



# **Young People's Housing and Independence Pathway**

## **Commissioning Plan**

June 2023

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## 1. Introduction

This Young People's Housing & Independence Commissioning Plan is an updated version of the 2017 strategy. It is part of a broad range of activity that supports our shared aim to offer appropriate housing and support to young people who are facing homelessness and for Care Leavers.

We have engaged with young people as part of this process, at the start asking young people living in our commissioned supported accommodation their views about the services. This informed part of our needs assessment. Following this, we developed skeleton ideas and then ran a series of five face to face engagement sessions with young people, having conversations about the services, their needs, wants and aspirations in order to develop our proposals.

At these sessions the young people told us that:

- They really value the support they receive in our services, and they gave examples of the life changing differences this has made for them. They would like this to be delivered more flexibly, to meet their needs as these change.
- It is sometimes very difficult living with other people, especially people you did not know or choose before moving in. Sometimes having many people around you can feel overwhelming or isolating.
- They need a greater level of mental health support than they currently receive.
- Being placed in emergency temporary accommodation with older people can feel frightening.
- They want ongoing engagement about the pathway, housing, and homelessness.

A report about the engagement and consultation undertaken in developing this commissioning plan is attached at Appendix A.

## 2. National Context

### **The Homelessness Reduction Act 2017**

The Homelessness Reduction Act came into force in April 2018, key measures in the act include:

- An extension of the period 'threatened with homelessness' from 28 to 56 days.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness, regardless of priority need.
- A new duty to relieve homelessness for all eligible homeless applicants, regardless of priority need.
- A new 'duty to refer' - public services will need to notify a local authority if they encounter someone they think may be homeless or at risk of becoming homeless.

The Act has prompted a comprehensive review of how homelessness prevention services are delivered. The **Homelessness Code of Guidance for Local Authorities** was published in February 2018, which sets out how local authorities should exercise their homelessness functions under Part 7 of the Housing Act, as amended by the Homelessness Reduction Act 2017.

In addition to this the Department for Education and DLUHC published joint statutory guidance on 16- and 17-year-olds who are homeless, which sets out both Children's Services and Housing Authorities' duties to this group of young people.

[Supported Housing: National Statement of Expectations](#) (2020)

The National Statement of Expectations for supported housing sets out government's vision for ways of working to assess local need, and recommendations for standards in supported accommodation. It aims to set out what good looks like and how it can be achieved.

### **Ending Rough Sleeping for Good (2022)**

The Government considers rough sleeping will have ended when every local area ensures rough sleeping is 'prevented wherever possible and, where it cannot be prevented, it is a rare, brief and non-recurring experience'. In practice this means that they want to see more effective support to prevent rough sleeping from happening in the first place, and a tailored offer of support where it does, so people can build an independent life off the streets.

### **Supported Accommodation Regulations**

In July 2022, the government laid the first set of regulations required to introduce the reforms to supported accommodation for 16- and 17-year-old looked after children and care leavers. The Ofsted Standards for supported accommodation have now been published and the Ofsted registration process opened for providers, with a deadline of 28<sup>th</sup> October 2023 and an inspection regime starting in April 2024.

### 3. Local Context

#### [Bristol Corporate Strategy 2022-27:](#)

**Theme 1: of the Corporate Strategy 2022-27 is Children and Young People** with the top-level aim of achieving “a city where every child belongs and every child gets the best start in life, whatever circumstances they were born in to”.

##### CYP1. Child friendly city

Children and young people are supported by the city, their community, and the council to have the best possible start in life. They can reach their full potential and are kept safe from and supported to overcome violence, abuse, and other adverse childhood experiences, whatever the circumstances of their birth.

##### CYP2. Supported to thrive

Children and young people are supported by the city, their community, and the council to have the best possible start in life. They can reach their full potential and are kept safe from and supported to overcome violence, abuse, and other adverse childhood experiences, whatever the circumstances of their birth.

##### CYP4. Intergenerational equality

Lead city-wide approaches to tackling the root causes of structural inequality, breaking cycles of disadvantage, poverty, and trauma across generations to improve health and life opportunities.

**Theme 5: of the Corporate Strategy 2022-27 is Homes and Communities** with the top-level aim of achieving “Healthy, resilient, and inclusive neighbourhoods with fair access to decent, affordable homes.”

##### HC3. Homelessness

We will find new ways of both understanding different people’s needs and addressing the complex factors that can lead to homelessness. Stable housing is intrinsically tied to how well people can focus on other needs or difficulties in their lives, as well as and participating within their communities.

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

Our vision and key priorities are in keeping with the increased emphasis on early intervention and prevention in the Homelessness Reduction Act (2017); and the focus on providing support to enable people to live independently in the council’s previous Corporate Plan.

Priority 1 – Tackling Rough Sleeping

Priority 2 – Prevention & Early Intervention

Priority 3 – Improving Health, Wellbeing, Skills, and Aspirations

Priority 4 – Delivering Equality, Diversity, and Inclusion in all Services

#### **The Belonging Strategy**

Bristol’s Belonging Strategy for children and Young People sets out our vision and key priorities for the provision of services and support for children and young people in Bristol within four segments of the life-course. The fourth segment, [Belonging in the Community](#), is particularly relevant.

#### [Bristol Corporate Parenting Strategy 2021-2023](#)

Bristol City Council is committed to being an effective, caring, and ambitious corporate parent and we will do everything we can to make sure that our care-experienced children are set up for life.

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

Care leavers and younger people experiencing homelessness have been identified as needing improved access to preventative healthcare and protection from exploitation. Access to current healthcare services and models for improvement need to be explored.

## 4. Duties & Responsibilities

Housing & Landlord Services have a responsibility for providing housing for vulnerable young people (and families) who:

- Become homeless.
- Are deemed in priority need as defined by the Housing Act 1996.
- Are aged 16 and 17 and not Looked After or Leaving Care.
- Are deemed not Intentionally Homeless.
- Are pending the outcome of investigations regarding statutory responsibilities.

Children's Services has a statutory duty to provide housing and support for the following vulnerable young people:

- Looked After Children (LAC) and Leaving Care aged 16 to 21 years or to 24 years in some circumstances.
- Unaccompanied Asylum-Seeking Children (UASC) aged 16 and 17 years.
- UASC of 18 to 21 years with no recourse to public funds subject to a Human Rights assessment.
- Young people who are homeless aged 16 and 17 years.
- Young people remanded through the youth justice system aged 16 and 17 years.

## 5. Our vision

Bristol's [One City Plan](#) (2020) outlines a shared vision for 'Homes and Communities' which states that: *'By 2050 everyone in Bristol will live in a home that meets their needs within a thriving and safe community'*. We know that for young people who are experiencing or are at risk of homelessness this ambition can feel like a long way off. Migration and a younger population who are living longer will only add to the issue of economic growth outstripping housing supply. When this is coupled with rising rents and inflation rates, the challenge of homelessness and the national target to end rough sleeping will require a cross sector approach that enables increased delivery of affordable housing.

## 6. Challenges

It is important to understand that Housing Authorities have limited access to budgets for housing related support and whilst they have statutory duties to provide accommodation services, they do not have to provide the 'support' element.

Whilst Bristol's Housing & Services have been involved in commissioning supported accommodation, our budgets available are not generally sufficient to commission services to meet the most complex physical, emotional, and mental health needs. However, we want to maintain provision for young people, through bidding for Government funding for developing and running supported housing services and through exploring the creation of pooled budgets between Housing Services, Adult Social Care and Children's Services.

Bristol offers a range of homelessness services and supported housing for young people. Our partnerships provide insight, experience and alongside the council, service providers participate actively in sharing information and good practice between them. However, we still face significant challenges. There is no 'quick fix' to resolving many of these broader social and economic challenges but identifying them and understanding their impact will be crucial to the delivery of this strategy and the future delivery of our services.

Young people are increasingly disadvantaged by the combined impact of high rents, low incomes, welfare reform and limited housing options. Age is only one dimension and other parts of a young person's identity will inevitably impact and shape their experience of homelessness. Some young people may also have complex needs, with a range of support needs including drug, alcohol, and mental health issues; and may lack the skills to live independently or build relationships. For some the risk of becoming homeless may be linked to their sexuality or gender identity. There is also evidence for links between Adverse Childhood Experiences (ACEs) and long-term homelessness and that becoming homeless at a young age can have a negative impact on future economic and emotional wellbeing.

### **Moving on from supported housing**

Bristol commissions 250 units of supported housing for young people (plus a further 550 units for adults). However, young people find it particularly difficult to move on from this accommodation due to the very limited availability of social housing and unaffordable private rents.

### **Social Housing**

Approximately 19% of the city's housing stock is social housing, the largest landlord being the city council. There are over 12,000 households on the council waiting list for social housing. Approximately 1,800 properties are let each year, which means long waiting times for many.

### **Private Rented Housing**

Around 29% of the city's housing stock is privately rented. Due to a very sharp rise in property prices in recent years, many purchasers of homes are existing or prospective landlords, not aspiring owner occupiers. Private market rents are usually higher than low-income households can afford.

### **Local Housing Allowance (LHA)**

Local housing allowance (LHA) is not a separate benefit. LHA rates affect how much help with rent someone can get when renting from a private landlord. It is used to work out both universal credit and housing benefit. The government has frozen LHA rates since April 2020 despite rising rents and living costs.

Bristol's Local Housing Allowance is now £250+ below market rents for all property sizes, making access to the private rented sector a major challenge. Because the city has very high housing demand, landlords are often keen to increase rent levels, which can lead to households being issued with a notice to quit if they are unable to keep up with rising rent levels.

People usually get the 'shared accommodation' rate if they are single and aged under 35. The shared accommodation rate is lower than the other LHA rates and is meant to cover the cost of renting a room in a shared house, but it is often not enough.

Young people who have lived in supported housing 'hostel' accommodation for at least 3 months since they were 16, and Care Leavers can get the one-bedroom self-contained LHA rate which is higher than the shared accommodation rate.

### **Incomes for young people**

Lower minimum wage guarantees for under 23-year-olds and lower benefit allowances for under 25-year-olds limit young people's access to a financial safety net at the time when many are becoming more financially vulnerable because of needing to live independently.



## 7. Our Current Provision (June 2023)

### Bristol Youth MAPS

A multi-agency hub for Young People who are homeless or at risk of homelessness.

Staffed by 1625IP & BCC Children's Services & BCC Housing Options.

Young People aged 16-21 (22-24 if they meet criteria) are referred (or self-refer) to MAPS

MAPS 1625IP Triage staff find out if the Young Person is eligible for the service. If eligible, they may be allocated to a 1625IP Assessment Mediation & Support worker for up to 3 months to try to prevent them from becoming homeless. If this is not possible and they are homeless, or at risk of homelessness within 56 days, then they will be referred, depending on their age, for a CIN Assessment and/or a Housing Act Assessment by BCC staff working in MAPS. MAPS may refer young people for accommodation in the pathway.

Nearly all the accommodation provided through the pathway is accessed via the **Housing Support Register (HSR)**. It is open to Young People aged 16-21 (and aged 22-24 if adult-focused accommodation would not be suitable) who are homeless or who are care leavers.

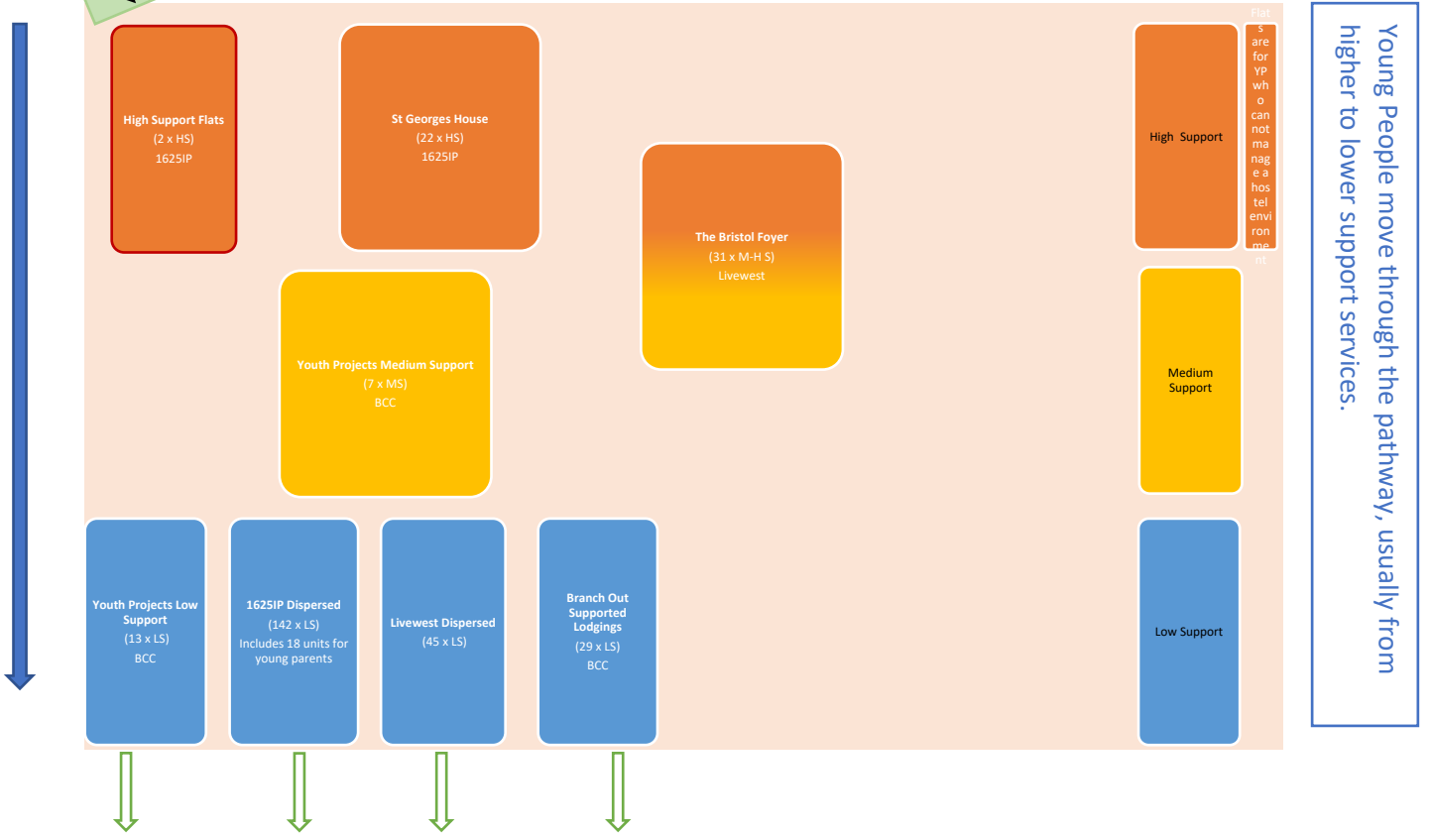
*There are 3 units of emergency accommodation (known as Crash Pads), and these are booked by via Housing Services Emergency Accommodation Team. These can be used for young people aged 16-22 but priority is given to 16-17-year-olds.*

HSR Referrals are made for Young People to access supported housing services in the pathway offering either low, medium, or high support as appropriate to meet their needs. The HSR referral includes a Trusted Assessor Form which has information about the young person, their known support needs, and possible risks to themselves or to others.

*There are 3 units called Assessment Beds, and these are booked and managed by Children's Services. They are for young people aged 16-17.*

When a vacancy arises in a service, a young person is nominated from the HSR waiting list. The service provider assesses their nomination using the information from the HSR and contacts the referrer if more information is needed to assess risk. If they think they can meet the young person's needs they will invite them to come and see the vacant property and find out about the service, and if all is well will offer them the accommodation.

Flats are for YP who cannot manage a hostel environment



Young People move on from the pathway into private rented sector tenancies or social housing tenancies via HCB. A small number move to supported move-on. A package of support can be offered by the Council's Private Rented Sector team to help them move into the private rented sector. Some financial support with deposits or rent in advance may be available from 1625IP through their Preventing Homelessness Fund. Young People can be referred for short-term support with their move from the Resettlement Service provided by Livewest.

**Key of abbreviations used:**

- |     |                          |        |                                       |
|-----|--------------------------|--------|---------------------------------------|
| BCC | Bristol City Council     | LS     | Low Support                           |
| CIN | Child in Need            | MAPS   | Mediation Advocacy Prevention Service |
| HCB | Home Choice Bristol      | M-HS   | Medium to High Support                |
| HS  | High Support             | MS     | Medium Support                        |
| HSR | Housing Support register | 1625IP | 1625 Independent People               |

## 8. Summary of needs analysis

- The youth population of Bristol grew by more than 10% in the 5 years up to 2023.
- Up to 2028, the 16-19 age group is forecast to grow by 31%.
- Presentations and referrals to Bristol Youth MAPS have increased by 35% since 2018/19.
- There is an increase in the number of young people with mental health needs accommodated in the pathway, and a reported increase in severity of those needs.
- 48% of young people aged 16-17 whose Youth MAPS cases were closed in the period 01/10/2020 to 20/09/2022 were back at home or with their family/friends' network.
- There are higher than national rates of young people locally admitted to hospital due to self-harm.
- The proportion of Bristol children and young people who belong to a Black, Asian, or Minority Ethnic group is 28%, much greater than in older age groups.
- There are still young people aged 16-25 rough sleeping in Bristol
- There is a current and predicted increase in the number of Care Leavers needing supported accommodation
- There is a current and predicted increase in the numbers of unaccompanied children seeking asylum
- There are gaps in the pathway for young people with high and complex needs and who present a higher risk, including young people who have experienced sexual exploitation, gang related exploitation and trauma.
- Planned move on from the pathway has not returned to pre-pandemic levels

## 9. Psychologically Informed Approaches

We want to our Housing Pathway for Young People to embed “psychologically informed” support models to respond to young people who have experienced complex trauma in their early lives. Psychologically informed services ensure staff are well trained to understand the emotional, psychological, and behavioural impact of negative childhood experiences and their contribution to homelessness. This understanding underlies how staff relate to service users, the way key work sessions are delivered, and additional support is provided, and arrangements are in place for psychological input and reflective practice.

## 10. Positive Pathways

All young people need somewhere safe and suitable to live to help them make a positive transition into adulthood. Good housing underpins success in other areas of life. The Positive Pathway is about avoiding housing crisis and ensuring that homelessness is not part of young people’s experience.

[The Positive Pathway framework](#) (2020) was developed by St Basil’s for local authority commissioners, Children’s Services and Housing Authorities, and for providers of housing and support for young people. They were commissioned by the Department of Levelling Up Housing & Communities (DLUHC) to update the Positive Pathway take account of recent changes to legislation on homelessness through the Homelessness Reduction Act 2017, which amended Part 7 of the Housing Act 1996. This gives more focus on preventing homelessness and quickly ‘relieving’ homelessness for everyone in England who is ‘eligible’ under the homelessness legislation.

Our Young People’s Housing & Independence Pathway was modelled on the Positive Pathway Framework in 2017 and we will continue to use the framework to shape our approach.

There are five stages to the Positive Pathway, but these are not intended to be sequential or linear.

1. Information and advice for young people and families which is available to everyone in the local area
2. Early Help, targeted at young people and their families who may be at higher risk of homelessness
3. A Prevention Hub - using a joint approach between Housing, Children’s Services, and other partners to resolve a housing crisis quickly. This also contains a single access point or gateway to commissioned accommodation and support
4. Commissioned accommodation and flexible support, based on what works well and developed according to local needs
5. A range of housing options for young people – affordable and safe housing options when young people are ready to succeed living independently.

The Positive Pathway framework suggests developing housing and support options for all young people, including those with some of the most complex issues and needs. We know that

homelessness at a young age is not usually just about lack of accommodation. The underlying causes often stem back to much earlier problems or factors in childhood often called adverse childhood experiences.

### **Care Leaver's Pathway**

St Basil's have developed a [Care Leavers Accommodation and Support Framework](#) which gives a model for how young people can be supported as they leave care.

#### **1. Preparing for the reality of housing options**

Young people still in care are given the opportunity to consider their housing options, including information about the housing market in their area. They are supported to gain the skills for increasing independence, including managing a household, finance, and budgeting.

#### **2. Planning young people's accommodation and support options with them**

When young people are ready to leave care, they are supported to choose the accommodation that will best suit them, given the constraints on local provision. They are given as much notice as possible for their move out of care, including young people living in different settings such as residential care, in custody and young people with particular needs, for example on-going mental or physical health issues.

#### **3. Reducing housing crisis**

Some young people will experience problems with their housing and need emergency or short-term alternatives. They need to be accommodated in safe and appropriate housing options and receive support to help them resolve the cause of the crisis.

#### **4. Accessing housing and support as needed**

Young people in different situations will need different types of housing and support, ranging from a 'Staying Put' arrangement with foster carers, a 'Staying Close' arrangement near to their former residential children's home, 24/7 supported housing through to supported lodgings or their own independent flat with floating support. As their needs and circumstances change, young people should be supported to find accommodation that best suits them.

#### **5. Accessing and successfully managing longer-term move-on and support options**

As they become ready, young people will need support to access longer-term housing, such as their own tenancy, a shared flat or long-term supported housing. They will need help to understand their options and know where to go if they need extra support in the future.

In Bristol we do not have a separate housing pathway for care leavers. We are considering setting aside some of our own ion-house provision as exclusively for care leavers, but further work is needed to consider the impact and implications of this.

Our Young People's Housing & Independence Pathway will be for all young people. Together, colleagues in Housing and Children's Services have developed a Joint Housing Protocol for Care Leavers which sets out the options, the planning process, how to access housing and move-on and our response in reducing housing crisis.

## **Youth Justice Pathway**

St Basil's developed the [Youth Justice Accommodation Pathway](#) (YJAP) in recognition of the difficulty that many young people involved in the criminal justice system have in accessing accommodation and their high risk of homelessness, including rough sleeping. This in turn increases the likelihood of them re-offending.

The YJAP aims to improve services to young people aged 16-24 who are at risk of homelessness or who require accommodation. Typically, this will be those who:

- Are living in their local community and are at risk of becoming homeless because of offending behaviour and parental/family exclusion
- Are at risk of becoming homeless on release from custody as they cannot return to their previous accommodation
- Require a safe address for bail or to avoid remand or police detention
- Cannot return to their family home due to proximity to victims or because they are at risk. This includes young people linked to gang related activity, including 'revenge' attacks and young women at risk of sexual exploitation
- Were looked after children prior to entering custody or have become so through the Legal Aid Sentencing and Punishment of Offenders Act 2012 remand arrangements.

Younger people leaving custody, or becoming homeless within the community, are unlikely to be ready to manage an unsupported private or social housing tenancy even if accommodation were available to offer them. For the youngest group (16 -21-year-olds) and for those with the most complex needs, whatever their age, some form of supported accommodation is likely to be needed.

Some young people with an offending history are very difficult to place safely and successfully, because of the risks they present to others and/or the risks presented to them within the community and may be excluded altogether from our current services.

## 11. Information and Advice proposals

### The Summary

Desired service: Timely, accurate information and advice about housing options available to everyone, delivered in a range of ways including web-based information and through schools to reach young people, families, and professionals.

Desired result: young people and families are empowered to plan transitions to independent living without support from specialist services. They understand the links between housing choice and their financial and employment situation. They know where to get help if they need it.

### The proposal

Description of service	How we will commission	Rationale
Peer-education homelessness prevention sessions, delivered by young people with lived experience, for young people aged 14-16 in schools and youth settings. Settings to be focused in those areas with highest numbers of referrals to MAPS.	Diversion of budget from Supported Lodgings scheme.	Providing accurate information about housing options and about what to do if in housing crisis will reduce numbers of young people presenting as at risk of homelessness. Young people at MAPS have told us they need clearer information.
Engage with young people to develop clear information about the housing options available and where to go in housing crisis, including redesigned webpages and short 'to-camera' interviews for the BCC website. Explore potential for regular podcasts by and with young people about housing & homelessness.	Diversion of budget from Supported Lodgings scheme.	Providing accurate information about housing options and about what to do if in housing crisis will reduce numbers of young people presenting as at risk of homelessness. Young people at MAPS have told us they need clearer information.

## 12. Early Help proposals

### Summary

Service: Early intervention is targeted to reach households where young people are most likely to be at risk of homelessness. Delivery of local services working with young people and families at risk e.g., Troubled Families, Family Support, Youth Services and Youth Offending Services.

Desired result: young people stay in the family network where possible and safe to do so and some are supported to make planned moves if they need to move out

### The Proposal

This element of the pathway is provided in Bristol by Children's Services for young people under 18 and their families. There is no plan or budget to commission additional services for early intervention for this age group or for young people aged 18+.



## 13. Prevention Hub proposals

### Summary

Desired Service: Led by the Housing Authority and Children’s Services, an integrated service for young people who are homeless, at risk of homelessness or need help with planned transitions to independence. Housing options and homelessness prevention services come together, often colocated, with other services including support for pathways into learning and work. Underpinned by assessment and including a single access point into locally commissioned supported accommodation and housing related support services. Key data collection point to inform ongoing development of the pathway.

Desired results:

- Homelessness is prevented wherever possible, for example by supporting young people to stay in their family network or preventing the loss of a tenancy.
- Young people who need accommodation and/or support get it, including quick access emergency accommodation (immediate access and short stay accommodation) and immediate and ongoing support where needed.
- Young peoples’ accommodation and support underpins rather than disrupts their pathways in learning and work

### The Proposal

Description of service	How we will commission	Rationale
<p>A specialist Youth Hub will provide information, advice and assistance to young people who are homeless or at risk of homelessness.</p> <p>Support will focus on preventing homelessness by helping the young person to remain/return to their family network or to sustain their tenancy or other housing.</p> <p>For young people who are homeless and where homelessness cannot be prevented, this hub approach will facilitate Housing Pt7 and CIN assessments (as appropriate) through co-located BCC Housing Advisors and Social Worker.</p>	<p>Procurement colleagues to advise on procurement route and contract length following Options Appraisal.</p> <p>To be funded from existing Housing Options Budget with a contribution from Children’s Services.</p> <p>Start date 01/04/2024</p>	<p>A review of the current Youth Hub (Bristol Youth MAPS) has been undertaken in June 2023 and will inform the decision about future commissioning of this service.</p>

## 14. Immediate Access & Short Stay Accommodation proposals

### Summary

Desired service: Safe and supported emergency temporary accommodation is needed for young people who present as homeless on the day or whose accommodation arrangements break down. Young people aged 16-17 should never be placed in B&B accommodation

Desired result: young people who need quick access emergency accommodation and support can access it.

### Proposal

Description of service	How we will commission	Rationale
<p>3 Supported Emergency Temporary Accommodation units with priority for 16–17-year-olds. These will be supported and may be co-located with ‘core’ accommodation for young people which has a 24-hour staff presence and a managed front door.</p> <p>Provision must be Ofsted Registered so that young people aged 16-17 can be accommodated and supported.</p>	<p>To be decided.</p> <p>It is likely that three crash pads will be commissioned as part of the supported housing pathway (see Commissioned Accommodation 7 Flexible Support).</p>	<p>We currently have 3 ‘crash pads’ and demand for these is higher than our current supply. Currently no support is provided. Our needs assessment indicates that the young people accommodated do need support during their stay.</p>
<p>Proposal to develop an additional 2 x 3 bed supported temporary emergency spaces for young people aged 16-21 who have been assessed as owed a duty and waiting to be housing through the YP Pathway.</p> <p>Provision must be Ofsted Registered so that young people aged 16-17 can be accommodated and supported.</p>		<p>These should be used for young people who have been accommodated in the ‘crash pads’ and have been assessed so that risks are known and understood. This will free up the crash pads so that there is greater availability.</p>
<p>3 supported ‘assessment beds’ for young people aged 16-17. These will be commissioned, funded, and controlled by Children’s Services.</p>	<p>To be purchased and funded by Children’s Services.</p> <p>If these are co-located with commissioned ‘core’ services, we will discuss the</p>	<p>We currently have 3 ‘assessment beds’ in a 3-bed dispersed flat at St George’s House where the core staffing costs are paid for under contract with Housing Options,</p>

<p>These will be supported and may be co-located with core accommodation for young people which has a 24-hour staff presence and a managed front door.</p> <p>Provision must be Ofsted Registered so that young people aged 16-17 can be accommodated and supported.</p>	<p>contribution to be made by Children's Services for core staff costs.</p>	<p>but a support element is funded under a separate contract by Children's Services.</p> <p>These were set up to provide short term (45 day) temporary accommodation to enable the Child in Need assessment of young people. However, since October 2021 these have functioned as long-stay (18 month) temporary supported accommodation for 3 young people seeking asylum.</p>
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## 15. Commissioned Accommodation and Flexible Support proposals

### The Summary

Desired service: A range of accommodation and support options designed for young people, including for younger and more vulnerable young people. Accommodation options will include core and dispersed accommodation and supported lodgings.

Accommodation and support are linked together in supported accommodation, but support is designed to flex with the young person's needs and up to 6 weeks resettlement support will be provided when the young person move on.

Models for providing additional and flexible support will be considered and costed to meet specific needs.

Desired results: young people gain the stability and skills they need, engage with learning and work and move on to greater independence.

### The proposal

We will purchase a Supported Youth Housing Pathway of furnished supported accommodation in Bristol (BS1-BS16) for young people aged 16-24. We will be seeking 220-245 units of accommodation in total, plus we will be bidding for up to a further 20 units through the DLUHC's Single Homeless Accommodation Programme (SHAP).

Most homeless young people can be accommodated within the supported housing pathway. However, there is a significant minority who have needs that cannot be met in more traditional supported housing schemes, who do not manage well or present too much risk within a shared environment and/or who need more a more bespoke or specialist service. We will bid to the SHAP scheme to develop and appropriate accommodation for these young people, who will include care leavers and young people who have been in custody.

Providers will offer a range of core and dispersed supported housing options to include:

- Up to 55 units of Core style accommodation divided into furnished shared flats (each young person having their own bedroom) with 24-hour staffing and appropriate staffing to support young people with a range of needs – no more than 32 units in one location. The core-style accommodation must meet the new Ofsted standards.
- Up to 190 units of Dispersed style accommodation in furnished shared houses and self-contained flats (each young person having their own bedroom) with visiting staff providing support. Some shared houses may have a resident adult. The dispersed style accommodation must meet the new Ofsted standards.

Rather than commissioning separate services, we want to commission a supported housing pathway by requiring providers to deliver a range of core and dispersed accommodation. The providers will need to work effectively together so that the pathway functions as a cohesive set of services, accessed via the Council's Housing Support Register. Providers must work together to 'hold' young people in the Pathway, to prevent evictions, abandonments. They will be able to manage their waiting lists to move YP who are already housed in the Pathway as their needs change.

Rents will be regulated and will be paid by the young people themselves, or through housing benefit, or by Children’s Services if the young person is accommodated under s.20 of the Children’s Act 1989. There will be no funding included within the contract to cover rent or service charge costs. The contract would cover staffing, central costs & any housing management costs not covered by Housing Benefit.

Packages of support will be individually tailored and responsive to the young person’s needs with an indicative maximum of 3 hours a week and minimum of 1 hour per month. The contract value will provide a set average support payment for core and dispersed unit types that enables flexing to meet individual needs.

Young people will typically enter a core service then progress on into dispersed accommodation as their independence, resilience, and ability to manage a tenancy increases.

The service providers will be:

- Either a Registered Provider (Social Landlord) registered with the Regulator of Social Housing or leasing accommodation that is covered by the Regulator of Social Housing
- Able to provide the accommodation in Bristol from 1<sup>st</sup> April 2024 and for the whole contract period
- Experienced in providing effective and responsive housing management.
- Experienced in providing outcome-focused and trauma-informed housing related support for homeless young people and care leavers aged 16-22.
- Registering as a Supported Accommodation provider with Ofsted and able to meet the new Ofsted Standards for Supported Accommodation by 1<sup>st</sup> April 2024.

We expect the minimum support offered for new nominations into the Pathway for first 6 weeks to be 2 hrs per week for core services and 1 hr per week for dispersed accommodation.

**‘Core’ style supported accommodation with managed front door & 24-hour on-site presence**

<b>Description of service</b>	<b>How we will commission</b>	<b>Rationale</b>
5 units of core accommodation offering self-contained accommodation for young women all aged 18+ who have high and complex support needs. Housing-related support provided on site. To be located outside of the city centre. Accommodation will be staffed 24/7 with a managed front door.	SHAP bid for Young People aged 18+ Online from 01/04/2025 3 years of revenue costs included (to 31/03/2028)	There is an identified need for supported accommodation for young women with high needs, with complexity and high risk. It is expected that most of these young people will be care leavers and young people who have left custody.  This needs to be outside of the city centre areas and in smaller units than the current hostel provision.
5 units of core accommodation offering self-contained accommodation for young men all aged 18+ who have high and complex support	SHAP bid for Young People aged 18+ Online from 01/04/2025 3 years of revenue costs included (to 31/03/2028)	There is an identified need for supported accommodation for young men with high needs, with complexity and high risk. It is expected that most of

<p>needs. Housing-related support provided on site. To be located outside of the city centre. Accommodation will be staffed 24/7 with a managed front door.</p>		<p>these young people will be care leavers and young people who have left custody.</p> <p>This needs to be outside of the city centre areas and in smaller units than the current hostel provision.</p>
<p>Up to 10 units in cluster flats each with 2-3 ensuite rooms and shared. Housing-related support provided on site. For young people aged 18+ with medium/high support needs who need to be housed outside of the city centre. Accommodation will be staffed during the day with a managed front door and arrangements for night-time support and security will be explored.</p>	<p>SHAP bid for Young People aged 18+ Online from 01/04/2025 3 years of revenue costs included (to 31/03/2028)</p>	<p>There is an identified need for supported accommodation for young people with medium-high needs outside of the city centre areas and in smaller units than the current hostel provision.</p>
<p>Up to 55 units of core accommodation with housing-related support provided on site for young people aged 16-21 (or 21-24 if additionally vulnerable). Accommodation will be staffed 24/7 with a managed front door.</p> <p>Maximum size will be 32 core accommodation units at one location.</p> <p>Support hours will be capped at a maximum of 3 hours per week. Support hours can be decreased or increased depending on the need of each individual.</p> <p><i>Will be Ofsted registered.</i></p>	<p>advise on procurement route and contract length following Options Appraisal.</p> <p>To be funded from existing Housing Options Budget.</p> <p>Start date 01/04/2024</p> <p>It is anticipated that a Youth Supported Housing Pathway Contract will be in place for each successful provider, with a block of support hours for core and dispersed accommodation.</p>	<p>There is continued high demand for the 53 units currently provided at St George's House and The Foyer.</p>

### Dispersed style supported accommodation with some on-site staff/adult presence

Description of service	How we will commission	Rationale
<p>Up to 20 furnished rooms in Resident Adult shared houses for young people aged 16-21 (or 22-24 if additionally vulnerable). These will be shared houses with shared bathrooms and kitchens. A resident adult will reside at the property and be employed to provide a secure presence and limited additional housing related support to the resident young people.</p> <p>Visits and contact from peripatetic support workers. Support hours will be capped at a maximum of 3 per week per young person. Support hours can be decreased or increased depending on the need of each individual.</p> <p><i>Will be Ofsted registered.</i></p>	<p>Procurement colleagues will advise on procurement route and contract length following Options Appraisal.</p> <p>To be funded from existing Housing Options Budget.</p> <p>Start date 01/04/2024</p> <p>It is anticipated that a Youth Supported Housing Pathway Contract will be in place for each successful provider, with a block of support hours for core and dispersed accommodation.</p>	<p>There is a need for dispersed style supported housing which offers a staff presence for young people who need more contact or the reassurance of an adult on site.</p>

### Dispersed style supported accommodation in shared houses and self-contained flats

Description of service	How we will commission	Rationale
<p>Up to 170 bedspaces for single young people aged 16-21 (or 22-24 if additionally vulnerable) in furnished shared houses and in self-contained flats. Visits and contact from peripatetic support workers. Support hours will be capped at a maximum of 3 per week per young person. Support hours can be decreased or increased depending on the need of each individual.</p> <p>These will not be Ofsted Registered.</p> <p>Up to 20 units of Dispersed style supported accommodation in shared houses for young parents with babies/children up to 2 years old, to prevent isolation for young parents. This will be Ofsted registered.</p>	<p>Procurement colleagues will advise on procurement route and contract length following Options Appraisal.</p> <p>To be funded from existing Housing Options Budget.</p> <p>Start date 01/04/2024</p> <p>It is anticipated that a Youth Supported Housing Pathway Contract will be in place for each successful provider, with a block of support hours for core and dispersed accommodation.</p>	



**Other supported accommodation for young people:**

<b>Description of service</b>	<b>How we will commission</b>	<b>Rationale</b>
<p>Between 24 and 30 units of Supported Lodgings for young people aged 16-17 who are accommodated via S.20 or who are care leavers and who would benefit from lodging with a host in the host's home. Hosts are vetted, trained, and supported by the BCC Branch Out team.</p> <p>Children's Services will explore the requirements for Ofsted registration.</p>	<p>This provision will be managed, funded, and facilitated in-house by Children's Services.</p>	<p>There is a need for homely and family-based accommodation for young people aged 16+ for whom larger units/environments or sharing with other young people is not appropriate.</p>
<p>17 units of accommodation at KBC Housing (formerly The Youth Projects). Three houses owned and managed by BCC. Each provides bedrooms in a shared house with shared bathrooms and kitchens. Also 3 s/c flatlets. Young people living here currently receive 1 hour of support a week from visiting council-employed support workers, with a staff office at one of the houses.</p> <p>This will be transferred to Children's Services from 01/04/24 for use solely for care leavers who would benefit from supported housing. Nominations arrangements will be agreed and will be made directly by the Through Care team to the service and negate the use of the HSR.</p> <p>The service will need to be Ofsted Registered if it houses young people aged under 18.</p>	<p>This is in-house provision. Provision, and will be managed through a Service Level Agreement by Housing &amp; Landlord Services and Children's Services.</p>	<p>There is a need for supported housing for care leavers, aged 18+ but also some aged under 18 who are ready to move on from their placements.</p> <p>The offer of shared housing for care leavers would help reduce the risk of isolation.</p> <p>In-house provision will reduce the need to place in ESAs and mean that the support offer could be planned and tailored to meet individual needs.</p>

## Specialist Support Services

Our needs analysis indicates higher and more complex needs for some young people entering the Pathway now than there were in 2017. We have outlined specialist Navigator roles which would take a caseload referred from the Pathway, would work with the young person referred to connect them with appropriate services and to increase the specialist skills and knowledge of their support worker.

- Possible specialist Mental Health Support Navigator commissioned alongside the Pathway with referrals into the service from the Pathway for 6–10-week support for a young person.
- Children Seeking Asylum who are accommodated by Children’s Services often need specialist support around language as well as wellbeing/trauma issues to enable them to access or stay in the Pathway.

Description of service	How we will commission	Rationale
<p>A Mental Health Support Navigator service offering specialist short term (up to 10 weeks) support and intervention to connect and facilitate engagement of young people accommodated in the Pathway with statutory and non-statutory mental health and mental wellbeing services. Will work alongside Pathway support workers. Will offer training &amp; awareness raising for Pathway providers to upskill staff.</p>	<p>Procurement colleagues will advise on procurement route and contract length following Options Appraisal.</p> <p>To be funded from budget diverted from supported lodgings.</p> <p>Start date to be agreed</p>	<p>Proposed new service which will work across the Youth Pathway with the pathway providers and residents.</p> <p>Increased incidence of mental health and self-harm amongst cohort of young people accommodated in and referred to Pathway. Currently no specialist mental health services within the Pathway.</p>
<p>Interpreting budget for young people who have no Leave to Remain and are therefore accommodated by Children’s Services. This will be allocated on a case-by-case basis following a risk assessment on the HSR considering the combined impacts of presenting needs and lack of spoken English.</p>	<p>Investigating if this can be funded by Children’s Services from Govt UASC funding</p>	
<p>Bristol City Council’s Tenant Support Service provides tenancy related support, including for young people who are care leavers no matter who their tenancy is with.</p>	<p>Bristol City Council’s Tenant Support Service is an in-house service.</p> <p>Resettlement and Floating Support Services will be</p>	<p>Young people would benefit from access to a floating support service, but it is not cost effective to commission a separate resettlement or floating support service for young people and we do not have budget to commission a new and separate service.</p>

<p>The Pathways Resettlement Support Service will provide up to 6 weeks resettlement support for young people who are moving on from the Pathway.</p>	<p>recommissioned for new contracts starting in October 2024 and the needs of young people will be considered as part of this process.</p>	
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## 16. Move on Options

### Summary

Desired service: A range of safe, decent, affordable housing options, shared and self-contained, in private rented and social housing.

The local market does not provide sufficiently for young people on low incomes, and we will aim to shape and increase the offer through our local housing strategies, using partnerships to create more options.

Desired result: young people are housed in safe, suitable homes that they can afford, and where they can be economically active and build for their future.

### The Proposal

Description of service	How we will commission	Rationale
<p><b>Foyer top floor 20</b> 20 bed spaces in shared flats at the Foyer, owned and managed by Livewest. Currently this can be used as move on from young people leaving the Pathway. No support is provided.</p> <p>There would be fewer than 20 bedspaces available if some of this becomes commissioned TA accommodation.</p>	<p>We will not commission a service but will seek to formalise the use of these flats as move-on from the Pathway through a Memorandum of Understanding with the provider.</p>	<p>Young people need more access to good quality, well-managed, rented accommodation at affordable rents.</p> <p>A formalised arrangement will clarify expectations from both parties and ensure that rent levels and service charges can be optimised whilst enabling affordability for working young.</p>
<p><b>Hope Rise</b> This BCC stilted provision in the car park of St George's Park accommodates 9 single young people who have come through the Pathway and 1 adult and child. All are on secure tenancies. It is agreed that referrals for any vacancies that arise will be taken from the Pathway but only for residents who have active Home Choice Bristol applications.</p>	<p>No purchasing arrangement because this is accommodation managed by BCC and let on secure tenancies.</p> <p>An Operational Management Agreement is in place and will need to be reviewed and extended from April 2024.</p>	<p>Young people need more access to good quality, well-managed, rented accommodation at affordable rents.</p> <p>Young people have been given secure tenancies. The population of Hope Rise will therefore become older than 18-24 and most do not want to move.</p> <p>Review of the designation of Hope Rise as Young People's Move on Accommodation will take place after September 2024.</p>
<p><b>Victoria Court</b> This 3-bedroom shared house is owned and managed by Elim HA and referrals are managed</p>	<p>A referrals agreement is in place with Elim HA.</p>	<p>Young people need more access to good quality, well-managed, rented</p>

by them through the HSR. It is let as move-on accommodation on assured shorthold tenancies by Elim and limited support is provided.		accommodation at affordable rents.
<b>Social Housing</b> Some young people move on from the Pathway to social housing via Home Choice Bristol & Priority Move on Scheme (PMOS). Ensure information about this is clear, accurate and accessible for young people.	Policy arrangements are in place around eligibility for PMOS. New policy to be implemented for Care leaver Priority. No purchasing or commissioning arrangement is needed.	Young people need more access to good quality, well-managed, rented accommodation at affordable rents.
<b>Private Rented Sector</b> Packages and incentives to enable young people to access the Private Rented Sector affordably and sustainably.	We will seek funds for deposit & rent in advance packages for young people.  We will seek funds to top up rent for 6 months for young people.	Young people need more access to good quality, well-managed, rented accommodation at affordable rents.
<b>Private Renting Tool Kits</b> – online and paper information and support to enable young people to make themselves a ready and attractive prospective tenant (ID, references, bank statements, deposit, rent in advance, guarantor, etc).	We will work with young people and partners to develop a tool kit of resources.	Information for Young people to enable them to prepare and ready themselves for renting will help to improve their access.
<b>Tenancy Training</b> for young people, online and face to face.	We will work with partners inside and outside of the council to identify appropriate tenancy training that can be customised for young people.	Training for Young people to enable them to prepare and ready themselves for renting will help to improve their access and their tenancy sustainment.
Other move-on options will be mapped out so that we understand the options open to different young people and this information can be shared clearly with them.	No purchasing or commissioning arrangement is needed. Policy or SLA arrangements may need to be put in place for some provision.	Young people need more access to good quality, well-managed, rented accommodation at affordable rents.

## 17. Engagement with Young People

### Summary

Desired service: young people have told us that they value the opportunity to engage with us about homelessness and housing issues and they would like to do this more regularly.

Desired result: Our commissioning approach becomes increasingly shaped by the voices of young people who use and need our services.

### The proposal

We will have face to face engagement sessions with young people at least quarterly. For this we will seek a group of young people with lived experience of homelessness, supported housing, and care. The group would offer feedback from services, and comment on current and planned provision and on housing options. We would offer young people the chance to be engaged in planning and to design a way for them to be involved in the procurement processes.

We have highlighted the need for more and better information for young people about homelessness and housing choices. Young people have suggested a housing podcast by and for young people.