HOMELESSNESS PREVENTION
LOWER AND FLOATING SUPPORT REVIEW

DRAFT COMMISSIONING PLAN
FOR CONSULTATION
14 June 2012

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1. Introduction

1.1 Background

Bristol City Council commissions a range of services to prevent homelessness. These include short-term accommodation-based services, floating support services and complementary ‘wraparound’ services. The current services are mainly ‘inherited’ and were not originally directly funded or commissioned by the council.

Commissioning of preventing homelessness services has been split into different work streams:
- High support review (high support accommodation-based services)
- Lower and floating support review
- Mental health specialist services
- Specialist higher support services for young people
- “Wraparound” services (non-housing support like health and employment).

This strategy sets out the council’s plans for commissioning lower and floating support homelessness prevention services. These are services provided to vulnerable people who need support with their housing. They include:
- Short-term low support accommodation-based services for single people and families
- Support and advice services which help people learn skills to settle into their new homes or stay in their existing home
- Short-term supported accommodation for young parents

The commissioning of these services is overseen by the Preventing Homelessness Board (PHB), a multi-agency board, including representation from:
- Bristol City Council
- NHS Bristol
- Avon and Somerset Probation
- Provider organisations
- Voscur

Since 2003, the funding of these housing-related support services have been funded through the Supporting People (SP) programme. Until 2009, central Government have the council a ring-fenced SP budget for these and other housing-related support services. This funding is no longer ring-fenced and since 2011 has been in the general grant the council receives from central Government.

1.2 Objectives

This commissioning strategy is focused on commissioning services that deliver value for money and improved outcomes for both individual clients and the city. The services will focus on preventing homelessness wherever possible and will provide support that seeks to minimise the time people spend being homeless. Services will ensure people are equipped to sustain independent living and avoid repeat episodes of homelessness.

The key challenge will be to meet future demand for these services within the resources that are available. Changes to welfare benefits and a shortage of
affordable homes in the city are likely to increase the need for help to prevent homelessness. At the same time, the council’s budget for these services has reduced.

This means that services will have to be provided more efficiently, developing different ways of supporting people to achieve independence. Services will need to be targeted at those in greatest need and provide the minimum level of support necessary to meet individuals’ needs. Clients in supported accommodation will need to be supported to move on to general needs accommodation more quickly and to develop the skills to sustain their tenancies when they do move. In view of the shortage of social housing in Bristol, there will be an emphasis on helping to move people from supported accommodation to private-rented sector tenancies.

There is a strong record of partnership working to address homelessness in Bristol. The majority of the services in this review are currently provided by external voluntary partners funded by the council. This commissioning strategy aims to continue to build on this effective partnership working.

The council values feedback from people who use services and from provider and partner organisations. We will continue to listen carefully to this feedback through all stages of the commissioning process and will establish effective means for making sure that future consultation with stakeholders is integral to this process.

1.3 Outcomes

1.3.1 Client outcomes

We will commission services to deliver the following outcomes in accommodation-based services:
- People are able to access services quickly
- Those in greatest need are able to access the service
- People not staying in supported accommodation longer than necessary
- Increase planned departures
- Increase proportion of people moving on to private-rented tenancies
- Clients develop independent living skills to maintain a home
- Prevent recurrence of homelessness
- Reduce void times

The housing outcomes for clients of floating support services:
- People able to access services quickly
- Services are targeted at those with greatest need
- People avoid becoming homeless
- People develop independent living skills to maintain a home
- Reduced rent arrears

Effective work with clients will also involve working with clients to achieve range of other outcomes for clients including:
- Maximising income and reducing debt
- Improved skills to manage money, pay bills and other personal administration
- Access to work, education or training
- Recovery from addiction
- Recovery from mental illness
- People make more meaningful use of their time
- Improving literacy skills
- Building social networks and positive relationships
- Reducing offending
- Improving physical and emotional health and well-being

1.3.2 Homelessness strategic outcomes

The services in this strategy will contribute directly to achieving the following strategic outcomes:
- reducing homelessness
- reducing rough sleeping
- reducing the numbers of people in bed and breakfast accommodation

1.3.4 Other strategic outcomes

Homelessness prevention services also contribute to a range of broader strategic outcomes including the following priorities set out in the Bristol Partnership 20:20 plan:
- keep young people safe
- ensure children achieve their full potential
- tackle the causes and effects of child poverty
- reduce crime
- reduce the impact of substance misuse
- strengthen volunteering and the voluntary sector
- promote equality and reduce historic inequality
- improve people’s health and well-being
- reduce the harm caused by drugs and alcohol
- support young people and long-term workless people into employment

2. National and Local Policy Context

2.1 National policy

2.1.1 Homelessness and rough sleeping

The Government is committed to tackling and preventing homelessness, working in partnership with voluntary sector partners, local authorities and housing associations. There are three key strands to current government policy:

- **Rough sleeping**: Vision to end rough sleeping (No second night out)
- **Homelessness prevention**: The DCLG is investing £400m over four years in Preventing Homelessness Grant to support the work of local authorities and the voluntary sector.
- **Preventing repossessions measures**:
  - Financial Services Agency regulation of lenders
  - a 'Mortgage Pre-Action Protocol' in the Courts
- funding for debt advice services
- Support for Mortgage Interest
- the Mortgage Rescue scheme

2.1.2 The Localism Act 2011

The Localism Act includes new rights and powers for communities and individuals including the right to challenge the ways in which services are run and the right to apply of manage public assets locally.

The key areas that impact on this plan are:

- **Abolition of regional strategies** – Likely to “make it more difficult to ensure that our national need for new housing is met.” (Commons Select Committee Report 2011).
- **Social housing allocations reform** - The Act gives local authorities greater freedom to set their own policies about who should qualify to go on the waiting list for social housing in their area.
- **Social housing tenure reform** – Allows social housing providers to grant tenancies for new tenants for a fixed period of time.
- **Reform of homelessness legislation** – allows local authorities to fulfil their homelessness duty with an offer of private sector accommodation.

2.1.3 The Big Society

The coalition government has stated its aim to change the relationship between communities, service users and service providers by shifting more responsibility for the provision of services and facilities to communities and voluntary organisations. To enable this, the government proposes that the local and central state should step back from providing services and enable a combination of local voices, voluntary effort and market forces to determine community facilities in the area.

2.1.4 Positive for Youth

This policy brings together all of the government’s policies relating to young people aged 13-19: [http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth](http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth)

It sets out a shared vision for all parts of society to work together in partnership to support families and improve outcomes for young people, particularly those who are most disadvantaged or vulnerable. It includes the following priorities:

- Helping young people to succeed
- Promoting youth voice
- Putting families first
- Strengthening communities and the voluntary sector
- Valuable role of services for the young
- Importance of early help
- Stronger local partnership
- Monitoring progress
2.2 Local policy and strategic objectives

2.2.1 Our Sustainable Community Strategy

The 20:20 plan has been developed by the Bristol Partnership and features four strategic outcomes for our city. These outcomes aim to make Bristol one of the top ten cities in Europe within the next decade, achieved through making Bristol more sustainably safer, more prosperous, without health or wealth inequalities and a place where people, families, and communities can thrive.

2.2.2 Preventing Homelessness Strategy

Five priorities
- Homelessness Prevention
- Early Interventions
- Multi-Disciplinary Approaches
- Individual Solutions
- Value for Money

2.2.3 My home is my springboard for life: Bristol's housing strategy 2010-15

Three themes
- ‘Mind The Gap’: sustain Bristol’s economic competitiveness and future prosperity, achieve more balanced housing markets and reduce inequality.
- ‘Early Bird’: create a high-quality approach to housing advice, early intervention and prevention – deal with problems before they become a crisis.
- ‘Healthy Home, Healthy You, Healthy City’: improve health through quality housing and places – good housing is good for you and your community.

2.2.4 Children and Young People’s Plan 2011-2014

Themes
- Keeping our children and young people safe
- Tackling the causes and effects of child poverty
- Ensuring that all our children and young people achieve to their full potential
- Improving our shared understanding and planning for the needs of our children and young people

It is a priority for the first theme to ensure that 16-17 year olds who are homeless or at risk of homelessness have somewhere safe to live.
2.2.5 Supporting People priorities

### MAXIMISING INDEPENDENCE

<table>
<thead>
<tr>
<th>ACHIEVING</th>
<th>INCREASING</th>
<th>MAINTAINING</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Integrated Pathways to less support</td>
<td>3. Building resilience</td>
<td>5. Preventative services</td>
</tr>
<tr>
<td>2. Pathways to settled accommodation</td>
<td>- Proactive services working with individual clients to achieve clear goals and aims</td>
<td>- Avoiding eviction/ loss of home</td>
</tr>
<tr>
<td></td>
<td>- Actively reducing isolation</td>
<td>- Reduce requirement to present to another service at crisis point</td>
</tr>
<tr>
<td></td>
<td>- Route to mainstream services</td>
<td></td>
</tr>
</tbody>
</table>

6. Time limited services, appropriate to interventions  
7. Adaptable – responsive to change in needs or requirements (Council or national)  
8. Flexible – able to work across tenure to meet client needs

3. Commissioning principles and process

#### 3.1 Enabling Commissioning Framework

Strategic commissioning is the process by which the council identifies strategic outcomes and priorities in relation to assessed user needs and designs and secures appropriate services to deliver these outcomes, whether those service are provided in-house or by external providers.

In order to guide and standardise strategic commissioning practice, the council has developed the Enabling Commissioning Framework. This includes a comprehensive set of guidance, templates and checklists for use in all commissioning processes which will support public, private and voluntary, community and social enterprise (VCSE) organisations to better engage in commissioning processes and secure contracts. The framework incorporates Bristol Compact principles and guidance as well as recommendations from the council’s recent Select Committee on Third Sector Commissioning.

This framework is based on four key elements:

- **Analyse** -- understanding the priorities, values and purpose, the needs they must address and the environment in which they operate.

- **Plan** – identifying the gaps between what is needed and what is available, and planning how these gaps will be addressed within available resources.

- **Do** – ensuring that the services needed are delivered as planned, to efficiently and effectively deliver the priorities, values and purpose set out in the commissioning strategy.
Review – reviewing the delivery of services and assessing the extent to which they have achieved the purpose intended.

More information about the Enabling Commissioning Framework is available on the council’s website: http://www.bristol.gov.uk/page/enabling-commissioning

3.2 Bristol Compact

The Bristol Compact is an agreement between the Bristol Partnership and the VCSE sector to improve their relationship for mutual advantage and community gain. This commissioning review applies the shared principles of the Bristol Compact Agreement: http://www.bristolcompact.org.uk/

3.3 Outcomes-based approach

This is an outcomes-based commissioning process. An outcomes focused approach is not prescriptive in the specification about the services to be provided. Instead the procurement process will specify the outcomes being sought and the service users who will be eligible for services. The procurement process will include an assessment of whether the proposed service is likely to address the needs of relevant clients and enable them to achieve the outcomes identified.

The assessment will be based on evidence provided about the specific approach and its appropriateness for the relevant client group. The strength of evidence base will be critical to the chance of success.

Throughout the contract period, commissioners will work together with providers positively and constructively to achieve outcomes for people in Bristol who experience or are at risk of homelessness. Quality of services and achievement of outcomes will be evidenced through reporting processes and regular monitoring.

Proposed outcomes are set out in the following section of this document. The final outcomes will be developed with stakeholders during the consultation period. Providers will be required to report on some outputs that are necessary to ensure sufficient throughput of clients.

3.4 Value for money

The general duty of best value requires the council to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.”[1]

This means that we must consider overall value, including economic, environmental and social value, when reviewing service provision. Statutory guidance indicates that

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[1] Section 3(2) Local Government Act 1999
social value is about seeking to maximise the additional benefit that can be created by procuring or commissioning goods and services, above and beyond the benefit of merely the goods and services themselves.

The aim of commissioning is therefore to achieve value for money, ie. services that deliver the best balance between economy (cost), efficiency (degree of output) and effectiveness (outcomes and results).

3.5 Stakeholder involvement

There has been extensive consultation with stakeholders in analysing clients needs and service requirements and in developing this commissioning plan.

3.5.1 Professional stakeholder consultation

On-line questionnaires were used to collect views and data from providers, referrers and front line staff. The responses from these questionnaires are included in the appendices. A series of stakeholder events were arranged in February to April:

Young parents workshop (30 January 2012) – SWOT analysis to identify strengths and weaknesses of current services and future opportunities and threats to services. The workshop also identified options for improvement.

Workshop 1 (28th February 2012) - Considered the needs of different client and equality groups with a wide array of providers and professionals who work with the different clients groups using lower and floating support services in the city. Client groups considered were: BME, families, disabled and long-term ill, LGBT, offenders, people with complex needs (including mental health and addiction issues), refugees and young people.

Workshop 2 (12th March 2012) - SWOT analysis to identify strengths and weaknesses of current services, and future opportunities and threats to services focusing on accommodation-based services, floating support services and other commissioned homelessness prevention / ETE services (“wrap-around” services). The second session concentrated on options for meeting gaps identified in workshop 1 and for improving outcomes.

Workshop 3 (24th April 2012) - To discuss the emerging issues and options paper and and focus on:

- Giving providers an early indication of possible proposals
- Enabling stakeholders to shape proposals and identify options
- Discussing key questions with stakeholders
- Developing a partnership approach

3.5.2 Service User Consultation

A questionnaire was used to ask clients about the services they received; a summary of responses is attached as an appendix. Responses were collected by telephone and in one to one sessions between Commissioning and Performance team staff and service users. A number of focus groups were also held covering different client and
equality groups that covered the needs of service users and how services could be improved and made more accessible. The following table shows details of consultation events with clients.

<table>
<thead>
<tr>
<th>Client group</th>
<th>Service/Provider</th>
<th>Where/how</th>
<th>When</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young parents</td>
<td>Lanercost and Wigton (Elim); Priory Court (Orbit HA) and Kilburn Court (Yong Mother’s Group Trust)</td>
<td>Community spaces near the venues and Priory Court</td>
<td>January 2012</td>
</tr>
<tr>
<td>Families</td>
<td>Windermere, Trinity Lodge (both BCC) and Fortfield House (Places for People)</td>
<td>At the family hostels</td>
<td>Feb/March 2012</td>
</tr>
<tr>
<td>Single people</td>
<td>Ron Jones house (Elim)</td>
<td>At Ron Jones House</td>
<td>March 2012</td>
</tr>
<tr>
<td>Single women</td>
<td>Phoenix Place (Elim)</td>
<td>At Phoenix Place</td>
<td>Feb 2012</td>
</tr>
<tr>
<td>Young people</td>
<td>1625 Independent People and the Foyer</td>
<td>At 1625 offices and at the Foyer</td>
<td>March/April 2012</td>
</tr>
<tr>
<td>Refugee women</td>
<td>Refugee Women of Bristol</td>
<td>Congregational Hall, Newton St</td>
<td>April 2012</td>
</tr>
<tr>
<td>Women service users of drug and alcohol services</td>
<td>Users Feedback Organisation (women’s group)</td>
<td>Bristol Drugs Project (Brunswick Square)</td>
<td>March 2012</td>
</tr>
<tr>
<td>Single BME service users of drug and alcohol services</td>
<td>Users Feedback Organisation (Mushwera)</td>
<td>Barton Hill Settlement</td>
<td>April 2012</td>
</tr>
</tbody>
</table>

3.6 Equalities

The commissioning review and plans aim to tackle discrimination and promote equality for all protected characteristics. The equality impact assessment is included as an appendix to this strategy.

The tender process will require bidders to demonstrate their commitment to providing an inclusive environment that is equally effective in meeting the needs of all protected characteristics. We will evaluate bidders arrangements for training staff in equality issues.

Providers will be required to improve equality monitoring and to comply with the s.149 Equality Act 2010 public sector duty to have due regard to equality objectives.
Our contract monitoring will include comparing outcomes, refusals and waiting times for all equality groups. We will expect providers to take action to address any significant differences for particular equality groups.

4. Current services

4.1 Overview of current services

The services in this review include accommodation-based services (including specialist services for young people, women, refugees, young parents and families) and floating support provided to people in their own homes (including specialist support for young people, women rough sleepers, young parents and families). Except for the young parent services, all services are either level 2 (providing between 2-4 hours support per week) or level 3 (providing 1-2 hours support per week).

<table>
<thead>
<tr>
<th>Service</th>
<th>Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single homeless accommodation-based support</td>
<td>579</td>
</tr>
<tr>
<td>Single homeless &amp; generic floating support</td>
<td>405</td>
</tr>
<tr>
<td>Family accommodation-based support</td>
<td>63</td>
</tr>
<tr>
<td>Family specialist floating support</td>
<td>60</td>
</tr>
<tr>
<td>Young parents accommodation-based support</td>
<td>45</td>
</tr>
<tr>
<td>Young parents specialist floating support</td>
<td>28</td>
</tr>
</tbody>
</table>

4.1.1 Eligibility for services

To be eligible for all the services (including specialist family and young parent services), people must:

1. be 'vulnerable';
2. be in need of 'housing-related support' to prevent homelessness or to assist a client who is homeless;
3. have recourse to public funds; and
4. have a clear local connection with Bristol, or have special circumstances (which can be evidenced) to show why a move to Bristol to obtain supported housing is needed.

4.1.2 Housing-related support needs

Generally, 'housing-related support' is support that develops or sustains an individual's capacity to live independently in the community. It is intended to be preventative and enabling. It is aimed at providing support to an individual who might remain in or be admitted to institutional care, or become homeless or suffer loss of accommodation if support were not provided.

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2 Includes 10 family units
3 Includes 38 units of support for young parents, and some services support families
Housing-related support services include practical support tasks that enable vulnerable people to live as independently as possible in the community. Housing-related support services are services provided over and above basic housing management services but they do not include personal care services.

4.1.3 Referral and assessment process

Referral and access to the following services is facilitated through the Housing Support Register (HSR):

- Single homeless accommodation-based support
- Single homeless & generic floating support
- Young parents specialist floating support

The HSR is the single point of access to a range of housing-related support services including accommodation based homelessness and drugs and alcohol services, and housing related floating support. These SP funded providers are contracted to take all of their clients from the HSR. Referrals are made to the HSR by strategic and provider agencies which assess clients for eligibility and suitability to these services and also prioritise them according to their individual circumstances. Each service on the HSR has its own waiting list which is ordered by priority status and date of application. Providers are expected to allocate their vacancies on the basis of the client’s priority on the waiting list.

The services below have not been assimilated into the HSR and are referred and assessed on an emergency basis in the following ways:

- **Family accommodation-based support** – Referrals are made by the Housing Advice Team (HAT), predominantly for households with children that BCC has a duty towards under part VII of the Housing Act 1996. Where there has been reduced demand in the past, childless households and family prevention cases have also been placed in this accommodation. The BCC Single Point of Access Team (SPA) has responsibility for managing the vacancies and will make nominations to the providers according to the need for accommodation from the HAT.

- **Family specialist floating support** – Referrals to this are made directly through the provider.

- **Young parents accommodation-based support** -- Assessment and referrals are made by the Housing Advice Team (HAT) who liaise directly with the accommodation providers over vacancies as they arise.

4.1.4 Specialist family services

There are three accommodation services for families in the city offering a geographical spread. This enables families to be accommodated near support networks and schools. Other providers also provide 12 units of dispersed accommodation for families (not reflected in their contract). Floating support is provided to families by the in-house Tenant Support Service and an external specialist floating support service.
The primary client group for the family hostels is families that Bristol City Council has a duty to accommodate under the Housing Act 1996. This may be because the council has reason to believe that the family may be owed a duty of accommodation, or may be because a duty has been accepted following an investigation into their circumstances.

Families (and occasionally childless households) are placed in the family hostels according to availability and geographical need. Windermere provides very low levels of support (around 1-2 hours) and is not in receipt of any funding to provide support. Trinity Lodge receives some funding towards support and similarly provides relatively low levels (1-2 hours with additional support given to larger refugee families). Fortfield Road receives a greater level of funding for support (5.8 hours per family per week). This funding also contributes to 24 hour staffing within the scheme.

4.1.5 Specialist young parent services

There are three accommodation-based services for young mothers and two floating support services. The current young parent accommodation-based provision consists of one high-support accommodation scheme with 24-hour cover and sleeping-in staff, on medium support scheme and one lower-support scheme. There are also 10-12 units in Phoenix Place (women-only supported accommodation scheme) that have been used to accommodate pregnant women. Most of the young women placed in Phoenix Place have moved on to social tenancies with floating support before their babies are born.

These young parent services are available to people aged under 25 years who are young single parents or couples with children up to two years old, or who are pregnant.

4.2 Costs of current services

<table>
<thead>
<tr>
<th>Service</th>
<th>Units</th>
<th>Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total single homeless accommodation based support</td>
<td>687 (58%)</td>
<td>£2,339,040 (58%)</td>
</tr>
<tr>
<td>Total family and TP accommodation-based support</td>
<td>493 (42%)</td>
<td>£1,687,880 (42%)</td>
</tr>
</tbody>
</table>

4 Excluding Windermere
## Single Homeless Services

<table>
<thead>
<tr>
<th>Provider</th>
<th>Service Name</th>
<th>Number of units</th>
<th>Support hours/week per unit</th>
<th>Total Support hours / week</th>
</tr>
</thead>
<tbody>
<tr>
<td>1625 Independent People</td>
<td>Dispersed Accommodation</td>
<td>200</td>
<td>3.49</td>
<td>698</td>
</tr>
<tr>
<td>Elim Housing Association</td>
<td>Phoenix Place</td>
<td>55</td>
<td>3.5</td>
<td>192</td>
</tr>
<tr>
<td>Elim Housing Association</td>
<td>Ron Jones</td>
<td>42</td>
<td>2.42</td>
<td>102</td>
</tr>
<tr>
<td>Home Group Limited</td>
<td>Home Group Homelessness Service</td>
<td>18</td>
<td>4.76</td>
<td>86</td>
</tr>
<tr>
<td>Knightstone Housing Association</td>
<td>Supported Housing</td>
<td>44</td>
<td>2.31</td>
<td>102</td>
</tr>
<tr>
<td>Missing Link</td>
<td>Dedicated Rough Sleepers Unit</td>
<td>6</td>
<td>4.17</td>
<td>25</td>
</tr>
<tr>
<td>People Can</td>
<td>27 Stonebridge Park</td>
<td>3</td>
<td>3.83</td>
<td>11</td>
</tr>
<tr>
<td>Places for People</td>
<td>2 Trelawney Road</td>
<td>11</td>
<td>3.62</td>
<td>40</td>
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<tr>
<td>Places for People</td>
<td>Dispersed Accommodation</td>
<td>26</td>
<td>3.20</td>
<td>83</td>
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<tr>
<td>Places for People</td>
<td>RSI Floating Support (attached to accommodation)</td>
<td>98</td>
<td>3.44</td>
<td>337</td>
</tr>
<tr>
<td>Self Help Community Housing Association</td>
<td>Temporary Housing for Homeless people with Support</td>
<td>76</td>
<td>3.41</td>
<td>259</td>
</tr>
<tr>
<td>Total Accommodation based</td>
<td></td>
<td></td>
<td></td>
<td>1935</td>
</tr>
<tr>
<td>1625 Independent People</td>
<td>Floating Support</td>
<td>70</td>
<td>3.65</td>
<td>255</td>
</tr>
<tr>
<td>Bristol City Council</td>
<td>Tenant Support Service (includes 38 units support to teenage parents)</td>
<td>172</td>
<td>3.77</td>
<td>758</td>
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<tr>
<td>Solon South West</td>
<td>TSO - Floating Support</td>
<td>23</td>
<td>1.87</td>
<td>43</td>
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<tr>
<td>Missing Link</td>
<td>RSI resettlement service - Floating support</td>
<td>8</td>
<td>5.58</td>
<td>45</td>
</tr>
<tr>
<td>Knightstone</td>
<td>Floating Support</td>
<td>26</td>
<td>2.45</td>
<td>61</td>
</tr>
<tr>
<td>People Can</td>
<td>Tenancy Sustainment Team (Single Homeless)</td>
<td>54</td>
<td>4.86</td>
<td>262</td>
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<tr>
<td>Salvation Army</td>
<td>Tenancy Sustainment and Resettlement Team</td>
<td>52</td>
<td>3.85</td>
<td>200</td>
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<tr>
<td>Total Floating Support</td>
<td></td>
<td></td>
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<td>1644</td>
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</tbody>
</table>

## Family Services

<table>
<thead>
<tr>
<th>Provider</th>
<th>Service Name</th>
<th>Number of units</th>
<th>Support hours / week</th>
<th>Total Support / week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bristol City Council</td>
<td>Windermere</td>
<td>23</td>
<td>TBC</td>
<td>TBC</td>
</tr>
<tr>
<td>Bristol City Council</td>
<td>Trinity Lodge</td>
<td>19</td>
<td>1.58</td>
<td>30.02</td>
</tr>
<tr>
<td>Places for People</td>
<td>Fortfield Road</td>
<td>21</td>
<td>5.8</td>
<td>121.8</td>
</tr>
<tr>
<td>Total Accommodation based</td>
<td></td>
<td></td>
<td></td>
<td>151.82</td>
</tr>
<tr>
<td>Shelter</td>
<td>Homeless to Home</td>
<td>60</td>
<td>3.06</td>
<td>183.6</td>
</tr>
<tr>
<td>Total Floating Support</td>
<td></td>
<td></td>
<td></td>
<td>183.6</td>
</tr>
</tbody>
</table>

## Teenage Parent Services

<table>
<thead>
<tr>
<th>Provider</th>
<th>Service Name</th>
<th>Number of units</th>
<th>Support hours / week</th>
<th>Total Support / week</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elim Housing Association</td>
<td>Lanercost and Wigton</td>
<td>11</td>
<td>3.15</td>
<td>34.65</td>
</tr>
<tr>
<td>Orbit Housing Association</td>
<td>Bristol Mother &amp; Baby Project</td>
<td>15</td>
<td>12.88</td>
<td>193.2</td>
</tr>
<tr>
<td>Young Mother Group Trust Ltd</td>
<td>Supported Accommodation</td>
<td>19</td>
<td>6.63</td>
<td>125.97</td>
</tr>
<tr>
<td>Total Accommodation based</td>
<td></td>
<td></td>
<td></td>
<td>353.82</td>
</tr>
<tr>
<td>Places for People</td>
<td>Floating Support for Teenage Parents</td>
<td>28</td>
<td>2.94</td>
<td>82.32</td>
</tr>
<tr>
<td>Bristol City Council</td>
<td>Tenant Support Service</td>
<td>38</td>
<td>3.77</td>
<td>143.26</td>
</tr>
<tr>
<td>Total Floating Support</td>
<td></td>
<td></td>
<td></td>
<td>225.58</td>
</tr>
</tbody>
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4.2.1 Cost comparisons

Single homeless accommodation-based services 2010-11

<table>
<thead>
<tr>
<th></th>
<th>Lowest</th>
<th>Highest</th>
<th>Median</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rate per support hour</td>
<td>£14.99</td>
<td>£20.93</td>
<td>£18.34</td>
</tr>
<tr>
<td>Cost per unit</td>
<td>£1,502</td>
<td>£4,584</td>
<td>£3,348</td>
</tr>
<tr>
<td>Cost per client(^5)</td>
<td>£1,139</td>
<td>£3,438</td>
<td>£2,091</td>
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</table>

Generic floating support services

<table>
<thead>
<tr>
<th></th>
<th>Lowest</th>
<th>Highest</th>
<th>Median</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rate per support hour</td>
<td>£13.66</td>
<td>£18.45</td>
<td>£17.18</td>
</tr>
<tr>
<td>Cost per unit</td>
<td>£2,004</td>
<td>£6,041</td>
<td>£3,922</td>
</tr>
<tr>
<td>Cost per client(^5)</td>
<td>£739</td>
<td>£4,027</td>
<td>£1,454</td>
</tr>
</tbody>
</table>

Family accommodation-based services – The average cost per unit per year of the three accommodation services is £2,618 and the lowest cost service is £1,180. Average cost per family is £845 and the lowest cost per family is £445.

Young parents accommodation-based services – The average cost per unit per year of the three accommodation services is £6,492 and the lowest cost service is £2,769. The average rate per support hour is £16.95 and the lowest is £15.56. Average cost per client is £3143 and the lowest cost per client is £1324.

\(^5\) Annual contract price divided by total clients in year (total departures and numbers in service at end of Q4 SP returns)

\(^6\) Annual contract price divided by total clients in year (total departures and numbers in service at end of Q4 SP returns)
5. Summary of needs analysis

The full needs analysis can be found at appendix 1. The results of questionnaires for clients, staff, providers and referrers are also available on request.

The following is a summary of the key findings relating to lower and floating support services (L&F services) and clients.

- Nearly two-thirds of clients in supported accommodation are under 25 years old (64%), half are aged 16 to 21. Floating support clients are more evenly spread across age groups. Nonetheless young people are also underrepresented in floating support services (44% are aged 16-24). The age profile of clients has not significantly changed in the last 6 years. A high proportion of under 25 year olds are currently receiving generic services rather than specialist young people’s services.

- Young people (aged 16-24) want and need specialist and separate services.

- The gender profile of clients in these services is quite different to the profile of clients in higher support services and rough sleepers: there are significantly more women in lower and floating support services (43%) and receiving floating support (52%).

- Some women want and need separate women-only supported accommodation. Currently there is insufficient women-only accommodation for women with medium level support needs.

- The main support needs recorded by support providers for their clients include maximising income, maintaining accommodation, obtaining settled accommodation and external contacts (which includes contact with other agencies as well as with friends and family).

- People who experience homelessness have significantly poorer health and well-being than non-homeless people. 57% of users of Bristol homeless services said they had long-term mental health problems and 66% reported feeling stressed or anxious or experienced mild depression.

- A significant proportion of people experiencing homelessness have diagnosable personality disorder. Also over-represented among these clients are histories of neglect, abuse and traumatic life events dating back to childhood and continuing through adult life.

- Effective work to prevent homelessness will often involve taking a holistic approach to enable clients to change their lives, for example by enabling changes in behaviours and emotions, enabling clients to establish and maintain positive relationships, reduce drug and alcohol use and feel less depressed, isolated and fearful.

- Nearly all clients interviewed said it is very important for them to have the same support worker most of the time.
• Clients highly value support workers who listen to them and are friendly, helpful and understanding.

• Most clients in supported accommodation aspired to move on to a social-rented tenancy (84%). Only 20% thought that a private-rented tenancy would be suitable for them.

6. Challenges and potential for improvement

6.1 Meeting increased demand with reduced budget

The current economic climate and financial difficulties mean that Bristol City Council has to make savings of around £50 million between 2011 and 2014. The budget for lower and floating support services is reducing by 20% over this period. This financial year (2012-13) some savings have already been achieved. The commissioning process is required to deliver a further reduction of around 13.5%.

At the same time, demand for services is increasing. This is partly as a result of the economic downturn but also because of welfare benefit reform and changes to Bristol’s high support homelessness prevention services.

In this environment it is more important than ever to maximise the effectiveness of services in preventing homelessness and avoiding recurring homelessness. This will be extremely challenging for both providers and the council.

6.1.1 Welfare reforms

Changes to welfare benefits will continue to impact on services and individuals. Many people who are not in work (including people on incapacity benefit) or on low or insecure incomes are likely to see a reduction in the benefits they receive. In addition many services rely on funding generated from benefits. In particular, housing benefit plays an important role in underpinning the funding of supported accommodation.

6.1.2 Increased flow from high support services

New contracts for high support homelessness prevention services will start in November 2012. Providers will have targets to significantly increase the proportion of their clients who leave their services in a planned way; they will also have targets to reduce repeat homelessness. This is likely to mean that there are substantially more people moving on from high support hostels to lower and floating support services (from about 200 per year to 375).
6.2 Using supported accommodation more effectively

6.2.1 Enabling progress through pathways

The council has adopted a “pathways” approach to homelessness prevention. Single people who are homeless, or at risk of homelessness, are accommodated in level 1 high support accommodation, or level 2 or 3 supported accommodation depending on the level of support they require. The expectation is that generally clients move step-by-step through the pathway towards independence. This should mean a person gradually receives less support, for example moving from a high support hostel to level 2-3 supported accommodation and from there to their own tenancy, perhaps with short-term floating support. The ultimate aim is that the individual will be able to sustain their own general needs tenancy without support. Analysis of HSR data, and Supporting People data collected by St Andrews University (SP data) indicates that the pathway is not working very well.

HSR records show that in 2010-11, only about one third of people moving in to level 2 and 3 supported accommodation came directly from high support accommodation. In 2011-12 this increased to 40%. In 2010-11, excluding internal transfers, 66% of departures from level 2-3 supported accommodation were planned (45% of these planned departures moved to their own tenancy). A check of the latest known whereabouts of all those who left level 2-3 supported accommodation in 2010-2011 indicated that in March 2012 22% were back living in a high support hostel or in level 2-3 supported accommodation.

6.2.2 Maximising use of supported accommodation

For those who left accommodation-based services in a planned way (excluding internal transfers), the average duration of stay in 2010-11 was 9.8 months and in 2011-12 was 12.5 months.

In order to meet increased demand with diminishing resources it will be necessary to ensure timely move on from supported accommodation. We will expect the average duration of stay in single homeless services to reduce to 9 months. We will also expect average void times to reduce to 7 days. This will enable significantly more clients to be accommodated each year.

It is acknowledged that some clients have more entrenched chaotic lifestyles and will need to remain in supported accommodation for longer than the average. We will establish an assessment panel (or other assessment arrangement) to consider whether such clients want and need to remain longer in supported accommodation. Providers will be required to apply to the panel for permission to allow the placement to continue for a further 9 months. If permission is not given, the provider will need to assist the client to move on. This assessment process will identify clients whose support needs might be more appropriately met by another service (eg. because they have learning disabilities or enduring drug or alcohol issues).

Last year, there were about 525 clients placed in to the supported accommodation in this review. We anticipate this will increase to about 720 new placements per year (taking into account the increased flow from high support accommodation and impact of welfare benefit changes). We will expect that about 90% of those placed will stay in
supported accommodation for an average of 9 months, and the remaining 10% for an average of 18 months. If 100% of the accommodation is available at all times, and void times are reduced to an average of 7 days, we have calculated that a total of 604 units of single homeless supported accommodation will be required.

We will ensure supported accommodation is spread geographically across the city and that there is sufficient supply accessible to people with mobility impairments.

**6.2.3 Services targeted at those in greatest need**

As resources become scarcer, it becomes increasingly important to ensure that services are provided to those who most need them and that clients are receiving appropriate levels and types of support to effectively meet their needs. The aim is to have an initial assessment of the level of a person’s needs before they access services. This will enable the council to check that providers are taking clients with an appropriate range of needs, as well as help to ensure that only those with genuine support needs, rather than simple housing needs, access the services. We will monitor refusals and are likely to include targets for the proportion of referrals refused on the grounds of risk or because their support needs are too high.

Current providers have expressed concern and frustration about the quality of referrals and assessments. In particular there are issues about the lack of information on referrals and the inconsistency of assessments. We are planning to commission a regular programme of training for referrers to improve the content, quality and consistency of referrals. Providers will be encouraged to contribute to the learning process by contacting referrers to discuss poor quality referrals and identify potential improvements.

We will review referral and assessment paperwork and criteria to make them simpler and encourage greater consistency. We will also consider changing arrangements for accessing single homeless supported accommodation to bring them in line with arrangements for accessing high support hostels. This would mean that instead of referrers placing clients names on providers’ waiting lists, all nominations would be made by the council’s Single Point of Access Team. This would enable more central control of nominations and ensure that those in greatest need access services. It would also create some efficiencies for providers who would need to spend less time processing referrals. However, it would mean diverting resources from support services to council administration.

There are concerns that the Bristol Home Choice criteria for accessing social housing creates an incentive for people to access level 2-3 supported accommodation and stay there until they succeed in bidding for a council tenancy. The Priority Move on Scheme (PMOS) gives priority 2 to people who have been living for six months in supported accommodation. This scheme helps to enable clients to move on from supported accommodation when they are ready. However, the scheme also creates problems. There is evidence that some clients with minimal support needs are using supported accommodation as a conduit to social housing, and that others remain in supported accommodation longer than necessary in order to qualify under the scheme. There are also concerns that the criteria for priority access to social housing should relate more to vulnerability, rather than housing history. The PMOS is being reviewed and a revised scheme will be the subject of public consultation. Changes to the PMOS are likely to reduce the incentive to access and remain in supported
accommodation simply in order to obtain social housing. This will assist in ensuring supported accommodation is targeted at those who most need it.

6.2.4 Consistent support levels

Support providers are currently contracted to provide different levels of support per client per week from 2.3 hours to 4.8 hours. In future all supported accommodation commissioned in this review will provide equivalent levels of support to clients with a similar range of needs. All services will be expected to take a range of clients with low or medium levels of support need (currently described as level 2 and level 3).

We will monitor refusals to ensure that providers are accepting clients with an appropriate range of support needs. Providers should not refuse referrals solely because of drug or alcohol use.

6.3 Timely and effective move on

Meeting the increased demand for supported accommodation will mean that people need to move on when they are ready, and will need effective support to sustain their tenancies and independence once they do move on. The prevention of repeat episodes of homelessness will be an important priority.

The services we will commission will develop move on plans with their clients from the outset. Providers will need to work with clients both to ensure they have realistic expectations about their length of stay in supported accommodation and to help them develop the knowledge and skills required to sustain their own tenancy.

Except for those people who are able to move in with friends or family, timely move on will only be possible if there are affordable tenancies for people to move on to. With a continuing shortage of affordable housing in Bristol for low-income households, this will continue to be a challenge. Many households cannot afford housing at market rents and there is increasing pressure on the limited supply of council and housing association properties.

6.3.1 Making the best use of the private rented sector

The council has been making increasing use of the private rented sector to meet housing demand, particularly to prevent households from having to make a homelessness application. However, for those leaving supported accommodation in 2011-12 only 3% moved to a private rented tenancy (32% to a council tenancy and 9% to a housing association tenancy). The views of both clients and staff in lower and floating support services were that the private rented sector is not suitable for people moving on from supported accommodation. Staff also reported that they are significantly less confident about supporting clients to obtain and sustain private rented tenancies.

It is acknowledged that there are barriers to this client group accessing private rented accommodation. However, in order to meet their housing needs it will be necessary to increase the proportion moving on to the private rented sector. Supported accommodation providers will be expected to encourage and enable their clients to
move on to private sector tenancies and contracts are likely to include targets for this. The changes to the PMOS may also mean that there is a cap on the number of clients in supported accommodation schemes who may use the scheme to access social housing. Providers will need to train and inform staff and clients to change their expectations and prejudices about their housing options.

It will also be necessary to work with landlords to ensure they are more willing to accept households who have come through homelessness, particularly young people. The council will be developing a Move-on Strategy. Integral to this will be plans for the council to engage with private landlords and Registered Providers to find ways to incentivise both sectors to increase access to PRS housing for homeless people.

6.3.2 Effective support to sustain tenancies

Many people leaving supported accommodation and moving into their own tenancies will require “resettlement support” to establish themselves in their new home, to develop tenancy skills and ensure they are able to independently sustain the tenancy into the future. The same is true for other people moving into new tenancies from homeless high support hostels, prisons, hospitals and other institutions.

Surprisingly, SP records suggest that only about 16% of those leaving L&F supported accommodation have floating support when they move on. More than twice as many people move into their own tenancy without any floating support. Currently resettlement support is provided by one of the city’s nine floating support providers. People often have very short notice before moving into their new tenancy, particularly council tenancies. There is then often a long delay, for as much as two months, before floating support starts. This can mean that for weeks clients are without furniture, equipment and/or utilities and assistance with applying for the necessary benefits. When the support does start, it is with a new provider and new support worker.

It is recognised that continuity of support is extremely important to clients, particularly through the transition from supported accommodation to settled accommodation. In order to provide this continuity and to avoid delays in accessing support, resettlement support will be commissioned from supported accommodation providers. Supported accommodation providers will be commissioned to support their clients in their settled accommodation to enable them to establish their new homes and ensure they sustain their tenancies.

We will monitor long-term outcomes for clients by checking the HSR to determine if they are homeless again in 6 and 12 months and by requiring providers to check and report on their clients’ housing circumstances 6 and 12 months after departure. Providers will be expected to equip their clients with independent living skills to enable them to sustain their tenancies. The services commissioned will also include a small element of ongoing support to all clients who have left services. Providers will be encouraged to have an open-door approach to former clients who need support with issues that can be quickly resolved, or who would benefit from maintaining links with the organisation, its activities and other clients.

If clients have an ongoing need for regular support once resettlement support has been provided, they should be referred on to an appropriate agency. If their need is
primarily a continuing need for housing-related support to prevent homelessness then a referral could be made for floating support.

6.3.3 Addressing other barriers to move on

The Move-on Strategy will also consider the other barriers to timely move on and what measures would assist people to move on when they are ready and succeed in their new tenancies. The main barriers identified by stakeholders include rent arrears and obtaining furniture and white goods.

6.4 Providing support more effectively

We will commission services that strongly promote independence from the outset, discourage dependency and encourage people to do things for themselves, learning the skills they need to become independent. Providers will be expected to help people through crises as quickly as possible and enable them to prevent or better deal with future crises. Services will need to be flexible to meet people’s changing needs. Providers will be expected to have clear plans between support workers and clients that identify the individual clients’ needs and priorities, set out the services and activities to be provided and a timescale and plan for graduated withdrawal of support, and if appropriate for move on from supported accommodation. Providers will need to regularly review service plans to reconsider support needs and ensure that clients participate in an appropriate level and type of support or other activities.

6.4.1 Outcomes-focused commissioning – all services

Current contracts for both accommodation-based and floating support focus on units, hours of support and hourly support rates. In future we plan to commission services on the basis of outcomes and numbers of clients supported. In accommodation-based services we will also commission on the basis of unit costs. We will not stipulate the amount of support that should be provided to clients, nor do we expect that one-to-one support will be the main way clients will be helped.

Instead we will encourage providers to build upon best practice and develop innovative ways of achieving improved outcomes for clients. The purpose of the services we are commissioning is to prevent homelessness. For this reason, the key outcomes we will measure will relate to clients’ housing outcomes. For accommodation-based services the outcomes are likely to be:

- % of planned departures from supported accommodation
- % returned to hostel or supported accommodation in 6 and 12 months
- % moved to private-rented tenancy

For floating support services we will define positive housing outcomes (these are likely to include: sustained previous tenancy; moved to and sustained new tenancy; sustained suitable housing with friends or family; or moved elsewhere in a planned way). The housing related outcomes are likely to be:

- % with positive housing outcome 6 months after case opened (and every 6 months thereafter until the case is closed)
- % with positive housing outcome 6 and 12 months after case is closed.
We also recognise that successful support to prevent homelessness does not just involve helping people with issues directly relating to their housing and tenancy skills. Depending on the needs of each individual, the help required is likely also to involve working with people to develop a range of practical skills including managing money and developing tenancy skills as well as helping them with a range of issues including:

- access to work, education or training
- recovery from addiction
- recovery from mental illness
- developing more constructive lifestyles
- improving literacy skills
- building social networks and positive relationships
- reducing offending behaviour
- physical and emotional health and well-being

We will expect providers to take a holistic approach to working with their clients where appropriate and to monitor their clients' progress in these other aspects of their lives.

We will consider whether there are other “hard” quantitative outcomes that we will monitor. These might include:

- reduction in debt /arrears
- time spent engaged in meaningful occupation (including education, training, work and work-like activity)

We are unlikely to set targets for providers in relation to the more subjective “soft outcomes”. However we will expect providers to have their own systems to monitor the distance travelled by clients in addressing individuals’ identified needs. We will meet regularly with providers to discuss how successful they have been in working with clients to meet those needs. In particular we will be concerned that providers are able to demonstrate that, where relevant, they are assisting clients to increase the amount of time spent in meaningful occupation and in building positive social networks.

We will not stipulate how providers deliver services, but would expect that they would wish to reduce support worker travel time and will consider a range of cost effective ways of improving client outcomes including:

- Group support session
- Peer support
- Use of volunteers
- Training and practical skills sessions
- Group activities
- Improving client involvement and control
- Providing one-to-one support by telephone
- More contact with clients by email
- Use client exit surveys to inform service improvements
- Better use of technology (eg. use of laptops on home visits)

We recommend that providers consider the research and guidance on psychologically informed environments (PIEs) as this approach has been very successful in delivering outcomes for people who have experienced homelessness.
However, we will not stipulate that the services we commission become PIEs.

### 6.4.2 More effective floating support services

We do not propose to commission units or hours of floating support. Instead we will commission two city-wide floating support services: one for people aged 16-24 and the other for people aged 25 plus (which will also provide support to families). We will commission an integrated supported accommodation and floating support service for young parents.

The two city-wide services will be expected to provide homelessness prevention support to those who need it in the city. We will not stipulate how many hours of support are to be provided to clients, or how long cases should remain open. The services might include a drop-in or triage service delivering quick fixes for people (eg. to interpret a letter or make a few phone calls). There will be no imperative to close cases quickly although we will expect cases to be closed when support plans are achieved or clients are failing to engage. We will monitor waiting times, the number of new people helped in a year and the outcomes achieved for those people. If demand increases significantly, we will reconsider waiting times targets and/or eligibility criteria for accessing services.

The key role will be for the floating support providers to prevent homelessness for their clients, but we will also consider whether it is feasible that they should play a strategic role in preventing homelessness in the city.

We will not commission separate specialist floating support services. However, providers may opt to deliver specialist services if this delivers improved outcomes. This might be specialist services for particular clients groups (eg. women only, or for 16-19 year olds) or for clients with particular needs (eg. longer-term support for those with more complex needs). Providers may also chose to sub-contract the provision of specialist services.

Current floating support is not always currently available to people who are not tenants. This means that some services are not available to people who need support to avoid homelessness on the grounds that they are owner occupiers or living with friends and family. The new floating support services will be available to eligible people regardless of their tenure or housing status.

We will not continue to use the current categories of floating support – standard, complex and crisis – as they do not always reflect either clients’ needs or the support provided.

### 6.5 Specialist services for young people

The majority of clients in the supported accommodation in this review are young people aged 16 to 24 years. Half of clients in these services are aged 16 to 21, and two-thirds are under 25. The age profile of clients using floating support services is more evenly spread, however one third are aged 16 to 21 and 45% are under 25.
While nearly two-thirds of clients in the supported accommodation are aged 16 to 24, only 36% of the accommodation is exclusively for this age group. This means that a high proportion of 16-24 year olds are accommodated together with older clients (just over one third of 16-21 year olds and 46% of 22-24 year olds).

Slightly more than one half of all 16-24 year old floating support clients are currently receiving a service from specialist young people’s service providers. The remaining 54% are receiving services from generic service providers.

Stakeholders expressed strong views about the need for young people to be provided with specialist services by people with expertise in working with young people and addressing their specific needs. There are compelling reasons why young people should be housed separately from older clients, particularly those with entrenched homeless lifestyles, particularly chaotic drug and alcohol users. Young people themselves were very clear that they needed and wanted to live with other young people, and definitely not with older homeless people.

For these reasons we will commission an increased proportion of supported accommodation for young people. Half of the supported accommodation we commission will be exclusively for people aged 16 to 24. Young people aged 21 years and under will only be accommodated in specialist young people’s services. There will be more flexibility about placements of 22 to 24 year olds depending on their preference, their needs and availability. The young people’s supported accommodation will include a specialist service for young women.

As described above, we will commission a specialist floating support service for young people aged 16 to 24. This will enable the provision of a floating support service with expertise in working with this age.

Providers of floating support and supported accommodation will be expected to take a proactive role in helping young people to rebuild relationships with their families and in helping them to move back to, or stay in the family home where it is safe to do so. This is likely to involve providing family mediation and could involve support to other family members beside the young person client.

Services for young people will also need to have a particular focus on –
- Access to education, training and employment
- Developing skills to manage budgets and pay bills
- Training young people to make good decisions and choices

In addition to monitoring housing outcomes as described above, we are also likely to monitor the proportions of young people helped to access education, training, employment or work-like activity.
6.6 Integrated services for young parents

We will commission one integrated service for young parents (aged 16 to 24) to include both supported accommodation and floating support. We will commission 35 units of specialist supported accommodation for young parents, as well as an additional 10 units able to accommodate pregnant young women and young women with babies (this will be within the women-only young people’s supported accommodation). We propose to re-commission the 35 units from among the current specialist young parents supported accommodation.

It will be important that the supported accommodation commissioned provides a good geographical spread to enable young parents to be accommodated close to their families and social networks. This is likely to mean that there are three schemes, one in South Bristol, one in the East and one in North Bristol. We will require that at least one of these schemes is able to accommodate young fathers (under age 25) either as single fathers or with their partners.

We will also require that at least one scheme, if not all, is able to accommodate young parents who are the subject of a parent and child assessment ordered by the court.

Floating support will be available to young pregnant women and young parents regardless of where they are living, be it with their parents, with friends or in their own tenancy. The focus when a case is first opened is likely to be to support young parents to explore their housing options. Particular care will need to be taken when considering the options for 16 to 17 year olds, which is likely to involve a multi-agency discussion before decisions are made. Generally the options will include enabling young parents to remain living in the family home with their child if appropriate, and if not, to help them to access their own tenancy or supported accommodation depending on the level of their support needs.

Floating support will continue to be available to those with support needs who move into their own homes or remain living with friends or family. Resettlement support will be provided to clients moving on from supported accommodation to settled accommodation.

There are currently three supported accommodation schemes for this client group: one providing high levels of support and 24-hour cover, one providing medium levels of support, and one low support service. We will commission a service to provide consistent levels of support across all young parents supported accommodation at a relatively low level. However, one scheme will be required to provide 24 hour cover and is likely to be used to accommodate clients with the greatest need or where there are child protection or other concerns. The 24-hour cover will provide a telephone service to other young parents in other schemes as well as floating support clients. Where parents require more than the standard low level of support, this will be provided by way of floating support.

The expectation will be that the average length of stay is 9 months across all the young parents supported accommodation. However, as for single homeless services, the provider may apply to the assessment panel / assessor to allow a person to stay for up to 18 months.
The service for young parents will need to focus on the same issues as those for other young people set out above. There will also need to be a particular focus:
- assisting young parents to access education, training and employment (and childcare to make this possible)
- improving parenting skills
- help to connect young parents to appropriate local services

6.7 Meeting demand for family accommodation

Interviews with clients in family services indicate that families need help in relation with benefits, information and sign-posting, accessing settled accommodation and resettlement. Changes to welfare benefits will mean that there needs to be an increased focus on assisting parents to access education, training and employment. However, the primary need for most homeless families is to obtain settled accommodation rather than for significant levels of housing-related support. For this reason we will commission low levels of support across all supported accommodation schemes, equivalent to the level of support currently provided in the services at Trinity Lodge and Windermere. For those families with higher support needs not being met by other agencies, additional floating support will be available from the city-wide general floating support service.

We will expect that the average duration of stay is 4. Average void times will need to be 7 days. Supported accommodation providers will provide resettlement support to families moving on to general needs accommodation (the equivalent to an average of 20 hours of work for each family).

If current trends continue, the need for temporary supported accommodation is likely to increase each year. We will monitor demand for this accommodation and commission increased units as necessary.

6.8 Specialist services

We will commission separate and specialist services for young people, women, young parents and families as described above.

There is currently a lack of medium-level women-only supported accommodation. We will commission a greater number of units of women-only supported accommodation (one specialist service for young women and one for women aged 25 plus). Both services will be commissioned to provide services for women with a range of support needs from low to medium.

There are currently specialist services for refugees (11 accommodation units) and offenders (18 accommodation units). We do not propose to commission these specialist services in the future. However, there is also a specialist floating support service for offenders currently provided by People Can that is outside of the scope of this review and will continue to be commissioned on a regional basis.
It will be open to support providers to opt to provide specialist or separate services in order to best meet the needs of particular groups and to improve outcomes for those groups. For example, it may be appropriate for a provider to deliver separate services for people who are LGB, prison leavers and/or people at risk of offending, refugees, young people aged 16 to 19.

Stakeholders have expressed concerns about routes in to supported accommodation for offenders, particularly prison leavers. It is acknowledged that it is important that accommodation and support is available to those prison leavers who need it on release and that delay in accessing these services increases the risk of re-offending. It also increases the use of exempt accommodation.

6.9 Improving processes and record keeping

All services, including family and young parent services, will be added to the Housing Support Register. This will create standard record keeping and enable the council to better understand clients’ needs, allow a consistent approach to performance monitoring and enable more accurate assessment of value for money. In relation to young parents it will also enable clients to be referred to services that match their needs and avoid duplication of processes.

We will liaise with partner agencies to consider whether there are process changes or links that could be made to improve referral and access arrangements for prison leavers.

There are concerns that there is significant under-recording of some equality protected characteristics, particularly information on disability and sexual orientation. In order to ensure that equality data is up to date and correct, providers will be required to confidentially collect equality monitoring information from clients after they have entered their service.

6.10 Better joint working with drug and alcohol services and mental health services

A high proportion of clients in these services have mental health problems (both diagnosed and undiagnosed) and/or are drug or alcohol abusers, or recovering from drug or alcohol addiction.

In order to help meet the needs of clients with drug and alcohol issues, we will require providers bidding for contracts to have a written working agreement with an appropriate local drug treatment agency.

The council commissions some homelessness prevention services, both accommodation-based and floating support, that specialist in meeting the needs of people with mental health issues. These services will be the subject of a separate commissioning review.
In the past, joint working with mental health agencies has been problematic and it has been difficult for clients in homelessness prevention services to access the mental health treatment and support they need. The current NHS Modernising Mental Health programme involves the re-commissioning of adult primary and secondary mental health services in Bristol. Council commissioners will liaise with the providers of homelessness prevention services and providers of the future mental health services in order to promote effective joint working in the future.

7. Commissioning Plan

7.1 Resources

The total budget for the services we are commissioning will be £3.5M.

7.2 Key factors informing plan

- Clients who are in receipt of services at the time new contracts start will generally continue to be supported until they are ready to move on (although this may be with a new support provider and/or in different accommodation).
- We will commission services to meet the needs of an increased number of clients. Demand projections are set out in section 11 of the Needs Analysis (Appendix 1). Savings will be achieved by requiring services to be more cost effective and more focused on delivering outcomes for their clients.
- We will seek to minimise disruption to clients (ie. service continuity).
- We intend to decrease the number of supported accommodation contracts. This will enable more effective contract monitoring. Larger contracts will also give providers more flexibility to meet the needs of clients with a range of varying support needs. Current smaller providers and landlords are encouraged to collaborate with others so that they are able to meet the requirements for larger contracts.
- In relation to floating support, we plan to have two contracts. We encourage providers to consider the potential for joint provision and/or sub-contracting.
- Where current supported accommodation is bespoke or particularly well-suited to meet the needs of specialist clients groups, we aim to re-commission services in the current accommodation (ie. family and young parent accommodation). In these cases we will negotiate with landlords to secure the accommodation.
- We will increase the number of supported accommodation units for single homeless people and families. The only supported accommodation to be decommissioned is 10 units for young parents. The decision on which units to decommissioned will be based on geographical location and quality of accommodation.
- We intend to retain in-house services that are currently delivering good value for money, but only where there is no intention to significantly remodel the service.
7.3 Service users, access and referral arrangements

The services will be for vulnerable people with support needs who are homeless, at risk of homelessness or care leavers. To be eligible for services, people will:

- Have recourse to public funds;
- Be homeless;
- Have a local connection to the Council’s area;
- Not have care of any dependents;
- Be over 16;
- Have support needs such that they would benefit from the service.

Access to all services will be via the Housing Support Register (HSR). This is the access software for all high support services, and is administered by the Councils Single Point of Access Team.

7.4 The services we are purchasing and preferred procurement options

7.4.1 Floating support services

We will commission two city-wide floating support services: one to provide floating support to 16-24 year olds and one general floating support service 25+ year olds, to include services for families. The services will be provided to vulnerable people at risk of homelessness who are living in their own home (rented or owner occupied) or staying with friends or family.

Preferred procurement option

Conduct a two stage tender process. Pre-qualification questionnaires (PQQs) will be completed by external providers to ensure they meet basic criteria and have the organisational competence (through the Proactis e-tendering portal).

There will be a bench-marking process that will run alongside the procurement process. This will enable the internal Tenant Support Service to submit a proposal for the 25 plus contract containing the same information we will require in tenders. They will not be able to submit a contract for the 16-24 years contract.

Invitation to tenders (ITTs) will be issued to those external organisation that are short-listed. Providers will submit a bid which will include TUPE considerations.

All tenders and the in-house proposal will then be evaluated. We will ensure that there is a fair and transparent process to evaluate submissions. We will appoint an
independent person to the panel whose role will be to ensure the decision-making is fair.

**Reasons**

- We are looking for significantly fewer contracts and remodelled services. Renegotiation with current providers would not achieve this.
- The review of the in-house Tenant Support Service indicated the service it provides a good quality and effective service. However, as we are seeking substantial changes to the service we require, this does not provide a clear opportunity to simply renegotiate a new service with the in-house team. Instead we intend identify the two providers best able to cost effectively deliver client and strategic outcomes.

**7.4.2 Single homeless supported accommodation**

We will reduce the total number of contracts to between six and eight. No contract will be for less than 50 supported accommodation units (except the two women-only services).

We will initially commission a total of 604 units of supported accommodation. This represents about 20 more units than current contracts.

302 units will be for clients who are 25 years and older (although they will be permitted to accommodate clients aged 22 or over). Of these units between 30 - 40 must be for women only.

The remaining 302 units will be exclusively for 16-24 year-old clients and of these units, between 30-55 will be for young women only. The young women’s supported accommodation must be able to safely accommodate at least 10 pregnant young women and young mothers with babies.

We will commission a standard level of support across all services (the equivalent to an average of 2.25 hours per week per client) plus resettlement support to those moving on to their own tenancies (the equivalent of 20 hours of support per client who moves into a tenancy, about 60% of all clients) and a small element of follow-on work for all previous clients (equivalent to 5 hours for each client).

**Preferred procurement option**

Conduct an open tender process to create a framework of providers. Providers will need to evidence that they meet the equivalent of basic PQQ criteria, accommodation standards and agree to rent and service charge ceilings.

Providers will also be assessed on quality and price. Quality will include outcomes and the capability to provide required accommodation. Providers will submit a price per unit. A ceiling limit on this price may be applied however, in order to ensure best value, price will be part of the evaluation.
Once evaluation is complete, we will have a list of potential supported accommodation (the framework). Allocation of units will be based on the providers Most Economically Advantageous Tender (MEAT) score, including consideration of the geographical location of properties and ability to minimise disruption to clients.

**Reasons**

- To retain as much existing provision as is of reasonable quality, location and cost whilst opening up the market for potential new landlords who are better able to deliver temporary accommodation to meet our requirements.
- To introduce an element of competition in order to achieve improved outcomes and best value.

**7.4.3 Families supported accommodation**

We will commission a total of 71 units of supported accommodation. This represents 8 more units than current specialist family contracts. We will retain an element of the budget to enable further units to be commissioned in the future if demand continues to increase.

We will not commission family accommodation from other providers (including the supported accommodation currently provided by Solon and Self-Help Community Housing Association). We encourage the providers of that accommodation to bid for that accommodation to be included on the single-homeless supported accommodation framework.

We will commission a standard level of support across all services (the equivalent to an average of 1.5 hours per week per unit occupied) to include resettlement and follow-on support to those families moving on to their own tenancies (the equivalent of 25 hours of support per unit previously occupied).

These services will be provided to families. In exceptional circumstances they may be provided to particularly vulnerable childless couples.

**Recommended procurement option**

Retain in-house services (Trinity Lodge and Windermere) as the value for money consideration demonstrates they deliver best value. A total of 42 units will be provided by the in-house service.

Retain the 21-unit supported accommodation scheme at Fortfield Road. Subject to checks that the accommodation meets minimum requirements, offer a waiver process for current landlord provider. The waiver process would include the provider meeting the equivalent of PQQ requirements and submitting a proposal setting out a business case for delivering the new service expectations and providing best value. If the waiver application is approved, we will negotiate the support contract to provide a significantly reduced level of support.
If a waiver application is not approved, we would negotiate with the landlord to agree a tendering process for securing an integrated housing management and support contract. This is a similar process to that used in the high support review.

Both providers will be encouraged to consider proposals for the provision of the additional 8 units and potential further units in the future.

**Reasons**

- The in-house service currently delivers significantly better value for money than other supported accommodation in this review. There is no indication that a competitive tender could achieve the same or better value for money.
- We wish to retain the supply of specialist family accommodation – and enable the flexibility to commission additional units in the future if needed.
- There would be risks in using a framework agreement process (as outlined above for the single homeless supported accommodation), in particular the risk of losing the current family accommodation.
- A waiver process (with a competitive process if the landlord does not get a waiver) enables the bespoke accommodation at Fortfield Road to be retained. The current provider will only be awarded the contract if it demonstrates it will deliver best value.

### 7.4.4 Integrated young parents service

We will commission one integrated service for young parents to include floating support and resettlement support for young parents and 35 units of specialist supported accommodation for young parents aged 16-24. This represents 10 fewer supported accommodation units than currently provided contracts. At least one supported accommodation scheme must be able to accommodate fathers in this age group. (We will also commission a young women’s supported accommodation service that is able to accommodate at one time least 10 young mothers and their babies).

The services will be provided to parents aged 16-24 who have children aged less than two years old.

**Recommended procurement option**

Determine which of the current 45 supported accommodation units to retain on the basis of the quality and location of the accommodation. Liaise with landlords to confirm the procurement process for one support contract (to include floating support and integrated housing management and support across all accommodation).

**Reasons**

- An integrated service will be able to offer better value for money and greater flexibility.
- We want to retain the current specialist accommodation supply, albeit with a reduced number of units.
- The procurement route proposed offers the most robust way to meet our requirements. This process is similar to the process used in the high support
review, however it is not possible to offer a waiver opportunity for existing landlord providers as we intend there to be only one contract across all supported accommodation.

### 7.6 Indicative Timetable

<table>
<thead>
<tr>
<th>TIMESCALES</th>
<th>DATE</th>
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<tbody>
<tr>
<td>Demand/Needs Analysis</td>
<td>December 2011 – February 2012</td>
</tr>
<tr>
<td>Gap Analysis</td>
<td>Mar - April 2012</td>
</tr>
<tr>
<td>Procurement Options Appraisal</td>
<td>Feb - April 2012</td>
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<tr>
<td>Stakeholder event – emerging issues &amp; options</td>
<td>April 2012</td>
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<tr>
<td><strong>Consultation and Pre-tender Phase</strong></td>
<td>June – Nov 2012</td>
</tr>
<tr>
<td>Consultation on draft commissioning plan</td>
<td>June - August 2012</td>
</tr>
<tr>
<td>Checks on quality of accommodation to be retained (family and young parent). Waiver process where applicable.</td>
<td>June - August 2012</td>
</tr>
<tr>
<td>Cabinet approval</td>
<td>October 2012</td>
</tr>
<tr>
<td>Notice to services, i.e. either:</td>
<td>October / November 2012</td>
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<tr>
<td>- Competitively tendering service</td>
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<tr>
<td>- Re-commissioning service from same provider with new contract</td>
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<tr>
<td><strong>Where Tendering Process required</strong></td>
<td>Oct 2012 – April 2013</td>
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<tr>
<td>Tender Documents prepared</td>
<td>October 2012</td>
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<tr>
<td>Advertise for Expressions of Interest</td>
<td>November 2012</td>
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<tr>
<td>PQQ / Framework bids</td>
<td>Nov - Jan 2013</td>
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<tr>
<td>Tender Process / Framework call-off</td>
<td>Jan - April 2013</td>
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<tr>
<td>Contract award</td>
<td>April / May 2013</td>
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<tr>
<td><strong>New Services Commence</strong></td>
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<tr>
<td>- 6 weeks minimum implementation period (e.g. where no change in provider)</td>
<td>June 2013</td>
</tr>
<tr>
<td>- 6 months implementation period</td>
<td>April / May - October 2013</td>
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8. De-commissioning arrangements and transition to new contracts

Our commissioning plans do not include any reduction in service activities or supported accommodation units (except for the reduction in specialist young parent units). Nonetheless, all current inherited service contracts will be terminated.

In order to provide certainty to both providers and clients we will offer contract extensions to current providers for the period to at least 31st March.

The Supporting People team will liaise with current providers to develop a process for identifying the impact of the proposed changes to services and the associated risks. They will also consider how best to manage the transition to new services.

The key consideration will be the impact on service users and how to manage the transition process in a way that minimises any negative impact on clients, particularly the need for them to move from one supported accommodation unit to another.

This process may result in further extensions of contracts during the transition period. In all cases providers will be given a minimum of 3 months notice. But we aim, where possible, to give supported accommodation providers 6 months notice.

9. TUPE implications

Current and potential providers will need to be aware of the implications of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE).

When a service activity transfers from one provider to another, the relevant employees delivering that service transfer from the old to the new provider and must transfer on the same contractual terms and conditions of employment. The new provider/employer takes on all the liabilities arising from the original employment contracts. The council will obtain from current providers basis information about the employees who will potentially be affected by this commissioning process.

Bidding providers will need to consider the cost and other implications of TUPE. The council will provide bidders with the information it has collected from current providers about the employees who will be potentially affected. Providers must seek their own legal and employment advice on TUPE. It is the responsibility of bidders/providers to satisfy themselves regarding TUPE requirements.
Glossary

BCC  Bristol City Council
BME  Black and Minority Ethnic
DLA  Disability Living Allowance
ETE  Entry to Employment
HA   Housing Association
HAT  BCC Housing Advice Team
HSR  BCC Housing Support Register
L&F  Lower and floating support review
LGBT Lesbian, Gay, Bisexual and Transgender
LHA  Housing Benefit Local Housing Allowance
NHS  National Health Service
PIE  Psychologically informed environment
PIP  Personal Independence Payment
PMOS BCC Priority Move on Scheme
PRS  Private rented sector
RSL  Registered Social Landlord
SP   Supporting People
SPA  BCC Single Point of Access Team
SWOT Strengths, Weaknesses, Opportunities and Threats
VCSE Voluntary, community and social enterprise