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Social Science in Government

Supported accommodation review

The scale, scope and cost of the supported housing sector

November 2016

Research Report No 927

A report of research carried out by Ipsos MORI, Imogen Blood & Associates and Housing & Support Partnership on behalf of the Department for Work and Pensions and the Department for Communities and Local Government

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Summary

Supported housing can be described as any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible in the community[1]. Supported housing users include those who would otherwise be homeless (including those at risk of domestic abuse); older people and people with disabilities (many of whom would otherwise be living in long-term care or hospital settings).

The review **estimates** that at the end of 2015, there were approximately 651,500 accommodation-based supported housing units[2] in Great Britain. The majority of which (85 per cent) are in England, with nine per cent in Scotland and six per cent in Wales.

An **estimated** 71 per cent of units across Great Britain accommodate older people; 29 per cent of units accommodate working-age people with a very wide range of support needs. Housing associations are the most prevalent landlords, providing 71 per cent of supported housing units.

The review **estimates** the annualised cost of the supported housing sector that is covered by Housing Benefit across Great Britain at the end of 2015 at £4.12bn.

The review also conservatively **estimates** that the additional annualised spend on support and care services (that is in addition to Housing Benefit spend) at the end of 2015 is around £2.05bn.

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1 'What is supported housing?' at http://www.sitra.org/about-us/what-is-supported-housing/

2 For the purpose of this review, a unit refers to either a room or bedspace in shared supported housing or a self-contained supported housing unit.

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List of abbreviations

CHC	Community Housing Cymru
CORE	Continuous Recording of Social Lettings and Sales in England
CQC	Care Quality Commission
CSSIW	Care and Social Services Inspectorate Wales
DCLG	Department for Communities and Local Government
DH	Department of Health
DHP	Discretionary Housing Payment
DWP	Department for Work and Pensions
EAC	Elderly Accommodation Counsel
HB	Housing Benefit
HCA	Homes and Communities Agency
HSEU	Housing Support Enabling Unit
LHA	Local Housing Allowance
NHS	National Health Service
RSL	Registered Social Landlord
RP	Registered Provider
SA	Specified accommodation
SDR	Statistical Data Return
SHBE	Single Housing Benefit Extract
SSSC	Scottish Social Services Council
UC	Universal Credit

Glossary of terms

Benefit Cap	The cap, introduced in 2013 and limiting the total amount of benefits that most out of work, working-age households can receive.
Commissioning	Making the best use of all available resources to produce the best outcomes for a locality (DCLG 2011).
Continuous Recording of Social Lettings and Sales England (CORE)	CORE[3] (COntinuous REcording) of Lettings and Sales by Registered Providers records information on the characteristics of both Private Registered Providers' and local authorities' new social housing tenants and the homes they rent and buy in England.
Discretionary Housing Payment (DHPs)	Payments awarded by local authorities when they consider that a claimant requires further financial assistance towards housing costs. The Department for Work and Pensions (DWP) allocates funding for DHPs to local authorities, who decide how to allocate it and may also choose to top up the funding from their own resources.
DWP Housing Benefit Circular A8/2014	This circular extended the categories of supported housing to be excluded from welfare reform measures, creating the new definition of 'specified accommodation'.
Eligible housing costs	Housing costs which can legitimately be covered by Housing Benefit.
Exempt accommodation	A category of supported housing created in 1996 to enable Housing Benefit to cover the additional costs of providing supported housing.
Extra care housing	There is no single definition, however, it is usually supported housing for older people and/or people with disabilities, which typically has an on-site care service and a range of communal facilities.

3 Further information about CORE data can be found here: https://core.communities.gov.uk/public/index.html

Floating Support	Support services which can be provided to people living in any housing tenure.
Housing Benefit (HB)	Financial support paid to tenants (or to landlords on their behalf) for those who are out of work or on low incomes to help pay their rent. The amount payable will depend on the level of rent charged and the claimant's circumstances and income.
Local Housing Allowance (LHA)	For people renting from private landlords, Housing Benefit is based on a flat-rate 'Local Housing Allowance' (LHA) which is based on the average of local market rents, covering areas known as Broad Rental Market Areas.
Managed properties	A category of specified accommodation where the support is commissioned from an organisation, for example by a local authority; i.e. support is not provided by the landlord or by an organisation on behalf of the landlord.
Ring fence	An agreement or contract between national and local government in which a particular budget must be used for the specified purpose.
Registered Care Home	Care homes which are registered with the applicable national care regulator and which consist of residential accommodation together with personal care. Specific arrangements vary between England, Scotland and Wales.
Registered Social Landlord (RSL)	A social landlord is usually a housing association or housing cooperative that is registered with the Scottish Housing Regulator or with the Welsh Government.
Registered Provider (RP)	English providers of social housing (including supported housing) which are registered with the Homes and Communities Agency.
Removal of the Spare Room Subsidy (RSRS)	Where Housing Benefit claimants are assessed as having more bedrooms than is necessary ('under-occupying'), their rent eligible for Housing Benefit will be reduced.
Service charge	Service charges are paid by tenants to meet the cost of any services provided by their landlord that are not included within the rent.
Sheltered housing	Supported housing which is designated for older people above a certain age limit. Accommodation is usually self-contained, there are often communal areas and some level of support provided.

Single Housing Benefit Extract (SHBE)	A monthly electronic scan of Housing Benefit claimant level data direct from local authority computer systems. The data contains financial, geographic and individual level data.
Social housing	Housing provided by social landlords, typically housing associations and local authorities, for people with a local need.
Specified Accommodation (SA)	Categories of supported housing specifically recognised within Housing Benefit regulations. Individuals living in such accommodation are exempt from welfare reform provisions, such as the Benefit Cap, Housing Benefit no longer being paid direct to the landlord, and in some circumstances the RSRS.
Statistical Data Return (SDR)	An annual online survey by the Homes and Communities Agency completed by all English Private Registered Providers of social housing. It collects data on stock size, types, location and rents at 31 March each year.
Supporting People (SP)	From 2003, the support (but not the housing) component of supported housing provision was funded by local authorities through the Supporting People programme. The ring fence around the programme was removed in England and Scotland in 2009.
Turnover	The number of new lettings (flat or room) within supported housing over a period of time.
Universal Credit (UC)	Universal Credit is a means-tested benefit for people of working-age who are on a low income. It replaces six existing means-tested benefits, including Housing Benefit.
Voids	Vacant (un-let) housing units.

Executive summary

What is 'supported housing'?

'Supported housing' can be described as any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible in the community[4].

Supported housing users include those who would otherwise be homeless (including those at risk of domestic abuse); older people and people with disabilities (many of whom would otherwise be living in long-term care or hospital settings).

Context to this review

From 2003, the **support** component of supported housing was funded by local authorities through the Supporting People programme. In 2009 the ring fence around this budget was removed in England and in Scotland, but retained in Wales. Data about the scale and scope of the sector has not been collected systematically since then in England and Scotland.

The roll-out of Universal Credit, which will encompass housing costs, means that the Housing Benefit system will be phased out over the next few years for working-age claimants. A robust evidence base is now required to inform future policy making in relation to supported housing.

Methods used

Ipsos MORI Social Research Institute, Imogen Blood & Associates and Housing & Support Partnership were commissioned by the Department for Work and Pensions (DWP) and the Department for Communities and Local Government (DCLG) to undertake an evidence review regarding the scale, scope and cost of supported housing across Great Britain. Research questions also included understanding how supported housing is being commissioned and monitored.

The methodology for this review was developed following extensive scoping in 2015 and included four strands, each drawing on significant sector involvement:

- A survey of all local authority Housing Benefit teams and commissioners of supported housing, to which 197 local authorities responded;
- A survey of supported housing providers, receiving a total of 173 responses;
- Qualitative research involving over 200 participants across Great Britain including 54 in-depth interviews and discussion groups with 150 participants including commissioners, providers and sector bodies; and
- Validation and calibration of primary survey data with existing data (including from Continuous Recording of Letting and Sales in Social Housing in England (CORE); Elderly Accommodation Counsel and UK Refuges Online among others).

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[4] 'What is supported housing?' at http://www.sitra.org/about-us/what-is-supported-housing/

Even with significant sector involvement, the review has encountered considerable challenges in relation to the complexity of the sector, data availability, sampling and levels of response, commented on further throughout the report. For example, there is considerable variation in the coverage and scope of existing data sources across the nations and challenges associated with collecting primary data evidence. However, in combination, these sources have been used to produce best estimates for a snapshot of the supported housing sector at the end of 2015. The qualitative research is not designed to generate statistically representative views across the supported housing sector, but rather has been designed to provide detailed and explanatory insights.

How much supported housing is there? Which groups of people live in it and which organisations provide it?

Within the supported housing sector there is considerable diversity in the types of providers, scheme characteristics, client groups and models.

The review **estimates** that at the end of 2015, there were approximately 651,500 accommodation-based supported housing units[5] in Great Britain, the majority of which (85 per cent) are in England, with nine per cent in Scotland and six per cent in Wales, broadly in line with the profile of broader dwelling stock estimates across the nations.

An **estimated** 71 per cent of units across Great Britain house older people and, across both working-age and older people's provision, housing associations are the most prevalent landlords, providing an **estimated** 71 per cent of all supported housing units. The review **estimates** that supported housing accounts for around 14 per cent of all social rented housing stock across Great Britain.

Specified accommodation

Definitions of supported housing based on Housing Benefit regulations are complex. The majority of people living in supported housing, both working-age and older people, are receiving Housing Benefit to help meet their eligible housing costs. A minority of users will not be eligible for Housing Benefit, typically because their assets or immigration status means they are not eligible.

In 2014 the Government amended Housing Benefit legislation to clarify which categories of supported accommodation (referred to as specified accommodation) should be exempt from certain welfare changes, such as the Benefit Cap, Housing Benefit no longer being paid direct to the landlord, and in some circumstances the Removal of the Spare Room Subsidy (RSRS). This ensures that individuals living in such supported housing continue to have their housing costs covered by Housing Benefit, rather than through Universal Credit.

The review **estimates** that approximately 40 per cent of all supported housing units were classified as specified accommodation at the end of 2015. There is a higher proportion of specified accommodation in England (43 per cent of all English supported housing units)

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5 For the purpose of this review, a unit refers to either a room or bedspace in shared supported housing or a self-contained supported housing unit.

compared to Scotland (22 per cent) and Wales (18 per cent). The majority (60 per cent) of those in specified accommodation are of working age.

How much does supported housing cost?

The review **estimates** the annualised cost of the supported housing sector that is covered by Housing Benefit across Great Britain at the end of 2015 at £4.12bn, approximately 17 per cent of total Housing Benefit spend. Across the country, average estimated Housing Benefit awards for those in specified accommodation, a sub-set of the total supported housing sector, are consistently lower for older people and higher for those of working age. The overall average weekly Housing Benefit award for older claimants in specified accommodation is estimated to be £137 per week compared to £173 per week for working-age claimants in specified accommodation. The review found that, in each nation, the level of Housing Benefit expenditure is broadly proportionate to the scale of the supported housing sector, however:

- The relative Housing Benefit spend on working-age provision across Great Britain is greater than that on older people's provision. Working age provision accounts for an **estimated** 42 per cent of total Housing Benefit spend and 29 per cent of the total **estimated** supported housing stock; and
- The relative Housing Benefit spend on supported housing classified as specified accommodation is greater than that not classified as specified accommodation. It is **estimated** that specified accommodation accounts for 52 per cent of total Housing Benefit spend, and around 40 per cent of the total **estimated** stock of supported housing.

Recent analysis conducted by the Homes and Communities Agency[6] has demonstrated that average unit costs in supported housing tend to be significantly higher than those in general needs housing. Survey and qualitative data from this review confirm that there are a number of reasons for this, including: higher maintenance, repairs and renewal costs; the provision of communal facilities; security, health and safety measures; higher housing management costs; and the nature of capital funding arrangements for some schemes.

The review also conservatively **estimates** that the additional annualised spend on support and care services (that is in addition to Housing Benefit spend) at the end of 2015 is around £2.05bn across Great Britain.

How is supported housing being commissioned, regulated, monitored?

The review identified significant diversification in the way in which local authorities commission supported housing. Since the removal of the ring fence around Supporting People funding in 2009, there is evidence[7] of decreasing funding for support costs in supported housing (particularly in England) from local authorities.

The regulatory approaches to supported housing are most comprehensive in Scotland in particular and in Wales. The regulatory arrangements in England are less comprehensive relative to Scotland and Wales.

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6 Homes and Communities Agency (2016) Delivering Better Value for Money: Understanding Differences in Unit Costs, Summary Report, HCA, June 2016.

7 Impact of funding reductions on local authorities published by the National Audit Office (2014).

Qualitative evidence suggests that commissioners and providers have adopted a variety of approaches to demonstrating the value for money and quality of supported housing services. There is also evidence of the wider value for money provided by supported housing.

Key messages from the supported housing sector

Research participants said that the potential impact on supported housing of the Local Housing Allowance cap would be significant and would be likely to result in supported housing schemes closing; supported housing schemes being decommissioned or converted to general needs housing; and a lack of investment in new supported housing in the future.

Research participants identified considerations for long-term stability for the supported housing sector, including:

- A clear but flexible definition of supported housing, which focuses on users and outcomes, rather than provider type and housing model;
- A stable and secure funding system for both housing and support costs that allows commissioners and providers to plan strategically and with certainty;
- A stronger role for broad local partnerships to coordinate the funding, strategy and delivery of supported housing alongside the integration of health and social care and other local preventative initiatives;
- A more consistent approach to regulating supported housing and monitoring quality and value for money, especially in England; and
- A well-planned and communicated transition process to any new funding system.

1 Introduction

Ipsos MORI Social Research Institute, Imogen Blood & Associates and Housing & Support Partnership were commissioned by the Department for Work and Pensions (DWP) and the Department for Communities and Local Government (DCLG) to conduct an evidence review of the supported housing sector to understand the scale, scope and cost of the sector across England, Scotland and Wales.

'Supported housing' can be described as any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible in the community[8]. It is predominantly provided by social landlords, including housing associations and local authorities, as well as charitable and voluntary organisations.

Supported housing is characterised by enormous variation and diversity in the types of providers, scheme characteristics, client groups and housing models. Supported housing has developed in different ways, depending on which client group it was intended to accommodate. What is meant by 'supported housing' has become increasingly complex; there is no single definition of this term.

Supported housing users include those who would otherwise be homeless (including those at risk of domestic abuse, people recovering from addictions, young care leavers, etc.); people with disabilities; people with mental health problems and older people.

Supported housing is of interest to the UK Government particularly in the context of housing costs being met by Housing Benefit through what have become a complex set of regulations. More recently, policy announcements in relation to rent reductions in the social housing sector in England and capping social housing rents at Local Housing Allowance rates across Great Britain have created additional interest in the supported housing sector.

1.1 Research questions

The primary stated aims of the project were to provide DWP and DCLG with a robust evidence base to establish the scale, scope and cost of what constitutes the supported housing sector to inform future policy direction and to establish a baseline for the proportion of the sector funded by Housing Benefit. The specific research questions addressed and where they can be found in this report are as follows:

- What is already known about the supported housing sector, including the historical context of any trends in growth or contraction of the sector? (section 2.1-2.2 and section 4.1)
- What proportion of social housing is specifically built or designed supported housing compared to general needs? (section 3.2)
- What is the scope and scale of the sector? (section 3.2-3.4)
- How many people live in supported housing by client group? (section 3.3)
- What do we know about turnover and voids in the sector? (section 3.5)

8 'What is supported housing?' at http://www.sitra.org/about-us/what-is-supported-housing/

- What is the cost per supported housing unit broken down by the Housing Benefit funded element? (section 3.6)
- What is the cost per supported housing unit broken down by other sources of income beyond Housing Benefit, such as Supporting People? (section 3.6)
- To what extent are Discretionary Housing Payments (DHPs) being used to cover any shortfall in the housing costs of those living in supported housing? (section 3.6)
- How is supported housing commissioned? (section 4.1)
- Who is responsible for supported housing? (section 4.1)
- Why might supported housing costs differ from mainstream housing costs? (section 4.2)
- How are rents, support charges and eligible housing costs for supported housing determined? To what extent do these approaches differ across the country? (section 4.3)
- How is quality and value for money determined in supported housing services? (section 4.4)

Assessment of recent policy announcements, specifically rent reductions in the social housing sector in England and capping social housing rents at Local Housing Allowance rates, did not directly fall within the scope of this review. However, these issues were raised by many supported housing sector organisations during the qualitative research strands and as such it has been possible to provide a sense of the reaction from the sector to these issues alongside addressing the stated research questions.

The remaining chapters of this report are structured around the provision of evidence to address these key research questions.

1.2 Evidence sources used in the review

Changes to the operational landscape have had a significant bearing on the development and evolution of the supported housing sector across Great Britain in recent years. One consequence of these changes is the lack of any single, consistent and unified data source to draw on to assess the scale, scope and cost of the sector. Across all three nations there exist, to varying degrees of completeness and comparability, information about supported housing provision in each country[9].

Within this context the review uses primary data collection methods to develop a more comprehensive picture of the sector. Primary data collection offers considerable advantages in terms of gathering specific data to address the research questions, but is not without limitations. Differential levels of response[10] to the survey and to specific questions within a survey[11] are common limitations which, to varying degrees, apply to all primary data collection exercises.

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9 Fuller details of existing data sources and their coverage can be found in Appendix A of this report.

10 Particular types or groups of respondents who are either more or less likely to complete the survey.

11 Commonly referred to as ‘item non-response’ where a respondent may be unable or unwilling to provide a designated response to a particular question.

Our research design has sought to mitigate against the effect of these through the use of weighting to correct for differential response and, as part of the questionnaire design, offering the capability for respondents to provide estimates where detailed data may be unavailable. Nevertheless, it is important to remember when interpreting results that they cover a snapshot at a moment in time (late 2015), in some cases are based on estimates from local authority Housing Benefit teams or commissioners and estimates will have associated margins of error.

In addition to the use of primary data to answer the quantification questions, the review also included an extensive element of qualitative primary data collection through the conduct of in-depth interviews and discussion groups. The collection of qualitative evidence has been used to address some of the wider questions relating to commissioning, costs, quality and practice (covered in Chapter 4 of this report).

In developing and implementing this research programme there has been considerable sector involvement, whether through input at the scoping stage, through the design and development of the quantitative and qualitative stages, participation in surveys and/or depth interviews and sense checking of draft findings at roundtable events in England, Scotland and Wales.

Further details on the various research strands of the review are presented in Chapters 3 and 4 and technical information can be found in Appendix A.

1.3 Interpreting the evidence and caveats

This report integrates findings from a combination of quantitative and qualitative research strands. It is important to note that the quantitative research uses survey evidence and as such has generated **estimates** that, as with any such survey, will have associated margins of error (fuller information is presented in Appendix A of this report). Where possible, these **estimates** have been triangulated with a range of existing data sources, for example data from the Elderly Accommodation Counsel, Statistical Data Return, Continuous Recording of Lettings and Sales in Social Housing in England and Welsh Government stock data (presented in Appendix A), to derive a best **estimate** of the scale, scope and cost of the supported housing sector in Great Britain at a moment in time.

In addressing the quantitative research questions, the numerical and cost data presented in tabular and graphical form has been rounded. Where data does not sum to the total, this is due to the effect of rounding. Percentage figures presented in tables mainly show a column per cent. Where row percentages are included this is indicated in the table annotation.

Throughout this report key data has been presented at the aggregate level across Great Britain and for the constituent nations (England, Scotland and Wales). Where appropriate and possible to do so, more detailed data is presented in Appendix B.

It should also be noted that the qualitative strands are not designed to generate statistically representative views across the supported housing sector, but rather to provide detailed and explanatory insights from the organisations principally involved in the operation and delivery of supported housing. The perceptions of these research participants make up a considerable proportion of the evidence and it is important to remember that although the perceptions may not always be factually accurate, they represent the truth to those who relate them.

Throughout the report we have drawn on a wide range of data sources and have referenced these accordingly where appropriate. It should also be noted that throughout this report some generic terminology has been used to describe certain types of supported housing organisations. Specifically, the term ‘housing association’ has been used to cover Private Registered Providers in England and Registered Social Landlords in Scotland and Wales. It is recognised that some housing associations may not be Private Registered Providers.

Before answering the key research questions in Chapters 3 and 4, the context and background to the development of the supported housing sector that currently exists is considered further in Chapter 2.

2 Supported housing sector: Context and background

This chapter introduces the supported housing sector, starting with a simple description of supported housing; setting out the recent history of the sector; the treatment of supported housing within Housing Benefit rules; and the working definition of supported housing used for this review.

2.1 What is supported housing?

Supported housing can be described as any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible in the community[12].

Within the supported housing sector there is enormous variation and diversity in the types of providers, scheme characteristics, client groups and models:

- Some supported housing offers long-term, self-contained housing with a tenancy or licence or in some cases a leasehold. Other supported housing provides short-term accommodation, often in shared houses or hostels.
- Some schemes primarily target people of working age (though there may be older residents, as a result of long-standing disability, or because they are homeless, or at risk from domestic abuse); others primarily target older people of pension age (though there may be some younger residents, for example in their fifties or early sixties, sometimes with care and/or support needs).
- Many supported housing schemes are purpose-built and may also contain communal facilities. Others may consist of an ordinary residential property where tenants may have a room and share the communal space and facilities, or it may consist of independent flats.

Supported housing is primarily provided by housing associations, local authorities, voluntary sector or charitable providers, that is, typically not-for-profit organisations. However, some private sector ‘for profit’ organisations do provide supported housing, either as landlords and/or as support providers.

Many schemes have complex operational models in which buildings are leased and services (such as support, care or housing management) are subcontracted or commissioned to other organisations (sometimes referred to as ‘agency managed’ supported housing); for example, a supported housing scheme may have a housing association landlord but a voluntary sector organisation may provide the housing management and support services.

12 ‘What is supported housing?’ at http://www.sitra.org/about-us/what-is-supported-housing/

2.2 The recent history of the supported housing sector

The 1998 consultation document[13] – *Supporting People* – identified a number of problems with the way in which the supported housing sector was structured and funded. These included the lack of any proper consideration of value for money and quality of service provision or transparency in the use of resources. Providers were spending too much time managing a wide variety of funding streams and funding decisions tended to distort the accommodation choices of people who may need supported housing.

The Supporting People programme was launched in April 2003, across England, Scotland, Wales and Northern Ireland. It brought together several funding streams[14], including support funded through the Housing Benefit system, into a single grant for local authorities. This could be used to fund a variety of support services to help people live independently in both accommodation-based schemes and floating support schemes, where personalised support could be brought in to assist people living in any tenure.

These were non-housing-related costs that had until that point been funded through Housing Benefit as well as a number of other revenue streams. Housing-related costs continue to be funded through Housing Benefit for eligible individuals.

From 2003, the support (but not the housing) component of supported housing provision was funded by local authorities through the Supporting People programme. In 2009 as part of a move towards greater localism, the 'ring fence' around this budget was removed in England and in Scotland, but retained in Wales. During the period since 2010 the removal of the ring fence has led to variation in the commissioning and funding of supported housing across and within Great Britain. This is considered in more detail in section 4.1. It has also meant that data about the scale and scope of the sector is no longer systematically collected in England and Scotland.

Thirteen years after the introduction of Supporting People, a similar situation exists again in England and, to a differing extent in Scotland, in that there is a lack of clarity about the overall costs of supported housing, how such costs are being met and a lack of clarity about how the quality and value for money provided by supported housing is demonstrated and recognised.

13 Inter-Departmental Review of Funding for Supported Accommodation, Supporting People: A new policy and funding framework for support services (1998).

14 Supporting People brought together several funding streams which had previously been used to fund supported housing, including: Housing Benefit (HB)/Income Support (paid in respect of housing services), Housing Corporation Supported Housing Management Grant, Probation Accommodation Grants, Special Needs Allowance Package (Scotland) and the Welsh Supported Housing Revenue Grant.

2.3 Supported housing and Housing Benefit

What is meant by 'supported housing' has become increasingly complex; there is no single definition of the term.

This section sets out the way in which Housing Benefit regulations apply to and define supported housing. This is important because the amount of Housing Benefit payable to those living in supported housing is affected by how it is treated within Housing Benefit regulations. Definitions of supported housing, unrelated to Housing Benefit, which are shaped by differing regulatory and funding arrangements for supported housing in England, Scotland and Wales are shown at Appendix C.

Housing Benefit has played a large role in meeting the cost of providing supported housing. It helps to meet the eligible housing-related costs, which might for example include: the costs of repairs, renewing furnishing and fittings and housing management costs. Housing Benefit does not meet the costs of providing support or care.

Definitions of supported housing based on Housing Benefit regulations are complex and have changed over time. The majority of people living in supported housing, both working-age and older people, are receiving Housing Benefit to help meet their eligible housing costs.

By way of explanation it is helpful to consider the type of landlord and how they are treated within the Housing Benefit regulations, specifically:

- private sector landlords;
- social housing landlords, including Private Registered Providers (in England), Registered Social Landlords (Scotland and Wales) and local authorities;
- a category of supported housing referred to within Housing Benefit regulations as exempt accommodation and subsequently specified accommodation.

2.3.1 Private sector landlords

For people renting from private landlords, Housing Benefit is based on a flat-rate 'Local Housing Allowance' (LHA) which is based on the average of local market rents, covering areas known as Broad Rental Market Areas. Service charges are included as an item of 'gross' rent and subject to the maximum appropriate LHA for the relevant type of accommodation. Any housing, including supported housing, provided by a private sector landlord will be limited to LHA rates.

2.3.2 Social housing landlords

For people renting from a social landlord, Housing Benefit is not restricted to LHA rates. In the social housing sector, Housing Benefit regulations[15] mean that local authority Housing Benefit teams would typically only refer a Housing Benefit application related to a tenancy provided by a social landlord (a Registered Provider[16] in England or a Registered Social Landlord in Scotland[17] and Wales[18]) to the Rent Officer where:

- the accommodation is larger than reasonably required by the claimant and any others who occupy that dwelling; or
- rent payable for the property is unreasonably high.

Supported housing provided by a social landlord is subject to these less restrictive Housing Benefit rules.

2.3.3 Exempt accommodation and specified accommodation

In 1996, a category of supported housing, referred to as 'exempt accommodation', was created within the regulations to enable Housing Benefit to meet the additional costs of providing supported housing. In relation to rent and service charge levels, 'exempt' means that such accommodation is exempt from the rules that require the local authority to restrict the maximum rent to a Rent Officer determination level.

Exempt accommodation is defined within Housing Benefit regulations[19] as either:

(a) a resettlement place (as defined by section 30 of the Jobseekers Act 1995(4) – that is which had previously been in receipt of a central government 'resettlement grant'); or

(b) provided by a non-metropolitan (upper tier) county council (applicable in England only), a housing association, a registered charity or voluntary organisation where that body or a person acting on its behalf also provides the claimant with care, support or supervision.

The most recent previous research (commissioned by the Department for Work and Pensions (DWP) regarding exempt and supported accommodation (Boath *et al.*, 2010[20]), provides considerable detail about the background to, and the extent and features of, the exempt accommodation system.

The purpose of that research was to assess the extent and costs of supported and exempt accommodation. This research found that "claimants living in exempt accommodation fall into many categories, but that their common characteristic is that all are amongst the most vulnerable members of society."

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15 Housing Benefit Regulations 2006 Schedule 2 Regulation 14.

16 Registered as a social landlord with the Homes and Communities Agency including local authorities and Private Registered Providers (typically housing associations).

17 A Registered Social Landlord regulated by the Scottish Housing Regulator

18 A Registered Social Landlord regulated by the Welsh Government

19 Housing Benefit and Council Tax Benefit (Consequential Provisions) Regulations 2006, Sch.3, para. 4 (10).

20 Boath *et al.*, 'Exempt' and supported accommodation published by the Department for Work and Pensions (2010).

The research was relatively uncertain about the numbers of claimants in exempt accommodation and the associated costs; in summary the conclusions were:

- An estimate of around 40,000 people live in non-housing association exempt accommodation in England, Wales and Scotland, with a further 130,000 living in supported accommodation provided by housing associations, although there is considerable uncertainty associated with these numbers.
- The cost of non-housing association exempt accommodation claims, over that of equivalent mainstream accommodation, was estimated to be £70–130 million, but again there was a large degree of uncertainty associated with these estimates.

For a Housing Benefit claim to be treated as an exempt accommodation claim, care, support or supervision has to be provided to the tenants by, or on behalf of, the landlord. The care, support or provision can be provided on behalf of the accommodation provider by a third party, rather than being provided directly. There is no clear definition of care, support or supervision, and there is no precise specification about how much care, support or supervision needs to be provided, other than that it must be more than ‘minimal’.

Once a claim is accepted as an exempt accommodation claim, rent increases may be higher than for mainstream accommodation. However, all landlords of supported housing need to be able to demonstrate to local authority Housing Benefit teams that both rents and service charges are reasonable and justifiable. The local authority can restrict the level of the increase to those for similar accommodation in the area, if it can identify similar accommodation.

As the 2010-2015 Coalition Government introduced its programme of welfare reforms, it exempted those living in supported housing from some of these measures including the Benefit Cap, monthly assessment periods and payment direct to the claimant.

Ministers announced in 2012 that, as ‘a short-term measure’ (DWP 2014, s.4), help with housing costs of those living in exempt accommodation would be provided outside of their Universal Credit (UC) award through Housing Benefit and that Housing Benefit in respect of that accommodation would be excluded when applying the Benefit Cap[21]. The decision was made to use the existing category of exempt accommodation to define those supported housing units which should be exempt from these welfare reform measures.

[21] The Universal Credit (Transitional Provisions) and Housing Benefit (Amendment) Regulations 2013, SI 2013/2070.

Housing Benefit Circular A8/2014[22] extended the categories of supported housing to be excluded from UC. This created the new and wider definition of 'specified accommodation' which includes four categories. These are:

- exempt accommodation (as defined previously);
- managed properties;
- refuges (not meeting the exempt accommodation definition);
- hostels (not meeting the exempt accommodation definition).

Table 2.1 sets out how these four categories are defined in relation to Housing Benefit in terms of the type of landlord that can provide these types of supported housing and whether or not care, support or supervision needs to be provided to the tenants by or on behalf of the landlord.

Table 2.1 Categories of specified accommodation

	Landlord type	Care, Support or Supervision provision
1. Exempt accommodation	Housing association, County Council, charity or voluntary organisation	Provided by or on behalf of the landlord
2. Managed properties	Housing association, charity or voluntary organisation	Provided by anyone and not necessarily by or on behalf of the landlord
3. Refuges (Not meeting exempt accommodation criteria)	Housing association, charity, voluntary organisation or local authority	No care, support or supervision requirement
4. Hostels (Shared accommodation)	Housing association, charity, voluntary organisation or local authority	Provided by anyone and not necessarily by or on behalf of the landlord

Table replicated from Scottish Housing Best Value Network, 2014.

The category of 'managed properties' responded to the common practice of local authorities commissioning the housing and the care/support separately, often to maintain a clearer separation between housing management and support.

Local authority-owned refuges and hostels had previously not been included in the exempt accommodation definition. This has been more of an issue in Scotland, where local authorities are more likely to provide these services directly.

This new definition of specified accommodation covers a wider range of supported housing than the exempt accommodation definition, therefore the definition of specified accommodation has been used as part of the working definition for supported housing for this review (section 2.4).

[22] Housing Benefit Circular HB A8/2014 gives details of the provisions contained in Housing Benefit and Universal Credit (Supported Accommodation) (Amendment) Regulations 2014 (SI 2014 No. 771) that were laid before Parliament on 20 March 2014. See https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/299267/a8-2014.pdf

In essence, specified accommodation covers the categories of supported housing that are exempt from welfare reform provisions, such as the Benefit Cap, Housing Benefit no longer being paid direct to the landlord, and in some circumstances the Removal of the Spare Room Subsidy. This ensures that individuals living in such supported housing continue to have their housing costs covered by Housing Benefit, rather than through UC.

The majority of people living in supported housing, both working-age and older people, irrespective of whether it is classified as specified accommodation or not, are receiving Housing Benefit to help meet their eligible housing costs.

The operation of definitions of supported housing based on Housing Benefit regulations is complex. The impact of the operation of the specified accommodation definition is covered further in section 3.4 and in section 4.5.2.

2.4 The definition of supported housing used for the review

As noted in section 2.3, ‘supported housing’ has been defined in a variety of ways depending on the context and nation (Appendix C). These definitions are complex and have been developed for different purposes.

In order to maximise the prospects of identifying the scale, scope and costs of the supported housing sector, the definition of supported housing that was used for the purposes of this review was designed to be widely drawn and as straightforward as possible. The definition used was:

Specified accommodation as defined in DWP Circular A8/2014[23]; and other types of accommodation-based supported housing where some form of care, support or supervision is provided to tenants.

The intention with the latter part of the definition was:

- To capture data about supported housing that may meet the specified accommodation definition but that may not have been classified as such by Housing Benefit teams (for example a sheltered housing scheme for older people where the supported housing provider is a Registered Provider/Registered Social Landlord/charitable landlord but has not identified the service as falling within the specified accommodation definition);
- To capture data about supported housing that may currently fall outside of the specified accommodation definition but is in nature very similar, for example, accommodation-based supported housing with care, support or supervision, but provided by a local authority and not falling into the hostel or refuge categories of specified accommodation.

For the avoidance of doubt the following are excluded from this definition:

- non-accommodation-based services such as floating support; and
- registered care services.

[23] Further details on DWP Circular A8/2014 can be found here: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/299267/a8-2014.pdf

3 The scale, scope and cost of the supported housing sector

This chapter presents evidence on the scale, scope and cost of the supported housing sector across Great Britain. It presents a snapshot of the profile of the sector at the end of 2015 in relation to accommodation-based supported housing. Estimates have been derived from primary data sources (including local authority and provider surveys) and triangulated with a range of existing data sources.

3.1 Methods and data sources

The chapter begins by outlining the data sources used to derive estimates before presenting a profile of the stock, disaggregated specifically by provider and client type. It then goes on to consider a particular sub-set of the supported housing sector, that is those living in specified accommodation, before detailing estimates of the cost, in terms of Housing Benefit spend, of those in specified accommodation and across the supported housing sector more widely.

The metric of a unit is used as the basis for determining the scale and scope of the supported housing sector in terms of the total number of units. For the purpose of this review a unit **refers to either a room or bedspace in shared supported housing or a self-contained supported housing unit**.

A **claimant** refers to an individual who is in receipt of Housing Benefit and is living in supported housing. The metric of a claimant is used to help to determine the number of people who live in supported housing and to help to determine the cost of the supported housing sector in terms of Housing Benefit spend.

The lack of current data about supported housing has been one of the primary reasons for undertaking this review. The last available complete data about supported housing in England and Scotland related to the Supporting People programme – 2010/11 data for England and 2007/08 data for Scotland. In both cases it is not directly comparable to data collected and analysed for this review as it:

- measured different variables, specifically the number of clients and units in Supporting People funded services;
- included clients and units that were not accommodation-based supported housing (for example floating support services);
- used different definitions and descriptions of types of supported housing in England and Scotland; and
- did not include data in relation to Housing Benefit costs and expenditure.

In Wales, because of the retention of the Supporting People programme there has been greater consistency of data collected about supported housing and it has been possible to use this data to make comparisons with data collected for this review (further details can be found in Appendix A and B of this report).

The main data sources drawn on to present estimates of the scale, scope and cost of the supported housing sector are summarised in the next section and further technical details are presented in Appendix A of this report.

3.1.1 A survey of local authority Housing Benefit teams and supported housing commissioners

A total of 407 local authorities were invited to take part in the survey either online or by completing a paper questionnaire (responding by telephone was also an option, but no-one completed via this mode) using a sampling frame of all Housing Benefit teams maintained by the Department for Work and Pensions (DWP).

The survey questionnaire (a copy of which can be found in Appendix E of this report) included sections to be completed by the Housing Benefit team and by commissioners. In the absence of a similar sampling frame for commissioners, Housing Benefit teams were invited to identify and pass on the questionnaire to commissioners in addition to sourcing commissioner contacts from a range of supported housing and local government sector contacts.

Prior to finalisation, the survey questionnaire was road-tested with five Housing Benefit team representatives and three supported housing commissioners in local authorities. Fieldwork took place over a seven-week period between 19 October and 2 December 2015 and included a series of electronic and telephone reminders.

Overall, a total of 197 local authorities responded to either of the Housing Benefit team or commissioner elements of the survey, representing an overall response rate of 48 per cent. A total of 177 responses were received from Housing Benefit teams representing a response rate of 47 per cent[24] and a total of 83 responses were received from commissioners representing a response rate of 40 per cent[25].

3.1.2 A survey of providers of supported housing

An additional survey of supported housing providers was developed during the review to provide further evidence where primary and existing data sources highlighted gaps – notably relating to turnover and voids as well as, particularly in Wales and Scotland, data on rent, service charges and Housing Benefit amounts.

Continuous Recording (CORE) data is a national information source for England funded by Department for Communities and Local Government (DCLG) that records information on the characteristics of both Private Registered Providers' and local authorities' new lettings and sales. This includes data on supported housing provision by key client groups, as well as rents, service charges, voids and turnover which have been used in the analysis.

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[24] A total of 380 local authorities were invited to complete the survey comprising 326 authorities in England (covering Districts, Metropolitan, Unitary and London Boroughs), 22 Authorities in Wales and 32 Authorities in Scotland.

[25] A total of 207 Local Authorities with commissioners (excluding English Districts) were invited to complete the survey comprising 153 authorities in England (covering Metropolitan, Unitary, London Boroughs and County Councils), 22 authorities in Wales and 32 authorities in Scotland.

Consequently, the focus of the provider survey in England was on those organisations that were not a Registered Provider, that is where supported housing schemes were not owned or managed by a Registered Provider.

The main challenge for such a survey is the lack of a single, comprehensive and consistent sampling frame to administer the survey. As a consequence, assistance was sought from a range of sector organisations across England, Wales and Scotland to build as comprehensive a sample as possible.

In Wales, Cymorth Cymru[26] provided contact details for their registered members while in Scotland the Care Inspectorate[27] supplied contact details of known housing support providers. In England, assistance was received from the National Housing Federation to identify non-registered housing associations active in supported housing provision; from the Housing and Support Alliance[28], from Sitra[29] and from Homeless Link[30].

A survey questionnaire was developed and road-tested with a number of supported housing providers and representative organisations (see Appendix E). For Sitra members, where it was not possible to identify organisations that were Registered Providers in advance, those completing the survey and identifying themselves to be a Registered Provider were routed around the majority of the survey questions.

In total, 631 provider organisations were directly invited, by email, to take part in the provider survey across England, Wales and Scotland with fieldwork taking place between 17 February and 9 March 2016. A total of 90 provider survey responses were received, representing a 14 per cent response rate. A further 83 responses were received from Sitra members, and of the 173 responses received in total, 121 were from providers covering Wales and Scotland or those whose supported housing schemes or services are not owned or managed by a Registered Provider in England[31]. Responses from these organisations account for an estimated 25,500 supported housing units across Great Britain.

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26 Cymorth Cymru is the umbrella body for providers of homelessness, housing-related support and social care services in Wales.

27 The Care Inspectorate regulates and inspects care services and housing support services in Scotland.

28 Housing and Support Alliance is a national charity and membership organisation working with people with learning disabilities, families, advocacy organisations, housing and support providers and commissioners.

29 Sitra is a membership organisation representative of housing with care and support providers in England. Sitra issued an invitation to their members to participate in the survey on behalf of the research team.

30 Homeless Link is a membership body for organisations and individuals working with homeless people around England. Homeless Link included some additional questions within their own annual survey of members which overlapped with timings for the provider survey. Among the 242 member organisations that completed the annual survey and gave permission to share data responses, 153 identified themselves as providing schemes or services that were not owned or managed by a Registered Provider.

31 A total of 242 responses were received from Homeless Link members, of which 153 were identified to be non-Registered Providers or providing services not owned or managed by a Registered Provider.

Given the challenges associated with sampling this group of providers, the lack of a coherent population profile against which to assess coverage and representativeness of the achieved responses, as well as the different methodological approaches that have been used to gather evidence, data derived from this source can only be treated as indicative.

Where possible we have sought to triangulate estimates derived from the provider survey with the more robust local authority survey and existing data sources, but have not sought to rely solely on findings from this research component when quantifying aspects of the supported housing sector across Great Britain. Where possible some responses to the provider survey have been used to provide indicative evidence for some of the research questions relating to quality, cost setting and value for money.

3.1.3 Validation and calibration with existing sources

A number of different approaches have been considered and tested in order to derive best-estimates of the scale, scope and cost of the supported housing sector across Great Britain, further details of which can be found in Appendix A of this report.

The local authority survey offers the most comprehensive and up-to-date source of information, the results from which have been validated and calibrated against a range of existing data sources. While there is no unified and consistent data source providing information on the supported housing sector, a range of sources providing data do exist, of varying degrees of coverage, quality and timeliness, against which estimates can be sense-checked. The main data sources used to validate and calibrate survey estimates are presented in Appendix A. Other more specific data sources have also been drawn on where considered necessary and where these existing data sources are more limited[32].

Estimates derived from this analysis are presented in the remainder of this chapter. As primary data collected from a sample survey is the principal source used for analysis it is important to remember that estimates will have associated sample tolerances – fuller details on which are presented in Appendix A of this report. Further, data presented in the following tables and charts have been rounded. Where presented totals do not sum, this is due to the effect of rounding.

3.2 The profile of supported housing in Great Britain

Figure 3.1 indicates that there are an estimated 651,500 accommodation-based supported housing units across Great Britain. The majority of supported housing units are in England, accounting for 85 per cent of the national total, with nine per cent in Scotland and six per cent in Wales. This profile of supported housing mirrors the profile of broader dwelling stock estimates across the nations[33].

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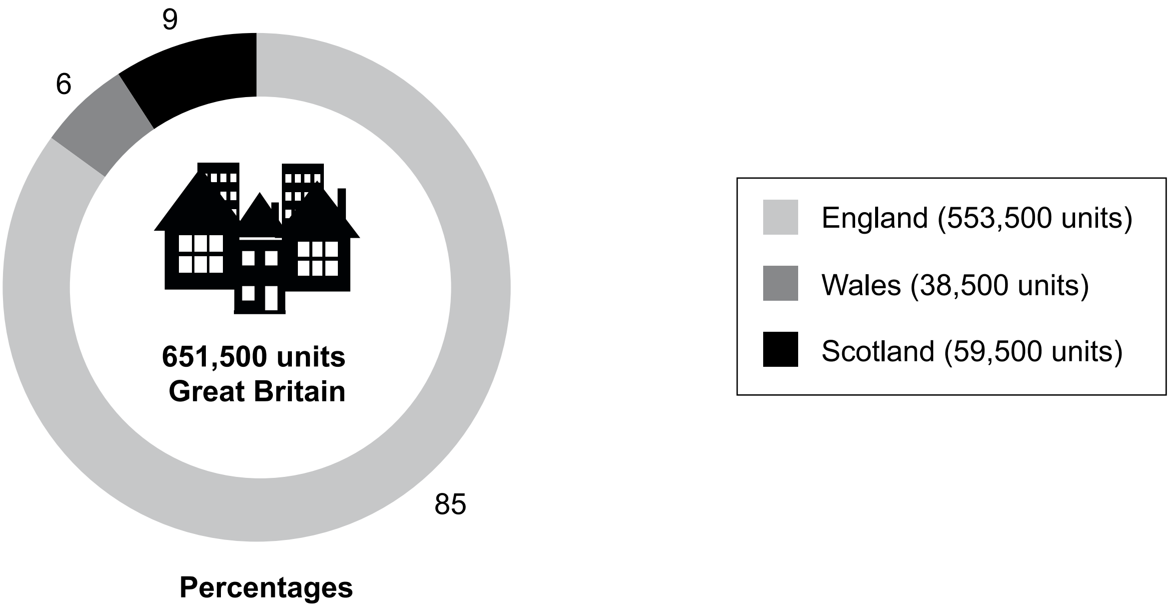
32 For example, estimates of rent and service charge amounts in Wales and Scotland have been validated against specific data provided by respective provider organisations in each country.

33 Trends in the United Kingdom Housing Market, 2014 conducted by ONS indicate 23.1m dwellings in England, 2.5m in Scotland and 1.4m in Wales. See here for further details: http://webarchive.nationalarchives.gov.uk/20160105160709/http://www.ons.gov.uk/ons/dcp171766_373513.pdf

Figure 3.1 Estimated number of supported housing units across Great Britain



Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.

Table 3.1 summarises the profile of the housing stock across Great Britain and indicates that the estimated number of supported housing units account for 14 per cent of all social rented stock (including intermediate tenures such as shared ownership and intermediate rent) across the country – equivalent to around 4.8 million units[34]. The sub-set of the supported housing sector classified as specified accommodation (commented on further in section 3.4) is estimated to account for 40 per cent of all supported housing units and around five per cent of all social rented stock across the country.

Table 3.1 Profile of housing stock across Great Britain and by country

Accommodation type	England Units	Wales Units	Scotland Units	Great Britain Units
Social rented	3,993,000	223,000	596,000	4,812,000
Supported housing	553,500	38,500	59,500	651,500
% of social rented	14	17	10	14
Specified accommodation	240,500	7,000	13,000	260,500
% of social rented	6	3	2	5
% of supported housing	43	18	22	40

Sources: Local authority survey. Base: 83 commissioners. Fieldwork dates: 19 October – 2 December 2015; ONS Trends in the United Kingdom Housing Market, 2014.

[34] Trends in the United Kingdom Housing Market, 2014 conducted by ONS. See here for further details: http://webarchive.nationalarchives.gov.uk/20160105160709/http://www.ons.gov.uk/ons/dcp171766_373513.pdf

Relative to the social rented stock, supported housing is more prominent in Wales (accounting for an estimated 17 per cent of all social rented housing in Wales) and less prominent in Scotland (accounting for an estimated ten per cent of all social rented housing), whereas in England supported housing classified as specified accommodation is relatively more prominent – accounting for an estimated six per cent of all social rented housing in England. As is explored in further detail in section 3.4, a greater proportion of the total supported housing stock in England is classified as specified accommodation (43 per cent) than in either Scotland or Wales.

3.2.1 Landlord type

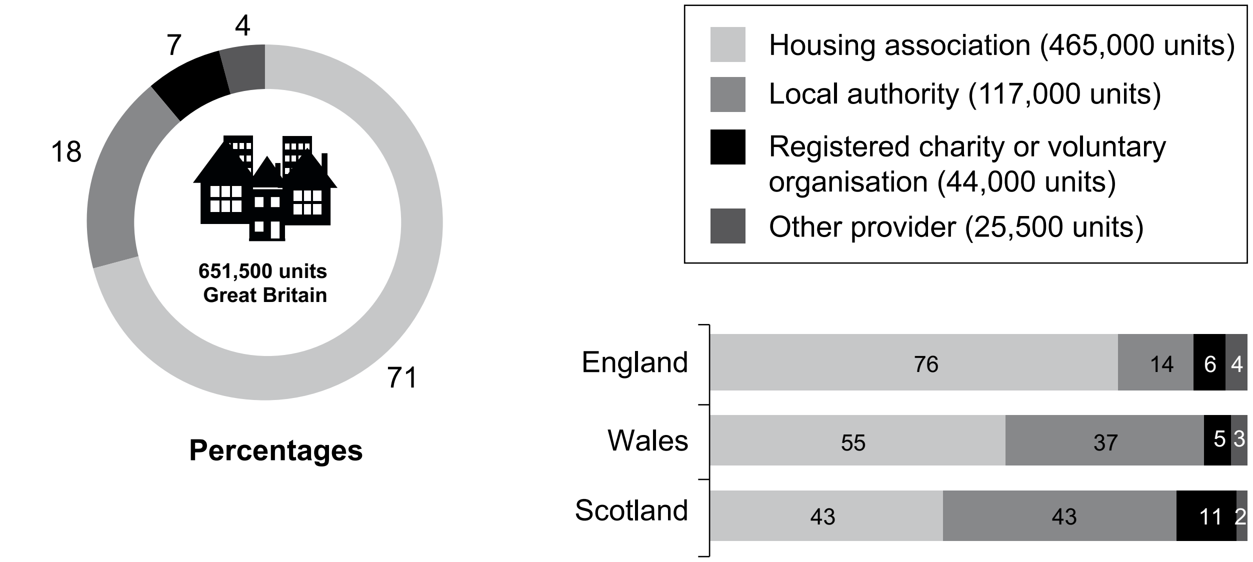
Provision of supported housing across Great Britain is dominated by housing associations[35], where this type of organisation is the landlord (but not necessarily managing the scheme as this may in some cases be undertaken by another organisation). It is estimated that housing association landlords provide 71 per cent of all supported housing units across Great Britain, and around a fifth of units are provided by local authority landlords. Around one in ten supported housing units are provided by a registered charity or voluntary organisation landlord or other types of providers (such as private landlords).

As indicated in Figure 3.2 there are some marked differences across the nations with housing association provision less prominent in both Wales and Scotland, with local authority provision playing a greater role within these two countries.

In particular, the profile of provision in Scotland is significantly different to England, with local authority provision as prominent as housing association provision (43 per cent) and the charitable and voluntary sector accounting for 11 per cent of all supported housing provision compared with six per cent in England and five per cent in Wales. Across Great Britain, nearly nine out of ten of the total stock of supported housing units are provided by housing association and local authority landlords (an estimated total of 582,000 units).

[35] Housing associations may also be Registered Providers in England and Registered Social Landlords in Scotland and Wales.

Figure 3.2 Profile of supported housing by landlord type across Great Britain



Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.

The qualitative and historical evidence from this review suggests that these differences in the pattern of supported housing provision by landlord type reflect more local differences in how supported housing has developed over time. For example, in Scotland local authorities have tended to provide directly supported housing for people at risk of homelessness (reflecting differences in statutory duties in relation to homeless people in Scotland) whereas in England such provision has been more likely to be provided by housing associations and/or voluntary organisations.

In addition, wider trends in the provision of social rented housing have affected the pattern of provision by landlord. For example, in England the large scale transfers of local authority housing stock to housing associations over the last 20 years has meant that more supported housing has been provided by housing associations; this trend has not been as prevalent in Scotland and Wales.

3.2.2 Accommodation type

Commissioner responses have been used to differentiate supported housing units by different types of accommodation. Appropriate caution should be exercised here as estimates are based on a higher proportion of estimated responses by commissioners.

Across Great Britain, around 462,000 units are housing designated for older people[36], representing 71 per cent of the total number of units. Provision for people with disabilities (including people with learning disabilities and people with physical disabilities) account for approximately nine per cent of total supported housing units (equivalent to around 59,500 units). Hostels, refuges and safe houses (for people at risk of domestic abuse) account for nine per cent of total provision (around 56,000 units).

National estimates of refuges and safe houses (at around 6,000 units) largely correspond with existing data on refuge accommodation[37].

Figure 3.3 shows the variation in supported housing accommodation types[38] by country. Of particular note is the lower proportion of supported housing designated for older people in Scotland (61 per cent compared to 71 per cent across Great Britain overall) and the higher proportion of hostel accommodation (16 per cent compared to nine per cent across Great Britain overall). Differences in the requirements for local authorities to fulfil their statutory duties in relation to homeless people in Scotland is likely to account, at least in part, for the higher proportion of hostel accommodation seen in Scotland[39].

Fuller details of the profile of accommodation type and provider type can be found in Appendix B (see Table B.5).

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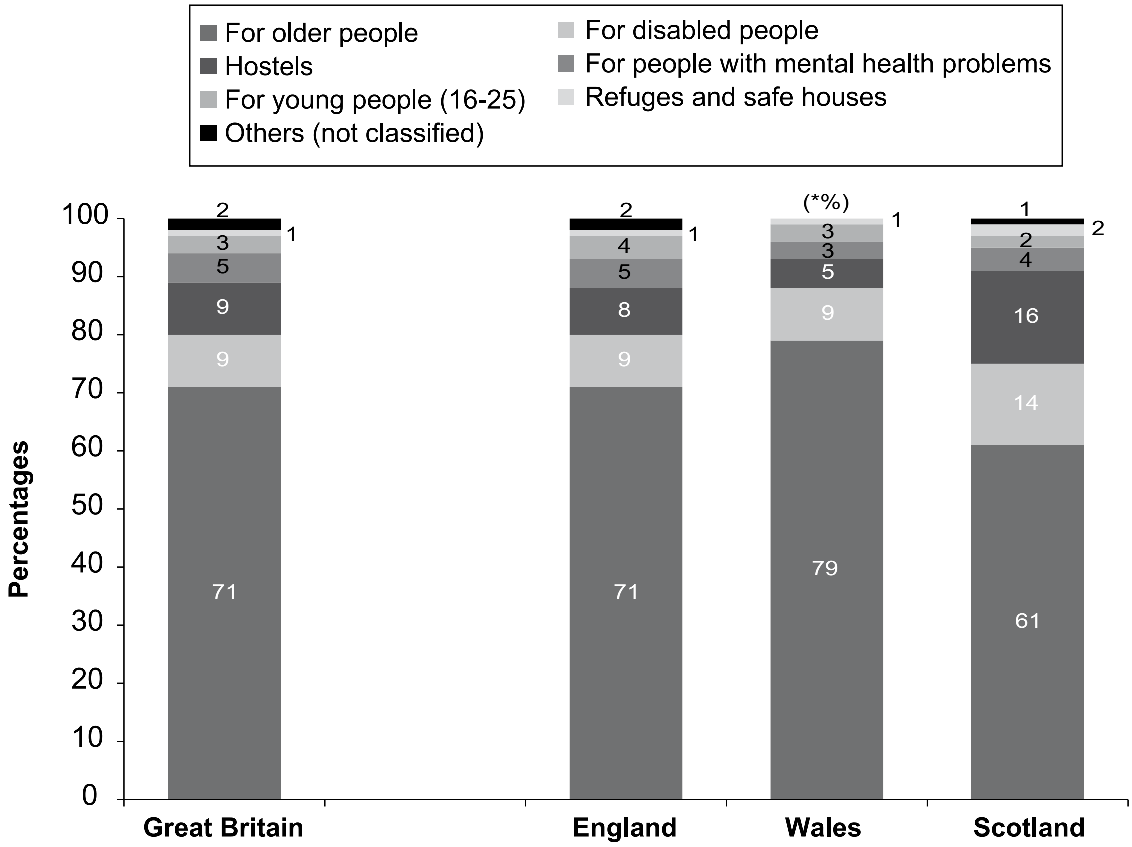
36 For the purposes of the review older people are defined as those of 65 years of age and above although in practice some provision categorised as for older people may include people that are below this age.

37 UKRefuges Online suggests 3,639 bedspaces across England and 487 household spaces in Scotland. Data from Welsh Women's Aid suggest 309 bedspaces in Wales.

38 Accommodation type categories in full include: Housing designated for older people with some form of support/care eg sheltered housing (but not care homes); Hostels (eg for single homeless people, rough sleepers and offenders); Refuges and safe houses (eg for people at risk of domestic abuse); Supported housing for people with disabilities that is people with learning disabilities, people with physical disabilities; Supported housing for people with mental health problems; Supported housing for young people (16-25).

39 In England and Wales, local authorities have a statutory duty to provide housing only to those homeless people who fit one of the categories for 'priority need'. In 2012, 'priority need' was officially abolished by the Scottish Government after the passing of The Homelessness (Abolition of Priority Need Test) (Scotland) Order 2012. All councils across Scotland now have a duty to provide 'settled accommodation' to anyone who is unintentionally homeless, regardless of other vulnerabilities or support needs.

Figure 3.3 Profile of supported housing by type of accommodation and country



Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.

3.3 How many people live in supported housing?

Commissioners were also asked to provide data on both the number of units and number of service users differentiated by client groups. The analysis below focuses on the profile of units because the quality of service user estimates obtained is much more variable[40]. In addition to a higher level of non-response to this question, it appears that some respondents may have only counted those they fund, and as a consequence under-represented the actual number of service users[41]. This is consistent with evidence from the qualitative interviews which indicates that some local authorities, particularly in England, no longer hold comprehensive data on supported housing services.

[40] 62 per cent of commissioner responses were unable to provide data on the number of service users that were older people (65+), for example.

[41] A considerably lower count of users to units for some types of provision where we might reasonably expect a higher number of users (such as for people at risk of homelessness), provides some evidence this may have occurred.

Although the actual number of service users living in supported housing units will vary at any given point due to, for example, voids, evidence from local authorities and providers indicates that most supported housing provision is occupied by single people (not counting children living in refuge provision). As such unit numbers are taken to be a reasonable proxy for service users **at a given point in time** with the caveat that in older people's supported housing, and that for homeless families, there will be a mix of single people and couples. Furthermore, use of more complete unit data, provides greater capability to calibrate these estimates against a range of other existing data sources.

An evidence review from 2012 on supported housing for older people in the UK[42] identified from CORE data, 14 per cent of new lettings being to two older adults living together. This is for Private Registered Providers in England only but assuming the same prevalence for all supported housing units for older people identified across Great Britain, this might suggest around 526,500 older people living in 462,000 supported housing units, not allowing for short-term voids and vacant supported housing property.

This suggests that up to approximately 716,000 people (526,500 older people and 189,500 working-age people) are estimated to be living in the supported housing stock at a given point in time not allowing for short-term voids and vacant supported housing property.

The profile of units by key client group and country together with a more detailed breakdown by provider type are presented in the following sections.

However, it is also important to consider the number of people who are **living in** supported housing, this is because in supported housing aimed at, for example people who are homeless or people at risk of domestic violence, their use of supported housing will be shorter than, for example an older person or a person with learning disabilities living in supported housing that is designated for longer-term occupation. Therefore, it is important to recognise that the number of people using supported housing units intended for shorter term use will be much greater over a given time period than units of supported housing intended for longer-term use.

3.3.1 Client groups

Table 3.2 indicates that across Great Britain supported housing is dominated by provision for older people. An estimated 71 per cent of all supported housing units are identified to be for older people, equivalent to around 462,000 units.

Other key client groups for which supported housing is provided include people with learning disabilities (accounting for an estimated seven per cent of all units), single homeless people (six per cent) and people with mental health problems (five per cent). Provision for people with drug or alcohol misuse needs, people at risk of domestic abuse and offenders each account for an estimated one per cent of all supported housing units across Great Britain. Research participants were also given the opportunity to indicate 'other' client groups which includes a combination of lower incidence groups such as refugees and asylum seekers, pregnant teenagers, travellers as well as others not specified such as ex-service personnel. This classification was also used by some respondents to categorise units provided for people with complex needs that may cover a number of these client group categories.

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42 'Supported housing for older people in the UK: An evidence review' published by JRF (December 2012) see https://www.jrf.org.uk/report/supported-housing-older-people-uk-evidence-review

Table 3.2 Profile of supported housing by client group and country

Client group	England		Wales		Scotland		Great Britain	
	Units	%	Units	%	Units	%	Units	%
Older people (65+)	395,000	71	30,500	79	36,500	61	462,000	71
People with learning disabilities	38,500	7	3,000	8	6,000	10	47,500	7
Single homeless people (inc rough sleepers)	30,000	5	1,000	3	6,000	10	37,000	6
People with mental health problems	29,500	5	1,000	3	2,500	4	33,000	5
Vulnerable young people (16-25)	19,500	4	1,000	3	1,000	2	21,500	3
People with physical disabilities or sensory impairment	9,000	2	*	*	2,500	4	12,000	2
Homeless families	5,500	1	500	1	2,500	5	8,500	1
People with drug or alcohol misuse needs	4,500	1	500	1	1,000	2	6,000	1
At risk of domestic abuse	4,500	1	500	1	1,000	2	6,000	1
Offenders	4,500	1	*	*	*	*	4,500	1
Others (inc refugees or asylum seekers and others)[43]	13,000	2	*	*	500	*	13,500	2
Total	**553,500**	**100**	**38,500**	**100**	**59,500**	**100**	**651,500**	**100**

Source: Local authority survey. Base: 83 commissioners.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

The predominance of provision for older people is consistent across all countries although the extent of incidence varies, accounting for an estimated 79 per cent of all supported housing units in Wales to an estimated 61 per cent in Scotland.

The incidence of provision of supported housing for single homeless people is markedly higher in Scotland than for elsewhere across Great Britain. In England and Wales, local authorities have a statutory duty to provide housing to those homeless people who fit one of the categories for ‘priority need’. In 2012, ‘priority need’ was officially abolished by the Scottish Government after the passing of ‘The Homelessness (Abolition of Priority Need Test) (Scotland) Order 2012’. All councils across Scotland now have a duty to provide ‘settled accommodation’ to anyone who is unintentionally homeless, regardless of other vulnerabilities or support needs.

This pattern of supported housing provision is in part due to how it has developed historically and also to more specific factors. For example, in England the more recent growth in the last ten years of ‘extra care housing’ for older people, and local authorities commissioning supported housing for people with learning disabilities in preference to the use of registered care provision.

43 The ‘other’ category includes those where respondents were unable to assign to one of the principal client groups and includes vulnerable adults with multiple and complex needs, single parents, ex-service personnel. For the purposes of analysis this ‘other’ group also includes other low incidence groups (refugees/asylum seekers, teenage pregnancy and travellers), and as such is not directly comparable with ‘other’ categories used in other existing data sources.

Table 3.3 compares the profiles of supported housing for working-age client groups by country. Table B.6 in Appendix B provides further details of the profile of provision for working-age client groups in Wales and Scotland derived from the provider survey.

Table 3.3 Profile of supported housing by working-age client groups and country

Client group	England		Wales		Scotland		Great Britain	
	Units	%	Units	%	Units	%	Units	%
People with learning disabilities	38,500	24	3,000	40	6,000	26	47,500	25
Single homeless people (inc rough sleepers)	30,000	19	1,000	13	6,000	26	37,000	20
People with mental health problems	29,500	19	1,000	14	2,500	10	33,000	18
Vulnerable young people (16-25)	19,500	12	1,000	13	1,000	5	21,500	11
People with physical disabilities or sensory impairment	9,000	6	*	2	2,500	11	12,000	6
Homeless families	5,500	3	500	4	2,500	12	8,500	4
People with drug or alcohol misuse needs	4,500	3	500	5	1,000	4	6,000	3
At risk of domestic abuse	4,500	3	500	5	1,000	4	6,000	3
Offenders	4,500	3	*	2	0	0	4,500	2
Others (inc refugees or asylum seekers and others)	13,000	8	*	1	500	1	13,500	7
Total	**158,500**	**100**	**8,000**	**100**	**23,000**	**100**	**189,500**	**100**

Source: Local authority survey. Base: 83 commissioners.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

Across Great Britain nearly half of all supported housing for working-age client groups is accounted for by provision for people with either learning disabilities (around 25 per cent) or single homeless people (around 20 per cent). Provision for people with mental health problems accounts for around a fifth (18 per cent) of all working-age provision and together these groups account for more than three in five (63 per cent) of all working-age provision. This profile is driven by the profile seen in England which accounts for the majority of supported housing units.

An estimated seven per cent of all working-age provision across Great Britain is accounted for by 'other' groups which includes a combination of lower incidence groups such as refugees and asylum seekers, pregnant teenagers, travellers and others not specified such as ex-service personnel. This classification was also used by some respondents to categorise units provided for people with complex needs that may cover a number of these client group categories.

Qualitative evidence from the review covering all three nations bears out that these client groups have often been prioritised by local authority commissioners although this does vary between individual authorities. For example, some authorities have prioritised commissioning supported housing for people with learning disabilities and people with mental health problems as an alternative to registered care, whereas other authorities have prioritised commissioning supported housing to address the needs of single homeless people. This typically depends on location and the pattern of local need.

In Wales, provision for people with learning disabilities is more prominent than across Great Britain as a whole, accounting for 40 per cent of all working-age supported housing provision. Qualitative evidence from research participants indicates that this may reflect the longstanding policy direction in Wales, since the 1980s, to move away from the use of registered care for people with learning disabilities. In contrast provision for single homeless people is less prominent in Wales than across Great Britain overall (13 per cent compared to 20 per cent overall).

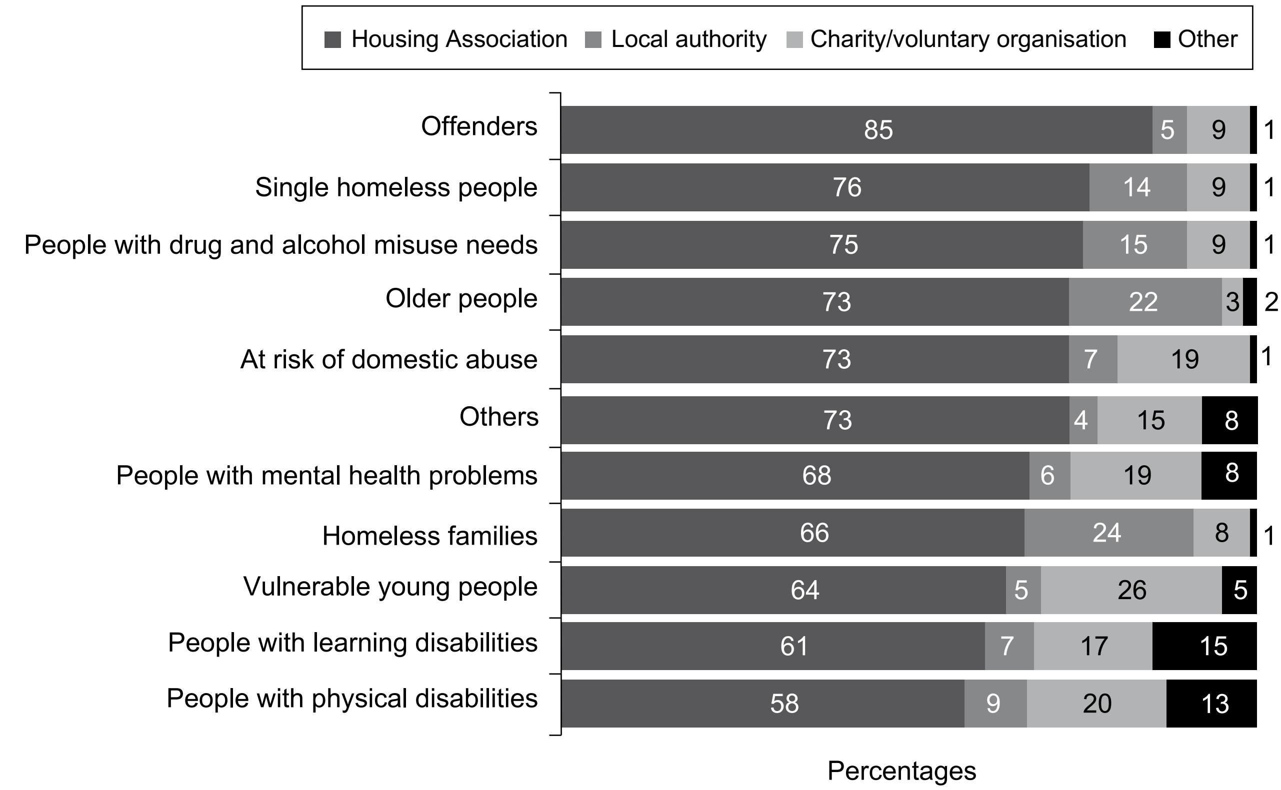
As with the other nations, supported housing for people with learning disabilities and single homeless people are the predominant forms of working-age provision in Scotland; the difference in statutory duties in relation to homelessness in Scotland compared with England and Wales has been noted previously and may help to explain, in part, this variation between the nations. Survey-based estimates also indicate a greater proportion of supported housing provision for people with physical disabilities or a sensory impairment relative to England and Wales.

3.3.2 Client group and landlord type

Analysis of commissioner responses enables further disaggregation of supported housing provision by type of provider, and specifically whether the landlord is a housing association, a local authority, a registered charity or voluntary sector organisation or some other type of provider (such as a private landlord). These estimates have been derived from commissioner responses by applying the breakdown of landlord type by accommodation type to individual client groups. For groups falling into the ‘others’ category no such breakdown was requested and so the overall landlord type profile for working-age groups has been applied in the absence of more detailed data. Furthermore, appropriate caution should be exercised when interpreting results for some of the smaller client groups at this level of disaggregation.

Survey-based estimates for older people provision by provider type and individual nation have been calibrated against existing Elderly Accommodation Counsel data and for Wales, Welsh Government data (see Tables B.2 to B.4 in Appendix B). Across Great Britain the estimated profile of older people provision corresponds closely with other existing data sources. Data for individual client groups across Great Britain overall are presented in Figure 3.4.

Figure 3.4 Profile of supported housing by client group and landlord type across Great Britain



Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.

Survey-based estimates indicate that 73 per cent of all provision for older people across Great Britain is provided by housing associations (equivalent to an estimated 337,000 units) while an estimated 22 per cent (around 100,000 units) is provided by a local authority landlord.

Nationally, charity and voluntary organisations are estimated to account for around seven per cent of all supported housing units, but are more prevalent in the provision of supported housing for groups of working age. An estimated 26 per cent of all supported housing for vulnerable young people is provided by a charity or voluntary organisation.

These organisations also account for around one in five of all supported housing for people with a physical disability or sensory impairment (20 per cent) and for people at risk of domestic abuse (19 per cent). There is also a greater prevalence of charity or voluntary organisation provision for those with mental health problems (19 per cent) and those with a learning disability (17 per cent).

It should be recognised that although charity and voluntary sector organisations may be the landlord for fewer supported housing units compared to housing associations in particular, many housing associations contract the housing management and/or support services to charity/voluntary providers. In some cases, the inability of some commissioner respondents to be able to differentiate who is the landlord under these arrangements has resulted in the use of the ‘other’ category. Private landlords are the most common type of ‘other’ landlord category identified by respondents.

A more detailed breakdown of client group by provider type within individual nation is presented in Table 3.4.

Table 3.4 Profile of supported housing by client group and landlord by country

Client group	England (%)					Wales (%)					Scotland (%)				
	Total	HA	LA	Char-ity	Othr	Total	HA	LA	Char-ity	Othr	Total	HA	LA	Char-ity	Othr
Older people (65+)	100	76	18	3	3	100	55	41	2	1	100	52	44	1	3
Single homeless people (inc rough sleepers)	100	88	2	9	1	100	30	59	11	0	100	24	67	7	2
Homeless families	100	88	2	9	1	100	30	59	11	0	100	24	67	7	2
Vulnerable young people (16-25)	100	65	4	26	5	100	69	2	24	5	100	38	18	31	13
Learning disabilities	100	64	5	14	17	100	64	8	16	11	100	38	22	40	0
Physical disabilities	100	64	5	14	17	100	64	8	16	11	100	38	22	40	0
Mental health problems	100	72	3	17	8	100	58	9	10	23	100	23	36	42	0
Drug or alcohol misuse needs	100	88	2	9	1	100	30	59	11	0	100	24	67	7	2
Offenders	100	88	2	9	1	100	30	59	11	0	100	24	67	7	2
At risk of domestic abuse	100	88	2	9	1	100	63	4	33	0	100	13	33	55	0
Others (inc refugees or asylum seekers etc)	100	74	3	15	8	100	55	20	16	9	100	30	42	26	2
Total	**100**	**76**	**14**	**6**	**4**	**100**	**55**	**37**	**5**	**3**	**100**	**43**	**43**	**11**	**2**

Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.
Note: Appropriate caution should be exercised when interpreting results at this level of disaggregation. Profile of the 'Others' category has been derived using the overall landlord type profile for working-age provision across each nation.

This analysis highlights the greater role of local authorities in Wales and Scotland across all supported housing client groups. In particular, local authority provision in both Scotland and Wales accounts for more than half of all supported housing units provided for single homeless, homeless families, those with drug or alcohol misuse needs and offenders. This is also evident for the largest of the supported housing client groups. In contrast to England where an estimated 18 per cent of supported housing units for older people is provided by a local authority, the equivalent in Scotland and Wales is 44 per cent and 41 per cent respectively.

As noted earlier, the qualitative evidence suggests that in England the large scale transfers of local authority housing stock to housing associations over the last 20 years has meant that more supported housing, particularly for older people, has been provided by housing associations; this trend has not been as prevalent in Scotland and Wales.

The higher prevalence of landlords categorised as 'other' for some client groups, for example 17 per cent of landlords for people with learning disabilities and people with physical disabilities in England and 23 per cent of landlords for people with mental health problems in Wales, may indicate a higher incidence of private sector landlords in some cases, but may also indicate that some commissioners were unsure of landlord type and have captured these under the 'other' category.

Table 3.5 shows the client group profile by landlord type across Great Britain. This indicates that the majority of supported housing provided by housing associations and local authorities is for older people (72 per cent and 85 per cent respectively), whereas the majority of supported housing provided by a charity or voluntary organisation is for working-age clients (69 per cent).

The qualitative and historical evidence suggest that this tends to reflect the pattern of supported housing development and how charitable organisations have, in particular, sought to address needs for supported housing, which were not being met by larger social landlords.

Provision for people with learning disabilities accounts for an estimated 19 per cent of all the supported housing provided by a charity or voluntary organisation, and provision for people with a mental health problem accounts for an estimated 14 per cent. While provision for older people still accounts for an estimated 31 per cent of all supported housing provided by charitable organisations, this is relatively low compared to other landlord types.

Table 3.5 Client group profile by landlord type across Great Britain

Client group	Housing association	%	Local authority	%	Charity or voluntary organisation	%	Other	%	Total	%
Older people (65+)	337,000	72	100,000	85	13,500	31	11,500	45	462,000	71
Single homeless people (inc rough sleepers)	28,000	6	5,000	4	3,500	8	500	2	37,000	6
Homeless families	5,500	1	2,000	2	500	1	*	*	8,500	1
Vulnerable young people (16-25)	14,000	3	1,000	1	5,500	13	1,000	5	21,500	3
Learning disabilities	29,000	6	3,500	3	8,500	19	7,000	27	47,500	7
Physical disabilities	7,000	1	1,000	1	2,500	6	1,500	6	12,000	2
Mental health problems	22,500	5	2,000	2	6,000	14	2,500	10	33,000	5

Continued

Table 3.5 Continued

Client group	Housing association	%	Local authority	%	Charity or voluntary organisation	%	Other	%	Total	%
Drug or alcohol misuse needs	4,500	1	1,000	1	500	1	*	*	6,000	1
Offenders	4,000	1	*	*	500	1	*	*	4,500	1
At risk of domestic abuse	4,500	1	500	*	1,000	2	*	*	6,000	1
Others (inc refugees or asylum seekers etc)	9,500	2	500	1	2,000	5	1,000	4	13,500	2
Total	**465,000**	**100**	**117,000**	**100**	**44,000**	**100**	**25,500**	**100**	**651,500**	**100**

Source: Local authority survey. Base: 83 Commissioners.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

3.4 Specified accommodation

A sub-set of the supported housing sector which is of particular interest to the review is that classified as specified accommodation, as described in section 2.3.

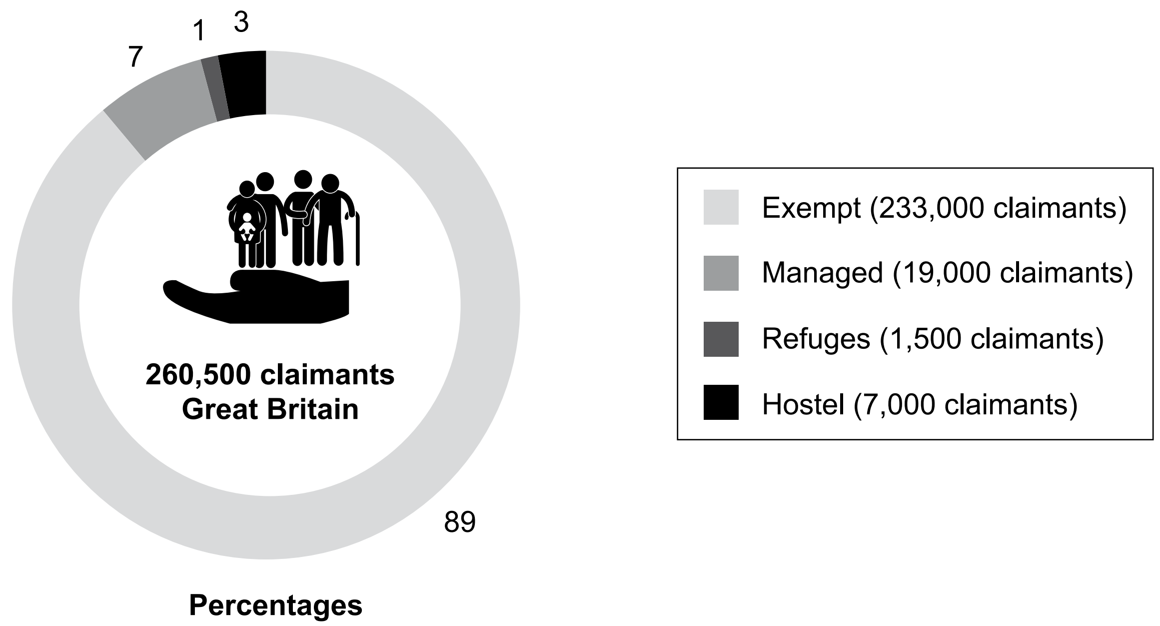
Housing Benefit team respondents were asked to provide data on the number and type of claimants living in supported housing that has been classified as specified accommodation including the category of specified accommodation they live in, the type of landlord and where possible the profile of these claimants in relation to age and ethnicity. Data on the ethnic profile of specified accommodation claimants is not presented as the majority of respondents were unable to provide a response. 88 per cent of respondents indicated the local authority did not hold this information.

Estimates derived from these responses are presented in the following sections. It is important to note that these estimates are measuring claimants whereas preceding sections have focused on supported housing units. Evidence from the qualitative interviews indicates that many people living in supported housing are single people, the exceptions being in supported housing for homeless families and some couples in older people's supported housing. Therefore, for consistency for the subsequent analysis, specified accommodation claimants are treated as a proxy for units of specified accommodation.

3.4.1 Specified accommodation categories

Figure 3.5 indicates that across Great Britain there are an estimated 260,500 claimants living in supported housing where individuals' Housing Benefit claims have been accepted under the specified accommodation rules, with the majority (89 per cent) identified as living in the category of exempt accommodation. The relatively recent introduction of the additional categories of managed properties, refuge and hostel accommodation into the specified accommodation definition, as well as the limited impact of Universal Credit on those living in such accommodation, is likely to account for the much smaller proportions of these categories. An estimated seven per cent of claimants in specified accommodation are identified as living in managed properties, while four per cent are estimated to be living in refuge or hostel accommodation.

Figure 3.5 Categories of specified accommodation across Great Britain



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

Table 3.6 indicates the profile of specified accommodation by country. England accounts for the majority of specified accommodation claimants (92 per cent), while Scotland accounts for an estimated five per cent of all claimants and Wales accounts for three per cent.

Table 3.6 Category of specified accommodation by country

Specified accommodation category	England		Wales		Scotland		Great Britain	
	Claimants	%	Claimants	%	Claimants	%	Claimants	%
Exempt	215,500	90	6,000	84	11,500	88	233,000	89
Managed	17,500	7	1,000	15	500	3	19,000	7
Refuges	1,000	*	*	1	*	2	1,500	1
Hostel	6,500	3	0	0	1,000	6	7,000	3
Total	**240,500**	**100**	**7,000**	**100**	**13,000**	**100**	**260,500**	**100**
% of Great Britain	**92**		**3**		**5**		**100**	

Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

In relation to the wider supported housing sector, those defined as specified accommodation claimants account for the occupation of 43 per cent of all supported housing units in England which compares to 18 per cent and 22 per cent respectively across Wales and Scotland.

This suggests that providers in Wales and Scotland have been less likely than those in England to seek to have their supported housing accepted by local authority Housing Benefit teams as specified accommodation. From the qualitative evidence the reasons for these variations appear to be because of the following:

- more widespread publicity about the specified accommodation system within the supported housing sector in England; and
- the greater level of funding reductions by local authorities in England for support services in supported housing, leading to providers reconsidering their levels of rents and service charges and seeking to have these Housing Benefit claims accepted under the specified accommodation rules.

Indicative evidence from the provider survey also supports this observed trend. Respondents were asked to indicate for each authority they operate in whether their supported housing schemes had been accepted as specified accommodation or not. Table 3.7 presents these results and indicates that for all providers with supported housing schemes or services in English local authorities, 84 per cent indicated that either all or some of them were accepted as specified accommodation. This compares to 65 per cent of providers with supported housing in Welsh local authorities and 74 per cent of providers with supported housing in Scottish local authorities.

Table 3.7 Classification of specified accommodation by country

	England (%)	Wales (%)	Scotland (%)	Great Britain (%)
Yes, ALL supported housing schemes/services accepted as specified accommodation	77	41	37	60
Yes, SOME supported housing schemes/services accepted as specified accommodation	7	24	37	17
No supported housing schemes/ services accepted as specified accommodation	4	0	13	5
Don’t know	13	34	13	18
Total	**100**	**100**	**100**	**100**

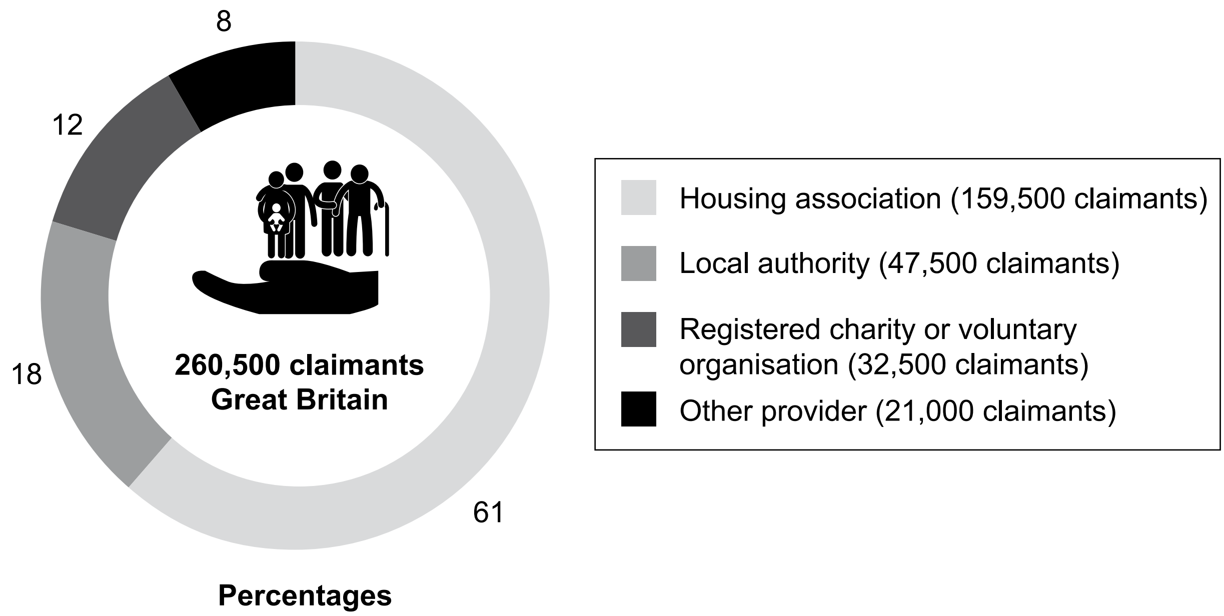
Source: Provider survey. Base: 115 provider respondents.
Fieldwork dates: 17 February – 9 March 2016.

3.4.2 Specified accommodation and landlord type

As across the wider supported housing sector, provision of specified accommodation is dominated by housing associations. Figure 3.6 indicates that across Great Britain, an estimated 61 per cent of specified accommodation claimants are in housing association accommodation and a further 18 per cent are estimated to live in local authority accommodation.

Around one in five of all claimants are estimated to live in accommodation where the landlord is a registered charity or voluntary sector or ‘other’ provider. The specified accommodation definition does not allow for landlord types other than housing associations, charitable or voluntary sector landlords or local authorities; the qualitative evidence from research participants in relation to possible confusion about the specified accommodation rules and criteria would suggest that where a response to the survey of a landlord type of ‘other’ has occurred this is likely to be one of the other three landlord types shown in Figure 3.6. but has not been coded as such in the survey.

Figure 3.6 Profile of specified accommodation by landlord type across Great Britain



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

As Table 3.8 indicates, the profile of specified accommodation by landlord type differs most markedly in Scotland where charities or voluntary sector organisations account for an estimated 30 per cent of specified accommodation compared to six per cent in Wales. Housing association provision is more significant in Wales and England than in Scotland.

Table 3.8 Profile of specified accommodation by landlord type and country

Landlord type	England		Wales		Scotland		Great Britain	
	Claimants	%	Claimants	%	Claimants	%	Claimants	%
Housing association	146,000	61	6,000	83	7,500	57	159,500	61
Local authority	45,500	19	500	8	1,500	13	47,500	18
Registered charity or voluntary sector	28,000	12	500	6	4,000	30	32,500	12
Other provider	21,000	9	*	3	*	*	21,000	8
Total	**240,500**	**100**	**7,000**	**100**	**13,000**	**100**	**260,500**	**100**

Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

It should be noted that local authority supported housing does not fall within the exempt accommodation category of specified accommodation, however, in England many local authorities with retained social housing stock are also Registered Providers and as such could potentially fall within the exempt accommodation category definition. In completing the survey it is likely that some participants have recorded claims under local authority when in practice they would be classified as a Registered Provider under the specified accommodation definition.

3.4.3 Specified accommodation, gender and age

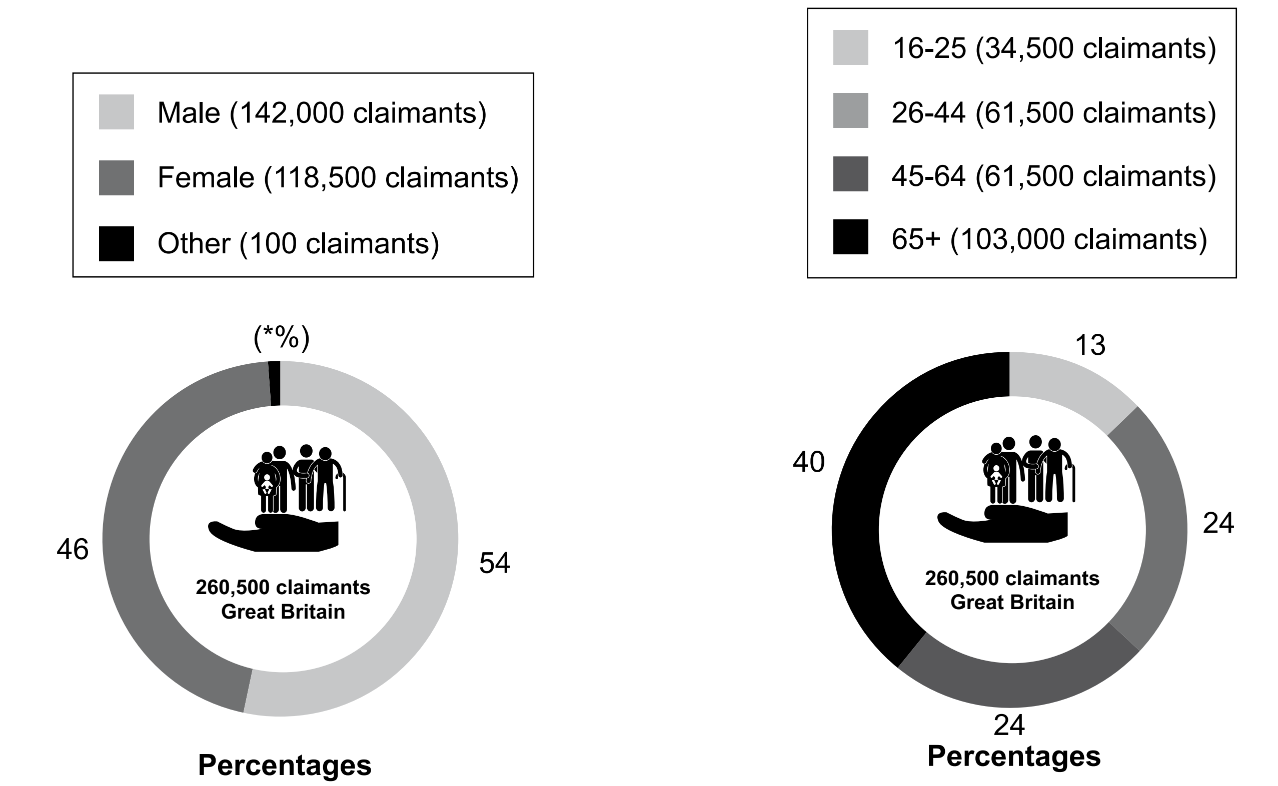
As indicated in Figure 3.7, in terms of gender, specified accommodation claimants are evenly split. It is estimated that just over half of all specified accommodation claimants across Great Britain are male and just under half are female. The gender profile varies little across the three nations.

It is estimated that across Great Britain a majority of specified accommodation claimants are of working age (60 per cent) compared to an estimated 40 per cent who are older (65+)[44]. Among those of working age there is a broadly even split between those aged between 26-44 and those aged 45-64. It is estimated that those 25 years of age and younger account for 13 per cent of all specified accommodation claimants in Great Britain.

Analysis of Family Resources Survey data (2013/14) indicates that 64 per cent of the adult population across Great Britain is of working age and 17 per cent are 65 years of age or older. Among social renters specifically the proportion that are older is marginally lower, with 16 per cent of all social renters in Great Britain 65 years of age or above. Compared to these broader population profiles, this suggests that older people are disproportionately represented within supported housing – earlier analysis (see section 3.3) estimates that 71 per cent of all supported housing units are for older people and 29 per cent is working-age provision.

[44] Housing Benefit teams were asked to breakdown specified accommodation claimants by both age category and if this was not possible more broadly by whether they were working age or pension age (qualifying for Pension Credit). To estimate the overall number of specified accommodation claimants that are either working-age or older (65+) responses from both sets of questions have been combined.

Figure 3.7 Profile of specified accommodation by gender and age across Great Britain



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

As indicated in Table 3.9, across the nations there is some variability in the age profile of specified accommodation claimants. The estimated proportion of working-age claimants in Wales and Scotland is markedly higher than in England, whereas the scale of specified accommodation claimants that are older in England is higher than in either Wales or Scotland.

Survey results also indicate that disproportionately more supported housing for older people has not been classified as specified accommodation. It is estimated that 22 per cent of all supported housing units for older people includes a claimant that is 65 or over who lives in supported housing classified as specified accommodation. In contrast, it is estimated that 83 per cent of all working-age supported housing units includes a claimant identified to be living in supported housing classified as specified accommodation.

The percentage of older people living in supported housing classified as specified accommodation is higher in England (41 per cent) compared with Scotland (23 per cent) and Wales (29 per cent). Qualitative evidence suggests that an increasing number of providers, particularly in England in the context of funding reductions by local authorities for support services in supported housing, have been reviewing the rents and service charges (including housing management costs) of their older people's supported housing and seeking to get these accepted as specified accommodation.

Table 3.9 Profile of specified accommodation by gender and age by country

Demographic characteristics	England		Wales		Scotland		Great Britain	
	Claimants	%	Claimants	%	Claimants	%	Claimants	%
Male	130,500	54	4,000	55	7,500	58	142,000	54
Female	110,000	46	3,000	43	5,500	42	118,500	46
Other	*	*	0	0	0	0	*	*
Total	**240,500**	**100**	**7,000**	**100**	**13,000**	**100**	**260,500**	**100**
16-25	32,000	13	1,000	18	1,500	12	34,500	13
26-44	55,000	23	2,000	29	4,500	35	61,500	24
45-64	55,500	23	2,000	29	4,000	31	61,500	24
65+	98,000	41	2,000	29	3,000	23	103,000	40
Total	**240,500**	**100**	**7,000**	**100**	**13,000**	**100**	**260,500**	**100**
Working age	142,500	59	5,000	71	10,000	77	157,500	60
Older (65+)	98,000	41	2,000	29	3,000	23	103,000	40
Total	**240,500**	**100**	**7,000**	**100**	**13,000**	**100**	**260,500**	**100**

Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

3.4.4 Cost of specified accommodation covered by Housing Benefit

The local authority survey also collected evidence from Housing Benefit teams on the average weekly amount of Housing Benefit award for those in specified accommodation, differentiating by whether the claimant was aged 65 years of age or above (termed older people here) or was of working age. Information was also collected on the lowest and highest amounts of weekly Housing Benefit award and are summarised in Table 3.10.

Table 3.10 Housing Benefit award for those in specified accommodation across Great Britain (Oct-Dec 2015)

	Older people claimants in SA Weekly Housing Benefit award			Working-age claimants in SA Weekly Housing Benefit award			All claimants in SA
	Lowest (£pw)	Highest (£pw)	Average (£pw)	Lowest (£pw)	Highest (£pw)	Average (£pw)	Average (£pw)
England	£51	£597	£137	£51	£606	£171	£157
Wales	£77	£369	£149	£56	£434	£179	£172
Scotland	£50	£479	£140	£50	£515	£199	£186
GB average			**£137**			**£173**	**£159**

Source: Local authority survey. Base: 62-135 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

Across the country, average estimated Housing Benefit awards for those in specified accommodation are consistently lower for older people and higher for those of working age. The overall average weekly Housing Benefit award for older claimants is estimated to be £137 per week compared to £173 per week for working-age claimants.

The average estimated Housing Benefit award for older claimants is highest in Wales (at £149 per week) and lowest in England, whereas the average estimated Housing Benefit award for working-age claimants is highest in Scotland (at £199 per week).

To some degree this pattern of variance is explained by the profile of supported housing in each country. For example, the supported housing sector in Scotland is more likely to cater for more expensive forms of working-age provision – section 3.3 indicates a greater prevalence of provision for people with learning disabilities and single homeless people than across Great Britain as a whole.

An estimated ten per cent of all supported housing provision in Scotland is provided for these working-age client groups, compared to six per cent and seven per cent respectively across Great Britain.

As might be expected given the scale of the supported housing sector in England relative to Wales and Scotland, the widest variability in Housing Benefit awards is seen across England.

3.5 Turnover and voids

3.5.1 Turnover

In this context, turnover is the flow of people through the supported housing stock over a period of time and provides one measure of the utilisation of supported housing that can be differentiated by key client groups.

The evidence from the review suggests that while many local authorities still collect data on turnover in supported housing (80 per cent of commissioner responses to the local authority survey indicated local authorities collected at least some information), there is considerable variation in both the measurement approaches used and the client groups for which it is collected. Most commonly, commissioners indicate collection of a throughput measurement that assesses the number of exited service users during a measurement period against the number of service users at the end of the measurement period. This measurement period may be monthly, quarterly or annual. Some track the number of placements and number of move-on during a measurement period, some monitor start and end dates of each user to determine length of stay while others measure the number of relets as a proportion of the total stock of units.

The provider survey collected data from research participants on the number of units for each client group as well as the number of new clients using the service within the last year. Although this data can be treated only as indicative, it provides some evidence of turnover by key client groups across Great Britain. The data in Table 3.11 shows this relationship for key client groups, based on all provider responses covering England, Wales and Scotland.

A value of one would indicate that there have been as many new clients throughout the last year as there are units. A value higher than one suggests higher turnover (with more new clients than units – such as hostel accommodation for the homeless for example) whereas a value lower than one suggests lower turnover (for example a long-term family home for someone with a learning disability). It should be noted that a value below one is not necessarily an indication of under-utilisation as is explained further below when considering some of the factors influencing variability in voids by client group.

The analysis in Table 3.11 suggests that supported housing provision for people at risk of domestic abuse and the homeless have the highest proportion of new clients to existing units, whereas provision for people with a disability and older people show the lowest proportions.

Table 3.11 Relationship between new clients and number of units by client group across Great Britain

	Relationship between new clients in the last year and the number of units
Older people (65+)	0.18
Homeless people (inc single, rough sleepers and families)	2.06
Vulnerable young people (16-25 and including teenage pregnancy)	1.06
People with a learning or physical disability	0.09
People with mental health problems	0.27
People at risk of domestic abuse	2.59
Other (inc refugee, offenders and those with drug/alcohol problems)	0.89
All client groups	**0.84**

Source: Provider survey. Base: 121 provider respondents.
Fieldwork dates: 17 February – 9 March 2016.

3.5.2 Voids

Voids are an alternative measure of the utilisation of supported housing but in contrast to turnover (which indicates throughput), voids provide a measure of the capacity, or lack of capacity at a point in time.

Fewer local authorities routinely collect data about the number of voids in their area – 62 per cent of commissioners indicated void information was collected and of those indicating void information is collected, over half (57 per cent) were unable to provide any void data requested on the main client groups (older people, homeless and people with a disability).

Evidence from the qualitative interviews suggest this is typically due to local authorities either no longer funding support in supported housing where such data was previously collected or no longer making use of such data. Where local authorities do collect this type of data, typically they use it as part of assessing the performance of supported housing schemes with providers.

3.5.3 Incentives to reduce voids

Rental income loss is a very strong incentive for providers to minimise void periods; where a unit is void, Housing Benefit cannot be claimed. Some provider participants explained that, in some contracts, local authority commissioners will cover the rental losses where voids occur. This practice seems to be most likely to apply to mental health, learning disability, bail schemes and care leavers’ supported housing schemes. However, providers reported that such arrangements have reduced over time and they are now bearing more of the risk of void losses.

Many providers, particularly Registered Providers (in England) and Registered Social Landlords (in Scotland and Wales) and their boards and regulators monitor void performance closely. Providers said that, given the high level of turnover in much supported housing, some voids are inevitable. Evidence from the qualitative interviews suggests that a five to ten per cent void rate (that is the percentage of unoccupied properties of total properties at any given time) would be a typical range. The presence of voids does not necessarily mean that there is not high demand for supported housing services.

CORE collects information from Private Registered Providers in England on the average number of days a property was vacant prior to a new letting being made and disaggregates this by client group. As evidence from the latest CORE return data (2014/15) shows[45], and presented in Table 3.12, there is marked variation in the void periods in supported housing for different client groups, a feature that is supported by the qualitative evidence.

Notably the void period for supported housing provided for those with learning disabilities, a physical disability and older people stand out (a median of 41, 20 and 21 vacant days prior to a letting respectively), whereas the void period for supported housing provision for single homeless people, for offenders and those at risk of domestic abuse are considerably shorter at one day or less. Taking all working-age client groups together the median number of days a property is vacant prior to a new letting is two days.

Table 3.12 Median number of vacant days prior to letting by client group (Private Registered Providers England-only)

	Median number of days property vacant prior to a new letting
Older people (65+)	21
Single homeless people (inc rough sleepers)	0
Homeless families	9
Vulnerable young people (16-25)	2
People with learning disabilities	41
People with physical disabilities or sensory impairment	20
People with mental health problems	17
People with drug or alcohol misuse needs	2
Offenders	1
At risk of domestic abuse	1
Other	6
All client groups	**7**
All working-age client groups	**2**

Source: CORE social lettings 2014/15 (DCLG).

45 Analysis of CORE return data for 2014/15 conducted by the CORE team. Further information on CORE data can be found here: https://core.communities.gov.uk/

3.5.4 Factors influencing voids

Responses to the qualitative interviews provide further evidence on some of the factors that account for this variable pattern in void levels which can be summarised as follows:

- More repairs, replacements and maintenance required in supported housing, due to behaviour, disability, high turnover – this can increase the void period between lets, although this will depend on provider efficiency;
- The risk of voids is higher in schemes which are more specialist, more geographically remote, or have a smaller number of bedspaces;
- The lettings process needs to check the compatibility of tenants in smaller and/or long-term supported housing; this might be as simple as matching age group (16-17 years; 18 years and over) or gender; or more complex, such as assessing whether tenants will get along in long-term supported housing for people with learning disabilities;
- Some types of scheme can take a while to achieve full capacity once they are opened; this will depend on profile, awareness raising, referral routes;
- Providers of supported housing for people with learning disabilities, complex needs, significant mental health problems said that delays getting health and social care agreement around discharge from long-stay hospitals and the setting up of care packages can create extended void periods;
- Less desirable stock or locations: this is more likely to be an issue in the older people's sector (some providers had successfully driven down voids through refurbishment and better marketing); and
- Longstanding issues with voids suggest either ineffective commissioning or that a service is no longer relevant to meeting the intended clients' needs.

There is qualitative evidence of a trend in homelessness services of local authority commissioners seeking more control over who is going into supported housing so they can be confident of being able to discharge their statutory homelessness duties, given limited support budgets. The evidence suggests that the most effective local authorities are using a combination of relationships with providers and regular data collection to make the best use of local supported housing.

3.6 Estimating the cost of the supported housing sector

Official data puts the current total spend on Housing Benefit across Great Britain at nearly £24bn[46], representing around 11 per cent of the total welfare spend across the country[47].

Earlier analysis (see section 3.2) has indicated that supported housing accounts for a relatively small proportion of the social rented stock (around 14 per cent). Analysis of the scale and scope of the sector has, however, indicated that provision is focused on people with a high degree of vulnerability. Furthermore, and as is explored in further detail in section 4.2, there are a range of reasons why supported housing costs can be higher than mainstream housing costs. As such it might be expected that the element of Housing Benefit covering the supported housing sector will be greater relative to the overall scale of the sector in relation to other forms of housing provision eligible for Housing Benefit.

Summarised below are the results of an analysis to derive a best estimate of the housing costs of supported housing that are covered by Housing Benefit across Great Britain as at December 2015. Due to differences in the availability and quality of data, separate estimates have been derived for each country using the best available evidence. A fuller description of the approach and sources of data used to derive these estimates can be found in Appendix B (Tables B.8 to B.18). Cost data presented in the tables that follow has been rounded. Where presented totals do not sum, this is due to the effect of rounding.

3.6.1 The cost of supported housing covered by Housing Benefit in Great Britain

Figure 3.8 indicates that across Great Britain it is estimated that the total annualised Housing Benefit spend on supporting housing at December 2015 is around £4.12bn – equivalent to an estimated £6,300 per annum (or £122 per week) per supported housing unit. The majority of this annualised Housing Benefit spend covers supported housing for older people (£2.41bn and 58 per cent of total Housing Benefit spend), while spend on working-age provision is estimated at £1.72bn, or 42 per cent of total spend.

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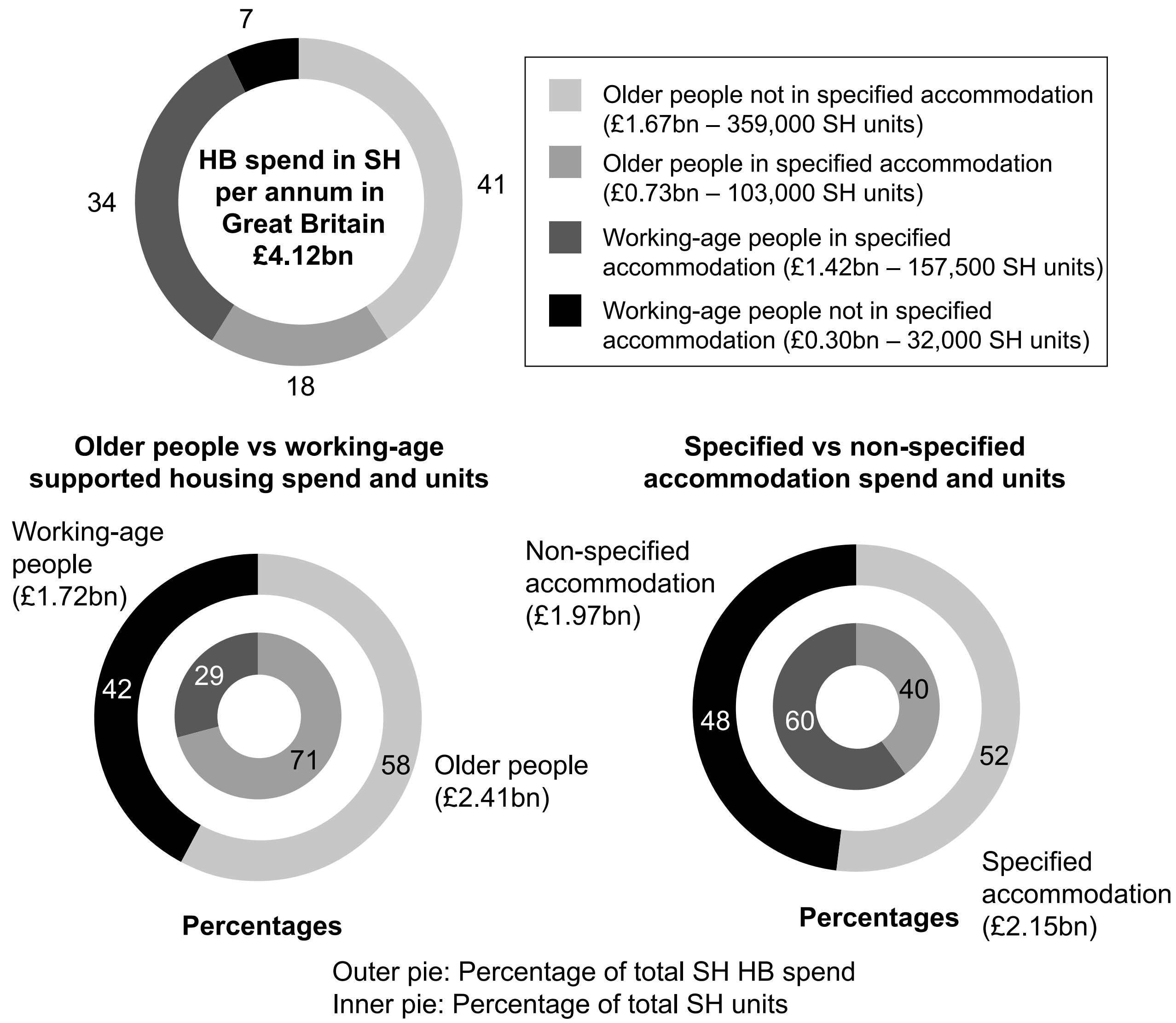
46 Current Housing Benefit spend across Great Britain is £23.8bn GB, with England accounting for £21.03bn, Scotland £1.73bn and Wales £995m – see https://www.gov.uk/government/statistics/benefit-expenditure-and-caseload-tables-2015

47 Based on data set out in Welfare trends report, published by the Office for Budget Responsibility in October 2015: "%20http://budgetresponsibility.org.uk/docs/dlm_uploads/Welfare_trends_report_2014_dn2B.pdf" http://budgetresponsibility.org.uk/docs/dlm_uploads/Welfare_trends_report_2014_dn2B.pdf

Figure 3.8 Estimated annualised cost of Housing Benefit for supported housing (SH) across Great Britain (at December 2015)



Sources: Local authority survey, provider survey and CORE Social lettings 2014/15 (DCLG).
Base: 177 Housing Benefit team respondents, 83 Commissioners and 65 providers across Wales and Scotland.

Figure 3.8 also compares the estimated spend levels by older person and working-age provision as well as by specified and non-specified accommodation relative to their estimated stock and suggests the following:

- **The relative spend on working-age provision is greater than that on provision for older people** – working-age provision accounts for an estimated 42 per cent of total HB spend for 29 per cent of the total estimated stock compared to provision for older people which accounts for an estimated 58 per cent of total HB spend but 71 per cent of the total estimated stock. Further analysis suggests that the average HB spend per annum is around £9,000 per working-age unit compared to around £5,200 per older person unit.

- **The relative spend on supported housing classified as specified accommodation is greater than that on provision for non-specified accommodation** – specified accommodation accounts for an estimated 52 per cent of the total HB spend, while accounting for around 40 per cent of the total estimated stock of supported housing. Further analysis suggests that the average HB spend per annum is around £8,300 per unit classified as specified accommodation compared to around £5,000 per non-specified accommodation unit.

As indicated in section 3.4, the predominance of working-age claimants living in specified accommodation (60 per cent) is likely to account for the disproportionately higher amount of spend on specified accommodation relative to its scale.

Table 3.13 summarises the estimated annualised Housing Benefit spend by country. The supported housing sector in England accounts for the majority of the total annualised spend (85 per cent), reflecting its share of the estimated total number of units (also 85 per cent). It is estimated that Scotland accounts for ten per cent of the annualised spend and Wales accounts for five per cent again broadly in line with their estimated share of total units.

Table 3.13 Summary of estimated annualised cost of Housing Benefit for supported housing across Great Britain (at December 2015)

	England £m	%	Wales £m	%	Scotland £m	%	Great Britain £m	%
Supported housing for older people classified as specified accommodation	£700 (95%)	20	£15 (2%)	7	£20 (3%)	5	£735 (100%)	18
Supported housing for older people NOT classified as specified accommodation	£1,380 (82%)	40	£135 (8%)	60	£160 (10%)	39	£1,675 (100%)	41
Supported housing for working-age people classified as specified accommodation	£1,265 (89%)	36	£50 (4%)	22	£105 (7%)	26	£1,420 (100%)	34
Supported housing for working-age people NOT classified as specified accommodation	£145 (49%)	4	£25 (9%)	11	£125 (42%)	30	£295 (100%)	7
Total	**£3,490 (85%)**	**100**	**£225 (5%)**	**100**	**£410 (10%)**	**100**	**£4,125 (100%)**	**100**
Specified accommodation cost	£1,965 (91%)	56	£65 (3%)	29	£125 (6%)	30	£2,155 (100%)	52
Non-specified accommodation cost	£1,525 (77%)	44	£160 (8%)	71	£285 (15%)	70	£1,970 (100%)	48
HB spend pa per Supported housing unit	£6,300	-	£5,800	-	£6,900	-	£6,300	-

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners). Provider survey (65 covering Wales and Scotland). CORE social lettings 2014/15 (DCLG).
Note: Figures presented in brackets are the row per cent.

Further details of the cost of supported housing across the nations are presented in Appendix B (Tables B.8 to B.18).

This analysis shows that the total estimated annualised Housing Benefit spend across England is £3.49bn, equivalent to around £6,300 per annum per supported housing unit. Supported housing for older people that has not been classified as specified accommodation accounts for the largest proportion of this spend in England (40 per cent or an estimated £1.38bn per annum).

A slightly smaller but still significant proportion of total spend in England is accounted for by provision for working-age people living in specified accommodation. This accounts for 36 per cent of total estimated Housing Benefit spend in England – equivalent to nearly £1.27bn per annum.

These forms of supported housing are the most prevalent in England – accounting for an estimated 54 per cent and 26 per cent of the total stock in England respectively.

Reflecting the smaller scale of supported housing in Wales, the estimated amount of Housing Benefit spend is lower – an estimated £0.22bn, equivalent to around £5,800 per annum per supported housing unit. In contrast to England, the estimated amount of Housing Benefit spend covered by specified accommodation represents a smaller proportion of the total – 29 per cent compared to 56 per cent in England. This may in part reflect a higher proportion of older people provision not being classified as specified accommodation in Wales – 93 per cent compared to 75 per cent in England.

Scotland is estimated to account for around ten per cent of the total annualised Housing Benefit spend on supported housing – an estimated £0.41bn and equivalent to around £6,900 per annum per supported housing unit.

In contrast to England and Wales, the majority of the Housing Benefit spend in Scotland (an estimated £230m) is accounted for by working-age provision – 56 per cent compared to 44 per cent of total spend on older people provision. This in part at least, will be explained by the differing profile of supported housing provision in Scotland. In particular, it is evident from earlier analysis that provision of supported housing for single homeless people and for people with learning disabilities is relatively more significant in Scotland than across the rest of Great Britain – both accounting for an estimated ten per cent of all supported housing in Scotland compared to six per cent and seven per cent respectively across Great Britain. Such provision is recognised as being more expensive.

As in Wales, the estimated spend on supported housing classified as specified accommodation in Scotland is much lower than in England (30 per cent of estimated total spend in Scotland compared to 56 per cent in England). This is consistent with earlier analysis which suggests a more limited application of the specified accommodation definition in Scotland and Wales – 22 per cent of all supported housing in Scotland is estimated to be specified accommodation, compared to 43 per cent of all supported housing in England.

3.6.2 Additional spend beyond Housing Benefit

The review has sought to gather some further evidence on the sources and amount of additional funding for supported housing beyond Housing Benefit, that is funding for support and care in supported housing. Those responding to the provider survey were asked to indicate the sources and proportion of funding beyond rent and service charges that were used to provide supported housing services, while commissioners responding to the local authority survey were asked to estimate the average weekly amounts of funding in addition to Housing Benefit by client group.

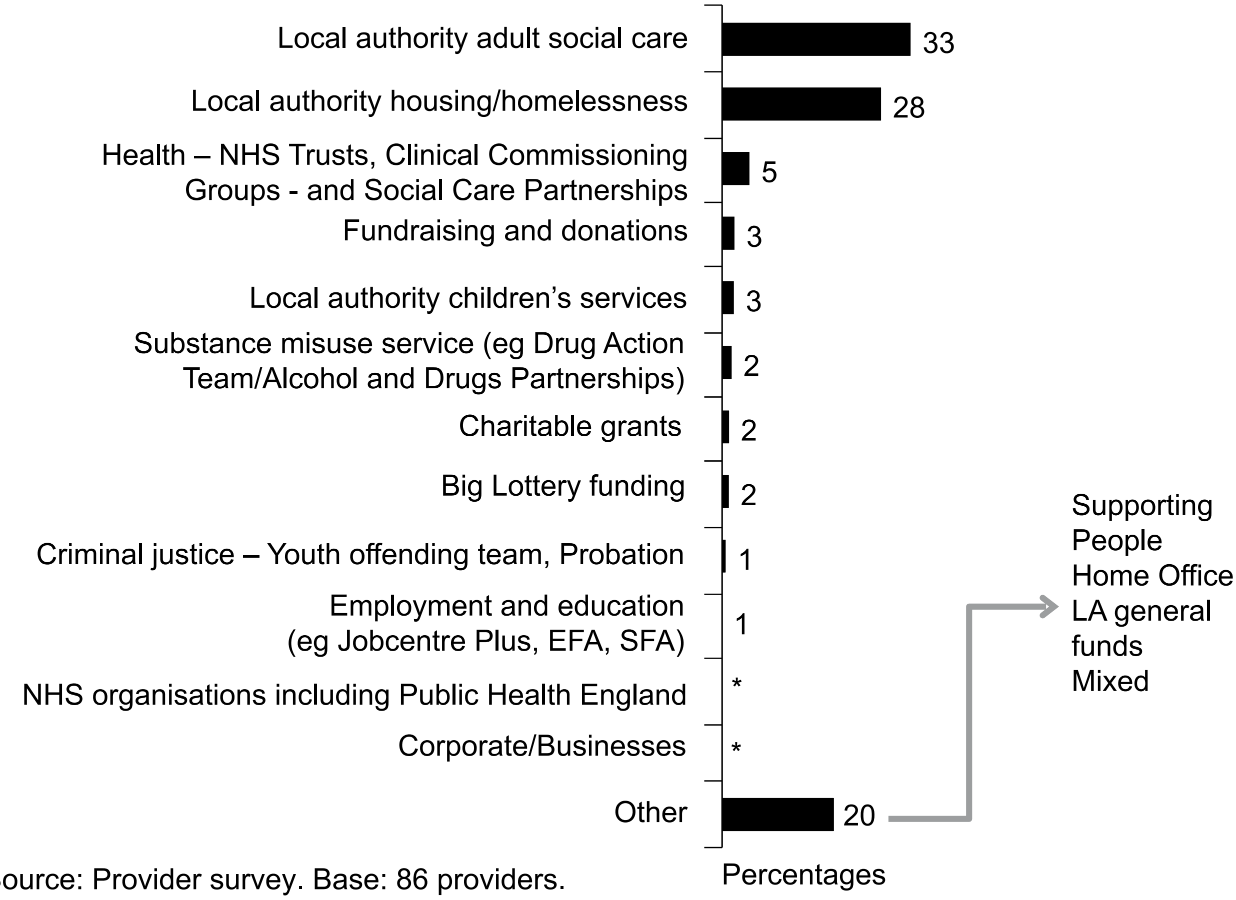
It is evident from the more detailed follow-up interviews with local authority commissioning teams (commented on further in section 4.1), that due to differences in approaches to commissioning and in data recording, evidence on this aspect of spend, particularly around the amount of additional funding should be treated as indicative only.

As indicated in Figure 3.9, responses to the provider survey suggest that funding from local authority sources including adult social care and housing or homelessness account for the majority of additional funding beyond rent and service charges. Indicatively, providers estimate that, on average, adult social care and local authority housing or homelessness funding accounts for a little more than 60 per cent of all additional funding.

Funding from health sources is estimated to account for five per cent of additional funding on average and fundraising and donations account for an estimated three per cent. Approximately a third of additional funding is identified to come from other sources which in addition to specified sources such as children’s services, substance misuse services, charitable grants and Big Lottery funding also included other sources. These other sources most commonly included Supporting People funding in Wales and Scotland (now typically referred to as housing support funding), Home Office funding in England, and other general funds available from local authorities.

Figure 3.9 Additional sources of funding for supported housing

Q8/9. Still thinking about other sources of funding beyond rent and service charge for all the client types for whom you provide supported housing services as a whole, please indicate what percentage of this other funding comes from the following sources?



Source: Provider survey. Base: 86 providers.
Fieldwork dates: 17 February – 9 March 2016.

As part of the local authority survey, commissioners were asked to estimate the average weekly funding amounts[48] in addition to Housing Benefit by key client groups. There are few comparable existing data sources against which these estimates can be validated (Table B.7 in Appendix B shows a comparison of Welsh survey estimates with the latest available Supporting People spend recorded by Welsh Government), and as such these estimates should be treated as indicative only.

Data is presented in Table 3.14 and suggests that across Great Britain an estimated £2.05bn per annum is spent on supported housing in addition to that covered by Housing Benefit, that is covering support and care costs.

Qualitative evidence from research participants highlighted the difficulty that some local authorities had in identifying this data for all client groups, and the variability of survey responses from local authority commissioners, suggests that it is likely that this amount is an underestimate of the actual amount of additional funding. In addition, it is possible that some respondents may have included funding for some client groups that may not be specifically linked to accommodation-based supported housing services.

48 Note, responses have been normalised to show the estimated average amount of additional funding for each client group as a whole, accounting for some respondents who provided average funding estimates per person per week.

However, evidence from commissioners, particularly in England, indicates that many expect funding for supported housing that is in addition to Housing Benefit, to fall further over the next few years as a result of continuing reductions in funding for local authorities.

Table 3.14 shows that the majority of this additional funding, an estimated £1.58bn, covers the supported housing sector in England, which is unsurprising given that England accounts for an estimated 85 per cent of all supported housing units in Great Britain. Estimated additional spend accounts for around £390m in Scotland, and an estimated £80m in Wales.

There are some consistent patterns in additional spend across all three nations. Estimated additional spend on provision for people with learning disabilities accounts for the largest proportion of total additional spend – accounting for 41 per cent of total additional spend across Great Britain and ranging from an estimated 39 per cent of total additional spend in Wales to 45 per cent in Scotland. Given the often higher care and support needs associated with this particular client group, it is not surprising to see additional spend on people with learning disabilities predominate.

Additional spend on provision for single homeless people and those with a mental health problem account for 11 per cent of the total estimated additional spend across Great Britain respectively.

Table 3.14 Estimated amount of additional spend on supported housing beyond Housing Benefit per annum by client group

Client group	England £m		Wales £m		Scotland £m		Great Britain £m	
	Mean pa/client group	%	Mean pa/ client group	%	Mean pa/ client group	%	Mean pa/client group	%
People with learning disabilities	£640	40	£31	39	£176	45	£847	41
Older people (65+)	£271	17	£5.5	7	£21.5	5	£297.5	15
Single homeless people (inc rough sleepers)	£177.5	11	£7	9	£50.5	13	£235	11
People with mental health problems	£166	10	£10.5	13	£51.5	13	£228	11
Vulnerable young people (16-25)	£104	7	£10	13	£17.5	5	£132	6
People with drug or alcohol misuse needs	£38	2	£4	5	£23.5	6	£65.5	3
Others	£60	4	£1.5	2	£1.5	*	£63	3
People with physical disabilities	£35	2	£1	1	£23	6	£59	3
At risk of domestic abuse	£36.5	2	£5.5	7	£15	4	£57	3
Offenders	£34	2	£1.5	2	£1	*	£36.5	2
Homeless families	£19.5	1	£2.5	3	£8	2	£30	1
Total	**£1,581.5**	**100**	**£80**	**100**	**£389**	**100**	**£2,050.5**	**100**

Source: Local authority survey. Base: 83 commissioners.
Fieldwork dates: 19 October – 2 December 2015.

Results also suggest some marked variability in estimated amounts of additional spend across the nations for some key client groups. Additional spend on the provision of supported housing for older people accounts for an estimated 15 per cent of total additional spend across Great Britain. In England it accounts for 17 per cent of total additional spend compared with five per cent in Scotland. This may be a reflection of the significant growth in extra care housing models particularly in England over recent years.

In Wales additional spend on supported housing for vulnerable young people and those at risk of domestic abuse is more prominent than across Great Britain as a whole. These two groups account for 13 per cent and seven per cent respectively of total additional spend in Wales compared to six per cent and three per cent across Great Britain as a whole. The evidence from research participants suggests that the continuation of the Supporting People programme in Wales has led to the greater retention of expenditure on support for these client groups compared, for example, with England.

In Scotland additional spend on supported housing for people with drug or alcohol misuse needs is more prominent than across Great Britain as a whole (accounting for six per cent of total additional spend in Scotland compared to three per cent across Great Britain). In contrast, additional spend on supported housing for offenders and other groups is estimated to be lower in Scotland when compared with estimated levels across Great Britain as a whole.

3.6.3 The role of Discretionary Housing Payments

As part of the local authority survey, Housing Benefit team respondents were asked to indicate the extent to which Discretionary Housing Payments (DHPs)[49] were being used to cover any shortfall in housing costs for those living in supported housing (that is those not classified as living in specified accommodation) for those affected by key welfare reforms. Figure 3.10 indicates that there is limited use of DHPs with seven per cent of Housing Benefit teams saying they are using DHP funding either a great deal or a fair amount to cover any shortfall in housing costs of those in supported housing.

The majority (79 per cent) say they are not using DHP at all or very much, a pattern that is consistent across all three nations. This is likely to reflect that a significant proportion of supported housing comes under the specified accommodation definition, specifically the exempt accommodation category which currently provides Housing Benefit claimants with exemptions from welfare reform measures including the Benefit Cap and Removal of the Spare Room Subsidy.

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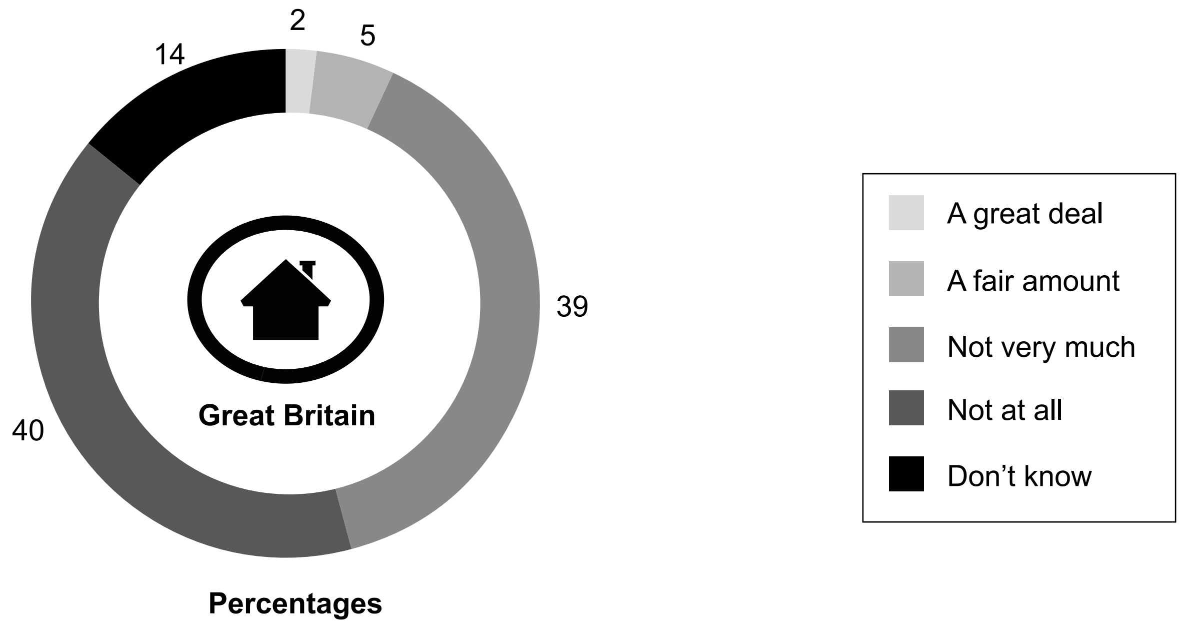
49 Discretionary Housing Payments are a fund allocated to local authorities, supplied in part by DWP, that can be used, at the discretion of the authority, towards housing costs for those in receipt of Housing Benefit or Council Tax Benefit. As part of the welfare reform measures, the Government increased the amounts of Discretionary Housing Payment funding made available to local authorities.

Figure 3.10 Discretionary Housing Payment funding covering any shortfall across Great Britain

Q10. To what extent, if at all, is your local authority using your Discretionary Housing Payments (DHP) funding pot to cover any shortfall in housing costs of those in supported housing?



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

4 Commissioning, costs, quality and practice

This chapter presents and discusses findings from qualitative and quantitative data, to answer the research questions relating to commissioning, costs, quality and practice (as set out in more detail in Chapter 1).

4.1 Methods and data sources

The qualitative component of the review took place between March 2015 and February 2016 and in total involved over 200 participants, including local authority officers (both commissioners and Housing Benefit officers), providers and sector bodies from England, Scotland and Wales. This included 54 in-depth qualitative interviews and seven discussion groups: three in England, two in Scotland and two in Wales. Full details of this component of the review are presented in Appendix A. Detailed notes were taken during each interview and discussion group and the ensuing 100,000 words of qualitative data were analysed and organised ('coded') under the 19 thematic headings ('nodes') shown in Appendix A. The material under each node was then analysed to extract the key and recurring points, which are presented under the relevant headings in this chapter.

These interviews sought to provide greater insight and understanding to give context to the quantitative data. They also addressed additional questions that emerged during the review – specifically in relation to understanding how the quality and value for money of supported housing services is determined and understood, and a better understanding of the interface of supported housing with health and social care services.

The findings from this review were sense-tested through roundtable events in England, Scotland and Wales, involving a total of 57 participants from local authorities, providers and sector bodies.

Section 4.5 covers the responses from the qualitative data to a series of supplementary questions that emerged during the review in relation to participants' views and perspectives about:

- The likely impact of the proposed cap of supported housing rents and service charges at Local Housing Allowance (LHA) rates;
- The implications and issues linked to the current definitions of supported housing; and
- Drivers for local authorities and different types of providers to deliver and develop supported housing.

Some short, anonymised practice examples are included in this chapter. These are drawn from the qualitative interviews with local authorities and providers and have been selected in order to illustrate the research findings. The intention here was to highlight 'good practice' in relation to the topic being discussed, although it is not possible to assess how widespread these practices are or whether they do indeed represent best practice.

4.2 How is supported housing commissioned and who is responsible for supported housing?

4.2.1 The changing economic and policy context

The changes to supporting people since 2003 have occurred against a context of significant reductions to local authority budgets, particularly in England. In Scotland, the average change in local authority funding of housing support was around a four per cent reduction from 2010/11 to 2011/12, with a projected decrease of around two per cent for the following year (HSEU, 2012)[50].

In England a National Audit Office (NAO) report about the impact of local authority funding reductions showed that certain sub-services have experienced very substantial cuts in spending. Spending on the Supporting People programme, housing support and advice for vulnerable people fell by 45 per cent (between 2010/11 and 2014/15).[51]

The qualitative evidence confirms this picture of significantly reduced investment in the funding of support in supported housing services in England. A view was expressed at the English roundtable event that, in some local authorities, further reductions in funding for supported housing have been made since the primary data collection for this research in late 2015.

There is no statutory duty for local authorities to provide supported housing services per se, though supported housing may be a means of meeting other statutory duties, such as providing suitable housing, care and support for people with disabilities or providing housing for homeless people in priority need.

The Scottish and Welsh governments have taken different approaches to that of the UK government on devolved policy areas, such as homelessness, social care, violence against women and girls, and criminal justice.

This context has given rise to significant changes in how supported housing is commissioned, what is commissioned, how and by whom. Although there are some consistent trends across Great Britain, there is also very significant variation by nation, by local authority and by client group.

4.2.2 What is driving demand for supported housing?

Supported housing for people with disabilities

A recurring theme from research participants across Great Britain is that there is increasing demand for supported housing for people with learning disabilities and mental health problems. There are several key factors driving this trend:

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50 HSEU (Housing Support Enabling Unit) (2012) local authority funding of housing support 2011/12 and 2012/13.

51 'Impact of funding reductions on local authorities' published by National Audit Office (2014).

- The population of people with learning disabilities is slowly increasing (due to medical advances, which have led to higher survival rates at birth and longer life expectancy);
- The closure of long-stay hospitals and other institutions: this is part of a long-term trend which began in the 1980s, but has been accelerated by the Department of Health report Transforming Care[52] in the wake of the Winterborne View scandal in 2012;
- There has been a trend amongst local authorities to reduce the use of residential care. One way in which this is being achieved is working with providers to change the status of residential care homes to become supported housing, often referred to as 'de-registration'; that is the residents remain living in the same accommodation but the model changes from registered care to supported housing, with residents becoming tenants and typically becoming eligible to claim Housing Benefit.

Supported housing for older people

Local authorities and health services, as a consequence of an ageing society, are facing increasing pressure on acute and community hospital resources and the provision of domiciliary care services. At the same time there is a policy drive across Great Britain to reduce the use of registered care (residential and nursing care) as far as practicable. Supported housing is seen by many research participants as a means of reducing this pressure in both the short and long term. The key trends are:

- Increasing numbers of older people with dementia and/or multiple conditions, many of whom live alone or with support from a partner;
- Increasing eligibility thresholds and waiting times for statutory adult social care interventions, particularly in England, as a way of managing increasing demand within significantly reduced budgets[53]; and
- Delayed hospital discharges for older people, often caused by issues with access to suitable housing.

There is evidence from research participants of a contraction in the type and extent of support available in sheltered housing, whilst many local authorities (particularly in England and Wales, though less so in Scotland) have been focused on developing extra care housing, often as part of a strategy to reduce the use of residential care.

Supported housing for people who are homeless or at risk of homelessness

This review has identified some evidence of growing demand for supported housing for people who are homeless or are at risk of homelessness:

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52 'Transforming care: A national response to Winterbourne View Hospital Department of Health Review: Final Report' (2012).

53 ADASS Budget Survey 2015 report, June 2015 found an average 30 per cent service reduction of home care for older people in England, http://www.adass.org.uk/uploadedFiles/adass_content/policy_networks/resources/Key_documents/ADASS%20Budget%20Survey%202015%20Report%20FINAL.pdf

- Increased numbers of rough sleepers, demonstrated by the recent DCLG statistics[54] for England. The autumn 2015 total of rough sleeping counts and estimates in England is 3,569. This is up 825 (30 per cent) from the autumn 2014 total of 2,744.
- More of those who are homeless have complex needs[55]; research participants identified that factors contributing to this include closure of mental health units and reduced support for care leavers;
- Greater awareness of domestic violence services by women and a more proactive approach to encouraging reports of domestic violence by partner agencies (driven also by policy changes in Wales and Scotland), which may have raised demand for support and emergency accommodation[56];

The statutory duties in relation to homelessness differ between England, Scotland and Wales. Some participants noted that in Scotland, temporary accommodation is provided to all who are deemed unintentionally homeless, regardless of their level of need which research participants said was increasing demand for supported housing in some circumstances.

4.2.3 Who is responsible for commissioning and funding supported housing?

The evidence from this review is that, in many local authorities in England and Scotland, what had previously been the Supporting People team has been restructured, typically into specific commissioning functions for those who are also eligible for local authority-funded social care (for example, adults with disabilities and older people) and for those who are not (such as people at risk of homelessness, people with lower levels of mental health problems and some older people's provision, typically sheltered housing). In some areas, there appears to have been an increase in the proportion of supported housing services for young people that are commissioned by local authority Children and Young People's Services.

Some local authorities have retained a single team with oversight of supported housing; in other authorities, responsibility for commissioning supported housing has been integrated into roles with a much wider range of responsibilities, typically covering strategic commissioning of housing and/or joint commissioning of adult social care and health, including public health, services.

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54 DCLG (2016) Rough Sleeping Statistics, autumn 2015, England, Homelessness Statistical Release 25th February 2016 show a 30 per cent increase in rough sleeping from autumn 2014 to autumn 2015. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/503015/Rough_Sleeping_Autumn_2015_statistical_release.pdf

55 Homeless Link, (2015). *ibid*: found that 38 per cent of people using accommodation projects in England in 2014-15 have complex.

56 For example, there has been a 43 per cent increase in the cases of domestic abuse recorded by the police in England and Wales from 2007/8 to 2014/15, House of Commons Library Briefing Paper number 6337, 26 February 2016 Domestic Violence in England and Wales.

The evidence from research participants suggests that a considerable number of English authorities have reduced supported housing commissioning capacity, with an impact on their understanding of and relationships with the supported housing sector locally. However, this picture varies, for example, a Metropolitan Council in north east England has sought to 're-think' its approach to commissioning and has adopted a more 'facilitated approach' with providers and developers. They have built strong relationships with and between providers and have adopted an outcome-focused, collaborative approach which has enabled them to 'lever in' investment from housing associations, charities, private investors and the European Union and, in their view, secure better value from public money as a result.

Welsh local authorities have dedicated Supporting People teams (although some authorities have reduced the size of these teams). Guidance is provided for local authorities about commissioning arrangements for supported housing (funded by Supporting People). The Welsh Government Supporting People Programme Grant Guidance (2013)[57] recommends that a Supporting People Planning Group, consisting of a wide membership including voluntary and statutory partners, produces a local authority commissioning plan for supported housing. However, there was some evidence from research participants that such guidance has not necessarily resulted in 'joint commissioning' arrangements for groups who may have, for example, housing support and social care needs.

In Scotland the approach to commissioning varies between local authorities; local health and social care integration has meant that commissioning responsibility for some client needs, where social work teams take a lead, is the responsibility of new Health and Social Care Partnerships, whilst responsibility for commissioning supported housing for people who are homeless has remained with local authorities. The fact that some Scottish local authorities have retained a significant share of supported housing stock means that they also play a key role in the provider market.

In some areas in England, health trusts responsible for mental health and/or learning disabilities are taking an increasing role in commissioning specialist supported housing. For example, a Clinical Commissioning Group in north west England works with a national mental health charity and a national specialist supported housing Registered Provider to provide supported housing for people with mental health problems. This is driven by the need to reduce delayed discharges and close long-stay wards, without relying heavily on out-of-area placements, which tend to cost more than local supported housing. A Registered Provider in London has a contract with a National Health Service (NHS) Trust for the provision of supported housing for people with mental health problems. The provider has demonstrated that they can provide support and housing to this group at much lower cost than the NHS and with better outcomes (for example, reduced use of medication).

However, it was suggested by research participants that such initiatives were relatively unusual: this confirms the survey findings that the extent of health revenue funding in supported housing is limited.

57 The new Supporting People Programme Grant (SPPG) Guidance (Wales) published by Welsh Government.

The evidence from this review suggests that, since its relocation to local authorities in England, public health has become more involved in the commissioning of supported housing. In some of the English authorities interviewed for this review, the former Supporting People team now sits within the Public Health Directorate. In other authorities, public health is responsible for commissioning specific types of supported housing, for example specialist provision for people with addictions.

Within the criminal justice sector, whilst the Ministry of Justice commissions some supported housing for offenders nationally (for example the Bail Accommodation Support Services contract), research participants explained that housing is not yet a significant consideration for most of the relatively new local Community Rehabilitation Companies.

The different policy context across the three nations means supported housing is not always directly commissioned by local authorities or other commissioners. In England, some local authority participants identified that demand from single homeless people who are not assessed as being in 'priority need' can create circumstances where supported housing that is not commissioned by local authorities can exist, and might for example be provided by private landlords working with not-for-profit organisations/providers. In these cases, the regulation of and funding for such supported housing comes from Housing Benefit teams. Some provider participants noted examples where support funding has been withdrawn by local authorities, for example from older people's sheltered housing, meaning that it is effectively no longer 'commissioned' as the service may no longer have funding for support in addition to the income the provider receives from rent and service charges.

Table D.1 at Appendix D identifies the lead commissioning and funding organisation(s) for supported housing. This shows that local authorities retain much of this responsibility, alongside some NHS commissioners, however, for many client needs this responsibility is discretionary.

4.2.4 Who is responsible for regulating supported housing?

The regulation of supported housing varies considerably across Great Britain. In Scotland, the following system applies to supported housing:

- The Care Inspectorate regulates all housing support services, including those where personal care is also provided;
- The Scottish Housing Regulator regulates Registered Social Landlords, including those that provide supported housing;
- Local authorities monitor supported housing services where there is commissioned care and support funding; these arrangements are locally determined; and
- The Scottish Social Services Council (SSSC) is the regulatory body for the social care workforce. Housing support managers are now required to register with the SSSC and the register is open for supervisors. Front line staff in housing support services will be required to register in 2020.

In Wales, the following system applies to supported housing:

- The Welsh Government regulates Registered Social Landlords, including those that provide supported housing;
- Local authorities monitor supported housing services through local Supporting People programme arrangements; these cover the majority of supported housing services; and
- The Care and Social Services Inspectorate Wales (CSSIW) regulates supported housing services where personal care is also provided; it does not regulate support services in supported housing.

In England, the following system applies to supported housing:

- The Homes and Communities Agency regulates Registered Providers, including those that provide supported housing;
- Local authorities monitor supported housing services where there is commissioned care and support funding; these arrangements are locally determined; and
- The Care Quality Commission regulates personal care services, including where this is provided within supported housing; their remit does not include the regulation and inspection of support services in supported housing.

The evidence indicates that regulation of supported housing is less comprehensive in England compared to Scotland and Wales. In England there is no equivalent approach to that taken by the Care Inspectorate in Scotland nor an equivalent to the approach taken by local authorities in Wales under the Supporting People arrangements.

4.3 Why supported housing costs may differ from mainstream housing costs

The key reasons for variations in costs between providing supported housing compared to providing mainstream housing identified from the qualitative research are set out in section 4.3.1. to section 4.3.6.

4.3.1 Maintenance, repairs and renewals

Housing costs tend to be higher in supported housing because of:

- more deliberate and accidental damage in some schemes resulting from disability, substance misuse and less ‘ownership’ than in general needs housing;
- maintenance of assistive technology and accessibility features (lifts, chair lifts, hoist tracking, assistive bathrooms); and
- higher turnover in short stay schemes, which can lead to high wear and tear (that is the property needs to be brought back to an acceptable standard prior to the next letting).

4.3.2 Provision of communal areas and facilities

Many supported housing schemes include significant amounts of communal space for facilities such as resident lounges (for example in sheltered and extra care housing); counselling or training rooms; indoor and outdoor play areas (for children living in women’s refuges); office space for scheme staff; laundry facilities; assisted bathrooms; lifts; storage for mobility equipment; kitchen and dining facilities (where meals are provided); and communal gardens (particularly in older people's and long-term schemes for people with disabilities). Larger schemes will typically have more facilities.

The rent and cost of heating, lighting, cleaning, furnishing and maintaining these communal spaces and facilities needs to be met within the rent and service charges in order to make these models viable and sustainable.

Research participants also highlighted the enhanced specification required in many supported housing schemes in relation to space, accessibility and durable fixtures and fittings. This increases capital investment, which in turn may require higher rents to cover these additional costs.

4.3.3 Security and health and safety considerations

Because of the vulnerability and/or volatility of the client group, some schemes require a night-time concierge or security presence to control access (sometimes emergency admissions will occur at night); to prevent and manage anti-social behaviour; and to provide regular fire, safety and security checks on the premises.

Schemes are often fitted with systems such as CCTV, door entry systems, motion sensors, individual 'lifeline' alert systems, and advanced fire detection and sprinkler systems. Supported housing must by law meet a range of health and safety standards (such as in relation to electrical appliances, thermostatic mixing valves, etc.) and insurance premiums are higher as a result of the increased risk of fire and damage. Landlords also pointed out that they take responsibility for waste management and pest control in supported housing, where this would be the tenant's responsibility in general needs housing.

4.3.4 Housing management

Supported housing typically requires a higher housing officer to tenant ratio than general needs housing because of the nature of the lettings process and the additional challenges associated with managing supported housing, for example in relation to managing risk and anti-social behaviour.

In longer-term supported housing, although lettings may be less frequent, the process can be more time intensive than for general needs housing and may include: promoting vacancies, attending allocation meetings, assessments, viewings, introductions to other tenants and possibly a phased approach to moving in.

In shorter term schemes, the greatest challenge is often in relation to the high number of re-lets, each requiring paperwork to be completed, legal agreements and systems explained, and housing and other benefit applications to be made. Many clients will need intensive support to access Housing Benefit, pay their rent and manage their tenancy successfully, due to lack of identification, learning or cognitive disability, unfamiliarity with the system, or chaotic lifestyles.

The extent of additional housing management costs within supported housing is a contentious area. Some 70 per cent of local authority Housing Benefit teams responding to the survey identified 'providers redefining support as housing-related services' as a factor driving higher costs in supported housing, however only 26 per cent of local authority commissioners identified this as a factor. The qualitative evidence identified that, particularly in England, the scale of reductions in support funding from many local authorities has resulted in providers examining their rents and service charges in relation to the housing-related management costs of providing supported housing. Some research participants identified that an issue which can arise is the extent to which these housing management costs are considered to be reasonable and justifiable and the lack of unambiguous guidance for both providers and Housing Benefit teams to help them assess this.

4.3.5 Voids

Around two in five Housing Benefit team respondents (37 per cent), 43 per cent of commissioner respondents, and half of providers identified the cost associated with longer void periods in supported housing compared with mainstream housing, as being a factor affecting the higher costs associated with operating supported housing. Substantially longer void periods can be associated with particular client groups such as people with learning disabilities (see section 3.5).

4.3.6 Capital funding arrangements

There has been wide variation in the levels of social housing grant funding for supported housing, ranging from some older schemes built in the 1970s and 1980s which may have received 100 per cent capital grant funding to more recent developments which may have received much lower levels of grant or minimal grant subsidy. Capital funding for these more recent developments may also come from private loans, cross-subsidy or charitable donation, or (in some older people's schemes) the sale of leasehold units. Some research participants noted the higher development and build costs associated with some forms of supported housing, for example, housing that has been specifically designed to accommodate some people with disabilities.

Participants at all three of the roundtable events highlighted the relationship between capital grant investment in supported housing and subsequent rent levels, noting that reductions in capital grant funding for supported housing, either in terms of availability or grant rate per unit, may lead to higher rent levels.

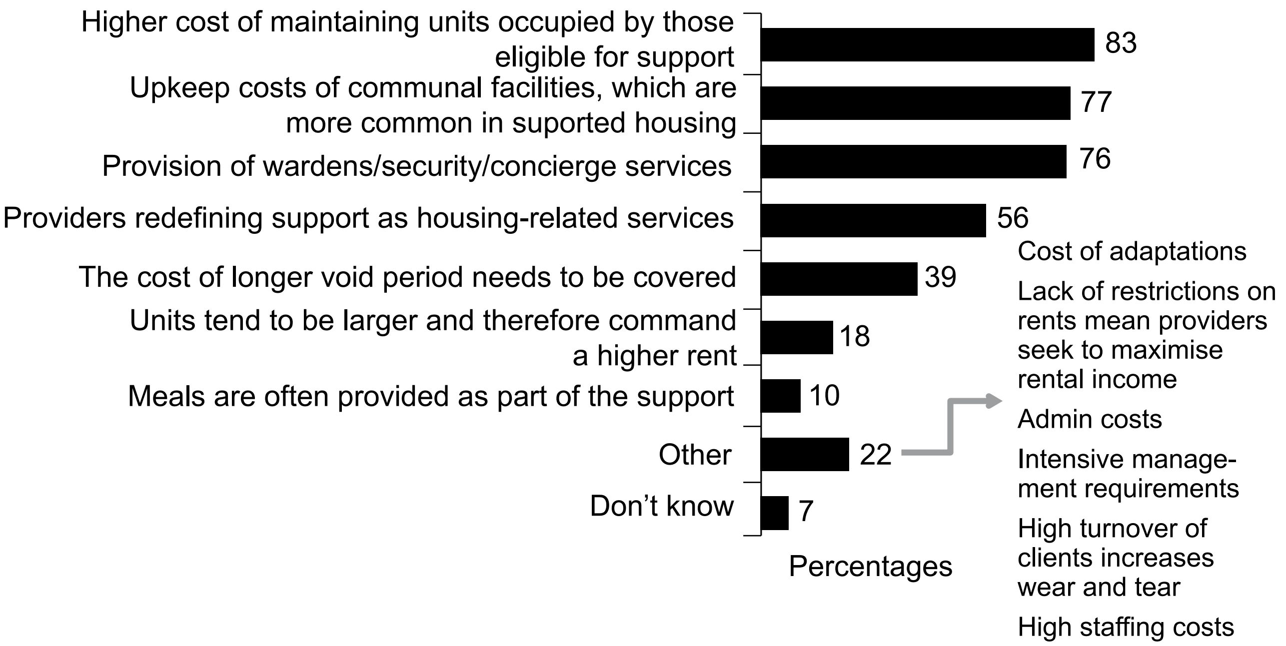
4.3.7 Survey responses

Housing Benefit teams, commissioners and providers give similar reasons for supported housing costs being greater than mainstream housing costs, the most frequently mentioned being higher maintenance costs. As indicated in Figure 4.1, Housing Benefit teams and commissioners identify higher maintenance costs, the upkeep of communal facilities and provision of warden and concierge services as the principal reasons why supported housing costs tend to be greater than mainstream housing costs.

The main difference between Housing Benefit team and commissioner responses related to providers 'redefining support' as a housing-related service. Housing Benefit team respondents were more likely than commissioners to identify this as a reason for higher supported housing costs (70 per cent of Housing Benefit team responses identified this compared to 26 per cent of commissioner responses). The qualitative interviews revealed considerable diversity in the factors driving costs from one scheme to the next.

Figure 4.1 Housing Benefit teams and commissioner perspectives about why supported housing costs are higher than mainstream housing

Q12/ 27. Which item(s) from this list, if any, describe why you think Supported Housing costs tend to be greater than mainstream housing costs?

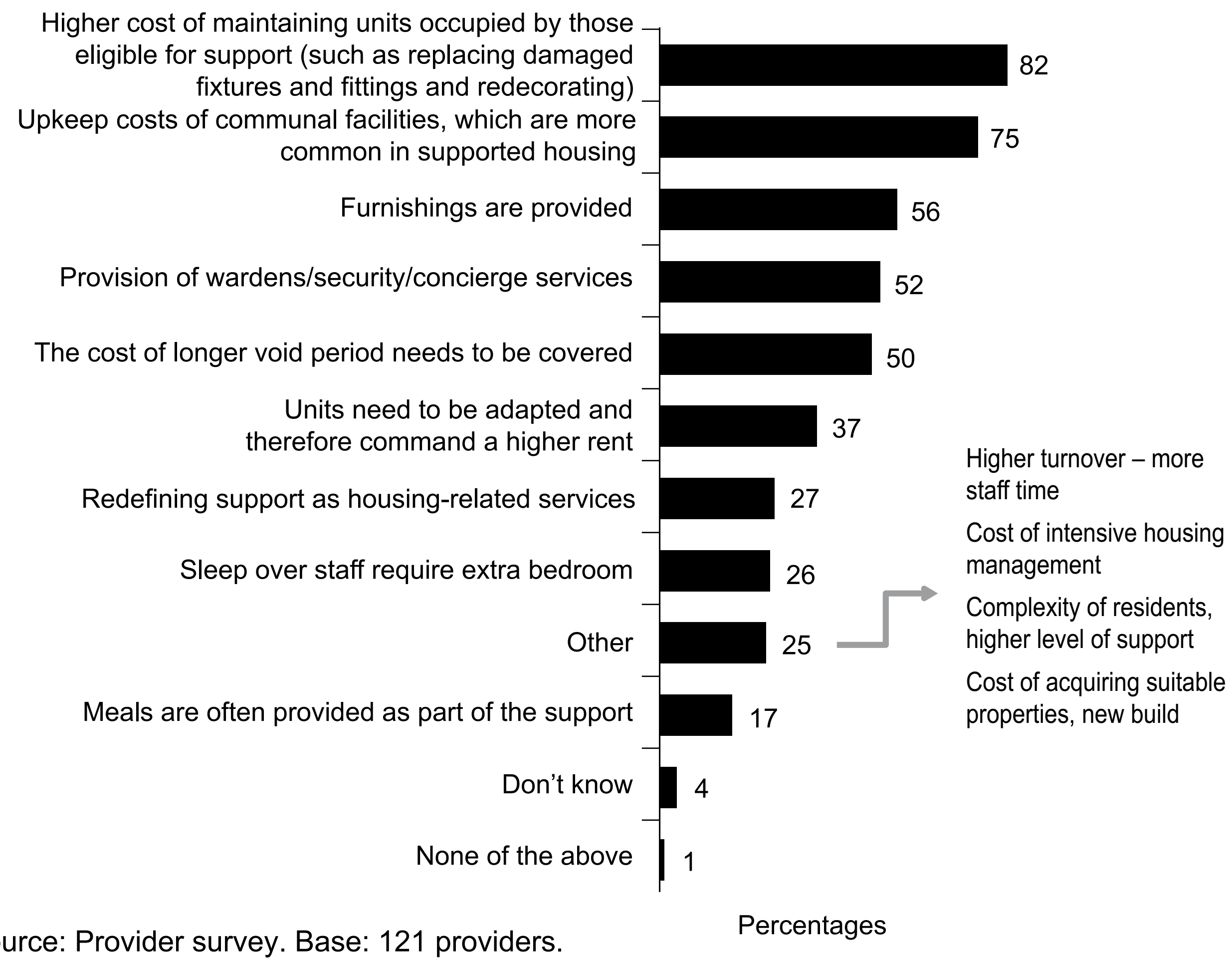


Source: Local authority survey. Base: 177 Housing Benefit team respondents & 83 commissioners. Fieldwork dates: 19 October – 2 December 2015.

The main reasons cited by providers (shown in Figure 4.2) for higher housing costs are higher costs of maintaining supported housing units (due to the need to more regularly replace fixtures and fittings and redecoration), upkeep of communal areas, the provision of furnishings and the provision of security and/or concierge services due to the nature of the service. In contrast to Housing Benefit teams and commissioner responses, providers were more likely to mention provision of furnishings, adaptations and extra rooms for staff sleeping over.

Figure 4.2 Providers' perspectives about why supported housing costs are higher than mainstream housing

Q10. Which item(s) from this list, if any, describe why you think supported housing costs tend to be greater than mainstream housing costs?



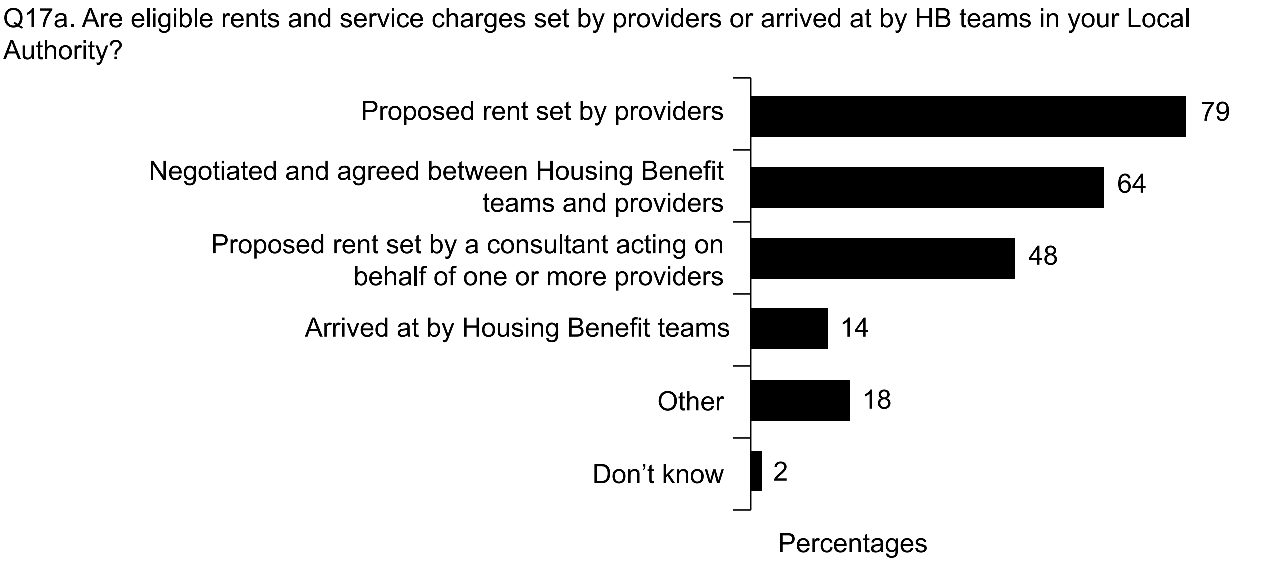
Source: Provider survey. Base: 121 providers.
Fieldwork dates: 17 February – 9 March 2016

4.4 How are rents, support charges and eligible housing costs for supported housing determined and to what extent do these approaches differ across Great Britain?

The survey responses (Figure 4.3) identified that almost two-thirds of Housing Benefit teams say eligible rents and service charges are negotiated and agreed between Housing Benefit teams and providers, nearly one in five say 'other' and provide detail on setting boundaries, ensuring levels are comparative to similar provision and at acceptable levels.

Some 79 per cent of Housing Benefit team respondents to the survey said that rents and service charges are set by providers; the evidence from the qualitative research with both local authority and provider participants suggests that in practice final rent and service charges for supported housing schemes are typically negotiated between providers and Housing Benefit teams.

Figure 4.3 Approaches to the setting of rents and service charges



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

The qualitative data suggests that there is a lack of consistency about how supported housing rents and service charges and eligibility for Housing Benefit are determined by Housing Benefit teams.

Analysis of the research participant interview data suggest that this inconsistency relates to: housing management costs and Housing Benefit eligibility; the levels of rent and service charge deemed reasonable and justifiable; and the evidence required in relation to overall costs and of the level of support provided to tenants. Supported housing providers reported that some Housing Benefit teams apply a stricter interpretation of the specified accommodation regulations and guidance than others.

The qualitative data from interviews with commissioners and providers suggests that commissioners are often involved in the rent setting process at the outset of a scheme being developed (and some are very proactive in doing this). However, the evidence suggests that some commissioners have little ongoing and regular contact with Housing Benefit teams about the subsequent level of rents and service charges agreed and paid for supported housing. This is a consistent picture across England, Scotland and Wales.

Close working between commissioners and Housing Benefit teams over rent levels may be more challenging in English two-tier authorities, where the commissioners sit at county level and Housing Benefit administration is a function of district authorities, however, there was evidence of some two-tier authorities in which joint working between these different local authority tiers over rent setting does occur.

The qualitative interviews with Housing Benefit teams and providers identified that a number of providers had used the services of specialist consultants to help them set their rents and service charges, including in relation to categorisation as specified accommodation, and to act on their behalf in discussions with Housing Benefit teams.

A number of research participants highlighted what they saw as the relationship between reductions in support funding and the level of Housing Benefit being paid for supported housing. For example, the following comment made by a supported housing provider (from England) demonstrates the way in which some providers have sought to restructure their staffing models to respond to the changing funding circumstances for support:

> *'Night Workers would be paid out of the support funding but, if we switch to a concierge service, we can charge this under rent – it's better than being unstaffed and it fills the funding gap for the time being.'*
>
> (Provider)

Research participants who had adopted this approach, typically being referred to as part of 'intensive housing management' costs, emphasised that most Housing Benefit teams had been rigorous in checking this element of rent and service charges. The evidence from this review, from Housing Benefit teams and provider participants, suggests that the prevalence of reference to 'intensive housing management' costs within supported housing rent and service charges is predominantly occurring in England.

The qualitative research identified examples where Housing Benefit teams and commissioners work effectively with providers to determine rent and service charge increases.

For example, the Housing Benefit team in an urban council in South Wales liaises with Adult Social Care and Supporting People teams in their authority where a rent increase has been requested by a supported housing provider. They will ask colleagues about the levels of support that tenants need and check the number of funded hours of support going into the scheme. Providers work with the authority completing a pro-forma explaining the nature of the service, the number of hours of care, support and supervision provided per week, and the rent and service charge breakdown.

4.5 How are quality and value for money determined in supported housing services?

The findings presented in this section draw on research participants' views and experiences of different approaches to determining value for money. Defining or measuring the value for money of supported housing was not a research question for this evidence review

Under the current system, value for money and quality tend to be monitored separately by those responsible for the different funding streams for supported housing, that is funding linked to commissioned support and care services as distinct from funding for housing costs from Housing Benefit.

4.5.1 Commissioned support services: approaches to assessing quality and value for money

From the qualitative evidence, commissioners and providers explained that they are taking a variety of approaches to assessing the value for money and quality of supported housing services.

In England, the evidence suggests that some local authorities' capacity for monitoring the quality of supported housing has reduced as a result of budget reductions. Research participants noted differing approaches; in some areas, scrutiny of supported housing tends to focus primarily on the volume of support hours delivered and the number of people using supported housing, where as in other areas the focus has been on assessing the impact that supported housing services have. Some commissioners have retained the tools and mechanisms used under the Supporting People programme, including the Quality Assessment Framework; others have developed or adopted new quality measurement tools (such as those developed by the Chartered Institute of Housing).

In Wales, local authorities and providers use service monitoring and quality tools that are part of the Supporting People programme at a local level. This programme acts as a primary mechanism for checking the value for money and quality of supported housing.

In Scotland, local authorities typically use contract monitoring and service evaluations to determine the value for money and quality of supported housing services, supplemented with inspection reports produced by the Care Inspectorate in relation to service quality.

There is no common approach, particularly in England, to defining what 'quality' means in relation to supported housing; however, the following common themes were identified by providers and commissioners when asked what 'quality' means to them in this context:

- quality of accommodation and physical surroundings;
- services that promote safety and safeguarding;
- providers having robust organisational processes;
- services which enable service users (rather than encourage dependency);
- the amount and quality of support (personalised, and from appropriately skilled staff);
- services which meet contractual requirements and have clear service objectives; and
- services which deliver clearly defined outcomes (for example, mental, physical, and economic wellbeing).

The evidence from the review is that approaches to assessing quality and value for money seem to work most effectively where commissioners know the supported housing in their area well and where '*defining quality is co-produced*' by commissioners, other partner agencies, providers and users of supported housing.

Some authorities have developed new approaches to monitoring the quality of commissioned supported housing. These include:

- User-led and peer inspection approaches, such as 'Choice Checkers' in the learning disability field;
- 'Payment by outcomes' systems, which attempt to monitor the impact of supported housing on its users and reward providers financially where positive changes can be demonstrated; and
- 'Mystery shopping' or unannounced inspections involving conversations with users and staff members as well as a review of policies and support plans.

Providers are also using a variety of tools to assess value for money. In addition to those required by commissioners, these sometimes include methods such as 'outcome stars' or bespoke outcome monitoring systems.

Some providers noted that in schemes where funding for support has been withdrawn or significantly reduced, the value for money from funding the housing costs may not be secured, since the scheme may only be able to accommodate a certain number of people with support needs or people with lower levels of need.

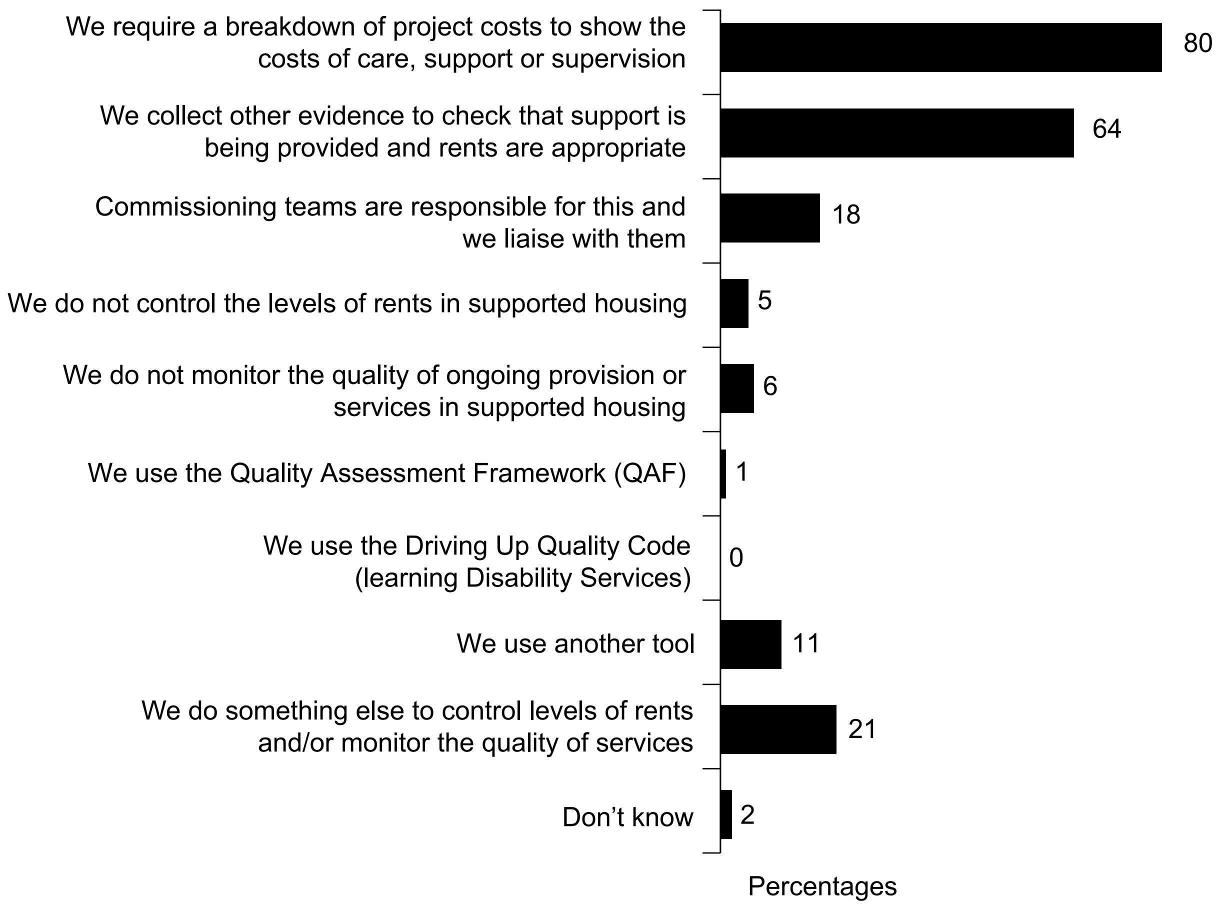
4.5.2 Housing costs: approaches to assessing quality and value for money

The principal methods Housing Benefit teams use to assess value for money in relation to rents and service charges and to monitor quality are:

- requiring a breakdown of scheme costs, and
- collecting evidence to check that support is being provided (see Figure 4.4).

Figure 4.4 Other approaches to rent level controls and quality monitoring

Q18. How do you control the levels of rents and monitor the quality of ongoing provision of services in supported housing in your local authority?



Source: Local authority survey. Base: 177 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

Other monitoring methods (Figure 4.5) include: annual reviews, visiting schemes (including unannounced visits), meeting with providers, monitoring service contracts, reviewing care packages, comparing rent levels with similar provision, working with other local authorities to benchmark costs and to share data about landlords that operate across multiple local authority areas.

Figure 4.5 Housing Benefit teams – Monitoring value for money

Q18. How do you control the levels of rents and monitor the quality of ongoing provision of services in supported housing in your local authority? Something else/another tool

Q19. Other than the answers you have given to previous questions, please tell us any other ways in which you monitor value for money (in terms of rent and service charges for supported accommodation in your LA, and who does this).

- Annual review of services including speaking to residents to establish viability
- Monitor service contracts/review care packages
- Visit new schemes/ unannounced visits
- Ask for job descriptions to ensure that housing support is being offered rather than support
- Meet with providers about new schemes
- Regularly review short-term support cases.
- All rent levels are reviewed and compared to alternative rents. If rents are considered excessive or unreasonable then appropriate restrictions are applied
- Liaise with other services within local authority (Housing, Adult and Social Care, Supporting People)
- Liaise/comparison with other local authorities/Clinical Commissioning Groups/ providers on costs
- Check cost breakdowns with landlords and care providers directly as providers do not always know the details
- Annual rent reviews
- Landlord negotiation, control of rent increases
- Comparison against similar properties/schemes in the area
- Used a consultant to take a national view on associated costs

Source: Local authority survey. Base: 43 Housing Benefit team respondents.
Fieldwork dates: 19 October – 2 December 2015.

Based on the views of some research participants, there are several different ways in which it is possible value for money may not occur in supported housing:

- people who do not really need supported housing living in it;
- supported housing where the care, support or supervision is not good quality or does not occur; and
- rents and service charges that are not reasonable and/or justifiable, particularly in relation to housing management costs.

Evidence from research participants suggests that value for money may not occur due to the definitional complexity outlined in section 2.3. Specifically they mention a lack of guidance about Housing Benefit eligibility of housing management costs and the gaps and inconsistencies of quality monitoring. Evidence from this review indicates that some Housing Benefit teams are taking a rigorous approach to assessing quality and value for money in supported housing to address these types of issues.

An urban unitary authority in the West Midlands has a comprehensive approach to determining the legitimacy of supported housing (including landlords that claim their scheme falls within the specified accommodation rules). Any new provider in the area is interviewed by Housing Benefit officers, the relevant commissioner and the housing standards team to test out the legitimacy of the organisation and the proposed model of supported housing. The provider must then complete a pro-forma and the Housing Benefit team and commissioner will then carry out a scheme visit. They share any concerns about providers with neighbouring local authorities.

4.5.3 What evidence is there of wider value provided by supported housing?

Many research participants identified that supported housing services provide a wider range of benefits for example reducing and avoiding the incidence of homelessness, reducing offending, reducing the use of residential care, which may have a positive financial impact for other forms of public expenditure.

Some authorities monitor the outcomes of supported housing in terms of its impact in delivering wider strategic objectives such as reducing the number of older people or people with learning disabilities living in residential care. For example, a county council in the West Midlands has a comprehensive three-year programme to reduce the use of residential care by people with learning disabilities through the development of over 200 supported housing units supported with capital funding from the council.

Several providers identified that they had commissioned independent evaluations of their supported housing services often to be able to demonstrate with evidence how supported housing services can deliver wider benefits, particularly to health and social care commissioners. For example, a Registered Social Landlord (RSL) in Scotland had commissioned an independent evaluation of its housing with care supported housing services for older people. This provided evidence of how these services provide financial savings and efficiencies to health and social care commissioners and deliver positive outcomes for older people that are consistent with the Scottish Government's health and wellbeing outcomes.

The separate funding streams for housing and support, combined with the fact that some of the wider benefits from supported housing accrue to other agencies, such as the NHS or the criminal justice system, can make it challenging to take a holistic 'whole system' approach to determining wider value for money provided by supported housing.

However previous research relating to the Supporting People programme demonstrated the wider benefits that supported housing services deliver. Research in England, produced for Department for Communities and Local Government (DCLG) in 2009[58] estimated the net financial benefits from the Supporting People programme as £3.4bn per annum for the client groups considered against an overall investment of £1.6bn.

This research found that for every client group it considered that received Supporting People funding, there was a positive financial return on the investment provided by the programme: that is the financial benefits of supporting the individual were higher than, and outweighed, the costs of doing so.

The Homes and Communities Agency (HCA) commissioned research to investigate the financial benefits of capital investment in specialist housing for working-age and older people in England[59]. The study assessed the costs and benefits for the period spent in supported housing and estimated public savings in the areas of health and social care, crime and employment for each of the main client groups.

The analysis estimated the total benefit of specialist housing at around £1.6bn. This research identified a £990m incremental cost of providing supported housing, over-and-above the alternatives, they estimated a net benefit of HCA investment of about £640m. Supported housing for older people, people with mental health problems and people with learning disabilities showed the largest net benefits.

There have been local or client group specific evaluations which have demonstrated the positive impact of supported housing on its users and estimated the wider cost benefits[60]. However, there is scope to undertake further research to provide additional evidence of these wider benefits.

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58 'Research into the financial benefits of the Supporting People programme' published by DCLG (2009).

59 'Financial benefits of investment in specialist housing for vulnerable and older people' by Frontier Economics for the HCA (2010).

60 For example (Netten, A., Darton, R., Bäumker, T. and Callaghan, L) 'Improving Housing with Care Choices for Older People: An Evaluation of Extra Care Housing' published by Personal Social Services Research Unit, University of Kent, Canterbury (2011) and (Quilgars, D., Johnsen, S., Pleace, N. Beecham, J. and Bonin, E) 'Supporting Independence? Evaluation of the teenage parent supported housing pilot – Final report' published by the Department for Education (2011).

4.6 Risks and longer term stability

This section presents the evidence collected from the qualitative interviews in relation to supplementary questions that emerged as the review evolved. It presents the views and perceptions of a sample of the supported housing sector in relation to current and future risks, including:

- rent reductions and rent caps in the social sector;
- definitional issues and considerations; and
- the drivers to provide supported housing.

4.6.1 Rent reductions and rent caps in the social sector

The rent reductions of one per cent per annum applied to social sector landlords (in England) and the proposed capping of rents in the social sector at applicable LHA rates were raised as very significant issues for the supported housing sector by all research participants involved in this review.

Although it is outside the scope of this review to determine in detail the impact of the proposed rent reductions and rent caps for social landlords, the majority of participants said that the proposed capping of rents at LHA rates, in particular, may make much supported housing across Great Britain unviable.

The proposal to cap social rents at LHA rates has caused a significant degree of uncertainty across the supported housing sector. Housing regulators have required Registered Providers and Registered Social Landlords to revise their business plans and demonstrate how they will mitigate the impact of the LHA cap.

Despite the recent announcements that, for supported housing, the rent reductions and the LHA cap have been deferred until April 2017, the view of most research participants is that the uncertainty linked to these proposals is stalling providers' investment plans for supported housing because of the potential risk to income.

For example, research participants identified several planned extra care housing schemes that have stalled due to concerns brought about by the LHA cap. Two such sites in northern England have recently been allocated capital funding from The Care and Support Specialised Housing Fund (CASSH2) by the HCA and Department of Health in England. However, the provider has turned down the capital allocation due to the uncertainty about long-term viability. In the West Midlands, an innovative supported housing scheme for people with very complex disabilities that had secured a planning consent on appeal on a green belt site, has been put on hold by the provider due to concerns that the housing costs will not be met.

Both local authority commissioners and providers identified a wide range of supported housing which might be at risk of financial unviability if the LHA cap is implemented, in particular:

- hostels or refuges with higher costs associated with on-site 24/7 staffing requirements for safety or security reasons;
- supported housing that has been specifically designed or designated for people with disabilities;

- shared forms of housing for vulnerable young people; the capping of LHA at the shared accommodation rate for people under 35 years was identified by many research participants as likely to lead to the closure of much of this type of accommodation;
- much sheltered and extra care housing for older people; and
- supported housing in lower market value areas (such as outside of London and the South East of England) because the LHA rates are typically significantly lower, however the costs of delivering supported housing are not necessarily much lower than they are in high rental value areas.

The view of most research participants is that Discretionary Housing Payments (DHP) would not be a viable response to funding shortfalls created by the LHA cap. Even if there was sufficient funding from this mechanism in the short term, it would be too uncertain to sustain investment in supported housing in the longer term.

Many research participants expressed the view that it has often taken many years to develop supported housing capacity, often with social housing grant investment, and to secure planning permission and community acceptance for developments. Once this is lost through closure, sales or conversion to other uses it would be hard to reverse this or develop new schemes quickly in the future.

Providers of supported housing for older people in England were also concerned about the potential impact of ‘right to buy’ in the social sector where this could effectively lead to the loss of supported housing units within, for example some extra care schemes, causing units over time to not be available for their originally intended purpose.

The evidence from this review is that these views and perspectives do not represent an exaggeration of the potential impact on the current and future provision of supported housing. If the LHA cap were to be implemented as originally framed, supported housing capacity is likely to decline significantly.

4.6.2 Definitional issues and considerations

The current multiple and overlapping definitions (as set out in section 2.3) have created a high degree of complexity surrounding what actually constitutes supported housing, particularly in relation to the funding for housing costs through Housing Benefit. Although the evidence from this review is that the majority of supported housing for working-age adults (in England) falls within the specified accommodation definition, this complexity has resulted in confusion and inconsistency in relation to the application of the exempt accommodation and now the specified accommodation regulations.

The relatively new definition of specified accommodation was welcomed by some research participants:

> *‘I think that, in the past few years, we have come a long way – the expanded definition of exempted accommodation is much better’*
>
> (Provider)

Some providers said that the 'new definitions' (i.e. specified accommodation) are finally 'bedding down' in most local authorities, after a period of uncertainty. Many providers reported that the specified accommodation regulations had permitted them to meet the legitimate higher costs incurred in the provision of supported housing appropriately and had provided a stable income to meet housing costs.

However, in the context of specified accommodation there is no unambiguous definition of what 'care, support or supervision' means in practice, and how much of it needs to be provided, other than that it should be more than 'minimal'.

From the qualitative research there is evidence of inconsistency in approach by local authorities in the application of the specified accommodation rules, for example:

- Some providers said that rent and service charge levels for broadly comparable supported housing are accepted in some areas but not in others;
- Some providers said that the degree of scrutiny of housing costs varied considerably between authorities;
- There was evidence that some local authorities appear to require minimal information from providers where as other local authorities are scrutinising all such claims very closely. Some research participants seemed to be unclear about whether particular types of supported housing fall within or outside of the different Housing Benefit definitions.

A lack of clarity and inconsistency creates uncertainty and additional work for providers and local authority Housing Benefit teams.

Some providers (including Registered Providers, Registered Social Landlords and voluntary organisations) lease the properties they use to provide supported housing from other landlords, both social and private landlords. This is often done in response to demand for housing of a specific type (such as for individuals with complex disabilities) or because supported housing is needed in a specific location. Providers said that their experience of such arrangements varies considerably with some having these accepted under the specified accommodation regulations where in other cases Housing Benefit teams have challenged the legitimacy of such arrangements.

Some providers and commissioners noted a scenario where a Registered Provider in England seeks to classify a supported housing scheme (typically where the tenants require 24/7 support and care) as 'specialised supported housing' within the HCA's Rent Standard guidance (see Appendix C). This means that the scheme is exempted from setting social rents and it may also fall within the specified accommodation rules.

There are some examples of supported housing schemes that do not strictly fall into the specified accommodation definition, for example:

- Some supported housing provided by local authorities. This is a particular issue in Scotland where local authorities provide a greater proportion of supported housing than they do in England. An example quoted by research participants in Scotland is where supported housing is provided for homeless people that does not fit the specified accommodation definition of 'hostels' as it is provided in self-contained housing, which is seen as preferable to hostel type provision.

- Supported lodgings: a form of supported accommodation for vulnerable young people who are placed with families and may now be 18 years old but are not ready to live independently so continue to live in such arrangements.

Based on the views of research participants, there is a strong desire amongst both local authorities and providers for greater simplicity, clarity and consistency in what is meant by supported housing in the future;

> *'I think SH definitions moving forwards need to focus not so much on who the landlord is but to be clear about the whole model.'*
>
> (Sector representative, Scotland)

> *'I think we have got too hung up on trying to define this by the provision – by the building, the model, the type of provider, the relationship between the providers, the number of hours provided and the focus should be on the people and the outcomes'.*
>
> (Sector representative, England)

4.6.3 The drivers to provide supported housing

The qualitative interviews explored with commissioners and providers the benefits of providing supported housing from their different perspectives.

Commissioners said that, for them, the key reasons to commission supported housing include:

- supported housing can be seen as a 'bedrock' on which many other local strategies and priorities depend, such as reducing homelessness, avoiding unnecessary hospital admissions, achieving better outcomes for vulnerable young people;
- reducing the use of expensive and often unpopular residential care for people with disabilities and/or older people;
- supporting commissioners to meet their statutory duties for example, to provide accommodation for homeless people;
- its strong preventative focus – supported housing typically helps vulnerable people to develop and to maintain their independence in the longer term with links to, for example, training, employment, volunteering;
- it can be used to deliver both cash savings, such as through not using bed and breakfast accommodation, and to avoid other costs, for example, reducing anti-social behaviour and reoffending; and
- for older people, it can, when provided innovatively, become a local community 'hub' from which to provide care, support and a range of other preventative services in the wider community[61].

[61] Examples of successful community hubs set up within extra care housing schemes include: Notting Hill Housing's Penfold Community Hub (http://www.nottinghillhousing.org.uk/penfold-community-hub) or Family Housing Association's Hazel Court in Swansea: http://www.housinglin.org.uk/_library/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy95_HazelCourt.pdf

Commissioners said that they valued having the flexibility to commission a range of housing and associated support services that reflect the diverse needs of people and local circumstances, such as not being constrained by rules linked to specific funding streams for supported housing.

The drivers to provide supported housing from providers' perspectives included:

- It is central to the mission and purpose of many housing associations and charities;
- Providers who have a diverse portfolio (e.g. of general needs properties, and possibly registered care) valued being able to provide a range of housing, care and support to respond to the changing needs of their tenants, and in particular an ageing tenant profile.

Many providers said that, in order for them to deliver supported housing, they ideally need:

- The flexibility to provide a range of housing and related support and care services that can deliver positive outcomes for more vulnerable people and which are not prescribed by complex rules linked to specific funding streams and are not limited to overly prescriptive service models;
- The stability and certainty in relation to funding for both housing costs and support costs to support capital investment in new developments, but also to allow them to provide good quality services and meet other duties, such as introducing the National Living Wage; and
- An absence of 'too many disincentives' and risks: for some providers, being part of a larger organisation or group helps to spread costs and share overheads, but the funding for supported housing needs to allow providers to make a small margin to ensure long term viability.

> *'SH is core to our strategy – but, at the same time, it is viewed as a necessity at Group level that the Care and Support arm at least breaks even…ultimately the Board has to seek to protect the rest of the business too'*
>
> (Provider)

Both providers and commissioners said they were concerned that the risks and uncertainty associated with the funding of supported housing might lead to a withdrawal of more providers from the sector (they cited larger general needs providers who had taken this step):

> *'…it is just on the too-hard-to-do list'…how will we get Supported Housing back if providers withdraw on the scale they are threatening to?'*
>
> Sector representative, England

5 Conclusions and future considerations

5.1 Addressing the research questions

5.1.1 Scale and scope of supported housing

In terms of the **scale and scope of the sector** the review estimates that at the end of 2015, there were around 651,500 accommodation-based supported housing units across Great Britain, representing around 14 per cent of the wider social rented stock. It is estimated that there are 553,500 supported housing units in England, 59,500 units in Scotland and 38,500 units in Wales.

The review has highlighted considerable variation and diversity in the types of providers, scheme characteristics, client groups and housing models. This is recognised as a strength of the supported housing sector, meeting the needs of a wide range of supported housing users including those at risk of homelessness (including people at risk of domestic violence, people recovering from addictions, care leavers); people with disabilities; people with mental health problems and older people.

Most supported housing provision is for older people (accounting for 71 per cent of all units). It is estimated that nine per cent of all units are for people with learning disabilities and people with physical disabilities, seven per cent are for single homeless people and homeless families, five per cent are for people with mental health problems, and three per cent are for vulnerable young people.

Most supported housing is provided by housing associations (71 per cent). Local authorities and charitable or voluntary organisations make up the majority of the remainder (an estimated 25 per cent), but are more prevalent in the provision of supported housing for particular working-age groups including homeless people and vulnerable young people and in particular locations – local authority provision is particularly prevalent in Scotland.

The review estimates that within the overall supported housing stock, there were an estimated **260,500 claimants** at the end of 2015 who have had their Housing Benefit claims accepted as meeting the specified accommodation criteria, that is the definition within the Housing Benefit regulations that enables Housing Benefit to meet the additional costs of providing supported housing and ensures that individuals living in such supported housing continue to have their housing costs covered by Housing Benefit, rather than through Universal Credit. **This is equivalent to 40 per cent of the overall supported housing stock**.

The majority of specified accommodation is classified as exempt accommodation (89 per cent) and the majority of those living in specified accommodation are working-age (60 per cent) rather than older people. The review has highlighted **marked variation between nations**, with supported housing classified as specified accommodation accounting for an estimated 43 per cent of all units in England compared to just over one in five in Scotland (22 per cent) and Wales (18 per cent).

From the primary and secondary evidence, it has been possible to address in estimate form the majority of research questions in relation to scale and scope. However, data limitations mean that it has not been possible to fully address the research question in relation to turnover and voids. The survey found that some local authorities are not monitoring turnover and voids within their commissioned supported housing. In addition, there is considerable variation in turnover and void lengths between client groups and types of supported housing scheme.

5.1.2 Cost of supported housing

Housing Benefit is a core funding component for supported housing. It is estimated that the annualised cost of the supported housing sector that is covered by **Housing Benefit** across Great Britain at the end of 2015 is **£4.12bn**, approximately 17 per cent of total Housing Benefit spend.

The estimated cost covered by Housing Benefit reflects the scale of supported housing units provided in each nation. The estimated Housing Benefit annualised spend by nation is £3.49bn in England, £0.41bn in Scotland and £0.22bn in Wales.

It is estimated that almost all working-age people living in supported housing receive Housing Benefit whilst it is estimated that approximately 79 per cent of older people living in supported housing receive Housing Benefit to help meet their housing costs.

The review has also highlighted that while provision for **older people accounts for the greatest proportion of this cost** (58 per cent), again reflecting the scale of older people provision, the consistently higher cost of working-age provision means that while it accounts for 29 per cent of the stock it is estimated to account for 42 per cent of the cost covered by Housing Benefit.

The review also conservatively estimates that the **additional annualised spend on support and care services** (that is in addition to Housing Benefit) at the end of 2015 is around **£2.05bn**. It is estimated that £1.58bn of this spend occurs in England, £0.39bn in Scotland and £0.08bn in Wales. The evidence from this review is that the majority of this additional spending is by local authorities.

The review highlights the complexity of supporting housing funding arrangements. Many providers reported that the specified accommodation regulations had permitted them to meet the legitimate higher costs incurred in the provision of supported housing, which had provided a stable income to meet housing costs. However, a recurring message from a range of research participants was that the **complexity of, and differing approaches of both local authorities and providers that is associated with this system is not conducive to a stable, simple and transparent approach to commissioning, funding and providing supported housing** that is driven by outcomes for the people who live in it.

There is substantive evidence from both the survey responses and qualitative data that demonstrates the **reasons why the housing costs of operating supported housing are higher** than those of operating mainstream housing. These include:

- higher maintenance, repairs and renewal costs;
- provision of communal space and facilities in much, but not all, supported housing;
- provision of necessary security and health and safety related measures;

- higher housing management costs; and
- in some instances, the nature of the capital funding arrangements for supported housing schemes.

There is very limited use of Discretionary Housing Payments (DHP) being used to cover any shortfall in housing costs of those in supported housing; only seven per cent of local authorities were using DHPs either a great deal or fair amount for this purpose.

5.1.3 Commissioning, costs, quality and practice

The qualitative evidence relating to **commissioning, costs, quality and practice** indicates that there has been significant variation in the commissioning and funding of support in supported housing since the removal of the Supporting People ring fence in 2009 (in England and Scotland). It would appear that, in many local authorities, the former Supporting People arrangements have changed and, particularly in England, there is in some areas significantly reduced local authority funding of support in supported housing. However, in England and Scotland some authorities have retained supported housing commissioning teams or created new commissioning structures that include supported housing; in Wales the Supporting People arrangements have been retained.

Qualitative and secondary evidence suggests **increasing demand for supported housing** amongst people with disabilities, older people and people at risk of homelessness, for example due to demographic trends and policy trends such as reducing the use of registered care services.

There are different approaches to the **regulation of supported housing** across Great Britain:

- In Scotland, the Care Inspectorate regulates all housing support services, the Scottish Housing Regulator regulates social landlords alongside monitoring of supported housing by local authorities;
- In Wales, the Supporting People programme is the mechanism through which most supported housing is regulated alongside regulation of social landlords by the Welsh Government and care services in supported housing by the Care and Social Services Inspectorate Wales;
- In England, the Homes and Communities Agency regulates Registered Providers that provide supported housing, there is monitoring by some local authorities of supported housing, and the Care Quality Commission (CQC) regulates personal care services where these are provided within supported housing.

The regulatory approach to supported housing is most comprehensive in Scotland in particular and in Wales. The regulatory arrangements in England are less comprehensive compared to Scotland and Wales; in England there is no equivalent approach to that taken by the Care Inspectorate in Scotland nor an equivalent to the approach taken by local authorities in Wales under the Supporting People arrangements.

Qualitative evidence suggests that commissioners and providers have adopted a variety of approaches to demonstrating the **value for money and quality** of supported housing services. Some local authorities are taking a holistic approach to commissioning both support and/or care services alongside housing services, and considering both the costs of support/care and housing in the context of the outcomes achieved for users of supported housing. However, particularly in England and Scotland, there does not appear to be a consistent approach to doing this.

The qualitative evidence has highlighted that there is a 'grey area' in relation to the boundary where 'housing management' in supported housing ends, and 'support' begins. Research participants noted that this can result in a significant degree of variation in provider housing management costs and variation in the degree to which local authority Housing Benefit teams accept these costs as eligible for Housing Benefit.

There is evidence, both from previous research and from research participants, of the wider value for money provided by supported housing, for example reducing and avoiding the incidence of homelessness, reducing the use of residential care, which may have a positive financial impact for other forms of public expenditure.

Research participants across England, Scotland and Wales said that the potential **impact on supported housing of the Local Housing Allowance cap** would be severe and would be likely to result in:

- supported housing schemes closing;
- supported housing schemes being decommissioned or converted to general needs housing; and
- a lack of investment in new supported housing in the future.

A detailed impact assessment of the likely cost impact of the Local Housing Allowance cap was, however, beyond the scope of this review.

5.2 Future considerations: messages from research participants

Commissioners, providers and other research participants representing the supported housing sector identified a wide range of considerations for creating long-term stability, including several potential approaches for funding supported housing, particularly housing costs. These included:

- **A 'localised' approach**, characterised by a commissioning structure which is: strategic and based on local partnerships, knowledgeable about local needs and requirements, and could be accountable for assuring quality and value for money. This could potentially also enable funding decisions to be taken in an integrated way at a local level in relation to both the housing and support costs of supported housing services. Some commissioner participants said this approach could create opportunities for greater alignment with other local priorities and services, for example local devolution and/or health and social care integration.
- **An 'entitlement' approach**, in which individuals retain their entitlement to Housing Benefit (or an equivalent) to meet housing costs, but as part of a system bespoke to supported housing, reflecting the additional costs incurred in delivering it for different cohorts of people. Many providers interviewed see this as more secure than a localised funding approach, especially for less 'popular' groups of people such as offenders. Some landlords emphasised the need to have a stable and long-term funding approach that meets housing costs in order to be able to develop and invest in new supported housing.

- **A 'personalised' approach**, in which there is the potential to 'pool' individual funds for housing and support (alongside 'personal budgets' or 'individual service funds' for care and health, if applicable). This could fit with the policy of self- or citizen-directed support, bringing greater choice and flexibility to individuals over their use of supported housing, alongside other forms of care and support.

Research participants expressed varying views about the relative advantages and disadvantages of different future funding approaches. They suggested other considerations for future policy if it is to ensure longer term stability for, and maximise the benefits of, supported housing, including:

- Minimising, as far as possible, the use of 'definitions' and 'eligibility criteria' to both describe and prescribe supported housing; this was viewed by many research participants as a brake on flexibility and innovation. Instead, it is preferable for supported housing to be defined in relation to the outcomes it achieves for and with users of supported housing;
- Many research participants noted the need to have a stable funding system that meets housing costs as a basis for securing current and future investment in supported housing.
- Research participants identified taking the opportunity of a policy review to bring about better co-ordination of the funding that meets the additional housing costs of providing supported housing with funding for support and care in particular. This co-ordination could be part of an expectation that supported housing services should form part of a local authority's and its NHS and other local partners' approach to preventative interventions such as reducing health inequalities, reducing homelessness, building community capacity, promoting independence. This could be part of local partnerships guiding decision making about supported housing, while recognising the need for some national oversight for some supported housing services, such as women's refuges;
- Explicit recognition of the clear preventative focus and benefits that can be achieved through supported housing was important. Many research participants referred to the desirability of making the provision of preventative supported housing type services a statutory duty for local authorities (or other bodies), whilst recognising that such a change would need to be appropriately and adequately funded;
- Recognition among some research participants that there needs to be the opportunity for providers from all sectors – social, voluntary, and private – to have a role in the delivery of and investment in supported housing services, that is, avoiding the use of definitions and regulations that favour any particular type of provider. Some research participants said that this would maximise the range of options and choices available to people using supported housing and promote transparency about who is providing these types of services;
- A more consistent approach to determining quality and value for money of supported housing services was also important to many research participants, ideally based on a partnership between commissioners, providers and people using supported housing, with measures of quality and value for money being driven by the outcomes to be achieved;
- Some research participants said there is scope for a more consistent but proportionate approach to the regulation or registration of providers of supported housing, particularly in England, so that any organisation that provides supported housing services will be regulated in the same way. This could also be linked to a consistent and uniform approach to collecting baseline data about supported housing and related services so that the scale, scope and cost of such provision is known on an ongoing basis;

- Research participants commented that if there is to be significant change to the supported housing sector, then the transition needs:
  - to allow sufficient time for users of supported housing to be protected and for commissioners and providers to manage this transition process jointly with the UK Government and the governments in Scotland and Wales; and
  - to include a detailed impact assessment, so that the risks of 'getting this wrong' can be identified and mitigated in advance.
- Research participants also commented that a new funding system for supported housing would ideally:
  - create a stable environment that allows commissioners and providers to plan strategically. Many research participants felt that 'ring fencing' funding would help to secure such stability; and
  - be based on a funding allocation mechanism that is fair and related to local and changing needs.

It is clear that the supported housing sector plays a valuable and important role in the provision of housing and support services to a large number of people across Great Britain. Recognition of these considerations in the development of any future policy approaches will be an important part of helping to ensure the supported housing sector continues to make a valuable and important contribution in the future.

Appendix A Primary data collection: technical information

The report has presented evidence collected from a number of primary survey data collection methods including a local authority survey and a provider survey.

Both surveys involved mixed mode approaches. The local authority survey gave respondents the opportunity to take part either online, via a paper questionnaire or by telephone. The provider survey gave respondents the opportunity to take part via electronic distribution of a paper questionnaire or by telephone. Mixed mode approaches were employed in both cases to maximise the opportunity for those invited to take part in the survey to respond.

A.1 Provider survey

As is described further in Chapter 3, the sample for the provider survey was sourced via a number of representative and umbrella organisations although, due to compliance with data protection and data sharing requirements, it has not been possible to build a comprehensive sampling frame of supported housing providers, nor apply a consistent approach to distribution and administration of the survey[62]. These challenges mean that it is not possible to guarantee that the sample generated for the provider survey has not at the outset introduced an element of bias and, in the absence of a definitive population, neither is it possible to assess the representative nature of responses received. As such, provider survey data has been analysed in raw form with findings treated as indicative only.

A.2 Local authority survey

By contrast, the local authority survey provides a robust evidence base and has been central to developing estimates that quantify the scale, scope and cost of the supported housing sector.

The local authority survey questionnaire was developed and road tested with five Housing Benefit team representatives and three supported housing commissioners in local authorities (to understand what data they held that related to the research questions).

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62 For example, invitations to provider organisations that were Sitra members were distributed directly by Sitra, sample provided by HSA included only those providing consent to be contacted, while data from Homeless Link members was captured separately as part of their annual members survey, covering only those who provided consent for data to be shared.

A comprehensive sampling frame of Housing Benefit teams, maintained by the Department for Work and Pensions[63], was used to invite teams to participate. No such sampling frame exists for the commissioners of supported housing so Housing Benefit teams were invited to identify and pass on to appropriate contacts the commissioner component of the survey. In addition, local authority commissioners were identified from a wide range of supported housing sector and local government sector contacts. Invites were sent out to a total of 407 Housing Benefit teams across Britain and a seven-week fieldwork period was allowed to provide sufficient time for the survey process to be administered. Fieldwork took place between 19 October and 2 December 2015 and included a series of electronic and telephone reminders. Respondents were invited to take part in the survey either online or by completing a paper questionnaire (responding by telephone was also an option, but no-one completed via this mode).

Following email and telephone reminders a total of 197 local authorities responded to either of the Housing Benefit team or commissioner elements of the survey, representing an overall response rate of 48 per cent.

As indicated in Table A.1, survey coverage was strong across all three nations, but particularly across Wales and Scotland. Responses were received from 86 per cent of all authorities in Wales, accounting for 86 per cent of the national population and in Scotland, 63 per cent of all authorities provided a response, accounting for 80 per cent of the national population. The level of response across England was lower, although even here responses were received from 45 per cent of English authorities accounting for 50 per cent of the national population. This represents a good level of response and provides a robust basis on which to quantify aspects of the scale and scope of the supported housing sector across Great Britain.

Table A.1 Response rate by country (Housing Benefit team and commissioner responses combined)

	Number of LAs invited	Number of LAs responding	Response rate (%)	Proportion of the population covered by responding LAs (%)
England	353	158	45	50
Wales	22	19	86	86
Scotland	32	20	63	80
Total	**407**	**197**	**48**	**100**

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.

The component of the local authority survey directed at Housing Benefit teams specifically asked questions about the scale, scope and cost of claimants living in specified accommodation and forms the basis of estimates to quantify this subset of the wider supported housing sector. Housing Benefit teams were also asked a number of questions to provide data on the process of rent and service charge setting, costs and quality providing evidence to feed into the research questions on these specific issues. A total of 177

63 The Department for Work and Pensions conducts a quarterly survey of local authority Housing Benefit teams as part of the Local Authority Insight Research programme, providing comprehensive and up to date details of Housing Benefit teams.

responses were received from Housing Benefit teams representing a response rate of 47 per cent[64].

The component of the local authority survey directed at commissioners was used to assess the scale, scope and cost of accommodation-based supported housing, including a breakdown of the profile by key client groups, accommodation and landlord type. Additionally, commissioners were asked to quantify the amount of supported housing funding in addition to Housing Benefit by different client groups as well as data on turnover and void periods. A total of 83 responses were received from commissioners representing an estimated response rate of 40 per cent[65].The profile of responses to each component of the local authority survey is presented in Table A.2.

Table A.2 Profile of returns to components of the local authority survey

	Number of LAs invited	Number of LAs responding	Response rate (%)
Housing Benefit team[1]	380	177	47
Commissioners[2]	207	83	40
Total[3]	407	197	48

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.
[1] Total of 380 local authorities includes all except English County Councils (27).
[2] Total of 207 local authorities includes all except English Districts (200).
[3] Total of 407 local authorities is all authority types across Great Britain.

To account for the more significant differential level of response in England, Housing Benefit team and commissioner survey responses used to quantify the scale and scope of the sector have been weighted to the profile of the population accounted for by each authority type[66]. No weighting has been applied to responses in Wales and Scotland reflecting the high degree of survey coverage across these two countries. Where aggregated ‘attitudinal-based’ data is presented, survey data has been weighted to account for the differential response by country, again based on the population profile across nations.

Table A.3 shows the effect of applying this weighting profile to Housing Benefit team and commissioner responses in England. For Housing Benefit team responses, it has the effect of reducing the influence of district responses (which account for a relatively smaller proportion of the population) while increasing the influence of Metropolitan and London Borough responses. For commissioner responses, the effect of the weighting is to increase the influence of County Council responses while decreasing the influence of Metropolitan and Unitary authority responses.

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64 A total of 380 local authorities were invited to complete the survey comprising 326 Authorities in England (covering Districts, Metropolitan, Unitary and London Boroughs), 22 authorities in Wales and 32 authorities in Scotland.

65 A total of 207 local authorities with commissioners (excluding English Districts) were invited to complete the survey comprising 153 authorities in England (covering Metropolitan, Unitary, London Boroughs and County Councils), 22 authorities in Wales and 32 authorities in Scotland.

66 Profile derived using ONS Census population and household figures by authority type.

Table A.3 Weighting profile applied to local authority survey responses in England

	Housing Benefit teams		Commissioners	
	Unweighted profile (%)	**Weighted profile (%)**	**Unweighted profile (%)**	**Weighted profile (%)**
Metropolitan	18	23	33	22
Unitary	22	22	31	23
London	10	14	14	15
County Council	-	-	22	40
English District	50	41	-	-
Total	**100**	**100**	**100**	**100**

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.

In addition to questions asking respondents to quantify the scale and scope of supported housing, the local authority survey also included several factual-based questions around approaches to rent and service charge setting and quality monitoring arrangements. Responses to these questions are presented at the aggregate level and as such should take account of the differential response levels observed across the nations – particularly the proportionally higher level of response from Welsh and Scottish authorities. Responses to these questions have therefore been weighted to the profile of the population accounted for by each nation. The effect of this for both Housing Benefit team and commissioner responses, shown in Table A.4, is to reduce the relative influence of responses in Wales and Scotland, while increasing the relative influence of responses in England.

Table A.4 Weighting profile applied to factual-based questions on rent setting and quality monitoring

	Housing Benefit teams		Commissioners	
	Unweighted profile (%)	**Weighted profile (%)**	**Unweighted profile (%)**	**Weighted profile (%)**
England	83	88	61	86
Wales	6	5	22	6
Scotland	11	7	17	9
Total	**100**	**100**	**100**	**100**

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.

A.3 Accuracy levels

Estimates presented throughout this report are largely derived from analysis of local authority survey responses. As the respondents who took part in the survey are only a sample of the total ‘population’, we cannot be certain that the figures obtained are exactly those we would have if everybody had responded (the ‘true’ values). We can, however, predict the variation between the sample results and the ‘true’ values from knowledge of the size of the samples on which the results are based and the value of a particular answer that is given.

For much of the analysis estimates are derived from mean scores provided to particular questions, such as the number of supported housing units for each client group or the average weekly amount of Housing Benefit award for claimants in specified accommodation. Mean estimates have been produced by individual country and used to aggregate results to national and Great Britain wide estimates. Each individual estimate will have its own associated tolerance level and Table A.5 shows these at the 95 per cent confidence level for a number of key questions. The confidence with which we can make this prediction is usually chosen to be 95 per cent – that is, the chances are 95 in 100 that the 'true' value will fall within a specified range assuming a normal distribution and accounting for weighting of data.

Table A.5 Mean range of key survey estimates at the 95% confidence level

	Mean	Range based on 95% Confidence Level
Mean number of supported housing older people units per local authority		
England	2,580	2,093 – 3,067
Wales	1,388	1,238 – 1,538
Scotland	1,140	823 – 1,457
Mean weekly amount of Housing Benefit award for working-age claimants in specified accommodation		
England	171	164 – 178
Wales	179	160 – 198
Scotland	199	172 – 226
Mean number of claimants in specified accommodation per local authority		
England	742	556 – 928
Wales	321	206 – 436
Scotland	405	209 – 601

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.

Throughout the report a number of findings are based on responses to other survey questions relating to, for example, the reasons why supported housing costs are higher than mainstream housing costs. In these instances, data has been presented on an aggregated basis combining responses from English, Welsh and Scottish authorities. These estimates too have their own sampling tolerances and Table A.6 illustrates the predicted ranges for different sample sizes and percentage results at the 95 per cent confidence level.

This indicates for example that with a sample size of 177 where 30 per cent give a particular answer, the chances are, 19 in 20, the 'true' value (which would have been obtained if the whole population had responded) will fall within the range of ±5.0 percentage points from the survey result (that is between 25.0 per cent and 35.0 per cent).

Table A.6 Approximate sampling tolerances for aggregated survey responses

	10%/90%	50%/50%	30%/70%
HB team (177 responses)	+/- 3.2%	+/- 5.4%	+/- 5.0%
Commissioners (83 responses)	+/- 5.0%	+/- 8.4%	+/- 7.7%

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.

A.4 Qualitative in-depth interviews and discussion groups

The research programme included an extensive number of in-depth qualitative interviews across the supported housing sector. Table A.7 provides further detail of the coverage of the 54 in-depth interviews that were conducted. Some of these interviews involved multiple participants from the same organisation. A total of 72 individuals were involved.

Table A.7 Profile of in-depth qualitative interviews conducted

	Number	Secondary characteristics
Local authorities	**19**	15 commissioners and 4 HB Teams
County	5	
Metropolitan	3	
Unitary	2	
London Borough	3	
Welsh	3	
Scottish	3	
Providers	**27**	Mix of providers covering all main client groups including older people, homeless people, vulnerable young people, people with learning and physical disabilities, people with mental health issues and people at risk of domestic abuse
England	20	
Wales	3	
Scotland	4	
Sector bodies/organisations	8	Including CQC, NHF, Scottish Women's Aid, HSEU, Cymorth Cymru, Homeless Link and Placeshapers
Total	**54**	

Source: Qualitative interviews. Fieldwork dates: November 2015 – February 2016.

Between March 2015 and February 2016 seven discussion groups were conducted, three in England, two in Scotland and two in Wales; a further two workshops were conducted at sector events, one in Scotland and one in Wales. These discussion groups and events provided additional qualitative data and were attended by approximately 150 participants from a range of organisations including local authorities, providers, voluntary organisations and sector bodies.

Topics for discussion in interviews and discussion groups included:

- measuring quality, performance and value for money;
- understanding the factors that affect voids and turnover;
- the setting of rents and service charges;
- the commissioning of supported housing;
- changes to the funding for support;
- the interface between social care, health and supported housing;
- the classification of 'specified accommodation' within the HB regulations;
- views on the anticipated impact of the proposed cap to Local Housing Allowance rates;

and

- views and consideration for future policy on funding the housing component of supported housing.

Detailed notes were taken during each interview and typed up immediately after. The 100,000 words of qualitative data were then 'coded' (attached) to the following 'nodes' (thematic headings):

1. Trends, growth, contraction
2. Definitions
3. How commissioned
4. Quantitative commentary
5. Turnover and voids
6. Costs and additional income
7. Why costs differ from mainstream
8. How rents and service charges are set
9. Use of Discretionary Housing Payments
10. Quality: What is meant by
11. Quality: How measured
12. Value for Money
13. Future funding and policy options
14. LHA rent caps
15. Incentives to commission/provide supported housing
16. Cuts and their impact
17. Interface with social care (especially around residential care)
18. Interface with Health
19. Other interesting points

A summary was produced of the recurring themes and key points under each of these nodes and this formed the basis for writing sections in chapters 4 and 5 of this report.

In June 2016, five roundtable discussions were held: one each with representatives of the Scottish and Welsh governments and three with representatives from the supported housing sector – one in Scotland, one in Wales, and one in England. The purpose of these events was for the research team to present key findings from the review and 'sense test' these with research participants. The three sector roundtables were attended by a total of 57 participants, including providers, commissioners and sector bodies.

A.5 Validating survey estimates

In seeking to derive sound and robust estimates of the scale, scope and cost of the supported housing sector across Great Britain, the local authority survey offers the most comprehensive and up-to-date source of information currently available. The Housing Benefit team and commissioner components of the survey offer good coverage across the country and offer scope for analysis to lower levels of disaggregation.

Using this data source, there are a number of possible approaches that could be employed to generate quantifiable estimates. One approach is to use aggregated survey responses to generate Great Britain-wide estimates. This has the advantage of maximising the number of responses upon which estimates are based but is less sensitive to the clear differences in approaches and operating environment between the nations. A variant of this is to generate estimates using survey responses at national level combined to produce Great Britain-wide estimates. This approach is more sensitive to national differences, although estimates are generated from smaller base sizes.

At the other extreme it has been possible to use survey responses to impute estimates[67] down to very low levels of disaggregation (such as individual local authority level), effectively generating estimates from the ground upwards. While such an approach has the appearance of offering very granular analysis, in practice where a high degree of imputation is required (as it is for the English authorities for example), estimates generated in this way are more likely to closely mirror actual survey estimates.

All three approaches have been undertaken as part of the analysis process, producing a range of estimates. These different methods, in the main produce estimates that are broadly comparable and generally show a consistent pattern with estimates derived using imputation at the lower end and those derived from Great Britain-wide estimate at the upper end[68]. For the purposes of reporting we have, therefore, used national level survey estimates to derive a central estimate. This central estimate produced from local authority survey data has then been validated and calibrated against a range of existing data sources. The main data sources used include:

- **older people's supported housing**: The Elderly Accommodation Counsel (EAC) has provided data at April 2015 which includes units of supported housing for older people for rent, including sheltered housing and housing with care (often referred to as extra care housing). This covers all provider types. It covers England, Scotland and Wales and

67 The imputation method involved the generation of estimates for English authorities deriving mean scores from survey responses based on authority type (ie District, Metropolitan, Unitary and London Borough). In Wales and Scotland, authorities were categorised according to super group classifications identified in the ONS 2011 Area Classification for local authorities – see http://webarchive.nationalarchives.gov.uk/20160105160709/http://www.ons.gov.uk/ons/guide-method/geography/products/area-classifications/national-statistics-area-classifications/national-statistics-2011-area-classifications/index.html

68 For example the estimated number of supported housing units based on GB-wide survey estimates is c692,000 compared to an estimated 610,000 units using imputation and a central estimate of c651,500 units.

can be disaggregated to regional and local authority level. This data is considered to be robust because it has been collected by EAC for over ten years and is updated annually; it is drawn from a range of sector sources including directly from older people's supported housing providers. The caveats are that there is no single definition of supported housing for older people (such as in relation to the level of support provided within such schemes or the minimum age of entry);

- **supported housing owned or managed by Registered Providers (RPs)**: CORE[69] (COntinuous REcording) of Lettings and Sales by Registered Providers is a national information source funded by the Department for Communities and Local Government (DCLG) that records information on the characteristics of both Private Registered Providers' and local authorities' new social housing tenants and the homes they rent and buy in England. It differentiates supported housing provision by key client groups (including housing for older people and those of working age) in addition to data on voids and turnover and rent and service charge costs. Data from CORE social lettings 2014/15 (DCLG) has been drawn on in the analysis;
- **supported housing owned or managed by Registered Providers (RPs)**: SDR[70] (Statistical Data Return) is produced by the Homes and Communities Agency based on an annual online survey completed by all English Private Registered Providers of social housing. It collects data on stock size, types, location and rents at 31 March each year. SDR data for 2014/15 is now available and provides an overall check on the total number of Registered Provider owned and managed supported housing, disaggregated by older people and non-older people;
- **UK Refuges on Line (UKROL)[71]**: Provides accurate data on the number of units and voids for refuge (domestic violence) provision for England, Scotland and Wales. Stock data at March 2016 has been used in the analysis;
- **supported housing in Wales**: The Welsh Government collects data annually from all 22 Welsh local authorities in relation to the commissioning and spending plans for Supporting People-funded supported housing. The overwhelming majority of supported housing in Wales receives Supporting People funding towards the support costs. The Welsh Government has data that covers the number of Supporting People funded units of accommodation-based supported housing by client group category (referred to as Welsh Government Management Information on local authority Supporting People Spending) as well as data covering the number of accommodation based supported housing units (sheltered housing and extra care housing) for older people provided by RSLs and local authorities. Data is based on information collected via annual returns from Welsh social landlords as at 31 March each year and this data has been used in the analysis; and

69 Further information about CORE data can be found here: https://core.communities.gov.uk/public/index.html

70 Further information on the latest SDR release can be found here: See https://www.gov.uk/government/collections/statistical-data-return-statistical-releases

71 Further details about UK Refuges online can be found here: http://www.womensaid.org.uk/page.asp?section=0001000100060009000&sectionTitle=About+UKROL

- **Single Housing Benefit Extract (SHBE)** is collated by the Department for Work and Pensions, based on administrative returns provided by Housing Benefit (HB) teams and provides a snapshot of rent and HB amounts of those living in specified accommodation. Data from the August 2015 SHBE extract has been used in the analysis.

These are the main data sources that have been used to validate and, where necessary, calibrate survey estimates where these sources are considered to offer a more reliable estimate. Other more specific data sources have also been drawn on where considered necessary and where existing data sources are more limited[72].

A.6 Validation of the estimated profile of supported housing by client group

As the most significant component of supported housing, survey estimates of the provision for older people have been calibrated to a number of existing data sources[73] to derive a best estimate. As indicated in Table A.8, the latest available count of supported housing units for older people available from the Elderly Accommodation Counsel (EAC) indicates a total of 443,191 units across Great Britain. The majority of these units (87 per cent) are in England, accounting for 384,302 units. Survey estimates for older people units in England are higher (c395,000) reflecting a higher proportion of older people units with a housing association landlord.

Table A.8 Comparison of the national profile of supported housing units for older people

	LA survey estimates of supported housing units for older people		**Elderly Accommodation Counsel**	
	Estimated units	%	Units	%
England	395,000	85%	384,302	87%
Wales	30,500	7%	22,933	5%
Scotland	36,500	8%	35,956	8%
Total	**462,000**	**100%**	**443,191**	**100%**

Sources: Local authority survey. Elderly Accommodation Counsel data on older people's supported housing (April 2015).

[72] For example, estimates of rent and service charge amounts in Wales and Scotland have been validated against specific data provided by respective provider organisations in each country.

[73] Data sources include the Elderly Accommodation Counsel older people data and Welsh Government Supporting People data.

A review of existing data sources highlights some differences in the potential scale of older people units in Wales. Welsh Government provides data[74] on the profile of Supporting People-funded units which indicates a total of 12,707 units for older people, a figure significantly below EAC data and survey estimates. This may reflect that Welsh local authorities have withdrawn Supporting People funding from sheltered units and as such are not counted in Welsh Government Supporting People funded unit data. The latest available data on the profile of the social rented stock by accommodation type indicates around 29,000 sheltered and extra care housing units[75], which has been used to calibrate Welsh survey estimates.

Survey estimates of older people units in Scotland closely correspond with EAC data – at around 36,500 units. This figure correlates with data published by the Scottish Government[76] in relation to older people's housing which shows that in 2013 there were 5,482 units of very sheltered housing provided by local authorities and RSLs and 31,204 units of sheltered housing provided by these landlord types, 36,686 units in total.

EAC data is disaggregated between housing with support and housing with care units (the latter often referred to as extra care housing); housing with care units representing 12 per cent of the total number of supported housing units for older people (13 per cent in England, ten per cent in Scotland and nine per cent in Wales). Applying these percentages to the survey data would suggest approximately 51,500 units of housing with care to rent in England, 3,500 units in Scotland and 2,500 units in Wales.

The Housing LIN[77], citing EAC data, estimated the number of extra care housing units as approximately 47,000 in England, 2,000 in Wales and 1,200 in Scotland. It should be recognised that as there is no definitive definition of housing with care or extra care housing then there are likely to be variations in unit numbers, for example the Associated Retirement Community Operators estimates the number of extra care housing units for rent across the UK at between 35,000 and 40,000.

In addition, the variation in unit numbers from different data sources and across the nations may be reflected in part that some forms of 'enhanced' sheltered housing may sometimes be described as extra care housing, even though the level of services will typically be lower than in most extra care housing schemes; the variation in unit data for Scotland may in part be accounted for by such definitional variations.

The profiles of survey-based estimates of other client groups by country are presented in Table A.9 and for Wales only have been compared to the profile available from other existing data (see Tables B.2 to B.4 in Appendix B for further details).

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74 Welsh Government Management Information on local authority Supporting People Spending (2015/16).

75 Available from the Welsh Government website at https://statswales.wales.gov.uk/Catalogue/Housing/Social-Housing-Stock-and-Rents/selfcontainedstockatsocialrent-by-year-providertype-accommodation

76 Available from Scottish Government website at http://www.gov.scot/Topics/Statistics/Browse/Housing-Regeneration/HSfS/SpecialNeeds

77 Extra care housing – what is it in 2015? Housing LIN.

The estimated profile of working-age provision in Wales accords with Welsh Government data. Supported housing for people with learning disabilities predominates, accounting for around 40 per cent of all non-older people units. The greatest differences between survey-based estimates and Welsh Government data relate to single homeless and vulnerable young people, two groups that are likely to have a high degree of cross-over. In combination they are estimated to account for around a quarter of all working-age supported housing in Wales.

As with the other nations, supported housing for people with learning disabilities and single homeless people are the predominant forms of non-older people provision in Scotland. Survey based estimates also indicate a greater proportion of supported housing provision for homeless families and people with physical disabilities or a sensory impairment relative to England and Wales.

Table A.9 Comparison of the national profile of supported housing for working-age people

Client group	Survey estimates England (%)	Survey estimates Wales (%)	Welsh Government (%)	Survey estimates Scotland (%)
Single homeless people (inc rough sleepers)	19	13	6	26
Homeless families	3	4	3	12
Vulnerable young people (16-25)	12	13	19	5
People with learning disabilities	24	40	39	26
People with physical disabilities or sensory impairment	6	2	3	11
People with mental health problems	19	14	15	10
People with drug or alcohol misuse needs	3	5	6	4
Offenders	3	2	2	0
At risk of domestic abuse	3	5	7	4
Others	8	1	*	1
Total	**100**	**100**	**100**	**100**

Sources: Local authority survey; Welsh Government Management Information on local authority Supporting People Spending (2015/16).
* Indicates a value of less than 500 or less than one per cent but greater than zero.

Appendix B Detailed scale, scope and cost data

This Appendix includes a series of more detailed tables, referenced throughout the report, which have been used to assess the scale, scope and cost of the supported housing sector. It includes data derived from the local authority survey as well as existing data sources against which results have been validated and calibrated. Data presented in the tables have been rounded. Any variation between sum and component elements is due to rounding.

B.1 Scale and scope of the supported housing Sector

Table B.1 Number of units by client type and landlord type

Client group	England					Wales					Scotland				
	Total	HA	LA	Charity	Other	Total	HA	LA	Charity	Other	Total	HA	LA	Charity	Other
Older people (65+)	395,000	301,000	71,500	12,500	10,000	30,500	17,000	12,500	500	500	36,500	19,000	16,000	500	1,000
Single homeless people (inc rough sleepers)	30,000	26,500	500	2,500	500	1,000	500	500	*	0	6,000	1,500	4,000	500	*
Homeless families	5,500	5,000	*	500	*	500	*	*	*	0	2,500	500	2,000	*	*
Vulnerable young people (16-25)	19,500	12,500	1,000	5,000	1,000	1,000	500	*	*	*	1,000	500	*	500	*
Learning disabilities	38,500	24,500	2,000	5,500	6,500	3,000	2,000	500	500	500	6,000	2,500	1,500	2,500	0
Physical disabilities	9,000	6,000	500	1,000	1,500	*	*	*	*	*	2,500	1,000	500	1,000	0
Mental health problems	29,500	21,000	1,000	5,000	2,500	1,000	500	*	500	500	2,500	500	1,000	1,000	0
Drug or alcohol misuse needs	4,500	4,000	*	500	*	500	*	*	*	0	1,000	*	500	*	*
Offenders	4,500	4,000	*	500	*	*	*	*	*	0	*	*	*	*	*
At risk of domestic abuse	4,500	4,000	*	500	*	500	*	*	*	0	1,000	*	500	500	0
Others (inc refugees or asylum seekers etc)	13,000	9,500	500	2,000	1,000	*	*	*	*	*	500	*	*	*	*
Total	553,500	418,000	77,000	35,500	23,000	38,500	21,500	14,000	2,000	1,000	59,500	25,500	26,000	6,500	1,500

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

Table B.2 Profile of older people provision by landlord type – Local authority survey and EAC data compared

Landlord	England				Wales			
	LA survey	%	EAC	%	LA survey	%	EAC	%
HA	301,000	76	278,876	73	17,000	56	13,010	57
LA	71,500	18	88,180	23	12,500	41	9,667	42
Rest	22,500	6	17,246	4	1,000	3	256	4
Total	**395,000**	**100**	**384,302**	**100**	**30,500**	**100**	**22,933**	**100**

Landlord	Scotland				Great Britain			
	LA survey	%	EAC	%	LA survey	%	EAC	%
HA	19,000	52	18,946	53	337,000	73	310,832	70
LA	16,000	44	16,096	45	100,000	22	113,943	26
Rest	1,500	4	914	3	25,000	5	18,416	4
Total	**36,500**	**100**	**35,956**	**100**	**462,000**	**100**	**443,191**	**100**

Sources: Local authority survey. Elderly Accommodation Counsel data on older people's supported housing (April 2015) not rounded.

In England there is a greater degree of divergence with survey-based estimates suggesting a higher proportion of older people provision owned by housing associations and charitable or voluntary organisations and a lower proportion owned by a local authority landlord. However, survey-based estimates of older people provision in England owned by a housing association corresponds closely to the latest Statistical Data Return (301,530) produced by the Homes and Communities Agency.

It should also be noted that EAC data is disaggregated into more landlord types than was possible through the survey. The EAC data includes Almshouse charities, showing 8,979 units across Great Britain. However, data provided by the Almshouse Association for 2015 shows that Almshouse charities provided 30,019 'dwellings' for older people. This may be reflected, in part, in the overall higher figure from the survey for 'other' types of landlords compared to EAC data.

Table B.3 Profile of older people provision in Wales – Local authority survey, EAC and Welsh Government data compared

	LA survey (rounded)	EAC[1]	Welsh Govt[2] (SP data)	Welsh Govt[3] (Stock data)	Welsh Govt[4] (Stock data)
Older people supported housing units	30,500	22,933	12,707	28,868	29,393

Sources: [1] Elderly Accommodation Counsel data on older people's supported housing (April 2015) not rounded. [2] Provided by Welsh Government. Welsh Government Management Information on local authority Supporting People Spending (2015/16). [3] Provided by Welsh Government. Annual stock and rents returns from social landlords (2014/15). [4] Available from StatsWales (https://statswales.gov.wales/Catalogue/Housing/Social-Housing-Stock-and-Rents/totalstockatsocialrent-by-area-accommodationtype) – Collected via annual returns from Welsh social landlords (2014/15).

Table B.3 shows that there is considerable variation in the available secondary data sources for older people's supported housing units when compared to the primary data from the local authority survey. The Welsh Government Management Information on local authority Supporting People Spending shows those older people's supported housing units that receive Supporting People funding; qualitative evidence suggests that this will under estimate the total number of units of older people's supported housing due to funding from other sources and changes to local authority commissioning of support in former sheltered housing stock.

The Welsh Government stock data is collected from social landlords so will reflect their interpretation of the definitions used for this data collection exercise (which includes sheltered housing and extra care housing). These estimates are consistently above the EAC estimate but more closely align with local authority survey estimates. For the purposes of this review the estimate of older people supported housing units in Wales is based on a combination of Welsh Government stock data for social landlords and local authority survey data to account for charitable, voluntary and other landlord types of provision.

Table B.4 Profile of working-age provision in Wales – Local authority survey and Welsh Government data compared

Client group	LA survey – Wales (rounded)		Welsh Government[1]		Welsh Government[2]
	Units	%	Units	%	
Single homeless people (inc rough sleepers)	1,000	13	306	6	-
Homeless families	500	4	182	3	-
Vulnerable young people (16-25)	1,000	13	990	19	-
Learning disabilities	3,000	40	2,078	39	-
Physical disabilities	*	2	137	3	-
Mental health problems	1,000	14	815	15	-
Drug or alcohol misuse needs	500	5	318	6	-
Offenders	*	2	121	2	-
At risk of domestic abuse	500	5	358	7	-
Others (inc refugees or asylum seekers etc)	*	1	6	*	-
Total	**8,000**	**100**	**5,311**	**100**	**7,535**

Sources: [1] Provided by Welsh Government. Welsh Government Management Information on local authority Supporting People spending (2015/16). [2] Available from StatsWales (https://statswales.gov.wales/Catalogue/Housing/Social-Housing-Stock-and-Rents/totalstockatsocialrent-by-area-accommodationtype) – Collected via annual returns from Welsh social landlords (2014/15), not available disaggregated by client category.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

Table B.4 shows that there is also variation in the available secondary data sources for working-age supported housing units (although it is noted that some units may be occupied by older people, such as older people with learning disabilities for example) when compared to the primary data from the local authority survey.

The Welsh Government Management Information on local authority Supporting People Spending shows those working-age supported housing units that receive Supporting People funding; qualitative evidence suggests that the local authority survey data is a higher estimate due to commissioners identifying supported housing units that are commissioned, but may be funded by Social Services, for example for people with learning disabilities, or where local authorities have invested additional resources in supported housing for homeless people.

The Welsh Government stock data is collected from social landlords[78] so will reflect their interpretation of the definitions of supported housing used for this data collection exercise. The variation between these sources may be accounted for by these differing interpretations of the definition of supported housing used (that is excluding sheltered housing or extra care housing). For the purposes of this review the estimate of working-age supported housing units in Wales is based on a combination of Welsh Government stock data for social landlords and local authority survey data to account for charitable, voluntary and other landlord types of provision.

Table B.5 Profile of supported housing by accommodation type and landlord type

	England		Wales		Scotland		GB	
	Units	%	Units	%	Units	%	Units	%
Housing designated for older people								
Local authority	71,500	18	12,500	41	16,000	44	100,000	22
Housing association	301,000	76	17,000	55	19,000	52	337,000	73
Charity or voluntary	12,500	3	500	2	500	1	13,500	3
Other	10,000	3	500	1	1,000	3	11,500	2
Sub-total	395,000	100	30,500	100	36,500	100	462,000	100
Hostels (eg single homeless, families, offenders)								
Local authority	1,000	2	1,000	59	6,500	67	8,500	15
Housing association	39,500	88	500	30	2,500	24	42,000	75
Charity or voluntary	4,000	9	*	11	500	7	5,000	9
Other	500	1	0	0	*	2	500	1
Sub-total	45,000	100	1,500	100	9,500	100	56,000	100

Continued

78 Available from StatsWales (https://statswales.gov.wales/Catalogue/Housing/Social-Housing-Stock-and-Rents/totalstockatsocialrent-by-area-accommodationtype) – Collected via annual returns from Welsh social landlords (2014/15), not available disaggregated by client category.

Table B.5 Continued

	England		Wales		Scotland		GB	
	Units	**%**	**Units**	**%**	**Units**	**%**	**Units**	**%**
Refuges and safe houses (eg domestic abuse)								
Local authority	*	2	*	4	500	32	500	7
Housing association	4,000	88	500	63	*	13	4,500	73
Charity or voluntary	500	9	*	33	500	55	1,000	19
Other	*	1	0	0	0	0	*	1
Sub-total	4,500	100	500	100	1,000	100	6,000	100
Supported housing for people with disabilities (learning disabilities or physical disabilities)								
Local authority	2,500	5	500	8	2,000	22	5,000	8
Housing association	30,500	64	2,000	64	3,000	38	35,500	60
Charity or voluntary	6,500	14	500	16	3,500	40	10,500	18
Other	8,000	17	500	12	0	0	8,500	14
Sub-total	47,500	100	3,500	100	8,500	100	59,500	100
Supporting housing for people with mental health problems								
Local authority	1,000	3	*	9	1,000	35	2,000	6
Housing association	21,000	72	500	58	500	23	22,000	68
Charity or voluntary	5,000	17	*	10	1,000	41	6,000	19
Other	2,500	8	500	23	0	0	3,000	8
Sub-total	29,500	100	1,000	100	2,500	100	33,000	100
Supporting housing for young people (16-25)								
Local authority	1,000	4	*	2	*	18	1,000	5
Housing association	12,500	65	500	69	500	38	14,000	64
Charity or voluntary	5,000	26	*	24	500	31	5,500	26
Other	1,000	5	*	5	*	13	1,000	5
Sub-total	19,500	100	1,000	100	1,000	100	21,500	100

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015.
* Indicates a value of less than 500 or less than one per cent but greater than zero.

Table B.6 Profile of working-age provision in Wales and Scotland – Local authority survey and provider survey data compared

Client group	LA survey estimates Wales (%)	Welsh provider survey estimates[1] (%)	LA survey estimates Scotland (%)	Scotland provider survey estimates[1] (%)
Single homeless people (inc rough sleepers)	13	11	26	34
Homeless families	4	3	12	2
Vulnerable young people (16-25)	13	15	5	6
People with learning disabilities	40	54	26	50
People with physical disabilities or sensory impairment	2	*	11	1
People with mental health problems	14	8	10	1
People with drug or alcohol misuse needs	5	2	4	1
Offenders	2	2	0	0
At risk of domestic abuse	5	4	4	2
Others	1	2	1	2
Total	**100**	**100**	**100**	**100**

Source: Local authority survey. Fieldwork dates: 19 October – 2 December 2015. Provider Survey. Fieldwork dates: 17 February – 9 March 2016.
* Indicates a value of less than 500 or less than one per cent but greater than zero.
[1] Provider survey estimates can be treated as indicative only.

Table B.7 Comparison of estimated additional funding by client group in Wales with Welsh Government data

	LA survey estimate		Welsh Government	
Client group	**Estimated additional funding annualised (rounded)**	**% of total additional funding**	**Additional funding annualised**	**% of total additional funding**
Older people (65+)	£5,500,000	7	£5,801,385	9
Single homeless people (inc rough sleepers)	£7,000,000	9	£3,626,819	5
Homeless families	£2,500,000	3	£2,204,402	3
Vulnerable young people (16-25)	£10,000,000	13	£10,799,811	16
People with learning disabilities	£31,000,000	39	£25,596,978	38
People with physical disabilities or sensory impairment	£1,000,000	1	£900,015	1
People with mental health problems	£10,500,000	13	£8,009,463	12
People with drug or alcohol misuse needs	£4,000,000	5	£3,951,056	6
Offenders	£1,500,000	2	£1,408,805	2
At risk of domestic abuse	£5,500,000	7	£5,727,197	8
Others	£1,500,000	2	£43,680	*
Total	**£80,000,000**	**100**	**£68,069,611**	**100**

Sources: Local authority survey. Welsh Government Management Information on Local Authority Supporting People Spending (2015/16).

B.2 Estimating the cost of supported housing

Section 3.6 of this report summarises the estimated cost of the supported housing sector covered by Housing Benefit. To do this a number of different primary and existing data sources have been drawn on, including:

- Commissioner responses to the local authority survey. For the purpose of this analysis, data used from this source has been differentiated by older people and working-age provision[79]. Data has been analysed at country level and calibrated against a range of existing data sources.

[79] For the purposes of analysis, older people provision is considered to equate to people of 65 years of age and above and working-age provision equates to people under 65 years of age. Working-age provision includes supported housing provided for all client groups other than for older people.

- Housing Benefit team responses to the local authority survey have been used to estimate the scale of the specified accommodation element of supported housing, differentiating by older and working-age claimants. This source also provides evidence on average Housing Benefit awards for those living in specified accommodation differentiating by older and working-age claimants. This data has been analysed at country level and calibrated against other existing data sources noted below.
- COntinuous REcording (CORE) data provides robust evidence on mean weekly rent and service charge amounts by different types of supported housing provided by private registered providers in England. For the purpose of this analysis, the latest available CORE data (for 2014-15) has been used to differentiate average weekly rent and service charge amounts by older people and working-age provision. CORE data also provides evidence on the proportion of supported housing that is covered by Housing Benefit differentiating between older and working-age provision.
- Evidence from the provider survey, together with ad-hoc data provided by several targeted providers in Wales and Scotland[80] have been used to inform estimates of mean weekly Housing Benefit award in these two countries. These additional evidence sources have been used specifically here as the data derived from the local authority survey shows a higher degree of variability as well as there being a lack of existing data collected centrally to calibrate estimates against.
- Single Housing Benefit Extract (SHBE) data, providing evidence across Great Britain of the relationship between mean rent, service charge and Housing Benefit awards for those in specified accommodation.

These available sources have been used to derive aggregated estimates of the cost of the sector. Analysis indicates that the cost of supported housing differs markedly between provision for older people and those of working age. As provision for older people is the majority type of supported housing provision (accounting for an estimated 71 per cent of all supported housing units across Great Britain), the analysis distinguishes costs between provision for older people and provision for working-age people.

The approach used has been informed by the availability and quality of the data available and in some cases, where data is simply not available, it has been necessary to make assumptions on the basis of informed estimates. Specifically, the approach to estimating Housing Benefit costs involves the following stages:

- Differentiate the proportion of supported housing that is older people and working-age provision reflecting that the cost of provision for older people is generally lower than provision for those of working age. This has been estimated using commissioner responses to the local authority survey.
- Within older people and working-age categories, estimate the proportion that are defined as specified accommodation and those that are not. This has been estimated using Housing Benefit team responses to the local authority survey.
- Differentiate the cost (in terms of mean weekly rent and service charge payments) of older-people provision that is defined as specified accommodation and not as well as working-age provision that is defined as specified accommodation and not. Costs for each have been derived from both primary and existing data sources set out above.

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[80] Includes data provided by Community Housing Cymru in Wales and further analysis of Scottish Regulator data in Scotland https://www.scottishhousingregulator.gov.uk/

- For the older and working-age elements of supported housing that are not defined as specified accommodation, estimate the proportion that are Housing Benefit eligible and those that are not.

In estimating HB amounts it is recognised that local authorities reclaim most of the HB that they pay to claimants by submitting subsidy claims to DWP. This situation is more complex regarding some types of supported housing in relation to Housing Benefit rules. If exempt accommodation is let by a Registered Provider/Registered Social Landlord, no rent determination is required or permitted unless the rent or size is unreasonable, but a rent determination is required for all other exempt accommodation. If the authority chooses not to restrict the eligible rent, the difference between the Rent Officer determined rent and the authority's accepted eligible rent is not eligible for subsidy and must be met from the authority's own funds.

Discussion groups with local authority Housing Benefit managers in the scoping phase and subsequent 'road-testing' of the local authority survey with Housing Benefit teams identified that data from the Single Housing Benefit Extract in relation to exempt/specified accommodation may not be reliable as a secondary data source and it was likely that highly detailed questions within the local authority survey in relation to Housing Benefit paid to claimants and subsidy claimed from DWP by local authorities would significantly compromise response rates. On this basis the Housing Benefit cost of supported housing has been assessed on the basis of assuming full subsidy of Housing Benefit by DWP.

B.2.1 Estimated cost of supported housing in England

To assess the cost of supported housing in England we are able to draw on comprehensive and robust data collected through CORE. Although this provides data only for Private Registered Providers in England, this accounts for around three-quarters of all supported housing in England. Data drawn on to estimate the cost in England are presented in Table B.8.

Table B.8 Summary of rents and service charges (rounded) for Private Registered Providers in England (CORE 2014/15) by supported housing client group

Supported housing client group	Average rent (£/week)	Average service charge (£/week)	Total (£/week)
Older people with support needs	£88	£39	£127
People with learning disabilities	£104	£59	£162
People with physical disabilities	£86	£47	£133
People with mental health problems	£95	£80	£175
People with drug misuse needs	£107	£117	£224
People with alcohol misuse needs	£100	£102	£202
Offenders	£94	£98	£192
Single homeless people	£93	£124	£217
Homeless families	£96	£89	£185
Rough sleepers	£94	£119	£214
Young people leaving care	£90	£120	£210
Young people at risk	£99	£117	£216
Teenage parents	£93	£100	£193
At risk of domestic abuse	£111	£167	£277
Average all working-age people client groups	**£97**	**£117**	**£214**

Source: CORE social lettings 2014/15 (DCLG).

Table B.9 Relationship between rent and Housing Benefit for specified accommodation claimants across Great Britain (SHBE 08/2015)

	Average weekly contractual rent award	Average weekly Housing Benefit award	Proportion of rent covered by Housing Benefit (%)
England	£159	£142	89
Wales	£174	£155	89
Scotland	£158	£148	94
Total	**£160**	**£143**	**89**

Source: Analysis of Single Housing Benefit Extract as at August 2015 (DWP).

The estimated cost of supported housing for older people in England

Table B.10 Components to estimate cost of supported housing for older people in England

	Component	Value	Source	Notes
a	Total number of older people units in England	395,000	LA survey	See section 3.3. Estimate calibrated with existing data sources
b	Number of specified accommodation older people claimants	98,000	LA survey	See section 3.4. Specified accommodation older people claimants account for 25% of all older people units
c	Net number of older people units not occupied by specified accommodation older people claimants	297,000	Derived	(a) minus (b)
d	Average weekly rent and service charge for older people (PRPs only)	£127	CORE	See Table B.8
e	Estimated average amount of rent and service charge paid by Housing Benefit	89%	SHBE	See Table B.9
f	Estimated average weekly Housing Benefit award for older people claimants	£113	Derived	(d) X (e)
g	Proportion of older people in receipt of Housing Benefit	79%	CORE	
h	Average weekly Housing Benefit award for specified accommodation older people claimants	£137	LA survey	See section 3.6
				Annual cost (£)
HB cost of supported housing for older people classified as specified accommodation				£700,000,000
(b x h) x 52 weeks (rounded)				
HB cost of supported housing for older people NOT classified as specified accommodation				£1,380,000,000
(c x g x f) x 52 weeks (rounded)				
Total England (rounded)				£2,080,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); CORE social lettings 2014/15 (DCLG).

The estimated cost of supported housing for working-age people in England

Table B.11 Components to estimate cost of supported housing for working-age people in England

	Component	Value	Source	Notes
a	Total number of working-age units in England	158,500	LA survey	See section 3.3
b	Number of specified accommodation working-age claimants	142,500	LA survey	See section 3.4. Specified accommodation working-age claimants account for 90% of all working-age units
c	Net number of working-age units not occupied by specified accommodation working-age claimants	16,000	Derived	(a) minus (b)
d	Average weekly rent and service charge on working-age units (PRPs only)	£214	CORE	See Table B.8
e	Estimated average amount of rent and service charge paid by Housing Benefit	89%	SHBE	See Table B.9
f	Estimated average weekly Housing Benefit award for working-age claimants	£180	Derived	Average of ((d) X (e)) and (h) (allowing for the majority of working-age units being classified as specified accommodation)
g	Proportion of working-age people in receipt of Housing Benefit	97%	CORE	
h	Average weekly Housing Benefit award for specified accommodation working-age claimants	£171	LA survey	See section 3.6
				Annual cost (£)
HB cost of supported housing for working-age people classified as specified accommodation (b x h) x 52 weeks (rounded)				£1,265,000,000
HB cost of supported housing for working-age people NOT classified as specified accommodation (c x g x f) x 52 weeks (rounded)				£145,000,000
Total England (rounded)				£1,410,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); CORE social lettings 2014/15 (DCLG).

Summary of the cost of supported housing covered by Housing Benefit in England

As indicated in Table B.12, it is estimated that the total annualised Housing Benefit spend on supported housing across England is around £3.49bn; 60 per cent is covered by older people provision and 40 per cent by working-age provision, while an estimated 56 per cent of this total spend covers supported housing that has been classified as specified accommodation. The estimated annualised Housing Benefit spend per supported housing unit in England is £6,300, equivalent to £121 per week per supported housing unit.

The largest component of this estimated annualised spend comes from provision for older people that is not classified as specified accommodation (accounting for an estimated £1.38bn spend). There are an estimated 297,000 supported housing units for older people that are estimated to be not classified as specified accommodation and the average weekly Housing Benefit award for this category is £113 per week.

Supported housing provision for working-age people defined as specified accommodation also accounts for a sizeable proportion of the total annualised estimated spend across England (an estimated £1.26bn). There are an estimated 142,500 claimants living in this category of accommodation with an average weekly Housing Benefit award of £171 per week.

The cost of older people provision that is classified as specified accommodation and working-age people provision not classified as specified accommodation account for considerably smaller proportions of the overall annualised Housing Benefit spend in England – an estimated £0.70bn and £145m respectively. Although the estimated amount of weekly Housing Benefit award for older people claimants in specified accommodation is higher than those not classified (£137 compared to £113 per week), the estimated proportion in this category is considerably smaller (around 98,000). It is estimated that there are around 16,000 supported housing units for working-age people not classified as specified accommodation which is why this element of supported housing accounts for the lowest estimated amount of Housing Benefit spend across England.

Recent research by the Homes and Communities Agency (HCA)[81] identifies registered provider unit costs as part of understanding the value for money provided by social housing landlords. Median headline social housing costs were £3,550 per unit in 2015, that is across all registered providers in England. The HCA notes that there is considerable variation in costs: with the lower and upper quartiles of headline unit costs being £3,200 and £4,300 respectively, and a minority of providers, mainly supported housing specialists, with headline unit costs in excess of £10,000.

Although the two pieces of analysis are measuring different things, the HCA research is measuring unit costs, this evidence review is measuring Housing Benefit spend, the results from this evidence review for working-age supported housing provision in England (covering all landlord types) estimates a per unit Housing Benefit amount of £8,900 (rounded). This is based on data from Table 3.13 indicating an annualised Housing Benefit spend on working-age provision of £1.41bn in England and Table 3.2 which indicates 158,500 working-age units in England.

81 'Delivering Better Value for Money: Understanding Differences in Unit Costs' published by Homes and Communities Agency (2016).

The HCA analysis states in relation to housing for older people that each unit is associated with costs of £1,800 above general needs units. The results from this evidence review for older people supported housing provision in England (covering all landlord types) estimates a per unit Housing Benefit amount of £5,260 (rounded) – equivalent to £2.10bn for older people provision in England (Table 3.13) and 395,000 older people units in England (Table 3.2). The inclusion of other landlord types in our estimates is likely to account for the further difference between the estimated amounts.

Table B.12 Summary of estimated annualised cost of Housing Benefit for supported housing in England (at December 2015)

Supported housing element in England	Annualised estimated cost of Housing Benefit
Supported housing for older people classified as specified accommodation (rounded)	£700,000,000
Supported housing for older people NOT classified as specified accommodation (rounded)	£1,380,000,000
Sub total (supported housing for older people) (rounded)	£2,080,000,000
Supported housing for working-age people classified as specified accommodation (rounded)	£1,265,000,000
Supported housing for working-age people NOT classified as specified accommodation (rounded)	£145,000,000
Sub total (supported housing for working-age people) (rounded)	£1,410,000,000
England total (rounded)	£3,490,000,000
Annual Housing Benefit spend per supported housing unit (rounded)	£6,300

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); CORE social lettings 2014/15 (DCLG).

B.2.2 Estimated cost of supported housing in Wales

There is no equivalent to CORE in Wales. To generate estimates of the cost of non-specified accommodation covered by Housing Benefit, data from the provider survey together with additional cost information provided by Community Housing Cymru (CHC) have been drawn upon. The provider survey was developed to specifically collect data on rents, service charges and Housing Benefit amounts by client type, although given the limitations of the survey together with small base sizes mean these estimates are indicative only and should be treated with appropriate caution. Estimates derived from the provider survey are, however, corroborated by data provided by CHC. Data drawn on to estimate the cost in Wales are presented in Tables B.13 and B.14.

The estimated cost of supported housing for older people in Wales

Table B.13 Components to estimate cost of supported housing for older people in Wales

	Component	Value	Source	Notes
a	Total number of older people units in Wales	30,500	LA survey	See section 3.3. Estimate calibrated with existing data sources
b	Number of specified accommodation older people claimants	2,000	LA survey	See section 3.4. Specified accommodation older people claimants account for 7% of all older people units
c	Net number of older people units not occupied by specified accommodation older people claimants	28,500	Derived	(a) minus (b)
d	Estimated average weekly Housing Benefit award for older people claimants	£113	Provider Survey/ CHC	HB award for older people derived from average of provider survey (£113 pw) and CHC data (£113 pw based on average rent and service charge of £127 pw x 89% HB award from SHBE)
e	Proportion of older people in receipt of Housing Benefit	79%	CORE	Same profile derived from CORE data in England applied to Wales
f	Average weekly Housing Benefit award for specified accommodation older people claimants	£149	LA survey	See section 3.6.
				Annual cost (£)
HB cost of supported housing for older people classified as specified accommodation (b x f) x 52 weeks (rounded)				£15,000,000
HB cost of supported housing for older people NOT classified as specified accommodation (c x e x d) x 52 weeks (rounded)				£135,000,000
Total Wales (rounded)				£150,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (29 in Wales).

The estimated cost of supported housing for working-age people in Wales

Table B.14 Components to estimate cost of supported housing for working-age people in Wales

	Component	Value	Source	Notes
a	Total number of working-age units in Wales	8,000	LA survey	See section 3.3.
b	Number of specified accommodation working-age claimants	5,000	LA survey	See section 3.4. Specified accommodation working-age claimants account for 63% of all working-age units
c	Net number of working-age units not occupied by specified accommodation working-age claimants	3,000	Derived	(a) minus (b)
d	Estimated average weekly Housing Benefit award for working-age claimants	£193	Provider survey/ CHC/LA survey	HB award for working-age claimants derived from average of provider survey (£198pw), CHC data (£201pw based on average rent and service charge of £226pw x 89% HB award from SHBE) and LA Survey for SA (£179pw) as SA accounts for 63% of all working-age units
e	Proportion of working-age people in receipt of Housing Benefit	97%	CORE	Same profile derived from CORE data in England applied to Wales
f	Average weekly Housing Benefit award for specified accommodation working-age claimants	£179	LA survey	See section 3.6.
				Annual cost (£)
HB cost of supported housing for working-age people classified as specified accommodation				£50,000,000
(b x f) x 52 weeks (rounded)				
HB cost of supported housing for working-age people NOT classified as specified accommodation				£25,000,000
(c x e x d) x 52 weeks (rounded)				
Total Wales (rounded)				£75,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (29 in Wales).

Summary of the cost of supported housing covered by Housing Benefit in Wales

Table B.15 summarises the estimated Housing Benefit spend on supported housing in Wales. Reflecting the numerically smaller amount of supported housing in Wales, the estimated total annualised Housing Benefit spend on supported housing across Wales is also smaller than seen in England – estimated at £0.22bn. The estimated annualised Housing Benefit spend per supported housing unit in Wales is £5,800, equivalent to £112 per week per supported housing unit.

As in England older people provision accounts for the majority of the Housing Benefit spend (some 67 per cent). However, in contrast to England, the amount of Housing Benefit spend covered by accommodation classified as specified accommodation represents a smaller proportion of the total – 29 per cent compared to 56 per cent in England.

The largest component of this estimated spend comes from older people provision that is not classified as specified accommodation (accounting for an estimated annualised spend of around £135m). There are an estimated 28,500 supported housing units for older people that are not classified as specified accommodation and the average weekly Housing Benefit award for this category is estimated to be £113 per week (the same as estimated levels in England).

Supported housing provision for working-age people classified as specified accommodation also accounts for a sizeable proportion of the total annualised estimated spend across Wales (nearly £50m). There are an estimated 5,000 claimants living in this category of accommodation with an average weekly Housing Benefit award of £179 per week.

The cost of older people provision that is classified as specified accommodation and working-age provision not classified as specified accommodation account for smaller proportions of the overall annualised Housing Benefit spend across Wales – an estimated £15m and £25m respectively. In the case of working-age people not in specified accommodation, although the estimated weekly Housing Benefit award is higher than in England (£193 per week compared to an estimated £180 per week in England), this group accounts for a small proportion of all supported housing in Wales.

Table B.15 Summary of estimated annualised cost of Housing Benefit for supported housing in Wales (at December 2015)

Supported housing element in Wales	Annualised estimated cost of Housing Benefit
Supported housing for older people classified as specified accommodation (rounded)	£15,000,000
Supported housing for older people NOT classified as specified accommodation (rounded)	£135,000,000
Sub total (supported housing for older people) (rounded)	£145,000,000
Supported housing for working-age people classified as specified accommodation (rounded)	£50,000,000
Supported housing for working-age people NOT classified as specified accommodation (rounded)	£25,000,000
Sub total (supported housing for working-age people) (rounded)	£75,000,000
Wales total	
(rounded)	£225,000,000
Annual Housing Benefit spend per supported housing unit (rounded)	£5,800

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (29 in Wales).

B.2.4 Estimated cost of supported housing in Scotland

To generate estimates of the cost of non-specified accommodation covered by Housing Benefit, as in Wales, data from the provider survey together with additional cost information derived from analysis of Scottish Regulator[82] data have been drawn upon. Estimates derived from the provider survey have been corroborated with Scottish Regulator data, but should be treated as indicative only and treated with appropriate caution. Data drawn on to estimate costs in Scotland are shown in Table B.16 and Table B.17.

The estimated cost of supported housing for older people in Scotland

Table B.16 Components to estimate cost of supported housing for older people in Scotland

	Component	Value	Source	Notes
a	Total number of older people units in Scotland	36,500	LA survey	See section 3.3.
b	Number of specified accommodation older people claimants	3,000	LA survey	See section 3.4. Specified accommodation older people claimants account for 8% of all older people units
c	Net number of older people units not occupied by specified accommodation older people claimants	33,500	Derived	(a) minus (b)
d	Estimated average weekly Housing Benefit award for older people claimants	£117	Provider Survey/ Scottish Regulator analysis	HB award for older people derived from average of provider survey (£130pw) and Scottish Regulator analysis (£103pw based on average rent and service charge of £110pw x 94% HB award from SHBE)
e	Proportion of older people in receipt of Housing Benefit	79%	CORE	Same profile derived from CORE data in England applied to Scotland
f	Average weekly Housing Benefit award for specified accommodation older people claimants	£140	LA survey	See section 3.6.
				Annual cost (£)
HB cost of supported housing for older people classified as specified accommodation				£20,000,000
(b x f) x 52 weeks (rounded)				
HB cost of supported housing for older people NOT classified as specified accommodation				£160,000,000
(c x e x d) x 52 weeks (rounded)				
Total Scotland (rounded)				£180,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (36 in Scotland).

82 See data available from https://www.scottishhousingregulator.gov.uk/

The estimated cost of supported housing for working-age people in Scotland

Table B.17 Components to estimate cost of supported housing for working-age people in Scotland

	Component	Value	Source	Notes
a	Total number of working-age units in Scotland	23,000	LA survey	See section 3.3.
b	Number of specified accommodation working-age claimants	10,000	LA survey	See section 3.4. Specified accommodation working-age claimants account for 44% of all working-age units
c	Net number of working-age units not occupied by specified accommodation working-age claimants	13,000	Derived	(a) minus (b)
d	Estimated average weekly Housing Benefit award for working-age claimants	£195	Provider Survey/ LA survey	HB award for working-age claimants derived from average of provider survey (£190pw) and LA Survey for SA (£199pw) as SA accounts for 44% of all working-age units. Scottish Regulator data for working-age people was limited and has not been used.
e	Proportion of working-age people in receipt of Housing Benefit	97%	CORE	Same profile derived from CORE data in England applied to Scotland
f	Average weekly Housing Benefit award for specified accommodation working-age claimants	£199	LA survey	See section 3.6.
				Annual cost (£)
HB cost of supported housing for working-age people classified as specified accommodation				£105,000,000
(b x f) x 52 weeks (rounded)				
HB cost of supported housing for working-age people NOT classified as specified accommodation				£125,000,000
(c x e x d) x 52 weeks (rounded)				
Total Scotland (rounded)				£230,000,000

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (36 in Scotland).

Summary of the cost of supported housing covered by Housing Benefit in Scotland

As indicated in Table B.18, it is estimated that the total annualised Housing Benefit spend on supported housing across Scotland is £0.41bn. The estimated annualised Housing Benefit spend per supported housing unit in Scotland is £6,900, equivalent to £133 per week per supported housing unit.

In contrast to England and Wales, the majority of the Housing Benefit spend in Scotland is accounted for by working-age provision (56 per cent compared to 44 per cent of total spend on older people provision). The total estimated annualised Housing Benefit spend on working-age provision in Scotland is estimated to be around £230m.

As in Wales, the estimated spend on supported housing classified as specified accommodation in Scotland is much lower than in England (30 per cent of estimated total spend in Scotland compared to 56 per cent in England). This is consistent with earlier analysis which suggests a more limited application of the specified accommodation definition in Scotland and Wales – 22 per cent of all supported housing in Scotland is estimated to be specified accommodation, compared to 43 per cent of all supported housing in England. It also reflects the different profile of supported housing provision in Scotland where a greater proportion of older and working-age provision is provided by local authority landlords (see section 3.3) – local authority supported housing does not fall within the exempt accommodation category of specified accommodation.

Table B.18 Summary of estimated annualised cost of Housing Benefit for supported housing in Scotland (at December 2015)

Supported housing element in Scotland	Annualised estimated cost of Housing Benefit
Supported housing for older people classified as specified accommodation (rounded)	£20,000,000
Supported housing for older people NOT classified as specified accommodation (rounded)	£160,000,000
Sub total (supported housing for older people) (rounded)	£180,000,000
Supported housing for working-age people classified as specified accommodation (rounded)	£105,000,000
Supported housing for working-age people NOT classified as specified accommodation (rounded)	£125,000,000
Sub total (supported housing for working-age people) (rounded)	£230,000,000
Scotland total (rounded)	£410,000,000
Annual Housing Benefit spend per supported housing unit (rounded)	£6,900

Sources: Local authority survey (177 Housing Benefit team respondents, 83 commissioners); Provider survey (36 in Scotland).

Appendix C Summary of supported housing definitions used in England, Scotland and Wales

C.1 Supported housing in England

The Homes and Communities Agency (HCA) is the regulator of social housing providers in England as well as providing capital funding for affordable housing. The HCA's definition of supported housing is in the guide to the Affordable Homes Programme 2015-18[83]. In this guidance, the HCA distinguishes 'Housing for Older People' (which might include sheltered housing, extra care housing, retirement housing or clusters of bungalows solely let to older people) from other 'supported housing' for 15 broad client groups (not including older people). To be classified under either of these categories, a property must be purpose designed and/or designated for a particular client group. The HCA's definition of supported housing is:

- **Purpose Designed Supported Housing**: Buildings that are purpose designed or remodelled to enable residents to adjust to independent living or to enable them to live independently and which require specific design features.
- **Designated Supported Housing**: Buildings with some or no special design facilities and features but that are designated for a specific client group with support services in place to enable them to adjust to independent living or to enable them to live independently.

In addition, the HCA's Rent Standard[84] (guidance for registered providers in England in relation to rent setting) identifies categories of housing that are exempt from social rent and the Rent Standard. These include a sub-category of supported housing defined in this context as 'specialised supported housing'. This is different and separate to the definition of supported housing above in that it relates to supported housing that is exempted entirely from social rents requirements. Specialised supported housing is defined as those properties developed in partnership with local authorities or the health service and which satisfy all the following criteria:

- the scheme offers a high level of support for clients, for whom the only acceptable alternative public or voluntary sector options are care homes, and

83 'HCA Affordable Homes Programme 2015-18 Housing for Vulnerable and Older People-Supplementary information' see https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/344438/240114_supplementary_information_concerning_housing_provision_for_older_and_vulnerable_people.pdf

84 'Rent Standard Guidance 2015' published by the Homes and Communities Agency see https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/419271/Rent_Standard_Guidance_2015.pdf

- no, or negligible, public subsidy has been received, whether in the form of grant or free land, and
- the scheme has been commissioned in line with local health, social services or Supporting People strategies and priorities.

C.2 Supporting housing in Scotland

In Scotland definitions of supported housing are related to the regulatory framework that governs organisations that provide these types of services. In this context the term ‘housing support services’ is used to encompass a wider range of supported housing type services, that is both accommodation-based and non-accommodation-based services.

This wider definition recognises that housing support services have developed over a number of years in response to a wide range of needs. Housing support services are intended to help people to live independently in the community, regardless of their tenure. The focus is supporting vulnerable people to secure and maintain a stable place to live.

National Care Standards in Scotland set out what is meant by housing support services[85]:

Housing support services help people to live as independently as possible in the community. They can either be provided in your own home or in accommodation such as sheltered housing or a hostel for homeless people. Housing support services help people manage their home in different ways. These include assistance to claim welfare benefits, fill in forms, manage a household budget, keep safe and secure, get help from other specialist services, obtain furniture and furnishings, and help with shopping and housework. The type of support that is provided will aim to meet the specific needs of an individual person.

C.3 Supported housing in Wales

In Wales, most supported housing services fall within the context of the Supporting People programme which has strategic funding and oversight from the Welsh Government with commissioning and funding decisions taken at a local authority and regional level.

The definition of supported housing within this context is typically contained within national Supporting People guidance[86] where, as in Scotland, the definition of supported housing is widely drawn covering both accommodation-based and non-accommodation-based forms of supported housing. These are referred to in this context as ‘housing-related support services’.

The stated intention of housing-related support is to provide help to vulnerable people to develop or maintain the skills and confidence necessary to live as independently as possible. It has housing, and preventing homelessness or people living in inappropriate institutional settings, at its core. Support can be offered to anyone eligible, regardless of their tenure.

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[85] ‘National Care Standards: Housing Support Services’ published by Scottish Government (2009), see http://www.gov.scot/Resource/Doc/349567/0116840.pdf

[86] ‘Supporting People Programme Grant (SPPG) Guidance’ published by Welsh Government (2013), see http://gov.wales/docs/desh/publications/130607sppgrantguideen.pdf

Although the guidance prescribes services that should not be funded through Supporting People, such as care services, the 'definition' of housing-related support is more a set of principles; these are to:

- Support the user to access, maintain and manage accommodation by assisting them to develop or maintain the necessary skills and confidence to live as independently as possible;
- Prevent the need to move to more dependent forms of accommodation;
- Prevent homelessness; and
- Provide support to people who are presently, or have a history of, living unsettled patterns of life that may have contributed to chaotic patterns of behaviour.

Appendix D Summary of lead commissioning and funding organisations for supported housing

Table D.1 identifies the lead commissioning and funding organisation(s) for supported housing. This shows that local authorities retain much of this responsibility, alongside some NHS commissioners, however for many client needs this responsibility is discretionary.

This table relates primarily to the position in England. The different legislative and definitional context in Scotland and Wales have been outlined in Chapter 4 and Appendix C.

Table D.1 Lead commissioning and funding responsibility for supported housing in England

Client group	Lead commissioning and funding responsibility for supported housing
Older people (65+)	Where older people have support and eligible care needs – Local authority
	Where older people solely have support needs – Local authority where they choose to commission supported housing (discretionary)
Single homeless people (inc rough sleepers)	Where individual assessed as in priority need – Local authority
	Where individual assessed as not being in priority need – Local authority where they choose to commission supported housing (discretionary)
Homeless families	Where family assessed as in priority need – Local authority
	Where family assessed as not being in priority need – Local authority where they choose to commission supported housing (discretionary)
Vulnerable young people (16-25 years)	Care leavers:
	16-17 year olds – Local authority children's services (statutory)
	18-21: Local authority (automatically in priority need)
	21-25 year olds: Local authority (need to demonstrate priority need)
	Other young people – Same as for single homeless people (16-17 year olds are deemed in priority need and can be accommodated either by local authority children's services or a local authority housing department.
Teenage parents (16-19 years)	Local authorities (discretionary)
People with learning disabilities	Where people have support and eligible care needs – local authority
	Where people solely have support needs – local authority where they choose to commission supported housing (discretionary)
People with physical disabilities or sensory impairment	Where people have support and eligible care needs – local authority
	Where people solely have support needs – local authority where they choose to commission supported housing (discretionary)

Continued

Table D.1 Continued

Client group	Lead commissioning and funding responsibility for supported housing
People with mental health problems	Where people have support, eligible care needs and/or health needs – Local authority/NHS clinical commissioning groups Where people solely have support needs – local authority/NHS clinical commissioning groups where they choose to commission supported housing (discretionary)
People with drug or alcohol misuse needs	Where people have support, eligible care needs and/or health needs – local authority/NHS clinical commissioning groups Where people solely have support needs – local authority/NHS clinical commissioning groups where they choose to commission supported housing (discretionary)
Offenders	Local authorities (discretionary)
People at risk of domestic abuse	Local authorities (discretionary)

Source: Qualitative interviews. Fieldwork dates: November 2015 – February 2016.

Appendix E
Example research materials

Below are examples of the research materials used in the review. It includes a copy of the local authority survey questionnaire, a copy of the provider survey questionnaire and a copy of the discussion guide for the in-depth qualitative interviews. Variants of the provider survey and discussion guide were used in Scotland and Wales but are not shown in this Appendix.

E.1 Example local authority survey questionnaire

Ipsos MORI

Department for Work & Pensions

Department for Communities and Local Government

DWP and DCLG Supported Housing Review – Local Authority Questionnaire

The Department for Work and Pensions (DWP) and the Department for Communities and Local Government (DCLG) have commissioned Ipsos MORI, Imogen Blood and Associates, and Housing and Support Partnership to map the supported housing sector in England, Scotland and Wales.

As part of this, we are writing to every Local Authority to take part in a survey to build a clearer picture of supported housing. Specifically we want to help obtain the most robust and up-to-date information possible about the current type, scale and cost of the sector; the principle user groups; and who is providing it i.e. Local Authorities, Housing Associations (Private Registered Providers) or charity and voluntary sector organisations.

In this survey, there are some questions for supported housing commissioners and others for Housing Benefit teams.

We don’t have contact details for supported housing commissioners, so please forward your invite email to an appropriate person in that team within your Local Authority, so they have time to prepare data for their section of the questionnaire while you are preparing your answers to the Housing Benefit team section.

The data gathered from this review will provide a vital evidence base, help develop policy, and provide data against which to evaluate possible future policy options, particularly in light of the replacement of Housing Benefit by Universal Credit for working-age claimants.

SUPPORTED HOUSING DEFINITION

For the purpose of this survey and to ensure consistency of responses, the definition of supported housing is: "specified accommodation' as set out in HB A8/2014, and other types of supported housing where some form of care, support or supervision is provided to tenants but which have not currently been classified as 'specified accommodation'".

Q1. Please select one of the options below:
PLEASE TICK ONE BOX ONLY

☐ Take me to the Housing Benefit team/District Council questions **GO TO Q2**

☐ Take me to the supported housing commissioner/County Council questions **GO TO Q22**

Housing Benefit Team

We'd like you to think about Housing Benefit claimants.

Q2. Please tell us the total number of live and in payment claims for Housing Benefit in your Local Authority from your most up to date data for August 2015?
PLEASE WRITE IN BOX OPPOSITE

Q3. For each type of specified accommodation below please tell us how many claimants there are as of August 2015 by each type of provider below. Note, some Local Authorities would use the tenancy type column on their SHBE returns to find these numbers.

a. Exempt accommodation

Total number of claimants

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Housing Association
(also known as Private Registered Provider)

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Registered Charity or voluntary sector organisation

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Other Provider (PLEASE WRITE IN)

Number of claimants **(PLEASE WRITE IN)**

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

b. Other specified accommodation

Total number of claimants

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Housing Association (also known as Private Registered Provider)

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Registered Charity or voluntary sector organisation

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Other Provider (PLEASE WRITE IN)

Number of claimants **(PLEASE WRITE IN)**

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

c. Managed properties

Total number of claimants

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Housing Association
(also known as Private Registered Provider)

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Registered Charity or voluntary sector organisation

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Other Provider (PLEASE WRITE IN)

Number of claimants **(PLEASE WRITE IN)**

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

d. Refuges or safe houses (where not included in exempt accommodation or managed properties above)

Total number of claimants

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Housing Association
(also known as Private Registered Provider)

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Registered Charity or voluntary sector organisation

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Other Provider (PLEASE WRITE IN)

Number of claimants **(PLEASE WRITE IN)**

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

e. Hostels (where not included in exempt accommodation or managed properties above)

Total number of claimants

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Housing Association (also known as Private Registered Provider)

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Registered Charity or voluntary sector organisation

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Other Provider (PLEASE WRITE IN)

Number of claimants **(PLEASE WRITE IN)**

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Q4. For each of the following groups in your Local Authority, please tell us the total number of claimants you have in specified accommodation from your most up to date data for August 2015 (as set out in HB A8/2014). Please write '0' in the 'number of claimants' column if you have none of a particular group in your Local Authority.
PLEASE WRITE IN BELOW OR TICK RELEVANT BOX FOR EACH ROW

a) Gender	Number of claimants in specified accommodation	LA does not hold information	Don't know if LA holds this information
Male		☐	☐
Female		☐	☐
Other		☐	☐

Please provide number of claimants for 16-25 year olds and/or 18-25 year olds.

Please write '0' in the 'number of claimants' column if you have none of a particular group in your Local Authority. **PLEASE WRITE IN BELOW OR TICK RELEVANT BOX FOR EACH ROW**

a) Age	Number of claimants in specified accommodation	LA does not hold information	Don't know if LA holds this information
16-25		☐	☐
18-25		☐	☐
26-44		☐	☐
45-64		☐	☐
65+		☐	☐

ANSWER Q5 IF ANSWERED "LA DOES NOT HOLD THIS INFORMATION" OR "DON'T KNOW AT ALL" OF THE FIRST FOUR CATEGORIES AT Q4b. OTHERWISE GO TO Q6.

Q5. You answered 'don't know' for 16/18-64 year olds. If possible, please tell us the total number of claimants you have in specified accommodation by working and pension age from your most up to date data for August 2015. Please write '0' in the 'number of claimants' column if you have none of a particular group in your Local Authority.

PLEASE WRITE IN BELOW OR TICK RELEVANT BOX FOR EACH ROW

Age	Number of claimants in specified accommodation	LA does not hold information	Don't know if LA holds this information
Working age		☐	☐
Pension age (qualifying for state pension credit)		☐	☐

HOUSING BENEFIT TEAMS

Q6. For each of the following groups in your Local Authority, please tell us the total number of claimants you have in specified accommodation from your most up to date data for August 2015 (as set out in HB A8/2014). Please write'0' in the 'number of claimants' column if you have none of a particular group in your Local Authority.

PLEASE WRITE IN BELOW OR TICK RELEVANT BOX FOR EACH ROW

Ethnicity	Number of claimants in specified accommodation	LA does not hold information	Don't know if LA holds this information
a) White		☐	☐
b) Mixed/multiple ethnic group		☐	☐
c) Asian/Asian British		☐	☐
d) Black/African/Caribbean/Black British		☐	☐
e) Other ethnic group		☐	☐

ANSWER Q7 IF ANSWERED 'LA DOES NOT HOLD INFORMATION' OR 'DON'T KNOW' FOR ANSWERS b-d AT Q6. OTHERS GO TO Q8.

Q7. As you answered 'LA does not hold information' or 'don't know if LA holds this information' at Q6, instead could you tell us, for each of the following groups, the total number of claimants in specified accommodation from your most up to date data for August 2015 (as set out in HB A8/2014).
PLEASE WRITE IN BELOW OR TICK RELEVANT BOX FOR EACH ROW

Ethnicity	Number of claimants in specified accommodation	LA does not hold information	Don't know if LA holds this information
White	☐	☐	☐
Mixed/multiple ethnic group/Asian/Asian British/Black/African/Caribbean/Black British/Other ethnic group	☐	☐	☐

ANSWER Q8 IF ANSWERED "1+" AT ANY ETHNICITY OTHER THAN WHITE AT Q6 OR Q7. OTHERS GO TO Q9.

Q8. Local Authorities have told us that they think the numbers they will be able to provide by ethnicity may only cover a proportion of the actual ethnic minority population in supported housing. Please tell us what percentage of the total number of ethnic minority claimants in specified accommodation you think you have provided at the previous question.

☐ % ☐ Don't know

RENT

Now we'd like to move on to think about rents in 2015. We'd like everyone to answer these questions.

Q9. What would be the range of weekly cost of specified accommodation in your Local Authority from your most up to date data for August 2015? Please use the figure for weekly Housing Benefit awarded in your response. **PLEASE PROVIDE AN ANSWER FOR EVERY BOX IN EACH ROW. IF YOUR LA DOES NOT HOLD THIS INFO, PLEASE ENTER ZERO IN THE ONLINE FORM**.

	Weekly HB awarded Lowest £ per week	Weekly HB awarded Highest £ per week	Average weekly HB awarded £ per week
Specified accommodation for working-age claimants			
Specified accommodation for pensionable age claimants			

Q9b. ANSWER IF ANSWERED 'ZERO' FOR ALL AT Q9

As you entered 0 for the range of specified accommodation in your Local Authority split by age ranges, instead could you tell us the lowest, highest and weekly cost of specified accommodation overall from your most up to date data for August 2015?

PLEASE USE THE FIGURE FOR WEEKLY HOUSING BENEFIT AWARDED IN YOUR RESPONSE. SC EACH ITEM

PLEASE ROUND YOUR ANSWERS TO THE NEAREST £.

	Weekly HB awarded Lowest £ per week	Weekly HB awarded Highest £ per week	Average weekly HB awarded £ per week
Specified accommodation for working-age claimants			

Q10. To what extent, if at all, is your Local Authority using your Discretionary Housing Payments (DHP) funding pot to cover any shortfall in housing costs of those in supported housing?
PLEASE TICK ONE BOX ONLY

A great deal	A fair amount	Not very much	Not at all	Don't know
☐	☐	☐	☐	☐

Q11. If possible, can you tell us what the total amount of DHPs (£s) paid to claimants living in specified accommodation was from your most up to date data for August 2015?

Please round your answers to the nearest £.
PLEASE WRITE IN THE BOX BELOW OR TICK "DON'T KNOW"

£ ☐ ☐ Don't know

Q12. Which item(s) from this list, if any, describe why you think supported housing costs tend to be greater than mainstream housing costs?
PLEASE TICK ALL THAT APPLY

☐ Providers redefining support as housing-related services

☐ Higher cost of maintaining units occupied by those eligible for support (such as replacing damaged fixtures and fittings and redecorating)

☐ Units tend to be larger and therefore command a higher rent

☐ Up-keep costs of communal facilities, which are more common in supported housing

☐ Meals are often provided as part of the support

☐ Provision of wardens/security/concierge services

☐ The cost of longer void period needs to be covered

☐ Other **(PLEASE TICK AND WRITE IN BELOW)**

☐ Costs are in line with mainstream housing costs

☐ Don't know

HOUSING BENEFIT TEAM INSIGHT

Now we'd like to ask you about processes your Local Authority may have in place around supported housing.

Q13. Do you have a record or register of specified accommodation in your Local Authority?

PLEASE TICK ONE BOX ONLY

☐ Yes ☐ No ☐ Don't know

ANSWER Q14 IF ANSWERED "YES" AT Q13. OTHERS GO TO Q15.

Q14. How do you keep these up to date?

PLEASE WRITE IN BELOW

☐ Don't know

ANSWER Q15 IF ANSWERED "NO" AT Q13. OTHERS GO TO Q16.

Q15. What, if any, obstacles have there been in creating a record or register of specified accommodation in your Local Authority?

PLEASE WRITE IN BELOW

☐ Don't know

BENEFIT MANAGER TEAM

PLEASE ANSWER Q16.

Q16. Using the answers below, please tell us how you identify a new claim from a new provider?

PLEASE TICK ALL THAT APPLY

☐ Landlords notify us before submitting the claim

☐ New providers or schemes are flagged by commissioners

☐ A higher level of rent would trigger an investigation

☐ Other **(PLEASE TICK AND WRITE IN BELOW)**

☐ Don't know

Q17. a) Are eligible rents and service charges set by providers or arrived at by HB teams in your Local Authority?

PLEASE TICK ALL THAT APPLY

☐ Proposed rent set by providers

☐ Proposed rent set by a consultant acting on behalf of one or more providers

☐ Arrived at by HB teams

☐ Negotiated and agreed between HB teams and providers

☐ Other **(PLEASE TICK AND WRITE IN BELOW)**

☐ Don't know

PLEASE ANSWER b) IF YOU ANSWERED 1 (SET BY PROVIDERS) OR 2 (SET BY CONSULTANTS) AT Q17a. OTHERWISE PLEASE ANSWER Q18.

b) In cases where there are extremely high costs (above average costs for supported housing) and these are investigated, which item(s) from this list, if any, describe why you think eligible rents and service charges set by providers/ consultants are extremely high?

PLEASE TICK ALL THAT APPLY IN THE RELEVANT COLUMN

	Providers	Consultants
Lease charges from a third party	☐	☐
Additional costs **(PLEASE TICK AND WRITE IN BELOW)**	☐	☐
Limited suitable cheaper alternative accommodation	☐	☐
Providers redefining support as housing-related services	☐	☐
Arrived at by landlord working with the freehold owner	☐	☐
Landlord having made substantial alterations to accommodate claimants	☐	☐
Providers stating that supported housing requires additional 'intensive' or 'enhanced' housing management	☐	☐
We don't have extremely high supported housing costs	☐	☐
Supported housing costs are in line with mainstream housing costs	☐	☐
Other **(PLEASE TICK AND WRITE IN BELOW)**	☐	☐
Don't know	☐	☐

Q18. How do you control the levels of rents and monitor the quality of ongoing provision of services in supported housing in your Local Authority?

PLEASE TICK ALL THAT APPLY

☐ We require a breakdown of project costs to show the costs of care, support or supervision

☐ We collect other evidence to check that support is being provided and rents are appropriate

☐ Commissioning teams are responsible for this and we liaise with them

☐ We use the Quality Assessment Framework (QAF)

☐ We use the Service Quality Tool (SQT)

☐ We use the Driving Up Quality Code (Learning Disability Services)

☐ We use another tool **(PLEASE TICK AND WRITE IN BELOW)**

☐ We do something else to control levels of rents and/or monitor the quality of services **(PLEASE TICK AND WRITE IN BELOW)**

☐ We do not control the levels of rents in supported housing

☐ We do not monitor the quality of ongoing provision or services in supported housing

☐ Don't know

Q19. Other than the answers you have given to previous questions, please tell us of any other ways in which you monitor value for money (in terms of rent and service charges) for supported accommodation in your LA, and who does this.

PLEASE WRITE IN BELOW

☐ Don't know

Q20. Please use the box below to let us know your thoughts on the funding, developing, changing or maintaining future policy for supported housing.

PLEASE WRITE IN BELOW

☐ Don't know

Q20c. We will be conducting qualitative research (telephone interviews mainly, but possibly some focus groups) in the next few months, to gain further insight into supported housing and will be looking for Local Authority experts to provide this insight. Would you be willing to be contacted to take part in this qualitative research?

PLEASE TICK ONE BOX ONLY

☐ Yes ☐ No

PLEASE COMPLETE Q20d IF YOU ANSWERED YES AT Q20c.

Q20d. In that case could you please confirm your name, job title, email address and telephone number?

PLEASE WRITE IN BELOW

a. Name:

b. Job title:

c. Email address:

d. Telephone number:

Q21. Finally, as mentioned in the introduction we also have some questions on supported housing for supported housing commissioners. Please enter the most appropriate person's contact details below so we can send them an invite to take part in the survey and/or remind them to take part if they haven't had a chance yet. You may also want to drop them an email to let them know it's coming.

a. Contact name:

b. Contact job title:

c. Contact mail address:

d. Contact telephone number:

☐ Don't know

Supported Housing Commissioners

PLEASE ONLY ANSWER THE FOLLOWING QUESTIONS IF YOU ARE INVOLVED IN SUPPORTED HOUSING COMMISSIONING

First, we'd like you to think about supported housing units in your Local Authority.

NUMBER OF UNITS

Q22. Thinking about all the social housing in your Local Authority, what percentage would you say are specifically built or designated "supported housing" and what percentage would be for "general needs" social housing?

a. Built or designated supported housing ______ %

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)** ______

b. General needs social housing ______ %

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)** ______

Q23. Across ALL types of supported housing in your Local Authority, please tell us how many UNITS and SERVICE USERS there are in each of the vulnerable groups below based on your most up to date data from August 2015. We know service users may have complex needs, but please only count each claimant once, including them in the group you consider to be their main or 'primary' need. Please provide number of units and service users for 16-25 year olds and/or 18-25 year olds.

		Number of units	Don't know	Number of service users	Don't know
a)	Older people (65+)		☐		☐
b)	Single homeless people (including rough sleepers)		☐		☐
c)	Homeless families		☐		☐
d)	Vulnerable young people (16-25 yrs)		☐		☐
e)	Vulnerable young people (18-25 yrs)		☐		☐
f)	People with learning disabilities		☐		☐
g)	People with physical disabilities/ sensory impairment		☐		☐
h)	People with mental health problems		☐		☐
i)	People with drug/alcohol misuse needs		☐		☐
j)	Offenders		☐		☐
k)	People at risk of domestic abuse		☐		☐
l)	Refugees/asylum seekers		☐		☐
m)	Teenage pregnancy		☐		☐

n) Travellers ☐ ☐

o) Other **(PLEASE WRITE IN BELOW)** ☐ ☐

Q24. Please tell us how many units here are for each of the following service type categories by type of landlord within your Local Authority based on your most up to date data from August 2015. Please provide number of units for 16-25 year olds and/or 18-25 year olds.

a. Housing designated for older people with some form of support/care e.g. sheltered housing (but <u>not</u> cares homes)

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

b. Hostels (e.g. for single homeless people, rough sleepers and offenders)

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

c. Refuges and safe houses (e.g. for people at risk of domestic abuse)

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

D. Supported housing for disabled people e.g. people with learning disabilities; people with physical disabilities

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

e. Supported housing for people with mental health problems

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

f. Supported housing for young people (16-25)

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Local Authority: total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider): total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation: total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

---

g. Supported housing for young people (18-25)

Total number of units

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Where possible please show the total figure disaggregated by the landlord types below.

Local Authority

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Housing Association (also known as Private Registered Provider)

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Registered charity or voluntary sector organisation

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

☐ LA does not hold information

Other Provider (PLEASE WRITE IN)

Number of units

☐ LA does not hold information

Is that an estimate or sourced from a specific data source?

☐ Estimate

☐ Specific source **(PLEASE WRITE IN)**

Q25. Does your Local Authority collect any information on…

PLEASE TICK ONE BOX ONLY FOR EACH ROW

	Yes	No	Don't know
a) turnover within supported housing?	☐	☐	☐
b) void periods within supported housing?	☐	☐	☐

PLEASE ANSWER c) IF YOU ANSWERED 'YES' AT Q25a. OTHERWISE PLEASE ANSWER Q25e.

c) What type of turnover information does your Local Authority collect? **PLEASE WRITE IN BELOW**

PLEASE ANSWER d) IF YOU ANSWERED 'YES' AT Q25a. OTHERWISE PLEASE ANSWER Q25e.

d) What is the source of this information? PLEASE WRITE IN BELOW

☐ Don't know

PLEASE ANSWER e)-g) IF YOU ANSWERED YES AT Q25b. OTHERWISE PLEASE ANSWER Q26.

e) What is the average void period in weeks in supported housing for older people? **PLEASE WRITE IN BELOW**

Weeks ☐ Don't know

f) What is the average void period in weeks in supported housing for people at risk of homelessness? PLEASE WRITE IN BELOW

Weeks ☐ Don't know

g) What is the average void period in weeks in supported housing for disabled people? **PLEASE WRITE IN BELOW**

[ ] Weeks ☐ Don't know

OTHER SOURCES OF FUNDING

Now we'd like to move on to think about other sources of funding in 2015.

Q26. In your Local Authority, what is the average weekly amount of funding from the authority for supported housing in addition to Housing Benefit for the different client groups below? As previously, we know service users may have complex needs, but please calculate your averages based on what you consider to be claimants main or 'primary' need.
PLEASE TICK ONE BOX ONLY FOR EACH ROW

Primary vulnerable group	Average weekly amount of funding from the LA for supported housing EXCLUDING HB, in £s
a) Older people (65+)	
b) Single homeless people (including rough sleepers)	
c) Homeless families	
d) Vulnerable young people (16-25)	
e) People with learning disabilities	
f) People with physical disabilities/sensory impairment	

g) People with mental health problems ☐

h) People with drug/alcohol misuse needs ☐

i) Offenders ☐

j) At risk of domestic violence ☐

k) Refugees/asylum seekers ☐

l) Other vulnerable group (as specified at Q23) ☐

Q27. Which item(s) from this list, if any, describe why you think supported housing costs tend to be greater than mainstream housing costs?
PLEASE TICK ALL THAT APPLY

☐ Providers redefining support as housing-related services

☐ Higher cost of maintaining units occupied by those eligible for support (such as replacing damaged fixtures and fittings and redecorating)

☐ Units tend to be larger and therefore command a higher rent

☐ Up-keep costs of communal facilities, which are more common in supported housing

☐ Meals are often provided as part of the support

☐ Wardens/security/concierge

☐ The cost of longer periods of voids needs to be covered

☐ Other **(PLEASE TICK AND WRITE IN BELOW)**

☐ Costs are in line with mainstream housing costs

☐ Don't know

Q28. Please use the box below to let us know your thoughts on the funding, developing, changing or maintaining future policy for supported housing.
PLEASE WRITE IN BELOW

☐ Don't know

PROVIDER CONTACT DETAILS

Q29. We are planning to conduct a similar survey amongst some providers of supported housing. In the spaces below please provide the names of all the supported housing providers in your Local Authority. **PLEASE WRITE IN BELOW**

Provider 1:

Provider 2:

Provider 3:

Provider 4:

Provider 5:

Provider 6:	
Provider 7:	
Provider 8:	
Provider 9:	
Provider 10:	
Provider 11:	
Provider 12:	
Provider 13:	
Provider 14:	
Provider 15:	

☐ Don’t know

RECONTACT

Q30. We will be conducting qualitative research (telephone interviews mainly, but possibly some focus groups) in the next few months, to gain further insight into supported housing and will be looking for Local Authority experts to provide this insight. Would you be willing to be contacted to take part in this qualitative research?
PLEASE TICK ONE BOX ONLY

☐ Yes ☐ No

PLEASE COMPLETE Q31 IF YOU ANSWERED YES AT Q30.

Q31. In that case could you please confirm your name, job title, email address and telephone number?
PLEASE WRITE IN BELOW

a. Name:

b. Job title:

c. Email address:

d. Telephone number:

Q32. Finally, we would like to provide contact details of all supported housing commissioners who have taken part in the survey to DWP. By providing your contact details below you are giving us permission to pass those details on to DWP. When we pass on your contact details they will not be linked to your answers to this survey.
PLEASE WRITE IN BELOW

a. Contact name:

b. Contact job title:

c. Contact email address:

d. Contact telephone number:

☐ I'd rather you did not pass on my contact details

Thank you for taking the time to complete the survey.

E.2 Example provider survey questionnaire

Ipsos MORI | Department for Work & Pensions | Department for Communities and Local Government

February 2016

DWP and DCLG Supported Accommodation Review – Provider Survey

The Department for Work and Pensions (DWP) and the Department for Communities and Local Government (DCLG) have commissioned Ipsos MORI, Imogen Blood and Associates, and Housing and Support Partnership to map the supported housing sector in England, Scotland and Wales.

We need your help to obtain the most robust and up-to-date information possible about the current type, scale and cost of the sector; the principal user groups; and who is providing it i.e. Local Authorities, Housing Associations (Private Registered Providers) or charity and voluntary sector organisations.

Attached is a short questionnaire that asks about your clients, services and funding that will feed into analysis of existing primary and secondary evidence already collected. To ensure as broader coverage as possible this survey is specifically focused on evidence about non-older person and non-Registered Provider provision and as such primarily reaches providers that do not contribute to the government's Statistical Data Return.

You may have received one or more requests for this across your organisation. If this is the case please forward to the person who is best able to answer these questions about your organisation as a whole.

The data gathered from this review will provide a vital evidence base, help develop policy, and provide data against which to evaluate possible future policy options, particularly in light of the recent proposals to cap Housing Benefit spending at the Local Housing Allowance rate and the replacement of Housing Benefit by Universal Credit for working-age claimants.

Please complete the survey by printing the attached questionnaire, completing the relevant sections and returning as a PDF using the following email address **SAReview@ipsos-mori.com**

If you wish to complete an electronic version in MS Word or wish to arrange someone to call you to conduct the survey over the telephone, please contact us via the email address above.

The deadline for survey responses is Friday 4th March 2016.

If you have any questions or queries about completing the survey, then please contact a member of the research team using the email address above.

Thank you for your assistance.

SUPPORTED HOUSING DEFINITION

For the purpose of this survey and to ensure consistency of responses, the definition used is accommodation based supported housing that is: "'specified accommodation' as set out in Housing Benefit Circular HB A8/2014, and other types of supported housing where some form of care, support or supervision is provided to tenants but which have not currently been classified as 'specified accommodation'". Further information can be found here: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/299267/a8-2014.pdf

QA. Please write in the name of your organisation and parent organisation (if applicable) in the space provided below.

Name of organisation:

Name of parent organisation (if applicable):

ABOUT YOUR ORGANISATION

Q1. Which of the following best describes your organisation?

(Please tick one box only)

a)	Housing Association which is a Registered Provider (registered with the Homes and Communities Agency)	☐
b)	Housing Association (NOT registered with the Homes and Communities Agency)	☐
c)	Other Registered Provider (NOT a Housing Association)	☐
d)	Charity/voluntary organisation/social enterprise (but NOT a Registered Provider)	☐
e)	Local Authority	☐
f)	Private company	☐
g)	Other (please specify here: ____________________)	☐
h)	Don’t know	☐

Q2. Which of the following statements best describes the arrangements for the provision of your supported housing schemes or services?

(Please tick one box only)

a)	All our supported housing schemes/services are provided to people living in accommodation owned or managed by a Registered Provider	☐	**GO TO Q17**
b)	Some of our supported housing schemes/services are provided to people living in accommodation owned or managed by a Registered Provider, but not all	☐	**GO TO Q3**
c)	None of our supported housing schemes/services are provided to people living in accommodation owned or managed by a Registered Provider	☐	**GO TO Q3**
d)	Don't know	☐	**GO TO Q17**

Q3. For those supported housing schemes or services provided to people NOT living in accommodation owned/or managed by a Registered Provider, which of the following best describes the landlord? If there are multiple types of landlord, please indicate the landlord type that accounts for the majority of the supported housing schemes/services provided
(Please tick one box only)

a)	Housing Association (NOT registered with the Homes and Communities Agency)	☐
b)	Charity/voluntary organisation/social enterprise (but NOT a Registered Provider)	☐
c)	Local Authority	☐
d)	Private company	☐
e)	Other (please specify here:)	☐
f)	Don't know	☐

TYPE OF SUPPORTED HOUSING PROVISION

Please provide information in relation to ALL your supported housing schemes that are defined as "specified accommodation" as set out in HB A8/2014, <u>and</u> other types of supported housing where some form of care, support or supervision is provided to tenants but which have not currently been classified as "specified accommodation". WITHIN THIS DEFINITION PLEASE PROVIDE INFORMATION FOR ACCOMMODATION-BASED SUPPORTED HOUSING SERVICES ONLY.

In the questions that follow, information should only be provided about supported housing schemes or services provided to NON-OLDER people NOT living in accommodation owned or managed by a Registered Provider.

Q4. Based on your most up to date data, for each type of supported housing client group within each local authority area you operate in, please indicate how many UNITS there are (Column I) and how many new lettings have been made in the last 12 months (Column II). We know some provision will be for service users with complex needs, but please only count each unit once, including them in the primary client type. Please write the name of each authority area in the space provided. Please provide details for each County Council, Metropolitan or London Borough where you provide supported housing services. Provision within district councils should be counted within the appropriate County Council in which it sits.

PLEASE WRITE IN DK IF YOU DO NOT KNOW, OR USE '0' TO INDICATE 'NONE'. A 'UNIT' IS A SELF-CONTAINED UNIT OR A BEDSPACE IN SHARED SUPPORTED HOUSING

EXAMPLE OF HOW TO COMPLETE Q4 GRID

Client type	(a) Single homeless people (inc. rough sleepers)		(b) Homeless families		(c) Vulnerable young people (16-25 years)		(d) People with learning disabilities		(e) People with physical disabilities/ sensory impairment		(f) People with mental health problems		(g) People with drug/ alcohol misuse needs		(h) Offenders		(i) People at risk of domestic abuse		(j) Refugees/ asylum seekers		(k) Teenage pregnancy		(l) Other	
Write in authority name here:	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)
(1) <u>somewhere cc</u>	*10*	*35*			*0*	*0*	*50*	*4*			*30*	*10*			*0*	*0*								
(2) <u>example MBC</u>	*0*	*0*			*20*	*DK*	*0*	*0*			*0*	*0*			*18*	*DK*								

In the example above Provider X provides supported housing services in Somewhere County Council including **10 units** for single homeless people, **50 units** for people with a learning disability and **30 units** for people with mental health problems. The total number of units of Provider X in Somewhere CC is 90. Over the last 12 months Provider X has made **35 new lettings** to single homeless people in Somewhere CC, **4 new lettings** to people with a learning disability and **10 new** lettings to people with a mental health problem.

Q4. Based on your most up to date data, for each type of supported housing client group within each local authority area you operate in, please indicate how many UNITS there are (Column I) and how many new lettings have been made in the last 12 months (Column II). We know some provision will be for service users with complex needs, but please only count each unit once, including them in the primary client type

Client type	**(a) Single homeless people (inc. rough sleepers)**		**(b) Homeless families**		**(c) Vulnerable young people (16-25 years)**		**(d) People with learning disabilities**		**(e) People with physical disabilities/ sensory impairment**		**(f) People with mental health problems**		**(g) People with drug/ alcohol misuse needs**		**(h) Offenders**		**(i) People at risk of domestic abuse**		**(j) Refugees/ asylum seekers**		**(k) Teenage pregnancy**		**(l) Other**	
Write in authority name here:	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)
(1) ______________																								
(2) ______________																								
(3) ______________																								
(4) ______________																								
(5) ______________																								
(6) ______________																								
(7) ______________																								
(8) ______________																								
(9) ______________																								
(10) ______________																								

Continues overleaf if necessary…

Note: COLUMN (I) – Insert Number of UNITS for each client group in each authority area

Note: COLUMN (II) – Insert Number of NEW clients using the service in the last 12 months for each client group in each authority area

…Q4 continued from previous page if necessary

Client type	**(a) Single homeless people (inc. rough sleepers)**		**(b) Homeless families**		**(c) Vulnerable young people (16-25 years)**		**(d) People with learning disabilities**		**(e) People with physical disabilities/ sensory impairment**		**(f) People with mental health problems**		**(g) People with drug/ alcohol misuse needs**		**(h) Offenders**		**(i) People at risk of domestic abuse**		**(j) Refugees/ asylum seekers**		**(k) Teenage pregnancy**		**(l) Other**	
Write in authority name here:	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)	(i)	(ii)
(11) ______________																								
(12) ______________																								
(13) ______________																								
(14) ______________																								
(15) ______________																								
(16) ______________																								
(17) ______________																								
(18) ______________																								
(19) ______________																								
(20) ______________																								

Note: COLUMN (I) – Insert Number of UNITS for each client group in each authority area

Note: COLUMN (II) – Insert Number of NEW clients using the service in the last 12 months for each client group in each authority area

Q5. Have you had some or all of your supported housing schemes accepted as 'specified accommodation' (as set out in HB A8/2014) by the local authority housing benefit team/s in the areas where your services are located, or have none been accepted?

(Please write in authority name and tick one box only per specific authority area)

Write in authority name here:	Yes, all supported housing schemes/services accepted as 'specified accommodation'	Yes, some supported housing schemes/services accepted as 'specified accommodation'	No, no supported housing schemes/services accepted as 'specified accommodation'	Don't know
(1)__________	☐	☐	☐	☐
(2)__________	☐	☐	☐	☐
(3)__________	☐	☐	☐	☐
(4)__________	☐	☐	☐	☐
(5)__________	☐	☐	☐	☐
(6)__________	☐	☐	☐	☐
(7)__________	☐	☐	☐	☐
(8)__________	☐	☐	☐	☐
(9)__________	☐	☐	☐	☐
(10)__________	☐	☐	☐	☐

Continues overleaf if necessary…

…Q5 continued from previous page if necessary

Write in authority name here:	Yes, all supported housing schemes/services accepted as 'specified accommodation'	Yes, some supported housing schemes/services accepted as 'specified accommodation'	No, no supported housing schemes/services accepted as 'specified accommodation'	Don't know
(11)__________	☐	☐	☐	☐
(12)__________	☐	☐	☐	☐
(13)__________	☐	☐	☐	☐
(14)__________	☐	☐	☐	☐
(15)__________	☐	☐	☐	☐
(16)__________	☐	☐	☐	☐
(17)__________	☐	☐	☐	☐
(18)__________	☐	☐	☐	☐
(19)__________	☐	☐	☐	☐
(20)__________	☐	☐	☐	☐

VOIDS

Q6. For each client type for whom you provide supported housing services, please indicate the average number of days in the last year that a unit is void (across all your supported housing services for that client group but excluding voids due to major repairs). Please write the average number of days in the space provided. An estimate is acceptable, please indicate if this is the case in column (II). If you do not know, please tick the ‘Don’t know’ box in column (III).

Client type	(I) Ave number of days in last year that a unit is void (excluding major repairs) (write in here)	(II) Is this an estimate? (please tick one)		(III) Don’t know (please tick)
		Yes	No	
(a) Single homeless people (inc. rough sleepers)	____ days	☐	☐	☐
(b) Homeless families	____ days	☐	☐	☐
(c) Vulnerable young people (16-25 years)	____ days	☐	☐	☐
(d) People with learning disabilities	____ days	☐	☐	☐
(e) People with physical disabilities/sensory impairment	____ days	☐	☐	☐
(f) People with mental health problems	____ days	☐	☐	☐
(g) People with drug/alcohol misuse needs	____ days	☐	☐	☐
(h) Offenders	____ days	☐	☐	☐
(i) People at risk of domestic abuse	____ days	☐	☐	☐
(j) Refugees/asylum seekers	____ days	☐	☐	☐
(k) Teenage pregnancy	____ days	☐	☐	☐
(l) Other	____ days	☐	☐	☐

Q7. For each client type for whom you provide supported housing services, please indicate the average weekly rent (Column I) and service charge (Column II). Please also indicate the average amount of weekly rent and service charge that is Housing Benefit eligible (Column III). Please write the amount in the spaces provided or tick 'None' or 'Don't know' as appropriate. Estimates are also acceptable.

Client type	Average amount of weekly RENT			Average amount of weekly SERVICE CHARGE			Average amount of weekly rent and service charge that is HOUSING BENEFIT ELIGIBLE		
	Average £ per week	None	Don't know	Average £ per week	None	Don't know	Average £ per week	None	Don't know
(a) Single homeless people (inc. rough sleepers)	£	☐	☐	£	☐	☐	£	☐	☐
(b) Homeless families	£	☐	☐	£	☐	☐	£	☐	☐
(c) Vulnerable young people (16-25 years)	£	☐	☐	£	☐	☐	£	☐	☐
(d) People with learning disabilities	£	☐	☐	£	☐	☐	£	☐	☐
(e) People with physical disabilities/sensory impairment	£	☐	☐	£	☐	☐	£	☐	☐
(f) People with mental health problems	£	☐	☐	£	☐	☐	£	☐	☐
(g) People with drug/alcohol misuse needs	£	☐	☐	£	☐	☐	£	☐	☐
(h) Offenders	£	☐	☐	£	☐	☐	£	☐	☐
(i) People at risk of domestic abuse	£	☐	☐	£	☐	☐	£	☐	☐
(j) Refugees/asylum seekers	£	☐	☐	£	☐	☐	£	☐	☐
(k) Teenage pregnancy	£	☐	☐	£	☐	☐	£	☐	☐
(l) Other	£	☐	☐	£	☐	☐	£	☐	☐

Q8. Now thinking about other funding beyond rent and service charges, please indicate the average weekly amount of funding that you receive, excluding rent and service charge, for each client type for whom you provide supported housing services. **This should be other funding to cover housing related support, other forms of support and care (as appropriate).**

Please write the amount in the spaces provided or tick 'None' or 'Don't know' as appropriate. Estimates are also acceptable.

Client type	**Average weekly amount of other funding excluding rent and service charge covering housing related support, other forms of support and care (as appropriate)**		
	Average £ per week	**None (please tick if none)**	**Don't know (please tick if don't know)**
(a) Single homeless people (inc. rough sleepers)	£	☐	☐
(b) Homeless families	£	☐	☐
(c) Vulnerable young people (16-25 years)	£	☐	☐
(d) People with learning disabilities	£	☐	☐
(e) People with physical disabilities/sensory impairment	£	☐	☐
(f) People with mental health problems	£	☐	☐
(g) People with drug/alcohol misuse needs	£	☐	☐
(h) Offenders	£	☐	☐
(i) People at risk of domestic abuse	£	☐	☐
(j) Refugees/asylum seekers	£	☐	☐
(k) Teenage pregnancy	£	☐	☐
(l) Other	£	☐	☐

Q9. Still thinking about other sources of funding beyond rent and service charge for all the client types for whom you provide supported housing services as a whole, please indicate what percentage of this other funding comes from the following sources? **Again, this should be other funding to cover housing related support, other forms of support and care (as appropriate).**

Please write in the percentage coming from each source or tick None' or 'Don't know' as appropriate. Estimates are also acceptable. PLEASE NOTE the percentage figures given should sum to 100%

Other funding source	**Percentage of the total amount of funding from other sources (ie beyond rent and service charge) for all client groups covering housing-related support, other forms of support and care (as appropriate)**		
	Percentage from other funding source (%)	**None**	**Don't know**
(a) Local Authority Adult social care	%	☐	☐
(b) Local Authority Children's services	%	☐	☐
(c) Local Authority housing/homelessness	%	☐	☐
(d) Criminal justice – Youth Offending Team, Probation	%	☐	☐
(e) Substance misuse service (eg Drug Action Team)	%	☐	☐
(f) Health – NHS Trusts, CCG (Clinical Commissioning Groups)	%	☐	☐
(g) Public Health	%	☐	☐
(h) Employment and education (eg Jobcentre Plus, EFA, SFA)	%	☐	☐
(i) Fundraising and donations	%	☐	☐
(j) Charitable grants	%	☐	☐
(k) Big Lottery funding	%	☐	☐
(l) Corporate/Businesses	%	☐	☐
(m) Other (Please specify here:________________________________)	%	☐	☐
TOTAL	100%	-	-

Q10. Which item(s) from this list, if any, describe why you think supported housing costs tend to be greater than mainstream housing costs?
(Please tick all boxes that apply)

a)	Higher cost of maintaining units occupied by those eligible for support (such as replacing damaged fixtures and fittings and redecorating)	☐
b)	Units need to be adapted and therefore command a higher rent	☐
c)	Up-keep costs of communal facilities, which are more common in supported housing	☐
d)	Meals are provided as part of the service	☐
e)	Provision of wardens/security/concierge services	☐
f)	The cost of longer void period needs to be covered	☐
g)	Sleep over staff require extra bedroom	☐
h)	Furnishings are provided	☐
i)	Redefining support as housing-related services	☐
j)	Other (Please specify:______________________________)	☐
k)	None of the above – costs are in line with mainstream housing costs	☐
l)	Don’t know	☐

Q11. Have you increased the rents and/or service charges of any of your supported housing schemes in the last 3 years by including additional housing management charges (these are sometimes referred to as intensive or enhanced housing management)?

(Please tick one box only)

a)	Yes	☐	**GO TO Q12**
b)	No	☐	**GO TO Q15**
c)	Don't know	☐	**GO TO Q15**

ONLY ANSWER Q12 IF YOU HAVE RESPONDED 'YES' AT Q11

Q12. By what percentage have your rents and service charges increased in the last three years as a result of these additional housing management charges?

Please write the percentage increase in the last three years in the space below or tick 'Don't know'. An estimate acceptable.

	% increase	%
	Don't know	☐

ONLY ANSWER Q13 IF YOU HAVE RESPONDED 'YES' AT Q11

Q13. Which of the following statements best describes whether these additional housing management charges in rent or service charges have been accepted by the local authority housing benefit team/s where your schemes or services are located?

(Please tick one box only)

a)	Yes, additional housing management charges have been accepted for all schemes or services	☐	GO TO Q15
b)	Yes, additional housing management charges have been accepted for most schemes or services, but not all	☐	GO TO Q15
c)	Yes, additional housing management charges have been accepted for some schemes or services, but most have not	☐	GO TO Q14
d)	No, none have been accepted	☐	GO TO Q14
e)	Don't know	☐	GO TO Q15

ONLY ANSWER Q14 IF YOU HAVE TICKED EITHER CODE C) OR CODE D) AT Q13

Q14. What are the main reasons given by local authority housing benefit teams for not accepting additional housing management charges?

(Please write comments in the box below, or tick 'Don't know')

	Don't know	☐

Q15. Which item(s) from this list, if any, describe how you monitor the quality and value for money provided by your supported housing scheme/services?

(Please tick all that apply)

a)	We use the Quality Assessment Framework (QAF)	☐
b)	We use the Service Quality Tool (SQT)	☐
c)	We use the Driving Up Quality Code (Learning Disability Services)	☐
d)	We use another method/tool (Please specify:________________________________)	☐

Q16. Have you employed a consultant to assist you in presenting your rent and service charges to local authority housing benefit teams?

(Please tick one box only)

a)	Yes	☐
b)	No	☐

Q17. Ipsos MORI, Imogen Blood and Housing and Support Partnership may wish to conduct some follow-up research within the next six months to gain further insight into some of the key findings arising from this supported housing review. Would you be willing to be contacted to take part in further research? There is no obligation to take part if you are contacted.

(Please tick one box only)

a)	Yes	☐
b)	No	☐

Q18. Do you have any other comments you wish to make about the issues covered in this survey?

(Please write any comments in the box below)

Thank you for taking the time to complete this questionnaire. All the information provided will be treated in the strictest of confidence. Please email your completed responses to SAReview@ipsos-mori.com

Please return the completed questionnaire by 4th March 2016

E.3 Example discussion guide for qualitative interviews

NB: This topic guide is intended to be used as a menu. Not all of the participants will be able to answer all of the questions – different types of questions are suggested for LA's/providers, and questions may need to be adapted for specialist bodies.

1. **RQ7. Voids and Turnover**: We're interested in understanding the level of voids in supported housing – which factors drive this and does it vary by client group/scheme type or by local authority area………

    a. Would you say that voids are an issue in your supported housing stock?

    b. If so, prompt: are there any factors which commonly delay the re-letting of vacant units?
    E.g. LA allocation policies, need to re-furbish, finding referrals which meet our criteria/will fit into the scheme (are there patterns here – e.g. support needs too high, substance use, local connection, too young/old, etc)

c. If not, how do you manage voids/turnover effectively?

d. Does the pattern of voids vary by client group (LA or cross-client group provider) or by LA area (provider operating across LAs)? Why do you think this is?

2. **RQ13/14. Measuring quality and performance in supported housing**:

    a. What does 'quality' in SH mean from your perspective?
    (Prompt – e.g. particular types of outcomes for service users, reduced demand for other services (e.g. registered care), VFM, contributing to wider policy aims)

    b. Do you use any standard tools or frameworks to measure/demonstrate quality and outcomes in your SH?
    (Prompt: QAF, Service Quality Tool, Driving Up Quality Alliance, etc).

    c. If Yes:

        i. How are these used?

        ii. What difference do they make (tease out specific examples if possible)?

        iii. Anything that gets in the way?

    d. If No:

        i. Why not?

        ii. What do you do instead to monitor/demonstrate quality and VFM?

        iii. Does this work – what is the impact? Could this approach be improved – how?

    e. Benchmarking: **Providers**: Do you benchmark with other providers/
    LA's: do you encourage benchmarking between providers in your area and/or benchmark with other local authorities)?

        i. If so, what do you benchmark and with whom

        ii. What difference does this make?

3. **RQ 8/9/10. Rent and service charge setting/cost variations**

   a. Why, in your experience, are the rents in SH significantly higher than those in general needs properties?

   b. **For LA's/small providers**: Can you talk me through how the level of rent/service charges and the boundary between HB eligible and ineligible service charges are set/agreed upon in your area)?

   For larger providers: Can you talk me through how the level of rent/service charges and the boundary between HB eligible and ineligible service charges are set/agreed upon in different areas

   How much variation is there in this process (e.g. by client group, by different local authority area, etc)?

   c. Does this approach work well/which approach works best – why/why not? How could it be improved?

   d. Do you think that your SH/the SH in your authority represents VFM? Why/how?

   Is there any way in which this could be improved (or is the push for VFM jeopardising quality in your view – if so, can you give evidence for this?)?

4. **RQ2. The classification of 'specified accommodation' (SA) within the Housing Benefit regulations** (select as appropriate)/definitions of supported housing.

   a. **For LA's whose SA numbers have increased sharply**: we notice from your SHBE returns that the number of SA claims in your authority has increased dramatically – do you have a sense of what is driving this trend (Prompt: a local authority-led exercise to promote the correct categorisation of SH; service providers coming forward to apply for re-categorisation? Why??)

   b. How much supported housing in your area is not currently classified as specified accommodation and what are the reasons for this?

   c. **For providers**: are you aware of any inconsistencies between authorities regarding the classification and recording of SA?

   Do you know whether those of your properties which you think fit within the definition of SA are classified as such by your local authority?

   Has the impetus to do this come from you or the authority/ies? Why (not)? What is the impact of this (if any)?

   d. If you provide supported housing that is not currently classified as specified accommodation, can you tell us the reasons for this? Are you considering having it classified as specified accommodation?

5. **RQ1/RQ3. The interface between social care, health and supported housing**

   a. **For providers (if appropriate)**: Have you changed the registration status or any of your schemes from a care home to supported living (or taken over a care home and replaced it with supported living)? If so, can you tell us a bit about this:

      i. Where did the driver to do this come from (local authority, yourselves, clients, etc)?

      ii. What was the reason for doing so?

      iii. Which processes did you have to go through (e.g. with residents, commissioners, regulators/inspectorates)?

      iv. Any sense of the outcomes for clients/impact on the local care economy, etc?

   b. **For local authorities**: Do you have a strategy to promote the creation of housing with care/supported housing to replace care homes?

      i. **If yes**: Can you tell me a bit about the reasoning for this and how you are going about it? Any evidence of impact (on services/VFM? On service users?)

      ii. **If no**: can you tell us what your strategy is instead)?

   c. Is there a strategic partnership approach to the development of SH between social care, health and housing/support in your authority?

      i. Can you tell me a bit more about how this works?

      ii. What is the impact?

6. **RQ3. The commissioning of supported housing/changes to funding for supported housing**

   a. **For local authorities**: Are you still commissioning SH (new and existing) in your area?

   If so, can you tell me a bit about

      i. how this works?

      ii. whether it has changed (or is likely to change)?

      iii. whether there are different approaches for different client groups?

      iv. what the pros and cons are of your current approach?

      v. whether you are planning or have recently commissioned any new developments?

vi. how is support within supported housing being funded now and in the future?
If not, why not?
(Prompt: is this a positive choice (and what has replaced the old approach) or has the local authority simply stopped this function in response to cuts?)
What has the impact of this been?

b. **For providers**: Is demand for your SH increasing from different client groups?

i. Evidence of this?

ii. Possible causes of this?

iii. Impact of this?

iv. How is your organisation currently funding support in the context of reductions in local authority funding?

v. What are your plans in relation to funding your services in the future?

7. **RQ4/5. Variations in the scale and scope of supported housing provision**

a. Local authorities:

i. What are the drivers for developing supported housing for your authority?

ii. What are the reasons for the current size and scope of the SH provision in your area?

iii. Is this likely to change over the next 1-3 years and if so, how?

b. Providers

i. What are the drivers and incentives for your organisation to provide and develop supported housing?

ii. How does this vary between different local authority areas?

8. **Supplementary question: LHA cap**: How do you anticipate the proposed capping of SH rents to the LHA rate would affect supported housing (in your stock/area)?

9. **Supplementary question: Future funding models**: Given the roll-out of Universal Credit and the phasing out of Housing Benefit, policy decisions will need to be made regarding the future funding model for the housing component of supported housing. Do you have any views or considerations regarding different models and/or how they might be implemented?