

## Next Steps Accommodation Programme (NSAP): Submitted 20<sup>th</sup> August 2020

1. Challenges in finding supported move-on accommodation for those in C-19 emergency provision, or on the street.

Challenges for placing all 2,218 clients anticipated to need emergency accommodation in Bristol in 2020-21 (387 currently in emergency provision and 37 sleeping rough) include:

1. **Higher levels of homelessness than other areas outside London** – Bristol's high levels of street homelessness have seen 840 people accommodated under the Everyone In scheme since March 2020.
2. **High and rising local rent levels** – Even with LHA increases, the highest rising rents outside of London are a significant barrier to moving on, particularly since the market opened back up following lockdown.
3. **Lack of self-contained properties** – a lack of supply of both private and social/affordable one-bed accommodation in the city means intense competition for what is available.
4. **Blockages in supported housing** – Around 800 single homeless people are in supported housing at any one time and 50-60 who become 'stuck' beyond the two years due to factors on this list, and to lack of specific accommodation for people with enduring needs. This prevents new rough sleepers accessing that accommodation.
5. **COVID market conditions** – Uncertainty in the market; increased rental market activity due to unemployment and relationship breakdown; and high numbers of recent move on placements are using up supply of suitable properties.
6. **Challenges in the private sector** – Landlords can be selective and usually want evidence that a prospective tenant can sustain a tenancy or be reassured that ongoing support will be provided to support a tenant with any ongoing support needs.

Additional challenges for at least 70 people who clearly have 'High/complex/multiple needs' include:

7. **History of placement breakdown** – A significant proportion of the 70 High/complex/multiple needs in emergency accommodation have exhausted all other supported housing options due to their multiple and complex needs.
8. **Need for ongoing support** – Around 50 people ongoing mental health needs, substance misuse issues or physical health require ongoing floating support provision.
9. **Challenges in shared settings** – there are people within this cohort who find it difficult to live with others and will not move into supported housing environments where others have support needs, leading to greater exposure to noise, presence of drugs and alcohol related behaviours.

2. How the plans will achieve shared objectives of protecting those currently in Covid-19 emergency accommodation from future homelessness, and achieving a sustained reduction in rough sleeping overall.

Since adopting the 'Everyone in' approach in line with MHCLG guidance we have accommodated 840 people, with nearly 300 people moving on in that time period. Based on the continuing crisis we are working to an estimate of 2,218 clients in total experiencing homeless and at risk of homelessness who need of accommodation by the end of March 2021. We have assimilated the additional Covid 19 accommodation into our overall system, reflecting the large flow of people onto and off the streets in Bristol. In this way we are not only seeking to move people on directly from Covid 19 accommodation onto next steps e.g. PSL scheme (low support) and core and cluster HMOs (medium/high support), but also ensuring we create capacity in the overall system so that people move into the accommodation best suited to their needs.

As part of this whole system approach we are also seeking to move as many people as we can from our existing supporting housing pathway accommodation into social housing and the private rental sector (some into the PSL scheme). This is then freeing up vacancies for people who are accommodated in Covid 19 accommodation with higher support needs to move into our supported housing pathways or looking to target those people who are on the streets who have abandoned or been evicted from Covid 19 accommodation as it did not provide the tailored support they needed to sustain this accommodation.

Similarly, accommodation bought online with new capital for move on will be integrated into this system. This will allow us to move people on from Covid 19 accommodation or from elsewhere in the system – to create space and vacancies in accommodation suited to the needs of the individual – such as creating vacancies in supported housing pathways or more bespoke interventions such as a Housing First approach where accommodation comes first and services and support are wrapped around them. The 'best fit' for an individual is considered through the Covid 19 accommodation Operational Management Groups (OMGs) and where a bespoke solutions are needed, cases are referred to the multi-agency Case Review Group or the Creative Solutions Board (hosted by Golden Key).

RSI funds have been reallocated – with each service area making varying adjustments to ensure the service is operating effectively. However for some proposed work areas the impact has been much greater. SStS funding is going into running the YMCA as a hostel for those newest to the streets (accommodation has been secured until end of March next year). St Mungo's are also setting up of a preventions service operating from New Street as the separation of accommodation and new assessments is important in enabling safer Covid secure environments. St Anne's shelter funding is being used to support clients at the YHA (which has been secured until February next year). The RSI funding for a Second Shelter – and some likely underspend – has been allocated to two separate floating support services to link directly with our proposed INTERIM accommodation proposals for 120+ clients with lower support needs.

The approach is to move from:

### **Q1 End March – end June 2020**

**Phase 1** – Already achieved over 200 successful move on and the through put during Q1 was over 800 people.

- Clients are placed in emergency hotel accommodation and SPOT purchased TA
- Shelters relocated into more structured YHA & YMCA accommodation.

### **Q2 July – end September 2020:**

**Phase two** – planned reduction in emergency hotel use. Already started with reduction at end of July, and again at end of August. This aligns with:

- More moves into the Pathways.
- Increase in PRS tenancies offered to those leaving hotels
- Work with refugee sector – to utilise university help/ Hospitality hosts and voluntary sector
- PSL scheme with 120 units of self-contained accommodation on ASTs for this client group within a wider development (Next Steps bid but delivered from September 2020 – so also included with Interim)
- 9 units for young people in new modular development (Z Pods) delivered end of October/early November

### **Q3 October– December 2020**

**Phase 3** – Reduction in emergency hotels. End emergency hotel use at end of October (with contingency to continue 32 spaces through to March 2021 to absorb increased demand for accommodation).

- Continue to fill Imperial Apartments PSL scheme with full 120 units planned by end of October 2020
- PSL scheme (Hawthorn Croft) leased by St Mungos, on a five year lease, to provide 8 units of Supported Move-on accommodation for women that will also be closely aligned to the women only supported housing Pathway service.
- Block purchase of HMOs to provide a core and cluster model – staggered introduction expected by October 2020. This will provide a cluster of shared housing with intensive support for complex needs (support service already in place from the RSI repurposed funding, currently operating from Arnos Manor). And additional units supported from Supported Lettings & other existing floating support teams to minimise the use, and higher cost, of unsupported TA. (INTERIM bid element). High support needs, different / smaller environment,
- Looking at options within Pathways Accommodation and with our lead providers to see if there are any other ways to increase INTERIM options and maximise moves directly into pathways
- Contingency use of increased block contract Temporary Accommodation and SPOT Temporary Accommodation, particularly to meet the needs of people with NRPF who are actively engaging in a move on solution

### **Q4 Jan- March 2021: (Next Steps Programme delivered)**

We have a substantial and well recognised Supported Housing Pathway accommodation – the issue in Bristol is that people get stuck in this Pathway

because of the lack of longer-term move on options that are affordable. Therefore, our Next Steps bid is for a mixture of **Supported Move on** with non-secure tenancy (as form of TA) or ASTs, providing a useful stepping stone for some clients who still require a more supported structure. We recognise the importance in requesting and being allowed to re-provision units within the wider stock in the future to enable someone to remain there where that is in the person's best interests and an alternative RS unit offered to replace it. This approach will give that individual the opportunity to make this their longer-term home – and the RP or LA landlord commits to providing an alternative unit if the placement is successful.

- During this period the dedicated support teams (Salvation Army, Golden Key, SStS, Support Lettings, Navigators, SIB) will be assessing the longer-term move on needs and options.
- Preparing clients in INTERIM core & cluster for moves on into Pathways high support accommodation, Housing First type option, High Tolerance Housing or Supported Living
- Set up **permanent TA** within the local authority stock to deal with those new to the street but complex needs - with potential to request (from Homes England) re-provision as secure accommodation and commitment to re provide alternative unit where success of placement relies on a secure and settled tenancy for that individual.
- Set up range of Supported Move on provided through RPs with dedicated support team (may be commissioned across the provision – or directly attached to scheme – still tbc) – with potential to request (from Homes England) re-provision as secure accommodation and commitment to re provide alternative unit where success of placement relies on more settled status.
- Assess the level of need for additional move on accommodation likely to be required due to the flow onto the streets (and the impact of evictions and increase in job losses) and continue to work up proposals. Greater focus on modular development (not feasible within the current Next Steps timelines). Based on figures since March with a 20% uplift from October to March), we anticipate having to accommodate 2,218 clients in 2020-21 if all still need to be accommodated
- Housing First type revenue programme, 28 units, with 14 coming through additional supported move on being identified within this bid and the remaining 14 coming from BCC and a range of other registered providers committed to this programme.
- We have also changed our SWEP provision for this winter using hotel rooms, Spot purchased TA and repurposing rooms in supported housing as single bedrooms which we hope will be a better environment to engage with people than a large shelter.
- Re-establishing effective mechanisms to prevent people coming onto the streets

The recommissioning of our Rough Sleeper service has been delayed but a clear strand of the proposed change in approach focussed on the ability to more effectively work with longer term rough sleepers and returners. The proposal is to recognise these as a distinct cohort and create a separate contract – focussing on more personalised move on planning - and judged by longer term successful

outcomes for individuals (rather than block KPIs). A critical element of our approach going forward to deliver a sustained reduction in rough sleeping overall.

For move on purposes we have categorised clients in accommodation according to the Cohorts set out in the guidance. Of the 387 currently accommodated and the 37 people who are currently rough sleeping:

- **High/complex/multiple needs:** *54 clients in this cohort (and an additional 16 people who rough sleeping)*
- **Medium/high needs:** people who have a significant or repeat history of rough sleeping: *149 clients in this cohort (and an additional 18 people who are rough sleeping)*
- **Low/no support needs:** *145 clients in this cohort (and an additional 3 people who are rough sleeping)*
- **People with NRPF:** *39 people in this cohort (and an additional 1 person who is rough sleeping)*

## **2.1 Support services working across properties provided through NSAP funds**

1. Supported Move on Team:- to provide support: for those in new Supported Move on properties (79 properties in capital section) and for those moving into the 8 leased units from St Mungo's at Hawthorne Croft (in revenue only section)
2. Settled Move on Team – 'Housing First' approach: with a multi-disciplinary team including clinical health workers, specialist benefit advice, employment advice and housing advice attached to support 28 rough sleepers with the most complex needs (split between revenue and capital sections).
3. A dedicated registered practitioner (Social Worker or Occupational Therapist) carrying out Care Assessments (initially working alongside the RSI Flexible High Support Service). These clients fall into three groups:
  - a) Ineligible for social care but need some support and sign-posting
  - b) Some eligibility for floating support e.g. via Support to Access the Community (home visits) or Direct Payments (personal budget to pay for support and or accommodation) but still following a homelessness pathway for accommodation
  - c) Eligibility for social care and suitability for a placement of accommodation with support e.g. Supported Living (especially mental health placements), Extra Care Housing (currently estimated at 5-10 people in hotels in this category)
4. Financial Incentives to support 50 people to transition from the street into longer term supported move-on accommodation. Support for securing and sustaining private sector tenancies will include access to the Credit Union supported deposit bond scheme, gifted one month rent in advance, 1 year gas electric, water and Wi-Fi and £100 towards start-up household items. A third of clients will also receive 1 year's bus pass where placed at a distance from city centre / work.

5. A bid to assist people into employment (for 2020/21). We have internally funded employment support for those with NRPF but are seeking to extend this for clients (30k for ESOL and specific employment support) with low support needs who are much closer to gaining employment and for whom this should then increase their likelihood of sustaining their accommodation. We are aiming to target employment support and employability courses for 60 people at a cost of £55,000
6. Move In – a proposal for those who are likely to get stuck in supported housing (40 people) for longer than the expected 2 years as they have long term ongoing needs such as mental health, substance misuse, physical health needs. This service is about a housing led approach that provides both resettlement and ongoing low/medium support for as long as required to enable tenancy sustainment (to be included in a future bid).
7. Peer-led support enabled through VCS partners (to be included in a future bid as VCS capacity currently providing food to clients in Covid 19 accommodation).

### **Interim Fund**

Under the interim fund this client group will access the Core and Cluster HMOs alongside flexible floating support for 60 clients delivered by Golden Key. There will be access to High Tolerance Housing for those that get stuck in our supported Housing Pathways who have longer-term care and support needs. For those housed in 32 hotel beds throughout the winter they will receive food and comfort packages from VCS food providers. There will also be support to access employment for those people in this cohort that are advanced enough in their recovery to consider employment.

## **2.2 Summary of project strands**

### **2.21 Interim costs (20/21) £2,174,274**

- To cover the costs of the hotel and youth hostel provision – with the majority of hotel provision already reduced and ending in September.
- One hotel with continue until march next year (at reduced capacity, 32 rooms)
- YHA and YMCA continue into 2021
- *Move into PRS and our Supported Pathways (no cost request from this fund but critical to our overall approach)*
- Use of a block contract for shared housing to create a cluster of houses where residents can be *supported by a remodelled RSI funded support team*. And additional dispersed accommodation that enables clients to move on out of the hotels for a short period until longer term solutions are secured
- Provision for those with NRPF – through TA and accessing 2 units within our partners non-commissioned youth provision
- Taken on an ambitious PSL scheme in September – providing 120 studio and one-bed flats on assured shorthold tenancies (AST) at affordable rent level

(ASTs)

- Employment support & employability courses for 60 clients
- The cost of support services for individuals in the hotels (and then on into Imperial Apartments and block contract for shared housing) is covered by remodelled RSI funding and other resources from existing providers

## **2.22 Long-term fund (21/24)**

Supported move on options for rough sleepers, supporting people into self-contained accommodation.

### **Capital & revenue requests:**

Revenue request: £1,688,447 and Capital Grant funding of £4,693,866 will deliver 85 homes for Supported Move On to properties identified by BCC and local partners:

- Street Acquisition scheme and Whitehall Road, provided by St Mungo's (44 homes/bed spaces)
- BCC Supported Move On Properties (13 homes/bed spaces)
- Four schemes provided by United Communities/Solon (6 homes/bed space)
- A proposed shared accommodation property, provided by Elim (5 homes/bed spaces)
- New flats in Ashton Rise, a new build development provided by BCC (8 homes /bed spaces)
- Chalk Road Zed Pods, provided by BCC (9 homes /bed spaces)

These are supplemented by 128 further longer term units:

- BCC, Imperial Apartments (120 homes /bed spaces) five year lease
- St Mungo's, Hawthorn Croft (8 homes /bed spaces)

Support for the clients moving on to new accommodation will include:

- A Housing First style programme (for 14 of the 28 complex, long term rough sleepers/returners where a settled accommodation offer alongside access to an intensive support service is more appropriate and cost-effective). This will be linked to 14 of the units identified in this bid. A simplified procurement process will be set up in the next few weeks in anticipation of the need to have this team in place by January 2021.
- A new Supported Move-On Team to support clients to move into the additional 71<sup>1</sup> Supported Move on units delivered through the longer term capital programme, and to 50 of the flats within the Imperial Apartment tenancies. This service will deliver support to build clients' resilience and capability to move on successfully into more secure tenancies. Discussions will take place in the next few weeks with the RPs who have submitted proposals for providing Supported

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<sup>1</sup> (i.e. 85 – 14 used for Housing First style programme)

Move on units to determine the most effective, and sustainable, way to procure & deliver this support service to the timescales required.

**2.23 Revenue only requests within main NSAP bid:**

**Total request:£764,190**

- a) Housing First style programme (for the other 14 of the 28 complex, long term rough sleepers/returners identified for this project). This will be linked to 14 existing RP or BCC units. (No capital element required).
- b) Financial Incentives to support 50 people to transition from the street into longer term supported accommodation.
- c) A dedicated social worker carrying out Care Assessments (initially working alongside the RSI Flexible High Support Service) to help access a care package and alternative more appropriate housing options.
- d) Revenue Support for the remaining 6 months costs of the HMO block contract delivering 120 interim accommodation units within the interim bid.