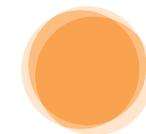


SEPARATING HOUSING AND SUPPORT SERVICES

A TOOLKIT FOR PROVIDERS

DECEMBER 2017



SUMMER
FOUNDATION

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NDIS HOUSING MARKET DEVELOPMENT INITIATIVE

TOOLKIT TO SEPARATE HOUSING AND SUPPORT SERVICES

How to use this Toolkit

This Toolkit contains six essential tools to help housing and support service providers understand why and how to separate housing and support services for people with disability:

STEP 1: STEP INTO YOUR CLIENTS' SHOES

- Discuss how you would respond to the **Questions your clients want answered**

TOOL 1 

STEP 2: UNPACK YOUR CURRENT MODEL

- Identify your **Housing and support service model classification**
- Assess who does what using the **Matrix of responsibilities**

TOOL 2 

TOOL 3 

STEP 3: EXPLORE DIFFERENT MODELS OF DELIVERING HOUSING AND SUPPORT SERVICES

- Learn how other organisations share responsibilities in **Housing and support service models case studies** from across the country

TOOL 4 

STEP 4: MOVE TOWARDS SEPARATION OF HOUSING AND SUPPORT SERVICES

- Complete the **Checklist to separate housing and support services** relevant to your chosen path
- Consult the **Managing risks when separating housing and support services**
- Select the supporting resources relevant to your service model (model tenancy, support service and provider agreement templates; and conflict of interest policies and procedures).

TOOL 5 

TOOL 6 

BACKGROUND TO THIS TOOLKIT

The NDIA has encouraged the separation of housing and disability services.¹ Under the NDIS, it is envisaged that support providers will not own or provide the home that residents live in. NDIA has indicated that in the short term tenancy and support should be 'separable and ultimately separately provided'.² In practical terms this has meant that participants are assessed and funded separately by NDIA for Specialist Disability Accommodation (SDA) and Supported Independent Living (SIL) funding. There will be a transition period in which the same provider can deliver SDA housing and SIL with separate contracts for each service, and with active management of conflicts of interest. Over time this separation will improve choice and control for participants by allowing a change of support or accommodation provider without necessarily changing the other.

Some disability service organisations are hesitant to separate their housing and support functions, and have resisted NDIA's efforts to move in this direction. Sector representatives consulted in the development of this Toolkit suggested that the NDIA's shift from focusing on 'choice and control' to 'reasonable and necessary supports' is partly attributable to advocacy from service providers wishing to delay or halt the push for separation. This advocacy is occurring in the context of:

- Disability service providers having well-established models that involve the delivery of support to tenants in housing that the service provider owns or manages on behalf of another agency, usually a state or territory government³;
- A scarcity of appropriate, accessible and affordable housing for people with disability.

People with disability and their support networks have the expectation that they will have the ability to choose to access housing and support services from different organisations.

1. This was a central theme in the speech to a forum on housing for people with disability organised by the Community Housing Federation of Australia in 2014 by the then Chair of the NDIA, Bruce Bonyhady.
2. National Disability Insurance Agency (2016:3) "Specialist Disability Accommodation Decision Paper on Pricing and Payments 1 June 2016", p.30. Geelong. Available at <https://ndis.gov.au/html/sites/default/files/files/SDA/SDA%20Decision%20Paper.pdf> [accessed 21 May 2017].
3. National Disability Services (2016) "Submission to the Joint Standing Parliamentary Committee on the National Disability Insurance Scheme (NDIS) on accommodation for people with disability".

For these aspirations to be realised:

- Organisations that currently deliver both housing and supported services will need to separate their services
- Housing organisations that accept a transfer of stock from state and territory governments, and/or develop additional housing, will need to co-ordinate their housing with support services delivered by other organisations
- People with disability and their support networks need to consider selecting different providers for their housing and support services

People with disability and their networks, housing organisations and disability support organisations need information about what separating housing and support means in practice, and about good practice in co-ordinating service delivery when housing and disability services are provided by different organisations. This will avoid inefficient replication of problems that other providers have already resolved.

The Toolkit draws on:

- A review of academic and grey literature on the separation of housing and disability services. The review revealed that very little has been written on this topic. Submissions to the 2016 Joint Standing Committee on the National Disability Insurance Scheme's Inquiry into Accommodation for People with Disabilities and the NDIS are a key source for this Toolkit
- Case studies of different housing and support models - the Summer Foundation has been unable to identify any instances where a disability support provider has divested its housing functions and ceded nomination rights to the dwelling, and encountered resistance to the idea that providers would do so. Therefore, the material in this Toolkit is based on examples of how tenancy and disability services are provided by separate organisations, and the way that organisations work together to achieve good outcomes. The case studies include different housing and support models, and organisation types and sizes operating across Australia.
- Semi-structured interviews with organisations providing housing and/or support services, and experts in this field (see p.37)

STEP 1: STEP INTO YOUR CLIENTS' SHOES

WHY I WANT MY TENANCY AND SUPPORT SERVICES SEPARATED

BY DR GEORGE TALEPOROS

The NDIS is about shifting control from government and providers to people with disabilities. There is no other place where we want to be more in control than in our home, our proverbial castle. Through individualised and portable funding for both housing and support, the NDIS promises to make me the king of my castle, by separating my housing from my support.

Separating housing from support puts people with disabilities in control, by giving us the freedom to choose where we live and who supports us. It also allows us to make decisions about how we live and how we are supported. It makes providers responsible for keeping us happy and involved in decision-making, or we might exercise our right to choose someone else.

To make this work we need clearly defined boundaries, roles and responsibilities. These roles are defined by what we are meant to do and what we do best. It's the way things work if you don't have a disability so why should it be any different for us. If you didn't think there was anything wrong with the old system where there was no distinction between landlord and service provider just ask yourself, would you want your landlord to be wiping your bum?!

The best thing about full separation of housing from support is that we can change who provides our support, without having to move out of our home. It's what we should all be aiming for in the long term. If you are not quite there just yet, that's okay, just make sure that you are heading in the right direction. That's what this Toolkit is all about.

For people with disability and their family, separating housing and support services provides:

- | | |
|-----------------------|--|
| Choice | Separation makes it easier to change, switch or remove supports or services that are not needed without needing to move house or fear that the provider will alter support service provision |
| Accountability | Separation makes it more likely that providers will deliver a good service as they know that tenants have the option of switching providers and that other providers are delivering services to the tenant at home and may advocate on the tenant's behalf to resolve an issue with the organisation |
| Clarity | Separation makes the relationship between the tenant and the providers clear (e.g. the provider giving support and assistance is a different organisation from the one taking rental payments and managing property damage) |
| Specialisation | Separation makes it possible to receive a specialised service from providers with the expertise to deliver the services leg. The skills in managing maintenance and rent collection are very different from supporting a person with disability in everyday activities like showing and dressing. |

Your current and prospective clients will have many questions for you to help them to consider which housing and support services are best suited. Use the table below to think about the types of questions you may be asked, how you would respond, and what you might need to discuss with your team and/or other organisations to provide a response that meets clients' needs and expectations.

TOOL 1

QUESTIONS YOUR CLIENTS WANT ANSWERED

SHARING HOUSING

1. I'm very unhappy about the person with a disability who I'm living with and we have both decided that we can't keep living together. Who should I speak to?
2. I want to be more involved in decision-making about how my fellow housemates are chosen. Who will help me to make this happen?
3. Can my matches on Tinder come visit me and stay overnight?
4. I want to have a sex worker visit me at home. Who can help to make this happen?

LIVING IN HOUSING

1. I am buying a new car. Where can I park it?
2. I'm going on a one month holiday Who do I need to tell?
3. Who should I speak to if I can't pay my rent on time?

HOW WOULD YOU RESPOND?

Write your responses here

Write your responses here

QUESTIONS YOUR CLIENTS WANT ANSWERED

FIXING UP HOUSING

1. The hot water system isn't working, I need it fixed right away.
Who is responsible for organising the repair?
2. My home automation system is no longer meeting my needs.
Who should I work with to redesign this system?
3. I need some home modifications to be undertaken so I can be more independent.
Who do I speak to?
4. How do I paint my room a different colour?

GETTING SUPPORT

1. What happens if I want to move, can I take my support workers with me?
2. How can I be more involved in choosing my support workers?
3. I have spoken to all of the other residents and we have decided we want to change service provider. Who do we need to speak to?
4. What happens if I want to change providers and keep living here?
5. I am sick so I can't go to my day service/work, who do I need to tell?

HOW WOULD YOU RESPOND?

Write your responses here

Write your responses here

The experiences of separation in the homelessness sector⁴ in Victoria (1997), South Australia (2010) and Tasmania (2012), and the disability sectors in New South Wales⁵ (2017) and Victoria (2013) provide insight into the types of challenges and benefits that can be expected from separation of disability housing and support services. Providers that were initially resistant to separation in the Victorian homelessness sector, for example, now report that this imposed change has resulted in positive outcomes. Tenancy managers have taken a more active approach to managing rent collection, anti-social behaviour and neighbourhood disputes than was previously possible. Support providers have been freed up from tenancy and property management tasks, and can focus on the delivery of personalised support to people accessing services to resolve issues in their lives.⁶

“ Philosophically—and especially in light of the recent Royal Commission Into Institutional Responses to Child Sexual Abuse—having the split of functions and having two organisations providing services to an individual provides a natural form of accountability. They’re looking over our shoulders, and we’re looking over theirs. It’s subliminal in many respects, but it does happen, and that’s good. It’s a good check and balance. Having only one provider means that you don’t have that check and balance. ”

DISABILITY SUPPORT ORGANISATION, VICTORIA

4. The Australian Government Supported Accommodation Innovation Fund (2014) required a separation of housing and support, https://www.dss.gov.au/sites/default/files/files/disability-and-carers/application_information_part_c.pdf

5. The NSW Government supported separation in the transfer of group home services <http://communityhousing.org.au/Federation%20Exchange%20Report%20MayJune%2017.pdf>

6. Summer Foundation interview with homelessness service provider (2017)

7. NSW Federation of Community Housing Associations (2006) "Final Report: Mapping the emerging issues in supported housing, and identifying strategies to strengthen existing arrangements" Sydney.

For housing and support service providers, separating housing and support services enables:

- Choice** Separation makes it easier to change, switch or remove supports or services that are not needed without needing to move house or fear that the provider will alter support service provision
- Accountability** Separation makes it more likely that providers will deliver a good service as they know that tenants have the option of switching providers and that other providers are delivering services to the tenant at home and may advocate on the tenant's behalf to resolve an issue with the organisation
- Clarity** Separation allows support providers to focus on their core business of supporting people, leaving a more administrative and potentially punitive role for tenancy managers
- Specialisation** Separation makes it easier to develop expertise in either housing management or support services; allows each organisation to pursue an independent growth strategy that does not require prioritisation of investment across two different business lines; and delivers cost-efficiencies⁷
- Responsiveness** Separation makes it easier to respond to the needs of people with disability and their families, and being able to better adapt to changes in the chosen market (housing or support services)

“ Focus means better property management. We don’t cross-subsidise housing funds for services therefore the houses are maintained. ”
HOUSING ORGANISATION, SOUTH AUSTRALIA

STEP 2: UNPACK YOUR CURRENT MODEL

People with disability currently access housing and disability services through one or more organisations. These organisations take on different roles and co-operate in different arrangements. These models vary from being integrated into one organisation, to being delivered separately without any formal contact between the organisations. The case studies included in this Toolkit provide more detailed explanations of these models.

We have classified the models based on the rationale for separation (see above). Classifications reflect the level of compatibility of the model with the rationale, rather than a critique of existing organisations delivering these models.

TOOL 2

CLASSIFICATION OF HOUSING TENANCY AND SUPPORT MODELS

MODELS

| | NO SEPARATION → | | → | | → SEPARATION | |
|-----------------------|---|---|---|--|--|--|
| | 1. Tenant receives housing and support services under one contract from one organisation ⁸ | 2. Tenant receives housing and support services under two contracts with the one organisation | 3. Tenant receives housing and support services under two contracts from two different organisations, but does not allow the tenant to change support providers | 4. Tenant chooses housing and support services from two (or more) different organisations allowing full choice of support provider | 5. Home owner chooses support service provider | |
| CHOICE | Limited ○ | Limited ○ | Limited ○ | Complete ● | Complete ● | |
| ACCOUNTABILITY | Limited ○ | Limited ○ | Moderate ◐ | Complete ● | Complete ● | |
| RESPONSIVENESS | Limited ○ | Moderate ◐ | Moderate ◐ | Complete ● | Complete ● | |
| CLARITY | Limited ○ | Moderate ◐ | Complete ● | Complete ● | Complete ● | |
| SPECIALISATION | Limited ○ | Moderate ◐ | Complete ● | Complete ● | Complete ● | |

8. In the NDIS, the provider must have two separate contracts with participants for 'Specialist disability accommodation' & 'Supported independent living'

TOOL 2 

WHICH MODEL ARE YOU USING NOW?

Write your responses here

WHICH MODEL ARE YOU WORKING TOWARDS?

Write your responses here

WHAT WILL BE THE MAIN BENEFITS OF CHANGING MODELS?

Write your responses here

It is desirable for organisations to move towards separation of housing and support services over time. In many cases it has taken years, if not decades to develop and refine their services. It will take some time for these organisations to separate their services. At each step of the way organisations need to consider implications for Board roles and responsibilities, Board composition, purpose and strategy, risk recognition and management, organisational performance metrics, information flows, and stakeholder engagement.⁹ Organisations must ensure that there is scope, clarity, well-defined collaboration and appropriate capability development throughout the transition. Organisations can map out the steps involved in separating housing and support through the checklist (Tool 6).

Once again, the experience of the homelessness sector is informative. Fostering trust between support providers and tenancy managers has been crucial in the separation of housing and support services in the homelessness sector. In turn, good communication is essential to developing trust and clear expectations of how work should be conducted and shared.¹⁰ Agencies involved in transitions to separation of housing and support report that regular meetings of all key staff are necessary, particularly as partnerships are being established, both to build trust and shared expectations but also to resolve frustrations that can arise when procedures or processes (for example, in relation to the allocation of housing to tenants) are unclear.¹¹ Building connections across sectors can take time, and it is important to establish structures that allow these relationships to develop.

In the earlier experiences of the homelessness sector, access to information about anticipated demand for both housing and support services, and a structured and transparent process for assessing both housing and support needs, was effective in developing essential partnerships. The lack of access to local information about expected demand for housing and support services from NDIS participants has also been raised as a challenge.

9. For further information on these areas see AICD (2016), Good Governance Principles and Guidance for NFP Organisations, <http://aicd.companydirectors.com.au/resources/not-for-profit-resources/good-governance-principles-and-guidance>

10. NSW Federation of Community Housing Associations (2006) "Final Report: Mapping the emerging issues in supported housing, and identifying strategies to strengthen existing arrangements" Sydney

11. *ibid*

For organisations that are looking to enter the market as either housing management service providers, or as support service providers, it is important that:

- Roles, services (types and levels) and costs are clearly documented as an offer of services to tenants
- Dispute resolution processes are clear and agreed (including review and evaluation arrangements)
- Tenants or home owners (where possible) negotiate the relationship between their selected providers
- Clear communication protocols and channels exist between the tenant and the selected providers for managing the support provided¹²

HOW SEPARATION OF RESPONSIBILITIES BENEFITS JENNY

Jenny's house used to be owned by the state government. The state government chose the company and people that provided her support. Now her house is owned by a community housing provider (CHP). She has a lease with the CHP and gets to choose the organisations and people that provide her support.

Jenny makes sure that she pays her rent on time. With her support co-ordinator she talks to the CHP about the modifications she needs and any issues with the tenancy or building. The CHP looks after any issues that come up with the tenancy (such as rent and damage), and keeping the property safe, secure and well-maintained. Her support provider works with her on the day-to-day support she receives, and creating a plan in case of emergency. When Jenny is thinking about moving she knows that her support provider will support her to make the transition to the new property.

Jenny is comforted by the fact that the CHP and support provider will hold each other accountable if they drop their game.

12. Informed by NSW Federation of Community Housing Associations (2006) "Final Report: Mapping the emerging issues in supported housing, and identifying strategies to strengthen existing arrangements" Sydney

This matrix of responsibilities shows the ideal separation of responsibilities between the participant (with or without the support co-ordinator), the housing provider, and the support provider. The person or organisation bearing the main responsibility is highlighted with an orange square. Where the responsibility is shared, this is indicated by squares in two columns.

RESPONSIBILITIES

IDEAL SEPARATION OF RESPONSIBILITIES

| | PARTICIPANT (potentially with support co-ordinator & allied health professional) | HOUSING PROVIDER¹³ | SUPPORT PROVIDER |
|--|---|--------------------------------------|-------------------------|
| PARTICIPANT ADVERTISING | | ■ | |
| PARTICIPANT SELECTION | | ■ | |
| TRANSITION TO HOUSING | | | ■ |
| CLAIMING SDA PAYMENTS & COLLECTING RENT | | ■ | |
| MAINTAINING TENANCY | ■ | | |
| TENANCY ISSUES (E.G. LEASE, DAMAGE) | | ■ | |
| BUILDING MAINTENANCE (E.G. DEFECTS, COMMON PROPERTY) | | ■ | |
| FIRE TESTING AND MAINTENANCE | | ■ | |
| HOME AUTOMATION AND MODIFICATION | ■ | ■ | |
| EMERGENCY EVACUATION PROCEDURE | | | ■ |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT (e.g. staff selection, staff rostering, delivery of support, complaints management, client outcomes) | ■ | | ■ |

13. Note: the housing owner and manager may be different people or organisations.

You can use this matrix to determine the extent to which your organisation has the optimal separation of housing management and support services:

MATRIX OF RESPONSIBILITIES

HOW ARE RESPONSIBILITIES ALLOCATED IN YOUR MODEL?

| RESPONSIBILITIES | YOUR PARTICIPANTS <small>(potentially with or without support co-ordinator & allied health professional)</small> | YOUR ORGANISATION | OTHER ORGANISATION/S |
|---|---|--|--|
| | <small>Mark responsibilities with a square below</small> | <small>Mark responsibilities with a square below</small> | <small>Mark responsibilities with a square below</small> |
| TENANT ADVERTISING | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| TENANT SELECTION | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| TRANSITION TO HOUSING | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| CLAIMING SDA PAYMENTS | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| MAINTAINING TENANCY | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| TENANCY ISSUES (E.G. LEASE, RENT, DAMAGE) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| BUILDING MAINTENANCE (E.G. DEFECTS, COMMON PROPERTY) | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| FIRE TESTING AND MAINTENANCE | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| HOME AUTOMATION AND MODIFICATION | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| EMERGENCY EVACUATION PROCEDURE | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT <small>(e.g. staff selection, staff rostering, delivery of support, complaints management, client outcomes)</small> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

STEP 3: EXPLORE DIFFERENT MODELS OF DELIVERING HOUSING AND SUPPORT SERVICES

The eight case studies in this Toolkit show how organisations are delivering housing management and support services to people with disability and their families.

The organisations in the case studies use different models of separation, range in size from 50 to hundreds of employees, and are located in different states.

CASE STUDY MODELS AND LOCATIONS

| MODEL | NO SEPARATION → | | → SEPARATION | | |
|---------------------|--|---|---|---|---|
| | 1. Tenant receives housing and support services under one contract from one organisation | 2. Tenant receives housing and support services under two contracts with the one organisation | 3. Tenant receives housing and support services under two contracts from two different organisations, but do not allow the tenant to change support providers | 4. Tenant chooses housing and support services from two (or more) different organisations that allows full choice of support provider | 5. Home owner chooses support service provider |
| CASE STUDIES | 1. Provider-owned and managed group homes and hostels (Vic) → | 2. Board and lodging contracts in private rental share houses (Perth Hills Region, WA) → | 3. Shared apartments for people with complex disability support needs (Maryborough Region, QLD) → | 6. Shared apartments with choice of service provider (Barwon Region, VIC) → | 9. Support services in private homes (Melbourne, VIC) → |
| | | | 4. Individual apartments sharing overnight support (Hunter Region, NSW) → | 7. Option to switch service provider in group homes (Perth Hills Region, WA) → | |
| | | | 5. Support services in independent units (Barwon Region, VIC) → | 8. Tenancy management in independent units (Western Adelaide Region, SA) → | |

HOUSING AND SUPPORT SERVICE MODELS CASE STUDIES

CASE STUDIES OVERVIEW

These themes emerged from the case studies collected through this work:

Theme 1: More accessible and appropriate housing is needed

All case study participants agreed that there is a severe shortage of appropriate and available housing for people with disability. For people with disability to be able to exercise choice and control there needs to be a variety of different accommodation types, design and locations to choose from. Without different housing options available, people with disabilities and their families will continue to find it difficult to access services, and may be reluctant to hold service providers to account for the services they receive. Support services are harder to deliver and less effective without stable housing (case study 5).

Private rentals have been an option (to date, for some) people with disabilities (case study 2). Private landlords tend to favour people with disability that do not exhibit complex or challenging behaviours that might result in property damage, and people that do not need property modifications, even with NDIS funding (case study 7). Some case study participants stressed that new providers entering the disability housing market need to be aware that some tenants may cause damage and/or exhibit complex and challenging behaviours. An empathetic and understanding tenancy manager who is willing to take on tenants with complex and challenging behaviours can be invaluable in these situations (case study 3).

Theme 2: Partnership agreements prevent and help address problems

Most case study participants have formal agreements with their partner organisations. Agreements that establish role and limitations (e.g. not being able to enter a tenant's property without appropriate notice or permission) were seen as important to establishing relationships between housing tenancy managers and support providers. Agreements need to be updated as situations change (e.g. determining who has responsibility for the repair and replacement of donated whitegoods) (case study 4). Relationships with partner

organisations were viewed positively across the case studies. A minority of the case study participants noted that having a solid partnership agreement was particularly important when their organisations had experienced difficult inter-agency relationships.

Having compatible values and mission (whether not-for-profit or commercial providers), open communication, a willingness to work together and role clarity were critical to effective working relationships (case studies 3, 4, 5). as were working through solutions together at formal meetings and regular informal checkpoints.

Theme 3: Supporting tenants to take on responsibility benefits themselves, providers and property owners

Most case study participants involve their clients in staff selection, either in recruitment decisions about specific staff members, selecting staff with characteristics in line with client preferences (e.g. gender), and/or by responding to client concerns about staff.

The separation of tenancy management and support empowers tenants and their families to manage support relationships. Tenants are seen as less vulnerable by some case study participants if they have a lease in their own name as it protects them against being moved out of a property (case study 8).

People living in facility-based accommodation and people living in their own homes are seen to have different expectations of the type of support and the way that support is provided to them. Setting clear expectations of what support providers will and won't do enables tenants to take on more responsibility. When people with disability have responsibility and authority they care more about both the housing and support provided. Transitional planning and capacity building is critical to enable people with disability to live as independently as possible when they move from institutional settings into their own homes. Tenants may need to manage multiple provider relationships when tenancy management and support services are separated. This needs to be factored in by support co-ordinators when developing the support plan (case study 9).

Theme 4: Separation of tenancy management and support services enables providers to prioritise and focus

Separation of tenancy management and support services requires careful consideration and time to achieve as service delivery models have been built up over many years (case study 1).

When the tenancy manager has clear responsibility for property payments and maintenance, the support provider can get on with the job of supporting tenants and not “muddy the relationship” by enforcing tenancy-related matters such as recovering rents and dealing with arrears (case study 4, 7). Having the tenancy manager ultimately responsible for the consequences of disruptive behaviours (e.g. notice to vacate) enables the support provider to “maintain relational continuity” and prepares their clients for living in the community (case study 6). Separation also enables housing providers and tenancy managers to focus on ensuring that properties are well-managed and that funds are allocated to property maintenance and not used to cross-subsidise support services (case study 8).

The case studies on the following pages present the full range of models for delivery of tenancy management and support services, from no separation to separation. The case studies focus on different types of housing design and support approaches, in different regions across Australia.

CASE STUDY 1: PROVIDER-OWNED AND MANAGED GROUP HOMES AND HOSTELS (MODEL 1, VICTORIA)

PROVIDER Scope



MODEL



OVERVIEW

Housing Design:

Scope delivers services into properties that it manages (Model 1) and is looking to move towards separation of housing and service provision over time.

Tenancy and Support:

Scope supported accommodation tenants sign an agreement that encompasses tenancy and support services (Model 1). Tenants receive full-time care and support. Support is provided to encourage tenants to learn new skills, gain more independence and join in on social activities. Some tenants access Scope's Lifestyle Options which encourages them to access group-based and individual sports, arts and social activities in the communities; access training and tertiary courses; and to gain work experience.

Context:

Scope is a not-for-profit organisation that exists to support people with physical, intellectual and multiple disabilities achieve their goals in life. Scope provides services to 6000 people from 99 service locations across Victoria. Scope manages 52 properties that house 289 residents. These properties are owned by Scope, non-government organisations and the state government and are a mix of houses and hostels.

CASE STUDY 1: PROVIDER-OWNED AND MANAGED GROUP HOMES AND HOSTELS (MODEL 1, VICTORIA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

Scope is looking to move towards separation of housing and service provision over time.

Scope takes on the majority of the responsibilities for tenancy management and support services in properties that it owns:

| RESPONSIBILITIES | PARTICIPANT | HOUSING AND SUPPORT PROVIDER SCOPE | OTHER VICTORIAN GOVERNMENT |
|---|-------------|---------------------------------------|-------------------------------|
| TENANT ADVERTISING | | | ● |
| TENANT SELECTION | | | ● |
| TRANSITION TO HOUSING | | ● | |
| CLAIMING SDA PAYMENTS | | ● | |
| MAINTAINING TENANCY | ● | | |
| TENANCY ISSUES | | ● | |
| BUILDING MAINTENANCE | | ● | |
| FIRE TESTING AND MAINTENANCE | | ● | |
| HOME AUTOMATION AND MODIFICATION | | ● | |
| EMERGENCY EVACUATION PROCEDURE | | ● | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | | ● | |

CASE STUDY 2: BOARD AND LODGING CONTRACTS IN PRIVATE RENTAL SHARE HOUSES (MODEL 2, WA)

PROVIDER RISE PWD, RISE Housing



| MODEL | NO SEPARATION → | → | → SEPARATION | | |
|-------|-----------------------------------|---|---|---|----------------------|
| | 1. One organisation; one contract | 2. One organisation; separate contracts | 3. Separate providers; limitations on switching | 4. Separate providers; no limits on switching | 5. Home owner choice |

OVERVIEW

Housing Design: Eighteen group homes owned by the Department of Housing WA and head-leased and managed by RISE Housing. The standard homes all have accessible bathrooms and may have other accessibility features such as ramps and handrails. Typical house has three resident with a variety of support needs.

Tenancy and Support: Tenants who receive support from RISE People with Disability (PWD) and live in properties managed by RISE Housing have a board and lodging contract (not a lease) with RISE PWD (Model 2)¹⁴.

Context: RISE People with Disability provides support services to about 300 people with disability, including 60 who live in supported accommodation. RISE Housing manages approximately 140 buildings, which include aged care facilities, independent living units for people with persistent mental illness, specialist youth housing, and housing for people with disability.¹⁵ The majority of these properties are head leased from the Department of Communities. The properties are accessible, but none have major modifications or have been custom-built to a platinum accessibility standard.

14. RISE PWD has the head lease for four share houses from the private market. Clients living in these houses where can seek support services from providers other than RISE PWD (Model 5).

15. For more information see <http://www.risenetwork.com.au/our-services/housing/>.

CASE STUDY 2: BOARD AND LODGING CONTRACTS IN PRIVATE RENTAL SHARE HOUSES (MODEL 2, WA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

This table shows the split of responsibilities for tenants in RISE Housing group homes:

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER RISE HOUSING | SUPPORT SERVICE PROVIDER RISE PWD | OTHER DEPARTMENT OF HOUSING WA |
|---|--|--|--|--|
| TENANT ADVERTISING | | | | |
| TENANT SELECTION | | | Assess fit with existing tenants, supports provided to other residents and suitability of physical environment | Vacancies filled through relationships |
| TRANSITION TO HOUSING | | | | |
| CLAIMING SDA PAYMENTS | | | | |
| MAINTAINING TENANCY | | | | |
| TENANCY ISSUES | | | Reports damage on behalf of clients to Tenancy Manager | |
| BUILDING MAINTENANCE | | Arrange for damages to be repaired | | |
| FIRE TESTING AND MAINTENANCE | | Test and maintains smoke detectors and emergency systems | | |
| HOME AUTOMATION AND MODIFICATION | | Applies for new modifications | Arranges modifications, through consultation with participant, tenancy manager & other | Funds repairs and replacement of modifications |
| EMERGENCY EVACUATION PROCEDURE | | | Responsible for evacuation planning and fire drills | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | Input to staff selection (e.g. cultural fit, gender) | | Delivers support services | |

CASE STUDY 3: SHARED APARTMENTS FOR PEOPLE WITH COMPLEX DISABILITY SUPPORT NEEDS (MODEL 3, QLD)

PROVIDER Community Housing Limited, Community Lifestyles Agency



MODEL



OVERVIEW

Housing Design: The property, Wiles House, opened in May 2017.¹⁶ It previously comprised of seven studio units, but has been completely modified and refurbished, and now comprises three two-bedroom apartments. The apartments are suitable for people under 65 with high and complex support needs who had previously been living in long-stay health care or aged care facilities or were at risk of having to move into these services. The property has been built to Specialist Disability Accommodation (SDA) standards. This includes ensuring that the dwellings can be completely separated if separate support providers are selected in future. The second bedroom in each apartment could allow support staff to work individually with each client.

Tenancy and Support: Tenants are signed up to individual long-term leases and Community Lifestyles Agency (CLA) receives block funding to provide services for all three clients. Community Housing Limited (CHL) and CLA that have a non-exclusive partnership agreement (Model 3). The Queensland Government manages tenant advertising and selection, and support service organisation selection. The NDIS will be rolled out in Maryborough July 2018 and at that time CHL and CLA will work with the clients to claim the SDA.

Context: CLA is based in the regional city of Maryborough in Queensland. It was formed 27 years ago by a group of families of people with disability to address the lack of services available to their children. It has since grown and now provides a range of services to about 50 clients in Maryborough and Hervey Bay. These services include 24-hour support for people with high needs, support for people who live independently, a day service with a focus on living skills, and a respite service. CLA's clients live in a range of housing types, including public housing, private rental, and one community housing provider, CHL.

CHL is a national community housing provider. More than 1,800 people living with a disability are currently renting from CHL's housing portfolio across Australia. CHL is an experienced provider of disability housing, including independent apartments, semi-detached studios, group homes, adaptable units, visitable units and key ring apartments.

16. For more information see <http://chl.org.au/2017/05/world-class-shared-supported-disability-accommodation-officially-opened-in-maryborough/> (accessed 10 May 2017).

CASE STUDY 3: SHARED APARTMENTS FOR PEOPLE WITH COMPLEX DISABILITY SUPPORT NEEDS (MODEL 3, QLD) – CONTINUED

SEPARATION OF RESPONSIBILITIES

The organisations share the responsibilities as follows:

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER COMMUNITY HOUSING LIMITED | SUPPORT SERVICE PROVIDER COMMUNITY LIFESTYLES AGENCY | OTHER DISABILITY SERVICES, QLD GOVERNMENT |
|---|--|---|---|---|
| TENANT ADVERTISING | | | | ● Matched the residents |
| TENANT SELECTION | | | | ● |
| TRANSITION TO HOUSING | ● | | | |
| CLAIMING SDA PAYMENTS | | ● | | |
| MAINTAINING TENANCY | ● | ● | ● | |
| TENANCY ISSUES | | ● | ● Advocate on behalf of clients | |
| BUILDING MAINTENANCE | | ● Repairs property damage | ● Advocate on behalf of clients | |
| FIRE TESTING AND MAINTENANCE | | ● Conducts regular testing | ● Monthly tests as a duty of care not legal requirement | |
| HOME AUTOMATION AND MODIFICATION | | ● Funds, installs and maintains modifications | ● Advocate on behalf of their clients | |
| EMERGENCY EVACUATION PROCEDURE | | ● Conducts drills | | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | ● Participate in support staff interview panels and support meetings | | ● Delivers support services | ● Selects the support provider |

CASE STUDY 4: INDIVIDUAL APARTMENTS SHARING OVERNIGHT SUPPORT (MODEL 4, HUNTER REGION, NEW SOUTH WALES)

PROVIDER: Summer Foundation, Ability Options and Pacific Link Housing



OVERVIEW

Housing Design: In 2015 the Summer Foundation purchased 10 residential units and an additional unit for support workers within a 110-unit private development in the Hunter Region. The apartments are designed to a high physical support level.¹⁷

Tenancy and Support: The Summer Foundation selected Ability Options to provide support services in these units for two years. The support model is based on each participant having their own private apartment. Individualised support is delivered to each tenant when required, and on-call assistance is provided through a shared on-site support function. Pacific Link Housing provides tenancy management services on behalf of the Summer Foundation as the property owner (Model 3 transitioning to Model 4).

Context: The Summer Foundation’s aim is to change human service policy and practice related to young people in nursing homes. The Summer Foundation utilises a range of strategies to influence health, housing, aged care and disability service policy and practice related to this target group. One approach is through prototyping housing services that assist young people to leave aged care or avoid entering aged care.

Ability Options operates employment services and services for people with disability across metropolitan Sydney and nearby regions. In the Hunter region, the organisation provides services to more than 700 people with disability, including community-based support, co-ordination of supports and therapeutic services.

Pacific Link Housing is a social and community housing providers with 900 properties and 2000 tenants in the Central Coast and Hunter regions of New South Wales. The organisation takes an active community development approach to keep people in tenancies.

17. For more information about this project, including a virtual tour, see <https://www.summerfoundation.org.au/what-we-do/housing/hunter-housing-and-support-demonstration-project/> (accessed 28 May 2017)

CASE STUDY 4: INDIVIDUAL APARTMENTS SHARING OVERNIGHT SUPPORT (MODEL 4, HUNTER REGION, NSW) – CONTINUED

SEPARATION OF RESPONSIBILITIES

This is the split of responsibilities between tenants and the three organisations:

| RESPONSIBILITIES | PARTICIPANT | SUPPORT SERVICE PROVIDER ABILITY OPTIONS | TENANCY MANAGER PACIFIC LINK HOUSING | PROJECT FACILITATOR/ PROPERTY OWNER SUMMER FOUNDATION |
|---|---|--|---|---|
| TENANT ADVERTISING | | | | EOI process |
| TENANT SELECTION | | Assess support needs (if required) | | Screen and assess, through a panel process ¹⁸ |
| TRANSITION TO HOUSING | | Intensive inclusion and transition support | Liases with tenant/families pre-move | |
| CLAIMING SDA PAYMENTS | | | | |
| MAINTAINING TENANCY | With assistance from family, support workers and support coordination | | | |
| TENANCY ISSUES | | Communicate with Pacific Link and building manager where needed | With strata manager | If required |
| BUILDING MAINTENANCE | | Advocate to Pacific Links if needed | Conducts | Approves |
| FIRE TESTING AND MAINTENANCE | | | | |
| HOME AUTOMATION AND MODIFICATION | | | | With NDIA |
| EMERGENCY EVACUATION PROCEDURE | | | | Evacuation plan |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | Provide staffing preferences (e.g. skills, personality, interests) | Provide coordination of supporters, Direct supporters and On-site back-up 24/7 support | Advocate to Ability Options if needed | ¹⁹ |

18. After the Summer Foundation and Ability Options agree the potential tenant is suitable the details are provided to NDIA to assess reasonable and necessary support needs including for SDA.

19. After the Summer Foundation's initial two-year contract with Ability Options it may take on responsibility for assisting tenants to choose another support provider (if desired).

CASE STUDY 5: SUPPORT SERVICES IN INDEPENDENT UNITS (MODEL 3, BARWON REGION, VICTORIA)

PROVIDER: Gateways Support Services, Housing Choices Australia



MODEL

| NO SEPARATION → | | → | → SEPARATION | |
|-----------------------------------|---|--|---|----------------------|
| 1. One organisation; one contract | 2. One organisation; separate contracts | 3. Separate providers; limitations on switching | 4. Separate providers; no limits on switching | 5. Home owner choice |

OVERVIEW

Housing Design: Group homes and units with shared support.

Tenancy and Support: Gateways Support Services has a comprehensive partnership agreement with Housing Choices Australia (HCA) which establishes it as the support provider in the group homes (Model 3).²⁰ HCA and Gateways are looking into establishing an annual “house AGM” with the tenants and their support provider. This would be like an owners corporation AGM, and would involve reviewing tenants’ satisfaction with repairs and maintenance, tenancy management, and support provider.

Context: Gateways Support Services is a large disability support provider based in Geelong, Victoria, supporting 1,900 people. These services include therapy and inclusion, respite and recreation, and support, along with residential support to about 80 clients, of whom about 50 require full-time support.

HCA is a large community housing provider operating in Tasmania, South Australia and Victoria. HCA has around 5000 tenants, a quarter of whom have a disability. They build and manage a range of accommodation types from accessible dwellings to specialist housing for people with complex needs.

²⁰ There is a different model used for Department of Health and Human Services properties. People with disability in Victoria are covered by the Disability Act 2006 rather than the Residential Tenancies Act 1997. The former requires people with disability to have a service agreement with their support provider, not their housing provider.

CASE STUDY 5: SUPPORT SERVICES IN INDEPENDENT UNITS (MODEL 3, BARWON REGION, VICTORIA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

Responsibilities between tenants, Gateways Support Services and Housing Choices Australia are split as follows:

| RESPONSIBILITIES | PARTICIPANT | SUPPORT SERVICE PROVIDER GATEWAYS SUPPORT SERVICES | TENANCY MANAGER HOUSING CHOICES AUSTRALIA |
|---|---|---|--|
| TENANT ADVERTISING | | ● Provides details relating to the dynamics of the household | ● Provides floor plan and photos for advertisement |
| TENANT SELECTION | ● Resident representative on selection panel | ● On selection panel | ● On selection panel |
| TRANSITION TO HOUSING | ● | ● Liase with tenant/families pre-move | ● Engages with resident and/or their representative to sign residential agreement |
| CLAIMING SDA PAYMENTS | | | ● |
| MAINTAINING TENANCY | ● | ● Responsible for resolving resident's behaviour impinging on others | |
| TENANCY ISSUES | | ● Responsible for resolving issues | ● Meet with Gateways to help resolve issues |
| BUILDING MAINTENANCE | | ● Responsible for maintenance being properly conducted | ● Conducts maintenance work |
| FIRE TESTING AND MAINTENANCE | | ● | |
| HOME AUTOMATION AND MODIFICATION | | | ● |
| EMERGENCY EVACUATION PROCEDURE | | ● | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | ● Provide staffing preferences (e.g. gender) | ● | |

CASE STUDY 6: SHARED APARTMENTS WITH CHOICE OF SERVICE PROVIDER (MODEL 4, BARWON REGION, VICTORIA)

PROVIDER Community Housing Ltd, Erhma360



MODEL



OVERVIEW

Housing Design: The housing involves three tenants each in their own apartment and a fourth unit for a support staff member.

Tenancy and Support: In the Barwon region, Ermha supports about 110 NDIS participants, including residential support to people in five Community Housing Ltd (CHL) properties. These properties were funded by the Victorian Government as part of the Innovative Accommodation Support Initiative (IASI) for people transitioning out of institutional settings. The support packages are focused on people with high needs, including those who have been convicted of assault or who present with sexualised behaviour. Clients have separate arrangements with Ermha and CHL. Clients can opt for a provider other than Ermha, however, no clients have yet taken up this option (Model 4). Once clients feel able to move into independent accommodation they are encouraged to do so. Ermha, CHL and the NDIA share responsibility for filling the vacancies in the properties.

Context: Ermha has operated for 30 years from Melbourne's southeast. The organisation was invited to begin working in the Barwon region in 2010 because of its expertise in supporting clients with "complex and challenging presentations," including supporting people with a dual disability, the co-occurrence of a cognitive impairment and mental health diagnosis. The organisation provides one-to-one support, service coordination, group activities, carer respite and support, and vocational and meaningful activity options.

CHL is a national community housing provider. More than 1,800 people living with a disability are currently renting from CHL's housing portfolio across Australia. CHL is an experienced provider of disability housing, including independent apartments, semi-detached studios, group homes, adaptable units, visitable units and key ring apartments.

CASE STUDY 6: SHARED APARTMENTS WITH CHOICE OF SERVICE PROVIDER (MODEL 4, BARWON REGION, VIC) – CONTINUED

SEPARATION OF RESPONSIBILITIES

This is the split of responsibilities between the tenant and the organisations involved in the Innovative Accommodation Support Initiative (IASI):

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER ERHMA360 | SUPPORT SERVICE PROVIDER COMMUNITY HOUSING LTD | PROJECT FACILITATOR/ PROPERTY OWNER NDIA |
|---|---------------------------------------|---------------------------------------|---|--|
| TENANT ADVERTISING | | ● Circulate vacancies to contacts | ● Circulate vacancies to contacts | |
| TENANT SELECTION | | ● Part of vacancy management panel | ● Part of vacancy management panel | ● NDIA part of vacancy management panel |
| TRANSITION TO HOUSING | | ● | | |
| CLAIMING SDA PAYMENTS | | | ● | |
| MAINTAINING TENANCY | | ● | | |
| TENANCY ISSUES | | | ● | |
| BUILDING MAINTENANCE | ● Pay for behaviour-related damage | | ● Conduct maintenance | |
| FIRE TESTING AND MAINTENANCE | | ● | | |
| HOME AUTOMATION AND MODIFICATION | | | ● | ● NDIA, TAC where applicable |
| EMERGENCY EVACUATION PROCEDURE | | ● | ● | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | | ● | | |

CASE STUDY 7: OPTION TO SWITCH SERVICE PROVIDER IN GROUP HOMES (MODEL 4, PERTH HILLS REGION, WA)

PROVIDER TEEM Treasure, RISE Housing



MODEL



OVERVIEW

Housing Design: Two group homes where three people with dual diagnosis intellectual disability and mental health issues live. The homes designed environment responds to the needs of participants through improved physical access and enhanced provision for participants with sensory, intellectual or cognitive impairment.

Tenancy and Support: RISE Housing provides tenancy management in two of the three group homes that Teem Treasure provides 24/7 support services. Clients have a long-term Lease with RISE Housing, and rent is set at 25 per cent of income plus 100 per cent of Commonwealth Rent Assistance. Clients in group homes have a shared agreement with Teem Treasure. If all clients agree, they can give three months' notice if they would like to change to another service provider. RISE Housing and Teem Treasure have a Service Level Agreement.

Context: RISE People with Disability provides support services to about 300 people with disability, including 60 who live in supported accommodation. RISE Housing manages approximately 140 buildings, which include aged care facilities, independent living units for people with persistent mental illness, specialist youth housing, and housing for people with disability.²¹ The majority of these properties are head leased from the WA Department of Communities. The properties are accessible, but none have major modifications or have been custom built to a platinum accessibility standard.

Teem Treasure provides support services to 50 people with co-occurring intellectual disability in Perth. Clients include people with disability who are engaged with the criminal justice system, including sex offenders, and with mental health issues.

21. For more information see <http://www.risenetwork.com.au/our-services/housing/>.

CASE STUDY 7: OPTION TO SWITCH SERVICE PROVIDER IN GROUP HOMES (MODEL 4, PERTH HILLS REGION, WA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

This table shows the split of responsibilities for tenants receiving housing and support services under two contracts from TEEM Treasure and RISE Housing:

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER RISE HOUSING | SUPPORT SERVICE PROVIDER TEEM TREASURE | OTHER DISABILITY SERVICES COMMISSION |
|---|---|--|---|---|
| TENANT ADVERTISING | | | | ● |
| TENANT SELECTION | | | ● Assesses suitability of physical environment | ● Offers vacancy to client based on location and features of housing and other tenants |
| TRANSITION TO HOUSING | | ● | | |
| CLAIMING SDA PAYMENTS | | | | |
| MAINTAINING TENANCY | ● | | | |
| TENANCY ISSUES | | | ● Reports damage on behalf of clients | ● |
| BUILDING MAINTENANCE | ● Malicious damage paid by client | ● Responsive and cyclical maintenance | | |
| FIRE TESTING AND MAINTENANCE | | ● | | |
| HOME AUTOMATION AND MODIFICATION | | | ● | |
| EMERGENCY EVACUATION PROCEDURE | | ● | | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | ● Input to staff selection (e.g. cultural fit, gender) | ● | | |

CASE STUDY 8: TENANCY MANAGEMENT IN INDEPENDENT UNITS (MODEL 4, WESTERN ADELAIDE REGION, SA)

PROVIDER Access 2 Place Housing



| MODEL | NO SEPARATION → | | → | → SEPARATION | |
|-------|--------------------------------------|--|---|--|----------------------|
| | 1. One organisation; one contract | 2. One organisation; separate contracts | | 4. Separate providers; no limits on switching | 5. Home owner choice |

OVERVIEW

Housing Design: The Kidman Park development has 10 one-bedroom disability houses, six of which are fully wheelchair accessible and four apartments located on a second storey for tenants with intellectual disability. The houses are built to Universal Design concepts and meet Livable Housing Australia Platinum Level.

Tenancy and Support: Tenants select housing from Access 2 Place and support services from other organisations (Models 4). Co-ordination of housing tenancy and support services occurs through relationships between the tenant, A2P as the owner and support agency.

Context: Access 2 Place Housing has been designed to align with, and support the implementation of the National Disability Insurance Scheme (NDIS) and individualised funding which underpins the NDIS through the separation of tenancy management services from disability support services. In 2015 the organisation received 250 properties (135 new builds and 115 group housing leases) from the South Australian Government. For the first time tenants of these properties had individual leases.

CASE STUDY 8: TENANCY MANAGEMENT IN INDEPENDENT UNITS (MODEL 4, WESTERN ADELAIDE REGION, SA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

It is anticipated that the relationship between the tenant, landlord and support services will be managed through the tenant’s lease. This is the split of responsibilities:

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER ACCESS 2 PLACE | SUPPORT SERVICE PROVIDER | PROJECT FACILITATOR/ PROPERTY OWNER DISABILITY SA |
|---|-------------|-----------------------------------|--------------------------|---|
| TENANT ADVERTISING | | | | ● Provides links to tenants on the Community Housing Customer Register |
| TENANT SELECTION | | ● | | |
| TRANSITION TO HOUSING | | | ● | |
| CLAIMING SDA PAYMENTS | | ● | | |
| MAINTAINING TENANCY | ● | | | |
| TENANCY ISSUES | | ● | | |
| BUILDING MAINTENANCE | | ● | | |
| FIRE TESTING AND MAINTENANCE | | ● | | |
| HOME AUTOMATION AND MODIFICATION | | ● | | |
| EMERGENCY EVACUATION PROCEDURE | | ● | ● | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | ● | | ● | |

CASE STUDY 9: SUPPORT SERVICES IN PRIVATE HOMES (MODEL 5, MELBOURNE, VICTORIA)

PROVIDER Annecto



MODEL



OVERVIEW

Housing Design: Annecto supports people in their own homes - they may own, rent, live with family or in affordable housing, reflecting the housing market across Australia. The private homes that Annecto provide support services to differ in type and design.

Tenancy and Support: Home owners can choose Annecto as their support service provider (Model 5), this can include linking people to community groups or friends, personal care, meal preparation and sleepover home care. In 2017, Annecto provided privately paid support to 97 people through the My Support service.

Context Annecto designs, coordinates and implements services and provides advice, advocacy and support for people with disabilities, older people, families and carers with a particular focus on inclusion and the communities people belong. The organisation provides services to people in supported accommodation (approximately 40 people) and to people in their own homes (approximately 2500 people, including aged care).

CASE STUDY 9: SUPPORT SERVICES IN PRIVATE HOMES (MODEL 5, MELBOURNE, VICTORIA) – CONTINUED

SEPARATION OF RESPONSIBILITIES

For residents living in their own homes (Model 5), Annecto provides support services and has no involvement in housing or tenancy activities.

| RESPONSIBILITIES | PARTICIPANT | TENANCY MANAGER ANNECTO |
|---|-------------|----------------------------|
| TENANT ADVERTISING | ● | |
| TENANT SELECTION | ● | |
| TRANSITION TO HOUSING | | ● |
| CLAIMING SDA PAYMENTS | ● | |
| MAINTAINING TENANCY | ● | |
| TENANCY ISSUES | ● | |
| BUILDING MAINTENANCE | ● | |
| FIRE TESTING AND MAINTENANCE | ● | |
| HOME AUTOMATION AND MODIFICATION | ● | |
| EMERGENCY EVACUATION PROCEDURE | ● | |
| DESIGN AND DELIVERY OF DAY-TO-DAY SUPPORT | ● | ● |

STEP 4: MOVE TOWARDS SEPARATION OF HOUSING AND SUPPORT SERVICES

The Checklist below shows the changes that need to occur for organisations to move between the models from no separation to separation. There is no need for organisations to pass through all of the steps, rather they can "leap frog" over models to achieve separation more quickly (e.g. from Model 2 to Model 4), and they may be operating models concurrently for different customer segments (e.g. Models 4 and 5). Highlight the tasks that your organisation needs to complete and tick them when they are complete.

TOOL 5 

CHECKLIST FOR PROVIDERS CONSIDERING SEPARATING HOUSING AND SUPPORT

| Steps between models | NO SEPARATION → | → | → SEPARATION |
|----------------------|---|--|--|
| | Moving from one contract to separate contracts in the one organisation (1 to 2) | Moving from separate contracts in the one organisation to separate providers that limit switching (2 to 3) | Removing the limitations on switching between organisations (3 to 4) Moving to a property owned by a support recipient (4 to 5) |
| SCOPE CLARITY | | <ul style="list-style-type: none"> <input type="checkbox"/> Determine desired split of roles and responsibilities <input type="checkbox"/> Determine costs of ceasing services and/or splitting the organisation <input type="checkbox"/> Identify partner/s to share roles and responsibilities <p>Divest assets associated with roles and responsibilities no longer held by the organisation</p> | <ul style="list-style-type: none"> <input type="checkbox"/> Develop/refine offering <input type="checkbox"/> Develop/refine offering |

COLLABORATION

- Develop new contracts
- Invest in refining contract management process
- Develop partnership agreement that includes roles and responsibilities, complaint management, contract management, communications protocols and allocation of dissolution costs across the partner organisations
- Develop new customer contracts
- Develop new customer contracts
- Develop new customer contracts

CAPABILITY DEVELOPMENT

- Invest in building the capability of tenants and their families to understand and manage multiple contracts
- Develop change management and communications strategies
- Invest in building the capability of tenants and their families to understand and manage multiple contracts
- Re-allocate and/or re-train staff
- Invest in building the capability of tenants and their families to understand and articulate their needs, and identify good-quality providers to meet these needs
- Develop communications collateral
- Re-train staff
- Invest in building the capability of tenants and their families to understand, negotiate and manage multiple contracts
- Refine communications and complaint management processes
- Re-train staff

CHALLENGES TO ACHIEVING SEPARATION OF HOUSING AND SUPPORT SERVICES

Many disability service providers have well-established models that involve the delivery of support to tenants in housing that the service provider either owns or manages on behalf of another agency, usually a state or territory government. National Disability Services, which represents disability service providers, notes that this is “an important, historic investment model” for government, and one that would be challenging for government agencies and service providers to depart from, not least because it is difficult to reorient long-standing ways of working.²²

The Summer Foundation has identified a number of potential challenges to organisations separating housing and support services (through case studies and expert interviews conducted). The matrix below will assist your organisation to prioritise the risks that are most critical to manage.

TOOL 6

MANAGING RISKS WHEN SEPARATING HOUSING AND SUPPORT SERVICES

| POTENTIAL RISKS | LIKELIHOOD Write your response below: almost certain, likely, moderate, unlikely, rare | CONSEQUENCES Write your response below: insignificant, minor, significant, major, severe | IMPACT Write your response below: extreme, very high, high, medium, low, very low | WHAT TO WATCH OUT FOR | RISK MANAGEMENT & STRATEGIES |
|--|---|---|--|--|--|
| Governance: Housing provider or support service provider assumes the other organisation is taking responsibility for the safety and wellbeing of participants | | | | <ul style="list-style-type: none"> • Blame shifting between providers • Loss of wrap-around support • Inefficient communication between organisations • Lack of formal documentation of responsibilities and mechanisms to enforce | <ul style="list-style-type: none"> • Clear roles & responsibility matrix • Tenant communication about roles and responsibilities • Governance |
| Capability development: Participants have difficulty articulating their needs, and identifying good-quality providers to meet these needs | | | | <ul style="list-style-type: none"> • Tenant does not receive support to think about or implement changes to providers • Congregate living options become more attractive | <ul style="list-style-type: none"> • Support coordination • Advocacy organisations |

22. National Disability Services (2016) “Submission to the Joint Standing Parliamentary Committee on the National Disability Insurance Scheme (NDIS) on accommodation for people with disability”

| POTENTIAL RISKS | LIKELIHOOD | CONSEQUENCES | IMPACT | WHAT TO WATCH OUT FOR | RISK MANAGEMENT & STRATEGIES |
|---|---|---|--|---|---|
| | Write your response below: almost certain, likely, moderate, unlikely, rare | Write your response below: insignificant, minor, significant, major, severe | Write your response below: extreme, very high, high, medium, low, very low | | |
| Service models: Services operate independently and do not take into account impacts on tenant/home owner/other residents | | | | <ul style="list-style-type: none"> • Need to adapt service delivery models • Lost investment in developing service delivery models that are fit for purpose in housing stock owned by the organisation (especially in congregate living arrangements) • Loss of expertise | |
| Financial: Divestment of housing assets creating a less stable balance sheet for providers choosing to focus on support services | | | | <ul style="list-style-type: none"> • Support can be 'ramped up' relatively quickly but housing cannot | |
| Financial: Less income for support services due to inability to subsidise tenant rents with income from support services | | | | | <ul style="list-style-type: none"> • Accurate quoting of Supported Independent Living (SIL) services²³ when separating revenue and expenditure of housing and support services |
| Financial: Inability to provide cost-effective services across more homes | | | | <ul style="list-style-type: none"> • Additional time spent travelling between properties to deliver services could add costs and cut into service delivery time • Service delivery cost increases may be off-set by savings in regulation compliance costs (i.e. if no longer required to comply with both housing and service delivery requirements) | <ul style="list-style-type: none"> • Service delivery cost increases may be off-set by savings in regulation compliance costs (i.e. if no longer required to comply with both housing and service delivery requirements) |

23. The NDIA has prepared many tools to assist with SIL quoting. See <http://www.ndis.gov.au/providers/sil>

| POTENTIAL RISKS | LIKELIHOOD | CONSEQUENCES | IMPACT | WHAT TO WATCH OUT FOR | RISK MANAGEMENT & STRATEGIES |
|---------------------|---|---|--|-----------------------|------------------------------|
| | Write your response below: almost certain, likely, moderate, unlikely, rare | Write your response below: insignificant, minor, significant, major, severe | Write your response below: extreme, very high, high, medium, low, very low | | |
| ADD MORE RISKS Here | | | | | |
| ADD MORE RISKS Here | | | | | |

Despite separation being challenging to achieve, there are also risks of not separating housing and support service. There are two major risks for organisations that do not make this shift:

- Firstly, people with disability and their families may seek services from organisations that have more customised support available. This could lead to the organisation losing market share to more nimble organisations, and the organisation being left with under-utilised or stranded assets.
- Secondly, the organisation may not be able to demonstrate to NDIA that it has supported people with disability to develop their confidence and capacity in decision making and choice and control. This may mean that the organisation is unable to meet the eligibility requirements for NDIS funding

“If a tenant is not holding a lease, if this role has been taken off them, it removes their responsibility.” Disability services organisation, Victoria

There are some advantages to models where there is no separation, particularly that the tenant (or family) only needs to communicate and engage with one organisation, and they can avoid potential blame shifting between two organisations when services are not delivered.

However, there are potential drawbacks including limited flexibility in choosing the type and way that services are provided; difficulty or inability to switch provider; and limited channels to flag or escalate concerns if dissatisfied; potential greater risk of neglect and abuse if one organisation is both the landlord and the support provider.

RESOURCES

Different models require organisations to have different types of agreements and policies. The table below indicates the documentation that your organisation will need based on the model selected for delivering housing and support services.

| DOCUMENT TYPE | PARTIES | NO SEPARATION → → → SEPARATION | | | | |
|---|--|------------------------------------|--|--|--|-----------------------|
| | | One organisation; one contract (1) | One organisation; separate contracts (2) | Separate providers; limitations on switching (3) | Separate providers; no limits on switching (4) | Home owner choice (5) |
| Lease or sub-lease Terms of use for property | Tenant, housing manager | | ● | ● | ● | |
| Support contract Terms of support service provision | Tenant, support provider | ● | ● | ● | ● | ● |
| Service delivery agreement Terms for co-delivery of services in property | Housing manager, support provider | | | ● | | |
| Property management agreement Terms for management of property owned by a separate organisation or individual | Housing owner, housing manager (if applicable) | ● | ● | ● | ● | ● |
| Conflict of interest policies and procedures Approach to avoiding, managing and resolving conflicts of interest | All | ● | ● | ● | ● | ● |

The Summer Foundation has sourced some sample documents:

- Service delivery agreement: between housing management and support service providers
- Property management agreement: agreement between housing owner and housing manager
- Lease: agreement between tenant and housing management service provider
- Support contract: agreement between tenant and support service provider

You can find links to these documents here: summerfoundation.org.au/shss-toolkit

Please note, these documents are examples only. Organisations should engage financial and legal advice to prepare agreements that are suitable for their own context.

There are other documents that would be useful for organisations to have:

- Conflict of interest policies and procedures
- Expression of interest for housing management services partners
- Expression of interest for support service partners

The Summer Foundation welcomes organisations to share examples of these documents (email to info@summerfoundation.org.au) to be included in future versions of this Toolkit.

INTERVIEWEES

STAKEHOLDER GROUP

INTERVIEWEES

Peak body

- NDS Victoria (Sarah Fordyce)
- NSW Federation of Housing Associations (Melanie Southwell)
- People with Disabilities Australia (Dean Price)
- Shelter TAS (Pattie Chugg)

Consultants

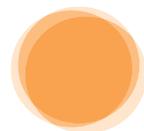
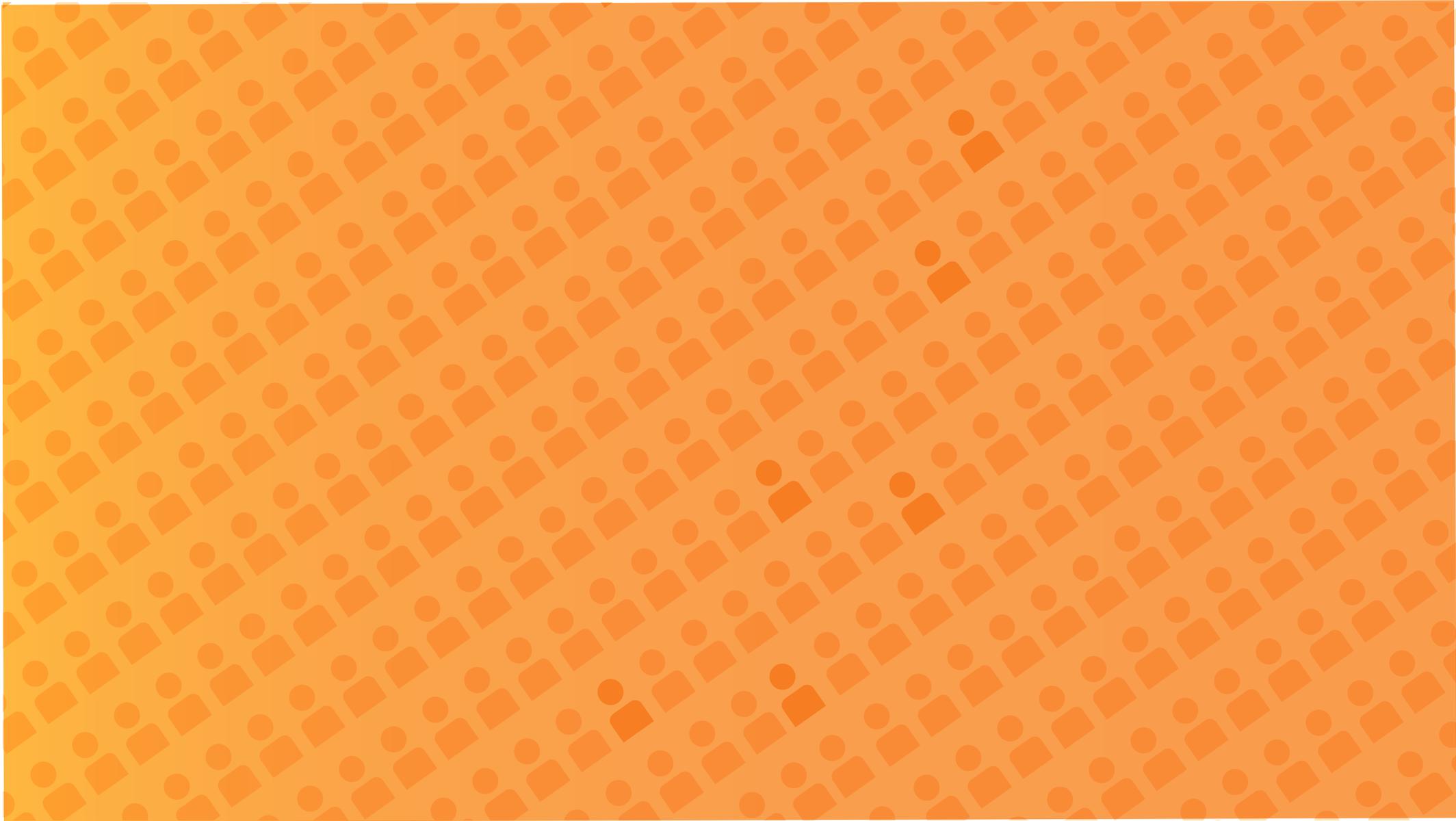
- Joseph Connellan
- Michael Smith
- Mike Allen (Former CEO of Housing NSW)

Providers

- Ability Options (Adrienne Morris, Project Officer)
- Access 2 Place (Jonathan Lardner, CEO)
- Annecto (Lucy Murphy, Acting General Manager Business Improvement, Practice and Quality)
- Summer Foundation (Luke Boshier, Head of Policy & Strategy)
- Community Housing Ltd (Frank Birkefeld, Housing and Homelessness Operations Manager; Malcolm Douglas, Manager Housing Services Victoria)
- Community Lifestyles (Therisa Mews, Operations Supervisor)
- Ermha 360 (Giuseppe Prestia, Regional Manager West)
- Gateway Support Services (Rosemary Malone, CEO)
- Housing Choices Australia (Roberta Buchanan, General Manager Housing Services)
- Pacific Link (Jenny Freund, Housing Manager)
- RISE People with Disability (Karan Cinquina, Operations Manager)
- RISE Housing (Marrita Hoad, Property Officer)
- Scope (Peter Hartnett, General Manager Strategy and Business Development)
- Teem Treasure (Yvonne Brown, Manager)
- UnitingCare (Jax Roan)

Academic

- University of Melbourne, Ilan Weisel



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