any shortfalls and barriers identified. The MOPP and toolkit should be publicised as one way for areas to implement this work.

³ Dahlmann, S (2007) Evaluation of the Move On Plans Protocol (MOPP) Pilot: Report to Homeless Link, London p.16

The MOPP and Housing Need

The MOPP figures can also be presented to show the shortfall between move on need and accommodation access/supply⁴ recorded by the pilot areas and providers.

Using local knowledge, and data from the MOPP audit, it is possible for local areas to determine whether any shortfalls in all forms of accommodation are caused by access or supply. In situations where supply, rather than access, is found to be the issue areas could then use the figures to influence investment and development via local and regional housing strategies.

Solutions to Move On Barriers

Five of the most prominent move on barriers arising from the pilot areas were chosen for discussion at the MOPP National Advisory Group so that local and national solutions could be more closely examined. They were:

- Nominations and allocations to social housing
- The private rented sector
- Residential support and care
- Statutory services
- Cross authority provision

Good practice from pilot and other areas is now available on Homeless Link's Good Practice Handbooks website:

<http://handbooks.homeless.org.uk/resettlement/moveon>

Conclusion

This report shows how local areas have used the MOPP to develop local solutions to the move on problem and thereby reduce financial and social costs for local authorities, frontline providers and homeless clients.

Homeless Link will be interested to hear feedback from local areas using the MOPP and looks forward to working with our members, the Government and all other relevant stakeholders to continue to find solutions to the move on problem, which is central to tackling homelessness.

⁴ The number of tenancies available for move on will be affected by the supply of accommodation or access to that accommodation. For shorthand this is referred to as 'access/supply' in this report

3. Recommendations

The protocol

The implementation of the MOPP in pilot areas has led to the following recommendations:

- 1) All local authority areas should carry out an annual move on audit across all forms of temporary housing for homeless people and agree a plan to address any shortfalls and barriers identified. We recommend that:
 - [Homelessness strategy partnerships](#) co-ordinate the process as a central part of local authority homelessness strategies. Partnerships should include the housing department, housing associations, voluntary sector agencies and representation from Supporting People, the private rented sector, housing benefit teams and social services
 - [Communities and Local Government \(CLG\)](#) encourages local authorities to adopt the process as part of homelessness strategies and to convene homelessness strategy partnerships to co-ordinate this work
 - [CLG and Homeless Link](#) publicise the MOPP and toolkit as a way to conduct this process
 - [CLG](#) uses the evidence gathered through the implementation of the MOPP in local areas to develop a national picture of move on
 - [The Audit Commission](#) ensures that a strategic approach to move on is examined as part of its inspection programme. Key Lines of Enquiry (KLOE) 2, 8 and 10 provide the required framework
 - [The Housing Corporation](#) continues to request that housing associations actively engage in local strategic work around homelessness
- 2) Information arising from the move on audit should be used to influence the supply of move on accommodation. We recommend that:
 - [Local authorities](#) use the audit figures to analyse annually the need for each form of accommodation against the availability of such accommodation. In situations where supply, rather than access, is found to be the issue they should use the figures to influence investment and development via local and regional housing strategies
 - [Homelessness providers, local authorities and housing associations](#) work in partnership to develop and manage appropriate accommodation
 - [The Housing Corporation](#) ensures that associations are actively engaged in this process and assist in offering move on options

Move on solutions

In addition, local and national solutions to five of the most prominent barriers arising from pilot areas were examined, resulting in the following recommendations:

Nominations and allocations

- 3) Nomination and allocation policies and procedures should allow access to social housing in a strategic and transparent manner and make best use of existing stock. We recommend that:
 - [CLG and the Housing Corporation](#) ensure that their policies and performance measurement functions encourage such an approach at the local level
 - [CLG and the Housing Corporation](#) conduct further work to provide evidence of effective local and national policies, having regard to the good practice and proposed national action outlined in this report
 - [Local authorities, housing associations and homelessness providers](#) review their nomination and allocation policies and procedures

Private rented sector

- 4) All local authority areas should adopt a strategic approach to helping homeless people access the private rented sector and reflect this in homelessness strategies. We recommend that:
 - [CLG](#) update best practice information on helping people access the PRS and re-circulate it to local authorities. It should have regard to existing publications, current strategic research, developments in Choice Based Lettings and the good practice and proposed national action outlined in this report
 - [Local authorities and homelessness providers](#) commit to adopting a strategic approach, reflecting this in homelessness strategies and promoting the PRS as a viable option
 - [The Housing Corporation](#) supports and promotes the use of the PRS by housing associations
 - [The Audit Commission](#) considers private rented sector move on arrangements as part of its inspection process
- 5) National action is required on Housing Benefit barriers. We recommend that:
 - [The Department for Work and Pensions](#) ensures that Local Housing Allowance (LHA) leads to payments in line with market rates, considers payment in advance and abolishes under-25 room rent
 - [Local authorities](#) minimise the time it takes to process payments
 - [The Audit Commission](#) continues to report on local authority performance in processing housing benefit
 - [Homelessness providers](#) develop good relationships with local housing benefit teams and offer training in benefits to their staff

Residential support and care

- 6) Appropriate residential support and care should be available in each local area for those individuals that require it. No individual should have to stay long-term in a short-term supported housing project. We recommend that:
- **CLG, Department of Health and the Housing Corporation** encourage social services, health and supported housing commissioners to work together to ensure that appropriate short and long-term provision is available. This may include sheltered housing, housing-related support, residential care, mental health, learning difficulties, substance misuse, multiple needs and therapeutic projects. The Social Exclusion Action Plan and proposed Public Service Agreement on multiple needs are key policy levers to promote such forms of accommodation
 - **Local authorities, Primary Care Trusts, housing associations and homelessness providers** commit to working together to deliver appropriate provision and ensure that residential support and care for homeless people are a central target in all Local Area Agreements

Statutory services

- 7) Practical arrangements to ensure access to social care, health, mental health (including counselling and therapy) and substance misuse services for homeless people should exist in all local authority areas. We recommend that:
- **The Association of Directors of Adult Social Services (ADASS)** produces guidance on Community Care Assessments for health and social care, housing and homelessness staff and encourages local authorities to publicise available methods for assessing people that fall between the remit of traditional social services teams (i.e. a specialist move on panel)
 - **Homeless Link and homelessness agencies** examine the potential to include information on social services in training programmes for front-line workers
 - **Local authorities, Primary Care Trusts and homelessness providers** ensure that the needs of homeless people are reflected in proposed statutory Joint Strategic Needs Assessments⁵
 - **Local authorities and Primary Care Trusts** provide information to health and social care, housing and homelessness staff with a specific focus on practical arrangements to help ensure access to services for homeless people
 - **Homeless Link and homelessness agencies** provide information on access to social care, health, mental health and substance misuse services

⁵ Department of Health (2007) Commissioning framework for health and well-being, London http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_072604

8) Action is needed to reduce the structural gap between social services care and housing related support and to ensure that preventative services are available to individuals (including homeless individuals) that fall within this gap. We recommend that:

- **CLG and the Department of Health** take a joint lead on examining how this could occur
- **Local authorities** consider how Local Area Agreements could help provide an invest-to-save service for these individuals

Cross authority provision

9) Local connection should not be used to prevent access to homelessness services. We recommend that:

- **CLG and local authorities** act to ensure that local connection does not prevent access to homelessness services, while encouraging the use of reconnection protocols in appropriate circumstances

10) Appropriate levels of regional and sub-regional temporary and permanent accommodation (general needs and supported) should be provided. We recommend that:

- **Local authorities, housing associations, homelessness providers and Regional Housing Boards** ensure mobility and choice for residents by sharing the results from move on audits and working together to provide appropriate levels of accommodation. Reciprocal arrangements and regional CBL schemes may be a key part of such arrangements
- **CLG and the Housing Corporation** encourage local authorities to engage in this agenda and encourage bids for cross-authority schemes under the National Affordable Housing Programme

4. Introduction

Homeless Link is the national membership organisation for frontline homelessness agencies in England. Its mission is to be a catalyst to end homelessness, with work arranged around two main goals:

- To influence the development of policy, strategy and investment at all levels of government.
- To raise standards in the services that support homeless people and tackle homelessness

Homeless Link's recent strategy document *Ending Homelessness: From Vision to Action* outlines 10 key areas for action under three main headings:

- Prevention
- Support
- Accommodation

The move on plans protocol (MOPP), a strategic and replicable protocol for increasing move on from hostels and supported housing, relates to the accommodation section of this strategy and is Homeless Link's response to the national problem of move on.

This report

The MOPP pilot, funded by Communities and Local Government (CLG) Homelessness Innovation Fund (HIF), has developed the protocol and tested it in nine local authority (LA) areas over the period November 2005 - March 2007.

This report focuses on the findings from the pilot areas. It is presented to CLG alongside a toolkit to support the implementation of the MOPP that is now available on our website for use by any local area wishing to develop a move on plan.

The report also looks at efforts to expand, mainstream and disseminate the MOPP; what the MOPP data says about housing need; and the further actions required to combat the move on problem.

Recommendations arising from the pilot are presented at the beginning of the report and within boxed text throughout.

Why tackle move on?

Research conducted in 2004⁶ found 45% of hostel bed spaces across England and Wales (46% in London⁷) occupied by people waiting to move on.

⁶ Homeless Link (2005) National Move On Report, Homeless Link, London

⁷ Homeless Link (2004) No Room to Move, Homeless Link, London

These delays affect both statutory and non-statutory homeless people and lead to financial and social costs for local authorities, frontline providers and homeless people:

- Low support individuals are in hostels they no longer require at substantial cost to national and local budgets⁸
- Bed spaces are being denied to those that need them most, with vulnerable homeless people kept in unsuitable temporary accommodation or sleeping on the streets
- Individuals with complex needs remain in hostels, falling back on progress made and facing risks of institutionalisation and reduced capacity and motivation for independent living

Information from local authorities and homelessness providers suggests that a number of factors lie behind the current move on problem.

These can be local, for example the lack of appropriate residential provision and inadequate pathways between services; very limited access to social housing; the lack of established links and support to access the private rented sector; inadequate access to addiction treatment or health services; and the attitudes of staff and clients who do not consider all possible options.

There can also be national factors that have an impact such as housing supply and the benefits system.

⁸ Ibid. It is estimated that a low support individual living in a hostel they no longer need uses resources of £16,276 per year in rent and support costs against an equivalent £5,039 in social housing

5. The Move On Plans Protocol (MOPP)

The MOPP is designed to help local authorities and service providers address local factors preventing effective move on.

How does the MOPP work?

The protocol is based around local partnership; a move on audit; the development of a move on action plan; and regular analysis of progress and results.

The MOPP toolkit, available on the Homeless Link website, explains how to implement the protocol and provides all the relevant tools, instructions and links to good practice. The protocol can be implemented in any area regardless of local characteristics.

The MOPP pilot

The MOPP pilot was designed to develop and test the MOPP and toolkit. Four local areas joined the first wave of the pilot in November 2005 having responded to a general invitation from Homeless Link. Six further areas joined the pilot for the second wave in June 2006 through the recommendation of officials at CLG. One of these areas later left the pilot due to resource issues at the local level.

As the MOPP was a pilot local areas did not involve all hostel and supported housing providers. In total 31 providers, with 1,078 bed spaces⁹, were involved across the nine areas (see figures in brackets below)

Wave 1

Lambeth (2)
Oxford (3)
Plymouth (8)
York (3)

Wave 2

Brighton (5)
Bristol (4)
Herefordshire (1)
Wakefield (2)
Westminster (3)

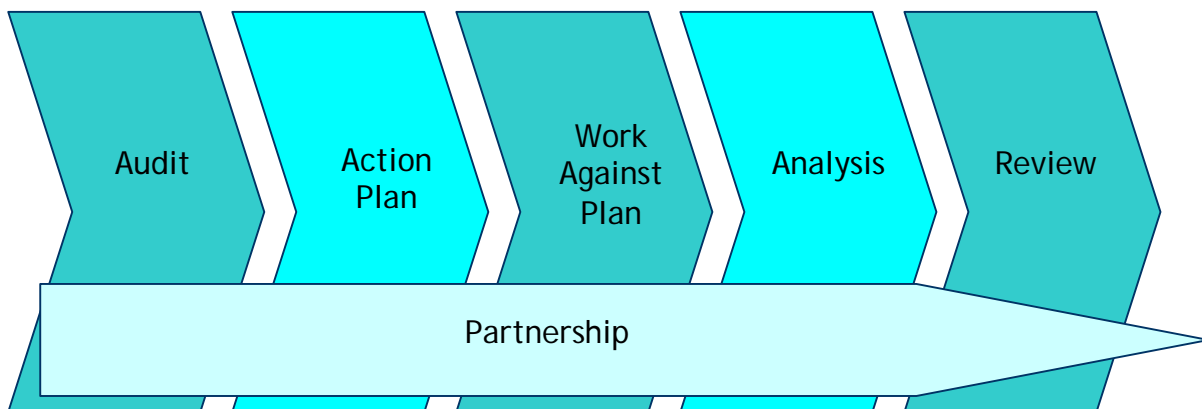
⁹ Changes to 5 of the 31 hostels led to an overall gain of 14 bed spaces over the duration of the pilot

The protocol

The MOPP consists of 6 steps (See Figure 1):

- Partnership development
- The move on audit
- The move on plan
- Work to achieve against the plan
- Analysis of progress
- Review

Figure 1: The MOPP



The MOPP partnership:

Two management level lead contacts, one from the local authority and one from the voluntary sector, should be given responsibility for implementing the MOPP. Their work should be guided, where possible, by the area's homelessness strategy partnership.

The move on audit:

The move on audit (part of the toolkit) is arranged by the lead contacts and is completed by the managers of all hostels taking part in the protocol. It is designed to capture numerical information on move on need, access/supply of move on accommodation¹⁰ and any barriers to effective move on. It is divided into 5 questions:

- Question 1 - Baseline: collects the numbers of people that have moved on in a baseline year across a range of accommodation and other categories
- Question 2 - Current hostel residents: distinguishes between those residents ready to move on and those who are not. For those who are ready, hostel managers are asked to think about where clients would thrive best rather than about what accommodation is currently available or any barriers to move on, and to state whether the accommodation

¹⁰ The number of tenancies available for move on will be affected by the supply of accommodation or access to that accommodation. For shorthand this is referred to as 'access/supply' in this report.

- Has already been arranged
 - Is not available at present
 - Cannot be accessed/does not exist
- Question 3 - The year as a whole: hostel managers are then asked to estimate how many people will be ready to move on to each accommodation category over the coming year as a whole (including clients that have not yet presented) and how many tenancies they expect over the same period. They are asked not let knowledge of accommodation availability, barriers to move on or any current hostel silt-up affect their estimation of how many people will be ready to move on. The shortfall or surplus identified in each category for the year is then recorded
- Questions 4 and 5 - Move on barriers: allows hostel managers to comment about a series of common barriers and expand on any other move on barriers in the area

The move on plan:

When all the audits have been received by the MOPP partnership the move on action plan (template part of the toolkit) can be completed. The action plan allows areas to analyse the numerical data collected from the audits; to set move on targets; and to agree the actions required to address any gaps in provision or barriers identified. It is split into two parts, the analysis and the action planning.

- Part 1 - Analysis: the lead contacts collate the hostel audits undertaken in their area and enter the data into the analysis pages. These show, for each hostel and the area as a whole, and by each accommodation category
 - The baseline move on figure
 - The expected number of people ready to move on over the coming year
 - The number of tenancies expected over the coming year
 - The shortfall or surplus in access/supply that this suggests
 Having examined these figures the lead contacts liaise with each hostel manager to set move on targets in each accommodation category, which can then be viewed for the area as a whole
- Part 2 - Action planning: to meet the targets set lead contacts in liaison with hostel managers jointly develop and detail actions for each type of accommodation and a number of other areas, recording these in the action plan

Work to achieve against the plan:

Lead contacts co-ordinate work against the actions agreed in the move on plan over a period of 12 months.

In the pilot areas this was aided by the opportunity to bid for small amounts of seedcorn funding to develop interventions that would help areas achieve against one or more of the actions within their move on plans. Work conducted with this funding was mainly around the private rented sector. Reports from this grant programme are available in Appendix 3.

Analysis of progress:

During the 12 months of the action plan lead contacts meet regularly to monitor progress against the targets.

Review:

At the end of the period the audit is circulated again. A formal review is then held to examine reported move on figures for the period against targets. The conclusions drawn from this review, alongside the new move on forecasts made in the audit, will inform the MOPP action planning for the coming year.

Why use the MOPP?

Using the MOPP will require commitment from local authorities, homelessness providers and other agencies. Two lead contacts will need to take responsibility for implementation as part of their existing roles and other staff will need to engage with the protocol. Success will mean:

- Significantly better use of national and local budgets
- Bed spaces available for those that need them most
- People being able to get on with their lives through successful transition to appropriate accommodation

The MOPP also leads to other core benefits for local authorities, service providers, homeless people, housing professionals and interested stakeholders. The findings from the pilot are outlined in the following section of this report.

6. Findings from the MOPP Pilot

The CLG and Homeless Link agreed three targets for the 12 months of the MOPP pilot:

- To design and test a replicable model for the development of move on plans
- To increase by 30% average move on across the pilot areas
- To increase by 20% average move on to the private rented sector (PRS) across the pilot areas

In addition Homeless Link assessed core benefits arising from implementation of the MOPP. These are reported after discussion of the targets, below.

A replicable model for move on plans

During the course of the pilot Homeless Link has developed, tested and refined the MOPP based on feedback from pilot areas.

Much of this work has focused around the development of the MOPP toolkit (described above) and in particular the computerisation of the audit and action plan tools. The MOPP toolkit is now available, via the Homeless Link website, to any local area wishing to implement the MOPP and develop a move on plan.

Increasing move on

Increasing average move on across the pilot areas was the basis of the second and third targets agreed with CLG. To assess these targets baseline move on data from MOPP pilot areas was compared to performance over the year April 2006 - March 2007.

Due to the timescales of the MOPP pilot, wave 1 areas had their action plans in place for just 9 months of 2006/7 and wave 2 areas for 6 months. Areas using the MOPP in the future will be able to implement a plan that covers a full 12-month period.

The results (see Table 1) show increased move on in all grouped categories of accommodation, apart from sheltered housing, and an overall increase of 2.3%.

Early progress has been made in many categories, most notably the private rented sector (7.2%) and social housing (4.6%). However, these increases are not to the level targeted by Homeless Link or the local areas.

Table 1: 'Arranged tenancy' move on figures for pilot as a whole¹¹

Accommodation ¹²	Baseline ¹³	Target ¹⁴	Actual ¹⁵	Change on baseline
Treatment				
Treatment based accommodation (e.g. drug or alcohol) ¹⁶	51	108	53	+3.9%
Supported Accommodation				
All supported	579	755	585	+1.0%
Permanent/settled rented accommodation				
All private	166	302	178	+7.2%
All social	326	424	341	+4.6%
All sheltered	22	40	13	-40.9%
TOTAL	1144	1629	1170	+2.3%

The results suggest a positive direction of travel in many pilot areas, despite a national context in which access to move on accommodation is becoming increasingly difficult. For example, Rough Sleeper's Initiative (RSI) lets have fallen by 28% between 2003/4 and 2005/6.¹⁷

An independent evaluation of the pilot found that 89% of MOPP lead contacts intend their area to use the MOPP in the coming year, suggesting that they expect the protocol to lead to further move on increases in the future.¹⁸

¹¹ The move on data collected by MOPP covers all planned moves from hostels. This is split into moves to 12 categories of accommodation, collectively referred to as 'arranged tenancy' move on and moves that do not require a tenancy to be arranged (i.e. a return to family/friends). As early versions of the audit tool did not request information on this latter type of move the figures have been excluded from this analysis.

¹² Because of improvements made to the accommodation categories during the pilot it is necessary to present 'arranged tenancy' move on figures in grouped categories to ensure data quality.

¹³ Baseline years: October 2004-September 2005 for wave 1 areas; April 2005-March 2006 for wave 2 areas. Changes to 5 of the 31 hostels led to an overall gain of 14 bed spaces between 'baseline' and 'actual' reporting.

¹⁴ Areas chose their own targets by which to aim to increase move on over the course of the pilot. These local targets varied widely depending on the area's approach to target setting, the type of providers involved, previous performance of move on to that accommodation type and local variations in accommodation access/supply.

¹⁵ April 2006-March 2007.

¹⁶ Treatment based accommodation: The figures presented include estimations from three of the four wave 1 areas due to this category not being included on the early version of the audit tool that was used in those areas. Figures should therefore be viewed with caution.

¹⁷ Broadway (2006) Street to Home: Annual Report for London 2005/6, London. 383 people started a tenancy in RSI accommodation in 2005/06. This is a decrease of 28% from 534 in 2003/04.

¹⁸ Dahlmann, S (2007) Evaluation of the Move On Plans Protocol (MOPP) Pilot: Report to Homeless Link, London p.16

The complexity of the move on problem is reflected in the variable results from pilot areas on which the figures in Table 1 are based. In all grouped categories of accommodation and overall, pilot areas reported both increases and decreases in move on against their baselines (see Figure 2).

In summary:

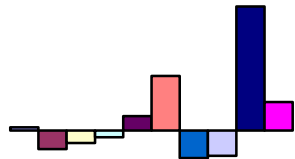
- All arranged tenancy move on increased in 4 areas and decreased in 5 areas
- Treatment accommodation move on increased in 4 areas, decreased in 3 and remained unchanged or was not measurable in 2 areas.
- Supported accommodation move on increased in 4 areas, decreased in 4 and remained unchanged in 1 area.
- PRS move on increased in 3 areas decreased in 4 and remained unchanged in 2 areas
- Social housing move on increased in 4 areas and decreased in 5 areas
- Sheltered housing move on fell in 5 areas and remained unchanged in 4 areas

Of particular note are:

- Area B: achieving a figure of 65.9% in the PRS category, representing an increase to 68 moves against a baseline of 41
- Area I: achieving a figure of 58.3% in the social housing category, representing 57 moves against a baseline of 36
- Areas D, E, H and I: achieving overall increases in arranged tenancy move on

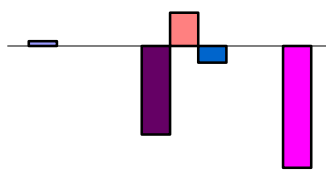
Figure 2: Arranged tenancy move on by grouped accommodation category

All 'arranged tenancy' move on



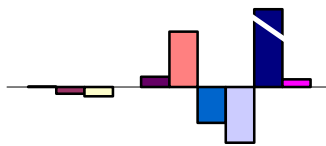
		Baseline	Actual	Change	%
All 9 areas		1144	1170	+26	+2.3%
Area A		91	79	-12	-13.2%
Area B		281	256	-25	-8.9%
Area C		43	41	-2	-4.7%
Area D		328	362	+34	+10.4%
Area E		51	71	+20	+39.2%
Area F		183	147	-36	-19.7%
Area G		33	27	-6	-18.2%
Area H		37	70	+33	+89.2%
Area I		97	117	+20	+20.6%

All Treatment



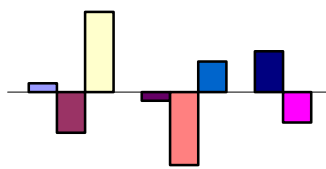
		Baseline	Actual	Change	%
All 9 areas		51	53	+2	+3.9%
Area A		0	2	+2	n/a
Area B		--	11	--	--
Area C		0	3	+3	n/a
Area D		11	3	-8	-72.7%
Area E		11	14	+3	+27.3%
Area F		22	19	-3	-13.6%
Area G		0	0	0	0%
Area H		0	1	+1	n/a
Area I		7	0	-7	-100%

All Supported



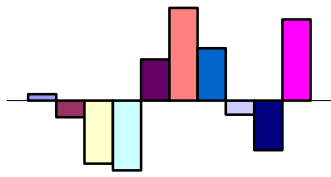
		Baseline	Actual	Change	%
All 9 areas		579	585	+6	+1%
Area A		59	52	-7	-11.9%
Area B		159	133	-26	-16.4%
Area C		33	33	0	0%
Area D		165	196	+31	+18.8%
Area E		19	38	+19	+100%
Area F		89	32	-57	-64%
Area G		3	0	-3	-100%
Area H		3	45	+42	+1400%
Area I		49	56	+7	+14.3%

All Private



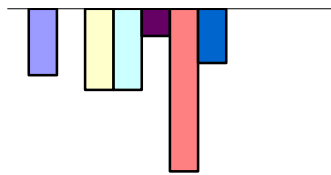
		Baseline	Actual	Change	%
All 9 areas		166	178	+12	+7.2%
Area A		15	10	-5	-33.3%
Area B		41	68	+27	+65.9%
Area C		0	0	0	0%
Area D		85	79	-6	-7.1%
Area E		10	4	-6	-60%
Area F		8	10	+2	+25%
Area G		0	0	0	0%
Area H		3	4	+1	+33.3%
Area I		4	3	-1	-25%

All Social



	Baseline	Actual	Change	%
All 9 areas	326	341	+15	+4.6%
Area A	17	15	-2	-11.8%
Area B	73	40	-33	-45.2%
Area C	8	4	-4	-50%
Area D	61	79	+18	+29.5%
Area E	9	15	+6	+66.7%
Area F	61	84	+23	+37.7%
Area G	30	27	-3	-10%
Area H	31	20	-11	-35.5%
Area I	36	57	+21	+58.3%

All Sheltered



	Baseline	Actual	Change	%
All 9 areas	22	13	-9	-40.9%
Area A	0	0	0	0%
Area B	8	4	-4	-50%
Area C	2	1	-1	-50%
Area D	6	5	-1	-16.7%
Area E	2	0	-2	-100%
Area F	3	2	-1	-33.3%
Area G	0	0	0	0%
Area H	0	0	0	0%
Area I	1	1	0	0%

Core Benefits

Despite the variable picture of move on, above, an independent evaluation of the pilot found that the majority of areas report core benefits arising from the implementation of the MOPP. A full copy of the evaluation has been passed to CLG and is available on the Homeless Link website.

In particular the MOPP has helped local authorities and service providers work in partnership, and often for the first time, to:

- Develop formal partnerships to tackle move on
- Collect and analyse numerical data, leading to a better understanding of move on in their area
- Have a full and clear discussion about move on barriers
- Translate this knowledge into a jointly owned solution-focused action plan with associated targets for increasing move on

The benefits recorded by the evaluation are presented, below.

Benefits of a MOPP partnership:

- 94% of lead contacts stated that the development of a MOPP partnership in their area had strengthened links between the council and voluntary sector providers
- 78% rated the importance of the MOPP partnership to the implementation of the pilot as important to very important

Lead contacts reported that partnerships had improved working relationships and trust between local authorities and the voluntary sector.

“It did mean that there was a feeling of greater equality between the LA and providers. We were all having a common aim: we were doing it together, the MOPP was a unifier”¹⁹ (VS lead contact)

“Providers now have a greater understanding of where we want to go and greater understanding of the fact we are doing a lot of the work already...”²⁰ (LA lead contact)

“Working with the City Council will have more of an impact because they have much more of an overview of what is going on; they also have more leverage in trying to change things than we have. If it had been only VS providers working together, the MOPP wouldn’t have been successful”²¹ (VS lead contact)

Benefits of the audit:

- 78% thought that the collection of numerical data on move on need in hostels was very beneficial or beneficial
- 72% thought that the collection of numerical data on move on accommodation access/supply was very beneficial or beneficial
- 72% thought the collection of views about barriers to move on was very beneficial or beneficial

Providers reported that the audit was a way to better understand gaps in service provision and blockages to move on. Local authorities reported that it helped systematically identify gaps and barriers to move on in a local context and helped bring about a shift to working with numerical data:

“It [the audit] was very useful because it added focus and provided us with numerical as opposed to anecdotal evidence”²² (LA lead contact)

“It makes me a lot more confident knowing that now we have facts, a clearer picture and can see annual trends”²³ (VS lead contact)

Benefits of the action plan:

- 67% of lead contacts stated that being able to see the numerical gap between move on need and access/supply was very beneficial or beneficial
- 55% thought that setting move on targets for hostels and the area as a whole was very beneficial or beneficial
- 94% thought that agreeing actions to overcome barriers to move on and meet targets was very beneficial or beneficial

¹⁹ Ibid p.6

²⁰ Ibid p.6

²¹ Ibid p.14

²² Ibid p.8

²³ Ibid p.8

Providers reported that the action planning process had led to stronger multi-agency working and a new focus on gaps, goals and complex clients' needs. Local authorities reported that it had created a focus on move on and a sense of strategic partnership working, identified blockages and shortfalls, introduced clarity about move on needs and created motivation to think in a more joined up way, thus increasing problem solving capacity:

"It pinned down what in the past were assumptions about what is going on...from the Council perspective [this] helps us to advocate on these kinds of issues"²⁴ (LA lead contact)

"Setting targets is beneficial but there are many reasons why you might not be performing well, complexities, different environments. Using targets can focus your mind and enables you to action plan"²⁵ (VS lead contact)

"Forcing us to have an action plan is helpful. I have monthly meetings with hostel managers and we always talk about the MOPP project and what we are doing and achieving. So it really has focussed our minds"²⁶ (LA lead contact)

Benefits of the MOPP pilot:

- 78% of lead contacts reported additional benefits emerging from the MOPP

Reported benefits included many things specific to the pilot, such as the chance to network and share ideas with colleagues on a national basis:

"The MOPP pilot has created a useful platform for mutual learning, idea sharing and introduction of best practice models. This has had an inspiring effect on many MOPP lead contacts, particular those who felt they previously had little exposure to networking opportunities on a national level. This finding highlights the relevance of having piloted the MOPP across different national areas rather than keeping a more narrow focus"²⁷

²⁴ Ibid p.12

²⁵ Ibid p.13

²⁶ Ibid p.14

²⁷ Ibid p.23

7. Expanding, mainstreaming and disseminating the MOPP

Due to the positive findings outlined above, pilot areas began to look at ways in which they could expand and mainstream the MOPP. A number of areas external to the pilot also approached Homeless Link asking to use the MOPP.

Expanding the MOPP

The independent evaluation of the MOPP pilot showed that:

- 89% of lead contacts reported that their area intends to use the MOPP in the coming year
- 50% reported that they would expand the number of homelessness providers completing MOPP audits
- 50% reported that they would expand the MOPP partnership to include other relevant agencies, for example housing associations and other relevant services

“The majority of respondents feel that the pilot has been very successful and that they want to continue using the MOPP in their day-to-day dealing with move on issues. There is also recognition that the MOPP has the potential to be replicable to other...services across the homelessness sector”²⁸

Mainstreaming the MOPP - local and regional strategies

Linking and embedding the MOPP to local and regional strategies is a central part of mainstreaming.

Data from the evaluation (Table 2) shows the number of MOPP lead contacts reporting that they have linked the MOPP in some way (or are planning to do so) to local strategies or contracts, for example by using MOPP data or actions to inform strategy reviews:

Table 2: Number of MOPP lead contacts that have linked/plan to link the MOPP to strategies or contracts

	Linked	Plan to link	Unsure
Homelessness Strategy	6	6	6
Supporting People Strategy	6	5	7
Housing Strategy	3	4	11
Older People's Housing Strategy	3	1	14
Supporting People contracts	3	1	14
Voluntary Sector Strategies	3	0	15

In two pilot areas, lead contacts have embedded the actual MOPP (partnership, audit, action planning) into local homelessness strategies. In one area, the audit has been included in the local move on strategy, forming part of the Homelessness and Supporting People Strategy. In the second area, the Prevention of Rough Sleepers Strategy Group are now using the MOPP. Lead contacts from four other areas reported concrete plans to embed the MOPP into local homelessness strategies in the future.

²⁸ Ibid p.16

Two MOPP lead contacts reported that data from the MOPP has been used to inform regional housing strategies; eight contacts had not used the data, five contacts planned to do so in the future, three contacts were unsure.

In addition 55% of lead contacts reported that their area's homelessness forum or voluntary sector forum had formally considered the MOPP, thus providing a link between strategy, planning and operational frontline staff.

Disseminating the MOPP

The audit and action plan tools were released to three areas external to the pilot, providing a chance for Homeless Link to test the implementation of the MOPP without support. Positive feedback was received:

"[We] were delighted to have the opportunity to use the Homeless Link move on model. Any previous efforts to work towards achieving a better access to move on accommodation had quickly floundered, but the structure and process provided by the move on model helped to concentrate efforts"²⁹

The MOPP toolkit (detailed above) is now available to support any local area wishing to implement the MOPP and develop a move on plan. The evaluation remarked:

"[The] positive outcomes [from the MOPP pilot] create a very good basis for rolling out the MOPP to other areas in the UK...The fact that the project has been successfully piloted in nine distinct national areas suggests that the MOPP is applicable to LAs of different sizes and with different local contexts."³⁰

Encouraging expansion, mainstreaming and dissemination

To support expansion, mainstreaming and wider dissemination of the MOPP national policy and inspection frameworks need to encourage all local authority areas to carry out an annual move on audit across all forms of temporary housing for homeless people and agree a plan to address any shortfalls and barriers identified. The MOPP and toolkit should be publicised as one way for areas to implement this work. The evaluation commented:

"These findings show that the MOPP has had a considerable strategic impact at the local, and to a smaller extent at the regional, level and will continue to have an impact in most of the nine pilot areas in the future...The inclusion of the MOPP in local strategies is seen as a central element of mainstreaming. Homeless Link and Communities and Local Government have a key role to play in encouraging local authorities to adopt the MOPP in homelessness strategies."³¹

²⁹ Quote from area external to the MOPP pilot

³⁰ Dahlmann, S (2007) Evaluation of the Move On Plans Protocol (MOPP) Pilot: Report to Homeless Link, London p.22

³¹ Ibid p.24

Recommendation 1:

All local authority areas should carry out an annual move on audit across all forms of temporary housing for homeless people and agree a plan to address any shortfalls and barriers identified. We recommend that:

- [Homelessness strategy partnerships](#) co-ordinate the process as a central part of local authority homelessness strategies. Partnerships should include the housing department, housing associations, voluntary sector agencies and representation from Supporting People, the private rented sector, housing benefit teams and social services
- [Communities and Local Government \(CLG\)](#) encourages local authorities to adopt the process as part of homelessness strategies and to convene homelessness strategy partnerships to co-ordinate this work
- [CLG and Homeless Link](#) publicise the MOPP and toolkit as a way to conduct this process
- [CLG](#) uses the evidence gathered through the implementation of the MOPP in local areas to develop a national picture of move on
- [The Audit Commission](#) ensures that a strategic approach to move on is examined as part of its inspection programme. Key Lines of Enquiry (KLOE) 2, 8 and 10 provide the required framework
- [The Housing Corporation](#) continues to request that housing associations actively engage in local strategic work around homelessness

8. The MOPP and Housing Need

The MOPP figures can also be presented to show the shortfall between move on need and accommodation access/supply³² recorded by the pilot areas and providers (see Table 3)³³.

Table 3: Shortfall between move on need and access/supply of move on accommodation for the pilot area as a whole by accommodation category

Accommodation	Expected number of people ready to move on over coming year	Number of tenancies expected over coming year	% increase in access/supply of accommodation required to meet expected need
Treatment			
Treatment based accommodation (e.g. drug or alcohol) ³⁴	120	51	135.3%
Supported Accommodation			
All supported	789	550	43.5%
Permanent/settled rented accommodation			
All private	316	215	47.0%
All social	561	294	90.8%
All sheltered	68	35	94%
TOTAL	1,854	1,145	62%

All grouped categories of accommodation show a shortfall, with an average increase in access/supply of 62% required to meet expected move on need (1,854 people are expected to be ready to move on in the coming year and 1,145 tenancies are expected to be available).

Actions in pilot areas' move on plans aimed at addressing this imbalance usually focussed on issues around access to accommodation rather than supply. The exceptions were with reference to supported housing or the private rented sector, where the data were sometimes used to develop solutions to increase supply, for example a target to commission a new specialised residential support service or the development of a service designed to engage private landlords.

However, using local knowledge, and data from the MOPP audit, it is possible for local areas to determine whether any shortfalls in all forms of accommodation are

³² The number of tenancies available for move on will be affected by the supply of accommodation or access to that accommodation. For shorthand this is referred to as 'access/supply' in this report

³³ This should not be seen as an analysis of national need due to the fact that the sample of pilot areas was not representative and not all providers in all areas were involved in the pilot. Additionally in one pilot area lead contacts reported that some providers had over-estimated the number of people ready to move on, a situation now rectified in that area, but not reflected in these figures.

³⁴ Treatment based accommodation: The figures presented include estimations from three of the four wave 1 areas due to this category not being included on the early version of the audit tool that was used in those areas. Figures should therefore be viewed with caution.

caused by access or supply. In situations where supply, rather than access, is found to be the issue areas could then use the figures to influence investment and development via local and regional housing strategies.

Recommendation 2:

Information arising from the move on audit should be used to influence the supply of move on accommodation. We recommend that:

- **Local authorities** use the audit figures to analyse annually the need for each form of accommodation against the availability of such accommodation. In situations where supply, rather than access, is found to be the issue they should use the figures to influence investment and development via local and regional housing strategies
- **Homelessness providers, local authorities and housing associations** work in partnership to develop and manage appropriate accommodation
- **The Housing Corporation** ensures that associations are actively engaged in this process and assist in offering move on options

9. Solutions to move on barriers

The MOPP pilot provided an opportunity for Homeless Link to collate and disseminate information on barriers and solutions to move on.

Local action

The solutions developed and implemented by pilot areas have been wide ranging and addressed a number of areas including:

- Access to the private rented sector
- Access to local authority and housing association accommodation (both nominations and direct lets)
- Access to and the timely provision of benefits and financial help
- Access to and supply of supported accommodation (long and short term)
- Access to and supply of appropriate floating support
- Access to treatment accommodation
- Access to a range of statutory services
- Changing the perceptions and behaviours of staff and clients
- Addressing the needs of staff and clients through training and education

Solutions developed in pilot and other areas have been collated and disseminated as part of the MOPP pilot. This information is now available on Homeless Link's Good Practice Handbooks website

<http://handbooks.homeless.org.uk/resettlement/moveon>

National Change

Despite benefits arising from the local solutions outlined above, the MOPP pilot areas report that some barriers to move on require national policy change as well as local action.

In anticipation of this, Homeless Link set up a National Advisory Group (NAG) for the MOPP project (see Appendix 2 for membership), with terms of reference to support and advise the local areas in overcoming move on barriers locally and to consider national policy change around move on.

Move on barriers and solutions

Five of the most prominent barriers arising from the pilot areas were chosen for discussion at the NAG so that local and national solutions could be more closely examined. They were:

- Nominations and allocations to social housing
- The private rented sector
- Residential support and care
- Statutory services
- Cross authority provision

Each barrier is discussed below and includes:

- Information on the prevalence of the barrier
- A brief description
- Current local solutions (from pilot and other areas)
- Proposed national policy changes that could either directly address a barrier or support local areas to further develop effective solutions

The figures presented on the prevalence of the barriers were collected during the evaluation of the MOPP pilot. They show that the specifics of each barrier are variable across areas, adding strength to the argument that local action, backed by national policy change where appropriate, is the key to addressing move on issues.

It should be noted that the NAG was not asked to address the issue of general needs housing supply, although it was raised as a barrier by many pilot areas. It is recognised by all concerned that increased housing supply is needed, that the Government has made this a priority in the forthcoming Comprehensive Spending Review (CSR) and that new supply will only help in the long-term. Homeless Link has presented its views on this matter in its overarching policy document *The End of Homelessness: From Vision to Action* and in its submission to the Treasury's 2007 Comprehensive Spending Review.

Nominations and allocations to social housing

Table 4 shows the number of MOPP lead contacts reporting that issues around access to social housing are barriers to move on.

Table 4: Move on barriers: Social housing

Barrier	Yes	No	Not sure
Access to social housing	16	1	1
- Nominations and allocations policies	9	7	2
- Nomination and allocation procedures (including in hostels)	8	5	5
- Difficulties with direct access to HA properties	9	8	1
- HA and LA exclusion policies	5	10	3
- Lack of info sharing between homelessness providers, LAs and HAs	4	13	1

The barrier in brief (for more detail see Appendix 4)

- Access routes to social housing, especially for 'non-statutory' homeless people, vary significantly across the country and processes in some areas are shaped by historic rather than strategic agreements
- Handover between hostels and receiving social housing providers is often ineffective so information about support needs is lost, increasing the risk of tenancies failing. There is often a time lag between a tenancy commencing and floating support being provided
- Once a tenancy has started issues such as rent arrears or anti-social behaviour are often not reported by housing management to benefits teams or support providers at an early enough stage to avoid evictions

Existing local good practice:

- Signposting and advice on other housing options, where appropriate
- Development of clear and transparent processes for access to social housing for 'non-statutory' homeless people via the mainstream route, thus removing the difficulties associated with other forms of allocation (i.e. quotas)
- Working with housing associations to decide appropriate ways to allocate stock to non-statutory homeless people
- Working with social housing providers to change blanket exclusion policies
- Discussion of ways to make the nomination process more flexible (e.g. allow people to return to supported housing for short periods of crisis)
- Development of risk assessment and information sharing protocols with social housing providers to create better handovers and reduce tenancy failures
- Ensuring support is available at the commencement of all new tenancies

Proposed national action:

- National policies and performance measurement functions should encourage access to social housing in a strategic and transparent manner at the local level
- Work should be commissioned to provide evidence of effective local and national policies and the results disseminated
- The Housing Corporation should support access to social housing for 'non-statutory' clients by ensuring that its new approach to lettings outcomes includes a measurement of all associations' outcomes around housing 'non-statutory' homeless clients
- Homelessness strategy partnerships should provide scope for housing associations to have a greater say in how their nominations to local authorities are used to ensure that they can meet such a target.
- Non-statutory move on from hostels and supported housing should be measured and reported on a national basis

Recommendation 3:

Nomination and allocation policies and procedures should allow access to social housing in a strategic and transparent manner and make best use of existing stock. We recommend that:

- [CLG and the Housing Corporation](#) ensure that their policies and performance measurement functions encourage such an approach at the local level
- [CLG and the Housing Corporation](#) conduct further work to provide evidence of effective local and national policies, having regard to the good practice and proposed national action outlined in this report
- [Local authorities, housing associations and homelessness providers](#) review their nomination and allocation policies and procedures

The private rented sector

Table 5 shows the number of MOPP lead contacts reporting that issues around access to the PRS are barriers to move on.

Table 5: Move on barriers: The PRS

Barrier	Yes	No	Not sure
Access to the PRS	15	2	1
- Lack of a local strategic approach to the PRS	8	8	2
- Housing Benefit rent levels	8	8	2
- Under 25 room rent	10	3	5
- Housing Benefit delays	10	7	1
- Non-availability of suitable floating support across all tenures	6	10	2

The barrier in brief (for more detail see Appendix 5)

- Clients and staff do not always consider the private rented sector as a move on option
- Private landlords often perceive letting to homeless people as higher risk than letting to other tenants
- Housing Benefit rent levels, processing delays and under-25 room rent prevent like-for-like access to the sector
- A lack of or uncoordinated approach to schemes that help people access the PRS, for example rent/deposit guarantee schemes or specialist letting/management agencies. Also that these schemes often focus on those who would otherwise be owed a statutory homelessness duty
- Support for landlords and tenants can be limited
- Incentives for employment are reduced due to rents being higher than social alternatives

Existing local good practice:

- Local authorities taking a strategic approach to providing a range of services to help people access the PRS
- Housing Benefit Teams that process claims below national average waiting times and homelessness providers that develop links with teams so that claims can be 'fast-tracked'
- Rent/deposit schemes that are accessible for all homeless people
- Letting/management agencies that provide a holistic service including support to landlords, links to deposits, housing benefit advice and floating support for residents
- Forums and networks for landlords, including accreditation schemes that monitor the condition of property
- The provision of help when a PRS tenancy comes to an end
- Changes in perceptions and behaviours through training and educational programmes for staff and residents
- Employment based initiatives linked to the PRS

Proposed national action:

- A strategic approach to helping people access the private rented sector should be adopted in all local authority areas to reduce the variability in the provision of services that currently exists. Best practice information should be re-circulated to authorities to help them achieve this aim
- The Audit Commission should examine private sector move on arrangements as part of its inspection process
- Research should be conducted on the benefits of providing access to PRS accommodation through Choice Based Lettings, though this is likely to run parallel to the provision of other strategic services (i.e. letting/management agencies)
- Homelessness providers should be encouraged to consider the PRS as a move on option
- The implementation of Local Housing Allowance should be used to reduce the current problems with the Housing Benefit system and payment to recipients in advance should be considered
- Strong disincentives should be placed on those local authorities that do not meet targets for Housing Benefit processing/payment timescales

Recommendation 4:

All local authority areas should adopt a strategic approach to helping homeless people access the private rented sector and reflect this in homelessness strategies. We recommend that:

- [CLG](#) update best practice information on helping people access the PRS and re-circulate it to local authorities. It should have regard to existing publications, current strategic research, developments in Choice Based Lettings and the good practice and proposed national action outlined in this report
- [Local authorities and homelessness providers](#) commit to adopting a strategic approach, reflecting this in homelessness strategies and promoting the PRS as a viable option
- [The Housing Corporation](#) supports and promotes the use of the PRS by housing associations
- [The Audit Commission](#) considers private rented sector move on arrangements as part of its inspection process

Recommendation 5:

National action is required on Housing Benefit barriers. We recommend that:

- [The Department for Work and Pensions](#) ensures that Local Housing Allowance (LHA) leads to payments in line with market rates, considers payment in advance and abolishes under-25 room rent
- [Local authorities](#) minimise the time it takes to process payments
- [The Audit Commission](#) continues to report on local authority performance in processing housing benefit
- [Homelessness providers](#) develop good relationships with local housing benefit teams and offer training in benefits to their staff

Residential support and care

Table 6 shows the number of MOPP lead contacts reporting that issues around access to residential support and care are barriers to move on.

Table 6: Move on barriers: Residential support and care

Barrier	Yes	No	Not sure
Access to appropriate supported housing	15	2	1
- Lack of appropriate short-term residential provision	8	9	1
- Lack of long-term residential provision	13	4	1
- Lack of 'clean' accommodation for during or after substance misuse treatment	4	12	2

The barrier:

- A need to remodel short-term supported housing in some local areas to meet the current needs of homeless people
- Lack of long-term sheltered, supported or care accommodation that is suitable for those with a history of homelessness, meaning that people often stay in unsuitable short-term homelessness accommodation for longer than they should
- A lack of joint-funded provision (both short and long-term) including very few projects that deal with multiple needs
- Areas with lower levels of homelessness find it too expensive to commission a wide range of projects that can cater for all needs

Existing local good practice:

- Areas using the Older People's Needs Audit supplied by the UK Coalition on Older Homelessness (based at Homeless Link) to understand the needs of their older homeless population and develop appropriate solutions
- Remodelling of short-term supported housing to meet the needs of current service users
- Residential care homes designed specifically for people with a history of homelessness and multiple needs, that enable people to move back towards independence if their care needs reduce
- Long-term housing related support projects providing settled homes for those that require them
- Joint funded projects that provide an innovative way to ensure that the care needs of those who may find it difficult to access statutory care provision are catered for in an appropriate supported environment
- Sheltered housing scheme placements made viable through the provision of specific floating support
- Extra Care housing that provides move on opportunities for those with long-term care and support needs

Proposed national action:

- Maintain investment in housing related support, especially under Local Area Agreements post 2009 (when Supporting People funds will be pooled)

- Link social services, housing and health more closely through joint commissioning (including cross boundary), Local Area Agreements and individual budgets. A cross-government understanding is required on the need for a joined up approach at the local level
- Develop opportunities on the basis of the new social exclusion action plan, the projects it will fund and the proposed Public Service Agreement on multiple needs
- The Housing Corporation should provide incentives for housing associations to proactively offer supported accommodation services to local authorities to meet current unmet need

Recommendation 6:

Appropriate residential support and care should be available in each local area for those individuals that require it. No individual should have to stay long-term in a short-term supported housing project. We recommend that:

- [CLG, Department of Health and the Housing Corporation](#) encourage social services, health and supported housing commissioners to work together to ensure that appropriate short and long-term provision is available. This may include sheltered housing, housing-related support, residential care, mental health, learning difficulties, substance misuse, multiple needs and therapeutic projects. The Social Exclusion Action Plan and proposed Public Service Agreement on multiple needs are key policy levers to promote such forms of accommodation
- [Local authorities, Primary Care Trusts, housing associations and homelessness providers](#) commit to working together to deliver appropriate provision and ensure that residential support and care for homeless people are a central target in all Local Area Agreements

Statutory services

Table 7 shows the number of MOPP lead contacts reporting that issues around access to statutory services are barriers to move on.

Table 7: Move on barriers: Statutory services

Barrier	Yes	No	Not sure
Access to statutory services	10	6	2
- Difficulty accessing Community Care Assessments	10	6	2
- The gap between statutory funded care services and Supporting People funded 'housing related support'	12	3	3
- Lack of access to community-based treatment for substance misuse	7	8	3
- Lack of access to residential substance misuse detox/rehab	8	8	2
- Lack of access to Community Mental Health Teams	11	5	2
- Lack of access to behavioural therapies	12	2	4
- Difficulty accessing health services	6	10	2

The barrier:

- Difficulties with access to and/or appropriate Community Care Assessments (CCA) for those requiring a care package or residential care
- A structural gap between care provided by social services and housing related support
- Difficulties accessing GPs, hospitals and health care
- Difficulties accessing mental health or therapy services on a residential and community basis, including a lack of service for those not considered clinically mentally ill (i.e. personality disorder)
- Difficulty financing and accessing statutory funded detoxification and rehabilitation services including links to 'clean' accommodation during and after treatment

Existing local good practice:

- CCA assessments available via outsourced specialists
- Local authorities using specialist move on panels to determine care packages for those that would otherwise fall between the remit of social services teams
- Hospital admission and discharge protocol developed by Homeless Link, CLG and the Department of Health
- Counselling and therapy being made available for homeless people
- Work to increase access to substance treatment
- Clean Break - Homeless Link's project looking to develop pathways to clean accommodation for people during and post substance misuse treatment

Proposed national action:

- Produce advice and guidance that helps homelessness providers become aware of the structure of social services in their area and local eligibility criteria
- Encourage local authorities to publicise available methods for assessing people that fall between the remit of traditional social services teams
- Disseminate the findings of the Clean Break report and toolkit on a national basis and examine how access to treatment can be improved
- Encourage practical arrangements to ensure access to social care, health, mental health (including counselling and therapy) and substance misuse services for homeless people in all local authority areas
- Address the gap between housing related support and critical/substantial levels of the Fair Access to Care Services (FACS) criteria as people are sometimes being denied both SP and social care. Examine how preventative services can be made available to individuals (including homeless individuals) that fall within this gap (look at ways to fund the social care prevention agenda)

Recommendation 7:

Practical arrangements to ensure access to social care, health, mental health (including counselling and therapy) and substance misuse services for homeless people should exist in all local authority areas. We recommend that:

- [The Association of Directors of Adult Social Services \(ADASS\)](#) produces guidance on Community Care Assessments for health and social care, housing and homelessness staff and encourages local authorities to publicise available methods for assessing people that fall between the remit of traditional social services teams (i.e. a specialist move on panel)
- [Homeless Link and homelessness agencies](#) examine the potential to include information on social services in training programmes for front-line workers
- [Local authorities, Primary Care Trusts and homelessness providers](#) ensure that the needs of homeless people are reflected in proposed statutory Joint Strategic Needs Assessments³⁵
- [Local authorities and Primary Care Trusts](#) provide information to health and social care, housing and homelessness staff with a specific focus on practical arrangements to help ensure access to services for homeless people
- [Homeless Link and homelessness agencies](#) provide information on access to social care, health, mental health and substance misuse services

Recommendation 8:

Action is needed to reduce the structural gap between social services care and housing related support and to ensure that preventative services are available to individuals (including homeless individuals) that fall within this gap. We recommend that:

- [CLG and the Department of Health](#) take a joint lead on examining how this could occur
- [Local authorities](#) consider how Local Area Agreements could help provide an invest-to-save service for these individuals

³⁵ Department of Health (2007) Commissioning framework for health and well-being, London http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_072604

Cross authority provision

Table 8 shows the number of MOPP lead contacts reporting that cross authority provision issues are barriers to move on.

Table 8: Move on barriers: Cross authority provision

Barrier	Yes	No	Not sure
Cross Authority	5	9	4
- Local connection preventing access to supported housing	4	11	3
- Local connection preventing access to permanent housing	6	8	4
- Lack of sub-regional or cross-authority approaches to the provision of move on accommodation and support	11	4	3

The barrier:

- Local connection is often a requirement for access to local authority and housing association tenancies and local services (i.e. rent deposit schemes)
- It is also often a barrier to accessing homelessness services (supported accommodation)
- These issues limit access to housing and move on opportunities even for those that do manage to access homelessness services
- Lack of cross-boundary commissioning or reciprocal referral arrangements increases the problem of access to temporary and permanent accommodation and means that residents of local authority areas with lower levels of homelessness cannot access specialist provision, as it is too expensive to provide on a small scale

Existing local good practice:

- Local authority areas operating reconnection policies in line with CLG guidance
- Local areas providing reciprocal arrangements for places in temporary and permanent accommodation

Proposed national action:

- Ensure access to homelessness services regardless of local connection but that areas make use of reconnection protocols where appropriate
- Ensure local authorities fulfil their duty to accept responsibility for priority clients where local connection exists or where a client has no local connection to any area
- Encourage the provision of appropriate levels of regional and sub-regional temporary and permanent accommodation that is available across authority boundaries

Recommendation 9:

Local connection should not be used to prevent access to homelessness services. We recommend that:

- **CLG and local authorities** act to ensure that local connection does not prevent access to homelessness services, while encouraging the use of reconnection protocols in appropriate circumstances

Recommendation 10:

Appropriate levels of regional and sub-regional temporary and permanent accommodation (general needs and supported) should be provided. We recommend that:

- **Local authorities, housing associations, homelessness providers and Regional Housing Boards** ensure mobility and choice for residents by sharing the results from move on audits and working together to provide appropriate levels of accommodation. Reciprocal arrangements and regional CBL schemes may be a key part of such arrangements
- **CLG and the Housing Corporation** encourage local authorities to engage in this agenda and encourage bids for cross-authority schemes under the National Affordable Housing Programme

10. Conclusion

This report has shown how local areas have used the MOPP to develop local solutions to the move on problem and thereby reduce financial and social costs for local authorities, frontline providers and homeless clients.

Early progress has been made in many categories of accommodation, most notably the private rented sector (7.2%) and social housing (4.6%). However, these increases are not to the level targeted by Homeless Link or the local areas.

The results suggest a positive direction of travel in many pilot areas, despite a national context in which access to move on accommodation is becoming increasingly difficult.

The complexity of the move on problem, reflected in the variable results from pilot areas, will require further analysis at local and national levels.

Eighty-nine percent of MOPP lead contacts report that their area intends to use the MOPP in the coming year, suggesting that they expect the protocol to lead to further move on increases in the future.

Lead contacts also report core benefits arising from the implementation of the MOPP. In particular the MOPP has helped local authorities and service providers work in partnership, and often for the first time, to:

- Develop formal partnerships to tackle move on
- Collect and analyse numerical data, leading to a better understanding of move on in their area
- Have a full and clear discussion about move on barriers
- Translate this knowledge into a jointly owned solution-focussed action plan with associated targets for increasing move on

The MOPP toolkit, now available on the Homeless Link website, will support many other local authority areas to implement the protocol and develop a move on plan.

This report has also outlined local and national solutions to five of the most prominent barriers to move on arising from pilot, around which work is continuing.

Homeless Link will be interested to hear feedback from local areas using the MOPP and looks forward to working with our members, the Government and all other relevant stakeholders to continue to find solutions to the move on problem, which is central to tackling homelessness.

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Seedcorn Grants Summary

As part of the MOPP pilot, local areas were given the opportunity to bid for small amounts of seedcorn funding to develop interventions that would help them achieve against actions outlined in their move on plans. Many areas chose to conduct work around the PRS under this scheme, as follows:

York: Seconded a member of staff to develop a detailed and comprehensive understanding of the possibilities of working with the PRS (national and local research). The project will inform staff, clients and strategic work in 2007/8.

Oxford: Expanded the current rent deposit scheme (Home Choice) to provide more access to the PRS for single people moving on from hostel/supported accommodation. As part of this work partnerships were formed with new PRS landlords.

Lambeth: Conducted a mapping exercise of PRS support schemes (i.e. rent deposit schemes etc) across London. The information will be shared across Lambeth providers and the Supporting People team.

Plymouth: Applied for funding to continue the Steady Work Assessment Forum. The forum co-ordinates access to the Steady Work programme, which helps people into employment and therefore accommodation.

Herefordshire: Developed and produced a move on pack for residents, highlighting housing options including the PRS.

Bristol: Developed and produced a move on manual for residents, helping them feel confident about moving on, particularly to the PRS. A series of workshops will be linked to the information in the manual.

Westminster: Developed a project to market the PRS to residents. Financial support will be made available in the form of match funding for rent deposits or 'start-up packs' for tenancy requirements (furniture etc).

Wakefield: Developed a project to provide rent/deposits for service users accessing accommodation in the PRS.

Brighton: Developed a savings scheme in partnership with the Credit Union for clients committed to accessing the PRS. Clients will save weekly and, when ready for move on, the amount saved will be match-funded to provide a deposit.

There are also a further series of seedcorn projects being developed including further expansion of Home Choice in Oxford; "move on potential" workshops to be delivered in the SHIP hostel, Plymouth; and a deposit scheme linked to the DAAT in Lambeth.

Nominations and Allocations

The barrier in detail

- Access routes to social housing, especially for 'non-statutory' homeless people, vary significantly across the country
- In some areas the process for letting social housing to non-statutory homeless people has arisen out of historic agreements between hostels, authorities and RSLs. Access to RSL properties varies between direct lets and nominations via the local authority
- Local authorities are not always aware of RSL direct let policies, which can be unclear and variable across associations
- The way authorities allocate properties to homeless people varies between mainstream (housing register with/without CBL) and non-mainstream (move on pool) processes
- The level of priority given to homeless clients in mainstream schemes can vary, as can the manner in which this is awarded
- There is often a lack of clarity and transparency in referral and allocation decisions and properties/priorities given to homelessness providers are not always allocated to individuals within those projects in a clear manner
- In some areas this lack of clarity and misunderstanding between the parties involved has led to mistrust, blame and a lack of partnership approaches
- In some areas lettings policies and procedures permanently exclude clients with history of rent arrears, drug misuse or other criteria
- Once a nomination has been made there is no way of placing it on hold should the client's circumstances change. If the nomination fails they have to start again
- Handover between the hostel and the receiving social housing provider is often ineffective so information about support needs is lost, increasing the risk of tenancies failing
- There is often a time lag between a tenancy commencing and floating support being provided
- Once on a waiting list, social housing may be viewed as the only option available without consideration of the other temporary and permanent housing options available e.g. private rented sector

The Private Rented Sector

The barrier in detail

- Clients and staff do not always consider the private rented sector as a move on option
- Private landlords often perceive letting to homeless people as higher risk than letting to other tenants
- Housing Benefit rent levels, processing delays and under-25 room rent prevent access to the sector
- Many letting and management agents will not work with Housing Benefit claimants
- Support schemes to access the PRS, for example rent/deposit guarantee schemes or specialist letting/management agencies, often focus on those who would otherwise be owed a priority housing duty and overall, coverage, accessibility, capacity, awareness and strategic-fit of such schemes is limited
- Supporting People funded support services are not always easily accessible for tenants in PRS accommodation
- Landlords lack support from the council, lettings agents or forums/networks focussing particularly on housing homeless people
- Housing associations and voluntary sector agencies wishing to develop private-rented schemes as owners or lettings/management agencies often do not have the capacity, support, funding or expertise to develop these schemes
- Security of tenure in PRS accommodation is viewed as an issue by staff and clients
- The standard of some private rented accommodation is poor
- In some areas there is a lack of private rented accommodation
- Incentives for employment are reduced due to rents being higher than social alternatives

Homeless Link is the national membership organisation for frontline homelessness agencies in England. Our mission is to be a catalyst that will help to bring an end to homelessness.

Our two goals are to:

- raise standards in the services that support homeless people and tackle homelessness
- influence the development of policy, strategy and investment at all levels of government.

We would like to thank Communities and Local Government for supporting the MOPP pilot through the Homelessness Innovation Fund.

Special thanks are due to the MOPP lead contacts for their hard work in local areas, to the hostel and supported housing providers who took part in the pilot and to members of the MOPP National Advisory Group.

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