

Bristol City Council

# Better Lives in Bristol

## Supported Housing Delivery Plan 2024–2029





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# Foreword

**One of the biggest interventions we can make in terms of improving people's lives in Bristol is providing people with a safe and secure home. In Bristol we want everyone to be part of a community and benefit from the positive connections this can bring. That is why we have put housing at the heart of what we want to invest in and deliver.**

In every community in Bristol, there are people who require additional support and tailored housing to suit their needs. They may be vulnerable due to ill health, have a long-standing illness or disability or require additional support to maintain their autonomy. For these people, supported housing is an essential lifeline to their communities and independence.

Research on the impact of supported housing has found that good quality supported housing 'has a significant positive impact on resident health and wellbeing, and that it can achieve life-changing outcomes for the people it supports'<sup>1</sup>. The same research shows that it reduces homelessness and that as a result, supported housing is relieving pressures on the NHS, social care, criminal justice, and housing systems. This plan sets out what additional supported housing we need in Bristol to make an important contribution to our strategic aims, statutory duties, and to the inclusion and wellbeing of local people.

In 2022 Bristol City Council launched Project 1000, our Affordable Housing Delivery Plan, to help us deliver the homes we need to tackle the joint issues of affordability and supply that Bristol faces. Since launching Project 1000 we have delivered 706 affordable homes so far<sup>2</sup>. This Supported Housing Delivery Plan builds on the vision and principles of Project 1000.

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**1:** Research into the support housing sector's impact on homelessness prevention, health & wellbeing. By National Housing Federation & Imogen Blood & Associates, March 2023

**2:** Delivery numbers from April 2022 to December 2023

Bristol is committed to making changes through our transformation programmes to prioritise our investment and improve outcomes for citizens. Part of Project 1000, this Supported Housing Delivery Plan brings clarity for us, and for our delivery partners, setting out the additional supported housing requirements for our different user groups. It has been produced with the input and involvement of officers and teams from across our directorates, bringing together our collective and combined knowledge of what is needed and what works, so that we can work with our delivery partners across the city to increase the supply and range of our supported housing offer, and improve the lives and outcomes for local people.

In the coming year, the council commits to reviewing its current Affordable Housing Delivery Plan and its strategic approach to affordable and specialist housing delivery. Sitting within this review, the Supported Housing Delivery Plan will form part of a much wider suite of guidance to our provider partners on the homes we need to see in the city and how they can be brought forward at pace.



**Cllr Asher Craig**



**Cllr Helen Holland**



**Cllr Tom Renhard**



Cityscape view of Bristol, © Bristol Design

# 1. Executive Summary

**Bristol City Council's Supported Housing Delivery Plan – which sits within our [Affordable Housing Delivery Plan 2022–2025 \(Project 1000\)](#) – has been developed to clearly outline our future supported housing priorities to our delivery partners.**

We know that people thrive best in accommodation which reflects their needs. This is why we have set out the supported housing need of different cohorts of people who meet one or more of the following criteria:

- have assessed care and support needs under the Care Act 2014
- are eligible for aftercare under the Mental Health Act 1983
- are care leavers
- are experiencing homelessness
- are needing safe and secure accommodation because they are escaping domestic abuse
- are experiencing multiple disadvantages.

Some common issues across the cohorts of people described above are outlined below:

- Existing supported housing is oversubscribed, increasing the use of expensive temporary accommodation and out-of-area provision. This has led to people housed without the support they need to rebuild their lives or develop their independence.
- The lack of current housing options means people are remaining in supported housing for longer than they need to, which leads to people waiting longer for accommodation.
- People will need to move on from temporary supported housing and need secure and affordable tenancy options to do so, including general needs affordable housing.

## 2. Introduction

**Supported housing is crucial for many Bristol residents; many have needs that we as a Local Authority have a statutory duty to meet. However, this is a challenging time for our citizens and for the council.**

Long waiting lists for our existing supported housing, and limited move-on options for people ready to leave their supported housing, mean that we often place people in temporary accommodation, or in inappropriate care settings, and often out of the area. These are more expensive and do not provide the optimal level of support people need to set up and sustain a stable home, or to engage with their local community. Some adults with long term conditions live in inappropriate settings such as residential care due to the lack of appropriate community-based supported living schemes. Single people experiencing homelessness and rough sleeping may live in unsuitable and unsupported temporary accommodation which doesn't meet their needs. Many young people or care leavers cannot access housing and support that enables them to eventually move onto independent living.

We need to manage the challenges associated with restricted budgets, increasing numbers of people with support needs, increasing housing costs and rising homelessness, and provision which we feel does not deliver sufficient independence for citizens.

By increasing the supply of high-quality, supported housing we can enable people to live more independently and have the support they require to succeed. Part of Project 1000, this Supported Housing Delivery Plan brings clarity for us and for our delivery partners, setting out the additional supported housing requirements for our different user groups.

Delivering new supported housing requires a joined-up approach, involving partnership working across the council and with our wide range of housing delivery partners, including our HomesWest Registered Provider partners and other supported housing providers. We will work together with them to encourage innovation and maximise opportunities.

This plan provides information about the new supported housing we need in the city. It is driven by three of our service transformation programmes in Children and Families, Adult Social Care, and Temporary Accommodation, and it aims to prioritise investment, provide greater local choice of housing, care and support options, improve outcomes for citizens, and help to deliver the savings that we as a council need to make.

### Bristol's One City Plan for 2050

Bristol's One City Plan for 2050 contains goals for the city structured around six core themes. The Homes and Communities vision is “by 2050 everyone in Bristol will live in a home that meets their needs within a thriving and safe community.”

## 3. Scope and Objectives

This plan is to inform delivery partners about the requirement for new supported housing delivery and focuses on the new housing or accommodation element for each cohort using existing information.

The plan focuses on the following cohorts:

- Preparing for Adulthood (Transitions)
- Autistic people
- People with learning disabilities
- People with mental health support needs
- People experiencing multiple disadvantage
- Young people including care leavers (18+)
- Families experiencing homelessness
- Single people experiencing homelessness and rough sleeping
- People experiencing domestic abuse
- People with substance use support needs.

They are not always distinct groups, and individuals may have multiple needs, sometimes referred to as complex needs.

The plan includes the key accommodation needs over the next five years for the above cohorts as they:

- have the most pressing need for an increased supply of specialist and supported housing;
- cost the council a lot to accommodate;
- have a lack of current engagement about requirements for new supply with delivery partners.

However, we are always open to discuss other delivery options for these cohorts groups or other cohort groups that require supported housing.



## 4. National and Local Context

### 4.1 Temporary Accommodation

Outside of London, Bristol has the fourth highest number of residents housed in temporary accommodation (TA)<sup>1</sup> and demand has increased 87% since the COVID-19 pandemic. Due to a lack of affordable housing, much of the temporary accommodation is expensive accommodation sourced from the private rental sector. The annual temporary accommodation cost to the council for 2023/24 is estimated to total over £11m if no steps were taken to reduce this cost. It is also creating additional demand for private rented sector accommodation. We are working to reduce this through our Temporary Accommodation Transformation Programme.

#### Temporary Accommodation (TA) Transformation Programme

This programme seeks to make savings to help reduce the amount the council spends on TA. It aims to deliver a more stable portfolio of TA and move-on accommodation for homeless households, so that costs can be more easily controlled. This will include more supported housing through various workstreams, including developing a pipeline of fast-tracked new homes to be used as TA. This is alongside a medium-term plan to significantly reduce subsidy loss for TA.

### 4.2 Pressures on Adult Social Care

Nationally the demand for, and the cost of, Adult Social Care (ASC) has increased significantly in recent years, and this picture is similar locally. More people are experiencing multiple forms of disadvantage making the delivery of care and support more complex. The average cost of care services has also increased leading to significant budget pressures.

One way to relieve pressure on ASC budgets is to develop more supported housing, providing a wider choice of community-based accommodation options, and meeting people's needs in a better and less costly way than existing residential settings. The increased provision of supported housing is part of the supply management workstream within the ASC Transformation Programme.

#### Adult Social Care Transformation Programme

The programme aims to deliver a sustainable model of care that builds upon community assets and improves outcomes for citizens who need care and support. This programme brings together health and social care system partners across Bristol to identify existing challenges and opportunities and work together to deliver a service that is right for each individual that we support.

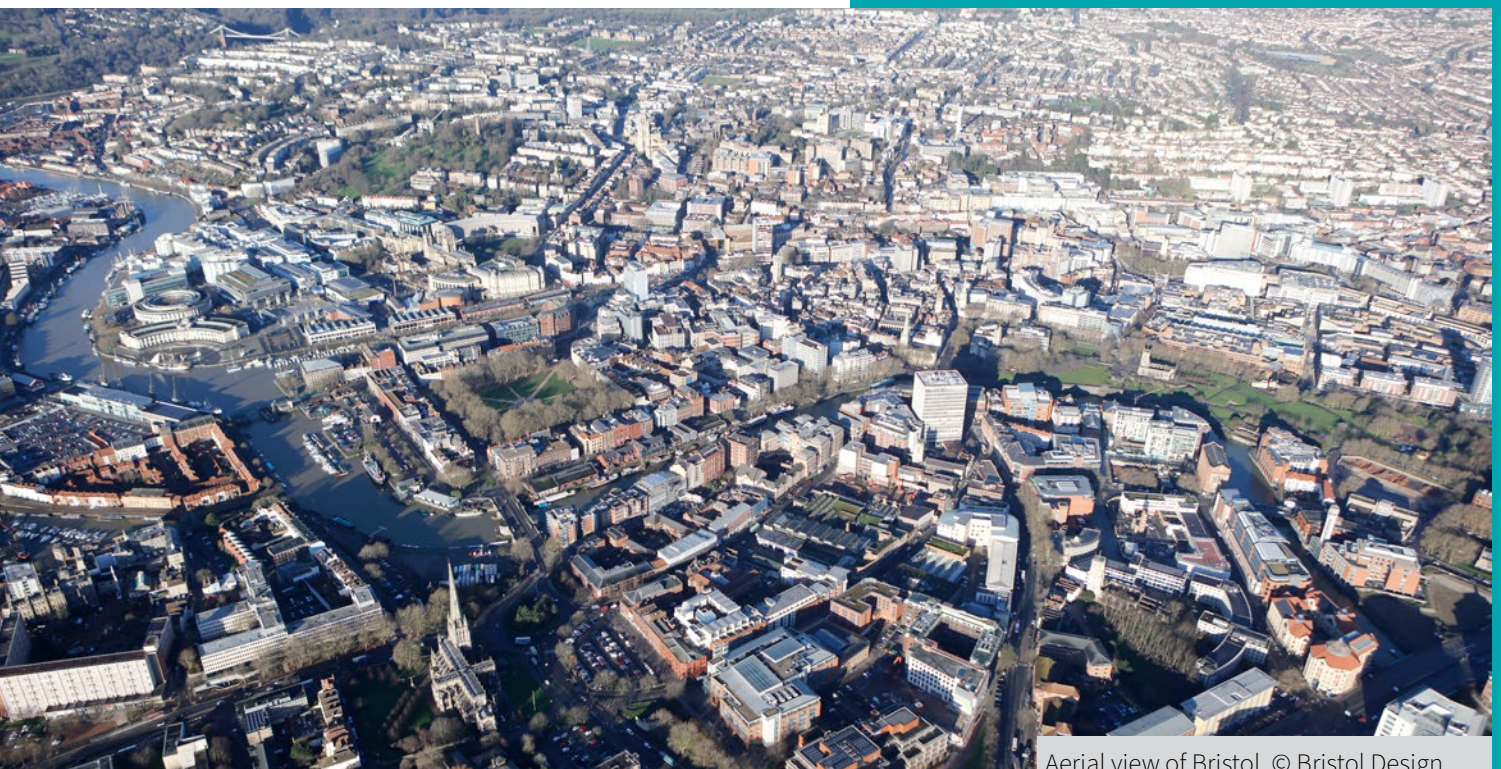
1: [Temporary housing: The human cost of a 'broken' system | Local Government Chronicle \(LGC\)](#)

## 4.3 Young people and care leavers

The supported housing pathway for young people is an important part of the Our Families Transformation Programme. We need more supported housing provision designed for young people with complex needs, the majority of whom will be care leavers.

### Our Families (Children and Education) Transformation Programme

The transformation programme aims to deliver whole system change by a “relentless focus on doing things well, coupled with innovation” for children and families in Bristol. The delivery of supported housing through the young people’s housing pathway is part of this programme.



Aerial view of Bristol, © Bristol Design

## 5. Supported Housing needs for each cohort over the next five years

This section describes the supported housing requirements of each cohort group. This includes:

- a description of the cohort
- existing needs data
- key housing challenges
- the type(s) of housing needed, with specification and location guidance
- possible revenue funding and commissioning routes
- best practice.

We are aware that some of the needs for different cohorts are very similar, and that people do not necessarily fit neatly into one cohort or another. This has led to cross-over between some cohorts.

### 5.1 Information about Adult Social Care cohorts

Bristol City Council’s Adult Social Care (ASC) services have identified supported housing needs amongst people who are eligible for statutory services, under the Care Act 2014. This means people who have been assessed under the Care Act 2014 and found to meet the following three conditions:

- The adult’s needs arise from, or are related to, a physical or mental impairment or illness.
- As a result of the adult’s needs, the adult is unable to achieve two or more of specified outcomes (described in guidance).
- As a consequence of being unable to achieve these outcomes there is, or there is likely to be, a significant impact on the adult’s wellbeing.<sup>1</sup>

This can also include people with mental health support needs who have “ceased to be detained” under the Mental Health Act 1983 and are eligible for S117 aftercare under the Mental Health Act 1983. Section 117 of the Mental Health Act says that aftercare services are services which are intended to:

- meet a need that arises from or relates to your mental health problem, and
- reduce the risk of your mental condition getting worse, and you having to go back to hospital.<sup>2</sup>

There are some housing challenges that apply across all the ASC cohorts:

- Individuals in supported living do not often have secure tenancies and this can contribute to loss of the person’s home.
- A lack of suitable provision for adults with long-term conditions, causing a delay in finding suitable placements and an over-reliance on residential placements.

1: [The Care and Support \(Eligibility Criteria\) Regulations 2014](#) (legislation.gov.uk)

2: [Section 117 aftercare](#) – Mind

Our ambition is to significantly reduce the amount of residential care we commission. Residential care is institutional; our vision is that our specialist supported living provision is a home first with appropriate levels of care and support provided into that home. We believe supported living options should be aspirational about outcomes for tenants and emphasise the development of independence and choice.

There are overlaps between some cohort groups in terms of delivery options and support needs. However, we have decided to present the information for each cohort so that providers can consider separate schemes. For each cohort though, new accommodation should meet planning policy

requirements including meeting the Nationally Described Space Standards (NDSS) as a minimum. We recommend that our development partners consider the robustness of the design/build, as well as soundproofing/providing quiet environments. The exact build, support and tenancy options will depend on the level of needs the scheme(s) is looking to cater for.

An example of best practice in the field of complex needs supported housing delivery is Specialised Supported Housing (SSH) delivered by a Registered Provider (RP). Further information on this approach is in our 'Policy and Advice for Housing for Adult Social Care Clients.'

### 5.1.1 Preparing for Adulthood (Transitions)

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The **Preparing for Adulthood (PfA)** cohort comprises young people, including some care leavers, aged 18–25 who are eligible for care and support under the Care Act 2014<sup>1</sup>. They make up a significant amount of future need for accommodation for ASC. Many people present with complex needs<sup>2</sup> and require supported accommodation to enable them to live as independently as possible.

#### Needs data

- The cohort can be more expensive to accommodate in comparison to other adults with long term conditions. This is because children transitioning to ASC have more expensive, restrictive packages compared to adults, alongside additional statutory requirements<sup>3</sup>. Furthermore, their support needs are becoming more complex which also increases costs.

- Housing Learning and Improvement Network (LIN) analysis recommended there was a need for approximately 30 new units each year in Bristol to meet demand across a range of accommodation types.<sup>4</sup>

#### Key housing challenges

- We require new supported accommodation, including through the Specialised Supported Housing funding model, whilst also exploring other delivery options.
- The supply of supported accommodation does not meet demand, leading to young people waiting for secure accommodation and some being placed outside of Bristol. This increases costs and typically leads to poorer outcomes for individuals moving away from their local networks.

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1: [Care Act 2014 \(legislation.gov.uk\)](https://legislation.gov.uk)

2: Including but not limited to physical and/or sensory needs, learning disability, mental health, Autism and SEND

3: [JSNA Data Profiles \(bristol.gov.uk\)](https://bristol.gov.uk)

4: December 2020, Support with commissioning the Better Lives at Home programme for Bristol City Council, Housing Learning and Improvement Network

## Future housing need over the next five years

### Supported Living Schemes x43 homes/bed spaces – Longer-term/permanent accommodation

#### Build:

- Small scale developments, optimum is six clustered self-contained one-bedroom, two-person homes.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b as required.
- Wet rooms rather than bathrooms preferred.
- Some small indoor communal areas within wider scheme.
- Staff/office spaces, sensory rooms.
- Private outdoor space preferred.
- Robust building layout and design. Sound proofing and enhanced noise consideration e.g. for traffic or, neighbours.
- Separating out kitchens and livings rooms where possible, clear layout of building.

#### Location:

- City-wide.
- Good transport links, community facilities, educational settings.
- Could sit within a general needs scheme.

#### Support requirement/options:

- All residents will be Care Act eligible with care and support needs.
- Flexibility on levels of care provided.
- Locality based hub and spoke model.
- Shared core hours for service delivery as clustered/small-scale.
- Provide support to young people e.g., employment, training, independence skills.
- Regulated care provision.

## Shared Accommodation x 177 beds, circa 20 for care leavers and 157 for ASC – Move-on or longer-term accommodation

### Build:

#### ASC

- Could include 3 or 4 bedroom house or well-designed apartment/maisonettes.

#### Care Leavers

- Small scale schemes – optimum is four self-contained homes in a cluster.
- Self-contained – includes own bathroom, kitchen and living space.

#### Both

- En-suite bathrooms and wet rooms rather than bathrooms preferred.
- M4(2) at a minimum and some M4(3)b.
- Robust building layout and design.
- Shared communal space: kitchen, lounge, bathroom, laundry.
- Staff area / handover space, kitchen, toilets, sleeping room.
- Private outdoor space preferred.

### Location:

#### ASC

- City-wide.

#### Care Leavers

- Outside of the city centre.

#### Both

- Good transport links, community facilities, educational settings.

### Support requirement/options:

#### Both

- All residents will be Care Act eligible with care and support needs.
- Moderate level of care needs – shared care.
- Provide support to young people, e.g., employment, training, independence skills, maintain tenancy, prevent financial and criminal exploitation.
- Support to access treatment services i.e., substance misuse or mental health.

- For the proposed accommodation it could be two separate schemes or a mixed scheme where both types of accommodation are provided.
- There is also a need for bespoke accommodation. This will be catered to individual needs with specialised building and design considerations.

## Revenue funding and commissioning routes

- For ASC the brokerage team negotiate costs for the care package and revenue funding for the care would come from the adult purchasing budget.

For care leavers who are Care Act eligible:

- Potential temporary revenue budget from Children Services to provide support costs with the expectation young people are tenancy ready after a year.
- For some young people Housing Benefit will pay for support and rent.
- The Housing Support Register will refer care leavers into supported housing.

### Best practice

An example of a Supported Living Scheme which is currently being developed, Oldland Common, is in the 'People with learning disabilities' section (next page).



## 5.1.2 People with learning disabilities

A learning disability is defined as “a significantly reduced ability to understand new or complex information, to learn new skills (impaired intelligence), with a reduced ability to cope independently (impaired social functioning), which started before adulthood”.<sup>1</sup> In this plan, the cohort includes people with learning disabilities who are known to our ASC teams, are Care Act eligible and require supported housing.

### Needs data

- As of November 2023, 26 people with learning disabilities are waiting for accommodation on our Supported Living Waiting list and our Adults With Long Term Conditions (residential care) waiting list.
- Housing Learning and Improvement Network (LIN) analysis<sup>2</sup> recommended there is a net need for c.320 additional housing units required for people with learning disabilities/autism by 2030/31.

### Key housing challenges

- Currently, the longest waits for Supported Living placements are people with learning disabilities, and there is an acute shortage of suitable supported housing.
- Many people with learning disabilities live in residential care, often at very expensive rates<sup>3</sup>.
- There is currently an over-reliance on ‘out of area’ placements.

### Future housing need over the next five years

Our aim is to enable the delivery of 110 new homes/bed spaces that provide a deinstitutionalised supported living environment over the next five years. To meet this need we have included our preferred accommodation types below.

## Supported Living Schemes – Longer-term / permanent accommodation

### Build:

- Small scale developments, optimum is six self-contained 1-bedroom, 2-person homes.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b wherever possible/as required.
- Some small indoor communal areas within wider scheme, and staff/office spaces.
- Private outdoor space as well as communal outdoor space – place for outdoor activity and activity pods.

### Location:

- Required across Bristol, ideally in residential areas.
- Linked to local amenities.
- Good, public transport links.
- Could sit within a general needs scheme.

### Support requirement/options:

- Will need support on site which could be up to 24/7.
- Support may be required for personal care or, to minimise risk (i.e., supervise with cooking or other daily tasks).
- Exact requirements will reflect each individual’s assessed needs.

1: [Learning disability – applying All Our Health \(www.gov.uk\)](https://www.gov.uk)

2: December 2020, Support with commissioning the Better Lives at Home programme for Bristol City Council, Housing Learning and Improvement Network

3: [Market position statement \(bristol.gov.uk\)](https://bristol.gov.uk)



## Shared Accommodation – Longer-term accommodation

### Build:

- Shared house with 3- or 4-bedrooms or, well-designed apartment/maisonette.
- Maximum of three service users in one home.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b wherever possible/as required.
- Good quality internal communal spaces and access to shared outdoor space.
- En-suites bathrooms preferred.
- Staff space to be provided including office and in some cases a sleeping room.
- Focus will be on longer-term housing however, this will be reviewed on a case by case basis.

### Location:

- Required across Bristol, ideally in residential areas.
- Linked to local amenities.
- Good, public transport links.
- Could sit within a scheme of self-contained supported housing or, general needs scheme.

### Support requirement/options:

- Option for 24/7 support.
- Shared care.
- Exact support requirements will reflect each individual's assessed needs.

## Revenue funding and commissioning routes

Potential revenue funding streams include:

- Adult Purchasing Budget
- S117 – Joint Health Funding with the Integrated Care Board (ICB) – is used to fund aftercare for people who have been admitted to mental health hospital on a section – this would part fund care and support for residential/supported accommodation.

The brokerage team assist with the negotiation of costs for packages of care. The care and support will be commissioned through the ASC single framework called the Supported Accommodation Lot.

## Best practice

### Oldland Common

The **Oldland Common** scheme is being developed by Elim Housing, in partnership with Bristol, North Somerset and South Gloucestershire councils. The site is located in South Gloucestershire, and it will provide accommodation for six individuals with complex needs (specifically for people with learning disabilities and / or autism who may also have mental health needs and who are currently placed in out-of-area Assessment and Treatment units) with staff accommodation on site. Planning approval was given in August 2022 and the scheme is expected to complete in October 2024.

There has been a collaborative approach to scheme design, developed to suit the specialists needs of the residents. It has been designed to be part of the community whilst also offering the privacy that the client group needs.

Oldham Common Designs – overhead  
(source: NOMA architects, 2023)

### Addison Apartments

**Addison Apartments** is a high quality, specialist scheme delivered by Bristol City Council in April 2022. Consisting of five self-contained affordable homes with communal space and carers office, the scheme provides a home that supports the needs and independence of young people who are autistic or have a physical disability or learning disability.

All the homes in the scheme have been designed to meet the needs of people living with physical disabilities with two of the homes meeting M4(2) building regulation requirement and three meeting M4(3). The homes were also built with sustainability in mind, with solar panels installed and a green roof. A collaborative approach was taken to design and deliver the scheme, and partners included KKE, Kier, AECOM, and Milestones.



Addison apartments (source: Addison Apartments Brochure 2022)



### 5.1.3 Autistic People

Autism is a spectrum of developmental conditions which affects how people communicate and experience the world around them<sup>1</sup>. Autistic people may share similar challenges but have varying support needs. Many people require little to no support and live independently. For others, their care needs mean that they are Care Act eligible and require housing with regular support available. This plan focuses on the needs of autistic people who are Care Act eligible.

#### Needs data

- Housing Learning and Improvement Network (LIN) analysis<sup>2</sup> recommended there is a net need for c.320 additional housing units required for people with learning disabilities/autism by 2030/31.

#### Key housing challenges

- Lack of flexibility in tenancy types for this cohort can lead to tenancy breakdowns.
- Poor supply of specialist supported housing for people living with autism.
- Overreliance on expensive placements in residential care, and ‘out of area’ placements.

#### Future housing need over the next five years

Our aim is to enable the delivery of 110 new homes that provide a de-institutionalised supported living environment over the next five years. To meet this need we have included our preferred accommodation types below.

### Supported Living Schemes – Longer-term/permanent accommodation

#### Build:

- Small scale developments, six to eight self-contained one-bedroom, two-person homes.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b wherever possible/as required.
- Single storey preferred.
- Some small indoor communal areas within wider scheme, and staff/office spaces.
- Private outdoor space as well as communal
- Outdoor space – place for outdoor activity.

#### Location

- Required across Bristol, ideally in residential areas.
- Linked to local amenities.
- Good, public transport links.
- Could sit within a general needs scheme.

#### Support requirement/options:

- Support on site which could be up to 24/7.
- Support may be required for personal care or, to minimise risk (i.e., supervise with cooking or other daily tasks).
- Exact support requirements will reflect each individual’s assessed needs.

**1:** Autism is often confused with learning disabilities, they are two separate conditions, however they can co-occur. Approximately 20–30% of people with learning disabilities also have autism (NHS). There is crossover in terms of our data, the build specifications and support requirements for people within the two cohorts.

**2:** December 2020, Support with commissioning the Better Lives at Home programme for Bristol City Council, Housing Learning and Improvement Network.

## Revenue funding and commissioning routes

The brokerage team sources accommodation from framework providers and administers the funding available through assessed need and subsequent care packages. The care and support will be commissioned through the ASC single framework called the Supported Accommodation Lot.

## Best practice

### The Haven

**The Haven** scheme is being brought forward by Elim Housing in partnership with our ASC commissioners and Housing Enabling team. The site is located in Knowle West, and the plan is for six, one-bedroom self-contained homes, to be provided along with support staff and communal facilities for young people with autism and/or learning disabilities. Planning was submitted in March 2023, and the scheme is estimated to complete on site in December 2024.

There has been a collaborative approach to scheme design to suit the specialist needs of the residents. The scheme includes accessible units including two homes for wheelchair users, private outdoor space, sustainable design, single storey, and has a clear layout with a simple and attractive design.



The Haven Designs – Overhead (source: NOMA architects, 2023)

## 5.1.4 People with mental health support needs

We are considering the housing requirements of people with mental health support needs who have “ceased to be detained” under the Mental Health Act 1983 and are eligible for S117 aftercare under the Mental Health Act. We are looking at options for people that have been assessed as requiring accommodation with care and support and can live within a specialist supported housing scheme.

### Needs data

As of spring 2023 ASC had 947 service users with mental health as their primary support need – an increase of up to 30% on the last five years.

Housing Learning and Improvement Network (LIN) analysis<sup>2</sup> recommended there is a net need for c.140 additional supported housing units for people with mental health support needs by 2030/31.

### Key housing challenges

- Lack of suitable housing supply causing delays to discharge from mental health hospitals.
- Lack of suitable options, a significant number of placements are made out of area or people are blocking residential spaces.
- Over reliance on residential care which does not promote independent living.
- Residential care and out of area placements are expensive.
- There is a shortage of local provision that is equipped to work with risk, in an appropriate and proportionate way. This includes housing individuals with arson and other criminal offences, who will be able to live independently within the community in the future.

### Future housing need over the next five years

We aim to enable the delivery of at least 90 homes that provide a deinstitutionalised supported living environment over the next five years. To meet this need we have included our preferred accommodation types below.

## Supported Living Schemes – Longer-term/permanent accommodation

### Build:

- Small scale developments, six- twelve self-contained 1-bedroom, 2-person homes.
- Some small indoor communal areas within wider scheme, and staff/office spaces.
- Secure outside spaces and access to nature, ideally individual gardens.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b.
- Consideration to soundproofing and fire safety measures.

### Location:

- Required across Bristol, ideally in residential areas.
- Linked to local amenities.
- Good, public transport links.
- Could sit within a general needs scheme.

### Support requirement/options:

- Locally based hub and spoke model services.
- Floating support or 24/7 access to support across site.
- Individual could require an additional 1-2-1 package of support.

## High Stability Housing – Longer-term accommodation

### Build:

- Small to medium scale development, with around ten to fifteen residents in one scheme.
- Controlled access of the overall scheme by the service provider.
- Preference would be self-contained 1-bedroom, 2-person homes. But could also be 1-bedroom, 1-person studio or, co-living style studios with en-suite.
- Communal kitchens for use by residents (if flats are not self-contained).
- Some indoor communal areas (i.e. living room) within wider scheme, and staff/office spaces (including staff sleeping space).
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b.
- Focus will be on longer-term housing however, this will be reviewed on a case by case basis.

### Location:

- Required across Bristol, ideally outside of the city centre.
- Good public transport links into city centre.

### Support requirement/options:

- 24/7 support required.
- Support services are designed to be culturally inclusive, strengths-based, and informed about trauma and adversity.
- Additional support required of up to fifteen hours per individual.
- Risk management is key.

## Revenue funding and commissioning routes

- Funding comes from Adults Purchasing Budget. The brokerage team administers the funding available through assessed need and subsequent care packages.



Image sourced from Black Dog Way (rooftopgroup.org)

## Best practice

### The Carpenter House

The **Carpenter House**<sup>1</sup> scheme in Gloucester was brought forward by Rooftop Housing in partnership with Gloucestershire County Council and completed in 2019. The scheme delivered 14 self-contained apartments with staff facilities for people with mental health support needs.

This scheme has a sustainable design, in an urban area close to local amenities and public transport. It has been delivered using Modern Methods of Construction (MMC) and there are wheelchair units.

1: [Quattro Design Architects | Sustainable Architectural Design](#)

## 5.1.5 People experiencing multiple disadvantage

Adults facing multiple disadvantages are experiencing three or more combinations of the following: homelessness, substance misuse, mental ill-health, criminal justice involvement and domestic abuse. People may also experience poverty, trauma, physical ill-health and disability, learning disability, and/or a lack of family connections. As a result people may have more complex support needs.

### Needs data

- Between 1,300 and 1,600 people in Bristol are experiencing three or more of the multiple disadvantage factors in their lives currently, and there is a higher prevalence of disability compared to the general population<sup>1</sup>.
- There is an insufficient supply of suitable long-term accommodation, and sourcing social care placements is a challenge, especially where there is a perception of higher risk behaviours.

### Key housing challenges

- Supported accommodation for this cohort can result in accommodation breakdown. A different approach offering a stable place, designed with safety and recovery, is needed.
- Providers may not accept people due to the perception of higher risk behaviours. Including the potential risk they pose to themselves or others, with providers feeling they are not equipped or supported to provide the right support.
- Some people have returned to the streets or been rough sleeping for a long time. Hostel environments could be unsuitable, so longer-term, smaller bespoke accommodation that caters for people with enduring care and support needs is required.
- Shared learning between more and less experienced providers is needed.



## Future housing need over the next five years

### High Stability Housing x 20–25 homes for people experiencing homelessness and x 20–25 homes for ASC service users – Temporary or longer-term accommodation

#### Build

- Small to medium scale developments, with around 10–15 residents in one scheme.
- Controlled access of the overall scheme by the service provider.
- Preference for self-contained flats.
- Secure design e.g. non-intrusive monitoring of communal access.
- Meeting NDSS 1-bed, 1-person at a minimum, with some homes being 1-bed 2-person.
- If not self-contained then ensuite bathrooms required.
- M4(2) accessible and adaptable as a minimum with some wheelchair accessible M4(3)b.
- Communal kitchens for use by residents (if flats are not self-contained).
- Some indoor communal areas (i.e. living room, kitchens) within wider scheme, and staff/office spaces (including staff sleeping space).
- Pets considered.

#### Location

- Reasonable public transport links into city centre.
- Out of city centre – around a mile away where possible.

#### Support requirement/options:

- People with enduring care and support needs.
- 24/7 support required.
- Support services are designed to be culturally inclusive, strengths-based, and informed about trauma and adversity.
- Changing Future ‘My Team Around Me’ approach.<sup>1</sup>

<sup>1</sup>: [My Team Around Me – Changing Futures Bristol](#)



## Housing First x 45 homes for people experiencing homelessness and x 10–15 homes for ASC service users – Longer-term accommodation

### Build:

- Dispersed accommodation that is spread across the city.
- Self-contained properties (studios or flats).
- Accessible accommodation required delivered to a minimum of Building Regulations M4(2) and some will need to be M4(3)b.
- Meets or exceeds NDSS, with a minimum size of 1-bed, 1-person.
- Pets considered.

### Location:

- Reasonable public transport links into city centre.
- Out of city centre - around a mile away where possible

### Support requirement/options:

- Strengths-based, trauma and adversity informed, and culturally inclusive services.
- Wraparound floating support which can fluctuate when support needs do.
- Changing Future ‘My Team Around Me’ approach.<sup>1</sup>

Supported Living Schemes in ASC cohorts could be suitable if support needs can be met.

### Revenue funding and commissioning routes

- ASC revenue funding is provided through the Adult Purchasing budget. Support would be commissioned through ASC Singles Framework and is ideally delivered by a contracted provider commissioned by the council with no formal/commercial ties to the housing provider. Any new schemes to be developed with a tri-party agreement between the Registered Provider, the commissioned care provider and council.
- People experiencing homelessness can access supported housing through the Housing Support Register.
- Clients who are part of the ASC and homelessness cohort could have a jointly commissioned homelessness pathway with ASC package. Not part of the homelessness pathway but we are undertaking a pilot to illustrate this approach. There is a strategic aim to look at joint commissioning with housing/health/public health to align scarce resources for greatest impact.

### Best practice

#### High Stability Housing

The successful pilot of **High Stability Housing** (HSH), funded by the government’s Rough Sleeping Prevention Initiative (RSI), has evidenced a need for this type of accommodation for those with longer term support needs. HSH provides stable self-contained accommodation for service users with Care Act eligible needs experiencing multiple disadvantage.

HSH provides an alternative supported accommodation option where other options have not worked. HSH doesn’t have strict move on timescales but provides a stable basis for recovery with trauma-informed, restorative support. The stable and tolerant approach provides a solid foundation for recovery.

1: [My Team Around Me – Changing Futures Bristol](#)

## 5.2 People experiencing homelessness or are at risk of homelessness

The following cohort groups are people who are likely to access supported housing through becoming homeless or because they are at risk of becoming homeless.

These cohort groups are:

- Young people and care leavers (18+)
- Single people experiencing homelessness and rough sleeping
- Families experiencing homelessness
- People experiencing domestic abuse
- People with substance use support needs.

The previous cohort – people experiencing multiple disadvantage – may also present through the homeless route, including people who have

been rough sleepers. People in this cohort group often sit between the council's duties relating to homelessness, mental health and the Care Act.

Each cohort section gives information about how services will be commissioned and how people will be referred into services or offered placements. In many cases this will be through the Housing Support Register (HSR). The HSR is an online system for referrals, waiting list management, and allocations. It is owned and managed by the council, and providers and professionals have levels of access that enable them to refer people onto the system and manage waiting lists.

As with the ASC section, there is overlap between cohorts which has led to some sections including the same type of accommodation required.

### 5.2.1 Young people including care leavers (18+)

This cohort includes young people aged between 18 up to 25, with the majority 18 to 21.<sup>1</sup> It includes care leavers and young people who have support needs and who are homeless<sup>2</sup> or at risk of homelessness<sup>2</sup>. It also includes 22 to 24 year olds who have a learning disability or are particularly vulnerable. The aim for young people in supported accommodation is to increase their independence and enable them to move-on to their own tenancy in the future where possible.

#### Needs data

- Bristol City Council's 2023 needs analysis found these key issues:
  - Increased presentations to our Youth Hub

- Increase in incidence and severity of mental ill health
- Increasing numbers of care leavers
- Lack of affordable move on opportunities for young people<sup>3</sup>
- Presentations and referrals to Bristol Youth Meditation Advocacy Prevention Service (MAPS) (Youth Housing Hub service) has increased by 35% from 2018/19.<sup>4</sup>
- In September 2022, 190 young people were on the waiting list for housing through the Housing Support Register.<sup>5</sup>

**1:** Accommodation for young people under 18 is excluded in this Plan as the majority is met within Children's Services and has different regulation and funding mechanisms. [The 16+ Commissioning and Sufficiency Strategy for Children in Care and Care Leavers 2023](#) has further information on our strategy for this cohort, including our increased accommodation delivery for Unaccompanied Asylum Seeking Children.

**2:** [Children \(Leaving Care\) Act 2000](#) – defines care leavers

**3:** [YPHIP Cabinet Report Sept23v6 final version 23 8 23.pdf \(bristol.gov.uk\)](#)

**4:** [Appendix A YPHIP Commissioning Plan 2023 final.pdf \(bristol.gov.uk\)](#)

**5:** [Sufficiency Strategy Update Feb 2023.pdf \(bristol.gov.uk\)](#)

## Key housing challenges

- There is a high demand for a limited supply of accommodation.
- There is a need for accommodation outside the centre as current hostels are in the city centre.
- Some young people have complex needs including; drug and alcohol dependency, contextual safeguarding and mental health support needs and lack skills to live independently or build relationships. This makes it harder to find suitable accommodation.
- Increase in care leavers presenting as homeless who are out of area with a local connection to Bristol.
- Young people find it difficult to move on from supported accommodation due to the limited housing options, unaffordable private rents, low incomes and welfare reforms.<sup>1</sup>

## Future housing need over the next five years

### Mix of studio flats and shared cluster flats x 2 schemes of 10–15 bed spaces/homes – Move-on accommodation

#### Build:

- 10–15 bed schemes with a mix of studios and shared cluster flats with a managed entrance.
- Shared cluster flats to have a max of three people.
- Ensuites required.
- Accessible accommodation, building to M4(2) standards as a minimum.
- Individual workspace – desk and broadband.
- Secure outside place to keep bikes.
- Communal space, including shared kitchen, living room, laundry facilities.
- Staff space and facilities, including an appointment / support room.

#### Location

- Outside the city centre.
- Good access to transport links, shops and facilities.

#### Support requirement/options:

- Accommodation for care leavers and/or young people leaving home for the first time.
- Support for young people to become more independent.
- Mental health support.
- Psychologically and trauma informed support models.
- Support level will be looked at on a scheme by scheme basis.

1: [Appendix A YPHIP Commissioning Plan 2023 final.pdf \(bristol.gov.uk\)](#)

## 1 x 5 clustered studio flats for women & 1 x 5 clustered studio flats for men<sup>1</sup> – Temporary accommodation

### Build:

- 1 x 5 clustered studio flats for women and 1 x 5 clustered studio flats for men.
- Individual workspace – desk and broadband.
- Secure outside place to keep bikes.
- Accessible accommodation, building to M4(2) standards as a minimum.
- Meets or exceeds NDSS, with a minimum size of 1-bed, 1-person.
- Staff office space and separate room for appointments.
- Consider robust building layout and design.

### Location:

- Outside the city centre.
- Good access to transport links, shops and facilities.

### Support requirement/options:

- People with complex needs, including care leavers whose needs are too high risk for youth pathway supported accommodation.
- Experienced staff team who are confident to work with people complex needs.
- High-support services which are psychologically and trauma informed support models and can provide mental health support.

## Housing First x 10 homes – Longer-term accommodation

### Build:

- Dispersed, self-contained properties (studios or flats).
- Accessible accommodation – M4(2) standards as a minimum and some to be M4(3)b.
- Meets or exceeds NDSS, with a minimum size of 1-bed, 1-person.
- Individual workspace – desk and broadband.
- Secure outside place to keep bikes.

### Location

- Across the city.

### Support requirement/options:

- Young people who are unable to be housed through the Homelessness Pathway.
- Wraparound support which can reduce.
- Psychologically and trauma informed support models.

Our emergency accommodation requirements are in the Emergency Accommodation Framework.<sup>2</sup> The requirement is likely to be bespoke to the provider, depending on available accommodation.

<sup>1</sup> Under normal circumstances trans, non-binary, gender-fluid or agender people should be referred to and be able to access the service that best matches their gender or the service that they feel most comfortable with. However there may be instances where Trans and gender-diverse people are sometimes lawfully denied access to particular services, facilities and groups that are for women or men only.

<sup>2</sup> [BSH/HLN/Emergency Accommodation Framework - Find a Tender \(find-tender.service.gov.uk\)](https://www.find-tender.service.gov.uk)

## Revenue funding and commissioning routes

- Temporary revenue funding through government funding programmes, previous examples include the Single Homelessness Accommodation Programme.
- For care leavers, Children Services may consider temporarily providing revenue support to enable tenancy readiness, fixed term with a maximum length of 12 months.
- Children Services and Housing work together to consider potential elements of joint funding.
- Young people who are homeless / at risk of homelessness and care leavers are referred to the Youth Hub. Supported accommodation is accessed through the Housing Support Register but is unlikely to be available for young people presenting as homeless, so registered supported accommodation is sourced by the Children's Placements Team.

## Best practice

### Ashley Community Housing

Childrens Services and Housing Options are working with **Ashley Community Housing** on supported accommodation for 18+ care leavers whose immigration status shows they have leave to remain, and some without, and are currently in high-cost accommodation. The provision includes a six bedroom shared house which has been refurbished, in an area with access to their educational and cultural needs. Each bedroom has furniture provided. Each young person receives five hours of support per week. This support includes move-on options to prevent future homelessness, applying for welfare benefits, and help into education or employment.

**1:** This specialist housing scheme does not have specific revenue support but shows a good example of innovative practice with this cohort. Further information on lessons learned can be found here: [www.housingfestival.org.uk/publications/launchpad-lessons](http://www.housingfestival.org.uk/publications/launchpad-lessons)

## LaunchPad

**LaunchPad** is a modular development of 31 studio apartments with shared communal facilities in Fishponds completed in October 2019. It is an innovative mixed community of students, key workers and young people who have experienced homelessness or care. This scheme an excellent example of partnership between housing association Brighter Places, 1625 Independent People (1625ip), University of Bristol, Alec French Architects, Bristol City Council and Bristol Housing Festival, who shared a vision for quality move-on affordable accommodation for young people. The scheme offers a balance of personal and communal space, which was particularly important for the young people who had experienced homelessness or care<sup>1</sup>.

## Hull City Council

**Hull City Council** has been delivering young people's shared accommodation for six years. Tenants share two or three bed council homes in central areas which are well connected to local transport. This has been incredibly successful, and their Childrens Services and Housing Commissioning are jointly looking to expand this work. The scheme works well as there is careful consideration to who lives together to enable a successful tenancy. Furthermore, the tenancy is not a specific length, making young people, especially care leavers, feel more secure. It is a positive stepping stone for young people helping them to become more independent, whilst also preventing isolation.



Launchpad photo ©Brighter Places

## 5.2.2 Single people experiencing homelessness and rough sleeping

Single people experiencing homelessness and rough sleeping are adults, aged 22 or over, who are homeless or at risk of becoming homeless. They may be sleeping rough, living in hostels or in poor quality accommodation. This cohort includes people who have multiple and complex needs, such as drug and alcohol misuse, mental ill health and/or a history of offending.

### Needs data

- Bristol commissions around 881 units of supported housing through a series of homelessness pathways, with different levels of support. There will also be 148 supported move-on homes delivered in 2024, with over 100 of these already having tenants in.
- In February 2023 there were 119 clients waiting for accommodation in the highest support services, including 49 placed in unsuitable private accommodation.

### Key housing challenges

- Lack of supply and increased demand, including greater demand for medium level support, accessible accommodation and other supported accommodation types, has increased the use of expensive temporary accommodation.
- The sector is moving away from delivering large hostels and focusing on smaller supported accommodation (around 15–35 beds), but currently does not have enough supply.
- Government grant revenue funding for supported move-on accommodation is temporary and we will need to consider how to bridge the funding gap.
- People moving on from supported accommodation find it difficult because of high rent prices, failing affordability checks and substantial demand in the general needs sector.

## Future housing need over the next five years

### Temporary Supported Accommodation x 100 bed spaces

#### Build:

- Blocks of accommodation, from 15 to 35 bedrooms.
- Ensuites preferred.
- Communal rooms, including kitchens and social areas.
- Meeting room for service users, staff office room.
- Some wheelchair accessible M4(3)b wherever possible/as required, with consideration to physical and non-physical disabilities
- Pets considered.
- Consider misting systems for some units where possible.

#### Location:

- Reasonable public transport links into centre of Bristol.

#### Support requirement/options:

- 24/7 staffed.
- Licences rather than Assured Shorthold Tenancies.

There is also a need for High Stability Housing which is discussed in the ‘People experiencing multiple disadvantage’ section.

## Revenue funding and commissioning routes

- Temporary revenue funding through government funding programmes, previous examples include the Single Homelessness Accommodation Programme.
- The Homelessness Commissioning team would consider revenue funding opportunities on an ad hoc approach depending on potential savings and suitability for the cohort.
- Most existing supported accommodation is grouped into pathways, aiming to support clients to progress through high, medium and low accommodation and then move-on to independent tenancies. Pathway referrals are made by the Interim Supported Accommodation team, Outreach team and through the Housing Support Register (HSR).
- For supported move-on accommodation households are mainly placed from temporary accommodation and from higher support pathways. Nominations are through the HSR.
- We have new frameworks for delivering supported accommodation to complement the pathways, including the Temporary Social Housing Frameworks.

## Best practice

### Derby Street

The **Derby Street** development is an excellent example of the public and private sector working in partnership to deliver beneficial community support. The Hill Group has delivered eight modular SoloHaus homes for Places for People, installed on underutilised land provided by Bristol City Council. The purpose-built homes were gifted through Hill’s Foundation 200 initiative, a £15 million pledge to design, manufacture, and donate 200 modular homes to homeless charities and local authorities by 2025. The SoloHaus homes are designed to provide temporary accommodation for people who have experienced homelessness, providing a safe, comfortable, and independent space for residents, with ongoing support provided by Places for People.



Photo © Simon Murrell / Hill Partnerships Ltd

We are committed to working to the Bristol, North Somerset & South Gloucestershire (BNSSG) Trauma Informed Principles.<sup>1</sup> Future buildings should provide environments that offer **psychologically informed and trauma-informed settings** for people to recover in and prepare to effectively move-on.

<sup>1</sup>: [Principles for Trauma-Informed System \(bristolonecity.com\)](https://www.bristolonecity.com)

### 5.2.3 Families experiencing homelessness

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Families experiencing homelessness are families (couples or single parents) with an expectant mother in the household or with dependent children. Supported accommodation is for families we owe a duty of accommodation under the Housing Act 1996 <sup>1</sup>, and who would benefit from supported housing.

#### Needs data

- In 202–22 data from the Housing Support Register showed:
  - 22% of new placements were aged 16–18, 45% were 19–25 and 33% were 26 years and above.
  - 27% of families placed in our supported accommodation have support needs due to domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage; 21% of service users have mental health support needs and 6% have physical health support needs.
  - The number of male only head of households currently in our unsupported temporary accommodation has increased to 10%.
  - 24% of new placements are presenting with learning needs.
- The 2022 Needs Analysis showed 237 families with children over three with support needs were in unsupported emergency accommodation.

#### Key housing challenges

- Family homelessness has been increasing due to a combination of the economic environment, welfare benefit reform and affordability of accommodation, particularly in the private rented sector.
- Families are staying longer in supported accommodation, leading to more demand from families in unsupported emergency and temporary accommodation who are waiting to move into supported accommodation. This presents us with financial challenges and difficulties in providing the right accommodation.
- There is a need for medium and high support accommodation for parents with high support needs.

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1: [www.legislation.gov.uk](http://www.legislation.gov.uk)



## Future housing need over the next five years

### Dispersed and/or clustered accommodation x 200 homes – Temporary move-on accommodation

#### Build:

- Self-contained accommodation with up to five rooms suitable for sleeping.
- No more than four households in one building where the entrance is shared.
- Accessible ground floor level access for parents/children with accessibility needs.
- Psychologically informed environment in terms of services, building design and physical environment.
- Outdoor space preferred.

#### Location:

- Geographical spread across the city.
- Accessible to city centre via public transport.
- Served by local community infrastructure.
- Near to schools, nursery/playgroup provision.

#### Support requirement/options:

- Floating support or support provided by the delivery partner.
- Low and medium level of support.
- Consider male only dispersed supported accommodation and accommodation for vulnerable parents aged 19 to 26.

### Family hostel x 1 scheme – Short-term supported accommodation

#### Build:

- Accommodation for around 15 households.
- Bespoke accommodation for vulnerable parents.
- Self-contained or ensuite.
- Accessible ground floor level access for parents/children with accessibility needs.
- Psychologically informed environment in terms of services, building design and physical environment
- Outdoor space preferred.

#### Location:

- Accessible to city centre via public transport.
- Local amenities available.
- Served by local community infrastructure.
- Near to schools, nursery/playgroup provision.

#### Support requirement/options:

- Medium and high support provision for parents with higher support needs.

## Revenue funding and commissioning routes

- Revenue support costs are likely to come through the Homelessness Commissioning team.
- Families will be referred through the Housing Support Register (HSR).
- Registered Providers (RPs) can offer accommodation for the Supported Families Accommodation Framework. This could be either grant funded housing at Social Rent level plus service charge. Or on a full cost recovery basis, with the RP acquiring/leasing properties, and developing a rent and eligible service charge that enables delivery.

## Best practice

### Ashley Community Housing

Ashley Community Housing are currently providing supported family accommodation for 15 families in Bristol. All of these families were previously living in emergency/temporary accommodation provided by the local authority.

Now these families are living in supported accommodation, they are provided with one-to-one advocacy and signposting pathways into employment, as well as wider support, moving them towards living independently. This benefit to the resident is in addition to the financial saving of up to £300k per year to the council.



## 5.2.4 People experiencing domestic abuse

The Domestic Abuse Act 2021 defines domestic abuse and safe accommodation<sup>1</sup>. Homelessness and domestic abuse often coexist, and each can perpetuate the other creating a chronic cycle of abuse and homelessness. Without receiving support at the right time, survivors of domestic abuse can easily become homeless and have housing problems.<sup>2</sup>

### Needs data

- From January to March 2023, 11% of the statutory homeless households we had a duty to accommodate were vulnerable because of domestic abuse. This included households with dependent children, pregnant women, and people with care and support needs.<sup>3</sup>
- At August 2021, 43% of domestic abuse victims on HomeChoice Bristol were Disabled. They will have specific needs e.g. adaptations or ground floor accommodation.

### Key housing challenges

- Flexible accommodation is needed to house a range of domestic abuse victims. This includes families – including people with older children, space dedicated to women, homes for people with other vulnerabilities (e.g. mental health or substance use), accessible accommodation, LGBTQ+ accommodation, and male spaces that allow children.
- Changes in the Domestic Abuse Act means nationally people made homeless because of domestic abuse have automatic priority need for homelessness assistance. Also, domestic abuse victims must have the right accommodation-based support where needed. Privately-owned and managed temporary accommodation that's not separate or self-contained and with shared toilet, bathroom, or kitchen facilities (such as Bed and Breakfast accommodation) is not considered relevant safe accommodation<sup>4</sup>. This has increased demand for accommodation.

1: [Domestic Abuse Act 2021 \(legislation.gov.uk\)](https://legislation.gov.uk)

2: [Safe Accommodation Strategy \(bristol.gov.uk\)](https://bristol.gov.uk)

3: [Domestic Abuse Act 2021 \(legislation.gov.uk\)](https://legislation.gov.uk)

4: [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services \(www.gov.uk\)](https://www.gov.uk)



## Future housing need over the next five years

### Respite Rooms x 1 scheme – Temporary accommodation

#### Build:

- Covert scheme – not obvious safe house.
- Up to 10 people in one house or two separate houses close together (separating drug and alcohol users).
- Shared spaces; kitchen, living room, bathrooms.
- Large meeting space which is multi-purpose and flexible.
- Designed more like a home-psychologically informed environment.
- Private bedrooms which can be locked.
- Ensuites preferred.
- Outside space.
- Accessible ground floor units – M4(3)b - with ensuite.
- Staff space, including confidential space, private meeting rooms and sleeping room

#### Location:

- Across the city

#### Near to:

- pharmacies/GPs,
- good community networks,
- transport links,
- other services.

#### Avoid areas which are near to:

- perpetrators, sex work, or easy access to drugs and alcohol.

#### Support requirement/options:

- High level of support for vulnerable people – 24/7 support.
- Intensive support in a psychologically informed environment (trauma-informed designs).

## Dispersed Accommodation x 10 homes – Move-on accommodation

### Build:

- Small schemes of self-contained homes with communal spaces, with up to 10 homes in a scheme.
- Own entrances/front doors where possible.
- Enhanced physical safety measures within the homes e.g. Sanctuary Schemes.
- Space for children.
- Accessible accommodation – M4(3)b.
- Consider pets.

### Location:

- Across the city.

### Near to:

- pharmacies/ GPs,
- good community networks,
- transport links
- other services.

### Avoid areas which are near to:

- perpetrators, sex work, or easy access to drugs and alcohol.

### Support requirement/options:

- People with low/medium level of support needs.
- Floating support.
- Flexible accommodation which can be repurposed depending on the protected characteristic of the victim.
- Could house victims with accessibility requirements, male victims, people moving on from Respite Rooms and/or complex need safehouses.

## Revenue funding and commissioning routes

- There are opportunities to apply / receive revenue funding from government. Examples include New Burdens Funding from the Domestic Abuse Act 2021, Respite Rooms pilot and Rough Sleeping Initiative funding.
- The Housing Support Register (HSR) is how domestic abuse victims will be allocated supported accommodation.<sup>1</sup>
- People moving to respite rooms are likely to come from the homelessness routes or could be an existing social housing provider tenant.

## Best practice

### Domestic Abuse Housing Alliance (DAHA)

Accreditation is the UK benchmark for how housing providers should respond to domestic abuse in the UK. A new post has been created within the Council which will support us to work towards DAHA Accreditation and support other registered providers to become accredited.

We support the **“Whole Housing Approach”** to tackling domestic abuse. This approach delivers secure pathways to safe housing for a wide range of survivors and their children. It ensures access to a full suite of housing options, availability of suitable move-on accommodation, and incentives for agencies and organisations to work together more collaboratively.

**1:** This is for housing support only and does not cover care. If someone has care needs then accommodation providers would need to know how these needs are being met before they could be accepted.

## 5.2.5 People with substance use support needs

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Substance use and dependency is often an exacerbating factor linked to wider social, physical, and psychological issues, including homelessness. This then presents an additional barrier to engaging in treatment services. A large proportion of people with substance use support needs will come through the homelessness route. There are also people with substance use support needs that aren't homeless and require other support, including floating support to sustain their home.

### Needs data

- A large proportion of people within our Homelessness Prevention Pathways Accommodation are receiving drug and alcohol support.<sup>1</sup> 21% of people triaged by ROADs, Bristol's drug and alcohol treatment system, were assessed as being homeless or at risk of homelessness.
- The Health Needs Analysis 2022 showed a strong link between substance use, mental health and physical health needs.<sup>2</sup>

### Key housing challenges

- Homelessness accommodation for this cohort is mainly dispersed self-contained or shared accommodation, and is normally an environment for people to recover in. However, people can end up staying in this accommodation for lengthy periods of time.
- The Joint Strategic Needs Assessment 2023<sup>3</sup> states 'An alternative to traditional supported housing must be explored for Bristol clients in need of alcohol or drug treatment to receive specialist support that includes their housing need.' This could include Housing First or similar.

### Future housing need over the next five years

Future supported housing need is included in other cohorts of this plan. This will include, but not limited to the 'Single people experiencing homelessness and rough sleeping' and 'People experiencing multiple disadvantage' cohort.

### Revenue funding and commissioning routes

Our substance use services are primarily funded through the Public Health grant. There is also temporary government funding from the Supplemental Substance Misuse Treatment and Recovery grant, which enables us to implement interventions in alignment with our local drug strategy<sup>4</sup>.

The council funds services which help people recover from homelessness. These include substance misuse preparation and in-treatment housing. The Homeless Health Service provides primary care health advice and treatment to people who are homeless<sup>5</sup>.

The Substance Misuse Accommodation Pathway is Pathway 4 of the Homelessness Prevention Pathway. People will be referred through the Housing Support Register (HSR).

1: [Decision pathway Report HSR2023-2025final 2811.pdf \(bristol.gov.uk\)](#)

2: [People Experiencing Homelessness in Bristol Health Needs Analysis](#)

3: [JSNA 2022/23 - Substance Use \(bristol.gov.uk\)](#)

4: [Draft Substance Use Treatment Services Commissioning Plan 2023.pdf \(smartsurvey.io\)](#)

5: [Draft Substance Use Treatment Services Commissioning Plan 2023.pdf \(smartsurvey.io\)](#) & [Homeless Health Service – Primary Healthcare for homeless people](#)

## 6. Consultation and Engagement

**We have developed this plan with input from teams across the council in Adult Social Care, Children’s Services, Housing and Public Health, to design an approach and bring together the existing information the council has on supported accommodation for each cohort. Those teams best know the needs of their cohorts and have used their most recent needs analysis data to inform this work. We have engaged with our Supported Housing Delivery Board from the early stages of developing the plan.**

We have engaged with housing and support providers to ensure this plan is clear on the council’s key priorities for new supported housing delivery.

Service user engagement will take place on a scheme by scheme basis as new provision is being brought forward. This will be the responsibility of the housing provider, working with the appropriate support commissioners.

## 7. Equality and Inclusion

**Promoting equality, diversity and inclusion, and addressing inequalities is at the heart of our values as an organisation and we have undertaken an Equality Impact Assessment (EqIA) of this plan which is available on request.**

We recognise that many issues affect individuals and groups differently and require specific solutions and we will ensure that people’s differences and individual needs are considered. Future supported housing for our cohorts must consider accessibility and cultural needs, as required, in both the accommodation’s design and in ongoing support and management. Consideration of a scheme EqIA and user engagement will be carried out at scheme development stage.

Our aim is to create environments and services where everyone feels welcome and heard, and to make sure the homes and support services we provide are accessible, inclusive and culturally appropriate for the people who need them.

Our Equality & Inclusion Strategic Framework 2023-2027 continues to set our vision; to create a fairer, safer, accessible, and inclusive city where everyone feels that they belong, that they have a voice, and have an equal opportunity to succeed and thrive.

Furthermore, as a public body we are bound by the Public Sector Equality Duty and all we must ensure we meet our statutory obligations under this duty.

## 8. Monitoring and Evaluation

**There are various levels of reporting that all Project 1000 related work is subject to. This is to provide corporate oversight, manage and mitigate risks, provide transparent decision-making processes, and scrutiny. Project 1000 sets out the various governance, monitoring and scrutiny arrangements.**

The planned delivery of supported housing will be monitored by the Housing Strategy and Enabling Team and reported to the Supported Housing Delivery Board.





# Appendix A

## Bristol City Council’s Funding Models

### A.1 Specialised Supported Housing Funding Model

An example of best practice for complex needs supported housing delivery is the Specialised Supported Housing (SSH) delivered by a RP with separately procured care and support.

The SSH policy places emphasis on enabling RPs to deliver bespoke housing solutions through the acquisition of properties utilising the SSH Rent Standard exemption. The council has established specific criteria and processes that must be met for a SSH delivery proposal to be supported by the requisite care contract. Further information on this approach is in our ‘Policy and Advice for Housing for Adult Social Care Clients.’

### A.2 Bristol City Council – Affordable Housing Funding Policy

The Affordable Housing Funding Policy (AHFP) 2022 - 2025 explains how we use capital funding to help housing providers build affordable homes in Bristol where there is a gap in available subsidy, and the development cannot continue without some extra funding. Further information can be found in the [Affordable Housing Funding Policy](#).

## External Capital Funding Models

Other potential external capital funding streams that we are aware of are below.

### A.3 Homes England funding

Homes England Capital Funding Guide (CFG) sets out information on capital funding available for ‘Specialist Homes’. Further information can be found in [Capital Funding Guide – 3. Specialist Homes](#)

### A.4 NHS England grants and funding

Grants and funding information from NHS England can be found here: [NHS England » Better Care Fund](#)



# Appendix B: Relevant legislation, policies and references

## B.1 Bristol City Council strategies and policies:

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[16+ Commissioning and Sufficiency Strategy for Children in Care and Care Leavers 2023](#)

[Adult Social Care Commissioning Strategy 2023-24](#)

Adult Social Care Policy & Advice for Housing for Adult Social Care Clients

[Affordable Housing Funding Policy 2022–2025](#)

[Affordable Housing Practice Note](#)

[Bristol Domestic Abuse Safe Accommodation Strategy 2022–2025](#)

[Bristol One City Plan 2023](#)

[Corporate Strategy 2022–27 \(bristol.gov.uk\)](#)

[Drug & Alcohol Strategy 2021](#)

[Homelessness & Rough Sleeping Strategy 2019–2024](#)

Intentionally homeless decision making for care leavers – proposals for new ways of working (*available on request*)

[Mayoral Commission on Domestic Abuse](#)

[Government’s Housing Standards Review - Operation of Bristol Local Plan Policies](#)

[People experiencing homelessness in Bristol health needs analysis December 2022](#)

[Project 1000; Affordable Housing Delivery Plan 2022–2027](#)

[Standard for Supported Accommodation, May 2022 Revision](#)

[Space Standards Practice Note](#)

[Sufficiency Strategy – Placements for Children in Care and Care Leavers 2023](#)

[Think Autism Strategy](#)

[‘Working with us for Better Lives’](#), Market Position Statement for the provision of Care and Support for Adults in Bristol, May 2018

[Young People’s Housing & Independence Pathway Commissioning Plan 2023](#)

## B.2 Legislation and regulation:

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[Autism Act 2009](#)

[Children \(leaving Care\) Act 2000](#)

[Children & Social Work Act 2017](#)

[Domestic Abuse Act 2021](#)

[Homelessness Reduction Act 2017](#)

[Housing Act 1996](#)

[New Mental Health Act code of practice - GOV.UK \(www.gov.uk\) People at the Heart of Care, Adult Social Care Reform White Paper](#)

[Protection from Eviction Act 1977](#)

[Public Contracts Regulations 2015](#)

[Social Housing Rents \(Exceptions and Miscellaneous Provisions\) Regulations 2016](#)

[The Care Act 2014](#)

[The Housing and Regeneration Act 2008](#)

[National Health Service Act 2006](#)

[The Mental Health Act 1983](#)

[The Supported Housing \(Regulatory Oversight\) Act 2023](#)

## B.3 Guidance:

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[Commissioning services for autistic people - Dept. of Health & Social Care](#)

[Design Guidelines for inclusive enabling environments for adults with complex needs](#)

[Living in the Community, Housing Design for Adults with Autism](#)

[Living\\_in\\_the\\_Community.pdf - Living in the Community Housing Design for Adults with Autism](#)

[www.gov.uk/government/publications/supported-housing-national-statement-of-expectations/supported-housing-national-statement-of-expectations](#)

[Valuing People - A New Strategy for Learning Disability for the 21st Century - GOV.UK \(www.gov.uk\)](#)

# Appendix C: Glossary

Term	Abbreviation used	Meaning
<b>Adult Social Care</b>	ASC	Bristol City Council's Adult Social Care directorate, which covers a wide range of activities to help adults live independently and stay well and safe.
<b>Affordable homes</b>		Low-cost housing for people who can't meet their housing needs because their income is too low to meet private market costs.
<b>Aftercare</b>		The help a person will receive when they leave hospital.
<b>Bespoke accommodation</b>		Catered to individual needs.
<b>Care Act eligible</b>		Section 13 of the Care Act 2014 requires local authorities to assess an adult's needs for care and support and decide whether a person is eligible for publicly funded care and support. A person's eligible needs are those that are determined after the Care Act assessment.
<b>Clustered accommodation</b>		People have their own private bedroom, or other single person accommodation units, but share communal facilities.
<b>Contextual safeguarding</b>		Contextual Safeguarding is an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships.
<b>Dispersed accommodation</b>		Accommodation that is spread across the city.
<b>Extra care housing</b>		Specialist housing designed for older people offering help with personal care, and suitable for people with higher or increasing care needs.
<b>Floating support</b>		The support is not linked to a specific building or type of accommodation and is not normally provided by someone's landlord.
<b>General needs housing</b>		Housing that is not purpose built, adapted, or managed for a particular client group.
<b>High Stability Housing</b>	HSH	Stable self-contained accommodation for service users with Care Act eligible needs and who are experiencing multiple disadvantage.
<b>HomeChoice Bristol</b>		The name of the scheme that the council and our partner Housing Associations use to allocate properties within the city. Properties are advertised and people on the housing register who qualify for that size of property can express an interest in the properties they want to be considered for.

Term	Abbreviation used	Meaning
<b>Housing First</b>		A housing and support approach which provides non-conditional access to housing and an offer of person-centred support.
<b>Housing Revenue Account</b>	HRA	The records of expenditure and income on running the council's own housing stock and closely related services, which are provided primarily for the benefit of the council's own tenants.
<b>Housing Support Register</b>	HSR	An online service for professionals to make referrals for supported housing or housing related support, and for services to access waiting lists and applicant details. It's a single point of access for referring an applicant to multiple services, making the process quicker and easier.
<b>Hub and Spoke Model</b>		A model of support where providers are localised to a particular area, allowing them to have a 'hub', or main support service, from which they can flex background support or, additional one to one support as needed to other services within their locality (the spokes).
<b>Exempt Accommodation</b>		Accommodation provided by a council, housing association, registered charity or voluntary organisation where that body or person acting on their behalf provides the service user with care, support or supervision.
<b>Local Housing Allowance(s)</b>	LHA	These are the central government rates setting the maximum amount of Housing Benefit payable for tenants in a particular area.
<b>M4</b>	M4	Part M4 of the building regulations cover access to and circulation within buildings, with requirements for facilities for Disabled people.
<b>Move-on accommodation</b>		A stepping-stone between hostels and independent living.
<b>Nationally Described Space Standards</b>	NDSS	National standards for the design of homes. They include minimum dimensions and design criteria to make homes comfortable, safe and adaptable, to allow people to carry on everyday activities at ease.
<b>Preparing for Adulthood</b>	PfA	The period in a child's life as they move through their teenage years into adult life. The council's PfA team works with young people approaching age 18 who have been getting care and support from children's social care services and may be eligible for adult social care.
<b>Project 1000</b>		This is the name of our Affordable Housing Delivery Plan 2022-25
<b>Psychologically Informed Environment</b>		Psychologically Informed Environments are services that are designed and delivered in a way that takes into account the emotional and psychological needs of the individuals using them.
<b>Registered provider</b>	RP	A provider of social housing registered with the Social Housing Regulator
<b>Rough Sleeping Accommodation Programme</b>	RSAP	A government funding programme launched in 2020 to support people sleeping rough into longer term accommodation.
<b>Sanctuary Schemes</b>		Schemes that provide enhanced physical security measures within a home.

Term	Abbreviation used	Meaning
<b>S.117 aftercare funding</b>	S.117	A person will be entitled to section 117 aftercare if they have been detained in hospital under sections 3, 37, 45A, 47, or 48 of the Mental Health Act 1983.
<b>Self-contained accommodation</b>		The basic elements of living (sleeping, washing, preparation of food, and so on) are located together within a defined area and are not shared by more than one household or tenant.
<b>SEND</b>	SEND	Children and young people with special educational needs and disabilities (SEND) have learning difficulties or disabilities that make it harder for them to learn.
<b>Specialised Supported Housing</b>	SSH	A sub-category of supported housing that is exempt from usual social rent setting requirements as set out in the Rent Standard (these are requirements for registered providers in England in relation to social rent setting) and the Government’s Policy statement on rents for social housing.
<b>Single Homelessness Accommodation Programme</b>	SHAP	A government funding programme to increase the supply of high-quality accommodation with accompanying support to address gaps in homelessness pathway provision for single people aged 18+.
<b>Social Housing</b>		We are using the definition of social housing from Social Housing Rents (Exceptions and Miscellaneous Provisions) Regulations 2016. This is low-cost rental accommodation with support, provided by an RP specifically and exclusively for residents who have been identified as needing support. The accommodation can be either designed, or refurbished, to enable residents to live independently, or it can be designated as available only for people with specific support needs.
<b>Stakeholder</b>		A person, group or organization with a vested interest, or stake, in the decision-making, delivery and activities of a project or service.
<b>Subsidy loss</b>		Subsidy loss is the difference between the housing benefit eligible rental cost of accommodation, and the amount refunded to the council by central government.
<b>Supported Housing</b>		Accommodation in which the tenant or licensee receives support or supervision that is linked in some way to their accommodation: as a general rule, they would not be living in the dwelling unless they needed the associated support.
<b>Supported Living</b>		Tailored care and support provided to a person in their own home, normally the home that they plan to occupy indefinitely.
<b>Temporary Accommodation</b>	TA	Under Housing Law, if a person or family becomes homeless and urgently needs a home, the council may provide temporary accommodation while helping them find long-term housing.
<b>Transitions</b>	PfA	See Preparing for Adulthood
<b>Wraparound support</b>		Designed to provide comprehensive, personalised support and resources which reflect the needs of the individual.





### **Documents available in other formats:**

If you would like this information in another language, Braille, audio tape, large print, easy English, BSL video or CD rom or plain text please contact:

**[housingdeliveryteam@bristol.gov.uk](mailto:housingdeliveryteam@bristol.gov.uk)**