

An evaluation of the effectiveness of a Tenancy Support Service



CONTENTS

Acknowledgements	2
Executive summary	3
Background	3
Characteristics of the study population	3
Results	4
Introduction	6
Aims	6
Outputs	6
Background to the project	7
What do TSOs do?	7
The tenancy support process	8
Research methodology	9
Outline	9
Timescale	9
Setting up	9
Identifying a sample of tenants	10
Monitoring the progress of tenants	11
Characteristics of the study population	12
Start and length of tenancy support	14
Start of tenancy support	14
Length of tenancy support	15
Issues addressed by tenancy support	17
Establishing the tenancy	17
Service brokerage issues	18
Financial issues	19
Additional housing support	19
Cost effectiveness	20
Adjustment of rent arrears for the effects of Housing Benefit payments	20
Rent arrears at the beginning and end of the project	21
Calculation of the cost effectiveness of tenancy support	24
Conclusion	26
Project materials	26
Is the tenancy support service effective in meeting the needs of tenants?	26
Is the tenancy support service cost effective?	28
Does the tenancy support service contribute to the development of stable communities?	29

ACKNOWLEDGEMENTS

This project was carried out with the Tenancy Support Service and accommodation provided by New Leaf and NBH respectively. Both organisations are part of the Places for People Group. New Leaf provides a range of housing and tenancy support services for people with support needs and NBH provides social housing for rent.

The author would like to thank all of the staff from New Leaf, NBH and the Housing Corporation who contributed their time, knowledge and experience to this project.

The author and New Leaf would like to thank and acknowledge the Housing Corporation for funding the project.

Graham Torr
Project Consultant

EXECUTIVE SUMMARY

Background

- ⌚ The tenancy support service enables tenants who require additional support to sustain their tenancies to do so by providing help with moving into the property, accessing services, financial issues and tenancy related matters
- ⌚ The tenancy support service was provided by Tenancy Support Officers (TSOs) who were regarded as a source of expertise within the organisation on resettlement and tenancy support issues
- ⌚ This study evaluated the effectiveness of the tenancy support service in meeting the identified needs of tenants, its cost effectiveness and its effectiveness in contributing to the development of stable communities. The work of eight TSOs was included in the study
- ⌚ The effectiveness of interventions by TSOs was evaluated by comparing outcomes for tenants who received the service with outcomes for a ‘non-intervention’ group that did not. Data was collected on the two groups of tenants over a period of 15 months
- ⌚ To ensure consistency between the work of the TSOs during the project standardised referral criteria, an assessment tool and a support plan were agreed and used throughout the project. The progress of tenants in both the intervention and non-intervention groups was recorded every four weeks using a monitoring form for each group

Characteristics of the study population

- ⌚ There were 100 tenants in the intervention group and 60 in the non-intervention group. The intervention group contained a higher percentage of women living alone and only one couple. In the non-intervention group, there was a larger proportion of men and 13% of the sample were couples
- ⌚ Just under half of the intervention group were aged between 25 and retirement, whereas nearly two thirds of the non-intervention group were in this category. The intervention group had greater proportions of younger people and those over retirement age compared with the non-intervention group
- ⌚ Just over 20% of tenants in each group had mental health problems

Results

Start and length of tenancy support

- ⌚ Thirty eight per cent of all tenants started receiving tenancy support on or before the tenancy commencement date with intervention starting for a further 16% within three months of the tenancy commencement date. For the remaining 46% of tenants, the service began three months or more after moving in.
- ⌚ Three quarters of all interventions lasted nine months or less, with 12% taking between 12 and 24 months to be completed. These results compare well with the general guideline that tenancy support should be available for up to one year
- ⌚ Tenancy support was terminated with eight tenants in the intervention group during the course of the project because their tenancies ended. A further two tenants in this group were already former tenants who received a service to recover rent arrears owing from the time of their tenancy

Issues addressed by tenancy support

- ⌚ The TSOs addressed four hundred and sixty two separate issues with the tenants during the project. The average number of issues addressed with each tenant was 4.6, within a range from one to eighteen. Over three-quarters of issues addressed by TSOs with tenants were completed successfully. For sixteen out of the nineteen categories of issues, the TSOs achieved a two thirds or better successful completion rate
- ⌚ Seventy per cent of tenants in the study received support with establishing their tenancy. This category accounted for over one third of issues addressed. Many tenants received support with the whole range of issues in this category. For five of the tasks, an average successful completion rate of 66% or more was achieved, but the development of practical living skills was only successful in a third of cases
- ⌚ Service brokerage issues accounted for 16% of the issues for tenants. Enabling tenants to access social and/or health care services, either in the statutory or voluntary sectors was the most common task and was achieved in at least 80% of cases. Developing social and leisure activities was equally successful. There were fewer instances of helping tenants to gain paid, supported or unpaid work or to start education or training courses, with access to the latter only 20% successful
- ⌚ Dealing with welfare benefits and grants was the single most common tenancy support task, closely followed by help to address rent arrears and/or other debts. When combined with work on budgeting, these three issues together amounted to one third of the issues addressed by the TSOs during the study. The success rate for categories in the finance section was two thirds or better
- ⌚ Carrying out additional housing support tasks accounted for 12% of the issues tackled. The success rate within this area was above 70% for three out of the four categories, although the numbers of issues in the two complaint categories was

small. Intervention was not successful in establishing contact with tenants who were not responding to approaches from housing management

Client group specific issues

- ⌚ Young people formed the majority of tenants requiring support with establishing their tenancy. The outcome for most of these tenants was the successful establishment of a home, both in terms of the practical tasks required to complete the move and the financial issues necessary to manage the tenancy successfully
- ⌚ Intervention with tenants over retirement age accounted for 16% of issues. All but three of these issues were completed successfully, giving a higher success rate than the average for the whole group. Over one third of these issues concerned welfare benefits or other financial issues
- ⌚ Intervention with tenants with mental health problems was slightly less successful compared with the average for all tenants. This was particularly the case in relation to moving to housing that is more appropriate, confidence in dealing with tenancy issues and in addressing rent arrears and/or other debts

Cost effectiveness

- ⌚ Just over three-quarters of the intervention group had an adjusted rent arrears, i.e. after the removal of effects due to Housing Benefit payments, of zero when the tenancy support started. Higher proportions of young people aged under 25 and of tenants over retirement age had no rent arrears when the TSO began seeing them
- ⌚ The average rent arrears for the intervention group increased from £175 to £190 between the start and end of the project. For the non-intervention group, the average rent arrears increased from £400 to £588
- ⌚ For tenants in the intervention group referred with a rent arrears problem, the figure fell from £779 to £576, whereas it increased from £953 to £1,293 for the non-intervention group
- ⌚ The difference between the total rent arrears over one year for the intervention and non-intervention groups for the equivalent of the caseload of one full time TSO was £9,833. The amount of rental income saved by employing a TSO covers approximately half of the cost of the TSO's post

Effectiveness in contributing to the development of stable communities

- ⌚ Eight per cent of tenants in the intervention ended their tenancies during the project, of which three-quarters left with rent arrears. Twenty per cent of tenants in the non-intervention group ended their tenancies during the project of which three fifths were either evicted or abandoned their property

INTRODUCTION

Aim

The aim of the project was to evaluate the effectiveness of the tenancy support service provided by New Leaf, part of the Places for People group. The tenancy support service was staffed by Tenant Support Officers (TSOs) who supported vulnerable people to establish and sustain independent tenancies. The project evaluated the effectiveness of the service in relation to the needs of a variety of tenants but particular attention was paid to its effectiveness in meeting the needs of people with mental health problems, young people (aged 16 – 25) and older people (over retirement age).

The effectiveness of the tenancy support service was evaluated in three ways:

1. Effectiveness in meeting the identified needs of tenants
2. Cost effectiveness
3. Effectiveness in contributing to the development of stable communities

Outputs

The measurable outputs of the project were:

1. The design and testing of an assessment tool that enabled TSOs to identify tenants who would benefit from the service
2. Quantitative and qualitative evidence that the tenancy support service meets the needs of tenants, is cost effective and contributes to the development of stable communities
3. The production of this final report to disseminate the findings of the project.

BACKGROUND TO THE PROJECT

What do Tenant Support Officers do?

The TSOs assist housing management staff through the contribution of specialist skills and the time to dedicate to a small number of tenants to help them address specific problems. The aim is to sustain new or existing independent tenancies, i.e. tenancies in general needs housing, where the tenant requires support in addition to the normal housing management service. The TSO works jointly with the Housing Services Officer to address the identified issues, especially where these are housing management issues such as rent arrears, but is not responsible for the enforcement of the tenancy agreement.

The intervention is focused on four main areas of work:

1. Establishing the tenancy
2. Service brokerage
3. Financial issues
4. Additional housing support

Each of the four main areas was broken down further into a number of different issues, with nineteen different issues in total. The tasks that TSOs undertake are shown in figure 1. Tenancy support does not include counselling or purely befriending.

Figure 1: Tenancy Support Tasks

Establishing the tenancy	Service brokerage
Move to more appropriate housing	Paid, supported or unpaid work
Developing practical living skills	Education/training courses
Confidence dealing with tenancy issues	Social/leisure activities
Connecting utilities	Social care services
Obtaining furniture/equipment	Health services
Explaining the tenancy/repairs reporting	Other services, advocacy or referral
Additional housing support	Financial issues
Complaints by neighbours	Benefits and grants
Complaints about neighbours or landlord	Rent arrears and/or other debts
Maintenance/repairs/adaptations issues	Budgeting
Establish contact and review tenancy	

The first six categories in the list were concerned with supporting tenants to establish their tenancy. This covered all aspects of moving into a new home including helping the tenant to physically move their things, enabling the tenant to develop the confidence to deal with the responsibilities of having their own tenancy and spending time explaining the tenancy agreement and how to report repairs. If the tenant did not possess the practical living skills required to live independently, the TSO would work with the tenant to develop these.

The next six categories covered ‘service brokerage’ issues where the TSO was supporting the tenant to obtain services or input from other organisations. The role of the TSO was to link tenants with other services in the community that they need or may support them in maintaining their tenancy.

A further three categories dealt with financial issues related to managing a tenancy, including claiming welfare benefits, dealing with rent arrears and budgeting. The TSOs had a good working knowledge of Housing Benefit and the other main benefits relevant to tenants. TSOs were able to help tenants draw up a weekly budget if this was going to enable the tenant to manage their money effectively. Linked with the work on budgeting, TSOs could offer a limited amount of input on how to manage the payment of rent arrears and other straightforward debts.

The final four categories were ‘additional housing support’ issues. These covered anything that the tenant needed support with in relation to their rights and responsibilities under the tenancy agreement. This included involvement in cases of complaints by neighbours about the behaviour of the tenant or complaints by the tenant about their neighbours. In these situations, the TSO was bringing additional time and expertise to situations where the potential to resolve the issues successfully had been identified by the Housing Services Officer.

The service pro-actively engaged with potential referrers who included members of staff, other agencies and tenants or applicants themselves. The service was time-limited, usually for 3-9 months but not normally for more than one year. TSOs were regarded as a source of expertise within the organisation on resettlement and tenancy support issues.

The tenancy support ‘process’

The tenancy support ‘process’ is outlined below:

1. Potential clients are identified using referral criteria
2. TSO carries out an assessment for eligibility for the service and to establish a baseline from which to measure progress
3. The referrer is told what issues will be addressed (reasons are given if the person is not offered a service)
4. A support plan is agreed with tenants who are accepted (tenant gets a copy)
5. Progress is monitored using specific outcome measures agreed with the tenant
6. The outcome is reported to the referrer at the end of the intervention.

RESEARCH METHODOLOGY

Outline

The effectiveness of interventions by TSOs was evaluated by comparing outcomes for tenants who received the service with outcomes for a 'non-intervention' group that didn't receive the service. The tenants in the non-intervention group met the same referral criteria (see Appendix 1) as those tenants in the intervention group to ensure that the two groups were comparable. The non-intervention group was drawn from areas with no TSOs and received only the normal housing management service from Housing Officers.

The three outcome measures that were used to evaluate the effectiveness of the interventions by TSOs were:

1. Achievement of the outcomes identified in the support plan
2. Level of rent arrears at the end of the intervention
3. Number of tenancies ended for negative reasons.

Timescale

The project took place in four phases as follows:

1. Setting up (January – March 2000): Development of project materials and monitoring system
2. Training (April – June 2000): Staff trained in use of project materials and monitoring system; validation of project materials
3. Live running (July 2000 – September 2001): Interim report produced at twelve months
4. Analysis of results (October 2001 – March 2002): Production of final report

Setting up

The first task was to develop the project materials for use with new applicants or existing tenants when they were referred to the TSOs. At the beginning of the project, each TSO was using their own locally developed referral criteria, assessment tool and support plan. In order to ensure consistency between TSOs during the project, these were standardised.

Standardised referral criteria, an assessment tool and a support plan were drafted based on those currently in use by each TSO and the input of the Consultant. These

were circulated to the TSOs and Supported Housing Managers (as they were known at the time) for comment. The materials were amended in response to the feedback received. The revised referral criteria, assessment tool and support plan were discussed and minor amendments agreed at a meeting of the TSOs and Supported Housing Managers. Copies of the finalised referral criteria (Appendix 1), assessment tool (Appendix 2) and support plan (Appendix 4) were printed with the 'New Leaf' logo. Examples of outcome measures for each task undertaken by TSOs were also circulated for reference (Appendix 3).

Training the TSOs in the use of the referral criteria, assessment tool and outcome measures were started at a meeting of all TSOs in May 2000. The process was continued and completed when the consultant met with each TSO individually in June and July 2000. The role and use of the support plan was explained during these individual sessions.

The referral criteria were validated by comparing them with the reason for referral of the current tenants supported by the TSOs. Each of the tenants on the caseloads of the TSOs met one or more of the referral criteria. The assessment tool and support plan was validated by transferring the details of some existing tenants onto the new forms and by using them with all new referrals. The forms were found to cover all the information required by the TSOs in both cases.

Identifying the sample of tenants

Intervention group

Every tenant on the caseload of the eight TSOs taking part in the project was discussed with the Consultant and considered for inclusion. Seventy-three existing tenants were identified who were eligible to be included in the study. Their progress was monitored until the intervention by the TSO finished. New cases were added during the course of the project and those that were completed were included in the sample of tenants.

Non-intervention group

Visits were made to four offices where there was no TSO service to explain the project to Housing Officers and other staff. Twelve Housing Officers agreed to take part in the project. They were asked to identify tenants in their patch who met the referral criteria for intervention by TSOs.

The identified tenants were discussed with the Consultant during follow-up telephone conversations with each Housing Officer to ensure the validity of their inclusion in the non-intervention group, i.e. they were tenants who would qualify for intervention by TSOs if the service were available.

Monitoring the progress of tenants

The progress of tenants in both the intervention and non-intervention groups was recorded every four weeks over a period of fifteen months from 1 July 2000 to 21 September 2001.

A monitoring form was created to monitor the progress of tenants in the intervention group (Appendix 5). The details about each tenant were recorded on a separate line and the form was copied and updated every four weeks. The form recorded the following information about each tenant:

- ⌚ Name, reference number and date of birth
- ⌚ If under 21, whether the tenant had been in care
- ⌚ Mental health problems
- ⌚ Type of housing (flat, house, category 1 or 2 sheltered)
- ⌚ Tenancy and tenancy support commencement dates
- ⌚ Tenancy support and tenancy end dates
- ⌚ Issues being addressed (see figure 1) and whether completed successfully or unsuccessfully
- ⌚ Rent account at the start of the intervention and the reason for arrears or credit, i.e. whether it was due to the Housing Benefit payment cycle or the tenant themselves
- ⌚ Rent account every four weeks
- ⌚ Rent account at the end of the intervention and reason for arrears or credit

A second monitoring form was developed to monitor the progress of tenants in the non-intervention group (Appendix 6). This also included basic details about the tenant, their tenancy and rent account. The Housing Officer completed one sheet for each tenant included in the study, whether or not they actually spent time with the tenant. Any intervention taken by the Housing Officer over and above what a tenant would usually get would be recorded to ensure that it did not go beyond that expected from a 'normal' housing management service.

CHARACTERISTICS OF THE STUDY POPULATION

The gender, age breakdown and number of tenants with mental health problems in the intervention and non-intervention groups is shown in figure 2.

Figure 2: Characteristics of the study population

	Intervention group		Non-intervention group	
	Number	%	Number	%
Gender				
Men	40	40	31	52
Women	59	59	21	35
Couples	1	1	8	13
Age				
< 25	34	34	13	22
25 - 60/65	45	45	39	65
60/65+	21	21	8	13
Mental Health Problems	21	21	14	23

The intervention group contained a higher percentage of women living alone and only one couple. In the non-intervention group, there was a larger proportion of men and 13% of the sample were couples.

Just under half of the intervention group were in the middle age band (25 – retirement) whereas nearly two thirds of the non-intervention group were in this category. The intervention group had greater proportions of younger people and those over retirement age compared with the non-intervention group.

Twenty one per cent of tenants in the intervention group had mental health problems. To be included in this category, the tenant had to have received a diagnosis by either their GP or a psychiatrist. Other tenants in the study population may also have had mental problems, and indeed the TSOs suspected that some did, but they were not formally included in this category unless a doctor had made a formal diagnosis. In the intervention group, 23% of the tenants had a mental health problem defined in the same way as for the intervention group.

The previous and current types of housing for tenants in the intervention group and the current type of housing for tenants in the non-intervention group is shown in figure 3.

For tenants in the intervention group, nearly two thirds had previously lived in social rented accommodation prior to moving to the home where the tenancy support was being provided. Twenty nine per cent of tenants moved from living with parents, other relatives or friends. Most of the tenants in this category were under the age of 25. The previous type of housing was not known for 20% of the sample because they had moved to their current accommodation before this information was routinely collected.

Figure 3: Previous and current types of housing

	Intervention group		Non-intervention group	
	Number	%	Number	%
Previous type of housing				
Local authority	15	15		
Housing association	17	17		
Supported housing	8	8		
Parents/relatives/friends	29	29		
Owner occupied	6	6		
Privately rented	2	2		
B&B/homeless/hospital	3	3		
Not known	20	20		
Current type of housing				
Flat/bedsit	58	58	37	62
House/bungalow	22	22	22	37
Category 1 sheltered	8	8	0	0
Category 2 sheltered	12	12	1	2

A similar percentage of tenants in both groups lived in flats or bedsits at the time of the study. For the intervention group, 22% lived in either a house or a bungalow whereas over one third of tenants in the non-intervention group lived in this type of accommodation. Twenty per cent of the intervention group tenants lived in sheltered accommodation, which accounted for most of the older people in the sample. Although 13% of the intervention group were over retirement age, only 2% lived in sheltered housing.

Comparison of intervention and non-intervention groups

There were differences in some of the characteristics of the intervention and non-intervention groups. These differences limit the comparability of the two groups, although they remain sufficiently similar to be able to draw broad conclusions from the study.

The gender, household composition and age structure of the two samples differed, as did the proportions of tenants living in houses or bungalows and sheltered accommodation. However, the proportion of tenants with mental health problems and those who lived in flats was similar.

The amount of rent arrears per tenant at the start of the project varied between the two groups. This limits the comparability of the absolute change in rent arrears between the two groups, although the relative change within each group remained a useful measure of success. The changes in rent arrears are discussed later.

START AND LENGTH OF TENANCY SUPPORT

Start of tenancy support

The point at which the tenancy support started with respect to the tenancy commencement date (TCD) was recorded for each tenant. The results were divided into three groups based on tenancy support starting at the tenancy commencement date, within three months of the tenancy commencement date or after three months of the tenancy commencement date.

A period of three months from the tenancy commencement date was selected after discussion with Housing Services Officers and TSOs because within this time it usually becomes obvious that tenancy support was required from the start if the service was not in place already. The indications that a referral to a TSO should have been considered are normally rent arrears and/or neighbour nuisance. If there are no identifiable problems within the first three months, then the tenancy has probably been established successfully.

The point at which tenancy support started for all tenants and for the different sub-groups is shown in figure 4.

Figure 4: Start of tenancy support

	TCD		TCD - 3 months		3 months +	
	Number	%	Number	%	Number	%
All tenants	38	38	16	16	46	46
Tenants < 25	19	56	10	29	5	15
Tenants 25 - 60/65	15	33	3	7	27	60
Tenants 60/65 +	4	2	3	14	14	67
Tenants with MHP	10	48	0	0	11	52

Thirty eight per cent of all tenants started receiving tenancy support on or before the tenancy commencement date with intervention starting for a further 16% within three months of the tenancy commencement date. For the remaining 46% of tenants, the service began three months or more after moving in.

There are three possible explanations for referrals for tenancy support being made within the first three months of the tenancy rather than at the tenancy commencement date.

Firstly, the need for tenancy support may not have been identified and so it only becomes obvious once problems arise.

A second explanation is that some tenants are referred to, and accepted by, TSOs but are then offered a tenancy without the TSO being informed. The tenant moves into their new property without the knowledge of the TSO and so the case only becomes

active after the tenancy starts. An opportunity may therefore have been lost to set up all aspects of the tenancy clearly from the start and to identify potential issues before they arise, e.g. tenants who are unable to complete housing benefit claim forms.

Lastly, the caseload of the TSO may have been full but the applicant is offered a tenancy despite the fact that they have been assessed as requiring extra support. In this scenario, it is not surprising that problems emerge within the first three months.

All tenants with mental health problems who required tenancy support from the start of their tenancy were identified successfully and began receiving input on or before their tenancy commencement date. However, for tenants under 25, almost double the proportion began receiving input up to three months after they had moved in compared with the proportion for the sample as a whole.

For older people, two thirds became clients three months or more after their tenancy commencement date. Problems had arisen for some of these tenants many years after moving into their current property and often the problems were connected with difficulties they were having due to their age.

The Housing Services Officers were asked to decide when the need for tenancy support would have been identified for the tenants in the non-intervention group if the service had been available. This was obviously a hypothetical question as there was no tenancy support service available for these tenants either then or now. Given these constraints, the Housing Services Officers suggested that 18 tenants would have benefited from tenancy support from the tenancy commencement date, whilst the remaining 42 would have required the service later during their tenancy.

Length of tenancy support

The length of the tenancy support provided to each tenant was recorded and is shown in figure 5. Three quarters of all cases lasted nine months or less, with 12% taking between 12 and 24 months to be completed. These results compare well with the general guideline that tenancy support should be available for up to one year.

Figure 5: Length of tenancy support

	Length of tenancy support (months)								% > 12
	0 - 3	3 - 6	6 - 9	9 - 12	12 - 15	15 - 18	18 - 21	21 - 24	
All tenants	22	27	26	13	4	5	2	1	12
Tenants < 25	10	8	8	4	2	1	1	0	12
Tenants 25 - 60/65	5	14	14	8	1	2	0	1	9
Tenants 60/65 +	7	5	4	1	1	2	1	0	19
Tenants with MHP	3	5	6	2	0	3	1	1	24

For tenants aged under 25, the proportion receiving tenancy support for between 12 and 24 months was the same as the average for all tenants. For older tenants, the proportion who received the service for more than 12 months was just over 50%

higher than the overall average. The percentage of tenants with mental health problems receiving a service for between 12 and 24 months is, at 24%, double that for the whole sample.

Tenancy support was terminated with eight tenants during the course of the project because their tenancies ended. Of these, three tenants left for positive reasons, e.g. to be closer to other family members. Two tenants abandoned their property without giving notice whilst the reasons for the departure of the remaining three was not known.

A further two tenants in the sample were already former tenants when the tenancy support began. The service was provided to these tenants to recover rent arrears owing from the time of their tenancy.

The length of intervention was not recorded for the non-intervention group because no intervention, other than any input from the Housing Services Officer, was taking place.

The need for tenancy support had been identified by the Housing Services Officer for 27 of the tenants included in the study prior to the start of the project. Housing Services Officers identified a further twenty-two tenants as the project began and eleven more tenants were added to the non-intervention group during the course of the project.

During the project twelve tenancies (20%) in the non-intervention group ended. Six tenants either left or were evicted due to rent arrears. One tenant transferred to another NBH property, another tenant moved to a residential home for older people and one tenant died. It was not known why the remaining three tenants left.

ISSUES ADDRESSED BY TENANCY SUPPORT

The issues that were addressed by the TSO with each tenant were those identified in the tenant's Support Plan. For the purposes of the project, each issue was recorded using one of the categories from the list of tasks undertaken by TSOs as shown in figure 1. An issue was defined as a task for which a specific, measurable outcome was identified. The outcome also had to be achievable within a specified period.

If more than one task was undertaken within the same category, each task was recorded as a separate issue. For example, making a claim for Housing Benefit and a claim for Disability Living Allowance counted as two separate issues both recorded under the heading of 'benefits/grants'.

For each tenant where an issue was addressed by the TSO, it was recorded whether the intervention was completed successfully or not. An issue was completed successfully if the outcome stated in the Support Plan was achieved. If the task was attempted but not completed successfully, the tenant withdrew their co-operation or the outcome measure was changed, the task was recorded as not being completed successfully.

The list of issues that TSOs supported tenants with and the success of the interventions is shown in appendix 7. The results are shown for all tenants and then broken down by age band and whether the tenant had mental health problems.

The TSOs addressed four hundred and sixty two separate issues with the tenants during the project. The average number of issues addressed with each tenant was 4.6, within a range from one to eighteen. Over three-quarters of issues addressed by TSOs with tenants were completed successfully.

Establishing the tenancy

Undertaking tasks to establish the tenancy with tenants was a significant area of work for TSOs with 70% of tenants in the study receiving input within this category. Issues concerned with establishing the tenancy accounted for over one third of the total number of issues addressed. Many tenants received support with the whole range of issues in this category. For five of the tasks, an average successful completion rate of 66% or more was achieved.

The issue in this category where two third of interventions were not completed successfully was that of developing practical living skills. This result was consistent across all age bands and with people with mental health problems. Building up the confidence of the tenant to deal with tenancy issues was less successful with tenants aged between 25 and retirement and much less successful with tenants with mental health problems. Achieving a successful move, either into a new NBH property or from existing NBH accommodation had only a 45% success rate with people with mental health problem.

Case study 1: Establishing a tenancy

Joanna, age 17, was living in a local authority homeless hostel where she had been for approximately seven months. She applied for re-housing and was referred to the tenancy support service through a joint protocol panel set up between NBH, the social services department and the borough council.

Joanna was offered a flat on an Assured Shorthold tenancy with a condition of support from a TSO. The TSO worked with Joanna to establish the tenancy with Joanna completing an application for Housing Benefit and arranging her move. Joanna has worked out a weekly budget including setting up regular payments for her major expenses. Although keeping to the budget has been difficult at times, with support from the TSO Joanna has been able overcome the setbacks and not give up.

The TSO obtained a list of local GPs and Joanna chose one and registered herself. Joanna obtained some furniture from a local homelessness organisation and social services provided a grant for a re-conditioned cooker. The TSO liaised with the rent arrears department to ask them to delay acting when there was a delay in processing Joanna's claim for Housing Benefit.

Service brokerage issues

This area of work offered as part of the tenancy support range of services accounted for 16% of the issues for tenants. Enabling tenants to access social and/or health care services, either in the statutory or voluntary sectors was the most common task and was achieved in at least 80% of cases. Developing social and leisure activities was equally successful. There were fewer instances of helping tenants to gain paid, supported or unpaid work or to start education or training courses, with access to the latter only 20% successful. An example of working with a tenant on service brokerage issues is shown in the case study below:

Case study 2: Access to services

Mrs Jones is 73 years old and lives alone in a first floor flat. She rang the call centre to say that the person who collected her money to charge up her gas meter card could not come that week. The operator contacted Mrs Jones' Housing Officer who then asked the TSO to visit to assess her circumstances.

The TSO called on Mrs Jones the same day and discovered that she had hurt her leg so she was housebound. Mrs Jones had no form of heating, no food and no other sources of support, either professional or informal.

The TSO took immediate action to make Mrs Jones comfortable. She charged her gas meter card and got the electricity supply reinstated. The TSO bought some food for Mrs Jones and ensured that she was eating properly. The TSO referred Mrs Jones to social services who organised home helps to shop for her and the provision of meals on wheels. Until these services began, the TSO continued to support Mrs Jones to ensure that she remained safe and well.

Mrs Jones was referred to a disability rights organisation by the TSO. They checked her benefit entitlement and helped her to claim Attendance Allowance and additional Housing Benefit. The TSO contacted Mrs Jones' daughter to help them to re-establish contact. The daughter now visits her mother again regularly.

Financial issues

Within the finance categories, dealing with welfare benefits and grants was the single most common tenancy support task, closely followed by help to address rent arrears and/or other debts. When combined with work on budgeting, these three issues together amounted to one third of the issues addressed by the TSOs during the study. The success rate for categories in the finance section was two thirds or better, reaching 88% for benefits/grants issues. An example of the work of a TSO in this area is shown in the case study 3.

Case study 3: Rent arrears

Mr Notay was a 31-year-old tenant who spoke virtually no English. His Housing Benefit entitlement had been calculated incorrectly and by the time he was referred to the tenancy support service, he had rent arrears in excess of £1,000. The TSO contacted Mr Notay's brother to act as a translator and together they visited Mr Notay. It took three or four visits over a period of several weeks to gather all of the relevant details. The new information was sent to the Housing Benefit department resulting in £1024 of backdated Housing Benefit being paid.

Additional housing support

Carrying out additional housing support tasks with tenants accounted for 12% of the issues tackled by TSOs. The success rate within this area was above 70% for three out of the four categories, although the numbers of issues in the two complaint categories was small.

The issue where intervention was not successful was in establishing contact with tenants who were not responding to approaches from housing management staff and where there was cause for concern at the lack of contact. There were only twelve instances of this issue being addressed and only one was resolved successfully. The majority of these tenants were under 25 and reassuringly none had mental health problems.

Case study 4: Supporting a tenant during renovation work

Ms Bentley suffered from depression and had lived in her flat for many years. The flat was due for major renovation works including the renewal of the damp proof course and the relaying of the drains outside. Ms Bentley started getting in the way without realising, which annoyed the contractors. Communication between the tenant and the contractors became strained with Ms Bentley making daily calls to the Housing Officer to complain about the situation. The contractors got annoyed and eventually Ms Bentley refused to co-operate with them.

The Housing Officer referred the tenant to the tenancy support service as a means of supporting the tenant. The TSO visited the Ms Bentley and explained what was happening and why the contractors needed to do what they were doing. It was agreed between all parties involved that the tenant would communicate about the situation only through the TSO. The TSO was able to deal with Ms Bentley's concerns and liaise with the contractors and the Housing Officer. The introduction of the TSO clarified and improved communication and ensured that Ms Bentley was able to remain in her flat whilst the work was completed.

COST EFFECTIVENESS

Adjustment of rent arrears for the effects of Housing Benefit payments

The rent arrears for each tenant was recorded when the tenancy support started (intervention group) or when the tenant was identified as needing tenancy support (non-intervention group). Rent arrears were recorded again at the end of the intervention or when the tenancy ended (intervention group) or when the tenancy ended or at the end of the project (non-intervention group). The rent arrears were calculated using a two-stage process.

Firstly, the gross rent arrears figure was recorded. This figure included both credits and debits that were due to the payment or arrears of Housing Benefit as well as credits and debits that were the responsibility of the tenant from their own resources. The gross rent arrears was the figure that actually appeared on the tenant's rent account each week.

Secondly, the rent arrears were adjusted for the purpose of the project to remove the effects of the variation in the timing of Housing Benefit payments and delays in the payment of Housing Benefit. This was achieved by discussing the gross rent arrears figure with the TSO or Housing Services Officer for each tenant and making an adjustment based on an analysis of the tenant's Housing Benefit entitlement. The adjustment took account of arrears, credit and/or cyclical payments of Housing Benefit known to be due or to have been paid.

The adjusted rent arrears therefore reflected a debit or credit figure that the tenant was responsible for and was not due to any aspect of the payment or non-payment of Housing Benefit that was the responsibility of the local authority. The gross, adjusted and Housing Benefit rent arrears figures at the beginning and end of the project are shown in figure 7.

Figure 7: Gross, adjusted and Housing Benefit rent arrears

	Rent arrears at start £			Rent arrears at end £		
	Gross	Adjusted	HB	Gross	Adjusted	HB
Intervention Group						
All tenants	249	175	74	267	190	77
Arrears cases	847	779	68	617	576	41
Non-arrears cases	80	4	76	169	81	88
Non-intervention Group						
All tenants	444	400	44	626	588	38
Arrears cases	953	953	0	1304	1293	11
Non-arrears cases	170	103	67	260	208	52

Figure 7 shows that there was little change in the amount of Housing Benefit owed to tenants for either the intervention or non-intervention groups between the beginning and end of the study. Moreover, significant rent arrears due to delays in the payment

of Housing Benefit were not an issue for tenants in the study. For new tenants in the intervention group, if there were delays in the initial payment of Housing Benefit, this was resolved whilst tenancy support was taking place. The TSO would have chased any delays in payments of Housing Benefit so that there was no significant arrears of Housing Benefit by the time the case was closed. For tenants in the non-intervention group, delays in the payment of Housing Benefit was not an issue.

For tenants who were not eligible for Housing Benefit, the gross and adjusted rent arrears were the same. All calculations from this point on have been carried out using the adjusted rent arrears figures.

Rent arrears at the beginning and end of the project

To estimate the cost effectiveness of the Tenancy Support Service, the difference in rent arrears between the beginning and end of the intervention was recorded for each tenant. Two average rent arrears figures at the end of the intervention were then calculated, one for those tenants who had been referred because of rent arrears and one for tenants who did not have rent arrears at the start of the intervention. The latter group was referred to the Tenancy Support Service because of an issue other than rent arrears.

Similar calculations were made for tenants in the control group at the beginning and end of the project (or at the end of the tenancy, if sooner). Again, an average rent arrears figure was arrived at for both tenants who had an identified rent arrears problem and for those with different issues.

Rent arrears at the beginning of the project

For those tenants who received the Tenancy Support Service, the numbers with different levels of rent arrears and the average rent arrears figures for all tenants and for the various sub-groups when the tenancy support began is shown in figure 8.

Figure 8: Intervention group rent arrears when tenancy support began

	Arrears £				Average arrears £	% with no arrears
	0	<250	250-499	500+		
All tenants	78	6	3	13	175	78
Tenants < 25	29	0	1	4	110	85
Tenants 25 - 60/65	30	4	2	9	303	67
Tenants 60/65 +	19	2	0	0	5	90
Tenants with MHP	14	2	2	3	346	67
Tenants with arrears	0	6	3	13	779	0
Tenants with other issues	78	0	0	0	0	100

Just over 75% of all the tenants had an adjusted (i.e. after the removal of effects due to Housing Benefit payments) rent arrears of zero when the tenancy support started. Higher proportions of young people aged under 25 and of tenants over retirement age had no rent arrears when the TSO began working them. For the younger tenants, this was often because they were receiving help from the start of their tenancy.

The sub-groups with the highest percentage of tenants with rent arrears when the tenancy support started were tenants with mental health problems and those aged 25 to retirement. Some tenants were in both of these sub-groups, i.e. they were not mutually exclusive sub-groups. The percentage of tenants in these two sub-groups with rent arrears was higher than the average for all the tenants in the study.

The average rent arrears across all tenants in the study when the tenancy support started was £175. For tenants with mental health problems it was nearly double at £346. When only those tenants who were referred with a rent arrears problem are considered, the average rent arrears when the TSO started working with them was £779 and for those referred with issues other than rent arrears, the average arrears balance was zero.

The numbers of tenants with different levels of rent arrears and the average rent arrears figures for all tenants in the non-intervention group and various sub-groups at the start of the project is shown in figure 9.

Figure 9: Non-intervention group rent arrears at the start of the project

	Arrears £				Average arrears £	% with no arrears
	0	<250	250-499	500+		
All tenants	29	6	7	18	400	48
Tenants < 25	7	0	2	4	420	54
Tenants 25 - 60/65	19	4	5	11	347	49
Tenants 60/65 +	3	2	0	3	626	38
Tenants with MHP	8	3	1	2	142	57
Tenants with arrears	0	1	5	15	953	0
Tenants with other issues	29	5	2	3	103	74

The average rent arrears figure for tenants in the non-intervention group at the start of the project was more than double that for tenants in the intervention group. For all sub-groups within the non-intervention group, with the exception of tenants with mental health problems, the average rent arrears were higher than for the corresponding sub-groups in the intervention group.

For tenants with mental health problems, the average rent arrears at the start of the project were less than half those in the intervention group. The sub-group with the highest rent arrears (apart from those referred for a rent arrears issue) in the non-intervention group was tenants over retirement age whereas in the intervention group, this sub-group had virtually no rent arrears.

Rent arrears at the end of the project

The numbers of tenants in the intervention group with different levels of rent arrears and the average rent arrears figures for all tenants and for the various sub-groups when the tenancy support ended is shown in figure 10.

Figure 10: Intervention group rent arrears when tenancy support ended

	Arrears £				Average arrears £	% with no arrears
	0	<250	250-499	500+		
All tenants	65	15	7	13	190	65
Tenants < 25	16	6	6	6	274	47
Tenants 25 - 60/65	29	8	1	7	213	64
Tenants 60/65 +	20	1	0	0	4	95
Tenants with MHP	11	5	1	4	307	52
Tenants with arrears	4	7	2	9	576	18
Tenants with other issues	78	61	8	5	81	4

The percentage of tenants with no rent arrears at the end of the tenancy support fell to 65%, although the average amount only increased to £190. The increases in both the number of tenants with rent arrears and the average figure was largely accounted for by an increase in rent arrears for tenants in the under 25 group. Indeed, the average rent arrears for this group increased from £110 to £274 by the end of the intervention.

The proportion of tenants with mental health problems with no rent arrears decreased to 52%, with the average value of the rent arrears falling to £307. The average rent arrears for those tenants referred to the service to address the issue of rent arrears decreased to £576.

The numbers of tenants in the non-intervention group with different levels of rent arrears and the average rent arrears figures for all tenants in the non-intervention group and various sub-groups at the end of the project is shown in figure 11.

Figure 11: Non-intervention group: rent arrears at the end of the project

	Arrears £				Average arrears £	% with no arrears
	0	<250	250-499	500+		
All tenants	22	8	4	26	588	37
Tenants < 25	4	0	2	7	746	31
Tenants 25 - 60/65	15	7	2	15	481	38
Tenants 60/65 +	3	1	0	4	854	38
Tenants with MHP	6	3	1	4	361	43
Tenants with arrears	0	1	1	19	1293	0
Tenants with other issues	12	12	7	8	208	31

The average rent arrears for all non-intervention group tenants and for each of the sub-groups increased by at least 35% by the end of the project. The largest relative change was an increase of more than double for tenants with mental health problems.

Calculation of cost effectiveness of tenancy support

A summary of the average rent arrears for tenants in the intervention and non-intervention groups broken down into arrears and non-arrears cases is shown in figure 12.

Figure 12: Rent arrears at the start and end of the project

	Number of tenants	Average arrears at start £	Average arrears at end £	Difference £
Intervention Group				
Arrears cases	22	779	576	-203
Non-arrears cases	78	4	81	+77
Non-intervention Group				
Arrears cases	21	953	1293	+340
Non-arrears cases	39	103	208	+105

To calculate the cost effectiveness of the tenancy support service, the average number of tenants receiving the service per whole time equivalent TSO was estimated. Each TSO was assumed to have spent two thirds of their time on direct client work each week, taking an average of one hour per tenant. This equated to an average of 24 hours direct client work per whole time equivalent TSO per week.

From the results of the project, over a period of one year it can be seen that approximately equal numbers of tenants are seen for up to three, six, nine and twelve months. This gives the following breakdown of the numbers of tenants being supported for the different periods at any one moment:

Up to 3 months	2.4 tenants
Up to 6 months	4.8 tenants
Up to 9 months	7.2 tenants
Up to 12 months	9.6 tenants
Total	24 tenants

Therefore, every year the number of tenants each full time TSO post can support (where the case is opened, completed and closed) is given by:

$$(2.4 \times 4) + (4.8 \times 2) + (7.2 \times 4/3) + 9.6 = 38.4 \text{ tenants.}$$

From the results of the intervention group, 22% of tenants were referred due to rent arrears and the remaining 78% were referred for other reasons. Using this split between rent arrears and non-rent arrears cases, the number of completed cases in

each category each full time equivalent TSO would work with was calculated as follows:

$$\begin{aligned} \text{Rent arrears cases:} & \quad 38.4 \times 22\% = 8.4 \\ \text{Non-rent arrears cases:} & \quad 38.4 \times 78\% = 30 \end{aligned}$$

Using the average rent arrears figures at the end of the project for the intervention and non-intervention groups and the above split between rent arrears and non-rent arrears cases, the total rent arrears for 38.4 tenants in each group after one year is shown in figure 13.

Figure 13: Annual rent arrears per caseload of a full time TSO

	No. tenants per year per wte TSO (a)	Arrears per tenant at end of project (b)	Total arrears per year (a x b)
Intervention group arrears cases	8.4	576	4838
Intervention group on-arrears cases	30	81	2430
Total annual arrears per wte TSO			7268
Non-intervention group arrears cases	8.4	1293	10861
Non-intervention group on-arrears cases	30	208	6240
Total annual arrears if no input from TSO			17101

Therefore, the difference between the total rent arrears over one year for the intervention and non-intervention groups for the equivalent of the caseload of one full time TSO was:

$$£17,101 - £7,268 = £9,833$$

The cost of employing a full time TSO including the salary, on-costs and overheads was approximately £22,000. The saving to NBH of £9,833 when a TSO is employed does not cover the total cost of the post. However, it was cost effective when compared with not employing a TSO, as the total annual arrears without a TSO for the same number of tenants was £17,101. Therefore, the TSOs were cost effective compared with not having them as they reduced the total rent arrears for NBH.

CONCLUSION

Project materials

The standardised referral criteria, assessment tool and support plan were validated by use with new and existing tenants. The TSOs found the standardised materials clear and helpful in carrying out their role. No changes were proposed to the project materials.

Is the tenancy support service effective in meeting the needs of tenants?

The tenancy support service does meet the identified needs of tenants. With an overall average successful completion rate of 75% for issues addressed with tenants, the service was effective in meeting the identified needs of tenants. In some areas of tenancy support work and for certain issues or groups of tenants, the successful completion rate was even higher.

The effectiveness of the tenancy support service in each of the areas of work and with the different groups of tenants is discussed in the following sections.

Establishing a tenancy

This area of tenancy support work accounted for one third of all the issues addressed during the study. All of the tenants whose support started at the tenancy commencement date or within three months of it (54% of tenants) worked on issues in this area, along with 16% of tenants whose support started at a later date. Therefore in total, 70% of tenants in the study had identified needs in this area of tenancy support work making it a core part of the work of the TSOs.

With a successful completion rate of two thirds or better for five out of the six tasks in this area, the TSOs enabled the majority of tenants to establish their new home within a few weeks of moving in. This provided a solid foundation for the tenants on which to manage their tenancy and gave them inspiration to make it work. Given the success rate in these five areas, they should form the basis of the work of TSOs in establishing a tenancy with a new tenant.

The one issue in this area that did not work, albeit based on interventions with only eleven tenants, was developing practical living skills. The successful completion rate with this issue was 27%. Therefore, it should not be given a high priority as a tenancy support task and alternative ways of meeting the needs of tenants in this area should be explored.

Service brokerage

Service brokerage issues made up 16% of the total number of issues worked on by the TSOs in the study. A success rate of 81% or better was achieved carrying out service brokerage work with social and health care services in either the statutory or voluntary sectors. Work on social or leisure issues was equally successful.

There were only five examples of obtaining paid, supported or unpaid work although with this small number, an 80% success rate was achieved. With the eight education or training course issues, only 25% were completed successfully. It is difficult to draw any conclusions in these two areas, as the numbers of issues dealt with were so small.

Financial issues

Dealing with welfare benefits issues was the single most common issue addressed by TSOs. The significance of this issue as a key area of tenancy support work was illustrated by the fact that it accounted for 16% of all recorded issues during the study with one of the highest success rates at 88%. The three financial issues together made up one third of all issues tackled which demonstrates the importance of this area of work as part of the tenancy support service. Overall, 80% of the issues in this category were resolved successfully.

Of the tenants in the study, 87% received intervention on one or more issues within this category. Obviously, work addressing financial issues has a positive impact on the cost effectiveness of the service in supporting tenants to fulfil their obligation to pay their rent. Given these findings and the high success rate of the TSOs in addressing these issues, this area of work deserves to be a priority within the tenancy support service.

Additional housing support

This area of tenancy support work made up 12% of all issues identified by the tenants in the study. Dealing successfully with complaints and maintenance issues was achieved in 83% of cases, although this was based on a relatively small sample of 42 episodes. It forms, therefore, a small but important part of the range of issues that can be addressed by the tenancy support service.

The issue in this category where the tenancy support service was not effective in meeting the needs of tenants was in establishing contact with tenants who were not communicating with NBH. The number of tenants requiring this intervention was small with contact being established with only one out of twelve tenants referred for this issue. Establishing contact with tenants who are out of contact with the organisation should, therefore, be a low priority issue for the Tenant Support Service. However, the needs of these tenants cannot be ignored and therefore need to be addressed in alternative ways within the organisation.

Young people

Young people (aged 18 - 25) formed the majority of tenants requiring support with establishing their tenancy in a NBH property. The outcome for most of these tenants was the successful establishment of a home, both in terms of the practical tasks that were required to complete the move and the financial issues necessary to manage the tenancy successfully. For some tenants, the process involved making some mistakes along the way but the TSO was there to support them and the outcome for most tenants after a number of months was positive.

Older tenants

Intervention with tenants over retirement age accounted for 16% of issues. All but three of these issues were completed successfully, giving a higher success rate than the average for the whole group. Over one third of these issues concerned welfare benefits or other financial issues, with a secondary group being access to social and health care services.

Tenants with mental health problems

Intervention with tenants with mental health problems was slightly less successful compared with the average for all tenants. This was particularly the case in relation to moving to housing that is more appropriate, confidence in dealing with tenancy issues and in addressing rent arrears and/or other debts.

This suggests that more specialist and/or time intensive input was required than could be provided in the time available by TSOs to address issues with tenants with mental health problems. This could be achieved through additional training for all TSOs or by having dedicated TSO posts to work with tenants with mental health problems.

Is the tenancy support service cost effective?

The tenancy support service is cost effective for those tenants who received it when compared with the non-intervention group in the study that did not receive tenancy support. This can be concluded from two different financial measures recorded during the project. Firstly, the change in rent arrears from the beginning to end of the project between the intervention and non-intervention groups. Secondly, the total average rent arrears per full-time equivalent TSO caseload at the end of the project for both the intervention and non-intervention groups. The results of the project using these two financial measures are discussed in the following sections.

For tenants with an identified issue with rent arrears, the average rent arrears per tenant for those receiving the tenancy support service at the end of the intervention had decreased by £203. For tenants in the non-intervention group who needed tenancy support because of an identified issue with rent arrears, the average rent arrears per tenant increased by £340. Therefore, for each tenant in the study referred due to an issue with rent arrears, the tenancy support service saved an average of £543 per tenant.

At the end of the project, the rent arrears for the tenants in the non-intervention group were greater than for those in the intervention group. This applied both to tenants referred with specific rent arrears issues and those referred for other reasons. For the equivalent number of tenants on the caseload of a full-time TSO, the rent arrears of the tenants who did not receive the tenancy support service was calculated as £9,833 greater than that for those who did.

Therefore, it can be concluded that the tenancy support service is cost effective because for the non-intervention group the average rent arrears per tenant had increased by the end of the project and the total rent arrears per full time equivalent TSO was greater than for the intervention group.

Does the tenancy support service contribute to the development of stable communities?

During the project, 8% of tenants in the intervention group ended their tenancy. None of these tenants were evicted although six left with rent arrears. The average rent arrears at the tenancy end date for these six tenants was £399. This was greater than the average rent arrears figure for tenants who had not been referred because of a rent arrears issue but less than for those who had.

In the non-intervention group, 20% of tenancies ended during the project. Twelve per cent ended negatively with either the tenant being evicted for rent arrears or abandoning the property before this could happen. One tenant also set fire to their property. The average rent arrears at the tenancy end date for the tenants whose tenancy ended negatively was £986.

Of the other five tenants in the non-intervention group, one transferred to another NBH property, two tenants moved to residential care homes for older people and one tenant died. The final tenant left for an unidentified reason. The average rent arrears for all tenants in the non-intervention group who left during the project was £818.

Given the small numbers of tenants in both the intervention and non-intervention groups whose tenancies ended during the project, it was not possible to quantify the degree to which tenancy support contributed to the development of stable communities. However, it was clear from the issues addressed that many tenants gained knowledge and skills that enabled them to manage and maintain their tenancy. Without this support from the TSOs, it is likely that some of these tenants would not have been able to sustain their tenancies. Therefore, the qualitative evidence suggests that the provision of a Tenancy Support Service did contribute to the development of stable communities.

Appendix 1: Referral Form for Tenancy Support

Name: _____ **Applicant ref. no.** _____

Address: _____ **Tenant code:** _____

Age: _____ **If younger than 18, has a 'friend in litigation' been appointed?** _____ **Yes/no**

N.B. If this is a new tenant/applicant, attach a copy of their housing application form

New tenants

Needs help to establish tenancy, e.g. benefits/grants, budgeting, utilities, practical skills	<input type="checkbox"/>
Needs furniture and requires assistance to get it	<input type="checkbox"/>
Currently homeless	<input type="checkbox"/>
Has not had own tenancy before	<input type="checkbox"/>
Moving from supported housing, hostel, hospital, prison, children's home etc.	<input type="checkbox"/>
Previous difficulty sustaining tenancy, e.g. arrears, eviction, abandonment, frequent moves	<input type="checkbox"/>

All tenants

Need for support identified by tenant or family/friends	<input type="checkbox"/>
Other agencies identify need for support, e.g. social worker/CPN/probation/voluntary sector	<input type="checkbox"/>
Ability to sustain tenancy affected by mental/physical/learning disability/substance misuse	<input type="checkbox"/>
Inadequate practical skills to sustain tenancy	<input type="checkbox"/>
Needs help to access services <i>in order to sustain tenancy</i>	<input type="checkbox"/>
Problem with filling in forms because of difficulty with reading/writing/math	<input type="checkbox"/>
Welfare benefit and/or budgeting issues	<input type="checkbox"/>
Debts are not being managed and are putting tenancy at risk	<input type="checkbox"/>

Some prospect of resolution must exist if a referral is made due to:

Rent arrears with no explanation or current action for resolution	<input type="checkbox"/>
Unresolved neighbour nuisance	<input type="checkbox"/>
Excessive/unreasonable complaints about neighbours and/or NBHA services	<input type="checkbox"/>
Harrasment by neighbours/local people	<input type="checkbox"/>
Inability to gain access for maintenance	<input type="checkbox"/>
No contact with cause for concern	<input type="checkbox"/>

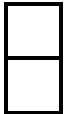
Other reason for referral or further details concerning above issues

Name of referrer: _____ **Contact tel. no.** _____

Appendix 2: Tenancy Support Assessment Form

1. Personal details

Name:
Applicant/tenant reference number/code:
Current address:
Telephone:
Type of accommodation:
Landlord:
Date moved to this address:
Reason for wanting to leave:
Date of birth:
Are you currently a NBH tenant?
Have been an NBH tenant in the past?
If yes, give addresses and dates



2. Referral source

Name:	Job title:
Telephone:	Fax:
Address:	
Reason for referral:	

3. Other support, e.g. professionals, family, next of kin

Name:	Job title:
Telephone:	Fax:
Address:	
Reason for involvement:	

Name:	Job title:
Telephone:	Fax:
Address:	
Reason for involvement:	

Name:	Job title:
Telephone:	Fax:
Address:	
Reason for involvement:	

4. Housing history

Previous address:
Landlord:
Dates from and to:
Reason for leaving:

Previous address:
Landlord:
Dates from and to:
Reason for leaving:

How many places have you lived in in the last 3 years?
Have you had a tenancy only in your name/lived alone before?
Are you moving from supported housing/residential home/institutional care etc?

Have you had rent/charges arrears in your previous accommodation?
If yes, give details why, when and what happened to resolve them
Have you ever been evicted from your accommodation?
If yes, give details why, when and landlord name & address
Have you ever abandoned your accommodation?
If yes, give details why, when and what happened

5. Resettlement issues

Are you able to do the following things for yourself? <i>(If no, describe level of ability)</i>
Shopping
Cooking
Cleaning/washing up
Laundry/ironing
Use appliances, e.g. kettle, cooker, microwave, fridge etc.
Do you have furniture?
If no, do you need help getting furniture?
Do you have a cooker, fridge and crockery/pans/utencils etc?
If no, do you need help getting things for your kitchen?
Do you understand the tenancy agreement?
Do you understand how to report repairs? <i>(If yes, get them to describe)</i>

6. Work/educational/social isolation/social care/health issues

Are you working and/or doing voluntary work? *(If yes, discuss length in current job & patterns of work)*

If no, do you need help getting a job, supported employment or voluntary work?

Are you doing, or planning to do, any courses? *(If yes, describe)*

Do you need help applying for any courses?

How do you spend your time? *(Describe a normal day/ask about friends/family/activities)*

Do you need help to start social/leisure activities?

Do you need any of the following social care services?

Domestic help *(shopping, cleaning, washing)*

Meals

Personal care *(getting up, washing, dressing, going to the toilet)*

Day care

Respite care

If yes to any of the above, describe need:

Do you have any physical and/or mental health problem/disability (including substance misuse)? *(If yes, describe)*

If yes, how does this affect your ability to live independently?

If yes, do you need help getting treatment?

Are you on the Care Programme Approach (CPA)?

Do you need help getting any other type of service?

If yes, describe

7. Finance issues

How will /do you pay your rent? <i>(discuss their responsibility to ensure rent is paid)</i>	
Are you in rent arrears?	<input type="checkbox"/>
If yes, why is this?	
What action has been taken?	
Do you need help claiming housing/council tax benefit?	<input type="checkbox"/>
What sources of income do you have?	
Do you need help claiming personal benefits? <i>(IS, JSA, IC, DLA, CCG etc.)</i>	<input type="checkbox"/>
If yes, get National Insurance number	<input type="checkbox"/>
Do you need help filling in forms ? <i>(If yes, explore reason for this)</i>	<input type="checkbox"/>
Do you have any debts?	<input type="checkbox"/>
If yes, describe nature, amounts and what action has been taken to pay them off	
Do you need help in managing your debts?	<input type="checkbox"/>
What experience do you have of managing your money, e.g. paying bills?	
Do you need help to devise a weekly budget?	<input type="checkbox"/>

8. Housing management issues

Have complaints been made against you by neighbours?	<input type="checkbox"/>
If yes, describe the nature of the complaints	
What action has been taken?	

Have you made complaints about neighbours and/or NBH services?	<input type="checkbox"/>
If yes, describe the nature of the complaints	
What action has been taken?	

Has access been refused for repairs/maintenance?	<input type="checkbox"/>
If yes, describe the situation and what work needs to be carried out	

Do you need adaptations to your home because of a disability?	<input type="checkbox"/>
If yes, describe nature of disability and adaptations required (<i>Refer to housing services</i>)	

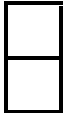
Has contact been lost with tenant?	<input type="checkbox"/>
If yes, describe circumstances and reason for concern	

9. Attitude to receiving support

Would you accept support from NBH if it is recommended?

Can NBH contact the other people working with you on your behalf? *(if yes, record names here and get consent form signed)*

What other comments or questions do you have? *(Record here along with additional information)*



Name of TSO: _____ Date: _____

Appendix 3: Outcome measures

Reason for intervention

Example of outcome measure

Financial

Problem with rent arrears	Clear rent account/reduced arrears/arrangements in place for paying rent
Maximise/review benefits	Review eligibility for all benefits/appeal against loss of benefit/obtain additional benefit, e.g. DLA, CCG
Clear/re-negotiate debts	Pay off debts/reduce debts/make new repayment arrangements/refer to specialist service
Establish a budget	Write down and agree weekly budget (both income & expenditure)

Resettlement issues

Establish tenancy within defined time period	Get utilities connected/understand tenancy agreement/explain procedure for reporting repairs
Obtain furniture	Obtain specific items of furniture/white goods/kitchen equipment
Sustain tenancy	Sustain tenancy for specific length of time
Develop practical living skills	Learn how to shop/prepare specific meals/clean household/use washing machine or launderette
Gain confidence to deal with tenancy issues	Report repairs/contact utilities/contact DSS/contact housing benefit and resolve query independently

Work/educational/social isolation/social care/health issues

Obtain work/sheltered employment (paid or unpaid)	Complete applications/prepare CV/attend interviews/get job
Start education/training course	Apply for or get place on course/obtain careers advice
Increase social/leisure activities	Participate in new activities without support/increase frequency of activities
Access social care service	Assessment for/obtain service, e.g. attend day centre, get home care
Access health service	Get treatment for specific problem/referral to service/obtain service
Other advocacy/referral	Referral/obtain other service

Housing issues

Resolve/reduce neighbour nuisance/complaints	Identify cause of problem & decrease/resolve compared with start of intervention
Resolve/reduce excessive/unreasonable complaints about neighbours/ NBH services	Decrease/resolve compared with start of intervention
Gain access for repairs/maintenance	Gain access and carry out necessary repairs/maintenance
Find more appropriate housing	Make planned move
Re-establish contact and review tenancy	Make contact, establish reason for loss of contact, review tenancy

Appendix 4: Support Plan

Name:	Tenant no:
--------------	-------------------

Issue to be addressed & description of current situation:	Outcome required:
--	--------------------------

Action to be taken	By who	By when	Outcome achieved

Signed (tenant):	Signed (worker):	Review date:
-------------------------	-------------------------	---------------------

Appendix 7: Issues addressed by tenancy support

	All tenants			Tenants < 25			Tenants 25 - 60/64			Tenants 60/65+			Tenants with MHP		
	Completed successfully	Not Completed successfully	% completed successfully	Completed successfully	Not Completed successfully	% completed successfully	Completed successfully	Not Completed successfully	% completed successfully	Completed successfully	Not Completed successfully	% completed successfully	Completed successfully	Not Completed successfully	% completed successfully
Establishing the tenancy															
Move to more appropriate housing	20	10	67	8	3	73	9	6	60	3	1	75	5	6	45
Developing practical living skills	3	8	27	2	4	33	1	4	20	0	0	N/A	1	5	17
Confidence dealing with tenancy issues	19	10	66	10	4	71	5	6	45	4	0	100	1	4	20
Connecting utilities	29	3	91	19	0	100	8	3	73	2	0	100	8	1	89
Obtaining furniture/equipment	38	5	88	17	3	85	18	2	90	3	0	100	6	1	86
Explaining the tenancy/repairs reporting	27	4	87	16	1	94	8	3	73	3	0	100	5	2	71
Service Brokerage															
Paid, supported or unpaid work	4	1	80	4	0	100	0	1	0	0	0	N/A	0	0	N/A
Education/training courses	2	6	25	1	3	25	1	2	33	0	1	0	1	2	33
Social/leisure activities	11	3	79	2	1	67	3	2	60	6	0	100	2	2	50
Social care services	13	3	81	1	0	100	5	3	63	7	0	100	3	1	75
Health services	14	2	88	1	0	100	7	2	78	6	0	100	4	2	67
Other services, advocacy or referral	13	3	81	3	1	75	8	2	80	2	0	100	6	0	100
Financial issues															
Benefits and grants	64	9	88	21	5	81	24	4	86	19	0	100	13	3	81
Rent arrears and/or other debts	39	10	80	12	2	86	19	8	70	8	0	100	9	4	69
Budgeting	23	12	66	9	7	56	13	5	72	1	0	100	6	1	86
Additional housing support															
Complaints by neighbours	8	2	80	4	1	80	4	1	80	0	0	N/A	3	0	100
Complaints about neighbours or landlord	8	3	73	1	2	33	6	1	86	1	0	100	4	1	80
Maintenance/repairs/adaptations issues	19	2	90	5	1	83	10	1	91	4	0	100	5	1	83
Establish contact and review tenancy	1	11	8	1	8	11	0	2	0	0	1	0	0	0	N/A
TOTALS	355	107	77	137	46	75	149	58	72	69	3	96	82	36	69