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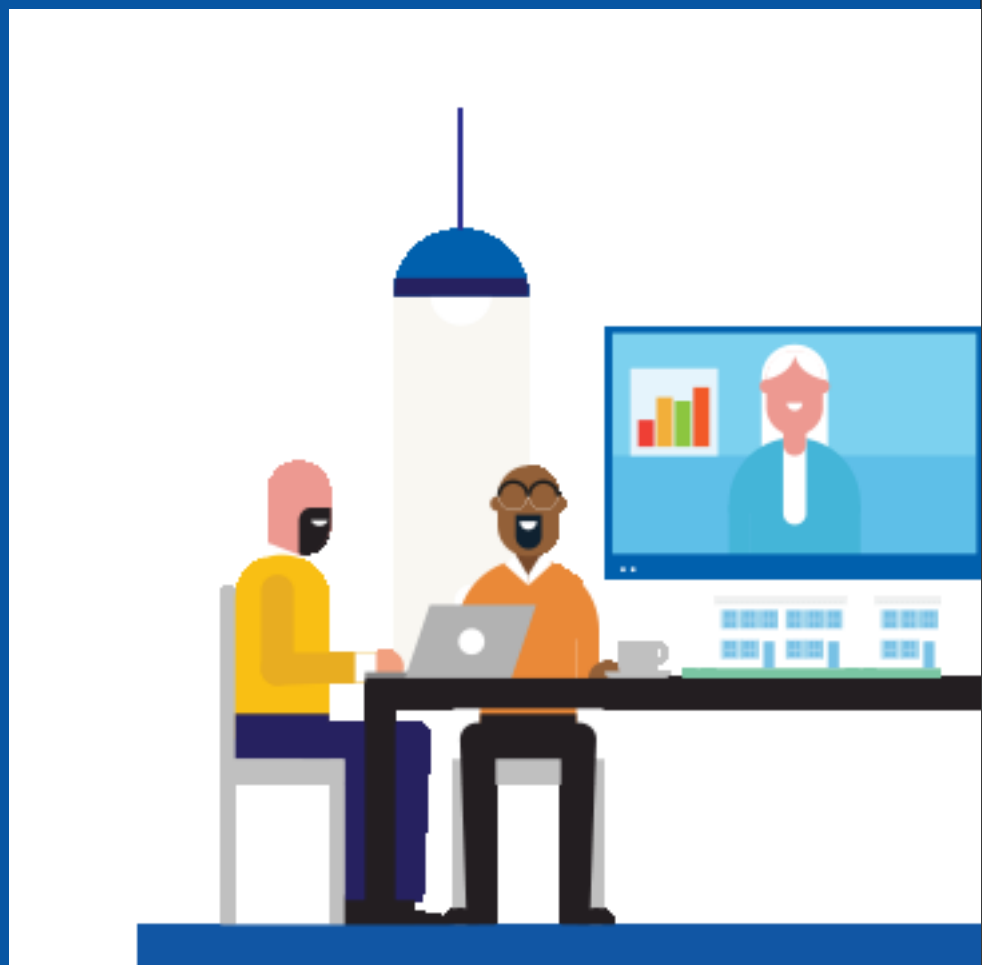


City of  
**BRADFORD**  
METROPOLITAN DISTRICT COUNCIL

# Short Term Supported Housing Needs Assessment 2021

Final Report

July 2021



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## Appendix 1 - Short Term Supported Housing Services

## 1. Introduction

- 1.1 Bradford Metropolitan District Council previously commissioned a Short Term Supported Housing Needs Assessment which was completed in September 2019. This report provided a comprehensive analysis of supported housing provision and the projected needs of the District.
- 1.2 Bradford is in the process of re-commissioning several supported housing contracts and requires the Short Term Supported Housing Needs Assessment to be updated to inform the commissioning process.
- 1.3 Since the 2019 needs assessment was produced the District has commissioned a number of new supported housing initiatives commence, some partly in response to the Covid pandemic and others to address specific needs. The Short Term Supported Housing Needs Assessment needs to be updated to understand how these changes may impact on the modelling and recommendations proposed in the original report.
- 1.4 The specific outputs required are as follows:
  - To reference the Domestic Abuse short term supported housing services, which are subject a separate a stand-alone review. BRICSS is within the scope of this needs assessment. Temporary Accommodation was not within scope of the original needs assessment and this is also the case for the refreshed needs assessment.
  - To map current short term supported housing and to analyse the data from the mapping exercise.
  - To analyse the referral pathway into services (including via the Single Gateway).
  - To update the analysis of gaps in provision.
  - To update the approximate costs of the short term supported housing required.
  - A description of the modelling used to reach the results.
  - The needs assessment will need to reflect the updated Homelessness and Rough Sleeper Strategy, the new service contracts, changes to provision, the impact Brexit and the unique circumstances created by the global pandemic.
  - To review the recommendations made in August 2019 to assess if these remain relevant or whether action has been taken to complete them.

### *Methodology*

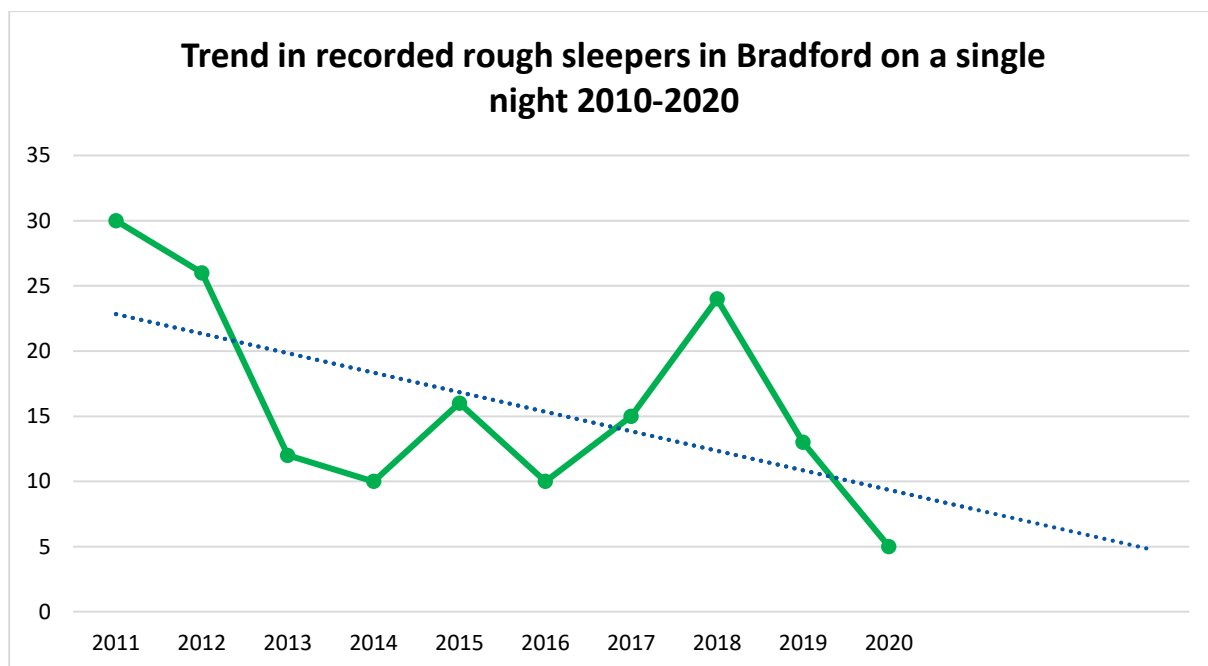
- 1.5 The methodology for the needs analysis involved the following:
  - An analysis of the CIVICA data system to identify the number of referrals to commissioned short term supported housing and the number of applicants placed in commissioned services.

- A survey of commissioned and non-commissioned providers to obtain data on any new services that have either been commissioned or developed since the 2019 need analysis report.
- An analysis of the survey to understand the flow through commissioned and non-commissioned providers and the implications of Brexit and the pandemic.
- The coproduction with the District of an interview format and guidance for Council officers to obtain feedback from customers on pathways into newly contracted services.
- An analysis of the data supplied from the customer consultation.
- The coproduction with the District of an interview format and guidance for Council officers to obtain feedback from professionals on the pathways in and out of short term supported housing.
- An analysis of the data supplied from professionals.
- A report on the refreshed needs assessment

## 2. The Bradford Context

### *Homelessness and Rough Sleeping*

- 2.1 Bradford has produced an updated Homelessness and Rough Sleeping Strategy 2022-2025. The strategy has identified five key themes which are as follows:
- Early intervention and prevention of homelessness
  - Deliver support in the right way and at the right time to people who are homeless
  - Tackle rough sleeping
  - Improve access to housing for people who are homeless
  - Work better together
- 2.2 Early intervention and prevention will include making use of intensive housing management and floating support to prevent tenancies from failing and resulting in homelessness. The strategy recognises that many people are homeless at the point of transition and aims to reduce homelessness of young people leaving care, prison leavers, people being discharged from hospital and refugees leaving NASS accommodation.
- 2.3 The strategy recognises the importance of non-commissioned and commissioned housing support services. The aim is to support the development of specialist services for people with complex needs and in particular to meet the specific needs of young people and women who are experiencing homelessness and rough sleeping.
- 2.4 The strategy aims to continue to work with services to prevent rough sleeping and to move people on from emergency night shelter provision as quickly as possible.
- 2.5 Improving access to housing will involve breaking down barriers to accessing social housing for those who are homeless. In particular the strategy recognises the importance of young people becoming 'tenancy ready' to prevent homelessness from occurring once they are housed.
- 2.6 The strategy aims to build on partnership working to prevent homelessness, including working closely with health partners on identifying solutions which will help prevent or relieve homelessness.
- 2.7 The chart below shows the trend in rough sleeping in Bradford recorded on a single night each year between 2010 and 2020. The number of rough sleepers considerably reduces in 2020 and this likely due to the 'Everyone In' initiative. Nevertheless, there is a downward trend over the period in relation to the number of rough sleepers, based on the snapshot survey.



2.8 The table below shows the demographic characteristics of rough sleepers for the snapshot in 2020. As the number of rough sleepers is very low (5) these percentages can become distorted. In particular the percentage of EU (non-UK) is high, although there were only 4 EU rough sleepers.

| Percentage of Rough Sleepers by demographic category - 2020 | Bradford |
|---|----------|
| <b>Gender</b>   |          |
| Male  | 80%      |
| Female  | 20%      |
| Unknown   | 0%       |
| <b>Nationality</b>  |          |
| UK  | 20%      |
| EU - non UK   | 80%      |
| Non-EU  | 0%       |
| Unknown   | 0%       |
| <b>Age</b>  |          |
| 25 and under  | 0%       |
| 26 and over   | 100%     |
| Unknown   | 0%       |

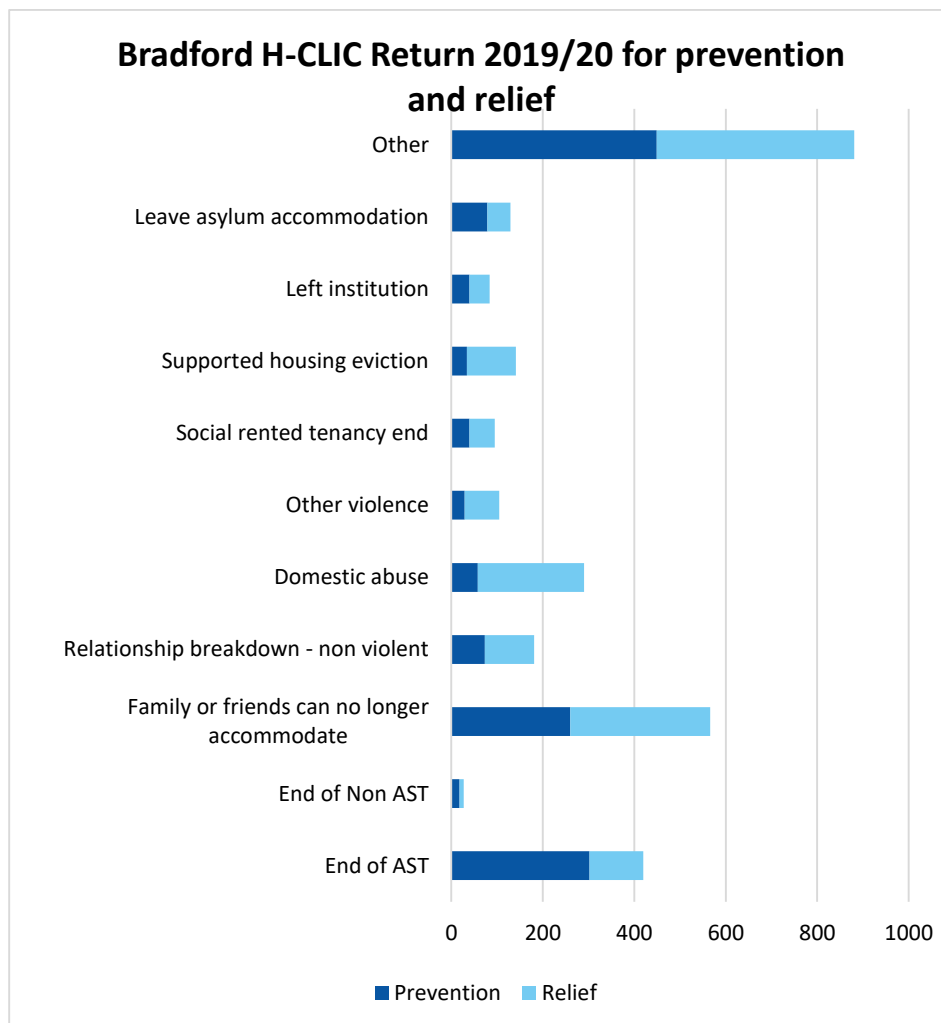
2.9 From 23 March 2020 to 30 April 2021, 382 individuals were supported off the street through the MHCLG ‘Everyone in’ programme. Of these 77 individuals remain in emergency accommodation and 232 were supported to obtain suitable move on options. Under the next phase of the programme Bradford has received funding through the Next Steps Accommodation Programme (NSAP) to provide interim short term accommodation (£391,000) as well as longer term accommodation with support (£1,455,470).

2.10 The Council has reported that on average there are 4 to 7 new rough sleepers per week being found on Bradford streets. Some of them have high to medium needs.

**Homelessness Prevention and Relief**

2.11 The Homelessness Reduction Act 2017 introduced a duty on local authorities to intervene at earlier stages to prevent and relieve homelessness in their areas and to provide homelessness services to all those who are eligible.

2.12 Data is collected by the MHCLG each quarter using the H-CLIC return, and the following table summarises data for 2019/20 on the reasons for homelessness of households owned a prevention or relief duty.

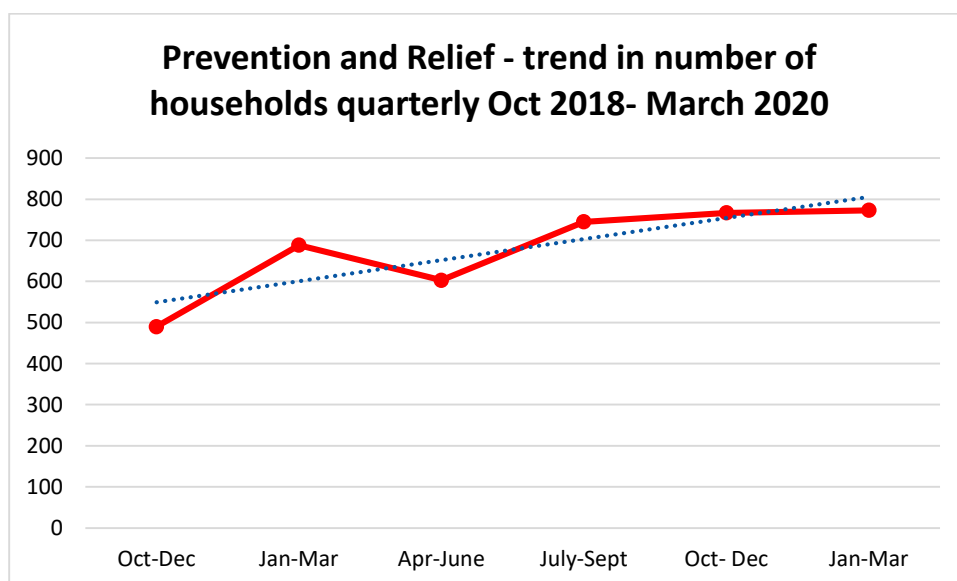


2.13 During the year 2019/20 Bradford carried out a prevention duty for 1,392 households and a relief duty for 1,537 households. There were 958 households (69%) where the prevention duty ended with accommodation being secured and 846 households (55%) where the relief duty ended with accommodation being secured.

2.14 The number of people who are subject to the prevention and relief duty is shown below for the calendar years 2019 and 2020. The number of households seeking assistance declined from April 2020 and this appears to be due to Covid related interventions to prevent homelessness.

| Years | Prevention and Relief – Number of households |
|-------|--|
| 2019  | 2,803  |
| 2020  | 2,660  |

2.15 A trend analysis is shown below for the number of households subject to the prevention and relief duty each quarter for the period from October 2018 to March 2020<sup>1</sup>. This data demonstrates that pre-Covid there was an upward trend.



### No Second Night Out

2.16 Bradford’s No Second Night Out (NSNO) scheme is run by Humankind and provides the frontline emergency response to rough sleeping through a 17 bed night shelter and a rough sleeping outreach service. The Council has invested an additional £150k in NSNO and is now seeking a total of 32 units including a crash pad of 12 units.

2.17 People can self-refer to the service, as well as coming from outreach services, or by being referred by Housing Options. Although the service is commissioned outside the short term

<sup>1</sup> The H-CLIC data for period April to September 2018 is not included as the Council was introducing a new IT system and not all the data was captured.



supported housing budget, NSNO plays an important role in meeting urgent housing need for people with support needs. The night shelter does not allow access to residents during the day.

- 2.18 During 20/21 there were 58 acceptances into NSNO and 58 departures. There were 95% planned departures mainly to supported housing as shown in the table below.

| Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| 15                     | 6           | 24                        | 10            | 3         | <b>58</b>        |

- 2.19 NSNO has had high occupancy rates since the start of the contract in October 2015. However, the provider reported that there had been an increase in the length of stay as a result of Covid. During the lockdowns obtaining move on accommodation became increasingly difficult.

### **General Needs Social Housing**

- 2.20 Compared to many other areas of the country, there is still a good amount of social housing in Bradford which can be summarised as follows:
- The Bradford Integrated Housing Stock Modelling Database Report of 2016 shows there are 33,400 social rented dwellings of all types in Bradford, which is 16% of the total housing stock.
  - Around 20,000 of those dwellings are owned by Incommunities, the LSVT created by the stock transfer in 2003.
  - The remaining units split between a number of Registered Providers (RPs), with 5 of those RPs owning 1,000 units of accommodation or more.
- 2.21 Bradford operates a CIVICA allocations system called Bradford Homes, which prioritises applicants according to band and waiting time. There are two parts to the allocation process. Applicants in housing need are awarded Band 1-3, following an assessment, and are matched to properties on the Nomination Based Lettings module. Any property not let through NBL is advertised on the property shop for bidding, which is open to all applicants including those with low or no housing needs.
- 2.22 Those who need to move on from supported accommodation are placed in Band 2. The supported accommodation provider will request Housing Options to increase the banding of applicants when they are ready to move. Once the banding has been increased the system will match the applicants to properties via the Nomination Based Lettings module (based their preferences for location, size, and type of property). Where more than one applicant is shortlisted for a property, it will be matched by band first and then date of band award.
- 2.23 The 2019 needs assessment found that RPs felt that many of the applicants put forward for move on to general needs accommodation are not yet ready for this move and that the

support provided to help them through this transition is often inadequate in scope and length.

### **Private Rented Sector (PRS)**

- 2.24 Bradford has a large and relatively affordable private rented sector. The 2016 Bradford Integrated Housing Stock Modelling Database Report suggests there are 38,588 private rented dwellings, which is 18% of the total housing stock.
- 2.25 The Council has for several years been operating a PRS access scheme which sources properties from PRS landlords, primarily to prevent or relieve homelessness.
- 2.26 Tenants moving on from supported housing into PRS accommodation are typically not taken on by the Council's PRS access scheme, which has to prioritise those in need of support under the Homelessness Reduction Act (HRA) to prevent or relieve homelessness.
- 2.27 Considerable use is made of the PRS outside the Council scheme by both commissioned and non-commissioned supported housing providers, as well as No Second Night Out (NSNO). In some cases, floating support is provided, especially if the tenant is moving on from commissioned supported housing.

### **Temporary Accommodation**

- 2.28 Temporary Accommodation (TA) for statutory homeless households is not included within the scope of the needs analysis for short term supported housing. However, Temporary Accommodation provided in supported housing does have an impact on other short term supported housing, particularly those who make an unplanned move from TA.
- 2.29 Bradford Council commissions a number of supported housing schemes to provide Temporary Accommodation for statutory homeless households and recently commissioned Concept Housing Association to increase this type of provision. The Council has 100% nomination rights to these services.
- 2.30 The Temporary Accommodation commissioned in supported housing is listed in the table below.

| Provider                         | No of units | Type of service          | Client group        |
|----------------------------------|-------------|--------------------------|---------------------|
| <b>Commissioned Statutory TA</b> |             |                          |                     |
| Horton - Octavia                 | 21          | Dispersed self-contained | Homeless households |
| Horton - Clergy House            | 5           | Hostel                   | Homeless households |
| Horton - Jermyn Court            | 13          | Hostel                   | Homeless households |
| Horton – Oak Lane                | 11          | Dispersed self-contained | Homeless households |
| Horton - Dispersed units         | 20          | Dispersed self-contained | Homeless households |
| Cyrenians - Dispersed            | 31          | Dispersed self-contained | Homeless households |
| Cyrenians - hostel               | 15          | Hostel                   | Homeless households |
| Cyrenians - supported tenancies  | 16          | Dispersed self-contained | Homeless households |
| Concept Housing Association      | 30          | Assessment Centre        | Homeless households |
| Concept Housing Association      | 52          | Assessment Centre        | Homeless households |

|                             |     |                                |                     |
|-----------------------------|-----|--------------------------------|---------------------|
| Concept Housing Association | 9   | Shared                         | Homeless households |
| Concept Housing Association | 7   | Shared                         | Homeless households |
| Concept Housing Association | 7   | Shared                         | Homeless households |
| Concept Housing Association | 10  | Shared                         | Homeless households |
| Concept Housing Association | 10  | Shared                         | Homeless households |
| Concept Housing Association | 11  | Shared                         | Homeless households |
| Concept Housing Association | 10  | Shared                         | Homeless households |
| Concept Housing Association | 9   | Shared                         | Homeless households |
| Concept Housing Association | 9   | Shared                         | Homeless households |
| Concept Housing Association | 257 | Self- Contained & Family House | Homeless households |

2.31 During 20/21 Housing Options placed 899 households in TA managed by Concept Housing Association. Of these 420 were placed in TA assessment centres.

2.32 Feedback received from a statutory stakeholder for mental health shows that Concept TA is a valuable resource, particularly as all nominations have to be accepted. The stakeholder has found that Housing Options tries to match homeless households with TA on the same as day they are due to be discharged from hospital.

2.33 The stakeholder also explained that they have had to remove some customers from Concept TA due to being financially exploited by others, medication stolen or relapse of drugs and alcohol. Also, some individuals who have been readmitted to hospital refuse to return to the accommodation on discharge.

2.34 The data on departures from Concept TA is shown in the table below.

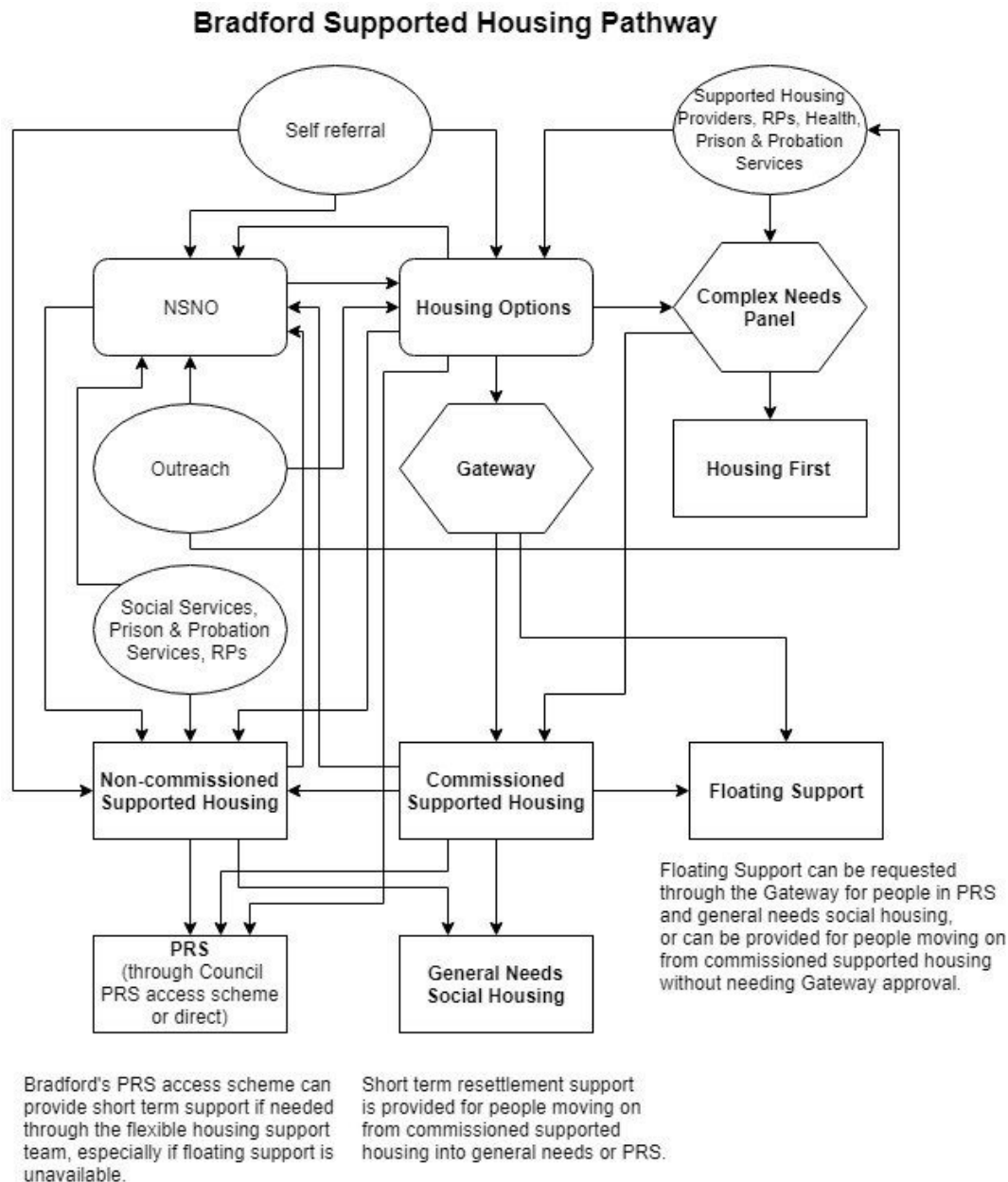
|                         | Departures (during 20/21) – Concept TA |             |                           |               |           | Total departures |
|-------------------------|--|-------------|---------------------------|---------------|-----------|------------------|
|                         | Planned Social Housing                 | Planned PRS | Planned Supported Housing | Planned Other | Unplanned |                  |
| TA Assessment centres   | 8                                      | 19          | 100                       | 0             | 293       | <b>420</b>       |
| Temporary Accommodation | 18                                     | 4           | 27                        | 0             | 152       | <b>201</b>       |

2.35 The table shows that a significant number of people are referred onto short term supported housing, particularly from the assessment centres. Many are referred onto Multiple Needs supported housing, which has a success rate of 78% in terms of planned moves. The table also shows a large number of unplanned moves for Concept TA, with 70% unplanned moves from the assessment centres and 76% from other TA.

2.36 Housing Options are concerned about chaotic individuals losing their Concept Temporary (statutory) Accommodation, due to actions such as ASB, and then becoming rough sleepers which puts pressure on the HOP outreach service. One way to mitigate this issue is to require Multiple Needs short term provision to accept all those chaotic individuals who are in TA provision. The level of risk that short term supported housing providers are willing to accept is explored in the next section.

### 3. Supported Housing Pathway

3.1 Bradford’s Supported Housing Pathway has a number of access points depending on the type of accommodation being provided. The supported housing pathway is illustrated in the diagram below:



3.2 Temporary Accommodation (TA) pathways are not included in the above diagram as TA is out of scope. It is worth noting that Concept TA is required to accept all Gateway referrals. During 20/21 899 Gateway referrals were made to Concept, of which 893 were accepted.

3.3 Bradford’s No Second Night Out (NSNO) provides the frontline emergency response to rough sleeping through a 17 bed night shelter and a rough sleeping outreach service.

- 3.4 The Complex Needs Panel is an arena for agencies to refer complex needs homeless cases where existing housing options have been exhausted. The panel looks to supported accommodation providers to flex their service in order to accommodate referrals or failing this a screening process will take place for acceptance on to the Housing First programme.
- 3.5 At the time of original needs analysis Housing First was being run as a pilot with a target to engage and support 16 individuals into housing. This housing model has demonstrated success with the most complex hard to engage cases and has subsequently been formalised as a commissioned service with 30 units.
- 3.6 Bradford's Housing Options Gateway plays a pivotal role in the pathway and is the route into short term commissioned supported housing. The following section focuses on the operation of the Gateway pathway including feedback about how it is working.

### **The Gateway**

- 3.7 The Gateway sits within Housing Option and provides the mechanism to refer individuals who are eligible for commissioned short term supported housing. The aim of the Gateway is to have a central point where anyone who may need short term supported housing can be assessed objectively and be allocated suitable accommodation.
- 3.8 Those who approach Housing Options for short term supported accommodation can include:
- People who are homeless or at risk of homelessness;
  - People who are referred to Housing Options by external agencies under the HRA Duty to Refer, or otherwise. This can include referrals by Prison and Probation services, RPs, GPs, hospitals, mental health services, supported housing providers, voluntary sector providers, and other Council services;
  - People referred by Outreach or from the NSNO night shelter;
  - People referred by the Complex Needs Panel.
- 3.9 Since 1 March 2021 all referrals to certain commissioned services go through the Housing Options Gateway and are recorded on the CIVICA system. Prior to this some referrals could be made directly to the provider with details on the referrals added to the CIVICA system.
- 3.10 This report has involved carrying out a consultation exercise with stakeholders about the operation of the Gateway. The feedback received is as follows:

### **Feedback from providers and other stakeholders**

- 3.11 Overall, there has been a positive experience with using CIVICA for referrals into services and generally the communication between Housing Options and providers has also been positive.
- 3.12 The key issues are as follows:
- The level of detail included on applications in CIVICA can vary significantly and there can be very limited information on the risks and needs assessed.

- Providers want greater access to the CIVICA system to enable them to keep up to date with the progress of an application and to obtain more detail on risks.
  - Reduction in the duplication of assessments was identified as an issue as providers have to carry out their own assessments in addition to gateway assessment.
  - Some concerns were raised about some sensitive questions asked about applicants e.g. trauma. It was proposed that sensitive issues should be discussed with the applicant's support worker.
  - Further training should be provided for Housing Options staff to make the referral process more consistent and efficient.
  - When someone is placed with another organisation then any outstanding referrals should be closed.
  - Adult social care considered that the waiting time for customers referred is too long.
  - Some concerns were raised about referrals with complex needs being rejected, for example a wheelchair user, an individual with brain damage and service users with aggressive abusive behaviour.
- 3.13 More detailed information is considered essential for providers to assess whether a referral is eligible for their service, as it allows to them to determine eligibility without needing to assess all referrals. Some providers pointed out that in some weeks they can receive more referrals than they can cope with, where they have a number of voids. This is making it harder to fill voids due to the volume of referrals that do not meet their eligibility criteria.
- 3.14 Access to the CIVICA system was raised as an issue and it was proposed having nominated 'super user' staff from providers to log in securely. Access to the CIVICA system would provide more information on risks and one provider suggested that they could complete some assessment information themselves on the system, where they were supporting individuals with making an application.
- 3.15 Although occasionally some referrals are individuals that have previously been evicted, this does not appear to be an issue as providers generally complete a full assessment anyway, based on the details of their current circumstances.
- 3.16 Providers thought that a working group of CIVICA representatives from commissioned organisations would be hugely beneficial to discuss issues and create consistency across the District. Another suggestion was to convene a group with a focus on long stayers in services. This would have the impact of freeing up capacity in supported housing.
- Customers of commissioned services**
- 3.17 Feedback was also obtained about the Gateway process from customers who had been allocated places in commissioned supported housing services. A total of 38 customers participated, with the following demographic profiles:

- 76% male, 24% female.

- 63% White British, 16% White Other, 21% Mixed or Other.
- 68% of working age, 18% under 18, 14% older adults.
- 47% had high or high/medium needs, 13% medium needs.

3.18 In summary the main findings were as follows:

- 47% were referred to supported housing through Housing Options and 42% through other professionals.
- 42% were given more than one option for meeting their housing needs.
- 63% were asked about the support they needed, although 26% were not clear whether they had been asked.
- 76% thought the process worked well from making the first approach to moving into supported housing, with 21% (8) having issues with the process.
- 74% had nowhere to live whilst waiting for supported housing.
- 84% were accepted by the supported housing providers. Four applicants had their applications refused during the process, one for debt issues related to drug and alcohol.
- 89% considered that they had got what they needed from supported housing, or the achievement of their support goals was ongoing, and only 4 customers had negative experiences, mainly related to not wanting to share accommodation.

3.19 Generally, the process from initial contact to being made an offer of accommodation worked well for the customers. The following issues or concerns that were raised:

- Many service users were not clear about the pathways and how they could be referred for supported housing.
- A couple of service users said there should be better advertising of Housing Options and more information about how to access support options.
- 5 people said they were not asked questions at referral stage about what support they needed.
- One person felt that, initially, they were given very inappropriate advice by Housing Options. Subsequently this person was allocated accommodation in Concept but then had to move due to not having high enough support needs.
- Some people were not told about alternative options. Their offer was presented as the only option and they did not feel they were given enough explanation about the service.

3.20 Service users gave examples of where they were listened to or where support worked well:

- Those placed in dispersed accommodation with CCTV felt safe and therefore did not need 24/7 staff in site.
- A number of others said they preferred living in dispersed accommodation rather than a hostel.



- Several customers praised the support provided – with mental health, debts, dealing with substance misuse, gambling, sorting out benefits, independent living skills etc.

3.21 When asked what could have prevented needing supported housing, the following responses were received:

- Most said that they needed supported housing as they had support needs, which could not be met elsewhere.
- More accessible floating support to people living in PRS, and/or more support in the community, could have prevented a move to supported housing.

#### **Key Issues arising**

3.22 The CIVICA system includes a universal form built into the system so that there is a consistent approach to gathering information for assessment. However, the main issue raised by providers is a lack of detailed information available to carry out their own assessment process.

3.23 One of the ways to streamline the assessment process and to reduce the number of multiple referrals is to introduce a ‘trusted assessment’ process. A pilot has recently been undertaken involving a joint referral process with Housing Options and a provider. This process involved Housing Options carrying out an initial assessment which formed the basis for a provider accepting the referral and carrying out their own more detailed assessment. This pilot process could be replicated for all commissioned services.

3.24 Currently every commissioned provider can log into CIVICA system. However, the Council’s GDPR officer has required user access levels to be managed. This means that it would not be possible to allow providers access to the restricted personal data. A trusted assessment process could resolve this issue as providers will be collecting and holding sensitive data themselves – so effectively they do not require access to CIVICA system for personal data.



## 4. Assessment of the Need for Short Term Supported Housing

- 4.1 The assessment of the need for short term supported housing has been based on the, then, DCLG needs model for Supporting People. There are a number of components to this model which are summarised below.

|   |   |
|---|---|
| <b>Population at Risk</b>                     | <p>The 'population at risk' is the overall number of people who are homeless or at risk of homelessness. For this needs analysis this population is based on those who are subject to the prevention or relief duty. This needs analysis does not cover those who are accepted as in priority needs and are statutory homeless households and accommodated in Temporary Accommodation.</p> <p>The trend in the population at risk is used for projecting needs. Not all the population at risk will require short term supported housing.</p> |
| <b>Population in Need</b>                     | <p>The 'population in need' is the number of referrals made to supported housing p.a., including those who are placed and those awaiting an assessment. Referrals that have been rejected because they do not meet the eligibility criteria are included in the 'population in need'. Referrals that cannot be contacted or whose circumstances have changed are not included.</p> <p>The 'population in need' essentially defines the demand for the service.</p>  |
| <b>Supply of Short Term Supported Housing</b> | <p>The supply of short term supported housing is taken into account including turnover rates and occupancy levels. For Bradford, this supply includes commissioned multiple needs supported housing as well as non-commissioned supported housing. Temporary Accommodation that is commissioned in supported housing is not included.</p>   |
| <b>Net Need</b>                               | <p>The net need is calculated by matching the 'population in need' to the supply of short term supported housing and arriving at a net figure. This can be a surplus or deficit in terms of the number of units required. The future needs for short term supported housing can be made by projecting the 'population in need' based on the trend for 'the population at risk'.</p>   |

- 4.2 An Excel model has been developed to analyse the data for the population in need and the supply of short term housing and to project future needs.

### *Overall Needs*

- 4.3 There are a number of service areas that are out of scope of the needs analysis for short term supported housing. These are:

- Temporary Accommodation and associated floating support;

- Floating support.

4.4 The data from the Gateway provides information on referrals, placements, acceptances and cases that are open, for short term supported housing commissioned by Bradford. We have analysed the Gateway data for 2020/21 to identify the need for supported housing. The analysis involved the following:

- Excluding records on individuals referred to Temporary Accommodation and Floating Support
- Removing records that had been cancelled as these individuals have found alternatives
- Removing multiple referrals to providers so that a referral is only counted once (some individuals will be placed more than once, and these placements are counted)

4.5 A survey of providers obtained information for 2020/21 on both commissioned and non-commissioned short term supported housing. Non-commissioned supported housing is largely funded through Intensive Housing Management (IHM) service charges as well as funding from other sources (e.g. charitable).

4.6 The needs analysis for commissioned services therefore combines the Gateway data for 2020/21 with the provider survey for 2020/21. The needs analysis for non-commissioned services is based on the 2020/21 survey.

4.7 The findings of this analysis are summarised in the table below and show that during the year 1,752 people needed short term supported housing in Bradford.

|                      | Gateway and Commissioned <sup>2</sup> Need for SH | Non-Commissioned Need for SH | Domestic Abuse Need for SH | Total Need  |
|----------------------|---|------------------------------|----------------------------|-------------|
| Placed               | 497   | 374                          | 105                        | 976         |
| Accepted             | 3   | 9                            | 0                          | 12          |
| Open                 | 141   | 0                            | 0                          | 141         |
| Refused by Providers | 111   | 262                          | 250                        | 623         |
|                      |   |                              |                            | <b>1752</b> |

4.8 The definitions for the above categories are as follows:

|          |   |
|----------|---|
| Placed   | Placed – accepted the offer of accommodation and accommodated |
| Accepted | Accepted – on the waiting list for the next vacancy           |
| Open     | Open – awaiting an assessment                                 |

4.9 In carrying out the needs analysis the following has been taken into account:

<sup>2</sup> Some newly commissioned services do not receive referrals through the Gateway. Also, the Gateway makes 100% referrals to one non-commissioned service.

- The need for Temporary Accommodation is out of scope and not included in the needs analysis. A separate analysis has been carried out of the data on the TA assessment centres.
- The need for floating support has not been included in the needs analysis, although some analysis of the data on floating support is shown in this report.
- Night shelters (i.e. NSNO) and crash pads have also been treated as out of scope as they are not defined as supported housing, although some of the data they provided is included in this report;
- Short term supported housing for DA is included in the needs analysis table, although a more detailed analysis of need is included in separate report;
- Those referrals who were refused by providers are included in the needs analysis where their application was refused because the service could not meet their needs e.g. their needs were too complex;
- Those referrals who were refused because the provider could not contact them, or they did not engage, or their circumstances had changed are not treated as in need.
- An adjustment was made to the referral data for non-commissioned services to take account of multiple referrals.
- Where data has not been obtained from providers of non-commissioned services, the data from the 2019 survey has been used – this only applied to four non-commissioned providers.

4.10 The data from the CIVICA system on referrals to commissioned services is similar to the data in the 2019 report, not taking into account newly commissioned services. The 2019 report showed 343 placements while the 2021 report shows 383 (with an additional 114 for newly/other commissioned services) not including DA services.

4.11 For non-commissioned services the number shown placed in 2021 is lower than in 2019 although the number refused by the providers in 2021 is slightly higher. This is partly related the changing patterns of non-commissioned provision.

- **Support Needs**

4.12 The support needs of those who have been placed in short-term supported housing is analysed in the table below.

|                         | Gateway and Commissioned | Non-Commissioned |
|-------------------------|--------------------------|------------------|
| <b>Mental Health</b>    | 33%                      | 45%              |
| <b>Substance Misuse</b> | 24%                      | 39%              |
| <b>Offending</b>        | 30%                      | 22%              |

4.13 All those placed through the Gateway are included in the above table. The support needs of those Gateway cases that have not been placed (i.e. are still open or have been refused by

the provider) have a much higher percentage with support needs i.e. 63% with mental health issues, 54% with substance abuse and 65% with an offending history. About 44% of open cases have both mental health and substance misuse issues.

- 4.14 The Gateway data implies that those placed in supported housing have a lower proportion of complex needs to those cases that have either not yet been placed (open) or have been refused by the provider. This may be the result of providers aiming to have a balance of needs in their services, but it does mean that some of those with the most complex needs may not be placed. This also means that the main Gateway objective to target support to those most in need is not being fully achieved.
- 4.15 The Housing First data demonstrates that all of those who were placed during 20/21 have both substance misuse and mental health problems. The response to the survey explained that many placed in Housing First have other needs such as physical health problems, cognitive impairment and also vulnerabilities from working with in the sex industry or vulnerable relationships exacerbated by trauma.

- **Level of Risk**

- 4.16 The level of risk of those placed is another consideration for the needs assessment. The level of risk is defined as follows:

|               |   |
|---------------|---|
| <b>High</b>   | Limited awareness or ability to address risks and how to manage them. Needs immediate, assertive and ongoing support to manage. |
| <b>Medium</b> | Significant risk, generally able to manage but cannot at the moment.  |
| <b>Low</b>    | Occasional and or intermittent risk of not being able to manage.  |

- 4.17 The assessment of risk defines the priority for placement by the Gateway. Another category is also recorded on CIVICA which is 'emergency' which is the highest priority to prevent homelessness/rough sleeping. The table below shows the level of risks assessed for those placed in commissioned through the Gateway and those placed by non-commissioned services.

|           | Gateway and Commissioned                           |              |                              |                               |   | Non Comm'd            |
|-----------|--|--------------|------------------------------|-------------------------------|---|-----------------------|
|           | Total in Need (Placed, Open, Rejected by Provider) | Total Placed | Placed Young People Services | Placed Multiple Needs Generic | Placed Multiple Needs High Risk Offenders | Placed Multiple Needs |
| High      | 44%  | 46%          | 60%                          | 32%                           | 43%                                       | 36%                   |
| Medium    | 18%  | 27%          | 2%                           | 43%                           | 51%                                       | 39%                   |
| Low       | 0%   | 0%           | 0%                           | 0%                            | 0%  | 25%                   |
| Emergency | 38%  | 27%          | 38%                          | 25%                           | 6%  | N/A                   |

4.18 The analysis shows the following for those placed through the Gateway:

- 98% of those placed in Young People’s services are the highest risk individuals and those prioritised by the Single Gateway
- 57% of those placed in Multiple Needs (generic) are the highest risk individuals and those prioritised by the Single Gateway
- 49% of those placed in Multiple Needs (offenders) are the highest risk individuals and those prioritised by the Single Gateway

4.19 The table below shows an analysis of the level of risk by type of provision for those placed through the Gateway. This shows that high risk customers are mainly placed in supported housing/hostels. It is important to note that the percentages reflect that there is more supported housing provision than there is dispersed provision.

|                                 | High | Medium | Emergency |
|---------------------------------|------|--------|-----------|
| <b>Supported Housing/Hostel</b> | 40%  | 15%    | 24%       |
| <b>Dispersed Accommodation</b>  | 6%   | 12%    | 3%        |

4.20 The survey of providers asked about the percentage of high risk referrals they were willing to accept. The results are as follows:

|                                | <b>Gateway and Commissioned</b> | <b>Non Commissioned</b> |
|--------------------------------|---------------------------------|-------------------------|
| <b>Young People</b>            | Case by Case                    | Case by Case            |
| <b>Young People LAC</b>        | 30%                             | N/A                     |
| <b>Multiple Needs</b>          | 100%                            | N/A                     |
| <b>MN - Offenders</b>          | 100%                            | Up to 100%              |
| <b>MN – Hospital Discharge</b> | 30%                             | N/A                     |
| <b>IHM</b>                     | 30%                             | 10%-25%                 |

4.21 The above table is based on the views of providers and has not been incorporated into the modelling.

4.22 The young person services explained that the proportion of high risk referrals that they accept depends on the nature and extent of the risks coupled with the existing risks of the young people already in the services. Some of the non-commissioned IHM services explained that they don’t put limits on high risk referrals and each case is assessed individually.

- **Demographic Information**

4.23 The demographic information below covers commissioned and non-commissioned services. These services are essentially for single people although there is a limited amount of accommodation for families (not including DA services).

4.24 The Horton Multiple Needs scheme for women can accommodate some single parent families and the IHM services provided by Horton and Incommunities also accommodate

some families. However, most families who are homeless are accommodated in Temporary Accommodation, which is out of scope of this project.

- 4.25 The following provides a summary of demographic information of those placed in commissioned and non-commissioned services during 20/21. The information for commissioned services is more detailed as it has been taken from CIVICA system.

|             | Commissioned | Non-commissioned |
|-------------|--------------|------------------|
| Male        | 67%          | 70%              |
| Female      | 33%          | 30%              |
| Under 25    | 41%          | 31%              |
| Working Age | 58%          | 68%              |
| Over 65     | 1%           | 1%               |
| Single      | 98%          | 91%              |
| Families    | 2%           | 9%               |
| White       | 52%          | NK               |
| Asian       | 11%          | NK               |
| Black       | 5%           | NK               |
| Mixed       | 4%           | NK               |
| Other       | 3%           | NK               |
| NK/Refused  | 26%          | NK               |

### ***Gap Analysis for Short Term Supported Housing***

- 4.26 An analysis of the gaps in short term supported housing provision has been carried out using an Excel model. This model has grouped the needs identified into three cohorts:

- Young People
- Multiple Needs
- Need for Intensive Housing Management

- 4.27 The categories used are not mutually exclusive as young people can be accommodated in short term supported housing for Multiple Needs and in IHM services. The Gateway data and provider survey provide information on the proportion of young people accommodated in each service.

- 4.28 The Multiple Needs cohort has been sub-divided into the need for offender services and the hospital discharge service.

- 4.29 The needs identified have been apportioned across existing short term supported housing provision based on the information provided, with gaps identified where these services are unable to meet the needs for each cohort.
- 4.30 The need for DA services has been modelled separately as these services are subject to a separate report. The needs identified take account of the fact that some DA needs are met by commissioned and non-commissioned MN or IHM supported housing.

### Young Person Supported Housing – Multiple Needs

- 4.31 The needs of young people have been apportioned across the different types of short term supported housing based on the current pattern of placements i.e. supported housing for Young People, for Multiple Needs and for Intensive Housing Management. Most of the needs identified for this cohort are met by short term accommodation specifically for young people.
- 4.32 Stakeholders reported that accommodation based services are required to ensure that young people have a starting point for developing independent living skills. Floating support is also considered valuable to build on the skills learnt in accommodation based services and enable them to become tenancy aware. The main gap identified is the need for single occupancy move on accommodation, as multi-occupancy accommodation is not suitable for many young people.
- 4.33 In the table below the need for short term supported housing from young people has been matched to existing provision for young people, with the gap analysis showing the needs that are not being met and the number of units required<sup>3</sup>.

|                       | Commissioned & Gateway |                           |                                |                     |              | Non- Com       | GAP                     |
|-----------------------|------------------------|---------------------------|--------------------------------|---------------------|--------------|----------------|-------------------------|
|                       | Young People           | Young People <sup>4</sup> | Young People                   | Young People        | Young People | Young People   | Young People            |
|                       | Hostel Centrepoint     | Hostel Centrepoint        | Dispersed Supp Hsg Centrepoint | Horton Care Leavers | Horton USAC  | Impact Housing | Dispersed Suppt Housing |
| <b>Needs</b>          | <b>89</b>              | <b>22</b>                 | <b>22</b>                      | <b>19</b>           | <b>11</b>    | <b>23</b>      | <b>99</b>               |
| <b>Occupancy</b>      | 95%                    | 94%                       | 96%                            | 92%                 | 95%          | 95%            | 95%                     |
| <b>Intended LOS</b>   | 6                      | 6                         | 6                              | 12                  | 12           | 24             | 6                       |
| <b>Staff cover</b>    | 24hr                   | 24hr                      | Day                            | 24hr                | 24hr         | Day            | Day                     |
| <b>Existing Units</b> | <b>47</b>              | <b>12</b>                 | <b>11</b>                      | <b>20</b>           | <b>12</b>    | <b>48</b>      | <b>52</b>               |

- 4.34 The gap analysis suggests that there is a gap of 52 units required for 99 referrals p.a, based on the assumption that a 6 month length of stay is required to meet these needs. The vast majority (94%) of these referrals were high risk or emergencies, based on an analysis of referrals that are either open or had been rejected. The gap appears to be for dispersed

<sup>3</sup> Some needs have been apportioned to MN and IHM provision based on current placements.

<sup>4</sup> This is a non-commissioned service that receives 100% of referrals through the Gateway.

supported housing units to enable young people to learn independent living skills before moving to their own tenancy, based on stakeholder feedback.

- 4.35 The actual turnover for existing hostel provision is slightly greater than the turnover modelled, meaning that more young people move through the pathway than is assumed by the model. However, stakeholders reported that 6 months is a short stay to ensure that they are tenancy ready, considering the types of needs young people present.
- 4.36 The table below shows the actual departures made from young person commissioned services during 20/21.

|              | Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|--------------|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| Hostel       | 39                     | 24          | 1                         | 68            | 8         | 140              |
| Dispersed    | 3                      | 2           | 0                         | 6             | 1         | 12               |
| Leaving care | 5                      | 1           | 6                         | 12            | 11        | 35               |
| USAC         | 0                      | 1           | 6                         | 2             | 1         | 10               |
| <b>Total</b> | <b>47</b>              | <b>28</b>   | <b>13</b>                 | <b>88</b>     | <b>21</b> | <b>197</b>       |

- 4.37 The data shows that 89% of departures from young person services (not including Impact) were planned, with many moving into social housing and the private rented sector.

### Multiple Needs - Generic

- 4.38 Stakeholders identified that many of those with complex needs require long term housing with flexible support to enable these individuals to live in their own tenancy e.g. similar to Housing First. One stakeholder considered that many of the supported housing/hostel schemes are chaotic and do not provide a place that is calm where individuals with complex needs can rebuild their lives.
- 4.39 Stakeholders identified that staff in short term supported housing are not always skilled or experienced in working with individuals who have complex needs and there is a need to work in a trauma informed way.
- 4.40 Stakeholders also identified concerns in relation to people's mental health needs, especially where there are other factors such as substance misuse and offending behaviour. One of the main concerns identified is the need to prevent a relapse with the use of drugs and alcohol, as well as compliance with medication. There are concerns that individuals can slip under the radar due to not enough support being provided.
- 4.41 The 2019 needs assessment report proposed an inreach service to provide support around mental health and substance misuse, rather than develop specialist supported housing and this is also proposed by this report.
- 4.42 To assist local authorities with permanent move on for former rough sleepers through the Everyone In programme, the Council received MHCLG funding to develop a complex needs accommodation project with 18 units (Fairmont Lodge) partnering with Horton Housing. A



further 10 units of accommodation linked to mental health floating support and tenancy support have also been developed through this funding in partnership with Incommunities and Bradford District Care Foundation Trust. Fairmount Lodge is to provide long term homes for former rough sleepers, with the Incommunities/ Bradford District Care Foundation Trust being funded for 12 months with the tenancies being absorbed into Incommunities existing IHM model at the end of this period.

- 4.43 Some stakeholders made the point that many supported housing schemes are mixed gender and vulnerable women are reluctant to accept this accommodation.
- 4.44 The need for short term supported housing for those with multiple needs has been matched to existing commissioned Multiple Needs provision in the table below. The table below shows a gap where the need for this type of accommodation cannot be met by existing provision.

| <b>Commissioned - Multiple Needs</b> |                |                                |                  |                |                    |                         |                      |
|--------------------------------------|----------------|--------------------------------|------------------|----------------|--------------------|-------------------------|----------------------|
|                                      | MN Men & Women | MN Men & Women                 | MN Women         | Multiple Needs | Multiple Needs     | Mental Health           | MN - Complex         |
|                                      | Horton Gratton | Horton Dispersed Supported Hsg | Horton Millhaven | Horton Boldsay | Horton RS Fairmont | Next Steps Incommunties | Bridge Housing First |
| <b>Needs</b>                         | <b>44</b>      | <b>128</b>                     | <b>37</b>        | <b>39</b>      | <b>23</b>          | <b>10</b>               | <b>6</b>             |
| <b>Occupancy</b>                     | 97%            | 95%                            | 93%              | 98%            | 95%                | 100%                    | 100%                 |
| <b>Intended LOS</b>                  | 6              | 6                              | 6                | 6              | 9                  | 12                      | 36                   |
| <b>Staff cover</b>                   | 24hr           | 24hr                           | 24hr             | Day            | Day                | Day                     | Day                  |
| <b>Existing Units</b>                | <b>23</b>      | <b>67</b>                      | <b>20</b>        | <b>20</b>      | <b>18</b>          | <b>10</b>               | <b>20</b>            |

|                       | <b>PLANNED</b> | <b>GAP</b>                |                             |               |
|-----------------------|----------------|---------------------------|-----------------------------|---------------|
|                       | MN Complex     | MN                        | MN Women                    | MN Complex    |
|                       | Housing First  | Dispersed Supported Accom | Supported s/c Housing Women | Housing First |
| <b>Needs</b>          | <b>3</b>       | <b>140</b>                | <b>13</b>                   | <b>3</b>      |
| <b>Occupancy</b>      | 100%           | 95%                       | 95%                         | 100%          |
| <b>Intended LOS</b>   | 36             | 6                         | 6                           | 36            |
| <b>Staff cover</b>    | Day            | Day                       | 24hr                        | Day           |
| <b>Existing Units</b> | <b>10</b>      | <b>73</b>                 | <b>7</b>                    | <b>10</b>     |

- 4.45 Housing First is needs led and the provision is not intended to be time limited. For modelling purposes it has been assumed that individuals will require an intensive input for an average of 3 years based on the research carried out for the 2019 report. Some may need to step

down to floating support. With demand outweighing supply for Housing First's capacity of 30 individuals, work is being done with long term relatively stable beneficiaries to consider a move into mainstream support, creating further opportunities for others in need.

- 4.46 The gap analysis shows that existing provision does not have the capacity to meet the needs of about 156 referrals, which would require 90 additional units. This calculation is based on the methodology, which involved comparing the numbers of referrals with the available supply (see 4.1 & 4.7) This gap can be broken down as follows in terms of risk:

|              |            |             |
|--------------|------------|-------------|
| High         | 55         | 35%         |
| Medium       | 0          | 0%          |
| Low          | 0          | 0%          |
| Emergency    | 101        | 65%         |
| <b>Total</b> | <b>156</b> | <b>100%</b> |

- 4.47 If all commissioned Multiple Needs services exhausted the high risk/ emergency list prioritised by the Single Gateway, before considering lower needs, then the needs profile of this gap would be as follows:

|              |            |             |
|--------------|------------|-------------|
| High         | 33         | 21%         |
| Medium       | 81         | 52%         |
| Low          | 0          | 0%          |
| Emergency    | 42         | 27%         |
| <b>Total</b> | <b>156</b> | <b>100%</b> |

- 4.48 Based on the findings of the stakeholder interviews, as well as feedback from service users, the gap in the needs could be met as follows:

- An increase to Housing First provision. The current capacity for Housing First is 30, with 20 units operational to date. Any increase beyond 30 will require an increase in support staff so as not to dilute the intensive support and low caseloads within the programme.
- An increase to the number of units of short stay Multiple Needs provision in dispersed accommodation, with an assumed 6 months stay. This is type of provision is preferred to hostel accommodation.
- An increase to the number of self contained supported housing units for women with multiple needs, with an assumed 6 months stay. All the women rejected by providers were either high risk or emergencies.

- 4.49 Stakeholders considered that many of the needs they identified could be met in long term independent accommodation with wrap around support, which moves away once an individual is tenancy ready. This support may be required up to 12 -18 months and would be more intensive than generic floating support, but not as intensive as Housing First. This type of provision could provide an alternative to existing hostel accommodation or dispersed supported housing.

4.50 Providers identified that there are issues with moving people on from existing short term supported housing who are tenancy ready. In particular, the lack of access to appropriate move on accommodation can result in service users becoming demotivated if they are unable to move.

4.51 The table below shows the actual departures made from Multiple Needs commissioned services during 20/21.

|                       | Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|-----------------------|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| <b>Multiple Needs</b> | 37                     | 19          | 41                        | 33            | 35        | <b>165</b>       |

4.52 The data shows that 78% of departures from multiple needs services were planned, with most moving into social housing, the private rented sector and supported housing. Some of those moving into supported housing will move between different supported housing services managed by the same provider.

### Multiple Needs - Offenders

4.53 Stakeholders for offender services consider that there is a specific need for short term supported housing/hostel for high risk MAPPA individuals and those who are chaotic and violent, as it would create too high a risk to accommodate them in existing services.

4.54 The need for short term supported housing for offenders with multiple needs has been matched to existing commissioned Multiple Needs provision for offenders. The table below shows a gap where the needs cannot be met by existing provision.

|                       | Commissioned - Offenders |                                    |                                  | Non Comm                         | GAP                              |
|-----------------------|--------------------------|------------------------------------|----------------------------------|----------------------------------|----------------------------------|
|                       | Multiple Needs Offenders | Multiple Needs Offenders           | Multiple Needs Offenders         | Multiple Needs Offenders         |                                  |
|                       | Hostel Langley House     | Dispersed Supp Housing Langley Hse | Horton Housing New Start (Accom) | Dispersed Shared Hsg Langley Hse | High Risk Offender Supported Hsg |
| <b>Needs</b>          | <b>14</b>                | <b>7</b>                           | <b>29</b>                        | <b>8</b>                         | <b>15</b>                        |
| <b>Occupancy</b>      | 98%                      | 95%                                | 98%                              | 98%                              | 95%                              |
| <b>Intended LOS</b>   | 12                       | 12                                 | 6                                | 24                               | 12                               |
| <b>Staff cover</b>    | 24hr                     | 24hr                               | Day                              | Day                              | 24hr                             |
| <b>Existing Units</b> | <b>14</b>                | <b>7</b>                           | <b>15</b>                        | <b>17</b>                        | <b>15</b>                        |

4.55 The CIVICA data for 20/21 shows a slightly higher number of placements in commissioned offender services (64 placements) than indicated by the intended length of stay used for modelling. The gap analysis shows a need to accommodate 15 high risk MPPA referrals p.a in provision with a length of stay of 12 months. For modelling purposes 'excess' offender referrals have been apportioned to MN (generic) provision.

- 4.56 The table below shows the needs profile of referrals to offender services whose applications were either still 'open' or had been rejected by the provider (this figure include the gap identified in the table above). The vast majority of these referrals were 'open'.

|              |           |             |
|--------------|-----------|-------------|
| High         | 38        | 45%         |
| Medium       | 2         | 3%          |
| Low          | 0         | 0%          |
| Emergency    | 44        | 52%         |
| <b>Total</b> | <b>84</b> | <b>100%</b> |

- 4.57 If existing Multiple Needs offender provision prioritised high risk/emergency Gateway referrals (for 20/21 only 49% of placements were high risk/emergency), then this will reduce the number of medium risk placements. The additional 15 units for high risk MAPPA referrals will still be required anyway, as existing offender service capacity cannot meet all high risk/emergency offender referrals (even if all the placement made were high risk/emergency)
- 4.58 The table below shows the actual departures made from commissioned Multiple Needs offender services during 20/21. 65% of the departures were planned.

|                                 | Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|---------------------------------|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| <b>MN Offenders<sup>5</sup></b> | 8                      | 3           | 1                         | 3             | 8         | <b>23</b>        |

- 4.59 Providers of Multiple Needs supported housing for offenders aim to move individuals to dispersed accommodation with some staff support, although they also find that 'move on' to a shared 3 bed house can work well as it prevents people from feeling isolated.

### Multiple Needs – Hospital Discharge

- 4.60 The BRICSS supported housing scheme is multi-agency funded, with the building capital funded by the, then, Department of Health. This is a valuable service for hospital discharge and should continue to be funded on a multi-agency basis.
- 4.61 The estimated number of homeless people who are discharged from hospital and require short term supported housing has been matched to the existing BRICCS service. Based on the anticipated level of voids and the intended length of stay the service should be able to meet all the needs identified.

<sup>5</sup> There was no departure data for the non-commissioned service for offenders possibly because this is a new service.

|                       |                      |
|-----------------------|----------------------|
|                       | <b>Multi Agency</b>  |
|                       | MN BRICCS            |
|                       | Horton Supported Hsg |
| <b>Needs</b>          | <b>55</b>            |
| <b>Occupancy</b>      | <b>80%</b>           |
| <b>Intended LOS</b>   | <b>3</b>             |
| <b>Staff cover</b>    | <b>24hr</b>          |
| <b>Existing Units</b> | <b>17</b>            |

4.62 The main issue of concern for this service identified by the 2019 report was the lack of adapted units for individuals to move onto. This resulted in individuals staying longer in the service than intended.

4.63 The data on departures in the table below shows fewer departures than would be expected from a service with an intended length of stay of 3 months. Covid has had an impact on reducing the number of referrals to the BRICSS service as a result of reduced attendance at Bradford A&E.

| Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| 6                      | 0           | 4                         | 2             | 9         | <b>21</b>        |

### Non-commissioned IHM and other Supported Housing

4.64 Non-commissioned Intensive Housing Management and other Supported Housing cover a range of provision including hostel accommodation, IHM provided in general needs housing, services for rough sleepers and accommodation for people who are destitute. Most of the accommodation described in this section is in receipt of IHM, with some in receipt of charitable funding as well, or only in receipt of charitable funding.

4.65 Providers of non-commissioned services consider that it is more difficult to match people to shared accommodation and only accept a small proportion of high risk referrals for this type of accommodation. Generally, those with high risks are better managed through dispersed units as they tend to adapt and cope well. The view of these providers is that hostels only work for short stays.

4.66 Providers thought that the most preferable model for those with more complex needs is longer term accommodation with support tailored to the individual, so that they do not have to move from supported housing after six months. However, to achieve this through IHM would require RPs to lease PRS housing or provide housing through their own stock.

4.67 Other issues identified were the housing management challenges faced by registered providers in meeting the needs of vulnerable people. Incommunities led a conference in October 2019 where there was a consensus over the following:

- Specifically bringing together mental health and housing services for relationship building and networking
- Information sharing and joint training opportunities
- Creating jointly funded teams and posts

4.68 The need for short term non-commissioned supported housing has been matched to existing IHM provision in the tables below. The gap analysis identifies a need for 111 dispersed units with support funded through IHM, with a 12 month stay to prepare individuals for independence.

| Non-Commissioned      |                                     |                               |                        |                                    |                    |                   |                                 |                                 |
|-----------------------|-------------------------------------|-------------------------------|------------------------|------------------------------------|--------------------|-------------------|---------------------------------|---------------------------------|
|                       | Single Homeless Generic             | Supp'ted Housing              | Rough Sleepers         | Rough Sleepers                     | Rough Sleepers IHM | Refugees          | Drug & Alcohol Recovery Abst'ce | Drug & Alcohol Recovery Abst'ce |
|                       | Salvation Army Supported Hsg Hostel | Bridge IT Supp'ted Hsg Hostel | Cyrenians Homes 4 Life | Cyrenians Restart Supp'ted Housing | Cyrenians STOP     | Horton Alms House | Beacon House Hostel             | Claver Hall Supp'ted Hsg Hostel |
| <b>Needs</b>          | <b>39</b>                           | <b>24</b>                     | <b>2</b>               | <b>12</b>                          | <b>17</b>          | <b>4</b>          | <b>55</b>                       | <b>6</b>                        |
| <b>Occupancy</b>      | 95%                                 | 95%                           | 95%                    | 95%                                | 95%                | 99%               | 95%                             | 95%                             |
| <b>Intended LOS</b>   | 12                                  | 15                            | 24                     | 12                                 | 8                  | 24                | 9                               | 9                               |
| <b>Staff cover</b>    | 24hr                                | Day                           | Day                    | Day                                | Day                | Day               | Day                             | 24 hr                           |
| <b>Existing Units</b> | <b>42</b>                           | <b>32</b>                     | <b>4</b>               | <b>12</b>                          | <b>12</b>          | <b>8</b>          | <b>44</b>                       | <b>4</b>                        |

| Non-Commissioned          |                                      |                                   |                                    |                          |                        |                            | GAP          |
|---------------------------|--------------------------------------|-----------------------------------|------------------------------------|--------------------------|------------------------|----------------------------|--------------|
| Generic IHM               | Generic IHM                          | Supp'ted Hsing                    | Supp'ted Hsing Generic             | Supp'ted Hsing for Women | Single Parents         | Supp'ted Housing Destitute |              |
| Horton Dispersed Supp Hsg | Incomm unites General Needs with IHM | My Space Dispersed Self Contained | Riverside Dispersed Self contained | Riverside Self contained | Cyrenians Parents Plus | Abigail House              | Supp Housing |
|                           |                                      |                                   |                                    |                          |                        |                            | Dispersed    |
| <b>Needs</b>              | <b>72</b>                            | <b>91</b>                         | <b>17</b>                          | <b>78</b>                | <b>14</b>              | <b>3</b>                   | <b>17</b>    |
| <b>Occupancy</b>          | 95%                                  | 100%                              | 95%                                | 95%                      | 95%                    | 100%                       | 95%          |
| <b>Intended LOS</b>       | 12                                   | N/A                               | 36                                 | 9                        | 11                     | 7                          | 13           |
| <b>Staff cover</b>        | Day                                  | Day                               | Day                                | Day                      | 24hr                   | Day                        | Day          |
| <b>Units Required</b>     | <b>76</b>                            | <b>91</b>                         | <b>52</b>                          | <b>62</b>                | <b>13</b>              | <b>2</b>                   | <b>19</b>    |
|                           |                                      |                                   |                                    |                          |                        |                            | <b>111</b>   |

4.69 Incommunities supported housing model is included within the need analysis and involves allocating general needs accommodation to vulnerable people together with Incommunities providing IHM support. The accommodation becomes a long term tenancy when the IHM

input ceases and the individual is considered able to sustain their tenancy. This model is different to the usual model of supported housing as the number of units are not fixed.

- 4.70 During 20/21, 91 households were allocated Incommunities accommodation with IHM support which is normally provided for 24 months. Altogether 315 units of ‘supported accommodation’ are currently in receipt of IHM from Incommunities under this model. This means approximately 159 units would normally be allocated each year, although during the first lockdown allocations were suspended for this model. 52% of IHM tenancies migrate to an assured tenancy<sup>6</sup>.
- 4.71 Horton’s IHM model involves dispersed accommodation with Horton providing IHM support. The intended length of stay of is 6 months, with the aim of moving service users onto other accommodation. However, the total departures for 20/21 were 39, which suggests an actual length of stay of just under 24 months. The modelling has assumed a more realistic intended length of stay of 12 months.
- 4.72 The generic IHM provided by Horton and Incommunities accommodate families as well as single people. The level of support provided to households through IHM is quite low and is as follows:

| Provider of IHM | Needs Group                         | Number of tenants | Hours of support p.w per tenant |
|-----------------|-------------------------------------|-------------------|---------------------------------|
| Incommunities   | Vulnerable single people & families | 315               | 1.3                             |
| Horton          | Vulnerable single people & families | 76                | 2.4                             |

- 4.73 One of the providers manages accommodation for those who are destitute and are unable to claim benefits. This organisation receives charitable funding to provide its services.
- 4.74 The data on departures for the non-commissioned services is summarised in the table below for 20/21. This data is only for those providers that completed the survey.

| Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| 66                     | 48          | 58                        | 76            | 49        | 298              |

- 4.75 The data shows that 84% of departures from non-commissioned IHM, or charitable funded services, were planned with many moving to supported housing and into the private rented sector.
- 4.76 Non-commissioned providers reported that there is a cohort of individuals with complex needs who are going round all the supported housing services. They are initially placed in emergency accommodation and then get evicted quite quickly from services. More focused

<sup>6</sup> Incommunities: Homelessness Strategy Information – summary of finding. 2019.

work is needed with these individuals to understand what accommodation they need and to reduce this revolving door scenario.

### Domestic Abuse (DA)

- 4.77 The need for specialist services for DA has been modelled separately, however some DA referrals are also made to commissioned and non-commissioned short term supported housing.
- 4.78 The referrals to DA provision have been abated to take account of the following:
- Duplicated referrals to specialist DA services
  - Referrals where the individual has refused an offer, or cannot be contracted or whose circumstances have changed
- 4.79 The first table shows the need for refuge/crisis accommodation and for dispersed step/down accommodation which has been matched to existing DA provision. The second table shows the DA accommodation that is planned, with a gap analysis showing the needs that are not being met.

|                       | Commissioned             |                        | Non-Commissioned       |                      |                            | Non-Commissioned          |  |
|-----------------------|--------------------------|------------------------|------------------------|----------------------|----------------------------|---------------------------|--|
|                       | Staying Put              | Ashiana                | Anah                   | Cyrenians MSU        | Anah                       | Staying Put               |  |
|                       | Family and single Refuge | Family & Single Refuge | Family & Single Refuge | Crisis Accom for Men | Single step down Dispersed | Family & Single Dispersed |  |
| <b>Needs</b>          | <b>55</b>                | <b>12</b>              | <b>24</b>              | <b>19</b>            | <b>8</b>                   | <b>22</b>                 |  |
| <b>Voids (actual)</b> | 93%                      | 90%                    | 100%                   | 96%                  | 100%                       | 100%                      |  |
| <b>Intended LOS</b>   | 6                        | 7                      | 6                      | 7                    | 6                          | 6                         |  |
| <b>Existing Units</b> | <b>30</b>                | <b>8</b>               | <b>12</b>              | <b>12</b>            | <b>4</b>                   | <b>11</b>                 |  |

|                          | PLANNED        |                |                               |                          |                          | GAP                     |                         |
|--------------------------|----------------|----------------|-------------------------------|--------------------------|--------------------------|-------------------------|-------------------------|
|                          | BRC            | BRC            | Bridge                        | MSU                      | MSU                      | Refuge                  | Dispersed Step Down     |
|                          | Dispersed 2021 | Dispersed 2022 | Dispersed 1 bed & studio 2021 | Men Dispersed Accom 2021 | Men Dispersed Accom 2022 | Single Women & Families | Single Women & Families |
| <b>Needs</b>             | <b>38</b>      | <b>38</b>      | <b>6</b>                      | <b>5</b>                 | <b>7</b>                 | <b>57</b>               | <b>65</b>               |
| <b>Voids (estimated)</b> | 95%            | 95%            | 95%                           | 95%                      | 95%                      | 95%                     | 95%                     |
| <b>Intended LOS</b>      | 9              | 9              | 12                            | 9                        | 9                        | 6                       | 9                       |
| <b>Units</b>             | <b>30</b>      | <b>30</b>      | <b>6</b>                      | <b>4</b>                 | <b>6</b>                 | <b>30</b>               | <b>51</b>               |

- 4.80 The gap analysis suggests that in total there is a gap of 81 units of DA accommodation across Bradford, taking into account planned provision. The table shows an apportionment of 30 units for refuges and 51 units for dispersed accommodation. This will include the need to



provide units for different sized family units, including large families. This apportionment is largely based on the feedback from the DA workshops.

4.81 In addition to those DA referrals accommodated in DA provision, there are also DA referrals who are accommodated in commissioned Multiple Needs supported housing and non-commissioned supported housing, including the Incommunities model. During 20/21 the following numbers were accepted by these services:

- 48 in Multiple Needs short term supported housing.
- 26 in non-commissioned short term supported housing.

4.82 The table below shows the data on departures from DA short term supported housing services, where data has been provided. Most are planned departures.

| Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| 19                     | 6           | 18                        | 29            | 6         | <b>78</b>        |

### Impact of Brexit and Covid

4.83 The survey of commissioned and non-commissioned providers asked about the impact of Brexit and the pandemic on their services. The following highlights their responses.

- **Brexit**

4.84 Generally, providers reported that there have been no significant issues as a result of Brexit, apart from obtaining settled status for clients who had NRPF. One of the providers envisaged that this situation may change if NRPF numbers rise, with some individuals not being eligible to apply for settled status.

4.85 One provider reported that Brexit has had a massive impact on their EEA migrant clients. Through the introduction of the Settlement Scheme, as a result of Brexit, many homeless clients have been able to access benefits and move out of homelessness and destitution. The provider is concerned that at the end of the transition period (30 June '21) many of their clients will not have secured settled status and will be in a more precarious immigration and housing status.

- **Covid**

4.86 About 35% of respondents have had a Covid outbreak in their services. These outbreaks appear to be quite limited and were contained. Examples include:

- Staff members contracting Covid outside the service and self isolating.
- Individual service users living in dispersed units who contracted Covid
- Covid cases in supported housing schemes where staff applied guidance to containing the outbreak.

- 4.87 About 20% of providers had to reduce their occupancy levels to deal with outbreaks in their services, including one provider keeping a four bed cluster empty in case there was a need to isolate any residents. One provider increased its occupancy levels to respond to the needs of homeless people during the pandemic.
- 4.88 The impact of the pandemic included increased time to move new placements into supported housing due to completing paperwork remotely and testing individuals before they move. Also repairs to void properties have been delayed due to Covid.
- 4.89 Some providers saw a dip in the number of referrals during the first lockdown, although more recently demand had increased. Most providers, though, reported increased demand, with the 'Everyone in' scheme meeting some of that demand. This scheme has increased pressure on capacity for some providers, as a large number of the clients who were accommodated by the scheme require flexible support.
- 4.90 The Home from Hospital service (BRICSS) has had a reduction in referrals due to less people attending Bradford A&E. Some providers have experienced slow move on from supported housing schemes due to social housing providers not operating lettings in the normal way. NSNO has seen an increase in the length of stay as result of Covid due to lack of move on.
- 4.91 Domestic abuse services for women reported a substantial increase in referrals during the pandemic, with one provider reporting a 30% increase.
- 4.92 Incommunities suspended their housing allocations during the first lockdown and focused on supporting the local authority with emergency allocations for homeless households and those leaving refuge accommodation.

### *Floating Support*

- 4.93 Although floating support is out of scope of the needs analysis, there are implications for floating support services arising from the needs analysis. The greater the turnover of short term supported housing then more capacity is required for floating support services.
- 4.94 The Excel model has made an estimate of move-on accommodation required each year from the existing short term supported housing pathway (not including DA). This calculation does not include supported housing where a service user remains in their tenancy when they no longer require support i.e. Housing First and the Incommunities IHM model. The estimate takes account of the intended length and stay included in the model and the average percentage of unplanned departures for 20/21.

|   | <b>Short term SH</b> |
|---|----------------------|
| <b>Departures existing commissioned &amp; Gateway</b> | <b>574</b>           |
| <b>Departures existing non-commissioned</b>           | <b>408</b>           |
| Unplanned moves no                                    | 170                  |
| Planned moves (no.)                                   | 812                  |
| % of planned moves where Floating Support required    | 50.00%               |
| <b>Number of planned moves with Floating Support</b>  | <b>406</b>           |

4.95 The number of planned moves that require floating support is based on an estimate included in needs analysis. This takes account of the fact that many make a planned move to other supported housing or alternative options e.g. moving back to family.

4.96 The supply of floating support services is as follows:

|                |   |            |
|----------------|---|------------|
| Centrepoint    | Centrepoint - Floating Support  | 70         |
| Horton Housing | Horton - Floating Support   | 232        |
| Horton Housing | New Start at home (Floating Support Multiple Needs High Risk Offenders) | 58         |
| <b>Total</b>   |   | <b>360</b> |

4.97 The data from the provider survey shows **548** floating support acceptances during 20/21. Floating support is not only accessed for those moving on from supported housing but also by individuals already living in independent accommodation who are at risk of losing their tenancy.

4.98 The level of support provided through floating support is shown in the table below. This is much less input than a service such as Housing First which provides intensive input over a longer period.

|             | Needs Group                        | Number of service users | Hours of support p.w per service user |
|-------------|------------------------------------|-------------------------|---------------------------------------|
| Horton      | Multiple Needs High Risk Offenders | 58                      | 4.5                                   |
| Centrepoint | Young People                       | 70                      | 2.1                                   |
| Horton      | Multiple Needs                     | 232                     | 3.2                                   |

4.99 Most of those who exit from floating support services are already living in independent accommodation, as shown in the table below, with some needing to move to supported housing e.g. where the tenancy is at risk. The number of exits from floating services during 20/21 is as follows:

| Planned Social Housing | Planned PRS | Planned Supported Housing | Planned Other | Unplanned | Total departures |
|------------------------|-------------|---------------------------|---------------|-----------|------------------|
| 72                     | 37          | 34                        | 203           | 82        | <b>428</b>       |

4.100 The feedback from providers confirms that there is a significant demand for floating support services, with demand outstripping supply. Increased floating support provision would enable these services to work more intensively with those who might otherwise end up staying longer term in supported housing, or provide an alternative to supported housing.

4.101 If the number of short term supported housing services are increased in line with the gap analysis, then the demand for floating support will increase to support those who move on (an estimated additional 161 departures p.a are likely to require floating support).

### Projecting Future Needs for Short Term Supported Housing

- 4.102 The projections of the future need for short term supported housing involved identifying a wider population that is homeless or at risk of homelessness, many of whom are likely to require supported housing. This wider population is known as ‘population at risk’.
- 4.103 The ‘population at risk’ as been calculated based on the annual H-CLIC data for 2019/20 for prevention and relief, the number of rough sleepers who were accommodated under the ‘Everyone in’ scheme and the number of referrals to non-commissioned service.
- 4.104 The projections for the ‘population at risk’ have been based on the increase in the trend of homelessness prevention and relief cases between 1 July 2019 and 31 March 2020<sup>7</sup>. For comparison purposes this trend is shown against the projected adult population for Bradford.

|   | 2020/21        | 2021/22        | 2022/23        | 2023/24        | 2024/25        | 2025/26        |
|---|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>ONS data: population of Bradford</b>           |                |                |                |                |                |                |
| Adult Male to age 65                              | 168,827        | 169,011        | 169,554        | 169,928        | 170,310        | 170,563        |
| Adult Female to age 65                            | 170,945        | 171,442        | 171,653        | 171,974        | 172,041        | 172,110        |
|   | <b>339,772</b> | <b>340,452</b> | <b>341,207</b> | <b>341,902</b> | <b>342,351</b> | <b>342,673</b> |
| Population growth                                 |                | 0.2%           | 0.2%           | 0.2%           | 0.1%           | 0.1%           |
| <b>Population at risk:</b>                        |                |                |                |                |                |                |
| H-CLIC Relief - 19/20                             | 1,392          |                |                |                |                |                |
| H-CLIC Prevention - 19/20                         | 1597           |                |                |                |                |                |
| Rough sleepers 20/21                              | 382            |                |                |                |                |                |
| Referrals to non-commissioned services 20/21      | 636            |                |                |                |                |                |
| <b>Total population at risk</b>                   | <b>4,007</b>   |                |                |                |                |                |
| <b>Adjusted "at risk" population</b>              | <b>4,007</b>   | <b>4,166</b>   | <b>4,331</b>   | <b>4,503</b>   | <b>4,678</b>   | <b>4,858</b>   |
| At risk as % of population                        |                | 1.2%           | 1.3%           | 1.3%           | 1.4%           | 1.4%           |
| <b>Total needing Short Term Supported Housing</b> | <b>1,397</b>   | <b>1,452</b>   | <b>1,492</b>   | <b>1,551</b>   | <b>1,611</b>   | <b>1,659</b>   |

- 4.105 The total needing short term supported housing is assumed to increase in line with the ‘population at risk’, as shown in the above table. The projections for DA short term supported housing have used a different data set and these projections will be included in the report on DA provision.

<sup>7</sup> As H-CLIC data was underestimated by Bradford during 18/19 due to IT issues. The number of prevention and relief cases reduced from 1 April 2020 due to Covid and would distort the projections

## 5. Conclusions and Commissioning Options

- 5.1 This section of the report highlights the main conclusions in relation the Gateway process and the Short Term Supported Housing Needs assessment and possible commissioning options for the Council.
- 5.2 The ensure that the short term supported housing pathway functions effectively there are also issues related to move on accommodation and floating support.

### Gateway

- 5.3 The Gateway process appears to be working reasonably well although there are a number of improvements that could be made, in particular the following:
- **Assessments.** A trusted assessment process could streamline the assessment process and reduce multiple referrals. The key issue is to reduce the time between the initial assessment and the referral to the provider, as Housing Options enquires can become out of date quite quickly. A trusted assessment process can involve either:
    - 1) Housing Options assessments providing a more targeted referral approach, so that the providers 'trusted' the referrals as being appropriate. This would reduce the number of multiple referrals. Housing Options would require a detailed understanding of the services and ensure that information provided on the applicant was as complete as possible. Or;
    - 2) A provider/s taking on a trusted assessor role in carrying out a coordinating role and referring onto to other providers. The provider/s would carry the detailed assessment on Housing Option referrals. A successful pilot of a provider process was carried out with Horton Housing.
  - **Communication with customers.** Keeping customers informed of the progress of their applications.
  - **Working Group.** Providers thought that a working group of CIVICA representatives from commissioned organisations would be beneficial.
  - **Training.** Further training for Housing Options staff in the use of CIVICA.
  - **Publicity/Advertising.** Greater publicity for the Housing Options Gateway so that potential customers understand how to access support services.
- 5.4 The 2019 report also outlined several processes that the Council could consider for the Gateway, some of which may need to be explored further. These are as follows:
- **Passporting.** Passporting would enable individuals to be housed on a six-week 'trial' basis. The passporting arrangements would only work for hostel type accommodation that issued a licence agreement, which would be conditional on certain outcomes being achieved at a six week stage e.g. engagement.

- **Eviction Protocol.** Entering into an ‘eviction protocol’ with providers to ensure that every option is explored before an individual is given notice and that the Council is fully informed in the event of notice being given.
- **Pathway Co-ordinator.** A Gateway co-ordinator to oversee the pathway and ensure the functions are carried out:
  - *Ensure the gateway is the first point for referrals for priority applications*
  - *Checking connection criteria are met*
  - *Accepting referrals to the pathway in conjunction with relevant providers*
  - *Managing any waiting list*
  - *Ensuring that clients are matched to the beds/units that are available*
  - *Ensuring an efficient process with a minimum level of duplicate referrals*
  - *Allocating beds/units for clients within the homeless pathway*
  - *Ensuring up to date records of all referrals, moves within and from pathway accommodation*
  - *Ensure there are no voids*

Such a role will require additional resources depending on the role of a co-ordinator, should it be considered an appropriate approach. The proposal needs to be considered alongside the trusted assessment process, where there are some overlaps.

- **Non-commissioned services protocol.** This would involve the Council entering into a protocol with non-commissioned supported housing providers, whereby the Gateway has the first right of refusal to make a referral. The consultation exercise for this report suggests that non-commissioned providers prefer the direct referral process and do not want to hand over matching to the Gateway.

5.5 This report has also identified that a large proportion of referrals to some commissioned are medium risk, which that the main Gateway objective to target support to those most in need is not being fully achieved. The Gateway therefore needs to monitor the levels of risks for referrals to provider as well as monitor acceptances and refusals.

### **Gap Analysis for Short Term Supported Housing**

5.6 The feedback from stakeholders and service users has identified a preference for a service model that involves providing wrap around support to people in independent tenancies. Also dispersed supported housing is preferred to shared supported housing. There continues to be a need for short supported housing on a single site, although self contained accommodation clustered together on the same site is the preferred model.

5.7 The table below summarises the gaps that have been identified as a result of the needs analysis for short term supported housing. The gaps for DA services are shown separately.

| <b>GAP Short Term Supported Housing</b> |                         |                           |                             |               |                                  |               |
|---|-------------------------|---------------------------|-----------------------------|---------------|----------------------------------|---------------|
|   | Young People            | MN                        | MN Women                    | MN Complex    | Multiple Needs Offenders         | Supp Housing  |
|   | Dispersed Suppt Housing | Dispersed Supported Accom | Supported s/c Housing Women | Housing First | High Risk Offender Supported Hsg | IHM Dispersed |
| <b>Needs</b>                            | <b>99</b>               | <b>140</b>                | <b>13</b>                   | <b>3</b>      | <b>15</b>                        | <b>105</b>    |
| <b>Occupancy</b>                        | 95%                     | 95%                       | 95%                         | 100%          | 95%                              | 95%           |
| <b>Intended LOS</b>                     | 6                       | 6                         | 6                           | 36            | 12                               | 12            |
| <b>Staff cover</b>                      | Day                     | Day                       | 24hr                        | Day           | 24hr                             | Day           |
| <b>New Units</b>                        | <b>52</b>               | <b>73</b>                 | <b>7</b>                    | <b>10</b>     | <b>15</b>                        | <b>111</b>    |

5.8 The priorities included in the Homelessness and Rough Sleeping Strategy, and the interviews with stakeholders and service users, have influenced the types of services that are being proposed, which are:

- Dispersed short term supported housing for young people to learn independent living skills before moving into their own tenancy. This will include young people moving on from hostel accommodation, as well as those who could move directly into dispersed units.
- Multiple Needs dispersed accommodation to move people on from emergency night shelter provision as well as from short stay MN supported housing.
- Short term MN supported housing in self contained housing on the same site for women who have complex needs. This service would provide 24 cover for those with complex needs.
- Housing First accommodation that provides longer term flexible support to individuals with complex needs in independent accommodation. The 10 units proposed would be in addition to the 30 units already provided or in the pipeline.
- High risk offender short term supported housing, particularly for those being discharged from prison who are subject to MAPPA or those who are chaotic with substance misuse problems. There are concerns about placing these individuals in existing provision.
- IHM support for dispersed supported housing with a length of stay of 12 months to enable people to learn independent living skills. The preferred model is to provide IHM to people in longer term tenancies, but the arrangements would either have to involve an RP leasing PRS housing or using their own stock. The proposed 12 month stay in dispersed units would involve individuals moving onto a longer term tenancy.

5.9 Although not shown in the table above, an alternative to MH dispersed accommodation (73 units) would involve the provision of independent tenancies with wrap around support for a

limited period, until the individuals are tenancy ready. This type of model falls in-between Housing First and the Incommunities IHM model in relation to intensity of support.

5.10 The gaps for DA services are summarised below:

|                          | <b>GAPS DA Supported Hsg</b>             |                         |
|--------------------------|--|-------------------------|
|                          | Refuge                                   | Dispersed Step Down     |
|                          | Single Women & Families – Self contained | Single Women & Families |
| <b>Needs</b>             | <b>57</b>                                | <b>65</b>               |
| <b>Voids (estimated)</b> | 95%                                      | 95%                     |
| <b>Intended LOS</b>      | 6  | 9                       |
| <b>Units</b>             | <b>30</b>                                | <b>51</b>               |

5.11 These gaps have been identified on the basis that additional capacity is required for emergency refuge provision for those with low to medium needs, including larger units e.g. 2, 3 and 4 bedroom units. Also, more dispersed/step down provision is needed.

### ***Commissioning Short Term Supported Housing***

5.12 To provide some context to the commissioning options that have been identified the existing annual spend on commissioned short term supported housing and floating support is summarised below:

| <b>Short Term supported housing</b>                 | <b>Annual Contract Value</b> |
|---|------------------------------|
| Horton Housing - Multiple Needs Generic             | <b>£1,797,101</b>            |
| Horton Housing - Multiple Needs High Risk           | <b>£417,918</b>              |
| Centrepoint - Young People at Risk                  | <b>£634,374</b>              |
| No Second Night Out                                 | <b>£360,000</b>              |
| Housing First                                       | <b>£360,000</b>              |
| The Langley House Trust hostel                      | <b>£144,925</b>              |
| <b>Floating Support</b>                             | <b>Annual Contract Value</b> |
| Horton - Multiple Needs Generic Floating Support    | <b>£847,307</b>              |
| Horton - Multiple Needs High Risk Floating Support  | <b>£224,327</b>              |
| Centrepoint - Young People at Risk Floating Support | <b>£212,442</b>              |



- 5.13 There are number of options for sourcing the additional services that have been identified. Those that may require more than an IHM input will need to be commissioned by the District, in particular:
- Dispersed short stay supported accommodation with support for young people.
  - Supported Housing for Women with complex needs
  - Housing First accommodation with intensive support
  - Supported Housing for High Risk Offenders
- 5.14 A considerable volume of non-commissioned supported housing has been sourced in Bradford. This is in line with the Homelessness and Rough sleeping strategy. The following services could potentially be funded through IHM as non-commissioned services.
- Dispersed short stay supported accommodation for Multiple Needs
  - Dispersed accommodation for those who need require longer term IHM support with a stay of 12 months (an alternative could be explored whereby an RP leases PRS housing/using own stock to claim IHM until the tenant no longer requires support and the tenancy remains in place on a longer term arrangement).
- 5.15 The above services are similar to those proposed in the 2019 report, although the volumes have been remodelled to take account of the refreshed needs assessment and changes in provision. The requirement for more specialist supported housing provision has not emerged as a theme for the 2021 needs assessment, for example a ‘wet house’ or an abstinence scheme.
- 5.16 The estimated costings for the short term supported housing provision proposed have been calculated using the Excel model. The model has made assumptions about staffing levels for the services based on similar services in Bradford and local hourly rates for day and night cover.
- 5.17 The costings for the additional supported housing units to meet the needs identified are as follows:

|                          |                    | Number of new units required | Hours per service user pw during the day | 24 cover | Annual cost of support service |
|--------------------------|--------------------|------------------------------|--|----------|--------------------------------|
| Young Persons            | Dispersed Supp Hsg | 52                           | 4  | Response | <b>£161,806</b>                |
| Women                    | Supported Housing  | 7                            | 10.5                                     | Yes      | <b>£80,373</b>                 |
| Housing First            | Dispersed Units    | 10                           | 10                                       | Response | <b>£105,423</b>                |
| Multiple Needs Offenders | Supported Housing  | 15                           | 29.5                                     | Yes      | <b>£381,344</b>                |

|                         |                    |     |   |          |                 |
|-------------------------|--------------------|-----|---|----------|-----------------|
| Multiple Needs (high)   | Dispersed Supp Hsg | 30  | 5 | Response | <b>£115,307</b> |
| Multiple Needs (medium) | Dispersed Supp Hsg | 43  | 3 | Response | <b>£100,481</b> |
| IHM Generic             | Dispersed Supp Hsg | 111 | 2 | No       | <b>£172,858</b> |

5.18 On the basis that the Gateway requires 100% nomination rights it has been assumed that the young persons, women, Housing First, MN offenders and MH (high) services will be commissioned. The gap for Multiple Needs services has been split between high and medium needs assuming that high risk/emergency referrals will be prioritised going forward. This would mean that most of the gap for medium needs could potentially be met through additional non-commissioned services. Therefore it has been assumed that non-commissioned services will meet MN generic (medium needs) and IHM generic needs.

5.19 The potential spilt between commissioned and non-commissioned services is summarised in the table below.

|  |                 |
|--|-----------------|
| <b>Commissioned short term supported housing</b>     | <b>£844,253</b> |
| <b>Non-commissioned short term supported housing</b> | <b>£273,339</b> |

5.20 The 2019 report proposed that there should be inreach services to short term supported housing to provide specialist support to staff and customers in relation to substance misuse, mental health as well as psychologist input in relation to trauma. This would be instead of providing specialist supported housing focused on mental health and substance misuse.

5.21 The inreach approach is still relevant, particularly as a number of stakeholders raised concerns about the skills of staff in dealing with multiple needs. An alternative approach would be to use specialist staff within the Council to provide this support, but comments were made about lack of capacity.

5.22 Should the proposal for inreach services to short term supported be considered as an appropriate approach, the following the costs were estimated by the 2019 report.

|                                   |                 |
|-----------------------------------|-----------------|
| <b>Specialist Workers x 3 F/T</b> | <b>£121,833</b> |
| <b>Psychologist input P/T</b>     | <b>£25,500</b>  |

5.23 It should be noted that there are a couple of RSAP bids being made in the next round of applications to increases supported housing units for high needs rough sleepers, particularly those with dual diagnosis.

5.24 In addition, all commissioned short term supported housing should include a service specification based on PIE principles so that they can develop a trauma informed approach.

5.25 The estimated costs for additional DA services are as follows based on 9-5 cover during the day and a response service at all other times.

|                |                 | Number of new units required | Hours per service user pw during the day | 24 cover | Annual cost of support service |
|----------------|-----------------|------------------------------|--|----------|--------------------------------|
| Women (DA) Gap | Refuge Units    | 30                           | 5  | Response | <b>£117,246</b>                |
| Women (DA) Gap | Dispersed Units | 51                           | 5  | Response | <b>£198,629</b>                |

5.26 The costs of these services could be funded through a combination of DA funding and housing benefit through IHM.

### *Move on Accommodation*

5.27 The 2019 found that there were widely reported difficulties in moving people on from supported housing into general needs RP accommodation. This is despite the fact that Bradford is relatively generously endowed with social housing compared to many other areas of the country, and that the pressure on relets is relatively low.

5.28 The 2021 report has also found that move on accommodation continues to present challenges to moving individuals through short term supported housing into long term tenancies. This has been exacerbated by Covid with the amount of move on from RPS reducing.

5.29 The Excel model has calculated the number of planned departures expected from the short term supported housing pathway and has taken account of the fact that about 45% of departures involve a move to other supported housing or other planned moves e.g. returning to live in the family home. The need for move on independent accommodation, either in social housing or the PRS, is estimated as follows per year based on the intended length of stay (not including DA):

- Existing short term supported housing services: **446** independent move on units per year
- Existing services plus the gaps identified by the needs analysing: **624** independent move on units per year

5.30 Lack of move on accommodation results in individuals remaining longer in short term supported housing and increases the risk of unplanned departures.

### *Floating Support*

5.31 Floating support provides an essential service to enable individuals to sustain their tenancies and prevent homelessness, as well as proving support to those who move on from short term supported housing to independent tenancies.

- 5.32 Floating support enables the flow to be maintained through short term supported housing as it can support individuals to live independently. Many providers reported that 6 months was too short a stay in supported housing for many individuals to become tenancy ready and therefore the availability of floating support will support this transition.
- 5.33 To increase floating support capacity the 2019 report explored the development of a hub model of floating support. The model involves service users visiting a hub rather than a support worker travelling to the individuals, except those with the most complex needs or who are experiencing a crisis.
- 5.34 Although the concept of hub model could be explored further, there is a risk that some of those in receipt of floating support would not engage if they had to travel, resulting in eviction from their tenancies.
- 5.35 The modelling for floating support, based on the needs analysis, requires a service capacity of **406** assuming a move from supported housing with support provided for a year. This is not that dissimilar the number of people who received floating support during 20/21, which was **428**, although some received support for less than a year. However, the modelling is purely for those who have moved on from short term supported housing into an independent tenancy and does not include those already living in a tenancy who are at risk of homelessness.

## APPENDIX 1 - SHORT TERM SUPPORTED HOUSING

| Short term supported housing              | No. of units | Type of service                  | Client group       |
|---|--------------|----------------------------------|--------------------|
| <b>Commissioned Supported Housing</b>     |              |                                  |                    |
| Horton - Millhaven Mews                   | 20           | Self-contained supported housing | Women              |
| Horton - Boldshay St                      | 20           | Self-contained supported housing | Men                |
| Horton - Gratton Studios                  | 23           | Self-contained supported housing | Men and Women      |
| Horton - Dispersed Units                  | 67           | Dispersed self-contained         | Men and Women      |
| Langley House - Box Tree Cottage          | 14           | Hostel                           | Offenders Men      |
| Horton – New Start                        | 15           | Dispersed self-contained         | Offenders Men      |
| Horton Leaving Care                       | 20           | Self-contained supported housing | Young People       |
| Horton UASC                               |              | Supported housing                | Young People       |
| Horton Fairmont                           | 18           | Self-contained supported housing | Rough Sleepers     |
| Next Steps - Incommunities                | 10           | Dispersed self-contained         | Rough Sleepers     |
| Centrepoint - hostel                      | 47           | Hostel                           | Young People       |
| Centrepoint - dispersed                   | 11           | Dispersed self-contained         | Young People       |
| Housing First - Bridge                    | 30           | Dispersed self-contained         | Complex Needs      |
| Staying Put                               | 30           | Refuge                           | Domestic Abuse     |
| Discovery House – Night Shelter           | 15           | Night Shelter                    | Rough Sleepers     |
| BRICCS – Horton Housing                   | 17           | Supported housing/hostel         | Home from Hospital |
| <b>Total commissioned</b>                 | <b>357</b>   |                                  |                    |
| <b>Non-Commissioned Supported Housing</b> |              |                                  |                    |
| Incommunities – IHM                       | 315          | Dispersed self-contained         | Men and Women      |
| Centrepoint                               | 12           | Hostel & self contained          | Young People       |
| Horton – IHM                              | 76           | Dispersed self-contained         | Men and Women      |
| Cyrenians - Restart                       | 12           | Supported housing                | Rough Sleepers     |
| Cyrenians Homes4Life                      | 4            | Dispersed self-contained         | Men and Women      |
| Cyrenians - Parents plus                  | 2            | Dispersed self-contained         | Single parents     |
| Salvation Army - The Orchards             | 42           | Hostel                           | 3 women 40 men     |
| Riverside                                 | 62           | Dispersed self-contained         | Men and Women      |
| Riverside - Purlin House                  | 13           | Self-contained                   | Women              |
| Langley House                             | 17           | Shared Housing                   | Offenders men      |
| Horton Refugees                           | 8            | Alms Houses                      | Refugees           |
| Hope Housing                              | 17           | Dispersed self-contained         | Rough sleepers     |
| Anah Project                              | 16           | Refuge + step down               | Domestic Abuse     |
| Ashiana                                   | 8            | Refuge                           | Domestic Abuse     |
| Staying Put                               | 11           | Dispersed self-contained         | Domestic Abuse     |
| Claver Hall                               | 4            | Supported housing                | Abstinence men     |
| Beacon House                              | 44           | Hostel                           | Abstinence         |
| Beacon House                              | 10           | Dispersed self-contained         | Abstinence move on |

|                               |              |                          |                       |
|-------------------------------|--------------|--------------------------|-----------------------|
| Cyrenians STOP                | 12           | Dispersed self-contained | Offenders men & Women |
| My Space                      | 52           | Dispersed self-contained | Men and Women         |
| Bridge IT                     | 32           | Dispersed self-contained | Men and Women         |
| Homes for Life                | 5            | Dispersed self-contained | Men and Women         |
| Impact Living - Purbeck Court | 48           | Self-contained & Shared  | Mainly Young People   |
| Cyrenians - MSU               | 12           | Crash pad 2 + 12 move on | Men escaping DA       |
| <b>Total non-commissioned</b> | <b>834</b>   |                          |                       |
| <b>Total Units</b>            | <b>1,609</b> |                          |                       |

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