

Supplementary Planning Guidance to the Bristol Local Plan

POLICY ADVICE NOTE NO.19

**HOSTELS AND OTHER SIMILAR
FORMS OF ACCOMMODATION**

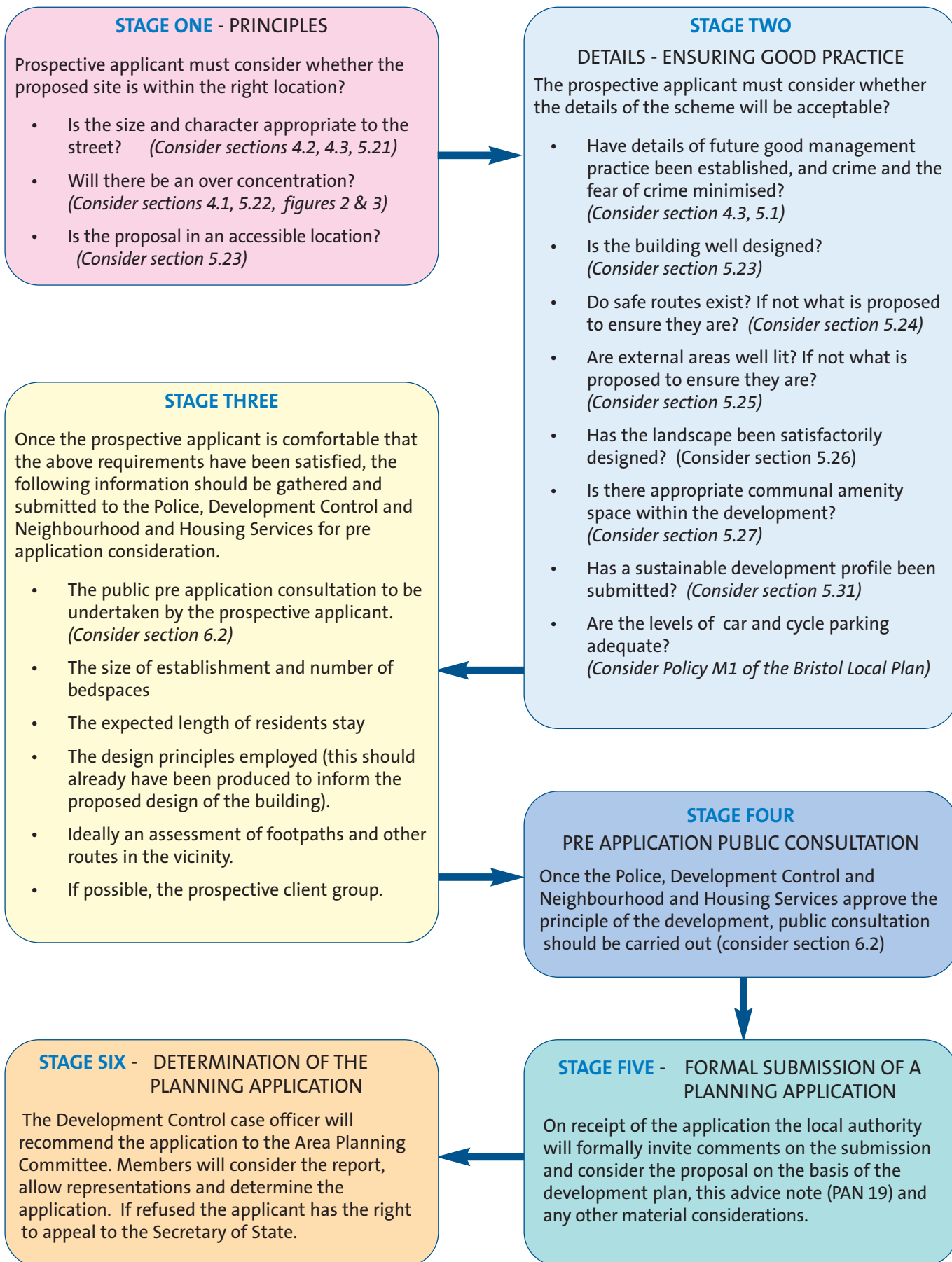
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	page no.		page no.
1.0 INTRODUCTION	1	6.0 SUBMITTING A PLANNING APPLICATION	13
1.1 SCOPE	1	6.1 INFORMATION REQUIREMENTS	13
1.2 PURPOSE	1	6.2 CONSULTATION	13
1.3 STATUS	2		
2.0 POLICY CONTEXT	2	7.0 MONITORING AND REVIEW	14
3.0 PEOPLE IN NEED OF HOSTEL AND OTHER SIMILAR FORMS OF ACCOMMODATION	4	8.0 ADVICE AND FURTHER INFORMATION	15
		9.0 BIBLIOGRAPHY	16
4.0 THE SIGNIFICANT PROBLEMS ASSOCIATED WITH PROVISION	5	10.0 GLOSSARY AND KEY DEFINITIONS	16
4.1 AN OVER CONCENTRATION OF ACCOMMODATION	5	APPENDIX 1: STATUS OF PAN19	19
4.2 IMPACT ON AMENITY	6	APPENDIX 2: PAN19 CONSULTATION UNDERTAKEN	20
4.3 CRIME AND THE FEAR OF CRIME	6	APPENDIX 3: ADDITIONAL RELEVANT PLANNING POLICY MATTERS - SUPPLEMENTARY DETAIL	21
5.0 GUIDANCE ON HOW TO PREVENT POTENTIAL ADVERSE IMPACTS	8	APPENDIX 4: LOCAL HOUSING STRATEGIES AND INITIATIVES	23
5.1 ACCOMMODATION MANAGEMENT GOOD PRACTICE	8	APPENDIX 5: LIST OF CENTRES	25
5.2 DETERMINING THE APPROPRIATE LOCATION AND SIZE OF ESTABLISHMENT	9	APPENDIX 6: GOOD PRACTICE GUIDANCE FOR THE MANAGEMENT OF HOSTELS AND OTHER SIMILAR FORMS OF ACCOMMODATION	26
5.21 Considering the character of the local area	9		
5.22 Concentration of hostels and other similar forms of accommodation	10		
5.23 Access to Local Facilities	10		
5.3 PROMOTING GOOD URBAN DESIGN	11		
5.31 Sustainable Construction	11		
5.32 Designing out Crime	11		
5.33 Building Design	11		
5.34 Footpaths	11		
5.35 Lighting	12		
5.36 Landscape design	12		
5.37 Provision of Communal Space	12		

FLOW CHART/CHECKLIST

A SUMMARY OF KEY ISSUES FOR ANY FUTURE HOSTEL OR SIMILAR FORMS OF ACCOMMODATION



1.0 INTRODUCTION

There is a need to provide hostels and other similar forms of accommodation within the City. However, these developments can be associated with a number of problems such as the creation of ‘imbalanced communities’ due to an over concentration of accommodation, an adverse impact on the amenity of local residents, and a potential increase in crime or the fear of crime - even though the perceived negative impact of such accommodation is often exaggerated. The advice note seeks to address these matters and in doing so promote a better mix of housing by encouraging developments across a wider geographical area, outside centres of current concentration.

Well-run hostels and smaller supported housing is contributing to re-building the lives of many vulnerable people in the City without having a negative impact on the areas in which they are located. The Policy Advice Note examines the problems which can be associated with the development of such accommodation and how best to prevent those problems occurring.

1.1 SCOPE OF POLICY ADVICE NOTE

This Planning Advice Note number 19 (PAN 19) sets out supplementary planning guidance (SPG) for hostels and other similar forms of accommodation that require planning permission. The primary concern of PAN 19 is the control of the larger establishments rather than smaller units which are unlikely to result in significant concerns.

Definitions of terms used within the document, such as ‘hostel’, and ‘temporary’ are provided in the Glossary and Key Definitions Section 10.

1.2 PURPOSE OF THIS ADVICE

The Government’s aim is for everyone to have the opportunity of a decent home. This includes those in need of affordable, temporary and supported housing. In Bristol, there is a recognised need for such accommodation particularly those with support needs, e.g. homeless people and care leavers. PAN19 seeks to assist the delivery of the Government’s aim in the appropriate manner.

Policy H10 of the Bristol Local Plan 1997, and Proposed Alterations (First Deposit, February 2003) provide the planning policy context for the development of hostels and other similar forms of accommodation. The key objective of PAN.19 will be to assist in the understanding and implementation of Local Plan policy through the provision of supplementary planning guidance for those involved in the development process, including city council development control officers, prospective applicants for planning permission, members of the public and key stakeholders.

Whilst ultimately planning applications for such developments will be determined by members of the relevant Area Planning Committee it is reasonable to expect they are likely to be granted where the applicant has demonstrated that the statutory development plan policies and this formally adopted Policy Advice Note have been satisfactorily addressed.

PAN 19 will help assist the implementation of the following objectives in the Housing chapter of the Bristol Local Plan:

- to ensure that sufficient housing is provided;
- to ensure that new housing in Bristol is located in the right place, and contributes to the achievement of a ‘sustainable Bristol’;

- to increase the supply of affordable housing;
- to achieve mixed and balanced communities (in accordance with Policy H6A of the Proposed Alterations to the Bristol Local Plan, First Deposit Draft, 2003 and Planning Policy Guidance Note 3 (PPG 3) 'Housing'. (See Appendix 3);
- to ensure that all new housing achieves a high quality of development.

In summary, the purpose of PAN19 is to ensure the following key expectations are met.

- A harmful over concentration of hostels and other similar forms of accommodation must be avoided (key ref. sections 4.1 and 5.12)
- Accommodation should be reasonably accessible as determined by the walking distance to local facilities and/or public transport (key ref. section 5.23)
- The size and nature of the accommodation must be appropriate to the character and accessibility of the locality (key ref. sections 4 and 5)
- Developments must be designed to create a safe and secure environment (key ref. sections 4.3, 5.32)
- The fear of crime should be minimised (key ref. sections 4.3, 5.32)
- Appropriate levels of private communal facilities and amenity space must be provided depending on the type of accommodation intended (key ref. section 5.37)
- Details of good practice for the management of accommodation must be submitted and approved as part of any planning permission (key ref. para 5.1 and Appendix 6)

- Depending on the likely controversy of the type of accommodation proposed and following consideration of the requirements of PAN 19, pre application consultations with Development Control, Neighbourhood and Housing Services, Police and the local community will be expected prior to submission of a planning application (key ref. para 6.2)

1.3 STATUS OF PAN 19

This Policy Advice Note forms Supplementary Planning Guidance to the Bristol Local Plan and may as a result be taken into account as a material consideration in the determination of planning applications. As PAN 19 derives out of, and is consistent with the Development Plan, and has been prepared in accordance with the requirements set out in PPG 12 'Development Plans' (1999), it will be given substantial weight in the determination of planning applications.

PPG 12 sets out the Government's requirements of SPG which will affect the weight accorded to it as a material consideration in determining a planning application. Appendix 1 details how these requirements have been met in the preparation of PAN 19.

2.0 POLICY CONTEXT

The Government's policy statement, 'Quality and Choice: A Decent Home for All – The Way Forward for Housing' sets out the Government's position in relation to housing. The Government's aim is:

'to offer everyone the opportunity of a decent home and so promote social cohesion, well-being and self-dependence'.

A number of key themes emerge from Government policy which have particular relevance to the development of hostels and other similar forms of accommodation:

- Encouraging mixed and balanced communities;
- Reducing the need to travel; and
- Promoting good design.

PAN 19 reflects these themes and housing and planning policy at all levels, and echoes the Government’s commitment to pursuing sustainable patterns of development. The relevant policy documents are set out below.

	Planning	Housing
National	PPG 1: ‘General Policy and Principles’ (2001) PPG 3: ‘Housing’ (2000) PPG 12: ‘Development Plans’ (1999) PPG 13: ‘Transport’ (2002)	Government Policy Statement: ‘Quality and Choice: A Decent Home for All - The Way Forward for Housing’. (2000) The Communities Plan ‘Sustainable Communities – Building for the Future’ (2003)
Regional	RPG 10: ‘Regional Planning Guidance for the South West’ (2001)	Strategic Housing Priorities in the South West. SW Housing Body – Strategy 2003
Local	Development Plan: • Joint Replacement Structure Plan (2002) • Bristol Local Plan (1997) • Proposed Alterations to the Bristol Local Plan (First Deposit, Feb 2003) Bristol Local Transport Plan 2001/2 – 2005/6, July 2000. Bristol Sustainable Development Guide for Construction,	Housing Links Us All – Bristol City Council Housing Strategy Update 2003 – 2008 Supporting People Shadow Strategy 2003 - 04 Move On Strategy (2001) Homelessness Review and Strategy Action Plan (2003) Enabling Strategy (2004 – 2007)

Figure 1: Policy Documents

The Bristol Local Plan, and Proposed Alterations, provide the specific development plan policy context for PAN19 particularly Policy H10 and H6A. The latter reflects government policy in Planning Policy Guidance Note 3 - Housing.

Bristol Local Plan 1997

POLICY H10:

The conversion of existing buildings or construction of new buildings to be used as non self-contained bedsitting rooms, shared accommodation or hostels will be permitted provided that the existing residential character of the area would not be harmed as a result of unacceptable levels of activity, vehicle manoeuvring, and car parking associated with the development.

First Deposit Proposed Alterations to the Bristol Local Plan, February 2003

POLICY H10:

‘The conversion of existing buildings or construction of new buildings to be used as:

- i. Hostels;
- ii. Houses in Multiple Occupation (shared accommodation);
- iii. “Cluster” Units for students, nurses or other key workers; or
- iv. “Large Households” accommodating at least seven unrelated adults,

will be permitted unless it results in a concentration that adversely affects the mix of housing, or the amenity of the area.’

The four types of development which are covered by Policy H10 of the Bristol Local Plan are ‘sui generis’ i.e. they do not fall within any of the specified classes of the Use Classes Order (UCO) 1987. These uses will therefore always require planning permission. This PAN deals with i, ii, and iv where these types of

accommodation are used to provide temporary accommodation to people with support needs.

Mixed and balanced communities policy

The Government's commitment to 'mixed and balanced communities' is reinforced by the Government policy statement: 'Quality and Choice: A Decent Home for All – the Way Forward for Housing', in addition to PPG 3 'Housing'. National advice is reflected in Regional Planning Guidance Note 10 (RPG 10), Policy H0 6 'Mix of Housing Types and Densities', and Policy 33 of the Joint Replacement Structure Plan, Adopted 2002. Policy H6A of the Proposed Alterations to the Bristol Local Plan (First Deposit Draft) 2003 additionally relates to mixed and balanced communities.

Good urban design policy

The Bristol Local Plan reflects the guidance in PPG3 in promoting good design in all housing developments. Particular design policies relevant to the development of hostels and other forms of accommodation for people with support needs included within Appendix 3.

Local housing strategies and initiatives

The Council has a duty to provide accommodation for homeless people in priority need, and is committed to providing appropriate support to vulnerable households in order to allow them to sustain their tenancies, prevent recurring homelessness, and promote sustainable communities. A number of strategies and initiatives have been developed to help fulfil this duty and deliver these commitments. Details are provided in Appendix 4.

3.0 PEOPLE IN NEED OF HOSTEL AND OTHER SIMILAR FORMS OF ACCOMMODATION

The growing demand in Bristol for accommodation for people with support needs, including homeless people, is reflected in a dramatic escalation in gross expenditure by the city council on emergency accommodation, which has risen from £665,636 in 1998/99 to £2.65m in 2002-03, a four-fold increase in four years.

In addition, over the last 10 years, there has been a change in the profile and support needs of people presenting as homeless in Bristol, towards the following groups:

- More homeless people have high support needs as a result of a combination of drug and alcohol misuse;
- A higher percentage of homeless people have mental health needs;
- More single women are coming to the Council as homeless;
- People becoming homeless are generally younger. Sixteen and seventeen year olds represented 11% of single households in Bed and Breakfast in 2002 compared to 4% in 1996.

There is also a demand for accommodation for homeless families in Bristol. As at the beginning of March 2003, there were 51 families in B&B accommodation, in addition to those in the purpose-built emergency accommodation in the city. From April 2004 local authorities must ensure that no families with children are living in 'bed and breakfast' accommodation, except in an emergency, and then for no longer than 6 weeks.

The Council has a duty to house single people if they are homeless, or threatened with homelessness and deemed to be vulnerable, or who are homeless or threatened with homelessness as a result of an emergency such as flood, fire etc. under Part VII of the Housing Act 1996. Since 1997, the number of

referrals from the Hub (advice centre for single homelessness) to the Bristol City Council Homelessness Team for Part VII consideration has increased by 113%.

The Homelessness Act 2002 has placed an increased duty on local authorities by extending the groups of vulnerable people eligible to be provided with accommodation. Examples include care leavers and others with an institutionalised background, the victims of domestic violence and 16 and 17 year olds.

Because of increasing demand, there is a lack of emergency and temporary accommodation which is able to provide the appropriate support for the needs of these client groups. The mismatch between the high support needs of hostel residents and other homeless people, and the type of accommodation available has resulted in an increased use of 'Bed and Breakfast' (B&B) establishments as emergency accommodation.

The larger scale hostel facilities concentrated in the city centre are inappropriate to the needs of some people with support needs. Some older homeless people, women and young people can find living in larger hostels intimidating, and need separate provision. Recent years have seen a move towards providing smaller scale dispersed facilities with support services, which are more closely targeted to the needs of individual client groups. Geographical dispersal of accommodation for people with support needs reduces the strain on local health and other services which can result from a concentration of such accommodation.

For many hostel residents, moving to smaller supported units away from the city centre and street culture, can be the first step toward addressing the problems which have contributed to and sustained their homelessness.

PAN 19 aims to support the development of dispersed, smaller scale, supported units for people with support needs.

4.0 THE SIGNIFICANT PROBLEMS ASSOCIATED WITH THE PROVISION OF HOSTELS AND OTHER SIMILAR FORMS OF ACCOMMODATION

- Over concentration
- Impact on residential amenity
- Crime and fear of crime

The previous section outlined the shortfall in appropriate accommodation. These developments can however be associated with a number of problems such as 'imbalanced communities', ie an over concentration, impact on the amenity of local residents, and a potential increase in crime or the fear of crime - even though the perceived negative impact of such accommodation is often exaggerated. It is evident that well-run hostels and smaller supported housing is contributing to re-building the lives of many people with support needs in the City without having a negative impact on the areas in which they are located. Such good practice has informed PAN 19.

This section examines the problems which can be associated with the development of such accommodation and how they can be avoided.

4.1 AN OVER CONCENTRATION OF ACCOMMODATION

Planning Policy Guidance Note 3 - Housing, states that 'a community's need for a mix of housing types, including affordable housing, is a material planning consideration which should be taken into account in formulating development plan policies and in deciding planning applications involving housing' (paragraph 14).

'Towards an Urban Renaissance' (1999) Urban Task Force report suggests that:

'the quality of housing and imbalances in the mix of tenures, household incomes and uses are a key factor in the decline of many neighbourhoods'.

In order to promote strong, stable and balanced communities, the Government wishes to see provision made for a wide mix of housing type and tenure. This is supported by Policy H6A of the Proposed Alterations to the Bristol Local Plan (see Appendix 3). Over-concentration in any area of the City of any one tenure type (including hostels and other similar forms of accommodation) should be avoided. For the purpose of PAN 19 the term 'over-concentration' is used to refer to areas where the number of bedspaces exceeds the relevant maximum concentration in Figure 3. Concentrating too many of the most needy members of the community in one area, can contribute to a variety of social problems including crime (and fear of crime), poor image, and ultimately the out-migration of other household types. However, if properly located, hostels and other similar forms of accommodation can aid the development of 'mixed and balanced communities'.

The following map demonstrates how hostels and other similar forms of accommodation is highly concentrated in some areas of the city, whilst large areas of the city have little or no provision. This means that people with support needs who require such accommodation often cannot access it in their local area. The shortage of this type of accommodation has meant some placements in Bed and Breakfast establishments as far away as Weston-super-Mare.

The areas shown on the map relate to Census Output Areas. The areas all have a similar number of households and population and

are used for the mapping and analysis of small area data.

4.2 IMPACT ON AMENITY

A common characteristic of hostels and other similar forms of accommodations is the high intensity of use, compared with use of the property by a family. This, together with the vulnerable nature of the residents can make such developments unpopular with local communities, and can affect the amenity of local residents. Of particular concern is a potential increase in the number of comings and goings and extended hours of activity, resulting in a possible increase in noise levels. In addition, there may be an increased pressure on local parking facilities.

4.3 CRIME AND THE FEAR OF CRIME

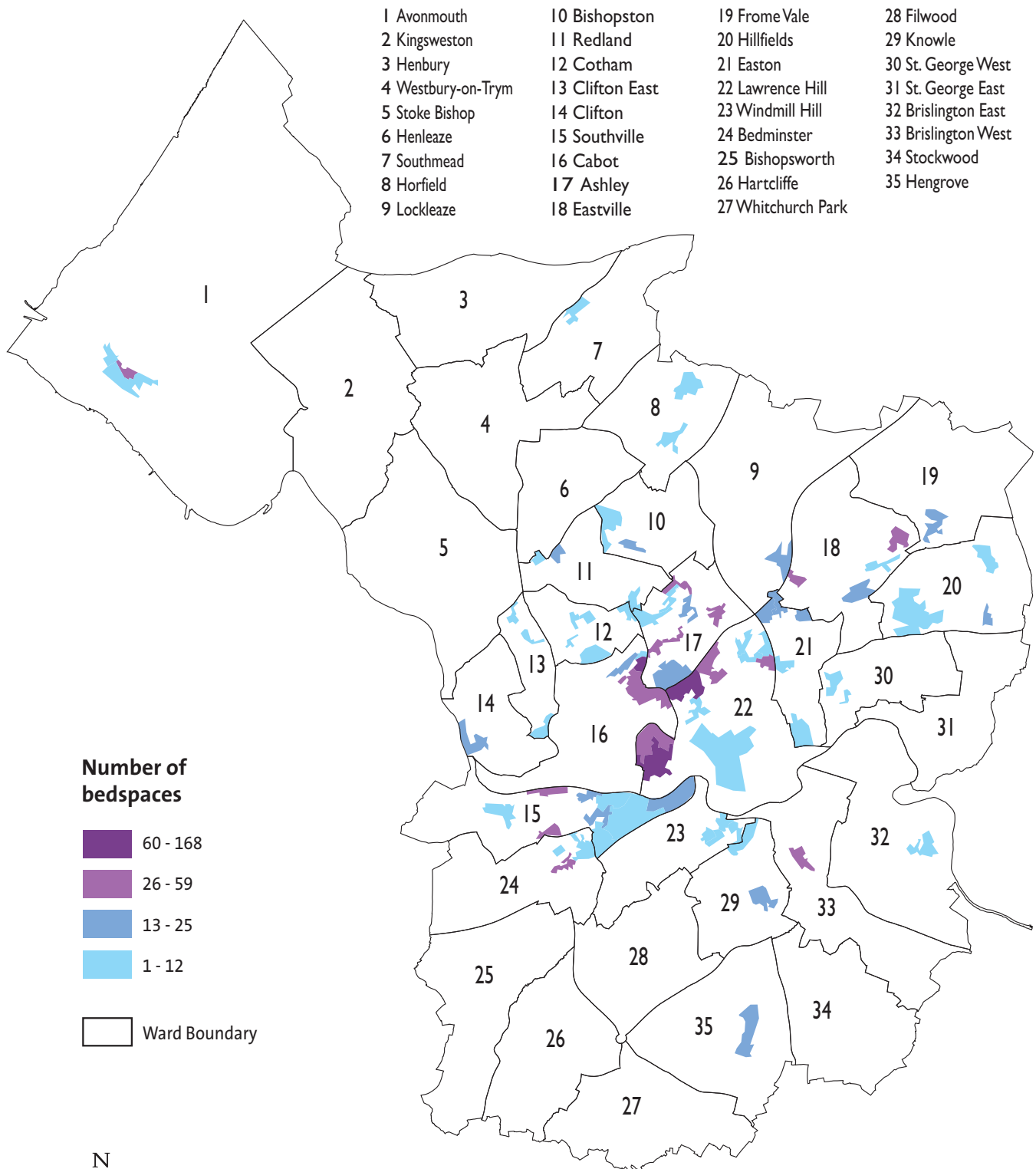
The Government policy contained within DoE Circular 5/94 'Planning out Crime' states that:

'Fear of Crime, whether warranted or not, is a significant problem in its own right'.

The intensity and nature of use of some types of hostels and other forms of similar accommodation can appear threatening to local residents. In many cases this fear is unfounded. Nevertheless, it can result in activities which can conflict with the aims of sustainable development such as policies aimed at encouraging less car use in favour of cycling and walking. Fear of crime can therefore be a material consideration in assessing planning applications.

Crime and fear of crime have a considerable impact on the quality of life of individuals and the wider community. The reduction of fear of crime is clearly dependent on reducing the risk of crime itself. Development of hostels and other similar forms of accommodation should not contribute to an increase in the fear of crime and should minimise the

Figure 2: Concentration of bedspaces for hostels and other similar forms of accommodation



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Source: Neighbourhood and Housing Services (Enabling Team).
Please see Section 8 for contact details.

potential for crime to take place. This can be achieved in the following ways:

Designing out crime has a major role to play in reducing crime and thus people's fear of it (see Section 5.32);

Management and maintenance of public spaces to change the way that certain environments can be perceived (see 5.36);

Management of the accommodation (see 5.1 and Appendix 6).

5.0 GUIDANCE ON HOW TO PREVENT POTENTIAL ADVERSE IMPACTS

An appropriate size of development and careful location and design considerations, together with good management practice and good liaison with local residents can assist in developing positive relationships with neighbours and the local community and go a long way to minimising any adverse impact on an area. This section recommends an appropriate response to the following:

ACCOMMODATION MANAGEMENT (5.1)

GOOD PRACTICE DETERMINING THE APPROPRIATE LOCATION AND SIZE OF ESTABLISHMENT (5.2)

- Character of the local area (5.21)
- Concentration (5.22)
- Access to local facilities (5.23)

SECURING GOOD URBAN DESIGN (5.3)

- Sustainable construction (5.31)
- Designing out crime (5.32)
- Building design (5.33)
- Footpaths (5.34)
- Lighting (5.35)
- Landscape design (5.36)
- Provision of communal space (5.37)

5.1 ACCOMMODATION MANAGEMENT GOOD PRACTICE

The way hostels and other similar forms of accommodation are managed can have significant material impact. It is therefore vital that details of the proposed management arrangements are submitted and approved as part of any planning permission.

These details should acknowledge the good practice guidelines taken from 'A Foot in the Door' A guide to good practice in developing and managing young people's direct access hostels (Kay Cameron for Centrepoin/DoE 1997) as reproduced in summary at Appendix 6.

Key recommendations include ensuring a safe, welcoming environment where the accommodation is of a small scale and therefore less impersonal and easier to manage. There should be good security arrangements and close links with police and a procedure to ensure a quick but sensitive response and sufficient staffing levels to enable the accommodation to operate effectively and safely.

A successful project should aim to develop and maintain a positive relationship with the local community. Some projects may generate fear and misunderstanding among local residents. Providing information on the nature of a project can help to alleviate fears and dispel misunderstandings. Maintenance of building and external spaces can improve and maintain a good relationship with the local community. By demonstrating that a public space is cared for, a clear signal is given that an environment is under control.

5.2 DETERMINING THE APPROPRIATE LOCATION AND SIZE OF ESTABLISHMENT

In determining a sustainable location, type and size of establishment a number of factors should be taken into account, including:

Character of the local area;

Current level of existing hostel and other similar forms of accommodation in the area;

Access to local facilities;

The larger the size of establishment and number of bed spaces will affect the relative impact and is therefore an important consideration. In addition different types of accommodation will have different impacts that may determine the appropriate size and location and management arrangements, and will consequently be another important consideration.

The character of an area will affect the appropriate size and location of particular types of establishment. For example, a large hostel in a quiet residential street of small family housing may be inappropriate, a well managed smaller facility may be less so.

5.21 Considering the character of the local area

Due to the potential high intensity and different pattern of use compared with other types of residential development, hostels and other similar forms of accommodation may have an impact on the amenity of an area as a result of increased levels of activity.

Certain types of accommodation are more appropriate in particular locations. For example, relatively large or direct access hostels will be more appropriate on busy streets with a mix of uses, especially where activity continues into the evenings, whereas smaller developments may be more easily accommodated in quieter residential roads.

Location of proposed new development	Recommended maximum concentration of bed spaces within a 400 metre distance of the proposed new development.
City Centre (Boundary defined by the Bristol Local Plan Proposals Map)	60 bedspaces
District / Neighbourhood / Local Centre (See appendix 5 for list of these centres. The retail frontage is considered to be the extent of the centre.)	40 bedspaces
Predominantly residential area or other locations beyond the above centres.	25 bedspaces

Figure 3: Guidance on appropriate levels of concentration

Note: It is appreciated that some localities will have already reached the maximum concentration level. Consequently no further accommodation is appropriate.

Where a proposed development is located within a designated centre and is also within the city centre the maximum concentration figure of 60 bedspaces within a 400 metre distance will apply.

Concentrations will be kept under review and the approach taken may be amended in the light of experience, if necessary.

5.22 Concentration of hostels and other similar forms of accommodation

Hostels and other similar forms of accommodation, if properly located, can contribute to the creation of mixed and balanced communities. An over concentration is likely to have an unacceptable adverse impact.

In order to encourage the creation of mixed and balanced communities, it is important to ensure that ‘over-concentrations’ of single types of development do not occur. A high concentration of hostels and other similar forms of accommodation currently exists within parts of the city centre, such as Stokes Croft.

The level of hostels and other similar forms of accommodation that an area can support is dependent on the characteristics of the area and the facilities and infrastructure available. Figure 3 sets out the proposed maximum acceptable concentration of bedspaces in different locations.

These concentrations are:

- 1 Related to location in centres, as set out in Appendix 5.
- 2 Derived from a citywide consideration of density of bedspaces in hostels and similar forms of accommodation.
- 3 Considered in terms of number of bedspaces within a 400m radius of the proposed development. (Distance derived from the above City Council assessment of hostel locations, geographic concentration and distribution).

Development proposals should avoid areas of current ‘over-concentration’ to avoid further harm.

It should be noted that the levels of maximum concentration identified in Figure 3 are intended for guidance only. They refer to

the total concentration in an area and do not relate to the acceptable size of a single development. The suitability of a development proposal will be determined according to the nature of the proposal and its impact on the character of the local area.

The city council will maintain an up-to-date record of the location of hostels and other similar forms of accommodation and the number of bedspaces provided within a 400 metre radius. This will be used to assess whether a development proposal is located within an area of ‘over-concentration’, or would contribute to such an ‘over-concentration’. Annual monitoring will take account of the opening and closure of accommodation. Due to the sensitivity of information relating to the location of some services, this information cannot be made publicly available. Prospective applicants for planning permission wishing to ascertain levels of concentration within a particular area should contact Neighbourhood and Housing Services/Planning Transport and Sustainable Development. (See Section 8 for contact details).

5.23 Access to Local Facilities

Hostels and other forms of similar accommodation should ideally be located within, or within walking distance (400 metres) of a designated centre. Designated centres, as defined in the Bristol Local Plan are identified in Appendix 5. This will help to enable residents of such accommodation to access facilities and services, given their relatively low levels of car ownership.

Outside these centres, development of hostels and other similar forms of accommodation will only be appropriate if local shops and other facilities are located within ‘walking distance’ of the proposed development, which would provide for the needs of the residents; or access to a local centre is provided by a

regular, direct public transport service which is within ‘walking distance’ of the proposed development;

This approach:

- Supports Bristol’s emerging Spatial Framework as identified in the Bristol Local Plan;
- Ensures that facilities are locally available for people who have relatively low levels of car ownership, taking account of the need to develop projects with regard to resident’s access to their formal and informal support networks;
- Reduces the need to travel.

5.3 PROMOTING GOOD URBAN DESIGN

5.3.1 Sustainable Construction

Regardless of the size of development, developers are encouraged to complete a ‘Sustainable Development Profile’ to be submitted with their planning application. The Profile and associated ‘Bristol Sustainable Development Guide for Construction’ are intended to encourage developers to think about a range of issues such as renewable energy and recycling at the earliest possible stage in the design process.

5.3.2 Designing out Crime

Developments should be designed to create a safe and secure environment for both residents and the local community, and to minimise the opportunity for crime to be committed. Information and detailed guidance is provided by PAN 14 ‘Safety and Security’, June 1997, and through ‘Secured by Design’, a UK Police initiative, details of which can be found at www.securedbydesign.com. In accordance with the ‘Designing Out Crime Protocol’, which has been established between Bristol City Council and the Avon and

Somerset Police, Bristol City Council will consult the police on applications for this type of accommodation.

Where development may contribute to an increase in crime (or the fear of crime), a planning obligation could be sought, to contribute towards the cost of providing for eg. maintenance of footpaths, lighting, upgrading footpaths to a safe standard.

The main aspects of ‘designing out crime’ which are relevant to the accommodation are:

5.3.3 Building Design

The main communal rooms and reception areas should generally face onto their most public side (usually the road), ensuring that surveillance of the public realm is maximised. This should be balanced against the need to provide areas for privacy and quiet enjoyment for the residents, and also to maximise the benefits of solar gain. Pedestrian access should be direct from the road to the front of the building, discouraging general use of rear entrances and side alleys.

Gates and entrances should be flush with the building line to avoid hidden recesses, which could act as hiding places.

5.3.4 Footpaths

Prospective applicants for planning permission should undertake an assessment of the routes likely to be taken between the development and local facilities / public transport routes, with the aim of ensuring that a safe route exists both for residents, and staff. The aim should be to provide a route which is:

Overlooked and busy, providing natural surveillance. Where possible, pedestrian routes should be integrated with traffic routes to provide increased passing surveillance;

- As direct as possible;
- As wide as possible;
- Maintained and clearly signposted;
- Provides a clear vision into, along and out of the footpath;
- Well lit.

In addition, the following should be avoided:

- Sharp corners, tunnels or hiding places.
- Routes to the rear of dwellings and other buildings;
- Landscaping which obscures views along the path, or provides hiding places;
- Narrow sections;
- Creating a comfortable environment for 'hanging around'.

Where a 'safe' route does not exist, a contribution may be sought either to:

- Upgrade an existing route to an acceptable standard;
- Provide a new route.

5.35 Lighting

Developers should ensure that external areas, and routes that link the development to local facilities and public transport routes, are well lit. Detailed guidance on lighting is provided by PAN 14 'Safety and Security'.

5.36 Landscape design

DoE Circular 5/94 'Planning out Crime' states that 'sensitive and skilled design should be capable of reconciling the need for acceptable landscaping and the need to produce safe environments'. Landscape design should enhance natural surveillance and should be carefully designed to avoid creating areas screened from public view which could create opportunities for crime or hiding places for criminals.

5.37 Provision of Communal Space

The design should take account of the need to provide private communal facilities and amenity space. This is important in ensuring that residents have an alternative to congregating in public places and can therefore make a difference in the state of relations with the local community. Providers have highlighted this as an important factor in a successful scheme, giving residents the opportunity to develop peer group support, socialisation and independent living skills, especially valuable for long-term homeless and young people.

The amount and nature of communal amenity space will vary according to the location of the site, the proximity of public open space and the size and type of development. Accommodation for families will for example require some contained, external playspace.

6.0 SUBMITTING A PLANNING APPLICATION

6.1 INFORMATION REQUIREMENTS

In order to aid determination of the planning application, developers are required to provide the following information:

- (i) Size of development – and numbers of bedspaces;
- (ii) Expected length of stay;
- (iii) Management Arrangements. Good practice guidance for schemes providing accommodation for people with support needs is given in Appendix 6. Some of this information will be relevant to the development of all types of temporary accommodation, particularly guidance relating to maintaining positive relationships with the local community;
- (iv) In accordance with PPG1, applicants should provide a written statement setting out the design principles adopted, and how the proposal has considered its context as well as material in plan and elevation;
- (v) Developers are encouraged to undertake an assessment of the routes likely to be taken between the development and local facilities / public transport routes, with the aim of ensuring that a safe route exists for residents, staff and the wider community;
- (vi) Sustainable Development Profile: Developers are encouraged to complete a ‘Sustainable Development Profile’ to be submitted with their planning application. The Profile and accompanying ‘Bristol Sustainable Development Guide for Construction’ are available from Customer Services. Contact details are provided in Section 9.0;
- (vii) The prospective applicant is encouraged to detail the intended Client Group (including anticipated support needs).

Without the above “required” information the proposal cannot be properly considered and consequently the planning application is likely to be refused. Information “encouraged” will improve an applicants chances of approval.

6.2 CONSULTATION

Once prospective developers are satisfied that they have addressed the requirements of Policy H10 of the Bristol Local Plan and this advice note they should consult with:

- Police Architectural Liaison Officers;
- Development Control Officers and
- Neighbourhood and Housing Services.

The intended pre application consultation should be shared with these three groups. To avoid unnecessary potential community disquiet, only after it has been reasonable demonstrated that the proposal will satisfactorily address development plan policies and this policy advice note and that the prospective applicants intended method of pre application consultation is acceptable should such local community liaison occur.

Early engagement with the local community can be effective in avoiding hostility at the outset. Developers are encouraged to enter into discussions with local residents and businesses, prior to submitting an application, in order to keep the local community informed of proposals and satisfy them over management arrangements.

Good Practice in Community Consultation and Involvement

One provider has developed good practice in writing a local management strategy for each project which forms the basis of consultation with local community representatives. This includes:

- Arranging a local meeting;

Details of likely client group and support needs;

Details of staff ratios / cover;

Inviting local community representatives onto steering group committee;

Inviting representatives to visit other projects;

Emphasising positive aspects of work to counter prejudice;

Underlining successes;

Planning to manage difficulties / regular review of what works;

Arranging telephone access for local community to facility manager or above;

Building confidence that there will be a prompt response to any concerns;

Having open discussions of issues, e.g. circumstances of police involvement.

7.0 MONITORING AND REVIEW OF PAN 19

Government guidance places emphasis on the importance of ‘plan, monitor and manage’ as a means of delivering the right development in the right place at the right time. In line with this approach, the following monitoring will be undertaken:

Regular monitoring over time will take account of the opening and closure of hostels and other similar forms of accommodation. This information will be used to inform data on concentrations of accommodation, to be calculated for each development proposal.

The city council’s planning enforcement section is able to monitor whether the details of approved establishments and detailed management arrangements are followed. Contraventions can be investigated and action taken where necessary.

This guidance has been written in such a way that changes in the numbers of accommodation will not necessitate a review of the document. For this reason Figure 2 is for indicative purposes only. However, this policy advice note will be reassessed and updated over time to check the effectiveness and validity of concentration levels.

8.0 ADVICE AND FURTHER INFORMATION

Should you require any further assistance or clarification please contact the Strategic and Citywide Policy Team or the Neighbourhood and Housing Services Enabling Team as detailed below. If your query relates to a specific proposal or planning application, you should contact the relevant development control case officer in the first instance.

Enabling Team
Strategic Services,
Neighbourhood and Housing Services,
St Anne's House,
St. Anne's Road,
Bristol BS4 4BD

Tel: (0117) 916 5138

Strategic and Citywide Policy Team
Planning, Transport and Sustainable
Development,
Brunel House,
St. George's Road,
Bristol BS1 5UY

Tel: (0117) 903 6722

Private Sector Support Team
2nd Floor
Zion House
Coronation Road
Bedminster
Bristol BS3 1AN

Tel: 0117 966 4673

For further hard copies of this document and /
or general planning advice, please contact:

Customer Services,
Planning, Transport and Sustainable
Development,
Brunel House,
St. George's Road,
Bristol BS1 5UY

Tel: (0117) 922 3097

Or email:

Customer_services_ptsd@bristol-city.gov.uk

The City Councils Planning Enforcement Team is able to monitor whether the details of approved establishments and management arrangements, where conditioned, are followed. Contraventions may be investigated and action taken where necessary.

9.0 BIBLIOGRAPHY

- PPG 1:
‘General Policy and Principles’ (2001)
- PPG 3:
‘Housing’ (2000)
- PPG 12:
‘Development Plans’ (1999)
- PPG 13:
‘Transport’ (2002)
- RPG 10:
Regional Planning Guidance for the South West – September 2001
- Joint Replacement Structure Plan (2002)
- Bristol Local Plan (1997)
- Proposed Alterations to the Bristol Local Plan (First Deposit, Feb 2003)
- Bristol Local Transport Plan 2001/2 – 2005/6, July 2000.
- Bristol Sustainable Development Guide for Construction
- Bristol City Council Single Homelessness and Preventing Rough Sleeping Strategy 2001 - 2006
- Bristol City Council Draft Homelessness Review and Strategy Action Plan, June 2003
- Bristol City Council Housing Strategy Update 2003 – 2008 – Housing Links Us All
- Bristol City Council Supporting People Shadow Strategy 2003/2004
- Bristol City Council Enabling a Sustainable City – Enabling Strategy 2005 – 2007.
- Government Policy Statement: ‘Quality and Choice: A Decent Home for All – The Way Forward for Housing’. (2000)

The Communities Plan: ‘Sustainable Communities – Building for the Future’ 2003

Strategic Housing Priorities in the South West. SW Housing Body – Strategy 2003

The City Council has prepared a number of pieces of Supplementary Planning Guidance in the form of Policy Advice Notes to inform good planning. Please refer to www.bristol-city.gov.uk/policydocs for a full list of these PANs.

10.0 GLOSSARY AND KEY DEFINITIONS

This section defines and explains certain terms and phrases used within PAN 19.

Amenity

The pleasant or normally satisfactory aspects of a location which contribute to its overall character and the enjoyment of residents or visitors. (definition from the Planning Portal glossary of planning terms).

Development Plan

A document (a Structure or Local plan) that sets out in writing and / or in maps and diagrams a local planning authority’s policies and proposals for the development and use of land and buildings in the authority’s area (definition from the Planning Portal glossary of planning terms).

Hostels

The Use Class Order 1987 identifies hostels as ‘sui generis’. For the purposes of PAN 19 a ‘hostel’ is considered to be a building providing temporary accommodation where a level of care and support may to be provided to residents.

Residents of hostels and other similar forms of accommodation tend to be those that have been referred by others. The establishment is usually run on commercial or voluntary basis

and is not normally open to paying members of the public. Food may often be provided. Such features may be considered to determine whether this policy note applies and whether planning permission is required.

Accommodation may be provided in single or dormitory style rooms with shared facilities such as bathrooms, WCs and kitchens and possibly communal common rooms and dining areas. It is intended that PAN 19 should cover accommodation such as hostels for homeless people.

Use of the term 'Bed and Breakfast (B&B)' is avoided. If a B&B establishment is used to accommodate homeless people receiving support, then it falls within the definition of a hostel and is therefore covered by PAN 19. B&Bs which generally cater for tourists or business visitors are outside the scope of PAN 19.

Local Plan

Statutory development plan prepared by a local planning authority setting out detailed policies for environmental protection and development (definition from the Planning Portal glossary of planning terms).

The statutory development plan for the city is the Bristol Local Plan, 1997. Proposed Alterations were issues for consultation in February 2003.

Planning applications should continue to be considered in light of current policies in the Bristol Local Plan, 1997. However, account can also be taken of policies in emerging local development plans, such as the Alterations, which are going through the statutory procedures towards adoption (or approval). The weight to be attached to such policies depends upon the stage of plan preparation or review, increasing as successive stages are reached. Proposed Alterations that have not been the subject of any objection, can have

great weight attached to them by the decision maker, as there is a very strong presumption that they will be adopted by the local authority and become part of the development plan.

Proposed alterations that have been made to accord with the latest Government guidance, should also be accorded greater weight as they will be up to date and may be replacing policies which are demonstrably not in line with current guidance and practice.

Over-Concentration

For the purpose of PAN 19 the term 'over-concentration' is used to refer to areas where the bedspace provision for people with support needs exceeds the relevant maximum concentration in Figure 3.

Planning Policy Guidance Notes (PPGs)

A series of documents setting out government policy and advice on planning issues such as housing and transport.

Policy Advice Note (PAN)

The City Council has produced a series of Policy Advice Notes which aim to encourage high standards of development and environmental quality in Bristol and raise awareness about some of the issues which the City Council consider priorities in development control. These notes provide supplementary planning guidance to prospective applicants for planning permission.

Regional Housing Strategy

Prepared by the newly established Regional Housing Boards to provide a strategic and coherent approach at the regional level, to housing policies, consistent with regional land use, transport and economic development strategies. The strategy sets out housing investment priorities for the (SW) region as a whole, and recommends how all sources of

public funding on housing should be allocated and spent.

Regional Planning Guidance Note (RPG)

Regional Planning Guidance note issued by central government. In the South West, RPG10 was published by the Government Office for the South West (GOSW) in 1994. This was superseded in 2001 by new RPG10, which has an end date of 2016.

Structure Plan

Statutory plan setting out key strategic policies which provide the framework for more detailed policies in local plans (definition from the Planning Portal glossary of planning terms). The Joint Replacement Structure Plan provides a strategic policy framework for land use and transport planning decisions for the former Avon area for the period to 2011.

Sui Generis

Uses of land or buildings which do not fall into any of the classes identified by the Use Classes Order (definition from the Planning Portal glossary of planning terms).

Supplementary Planning Guidance (SPG)

Additional advice issued by a local planning authority, expanding on its statutory policies.

Support

People with support needs may require general counselling and assistance to develop the skills necessary to sustain their tenancies and live independently. The level and type of support will vary depending on the needs of particular clients. All residents occupying accommodation to which this advice note applies would be eligible for support under the HB/CTB Regulations.

Temporary Accommodation

Accommodation usually available for a period of up to two years and not intended as a permanent home.

(Source: Supporting People Regulations).

Use Classes Order (UCO)

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories, planning permission not being required for changes of use within the same use class. In practice changes between use classes are likely to require planning permission (definition from the Planning portal glossary of planning terms).

APPENDIX 1: STATUS OF PAN 19

PPG 12 'Development Plans', 1999, sets out the requirements of SPG that will affect the weight accorded to it as a material consideration in determining a planning application:

Requirement	How requirement is met
The SPG must be consistent with national and regional planning guidance, as well as policies set out in the adopted development plan	PAN19 is consistent with relevant guidance as set out in section 2.0 and Appendix 3.
The SPG should be clearly related to the relevant plan policy or proposal which it supplements	PAN 19 relates specifically to Policy H10 of the Bristol Local Plan.
The SPG should be issued separately from the Plan	The Bristol Local Plan was adopted in 1997 with Proposed Alterations (First Deposit) in February 2003. This SPG was issued in 2004.
The SPG should be made publicly available	Hard copies of PAN 19 are available from the City Council's Planning Reception and can also be viewed and downloaded from www.bristol-city.gov.uk/policydocs
Consultation should be undertaken	Details of the consultation exercise undertaken are set out in appendix 2.
The status of the SPG should be made clear.	This has been clearly established. Please refer to Section 1.3 of this Policy Advice Note
SPG should be reviewed on a regular basis alongside reviews of the development plan policies or proposals to which it relates.	Please refer to Section 7

APPENDIX 2: PAN 19 CONSULTATION UNDERTAKEN

An initial Housing event held at @Bristol in October 2003 with invited stakeholders informed the initial consultation draft of this advice note. This draft was considered by key officers of the City Council and the Executive Member for Environment, Transport and Leisure.

A consultation exercise was undertaken over a 4 week period from 16th January to 13th February 2004. In total 284 letters of consultation were sent. These comprised:

Major stakeholders including, for example: developers and providers of temporary accommodation, planning consultants, tenant representatives, universities, healthcare providers, GOSW, adjoining local authorities, and all Bristol City Councillors.

Respondents to previous consultation on 3 planning applications for hostels. As the number of respondents to the planning applications consultations had totalled over 600, it was decided to consult a random sample of 10% of the total.

In addition, the document was placed on the city council's website and a hard copy was retained in each local library for reference. Notices were placed in the libraries and a Press Release appeared in the Bristol Evening Post advertising the PAN19 consultation.

Responses received informed alterations to the consultation draft. Executive member for ETL & SD & SJ considered and proposed constructive adjustments.

Executive Members for Environment, Transport and Leisure, and Sustainable Development and Social Justice considered responses to consultation and the revisions suggested and made further constructive observations. These were incorporated into the revision that was then subject to reconsultation. Consultees were asked for their formal comments and were invited to a further stakeholder discussion to consider outstanding issues of interest. This positive discussion informed the final revision submitted to the City Council's Cabinet for adoption on June 8th 2004. This report is publicly available on the City Council's web site www.bristol-city.gov.uk.

APPENDIX 3: ADDITIONAL RELEVANT PLANNING POLICY MATTERS - SUPPLEMENTARY DETAIL

A number of key themes emerge from Government Policy which have particular relevance to PAN 19 and justify the approach undertaken:

ENCOURAGING MIXED AND BALANCED COMMUNITIES

A joint objective in Government housing and planning policies is to encourage mixed communities. PPG 3 (paragraph 10) states that:

'The Government believes that it is important to help create mixed and inclusive communities, which offer a choice of housing and lifestyle. It does not accept that different types of housing and tenures make bad neighbours. Local Planning Authorities should encourage the development of mixed and balanced communities; they should ensure that new housing developments help secure a better social mix by avoiding the creation of large areas of housing of similar characteristics.'

The Government's commitment to 'mixed and balanced communities is reinforced by the Government Policy statement: 'Quality and Choice: A Decent Home for All – The Way Forward for Housing', reflected in RPG10, (Policy HO 6) and Policy H6A of the First Deposit Proposed Alterations to the Bristol Local Plan 1997 (including Proposed Alterations, First Deposit, February 2003):

POLICY H6A

Within the context of this advice note, to ensure a mixed and balanced community a harmful over concentration adversely affecting the quality of life of that community must be avoided. In areas with no such provision of hostels or other similar forms of

accommodation, new establishments may enhance the relative balance of provision with a positive rather than negative impact. 'All proposals for major residential development, including purpose-built "cluster" units should incorporate a range of housing types, or contribute to a mixed and balanced community. Particular account should be taken of the population and housing mix of the local community or area.'

'Sustainable Communities in the South West: Building for the Future (2003), identifies ' a well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes,' as a key component of a 'sustainable community'.

PAN 19 seeks to promote a better mix of housing by encouraging the development of hostels and other forms of accommodation for people with support needs, across a wider geographical area, outside centres of current concentration.

PAN 19 seeks to ensure that development of hostels and other forms of temporary accommodation for people with support needs located in areas where facilities required by residents are easily accessible. The guidance therefore promotes development which is, ideally, related to the centres identified in the emerging spatial strategy.

PROMOTING GOOD DESIGN

The Bristol Local Plan reflects the guidance in PPG 3 in promoting good design in all housing developments. Of particular relevance to the development of hostels and other forms of temporary accommodation for people with support needs is design which:

- has regard to local context (Policy B1 and B2).

- addresses accessibility issues (Policies B1 and B3).

minimises the impact on amenity of nearby occupiers (Policies B1 and B5).

takes account of the open space requirements of the development (Policy L2 of the Bristol Local Plan).

has regard to community safety – reducing crime and fear of crime (Policy B1, B4 and B8 of the Bristol Local Plan).

Developers can play an important role in achieving sustainable development for Bristol and minimising the environmental impact of development through careful design as promoted in the Bristol Local Plan. The 'Bristol Sustainable Development Guide for Construction' has been written to assist all developers (big and small) to adopt more sustainable approaches to how they plan and build. This is part of a voluntary process which starts with developers completing a 'Sustainable Development Profile' to be submitted with their planning application. Details are available from Customer Services. See Section 9.0.

Designing out Crime

A strong policy framework exists for considering the reduction of crime in assessing planning applications. DoE Circular 5/94 'Planning out Crime' states that:

'Crime prevention is capable of being a material consideration when planning applications are considered'.

The importance of considering crime prevention when assessing planning applications is reflected in PPG1 (A7) and PPG3 (para 56) which states that local planning authorities should adopt policies that 'promote designs and layouts which are safe and take account of public health, crime prevention and community safety considerations'. This is a requirement of Policy B4 of the Bristol Local Plan. More detailed

design guidance is provided by PAN 14 'Safety and Security' 1997.

PAN 19 provides guidance to assist developers in designing developments which provide safe and secure environments. Discussion with the Local Planning Authority is encouraged at an early stage in the design process.

OTHER DEVELOPMENT PLAN POLICIES

In addition to Policy H10 of the Bristol Local Plan (see Section 1.2) and the policies referred to above, developers should have regard to all other relevant policies in the development plan.

APPENDIX 4: LOCAL HOUSING STRATEGIES AND INITIATIVES

‘Supporting People’

The Government introduced a new initiative, ‘Supporting People’ in April 2003, to more effectively provide the support services which vulnerable people need to remain independent within the community. This programme will bring together the funding of supported housing in one new funding stream. A Supporting People Shadow Strategy has been produced which identifies a number of relevant priorities within Bristol for the development of supported housing. Housing needed which is relevant to PAN 19 includes the following broad priorities:

- More emergency accommodation with support for people with mental ill health;

- More housing with support for single homeless people with complex and multiple needs;

- Reduce the use of Bed and Breakfast (B&B) by single homeless people in favour of alternative supported options;

- For young people at risk, develop new emergency accommodation, direct access provision with support including alternatives to B&B.

‘Move On’

The ‘Move On Strategy’ (2001) identifies the following priorities:

- Ensure that direct access hostel bedspaces are occupied for the minimum;

- Free up direct access bedspaces by helping create more vacancies in suitable supported housing;

- Enable homelessness workers, particularly at the Hub and Area Offices, to place people in available direct access bedspaces, rather

than in privately run B&B establishments;

Improve move on possibilities into supported housing.

Homelessness Review and Homeless Strategy Action Plan

Across the UK, government is promoting a change in approach to homelessness – away from reacting to homelessness as it occurs to preventing homelessness wherever possible. As part of this approach there are specific initiatives to:

- Require authorities to assess or review homelessness in their areas and use this information to develop homelessness strategies;

- Reduce rough sleeping;

- Reduce the use of bed and breakfast accommodation and promote more appropriate forms of accommodation;

Enable access to services for groups that have been identified as particularly vulnerable such as 16 and 17 year olds, ex-offenders, people leaving institutions and people who have experienced domestic or other forms of violence.

In addition, local authorities must ensure that by April 2004, no families with children are living in ‘bed and breakfast’ accommodation, except in an emergency, and then for no longer than 6 weeks.

The priorities identified within the Council’s Supporting People and Move On Strategies are echoed within the City Council’s Homelessness Review and Homelessness Strategy Action plan, which also identifies a need for:

- Adequate provision of alternative emergency accommodation to ensure that no families need to be placed in B&B;

Specialist emergency / supported accommodation for older homeless people;

Specialist emergency accommodation for adults with learning difficulties.

Enabling Strategy 2004 – 2007

The City Council's Enabling Strategy outlines housing investment priorities in working with housing associations and developers. New housing investment proposals for 2004-05 include:

providing new homes for single people to meet the needs identified in the Homelessness and Rough Sleeping Strategy;

secure investment to deliver a 25 bedspace project for young people.

APPENDIX 5:

THE DESIGNATED DISTRICT/TOWN/LOCAL CENTRES WHERE THE RECOMMENDED MAXIMUM CONCENTRATION OF BEDSPACES IS 40 WITHIN A 400 METRE DISTANCE OF ANY PROPOSED HOSTEL OR OTHER SIMILAR FORM OF ACCOMMODATION.

The Bristol Local Plan map indicates the locations and extent of the following designated centres.

BEDMINSTER

CLIFTON

FISHPONDS

GLOUCESTER ROAD N

GLOUCESTER ROAD S

HENLEAZE

QUEENS ROAD/PARK STREET

SHIREHAMPTON

ST. GEORGE (CHURCH ROAD, REDFIELD)

WELLS ROAD (BROADWALK)

WESTBURY-ON-TRYM

WHITELADIES ROAD

ARNSIDE ROAD, SOUTHMEAD

ASHLEY ROAD, ST. PAULS

CROW LANE, HENBURY

FILTON AVENUE

FILWOOD BROADWAY, KNOWLE

RIDINGLEAZE, LAWRENCE WESTON

SANDY PARK ROAD, BRISLINGTON

STAPLETON ROAD, EASTON

STOKES CROFT

SYMES AVENUE, HARTCLIFFE

TWO MILE HILL

WHITCHURCH (OATLANDS AVENUE)

AVONMOUTH VILLAGE

BRISLINGTON

CHANDOS ROAD, REDLAND

COLDHARBOUR ROAD

FILTON ROAD

GILDA PARADE, WELLS ROAD

LAWRENCE HILL

MINA ROAD, ST. WERBURGHES

NORTH VIEW/NORTHUMBRIA DRIVE,

OLD MARKET/WEST STREET

SHIREHAMPTON ROAD, SEA MILLS

SOUTHMEAD ROAD/DONCASTER ROAD

ST. MICHAEL'S/CHRISTMAS STEPS

ST. MICHAEL'S HILL, KINGSDOWN

STOCKWOOD

STOKE LANE, WESTBURY-ON-TRYM

LODGE CAUSEWAY

EASTON, ST. MARK'S ROAD

LOCKLEAZE, GAINSBOROUGH SQUARE

TOTTERDOWN, WELLS ROAD

BISHOPSWORTH

APPENDIX 6: GOOD PRACTICE GUIDANCE FOR THE MANAGEMENT OF HOSTELS AND OTHER SIMILAR FORMS OF ACCOMMODATION

Much of the following good practice guidelines have been taken from 'A Foot in the Door' A guide to good practice in developing and managing young people's direct access hostels (Kay Cameron for Centrepoin / DoE 1997). Copies of the full document are available from www.centrepoin.org.uk.

KEY FEATURES OF PROJECT

The following should be considered in designing a successful project:

- Safety;
- Welcoming and comfortable environment;
- Acceptable accommodation;
- Easy access to other services and facilities;
- Smaller scale projects may be less impersonal, easier to manage, though more expensive to run;
- Adequate facilities, cooking, laundry, storage, private interview space, good staffing accommodation, on site leisure facilities, space for drop in sessions by other agencies;
- Good security arrangements;
- Health and safety features eg. Perspex-coated glass in all internal windows and doors;
- Good maintenance / repairs service;
- Well-furnished single roomed accommodation is overwhelmingly preferred by residents and can create fewer disputes than shared dormitories;

Points to be considered in catering for people with particular needs:

- Disabled access for residents, workers, volunteers;
- People with pets – some people will not take up accommodation without their pets. Visually impaired people may also need this facility;
- Couples – some projects can accommodate couples willing to take separate rooms. However, it is worth considering whether couples could be offered shared accommodation. Project managers need to consider the impact on house rules for single young people, and take account of the fact that not all couples are heterosexual.

SECURITY – PRACTICE GUIDELINES

Adequate security measures should be in place to maintain the security of staff, residents and members of the local community. Whilst ensuring that the project remains a comfortable and pleasant environment, reasonable security measures should be employed, including:

- Fire alarm, with regular testing and practice;
- Splitting male and female sections in mixed hostels;
- Locating offices close to communal areas;
- Internal windows in interview areas, maintaining visibility from other areas;
- Alarm buttons in resident and staff accommodation, interview rooms and offices;
- Measures to control access to the building and a quick system for repairs to locks, doors and windows;
- Cameras at front and back entrances to the building;

- Close links with police and a procedure to ensure a quick but sensitive response;
- Internal CCTV covering corridors and communal areas to reduce risk of violent incidents, damage and theft. The appropriateness of this measure depends on the size and nature of the project. It may be seen as intrusive;
- Secure storage of belongings of staff and residents;
- Discussion of security on admission, post notices and reminders;
- Clear policies on visitors and residents' responsibilities;
- Sufficient staffing levels to enable the project to operate effectively and safely;
- Adequate training for staff to enable them to deal with violence and aggression;
- The admissions procedure should include a risk assessment procedure.
- Screening of staff and volunteers. A CRB check at an appropriate level should be undertaken.

STAFFING LEVELS

Staffing levels should be sufficient to provide adequate levels of support and resettlement services to residents. The ratio of staff to residents will vary according to the support needs of clients and the nature of the project. Locum cover should be provided for staff vacancies.

Figure A2 is developed from the 'Supporting People' guidelines, and gives a breakdown of expected levels of contact time for clients with varying levels of support need, together with indicative worker: client ratios. These figures are for guidance only, and may vary according to the size and type of accommodation proposed, and the levels of support available from nearby facilities and outside agencies.

Good Practice Example:

Bridge Housing Association, part of NOVAS group manages a range of supported housing projects for client groups including family accommodation, refuges, direct access, dry and wet hostels. Support models described include:

Support Level	Description	Weekly 1:1 Contact Time	Additional Admin Time Per Client	Total Client Time Per Week	Indicative Worker: Client Ratio
Low	Weekly support	Less than 2 hours	2 hours	4	1:9
Medium	Support most days	2 – 4 hours	2 hours	4 - 8	1:9 – 1:4.5
High	Daily support	5 – 10 hours	5 – 10 hours	10 – 20	1:3.6 – 1:1.8
Intensive	Access to 24-hour support	11 – 15 hours	11 – 15 hours	22 – 30	1:1.2 – 1:1.6

Figure A2: Contact Time

- Low support: 6-8 bedspace 2nd stage supported housing, having an office on site, with a worker available 18 hours per week. Clients have 24 hour emergency telephone access to staff at nearby facility.
- Medium support: s / c flatlets with 24 hour support, staff on site 9-5 daily, phone link to another project 2-3 miles away, plus additional weekend cover to support any activities.
- High support: 12 s/c flats with 24 hour cover, on site office, minimum 2 support staff cover in two daytime shifts, with night security staff 8pm to 8am. Project caters for chaotic client group with complex problems, dual diagnosis, former rough sleepers, people with long-term mental health. Staff safety issues are reflected in higher levels of cover.

MAINTAINING A RELATIONSHIP WITH THE LOCAL COMMUNITY

A successful project should aim to develop and maintain a positive relationship with the local community. Some projects may generate fear and misunderstanding among local residents. The following measures will help to improve and maintain a good relationship with the local community.

Providing information

Providing information on the nature of a project can help to alleviate fears and dispel misunderstandings. This can be useful both before and after the project has opened.

Maintenance of building and external spaces

Graffiti, litter and a generally unkempt appearance give the impression of an uncared for and hostile environment. By demonstrating that a public space is cared for, a clear signal is given that an environment is under control. As well as helping to allay

fears of crime, this can be instrumental in maintaining good relations with local residents.

Providing a contact

Make sure neighbours know who to contact and how to do so in the event of problems. The best way to resolve disputes is by providing a quick response and trying to deal with the problems as co-operatively as possible.