

Report of the Corporate Director of Health, Housing and Adult Social Care, City of York Council and the Accountable Officer, NHS Vale of York Clinical Commissioning Group (CCG)

## **Mental health housing and support**

### **Summary**

1. This report outlines a direction of travel for the development of a housing and support pathway for people with mental ill health. It recognises that there are challenges within the current system which can only be addressed in a 'whole system' way with collaborative working between health, housing, social care, the voluntary and community sector, private sector landlords, service users, carers, and communities.
2. Our vision is to develop a continuum of accommodation and support options that will ensure people with mental ill health can access the right type of accommodation, with the right level of support, at the right time to meet their needs, regardless of diagnosis.
3. The report highlights the current key challenges in mental health housing and support, including gaps in provision, and captures feedback from a multi-agency workshop held on 29 September 2017 to help plot a way forward. It outlines the three key areas for development to emerge from the workshop, and the work that needs to be done in the coming months in order that a more detailed report – with costed options and proposals – can be brought to the Board in the early summer.
4. The fact that this report has been prepared with input from City of York Council, Tees, Esk and Wear Valleys NHS Foundation

Trust, and the NHS Vale of York Clinical Commissioning Group, serves to demonstrate a 'whole system' commitment and approach to tackling this priority issue for the city.

5. The report asks that the Health and Wellbeing Board agree to receive a further, more detailed report in early summer which will include costed options and proposals; and to note that developing a housing and support pathway for people with mental ill health is likely to require changes to the way that health, housing, and social care work together and, potentially, a redistribution of resources within the 'whole system'.

## **Background**

6. The Centre for Mental Health's report 'More Than Shelter' (June 2016) neatly summarised the importance of housing and support for people with mental health problems:
7. "Having somewhere to live in which we feel secure is essential to our physical and mental health...and for people who have experienced mental health problems, it is a key to their long-term independence, stability and recovery....The provision of support for people with mental health problems to assist them to live an independent life is central to the delivery of comprehensive mental health support."
8. In October 2016, two projects joined together that had previously been looking separately at issues relating to mental health housing and support in York. A review initially focused on services and support commissioned and provided by City of York Council (CYC) was widened to include the full accommodation pathway, including plans to develop a service aimed at individuals presenting with complex needs - with mental health problems and substance misuse.
9. The aim of the newly combined project was:
  - To develop a housing and support pathway for people with mental-ill-health that will enable them to access the right type of accommodation, with the right level of support, at the right time to meet their needs, regardless of diagnosis.

10. This multi-agency project group, chaired by the Head of Commissioning, Adult Social Care – City of York Council, developed a picture of the current accommodation and support pathway which highlighted the key gaps and shortfalls in provision – see Figure 1 below.
11. This project group is focussed primarily on the needs of those aged 18-65 years old with functional illness. The accommodation and support needs for older people, including those living with dementia, are being reviewed and addressed as part of the Older Persons Accommodation Project.
12. There is a cohort of young people who are being supported through the Pathway team and/or have been looked after children who are likely to benefit from access to 'Housing First' or 24/7 supported housing. In some cases this may include young people aged 16-18 who have mental health and other needs which cannot always be met in existing young people's supported accommodation at Howe Hill or in SASH (safe and sound homes). Currently these young people may be placed out of area at significant cost to the local authority, or may move between placements at Howe Hill and adult resettlement placements at Arclight and Peaseholme following exclusions. This creates a pattern of unstable accommodation, whereas the ability to access suitable accommodation and support could help these young people to achieve stability and independence and to prevent long term reliance on support services. The potential positive impact on the lives of young people is such that it would be appropriate to consider access for 16-18 year olds in exceptional circumstances, and with appropriate packages of support.
13. In addition there is a cohort of young people aged 18 with Aspergers and mental ill-health or young people with chronic mental health difficulties or severe eating disorders who have had stays at Mill Lodge inpatient unit or other residential inpatient facilities as a result of ill-health. These young people have complex needs, and have not had experience of living independently. They may be placed at residential colleges or in supported housing out of area. Access to an assessment period in 24/7 supported housing would help to build skills and to

determine the long term housing and support needs of these young people, in order to ensure they are supported to access the most independent accommodation in the longer term.

14. The housing pathways for looked after children are currently being reviewed, in order to ensure appropriate accommodation and support is available. The mental health accommodation project will maintain links with this work in order to ensure that a new mental health housing and support pathway is able to meet the needs of young people transitioning from children to adult services.

**Figure 1 – Mental Health accommodation – current York resources**

| <b>Hospital/ MH Unit</b>             | <b>Rehab / Recovery House</b>                            | <b>Assessment &amp; intermediate support</b> | <b>Supported housing – complex needs</b>        | <b>Supported housing – ‘move-on’ accomm</b> | <b>General needs housing</b>                     |
|--------------------------------------|--|--|---|---|--|
| Inpatient                            | Building based rehabilitation, recovery, residential     | Via Single Access Point                      | High levels of support                          | Low levels of support                       | Visiting support                                 |
| Peppermill Court, YDH, etc           | Private sector   | 22 The Avenue                                | Limited private sector availability             | York Housing Association                    |  |
| Acute services, not a housing option | Limited availability, some use of out of area facilities | Accommodation                                | Min of 15-20 supported units of accomm required | Not suitable for complex needs              | No co-ordinated Housing First service at present |

15. Most people experiencing mental ill-health have a suitable home to live in or return to but for those who do not the current approach is falling short in terms of individual outcomes and system-wide efficiencies in the following ways. This includes some people:

- Becoming stuck in a 'revolving door' between homelessness and inpatient services.
  - Becoming 'stuck' in the homeless resettlement route, unable to progress.
  - Being placed in accommodation where the environment and/or staffing is unable to meet their mental health needs, with associated risks to self or others.
  - Without stable accommodation or lifestyles being more likely to struggle to engage with appointment based services, and therefore miss out on services.
  - With mental ill-health finding it difficult living in the shared environment of a hostel, with possible non-engagement or risk to self/others as a result.
  - Becoming delayed discharges from hospital, or being placed in expensive out of area placements, due to a lack of appropriate accommodation and support.
  - Displaying anti-social behaviour (ASB) which can impact on other tenants in general needs properties if appropriate accommodation/support is not available.
16. One of the key gaps in current provision is appropriate accommodation and support for people with complex needs - that is people with mental health problems **and** substance misuse. It is estimated that at any one time there are around 15-20 individuals with complex needs who find themselves in a 'revolving door' – between homelessness, hospital, prison, and supported housing – because York does not currently have the right type of accommodation and support available to properly meet their needs. This 'revolving door' is often referred to in research literature as a new form of institutionalisation which creates a dependency on services.
17. This carries huge costs both for the individuals, in terms of quality of life and any hope for a better future, and financially for the

‘whole system’ given the high cost of hospitalisation and prison compared to supporting people in the community.

18. Appendix 1 provides more detail on the challenge of meeting the housing and support needs of people with complex needs as well as some individual case studies that illustrate the personal costs to the individual, and the financial cost to the whole system.
19. The project group has considered a range of options for addressing this gap in provision for people with complex needs – and undertook a high level financial and options analysis of each option. These options were then presented and discussed at a workshop event with a wide range of stakeholders with an interest in, and commitment to, improving mental health housing and support – see the Consultation section below.

### **Main/Key Issues to be Considered**

20. The main/key issues to be considered include the challenges and gaps in provision faced by the current system, as outlined above in the Background section; and the resulting areas for development identified by a multi-agency workshop event held in September 2017, which are outlined below in the Consultation section.

### **Consultation**

#### **21. Workshop event – 29 September 2017**

A Mental Health Housing and Support Workshop held at Priory Street Centre on 29 September 2017 was attended by over 70 delegates with a wide range of partner agencies represented including service users and carers, City of York Council (Adult Social Care, Community Safety, Housing) Housing Associations, Tees, Esk and Wear Valley NHS Foundation Trust, Vale of York Clinical Commissioning Group, and organisations from the Voluntary and Community Sector. See Appendix 2 for an executive summary of the workshop report from the event

The workshop was divided into two sessions. In the first session, a number of presentations highlighted some of the key, current

challenges within mental health housing and support. This included Converge's 'In the Moment' theatre company giving a powerful performance representing some service users' experiences of accessing housing and support. Before the coffee break, six options were presented for addressing a particular gap in provision – housing and support for people with complex needs.

In the second half of the workshop, delegates were assigned to eleven discussion groups designed to ensure a mix of representation from different organisations. Each group had a facilitator that guided the group through a series of questions and delegates' thoughts and comments were captured in a variety of ways.

## **22. Key workshop feedback and areas highlighted for further development**

A workshop report capturing all of the feedback provided by the eleven discussion groups was distributed to all delegates on 20 October 2017– it pulled the feedback together under a series of headings that reflected the questions asked. The executive summary at Appendix 2 captures the key messages to emerge from the workshop.

The only option discussed that received absolutely no support at the workshop was the 'Do nothing' option. The shortage of housing, coupled with increasing need and all of the evidence that the current system is not working for people with very complex needs, means that to 'do nothing' is not a viable option.

The three key areas for further development that emerged from the discussions were as follows:

## **23. Area 1- Improving the way we work together now**

Relevant workshop feedback included:

- Health, Housing, and Adult Social Care professionals all find it hard to navigate their way through each other's systems. How can we expect service users and families to do it without support?

- There is a high level commitment to joint working across all partners, but this does not always translate in practice to the front-line – current services and support can feel “fragmented” and there is a lack of consistency.
- There needs to be better planning and more support around transition – home from hospital or between services.

Further work in the short-term should focus on how we work together to achieve better:

- Planning and support around hospital discharge.
- Ongoing information sharing between partner agencies.

**24. Area 2 - Understanding what more we need to do to make a ‘Housing First’ approach work for as many people as possible.**

Housing First is a model originally pioneered in New York, to help chronically homeless people to access housing. The idea is that people are provided with permanent housing with no requirement to prove that they are ‘housing ready’ and personalised, intensive wrap-around support is then provided to help them develop and retain their independence, and maintain a tenancy.

The workshop feedback recognised that a Housing First approach could be the best option for some people, and should be part of the pathway. However, it has to be designed in the right way and offer enough wrap around support.

Further work is required to establish how a Housing First approach could be adopted in York, building on current experience, and what accommodation and levels of support (from where) will need to be in place to ensure it can work for as many people as possible.

**25. Area 3 – Doing further work on modelling the smaller, more dispersed supported housing schemes (for service users with complex needs) preferred by the workshop.**



Whilst many at the workshop felt that the Housing First model was what we should be aspiring to, it was also generally felt that it would not be appropriate for some people, because of their complex needs or their impact on others. For these people, we should be looking to develop some specialised supported housing with on-site support.

Further work should focus on modelling the smaller, more dispersed supported housing schemes (with 24/7 support) preferred by the workshop. What could/should they look like? What staffing will be required? What other support needs to be available?

## **26. Wider working group and service user/carer involvement**

The workshop delegates were invited, on three separate occasions, to express an interest in being involved in a wider working group that would help shape, and input to the detailed work – at the workshop itself, as part of the post-workshop feedback survey, and when the workshop report was distributed. 23 people – helpfully from a good range of organisations – have volunteered to be part of this wider working group.

The wider working group first met on 23 November 2017. It discussed the workshop report and agreed that the three key areas for development outlined above were the right areas to be doing further work on. The group identified key individuals and organisations that would need to be involved in the sub-groups charged with taking the detailed work forward, to inform the next report to the Executive in early summer.

In addition to the wider working group, the project is committed to ensuring that service users' and carers' voices are heard, and have real influence, throughout the project. We aim to tap into existing involvement and engagement forums, including TEWV's Service User Network and the Mental Health Carers' Forum, as well as exploring other ways of securing the input of harder to reach individuals and groups, for example, via their support workers.

## **Options and analysis**

27. A previous section has outlined the three key areas for development to emerge from the workshop, and the further work that needs to be done over the coming months to inform the follow-up report that will include costed options and proposals. The following project structure has been put in place to oversee, steer, and do the work that is required. This involves:

- A multi-agency project board to oversee the project.
- A core project team, with identified resource within each of the key partners, to help drive the work forward.
- A wider working group with volunteer representatives from the CCG, CYC, TEWV, Voluntary and Community Sector, and a carer. Sub-groups will be tasked to look at each of the three key areas for development.
- Service user/carer involvement – via existing, standing forums and specific approaches and events targeted at involving and engaging with harder to reach groups and individuals.

### **Strategic / Operational Plans**

28. This report directly relates to all three of the Council Plan 2015-19 priorities:

- **A prosperous city for all**, where local businesses can thrive and residents have good quality jobs, housing and opportunities;
- **A focus on frontline services** – to ensure all residents, particularly the most disadvantaged, can access reliable services and community facilities.
- **A Council that listens to residents** – to ensure it delivers the services they want and works in partnership with local communities

29. The report also relates directly to priorities highlighted in **York's Joint Health and Wellbeing Strategy 2017-2022** and the **All Age Mental Health Strategy for York 2018-2023**:

30. "We also want to focus our efforts on recovery and rehabilitation wherever this is possible, recognising people's need for ongoing support and the importance of housing, education and employment."

*York's Joint Health and Wellbeing Strategy 2017-2022  
– Mental Health and Wellbeing (p.8)*

### **York's Long Term Ambition**

31. "To apply the lessons from Trieste in York, we will need to take a community based approach, enhancing our housing offer and support for the voluntary and community sectors to:

- Place less emphasis on inpatient beds so that fewer people with mental health problems are supported in hospital or care homes.
- Support people to maintain their independence by investing in more supported accommodation.
- Further develop the voluntary and community sectors in particular to support people with mental health needs into employment, training and volunteering.

### **Wider determinants of a person's emotional and mental wellbeing**

#### **Areas of particular inequality in York**

The Joint Strategic Needs Assessment identifies two areas where improvements are required:

**Accommodation** – among adults in York who use secondary mental health services, there are some who do not live in ‘stable and appropriate’ accommodation.

**Homelessness** – homelessness and mental health are intertwined issues. In 2016/17 well over half of people who were referred to York homelessness services through the single point of access scheme were judged to have a mental health vulnerability by the professional making a referral.

This strategy recognises the need for system partners to work together for the benefit of people with multiple and complex needs; especially with regard to housing. We need to commit to developing a housing and support pathway for people with mental ill health that will enable them to access the right type of accommodation, with the right level of support, at the right time to meet their needs, regardless of diagnosis.

#### **Theme 4: Focus on recovery and rehabilitation**

For people with mental health problems the focus on recovery needs to be part of their care and support from the outset. Evidence suggests that stable employment and housing are key factors towards recovery.

For those with the most complex mental health needs, where a number of factors have impacted their lives over a longer time period it is acknowledged that more intensive support helps to rebuild and stabilise their lives; this will include working with services that treat drug and alcohol misuse.

#### *All Age Mental Health Strategy for York 2018-2023*

32. The need for an improved mental health housing and support pathway has also been reflected as a key priority in the York Homelessness Strategy 2013-2018, the Supported Housing Strategy 2014-2019, and the Joint Strategic Needs Assessment.
33. This report also links to partners’ commitment, across York, to the **Trieste model**’s ‘whole person, whole life, whole system’ approach - and to applying the lessons from Trieste (in Italy) in

York by taking a more community based approach. Safe, secure and appropriate housing is an integral part of this approach, in particular in ensuring people can access the support and stability that they need in the community, rather than in institutions. There is a shared recognition that to achieve the full vision we will need to go on a journey that will involve system and culture change from the providers of services, people accessing services, and the wider community. This will take time and involve steps on the way to achieving the vision, in realigning services beyond traditional areas of responsibility and expertise.

34. Finally, this report also fits completely within the council's approach to providing care and support in a way that is focused on preventing, reducing, and delaying the need for more intensive, or more restrictive, options.

## **Implications**

### **Financial**

35. The case studies at Annex 1 give an indication of the financial cost to the whole system of our not currently being able to meet the complex needs of a cohort of individuals that find themselves in a 'revolving door' situation – moving between homelessness, hospital, prison, and supported housing.
36. The range of options for addressing this gap in provision would indicate that whole system investment is likely to be required or, at the very least, a redistribution of resources within the whole system – for example, disinvesting in buildings in order to invest more resource into community support, or diverting resources from out of area placement into investment in local options.
37. Further work is required to ensure that we better understand the possible financial implications of taking forward the options preferred by the workshop delegates. It is therefore proposed that a more detailed, costed options analysis is brought to a future meeting of this committee.

### **Human Resources (HR)**

38. At the present time staff at 22 The Avenue (City of York Council) have been made aware that a whole system review of the housing and support pathway for people with mental ill health will be undertaken in the coming months. Staff will be kept informed and given the opportunity to participate in engagement events to help inform the future pathway.

## **One Planet / Equalities**

39. Ensuring that people experiencing mental ill-health are able to access appropriate housing and support is a significant equalities issue. The project team recognise that further work is required to ensure that people experiencing mental ill-health have the right support and pathways in place to enable them to access, and meet, this basic human need. A full analysis of the project's impact upon the One Planet Principles and Equalities & Human Rights will be undertaken using the Better Decision Making Tool and will be included in the detailed options report to follow in early summer.

## **Legal**

40. Section 117 of the Mental Health Act describes the duty to provide aftercare services in some circumstances following hospital admission. The Care Act defines "after care services" as services which (i) meet a need arising from or related to the person's mental disorder; and (ii) reduce the risk of a deterioration of the person's mental condition (and, accordingly, reducing the risk of the person requiring admission to a hospital again for treatment for the disorder). Establishing a supported housing pathway would help to meet the section 117 duty, prevent re-admission and support long term recovery.
41. The Housing Act 1996 provides instances where the local authority has a duty to provide accommodation to homeless persons, including some instances where an individual is considered to be in "priority need". Priority need includes several categories of individual, including persons who are vulnerable as a result of mental illness. Without a pathway with suitable accommodation for people with complex needs there is a risk that

this duty will not be able to be met, due to a lack of appropriate accommodation.

## **Crime and Disorder**

42. A small number of individuals with mental ill-health and complex needs have a disproportionate impact on crime and disorder. This may be through anti-social behaviour which can have a devastating effect on neighbours and communities, or through criminal behaviour (see case studies in Appendix 1. The provision of appropriate accommodation and support, able to meet the needs of people with complex needs, would help provide the stability required for them to develop their recovery and independent living skills. This is likely to reduce the impact on crime and disorder of a small number of high impact individuals.

## **Information Technology (IT)**

43. There are no identified implications at this stage.

## **Property**

44. Mental health accommodation is currently provided in a range of settings (see Figure 1 on page 4 of this report) including 22 The Avenue, which is a Council managed service, and a number of supported housing schemes commissioned by the Council and provided by York Housing Association.
45. The building at 22 The Avenue is old and in need of significant repair. The team there is actively planning to move the short-term support element of its service out of the old building at 22 The Avenue, and to provide it at a different location in the city. Given the condition and set-up of the buildings at 22 The Avenue, its role within a housing pathway for people with mental ill-health will need to be carefully considered by the project.
46. Likewise, the supported housing accommodation currently provided by York Housing Association (YHA) is a mix of short term and permanent tenancies but it is aimed at customers who are able to maintain a tenancy with intensive housing management support and professional mental health input when needed. YHA has had increasing concerns that some people

have been referred to the schemes in recent years whose needs have been too great for the schemes to cope with. This is further evidence of the gap in York provision for people with particularly complex needs. If this gap in provision can be addressed in other ways it would free up capacity in the YHA accommodation to be used appropriately as part of the housing pathway.

## **Other – TEWV’s strategic approach**

47. TEWV NHS Trust is working hard to move from a traditional reliance on bed based services to enhance recovery focussed community provision that reflects the ‘whole person, whole life, whole system’ principles. This paradigm shift has led to:

- Dedicated capacity to proactively manage complex mental health placements which may be managed out of the York locality
- Enhancement of community teams to enable more proactive care in the area
- Piloting of new ways of working to maximise the delivery of evidence based rehabilitation care models
- Working closely with service users and carers to better understand their experiences and to inform the delivery of recovery focussed care.

## **Risk Management**

48. There are a range of risks attached to doing nothing to address the challenges highlighted in this report. We are currently struggling to provide all people with mental ill health the right type of accommodation, with the right level of support, at the right time. This is due to a number of factors including

- The lack of a range of options to meet the range of needs
- System pressures
- Increasing demand



- Fragmented services
  - Ageing buildings
49. As the project unfolds a risk register will be developed to ensure that the key risks to the project are identified and managed so as to eliminate or minimise their potential impact.

## Recommendations

50. The Health and Wellbeing Board is asked to:
- a) Agree to receive a further report in early summer which will include costed options and proposals focussed on three key areas for development that emerged from a multi-agency workshop event held on 29 Sept 2017.
    - **Better joint working** - improving the way that health, housing and social care work together now.
    - **'Housing First'** – understanding what more we need to do to make a Housing First approach work for as many people as possible.
    - **Complex needs** – doing further work on modelling the smaller, more dispersed supported housing schemes (with 24/7 support) preferred by workshop delegates.
  - b) Note that developing a housing and support pathway for people with mental ill health - that will ensure access to the right type of accommodation, and the right level of support, at the right time - is likely to require changes to the way that health, housing, and social care work together and, potentially, a redistribution of resources within the 'whole system' – for example, disinvesting in buildings in order to invest more resource into community support. More specific information on the resource implications for the whole system will form part of the follow-up report.

Reason: To keep the Health and Wellbeing Board informed of progress in relation to the development of a housing and support pathway for people with mental ill health

**Authors:**

Gary Brittain  
Head of Commissioning,  
Adult Social Care, CYC  
Tel No. 01904 554099

Chris Weeks  
Commissioning Manager,  
Adult Social Care, CYC  
Tel No. 01904 554066

Louise Waltham  
Housing Management Service  
Manager, CYC  
Tel No. 01904 551680

Paul Howatson  
Head of Joint Programmes  
NHS Vale of York CCG  
Tel No. 01904 552809

**Chief Officer Responsible for the report:**

Martin Farran  
Corporate Director of Health, Housing  
and Adult Social Care, City of York  
Council

**Report**  **Date** 04/01/18  
**Approved** ✓

Phil Mettam  
Accountable Officer, NHS Vale of York  
Clinical Commissioning Group  
**Report**  **Date** 08/01/18  
**Approved** ✓

**Wards Affected:**

All ✓

For further information please contact the author of the report

Annexes

Annex 1 - How the current system is falling short for individuals with complex needs in terms of both individual outcomes and system-wide efficiencies

Annex 2 – Workshop Report, Executive Summary: Mental Health Housing and Support Workshop held at Priory Street Centre on 29 September 2017