



Bristol Health & Wellbeing Board

Preventing Homelessness Strategy

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1. Purpose of this Paper

To present Bristol's Preventing Homelessness Strategy (PHS) for the consideration and support of the Health & Wellbeing Board (HWB).

2. Context

Bristol City Council (BCC) has a statutory responsibility to have a homelessness strategy which sets out the strategic direction for homelessness and related services. The previous strategy has expired; the economic downturn and welfare reform are placing increased pressures on homelessness and housing advice services, so a revised approach is needed.

3. Main body of the report

- The continued economic downturn and welfare reform will lead to increased calls on homelessness and housing advice services (there's already a clear upward trend)
- The Preventing Homelessness Strategy (PHS) will provide policy direction for a range of services provided either directly by Bristol City Council (BCC) or by partner agencies or commissioned by BCC from external partners
- The impact on services not under its auspices but which contribute to preventing homelessness eg advice and education
- The PHS includes revised aims, priorities and outcomes for homelessness and related services

- The PHS will have a SMART (specific, measurable, attainable, realistic and timely) Action Plan with responsible lead officers or agencies
- The Preventing Homelessness Strategy (PHS) demonstrates how Bristol meets and exceeds the government's ten local challenges from its 'Making Each Contact Count' Strategy

Governance:

- Regular monitoring of the delivery of the PHS's Action Plan will be by the Preventing Homelessness Board (a sub group of Homes4Bristol¹);
- The HWB have agreed to consider and hopefully support the PHS; Final approval of the PHS will be by Bristol City Council Mayor/Cabinet
- The PHS could be a 'rolling' strategy and be regularly reviewed to ensure it is still relevant. It is intended to be a 'living' document used by relevant people to enhance performance/delivery around preventing homelessness

The PHS recognises the overlapping of homelessness with health needs eg. poor physical and mental health; drug and alcohol misuse, offending, domestic abuse (see pages 14/15 'main body' of PHS for common triggers of homelessness)

The Six Priorities of the PHS are:

1. Minimise homelessness through early intervention by understanding and tackling the (often complex) reasons behind it, with special emphasis on young people.
2. 'Early Bird' - consistency of approach, timely advice and earlier referrals from all agencies, even ones not always involved with homelessness.
3. Improve: access to, the amount of, stability and quality of the private rented sector (PRS); using homelessness prevention funds, myth busting and encouraging new build, leasing, licensing and accreditation.

¹ Bristol's strategic housing partnership

4. Continue to assertively tackle rough sleeping and target complex needs.

5. Make more direct links between homelessness and the housing, health and the wider policy agenda. Think ahead (future proof) all related policy and physical development.

6. Ensure the right support is in place and that those ready to do so move-on promptly and reduce repeat homelessness.

4. Key Risks and Opportunities

Risks: The new Preventing Homelessness Strategy (PHS):-

- Will not add value ie improve delivery of outcomes and priorities
- Will lack credibility
- Will only be seen as the responsibility of a narrow group of service providers

Opportunities:

- Ensure the PHS and its Action Plan make a real difference
- Highlight links between homelessness and health needs
- Ensure all partners organisations use the PHS as a dynamic delivery tool
- Provide clarity around outcomes, priorities and the Action Plan will give all stakeholder more certainty around direction
- Make major efforts to get the PHS supported at the highest levels
- Work with internal BCC and external stakeholders to get truly involved

5. Conclusions

The PHS itself together with the consideration and support of the HWB will contribute to the 'joining up' of health and homelessness prevention and intervention.

6. Recommendations

That the HWB supports this Preventing Homelessness Strategy, urges health and preventing homelessness stakeholders to

improve joint responses and that they continue to take an interest in the delivery of the PHS.

Please note: The statutory 12 weeks consultation ends on the 28 August after the dispatch of HWB papers for 5 September 2103. We don't anticipate major changes but we are in a position to take on board ideas from the HWB before it goes to the Mayor/Cabinet.

7. Appendices

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DRAFT Main Body document

Preventing Homelessness Strategy (PHS) 2013-18

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DRAFT

Preventing Homelessness Strategy 2013-18

Foreword

This is Bristol's second Preventing Homelessness Strategy (PHS) and comes at a crucial period in the economic and political cycle. The state of the economy is putting increased pressure on housing and homelessness services, whilst at the same time, welfare reform and the reductions in Housing Benefit introduced by the government are increasing pressure upon households' ability to manage their finances. Other economic impacts are outlined later in the PHS.

Major reductions in public spending have increased pressure on both statutory and voluntary sector agencies. It is therefore no surprise that nationally and locally there are strong predictions that the numbers of households presenting as homeless will rise over the coming years.

The period up to 2010/11 saw a steady reduction in homelessness acceptances and an increase in homelessness prevention cases in Bristol. The council and partners also achieved a low level of rough sleeping through positive partnership working. However, over the two year period since there has been an increase in homelessness by most measures and this is expected to continue; partly as a consequence of the ('lagged' effects of the¹) economic climate and partly because of welfare and housing reforms.

This strategy draws on collective experience and achievements to date; and sets out how the council and partners² can build on solid foundations to best use capacity to deliver within available resources. Therefore the PHS is transparent about the best use and balance of limited resources to assist people at immediate risk of homelessness and in intervention, advice and assistance to all those potentially threatened by homelessness. This mirrors the council's approach to customers more generally as set out at: [Hyperlink to BCC Customer Strategy](#)

This strategy sets out:

- short introduction;
- aims and outcomes for the strategy and the priorities (and actions) to deliver them;
- strategic context, national, regional and local; and
- delivery, how the council and partners will continue to prevent homelessness.

The PHS supports and compliments the city's corporate Housing Strategy (HS) and also links to and supports strategic objectives around e.g. public health, Children & Young People Services (CYPS) and Health & Social Care (HSC).

¹ Homelessness Monitor published by the University of York.

² The 'council and partners' means all those agencies statutory or voluntary who are involved with preventing homelessness; part of this Strategy's early intervention approach is to widen the range of partners

The strategy is supported by an Action Plan (Annexe A) that sets out what will be done by the council and partners, and by when, to deliver the PHS's aims and priorities. The Action Plan will be regularly monitored and updated to ensure delivery of the strategy. A number of other Annexes support the PHS.

1. INTRODUCTION

Format and Scope of Strategy

Welcome to Bristol's second Preventing Homelessness Strategy (PHS) 2013 - 2018. It has been developed in partnership by Bristol City Council (BCC) with the Preventing Homelessness Board (PHB) (see Annexe C - Glossary) and following consultation with a wide range of stakeholders.

What's in a name?

It's called the Preventing Homelessness Strategy - not the Homelessness Strategy - to emphasise that it's not just about responding to homelessness after the event, though that is crucially important, but about proactive intervention as early as possible to stop homelessness. This strategy is part of a process to move all agencies working with those at risk of homelessness away from crisis response and towards the earliest intervention. From the client's perspective "the longer you are left without help, the more difficult it will become to get back on your feet"³.

Section 1 of the Homelessness Act 2002 requires local authorities to publish a Strategy based upon a review of homelessness in their area. It is a five-year, 'rolling' strategy; 'rolling' means it will be a flexible strategy reviewed at least annually, especially the Action Plan. It won't be changed for its own sake, but if it needs reinvigorating because of changing priorities (e.g. in response to emerging national housing and related policy changes) then it will be.

The PHS will influence and be influenced by the Bristol's multi-agency Housing Strategy, Health & Wellbeing Strategy, and the BCC Corporate Strategy, more below.

Equalities

An Equalities Impact Assessment will be undertaken for this PHS. The action it engenders must ensure services are available to all equalities groups. Young people are a major focus of priority 1 but race, age, gender, maternity and pregnancy, disability, religion, sexual orientation, marriage/civil partnership and gender reassignment are all considered where required in planning for services.

The gender specific, housing related needs of homeless women in Bristol were considered by the University of Bristol in 2010⁴. Recommendations from this Study have informed the commissioning of homelessness services e.g. the need for emotional and physical safety and the recognition of the complexity of homeless women's lives. There is separate provision for women where this is needed –

³ A Place To Call Your Own – Homeless Link

⁴ Mapping Study of Services for Homeless Women in Bristol – University of Bristol, School of Policy Studies

including emergency beds for those in crisis such as women sex workers. Domestic abuse is another area where women (the majority of those affected) need to be found safe accommodation. Domestic abuse is given as an example of a multi-agency response (page 11) led by Safer Bristol. Agencies looking to prevent and respond to crime, work hand in hand with agencies preventing/responding to homelessness as they are often inextricably linked.

For all equalities groups the tendering process allows examinations of equalities policies but also monitoring of practice to ensure services are welcoming to a diverse range of clients. Commissioning plans have specifically asked for specialist training for staff on lesbian, gay, bisexual and transgender issues to ensure they offer the right services.

Gypsies, Travellers and other 'less settled' communities are known to have much worse health outcomes than the population more generally. Page X of Annexe C.

A Well Supported Strategy

Political commitment

In one of his earliest statements after becoming Bristol's first elected Mayor, George Ferguson said "Tackling homelessness and rough sleeping is a key priority for the city".⁵ The PHS is a strategy owned beyond the council and within the council it is owned by all departments and has corporate commitment (see page 10).

The PHS is approved by the Mayor/Cabinet and endorsed by the by Bristol's Health and Wellbeing Board (H&WB). Endorsed by the latter because of the important connection between homelessness and health issues. The PHS and its Action Plan will be monitored by the PHB (see Governance page 12)

Partners must not underestimate their successes, examples include:

- Bristol's continued minimal use of Bed and Breakfast (B&B) despite higher demand (but use now rising); and
- 45% of all empty homes returned to use being used for preventing homelessness.

2. AIMS, PRIORITIES AND OUTCOMES

PHS Aims

Resolve and prevent homelessness with innovative, practical and proactive early intervention

Provide integrated and accessible services that enhance life chances and encourage independence

⁵ Press release 19/12/2012

Deliver focussed, preventative support and in doing so stop the escalation of homelessness issues, reduce repeat homelessness and significantly reduce the call on other statutory duties⁶

See also aim for young people on page 14.

PHS Priorities

Six key priorities have been identified for this PHS based on current work and from consultation with partners:

1. Minimise homelessness through early intervention⁷ by understanding and tackling the (often complex) reasons behind it, with special emphasis on young people⁸.
2. 'Early Bird' - consistency of approach, timely advice and earlier referrals from all agencies, even ones not always involved with homelessness.
3. Improve: access to, the amount of, stability and quality of the Private Rented Sector (PRS); using homelessness prevention fund, myth busting and encouraging new build, leasing, licensing and accreditation.
4. Continue to assertively tackle rough sleeping and target complex needs.
5. Make more direct links between homelessness and the housing, health and wider policy agenda⁹.
6. Ensure the right support is in place and that those ready to do so move-on promptly and reduce repeat homelessness.

Also relevant (across all priorities)

All housing advice and homelessness services will play their part to mitigate the negative impacts of welfare and housing reforms.

Primary Outcome / Outcomes

Primary outcome

- Reduce homelessness, especially prevent crisis homelessness, youth homelessness and repeat homelessness

Secondary outcomes

- Encourage employment, education, training and/or volunteering

⁶ E.g. less likely to have to use Accident & Emergency services

⁷ E.g. work in schools, support for those in debt

⁸ This emphasis on young people coined as 'Early Intervention Squared', this is a classic example of needing to 'catch them young'

⁹ Think ahead (future proof) all related policy and physical development for all tenures

- Reduce re-offending
- Reduce drug and alcohol misuse
- Promote good physical health, mental health and psychological wellbeing
- Ensure personal safety
- Enable sustainable accommodation and lives

This PHS will also contribute towards and align with ‘outcomes’ from the Housing Strategy. Link to Summary.

http://www.bristol.gov.uk/sites/default/files/documents/housing/find_a_home/affordable_housing/Bristol%20Housing%20strategy%20Summary%20JULY%202011_0.pdf

What are outcomes for? – All agencies providing homelessness and related services need to ask: ‘are my actions contributing to achieving these outcomes’?

Approach

Bristol’s approach to homelessness will be to act in a proactive and integrated way with statutory and voluntary sector partners to ensure services are complementary, efficient and effective in adding value to improve people’s lives.

Partners will strive to maximise the housing and other opportunities available to all clients, including those threatened with homelessness, despite the challenging economic and financial climate.

BCC has reviewed, or is in the process of reviewing and commissioning internal and external homelessness services to prepare for increased and emerging need and to provide greater value for money.

Holistic approaches will be adopted where complex needs exist. Of particular importance to Bristol is the bid for Fulfilling Lives (Lottery) funding (see page 16). A successful bid would really help agencies in the city to better assist those clients with the most complex needs. This issue has been the subject of research by Heriot Watt University who have called it multiple exclusion homelessness; such research will help agencies develop better intervention approaches.

<http://www.sbe.hw.ac.uk/research/ihurer/homelessness-social-exclusion/multiple-exclusion-homelessness.htm>

BCC’s Customer Strategy is also relevant, the aim is to deal with low complexity, high volume, universal services as cost effectively as possible and invest time and money in services for ‘at risk’ and ‘high needs’ customers. Link at page 2.

Guiding Principles

BCC and partners will:

- achieve value for money
- help people to help themselves (build resilience)
- make services responsive (services fit clients, not clients fit services)¹⁰

¹⁰ This is not just about saying ‘one size **does not** fit all’ but ensuring services are appropriate for women, for ethnic minorities etc. see Equality Impact Assessment Annex X (letter to be decided).

- have a unified response (preventing homelessness through effective partnership working)
- prevent and reduce homelessness while achieving wider outcomes (page 5)
- focus intervention and support for those most at risk of homelessness
- provide well regarded services/positive customer experience

For examples of the cost effectiveness of homelessness prevention see page 10

All homelessness services are being periodically reviewed whether delivered by external to the council partners or by the council directly, see Annexe C.

Strategic context

This second PHS provides an overarching framework ('overpinning') and sets the direction for the future delivery of homelessness services. In particular the strategy provides the context for aligning corporate and other partner activity to its six priorities. It also has a role in helping stakeholders understand homelessness in a non-technical way. One voluntary sector partner described the way co-operation works: "to contribute through advice and support with our clients, our best understanding of realistic housing options...and cooperate fully with other agencies..."

The PHS will be delivered and monitored mainly through its' Action Plan, which will be an engine for delivery and improvement. The PHB has primary (but not sole) responsibility for ensuring it is delivered and is deliverable. Tackling the causes and effects of homelessness is important, since homeless people are among the most socially excluded and because their lives can become far worse without the help of positive interventions. They are often excluded from 'life chances' such as education, employment and good health.

The PHS will influence work with partners, including housing associations, to maximise the supply of decent, affordable homes in the city. The council along with its partners will build on initiatives to further reduce severe overcrowding and make better use of existing homes. In 2013/14 BCC and partners will undertake a review of the HomeChoice Allocations Scheme in the light of the new flexibilities in the Localism Act. The resulting scheme will be aligned to Bristol's wider strategic housing objectives.

The PHS will demonstrate how in Bristol the ten local challenges of the government's Homelessness Strategy 'Making Every Contact Count' are being met and exceeded. This is demonstrated throughout this strategy and more specifically at Annexe D; e.g. Bristol has also adopted the 'No Second Night Out' approach to rough sleeping, a key part of 'Making Every Contact Count'.

In an environment of cutbacks this PHS shows how the council and partners are working effectively for households threatened with homelessness. Partners will use

the good practice and evidence therein to win resources from sources such as the Lottery, government and to develop shared services e.g. with health¹¹.

3. POLICY CONTEXT - NATIONAL, REGIONAL AND LOCAL

National

In August 2012 the government published a homelessness prevention strategy 'Making Every Contact Count: a joint approach to preventing homelessness'.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7597/2200459.pdf

The strategy posed ten local challenges; these are set out in Annexe D with a brief response as to how Bristol is progressing against them. However Bristol's PHS as a whole addresses the ten local challenges and much more.

In 2010 government announced proposals to reduce public expenditure as part of their plans to cut the structural budget deficit. The context for this strategy is a period of severely reduced public spending and significant welfare and housing reform, details of which are set out below. These changes will have a significant impact upon the ability to respond to the above challenges and sustain Bristol's progress towards an intervention/prevention approach to homelessness and provision of support those who need it.

Welfare Reform and Legal Aid Changes

More in-depth detail of this is at Annexe G.

Localism Act 2011

The Localism Act 2011 outlines significant changes to the way housing services are delivered to households in need and represent the most significant changes to housing in a generation. Key changes include:

- **Social housing:** social housing providers will be able to offer fixed term tenancies of no less than two years for new tenants. In its' Tenancy Strategy the council has stated that there should normally be a minimum tenancy term of five years and lifetime tenancies for some groups e.g. older people in sheltered housing.
- **Homelessness:** local authorities will be able to fully discharge their duty to secure accommodation for homeless households through an offer of a suitable property in the PRS. It is unlikely that BCC will make mainstream use of this new power, preferring generally to use access to the PRS for homelessness prevention rather than for crisis-led discharge of its' statutory homelessness duty.
- **Housing Allocations:** local authorities have been given the freedom to decide whether to continue operating an open housing register or introduce

¹¹ A useful source of emerging practice to influence how things go forward locally will be the NHS Commissioning Board who are working on a national charter to encourage health and housing organisations to work closer together. Source: Inside Housing 23/11/12). There is already much good practice around this in Bristol.

local eligibility criteria which would determine who qualifies for social housing. Consultation around Bristol's HomeChoice Allocations Review starts in 2013.

More information can be found on the CLG website at:

www.communities.gov.uk/documents/localgovernment/pdf/1896534.pdf

Laying the Foundations: A Housing Strategy for England

Published in November 2011, the Coalition Government published its housing strategy, a copy of which can be found on the CLG website at:

www.communities.gov.uk/publications/housing/housingstrategy2011

Key implications for the PHS are from the Localism Act summarised above and the No Second Night Out programme see page 16.

Regional

The West of England¹² local authorities (LAs) work closely together and monitor homelessness trends across the sub-region. All four LAs have identified that securing emergency accommodation, particularly in Bristol is getting more and more difficult. Over the past two years they have all seen an increase in households approaching them for help and assistance although statutory homelessness acceptances have not risen significantly. There has also been increasing difficulty accessing the PRS in Bath where there is no market for local housing allowance claimants, there are similar areas in Bristol and polarisation of the PRS is shown in Annexe B. LAs within the Avon & Somerset Rough Sleeping Group will be carrying out peer reviews about how successful each council has been at meeting the government's ten local challenges.

Local

This new Preventing Homelessness Strategy and Action Plan will support delivery of Bristol's Housing Strategy (HS) 2010-2015. A copy of the HS can be found on the council's website at:

<http://www.bristol.gov.uk/page/housing-strategy-2010-%E2%80%93-2015>

This PHS is aligned to the priorities of Bristol's HS especially:

- accessing the PRS in ways to better meet housing need;
- ensuring quality advice and intervention by all housing agencies; and
- delivering as many new affordable homes as possible.

The PHS also aligns to the city's 20:20 Community Strategy's key outcomes and actions. The council and partners cannot realistically achieve the 20:20 outcomes 'reduce health and wealth inequalities' or 'raise the aspirations and achievements of children, young people and families' if they don't assist those threatened with homelessness.

The PHS supports the corporate parenting responsibility of the council to care leavers and help for those on 'the edge of care'. BCC has undertaken work to

¹² Bristol, South Gloucestershire, Bath & North East Somerset and North Somerset

ensure the Homelessness Advice & Prevention Review, First Response and Troubled Families¹³ projects all link up.

The PHS links to BCC's Corporate Strategy and in particular to the 'homes and communities' and 'a flexible and enabling council' priorities. This first priority recognises the diversity of housing needed and the second the fact that services and support need to be integrated with input from those receiving them. The values in the Corporate Strategy also inform the PHS, for example "cooperation - we will work together with our partners..." and "creative – we will be flexible, innovative and proactive..."

BCC now has responsibility for leading health planning for the city and the new Health and Wellbeing Strategy includes preventing homelessness as one of its goals under the theme of "Bristol is a city where health inequalities are reducing". The importance of integrating health and housing responses to those threatened by homelessness and improving access to services and support are priorities/goals of both strategies.

Bristol's Response to national policy

In addition to developing this PHS, the council and partners have a number of key projects designed to help mitigate the negative impacts of welfare and housing reforms introduced by the government. A corporate programme has been set up to identify the households impacted by the changes, and what actions can be taken to help them prepare for the reforms and become more resilient. The council has also worked with a range of partners (some listed below) to raise awareness of the changes and to seek feedback on the areas to focus on locally.

Bristol is also committed to increase the supply of housing options that will benefit homeless households; this strategy's priorities reflect that. Supported by the Mayor Bristol wants to make a 'step change' in the delivery of new, genuinely affordable homes. From a peak of 561 affordable homes built in 2009/10, 300 were achieved in 2012/13 and a further fall is expected in 2013/14. The Mayor wants to reverse this downward trend by achieving in the region of 600 homes in 2016/17.

Corporate Approach

The PHS is a statutory, corporate strategy for BCC with sign-up by all departments but also owned by a wider 'external to the council' group of stakeholders. This corporate approach is vital to tackling the causes and impacts of homelessness. This is linked to the corporate recognition of the importance of housing to a household's health and wellbeing providing a 'springboard for life'. All customer

¹³ Homelessness Advice...Review see page15; First Response is a CYPS led project to set up a multi-agency Bristol Children First Response Team as the first 'port of call for all requests for help or concerns about children /young people; Troubled Families is a Govt programme led by CYPS in Bristol to assist 'Families' in serious crisis and includes out of work parents, children who are not in school or commit crime and members who are persistently involved in anti-social behaviour. Unless helped, certain factors - commonly debt, homelessness, mental health issues, domestic violence, poor parenting, illness or substance misuse can prevent a family from moving forward.

facing council departments¹⁴ are represented on the PHB and will sign up through the Board. Co-ordinated activity is required to address certain areas for example domestic abuse/violence and re-offending – and to ensure early intervention to minimise the potentially damaging and costly effects of homelessness on health, educational and economic outcomes for residents. The increase in the number of homeless and large families with children is causing real problems as large accommodation is difficult to access in both the PRS and the social sector and welfare changes are making housing particularly unaffordable for large families (see Annexe E page X).

The cost effectiveness of early prevention

Research by Heriot-Watt University calculated:

- the cost of preventing someone from becoming homeless was £1,700 compared with the £5,300 cost of helping someone after they become homeless
- the average cost of running a deposit bond scheme, where the council lends money for a rent deposit, was 37 times cheaper than the average cost of dealing with a statutory homelessness case

An advice note from Communities and Local Government department, 'demonstrating the cost-effectiveness of preventing homelessness', published in 2010, outlines the cost savings too:

- The cost of mediation - for example, resolving family disputes to avoid someone becoming homeless - is nine times less expensive than finding someone new accommodation
- Advice on housing options, such as how to solve benefit problems or helping people to manage their finances, is also estimated at nine times less expensive than finding someone new accommodation
- The costs of a rent deposit scheme are estimated to be eight-and-a-half times less than the costs of providing accommodation under the main homelessness duty.

Bristol's Homelessness Prevention Fund which pays for deposits, deposit bonds and rent in advance loans, to help households who are homeless/or threatened with homelessness into the PRS represents a better quality of life option because it secures proper homes for people rather than more temporary solutions such as B&B. There need to be clear, 'joined up' value for money assessment of alternative ways of accessing emergency and temporary housing. In the first instance sustainable solutions need to be pursued for homeless larger families and this is reflected in the Action Plan. Homeless Link has concluded that – 'Homeless people use a variety of public services in an inefficient and costly way'. Preventing a homeless episode or ensuring speedy transition into stable permanent housing can result in significant cost savings, as well as dramatic improvement to the lives of homeless people.

Governance

¹⁴ Neighbourhoods & City Development; Children's & Young People; Health & Social Care; Public Health

The governance arrangements for the PHS are that it will be monitored and further developed by the Preventing Homelessness Board (PHB). The PHB is a sub group of the Homes4Bristol Partnership¹⁵. Because of the very detrimental effect homelessness has on people’s health the new Health and Wellbeing Board have agreed to endorse and champion the PHS. This will get homelessness issues to ‘the heart’ of the health agenda. The PHS is a statutory requirement of each local council so final approval will rest with the Mayor and Cabinet. The Neighbourhoods and Communities Scrutiny Commission¹⁶ have been approached to consider the PHS (update as appropriate).

Key fora and partners

Preventing homelessness is done by a range of partners to achieve this strategy’s priorities for tackling homelessness.

All working parties / groups around homelessness (who don’t already have one) should develop an action plan. This encourages tangible achievements and accountability.

Multi-agency Partnerships	<p>Preventing Homelessness Board – brings together the key statutory and voluntary agencies to help tackle homelessness on a more strategic basis (page 46).</p> <p>Homes4Bristol – Bristol’s strategic housing partnership</p> <p>Bristol Housing Partnership – all major housing associations in the city</p> <p>West of England Housing Options Group – links LAs across the sub region</p> <p>Bristol Supported Housing Forum – supported housing providers in the city</p> <p>Private Rented Sector Working Group – inc. private landlords, agents and tenants</p> <p>Youth Housing Delivery Group (YHDG)</p> <p>Reducing Re-offending Board and Bristol Offender Accommodation Forum</p> <p>Supporting People Strategic Management Board</p> <p>Meaningful Occupation Group</p> <p>Ad hoc Case Conferences as required</p>
Internal Council Partnerships	<p>Housing Benefit – Discretionary Housing Payment Working Group</p> <p>Customer Services Point of Contact Meetings</p>
Other Statutory Agencies	<p>Avon & Somerset Police Service</p> <p>Avon & Wiltshire Mental Health Partnership NHS Trust</p> <p>Clinical Commissioning Groups¹⁷</p>

¹⁵ Bristol’s multi agency Strategic Housing Partnership

¹⁶ A commission of ‘backbench’ councillors which holds BCC to account

¹⁷ Via the Health & Wellbeing Board

	Department for Work & Pensions (Job Centre Plus)
Non statutory agencies	Community groups Advice Centres for Avon - housing advice agencies (on Homes4Bristol) VOSCUR - voluntary sector agencies

4. DELIVERING PRIORITIES AND ACHIEVING OUTCOMES

There are significant challenges arising from recent housing and welfare changes, and public expenditure cuts that will require working even harder in collaboration with partners to ensure Bristol can find sustainable solutions for those threatened with homelessness and other households in housing need in the city. Partnership working and early intervention underpin the delivery of the aims and priorities in this PHS.

Bristol partners want to stop homelessness, because tackling the causes early will reduce the social and economic burden on households who experience or who are at risk of it, and for society in general. To do this, services need to be regularly reviewed against agreed outcomes and partners need to work collaboratively to provide a range of good quality services that deliver the outcomes required.

Priorities in more detail

1. Minimise homelessness through early intervention by understanding and tackling the (often complex) reasons behind it, with special emphasis on young people.

The more effective solutions are not necessarily the most expensive. Emergency options (e.g. B&B) are, by their very nature, less planned, and often expensive and poorer quality.

Keeping people in their existing homes if they are suitable and sustainable is imperative. The council and partners will encourage and work with housing providers to improve tenancy sustainment. All sorts of tenancy sustainment work (e.g. extra money advice, financial inclusion work and assistance for new applicants and existing tenants) is operating in the social sector; and low level floating support services already operates in the social and private rented sectors. It is vital these are used effectively for clients and to sustain and initiate tenancies. BCC believes it is essential to help sustain communities. To help mitigate the impact of welfare reform BCC has been helping people to either remain in their existing homes through negotiation with landlords or be provided with advice on alternative, affordable housing options.

Improving homelessness prevention and intervention is a key driver of the Homelessness Advice & Prevention Review (HAPR) currently underway (more under 2. below). The PHS is particularly supportive of the element of that review which is the 'diagnostic tool'. This will be widely advertised so that potentially homeless people and concerned professionals from many sectors e.g. education and health can do an assessment of homelessness risk as early as possible. Some

might fear that will increase demand, but better to deal with demand pre-crisis. This will mark a further shift away from crisis response to early intervention.

The PHS has coined the expression 'Early Intervention Squared' for intervention with young people (YP). This PHS favours early intervention for all clients but recognising for young people stopping homelessness at the start of their 'housing journey' and the right, early action can avoid them getting into 'a cycle of homelessness' and improve their life chances. Some YP will be 'households' in their own right and other YP and children will be 'dependents'. Actions for both these 'categories' are in the Action Plan.

Bristol Youth Links is the name for (12-17) youth provision in the city, the contracts for these services include early warning of potential housing issues as well as related issues such as illegal drug use.

The trend among providers in the social rented sector has been towards self-contained accommodation. BCC has begun a dialogue with RPs to consider some shared units to mirror the situation in the PRS more generally. BCC's Private Renting Team are looking at working with landlords of multi-occupied dwellings. There is some evidence that there may be some surplus former student housing in North Bristol from 2013. The safety and quality of properties will of course be paramount.

The council and partners need to address the issue of access to housing for 18 + age group via adult care for YP services; this includes those with mental health issues or undiagnosed learning difficulties, or diagnosed with ADHD¹⁸.

Partners including CYPS will look at the possible effectiveness of early intervention work with excluded from school children and 'missing from home' children. Both these actions will be referred to the Youth Housing Delivery Group.

More generally partners need to ensure services support CYPS's aim "Bristol's children, YP and families grow up in strong communities and are well supported to enjoy their lives, to learn, to develop and have successful futures".

The massive fall in the use of B&B for YP is strongly linked to the use of crash pads. A mini review of crash pads is proposed answering the questions how effective are they and are there enough?

One of the actions in the Action Plan is to see to what extent partners can make services - to get homeless people out of the cycle of unemployment by preparing them for a return to work and other meaningful activity and to integrate this with other interventions.

BCC and partners identify the underlying factors that lead to homelessness in order to target available resources at appropriate initiatives that will help tackle these **and build resilience**. Early intervention means tackling the shared trigger points of:

- age (youth specifically)

¹⁸ Attention Deficit Hyperactivity Disorder

- drugs and alcohol issues
- domestic abuse
- exclusion from services due to behaviour (incl. school)
- generational homelessness
- generational worklessness
- learning disabilities
- leaving care
- leaving the armed forces
- lone parenthood (incl. teen pregnancy)
- mental ill health
- offending
- physical ill health
- rent arrears
- sexual abuse (in childhood and adulthood)

2. 'Early Bird' - consistency of approach, timely advice and earlier referrals from all agencies, even ones not always involved with homelessness.

A major review, the Homelessness Advice & Prevention Review (HAPR) is underway to improve:

- the experience of people receiving those services
- make services more consistently efficient and effective
- improve customer information
- make services more evidence based
- make maximum use of appropriate ICT.

The HAPR includes renewed impetus for the Early Bird headline action from the HS with the strong possibility of a new 'diagnostic tool (DT)' which both agencies and potentially homeless households can use. The DT will be crucial to early intervention and is important to delivering priority 1.

The HAPR is consistent with the BCC Customer Strategy work referred to on pages 2 and 6. A number of BCC agreed design principles will inform its' reviews and commissioning. Three of the x are featured here, and they inform the services which deliver this PHS.

- Customers at the heart of what we do
- Source best network of providers (external or internal)
- Pursue a shared service services agenda (for appropriate processes)

3. Improve: access to, the amount of, stability and quality of the PRS; using homelessness prevention fund, myth busting and encouraging new build, leasing, licensing and accreditation.

The PRS has been an increasing source of good quality, accessible accommodation over the past five years. A homelessness duty was probably prevented in nearly 3,000¹⁹ cases in 2011/12 through an offer of PRS accommodation.

¹⁹ See Annexe B Key Facts & Homelessness Statistics

Local Housing Allowance (LHA), reforms will make access to a sustainable and adequate supply of homes in the PRS much more challenging. For the last two years the number of PRS lets BCC has been able to procure for people in need has remained stable at about 355 per year, but was higher in 2009/10. There is increasing polarisation in the PRS in Bristol and the majority of the sector caters for open market rentals. When LHA was restricted to the bottom 30% of the PRS market it was estimated 7,500 properties²⁰ were taken outside the reach of households on benefits.

Bristol will look at the feasibility of Private Leasing schemes – successfully being used in other LA areas – with outputs of: priority for households that might otherwise have faced homelessness and longer term tenancies. With so much demand for access to the PRS it is hoped leasing-specialist providers will be able to attract landlords to house more vulnerable households.

Welfare reform presents significant challenges for young single homeless people and their ability to obtain accommodation in the city. Supported housing providers have expressed their concerns about the lack of move-on accommodation for many of their residents. The move-on project seeks to address this, see page 19.

Improve the stability of the PRS – in dealings with private landlords BCC will seek to encourage use of longer term (up to five year) tenancies e.g. Shelter's Stable Rental Contract.²¹ BCC would also seek to encourage longer tenancy periods through private leasing in the city. At present too many households are 'falling out' of the PRS with some presenting as homeless.

See also the possibility of more shared accommodation on page 14 above.

There needs to be particular attention to how bonds and deposits could work for ex-offenders to access the PRS. This will be referred to Bristol offender groups for their Action Plan.

BCC convenes a PRS Working Group with landlords, tenants and agents. Part of its' remit is to make the sector work better for all parties. One on-going action of this Working Group is to dispel the myth that tenants on benefits equals less desirable tenants. Helping households to access the PRS has been and will continue to be a major plank of the prevention approach in the city.

4. Continue to assertively tackle rough sleeping and target complex needs.

Preventing rough sleeping and addressing the needs of rough sleepers is being spearheaded by Bristol's local 'No Second Night Out' (NSNO) project delivered by St Mungo's and funded by BCC over three years, this is helping keep numbers as low as possible. The Compass Centre delivers a range of services to homeless people and those threatened by homelessness: a range of medical and mental health

²⁰ Guardian

²¹ A five year contract for the PRS would bring it into line with new fixed term tenancies now offered in some cases in the SRS

services (akin to a specialist GP plus service for homeless people), employment and meaningful activities projects such as the Bridge the Gap.

Partners will also look at local/national info exchange to see how the needs of rough sleepers who have no recourse to public funds can be better met (in Action Plan). BCC will examine whether street counts – at different times, including of those ‘living the lifestyle though not necessarily asleep’ might help refine partners’ understanding.

With the rise in rough sleeping during 2012/13 (average 9.2, as high as 13 in one monthly count²²), meetings were held between BCC and St Mungo’s to address issues and develop joint working. Actions included:

- St Mungo’s Alcohol Worker has linked up with BCC’s Streetwise Team and is working with street drinkers in the Stokes Croft area.
- NSNO Senior Co-ordinator and NSNO Case Worker started with the team and are liaising with Jamaica Street hostel and Logos House around providing a mini hub for clients (funded through the Homelessness Transition Fund).
- Coordinated approach to working with vulnerable long term rough sleepers who do not want to be placed in hostels has been established.

A ‘Fulfilling Lives’ BIG Lottery bid led by Second Step (a supported housing provider in Bristol) could secure up to £10m over eight years to put in place a more systematic approach to helping service users with the most complex needs. This has fantastic potential to assist a ‘client group’ which has been a major concern.

5. Make more direct links between homelessness and the housing, health and wider policy agenda.

This priority is about ensuring that the housing needs of those affected by homelessness are ‘at the table’ when policies (leading to services) are being designed. Examples include designing the Allocations Review and deciding what is the priority for homes built as part of the ‘step change’ increase in affordable housing supply. It’s also about continuing to do what Bristol has been ‘good at’ and that is recognising that the approach to one area of activity (e.g. education, employment) has knock on effects for homelessness further down the line. A ‘Bristol Housing Futures’ project by the University of the West of England, the Bristol Housing Partnership and BCC is forecasting future change in demand for housing and developing solutions to meet that demand.

Linking housing and health responses is of major importance as poor health (physical and/or mental) can lead to homelessness and a period of homelessness often exacerbates and causes further issues. Support services commissioned by BCC are taking an holistic approach to their clients needs that includes a psychologically informed approach that just accommodation is not the answer and that deeper issues such as health need to be addressed too. Public health is represented on the PHB and fund health services such as those at the Compass Centre. Hospital discharge workers operate from the BCC housing advice team to ensure people leaving hospital have the housing and support they need. The

²² Nine monthly counts from Jul 2012 to Mar 2013

business case for getting the health needs of homeless and vulnerable people treated early is being progressed as the alternative is often accessing much more expensive service such as A&E departments.

The council and partners will be working to source larger family accommodation (possibly some re-modelling of existing accommodation) as an alternative to B&B.

6. Ensure the right support is in place and those ready to do so move-on promptly and reduce repeat homelessness.

Funding for supported housing in Bristol comes mainly through what used to be known as the Supporting People (SP) programme. This was a ring-fenced budget from government that was to be spent on ‘housing related support’. The ringfence was removed in 2009 and now the money is paid as part of the area-based grant. Each LA can determine how much money to spend.

In Bristol short-term support (expected to be for up to two years) is provided in two distinct areas (table below) and funding for long-term (likely to be permanent) support e.g. sheltered housing and for disabled people is in two other areas. Spending against these areas is overseen by a Strategic Management Board (SMB) while the work is carried out within the relevant division.

	BCC department	Value 2013/14
Preventing homelessness short-term services	Neighbourhoods & City Development	£8.99 million
Safer Bristol (drugs and alcohol, domestic abuse)	Neighbourhoods & City Development	£1.7 million
Older people and physical and sensory impairment	Health & Social Care	£4.3 million
Mental health and learning disability	Health & Social Care	£5.4 million

Preventing homelessness services (historically commissioned through SP) are all being commissioned in line with the Enabling Commissioning Framework which aims to ensure that outcomes are achieved for individuals by having the best possible services in place at the right price. There is an ongoing cycle of analyse, plan, do and review.

The preventing homelessness ‘pot’ is reducing but homelessness is increasing and likely to continue do so.

2011/12	2012/13	2013/14	2014/15
£10.6 million	£9.8 million	£8.99 million	£8.67 million

BCC has re-commissioned (or is re-commissioning) all preventing homelessness services. The aim has been to ensure that there is a strategic fit between all services, but also making the most of providers' own expertise and ability to innovate. These services include a pathway that will support people away from homelessness towards greater independence – clients can enter the pathway at whatever stage is most appropriate, but they are supported to move towards social and economic inclusion.

In the commissioning process and in this PHS, BCC and partners want to harness the best practice that is going on in the field, want services to complement one another, and be part of a strategic whole. To achieve this tender specifications for reviews have encouraged a focus on outcomes. Reviews specify services that focus holistically on people's independence, work in a psychologically informed way to improve the wellbeing of clients and staff, and make use of peer expertise - through peer support, and ensuring that clients play a central role shaping of services.

The commissioned services have been divided into workstreams, for more detail of the reviews see Annexe C.

Progressing these reviews

This review work is carried out by the Commissioning and Policy; Housing Services team overseen by the PHB. Decisions are taken by the Service Director, Strategic Housing (following recommendations from the PHB) unless they are key decisions (e.g. over £500k) in which case they are taken by the Mayor. If there is a tender, an evaluation panel assess the tenders and then make a recommendation to the Service Director who will make the decision.

Risks - The approach presents significant challenges to both BCC and providers; Commissioning and Policy team can provide details.

Advantages - The Enabling Commissioning Framework allows BCC to be confident that the right providers are in place so that the sector is best placed to meet the key challenge of decreasing budgets at a time of increasing need.

The Housing Support Register (HSR) ensures fair and effective usage of a range of supported housing, access to family and young parents accommodation will now also be managed thru' the HSR.

Move on from temporary accommodation - The lack of suitable move-on accommodation for those ready to move into independent accommodation is a major barrier to reducing the number of households in temporary accommodation (TA). This leads to many households particularly single people waiting in TA for their 'ideal' which is social housing. The Move-On Policy aims to address this through changes to Bristol's pre-existing Priority Move-On Scheme, the introduction of PRS access scheme and encouraging providers to develop and utilise creative solutions to move-on through the commissioning of new low level support services where a commitment to this will be required.

Also relevant (across all priorities)

All housing advice and homelessness services will play their part to mitigate the negative impact of welfare and housing reforms.

With significant changes to welfare benefits and housing reforms, partners need to communicate well and minimise the impact on residents and service providers. This will be achieved by working with partners and other key stakeholders, including

resident representatives. BCC will also continue to organise events that provide information and support for homeless and housing advice agencies as well as community groups and residents who are likely to be most affected.

A key area of concern for the voluntary sector is the impact of debt upon the incidence of homelessness. Tight households finances raises the prospect of households not being able to afford rent / mortgage payments or other essential household bills, including fuel; with benefit reductions these pressure will be further compounded.

It will also be increasingly important to provide support for non-working households to find work or other ways to maximise their incomes. This has implications for the delivery of housing services and service redesign may be necessary to provide the necessary protections for residents and social housing landlords. For example: enhanced housing options services to include advice on affordability and budgeting, providing welfare benefit and employment advice to social housing tenants as part of core housing management services. See Annexe G for more detail on the Welfare Reform changes.

Use of Homelessness 'Reserves'

As part of the high support commissioning process £1m was set aside in case of a significant upsurge in homelessness. £200k is being used for the Homelessness Prevention Fund in 2013/14 (page 11). The remainder is to be used for a number of proactive solutions .These would need to be projects where 'seed funding' puts in place a service which then is self-sustaining going forward. Ideas could be:

- Avoid move towards more institutional settings / fund self-sustaining initiatives to minimise impact if increase in numbers of e.g. rough sleepers, homeless families with children
- Encourage solutions from partners – offer seed / pilot / leverage funding, opportunity for innovation and good practice 'grants'

Both the above actions have the potential to make partnership in the city even closer.

Larger families

If partners don't plan very carefully the challenges and costs of homeless larger families may become 'the perfect storm'. A combination of Universal Credit, exempt accommodation rules and the expectation of greater demand in this area (see Annexe E) all combine to make this a major problem to be proactively managed. For this reason a project specifically to find VFM solutions (as sustainable as possible) features in the Action Plan and needs to kick off ASAP. Otherwise the cost in this area could spiral out of control.

End of Priorities section *****

Consultation feedback

There are three main strands of consultation that has taken place on this PHS:

- a) Developing it under the auspices of the PHB
- b) Carrying out a survey at the early stages to gauge partner expectations
- c) Posting the draft PHS on the council's Consultation Finder site for comment

The consultation from the PHB and the 'partner expectations survey' is already reflected in the PHS to be posted on Consultation Finder (CF). A more detailed report on the partner expectations survey is available on request. The issues raised and feedback from CF will be reflected in this section in the final PHS

The feedback received through the consultation process will be used to inform the development of this new PHS and the actions needed to deliver aims and priorities.

Resources

The delivery of the actions set out in this strategy will rely upon the resources of the council and partners. To maximise combined resources it will be important to work together, sharing expertise and good practice, avoiding duplication, identifying and meeting gaps in provision, jointly funding or procuring projects and making joint bids for any available funding streams to secure additional resources to help tackle homelessness in the city.

The context is challenging: less money, increasing demand. Social / affordable housing not keeping pace with demand and there are access barriers to PRS.

In terms of the direct resources the council's total budget for the three teams most directly providing homelessness services in 2013/14 is £2.2m. These are the Housing Advice, Private Renting and Single Point of Access teams.

The gross cost of finding PRS housing for households threatened with homelessness (deposits, rent in advance etc.) in 2012/13 was £344k with £199k in unrecovered costs carried over from previous years. The gross cost of B&B in 2012/13 was £193k but almost 83% was recoverable through Housing Benefit.

£8.99m of support services (the former Supporting People grant) pays for short term accommodation ranging from homeless hostels to women's refuges, as well as range of floating support. This budget is no longer 'ring fenced' and an ongoing saving of about 3.5% is required each year (see pages 18 & 19).

DCLG Homelessness Grant - in 2013/14 this was just under £1.1m and the indicative amounts available for the next two years are at the same level. Over 68% of this is used to purchase service provided by external to the council partners e.g. the services at the Compass Centre (see page 17); 30.5% pays for services directly delivered by the council e.g. hospital discharge posts.

Partners also provide services for homeless people and those at risk of homelessness which provides additional resources not accounted for above, including floating support and supported housing services.

Implementation of this Strategy

The PHS Action Plan at Annexe A sets out the key actions for the council and partners over the period covered by the strategy.

With significant welfare and housing reforms on the horizon and the uncertainty around their full impact at a local level, it will be prudent to review the Action Plan at regularly to ensure the actions and available resources are effectively targeted at delivering good outcomes in terms of homelessness intervention, prevention and supporting those who do become homeless.

The PHB will monitor the Action Plan at least six-monthly and help undertake its annual review/refresh and monitor progress against delivery of priorities.

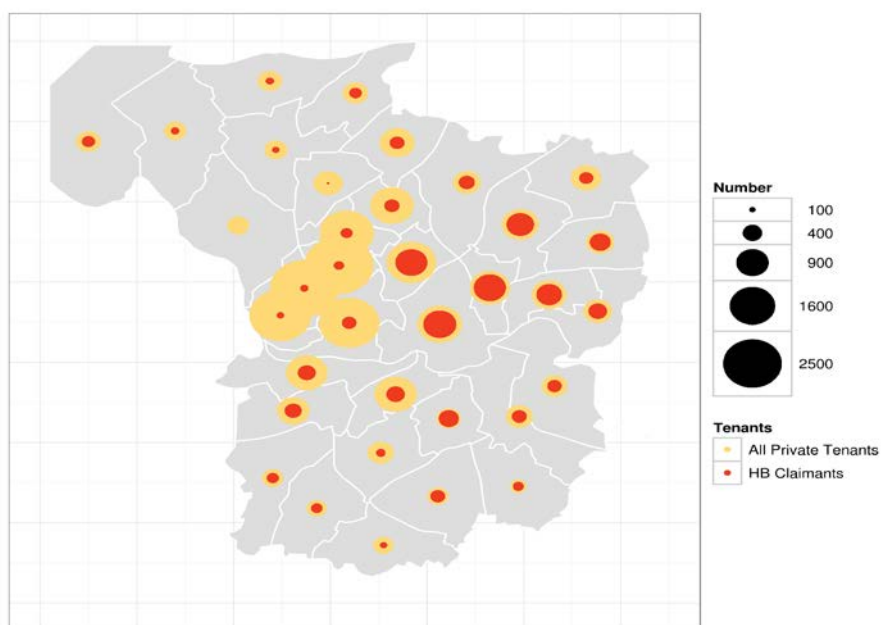
DRAFT Preventing Homelessness Strategy (PHS)**Key Facts and Homelessness Statistics****Housing Supply**

2011 Census - there are 182,700 dwellings in the city, 20% is social housing and 23.5% is private rented housing. The private rented sector (PRS) is the fastest growing housing sector rising from 14.2% in 2001, a growth of 98.5% in ten years, almost doubled.

The table below shows the rise in PRS rents for the bottom 25% of properties those available to those on HB.

Lower Quartile Rents	Room	1 bed	2 bed	3 bed	4 bed
March 2012	280	497	625	720	1,100
June	295	500	650	725	1,100
Sept	290	500	630	725	1,150
Dec	285	500	625	725	1,196
March 2013	300	500	635	750	1,250
Annual Inflation	7%	0.6%	1.6%	4.1%	13.6%

Source: VOA Quarterly Statistics Residential Rents



This Map shows the size, location and most importantly the 'polarisation' of the PRS market in Bristol. It indicates the proportion of the market which is supported by HB LHA benefit in different parts of the city. Changes to welfare benefits suggest this polarisation trend will intensify.

Source: BCC Benefits/Alex Fenton LSE

The level of owner occupation at 54% is lower than the national average of 66% (2011/12). Despite the recent, relative stabilisation of house prices post recession, Bristol is still one of the most difficult cities in Europe to afford to buy a flat or house. The EU's Urban Audit places Bristol in the most unaffordable fifth of major European cities for buying a home.

Demographics

13% of the working age population are not working including through incapacity, the unemployment rate is 6.8% lower than the national average of 8.1% but higher than the South West average of 6.2%;

13.5% of residents belong to black and minority ethnic communities.

30% of those taking part in BCC's Quality of Life survey 2011 describe themselves as having a disability or impairment and this % has remained extremely stable for the last 5 years. Disability has been measured in the Census and whilst the % has fallen the number of people has increased 'who are disabled or whose day-to-day activities are limited' has risen.

2001: 64,741 (17.8%) 2011: 71,724 (16.7%)

Deprivation and poverty






There are high levels of deprivation within Bristol with 16% of residents living in areas of the city ranked amongst the most deprived 10% of the country.

27% of Bristol's children live in poverty and 60% of children in one inner city ward.



Bristol's Housing Strategy (see page 9 of main body PHS) sets out in more details an analysis of housing statistics for the city. Also available annually is a document called the 'State of the Housing Market in Bristol'.


2012-13 Report Card Summary

Strategic Housing indicators (related to homelessness only)

PI Ref	Description	Report Period	Target 12/13	Q1	Q2	Q3	Outcome v Target
NH 401	Number of people sleeping rough on a single night in Bristol	Quarterly	Q1: <8 Q2: <8 Q3: <8 Q4: <8	11	11	9	
NH 402	Number of homeless households helped by the housing advice service (per 1,000 households)	Cumulative Quarterly	Q1: 3.75 Q2: 7.50 Q3: 11.25 Q4: 15.00	4.84	9.49	13.93	
NH 404c	Average number of people in B&B	Quarterly	Q1: 0 Q2: 0 Q3: 0 Q4: 0	1.3	5.6	5.6	
NH 405	Number of households living in temporary accommodation	Quarterly	Q1: 150 Q2: 150 Q3: 150 Q4: 150	159	161	162	
NH 423	Number of households who would be otherwise homeless sustaining tenancies	Cumulative Quarterly	Q1: 90% Q2: 90% Q3: 90% Q4: 90%	97%	96%	95%	

Value For Money indicators (related to homelessness only)

PI Ref	Description	Report Period	Target 12/13	Q1	Q2	Q3	Outcome v Target
NH481	Average Move-On Time in High Support Accommodation Services	Quarterly (days)	Q1: 114 Q2: 114 Q3: 114 Q4: 114	150	197	154	
NH482	Average Void Time in High Support Accommodation Services	Quarterly (days)	Q1: 2.0 Q2: 2.0 Q3: 2.0 Q4: 2.0	3.2	2.9	5.2	

PI Ref	Description	Report Period	Target 12/13	Q1	Q2	Q3	Outcome v Target
NH483	Average Percentage of Planned Departures from High Support Accommodation Services	Quarterly	Q1: 60% Q2: 60% Q3: 60% Q4: 65%	64.4%	65.1%	61.3%	
NH484	Average processing times for homelessness referral cases	Annual	25 days	N/A	N/A	N/A	N/A

Homelessness Trends in Bristol 2011/12 (April 2013 edited and updated)

This next part of the Keys Facts & Homelessness Statistics annexe is an edited version of a freestanding report that is produced annually and covers performance on homelessness acceptances, prevention cases, temporary accommodation figures and rough sleeping. This section will be updated at least annually.

Background; Homelessness Acceptances and Prevention Cases

Prevention of homelessness is achieved when the applicant is assisted to remain in accommodation or provided with alternative accommodation. Despite the increase in applications and acceptances, the council and partners have sustained a good level of success with its approach to homelessness prevention. BCC will monitor the impact of the upward trend in demand upon the overall ability to successfully prevent homelessness as e.g. further benefit reform comes into effect. The ability to procure alternative accommodation is impacted by the availability of accommodation at rents that may be covered by HB LHA.

Updated performance on homelessness acceptances, prevention, temporary accommodation figures and rough sleeping (in the graphs below) and other related subjects.

Performance

- Homelessness acceptances under part VII of the Housing Act 1996 (as amended by the Homelessness Act 2002) are predicted to be about 333 in 2012-13 which represents an increase of 11% from 2011-12, after a rise of 40% from 2010-11. This is part of a national trend in increasing levels of homelessness and these levels are set to increase over the next few years as a result of the impact of the welfare reform in combination with the economic downturn.
- The number of cases where homelessness was prevented for at least six months by internal and externally commissioned services for the first three quarters of 2012-13 (April-Dec 2012) was 2,650, a 17% increase on the first three quarters of 2011-12 (see Graph 2). The most significant increase has been in preventing households from losing their accommodation. All agencies are finding it increasingly difficult to prevent homelessness through securing PRS tenancies because of competition for housing in this sector.
- The Housing Advice Team has seen a marked increase in demand for services. Referrals have risen by about 30% over the last three years (see graph 4)
- The marked increase in demand from homeless households approaching services has seen a consequent dramatic increase in homelessness acceptances and preventions (see graph 5)

The Homeless Prevention Fund has been critical in assisting housing advisors to secure alternative accommodation through deposits and rent in advance in the PRS. This fund is crucial to securing PRS accommodation to discharge the council's homelessness duty to households through an offer in that sector. This funding is also used to prevent homelessness by allowing households to stay in their own properties. Without this fund, there would be large increases in statutory (Part VII) homelessness and the need to use emergency/temporary accommodation including B&B.

Reducing the use of Temporary Accommodation (TA)

BCC has a statutory duty to place households in accommodation when they present as homeless whilst enquiries and being made as to whether the household is owed a homeless duty or if that duty has been established and they have no other accommodation that they could reasonably occupy (Homeless at Home). In Q3 2012-13, there were 162 households in TA at the end of the quarter, a 5% increase on quarter 3 2011-12. Please refer to Graph 6.

Use of Bed & Breakfast (B&B)

B&B accommodation is sometimes used as temporary accommodation when no other suitable accommodation is available e.g. hostels. The number of households in B&B has dropped enormously from historical levels. Currently there are consistently 2-5 families in B&B. To mitigate against the increase in family homelessness and prevent the need to use B&B BCC are increasing the supply of alternative TA for families.

B&B is used very rarely for single people due to the success of the Emergency Units ('crash pads'), particularly those for 16 and 17 year olds in order to end the use of B&B for these vulnerable young people. Funding for mediation for 16-17 year olds to negotiate a return to the family home has been identified as a priority in the 'Wraparound' Review. A graph that shows the use of B&B for comparative quarters from 2003-13 can be found in Graph 7. It has been reducing since 2003/04 but now since 2009/10 has started to creep up again.

Rough Sleeping

The incidence of rough sleeping in the city increased in the early part of 2013 and has been above the level set by government of 10 or below (see Graph 8); this follows a national trend as the recession begins to make an impact. St Mungo's have adapted their service recently in the following ways to seek to reduce the number of rough sleepers:

- The St Mungo's Alcohol Worker has started working with BCC's Streetwise Team and is working with street drinkers in the Stokes Croft area.
- In response to the government's publication of 'No Second Night Out' nationwide, a programme that aims to ensure that those people new to rough sleeping don't need to spend more than one night on the streets, and are helped into accommodation quickly. St Mungo's have put in place a No Second Night Out (NSNO) Senior Co-ordinator and NSNO Case Worker. They work with Jamaica St hostel and Logos House to provide a mini hub for NSNO clients. This is funded through the Homelessness Transition Fund on a temporary basis but will be assimilated into the Compass Centre contract when the new tendered service is in place in October 2014.
- A more coordinated approach by BCC housing advisors and St Mungo's in working with people being evicted from hostels and coming out of prison is being put in place, a further meeting has been arranged with the prison to enable assessments with prisoners before they are released to prevent them returning to the streets.

St Mungo's conduct weekly hotspot counts every Thursday night which enables the team to engage effectively with all rough sleepers and to move rough sleepers off the streets as soon as possible. The Compass Centre contract that St Mungo's successfully tendered for has been extended to September 2014 after approval by Cabinet on the 20th December 2012. A new service will be put out to tender and will be in place for October 2014.

Repossessions

The number of households approaching BCC in mortgage difficulties continues to remain low with just 26 households from April to Dec 2012 of these 26 households, 20 (77%) had homelessness prevented through advice and mortgage options and only 6 (23%) had a homelessness duty accepted.

The Bristol Court Desk service which was coordinated by BCC this year through funding from DCLG and will continue to operate next year. The service ensures that there is a duty solicitor available at all the sessions in Bristol courts for mortgage or tenancy repossessions and is effective in preventing repossession orders leading to homelessness. The funding has been moved to the Ministry of Justice who have tendered out the service to South West Law.

Hidden Homelessness

See Annexe C page 17

Preventing Homelessness Commissioning

BCC commissions a range of services to prevent homelessness. These include short-term accommodation-based services and floating support services and complementary 'wraparound' services funded by the Preventing Homelessness Grant.

The commissioning of preventing homelessness services has been split into different work streams which are at different stages, as follows:

- 'Wraparound Services': draft commissioning plan and purchasing proposals consultation completed, final commissioning plan to be agreed by Preventing Homelessness Board at the end of March
- High Support Accommodation-based Services: 4 new contracts have been awarded. It is anticipated that new contracts for the larger hostel provision should be in place by summer 2013
- Lower and Floating Support Services: commissioning plan adopted by cabinet in October 2012 and currently within a procurement exercise for new services.
- Specialist Higher Support Services - 16-17 year olds: August 2013
- Mental Health Specialist Services: the commissioning review start early next financial year

Homelessness Advice and Prevention Review (HAPR)

See page 13 of main body PHS

Welfare Reform

See Annexe G

Work to mitigate the negative impacts of the Welfare Reform

Bristol successfully bid to the DWP on behalf of the four sub-regional unitary authorities securing £470k (LHA Transitional Fund) to mitigate the adverse effects of the changes to the Local Housing Allowance (LHA). Changes to the LHA are presenting a challenge in particular the increase in the shared accommodation rate from U25-U35 that will affect approximately 950 people. To mitigate against this BCC has appointed a housing advisor to work with this group and prevent homelessness.

All those affected have had at least two letters advising them of the change and requesting them to contact the service. A breakdown of the results of this is available.

The four bedroom LHA cap will effect 36 large families, a group has been set up which includes staff from rehousing and Landlord Services to develop an action plan to identify suitable solutions including landlord liaison, sourcing larger properties, temporary leasing of properties and tailored welfare benefit advice. All families have been contacted and are actively being worked with. BCC is looking at a PRS leasing scheme in conjunction with housing support providers to ensure that there is suitable sized accommodation available for large families which will be able to be funded through housing benefit.

We have also been working closely with the Welfare Benefit Reform Programme Team. Other initiatives that will mitigate against the effects of the reforms and look to reduce homelessness include:

- Landlord Services have appointed four new senior housing advisors to help council tenants prepare for change of the spare room subsidy AKA 'bedroom tax'. A letter was sent to the 3,500 council tenants expected to be affected, asking them to let us know their plans. BCC is working closely with local housing associations, sharing data and information to help tenants prepare.
- All households identified as being appropriate to be capped will be capped by the end of September 2013. The visits to Bristol households identified as being worst affected by the benefit cap have all been completed and the learning has been shared across service areas. A headline report of the findings will be shared in the next update
- improvements to the BCC customer service phone system are being made in preparation for increased phone calls about the benefit changes
- VCS organisations have been met with and information is shared and disseminated with these organisations to work together to support people affected.

Bristol compared to National Trends:

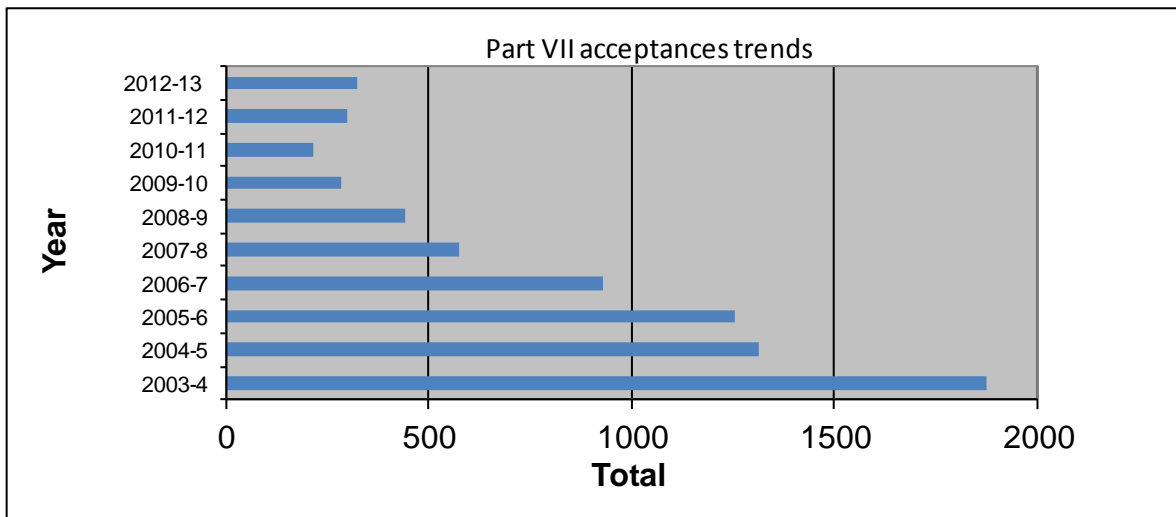
- 14% increase in statutory homelessness nationally between 2010-11 and 2011-12 (increased in Bristol by 40% over this period). However, in the first two quarters of this year (April-Sep 2012), statutory homelessness has increased by 10% nationally compared to 3% in Bristol.
- Homelessness preventions increased by 5% nationally between 2010-11 and 2011-12 (increased by 8% in Bristol over the equivalent period).
- 8% increase in use of temporary accommodation at the end of December 2012 compared to the end of December 2011 (there was an increase of 6% in Bristol over this period)
- 30% increase in rough sleeping between autumn 2010 and autumn 2012 (the increase in Bristol was 29% during the same time period).

Conclusion

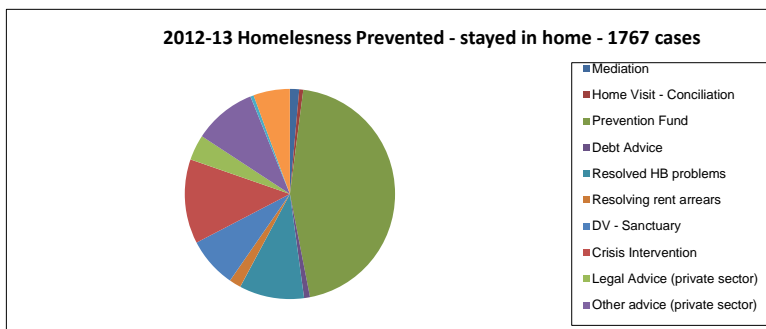
The national trend in increasing levels of homelessness and rising numbers seeking assistance has been recognised as a key corporate risk. Strategic Housing teams are investing time and resources into re-commissioning homelessness services to try and reduce costs whilst also achieving better outcomes. BCC and partners are also re-designing services to more effectively manage the increasing demand for services and advice from homeless households.

There is a need to continually monitor homelessness trends in order to actively respond to and target resources at increasing levels of homelessness and emerging needs.

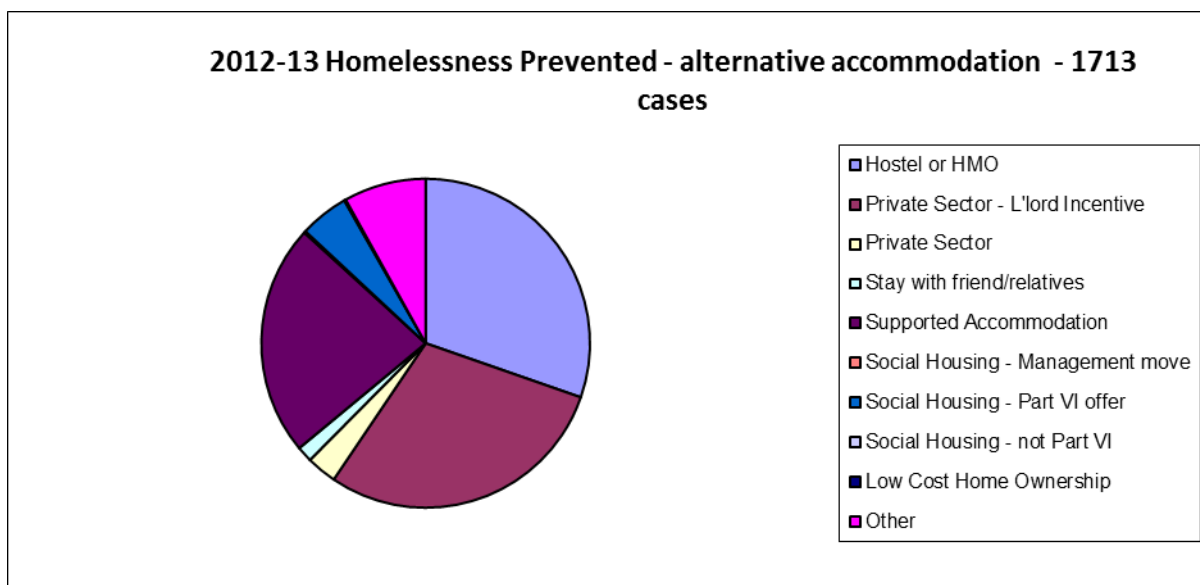
Graph1: Homelessness Acceptances (Part VII)



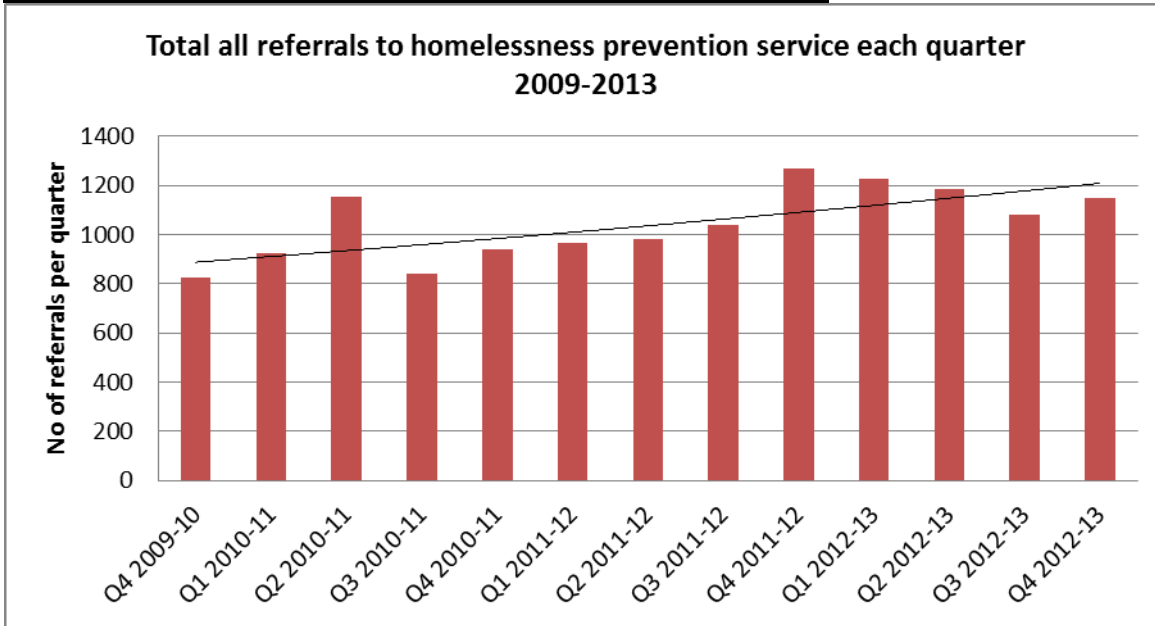
Graph 2: Q1-3 2012-13 Homelessness prevented - stayed in existing home, as a result of:



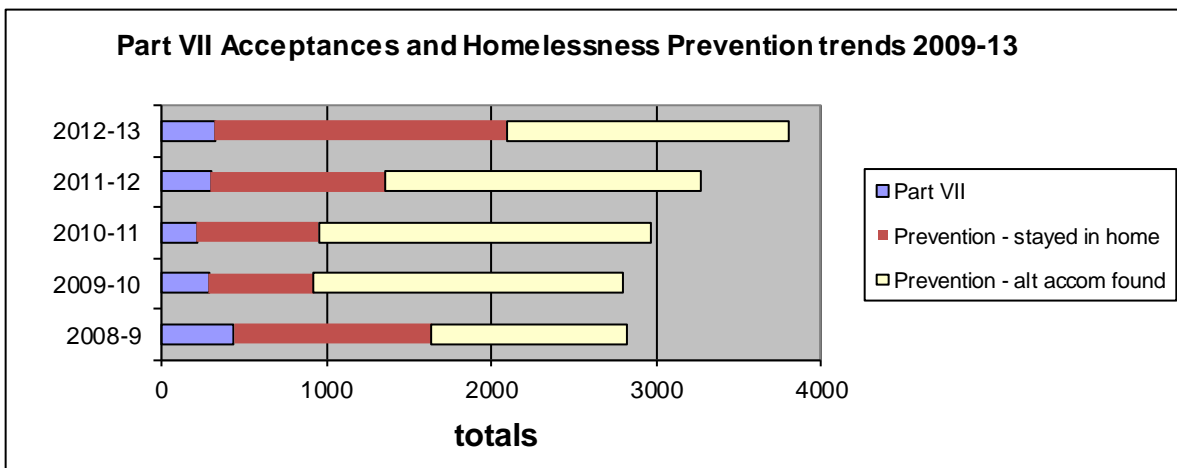
Graph 3: Q1-3 2012-13 Homelessness prevented – alternative accommodation found, in the form of:



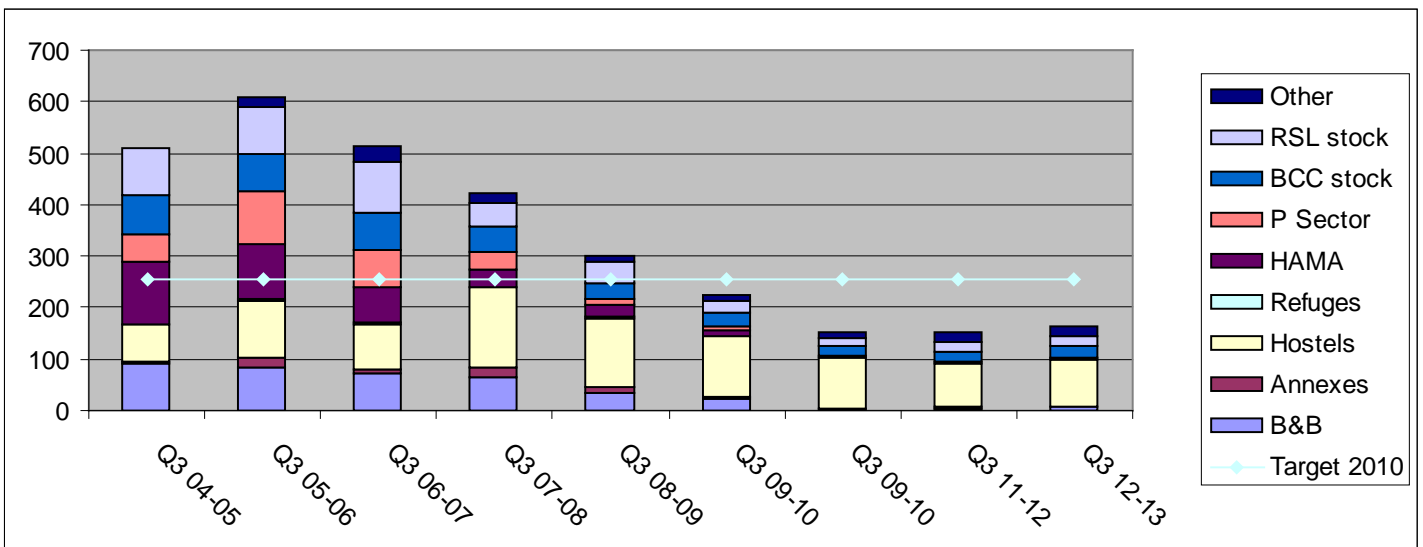
Graph 4: Referrals received by BCC Housing Advisors



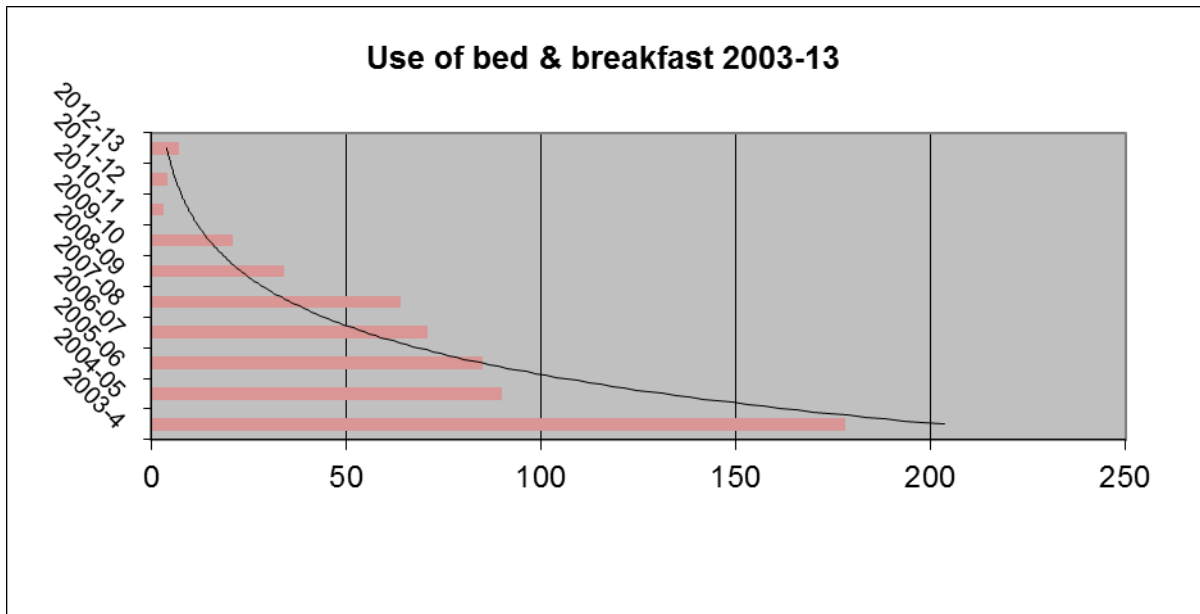
Graph 5: BCC Part VII acceptances & preventions



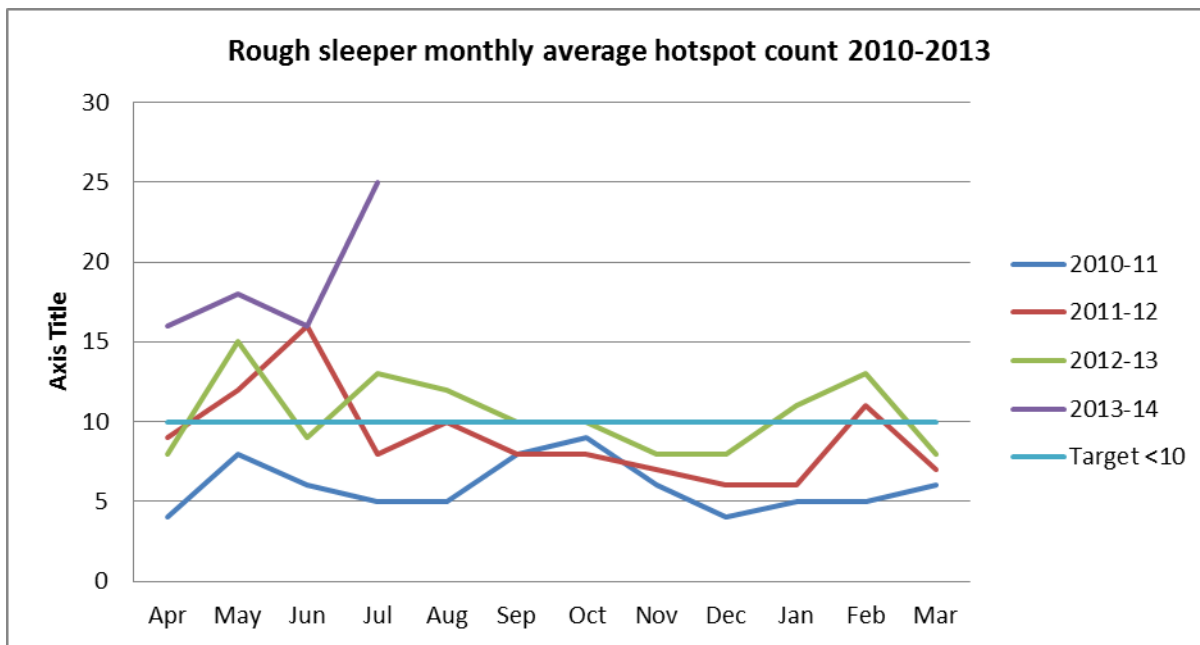
Graph 6: Households in Temporary Accommodation



Graph 7: Use of B&B 2003-13



Graph 8. Rough Sleeping Counts



Types of prevention / intervention

Can take a number of different forms:

- Tenancy sustainment work by social housing providers – this will flag up signs of problems e.g. rent arrears; new forms of anti social behaviour
- Mediation – this can help prevent parental or relative evictions
- PRS opportunities – where clients are placed in properties procured from PRS landlords who in turn are given a bond or rent guarantee to offset any losses they may incur through lack of rental income or damage to the property
- Clients who have experienced domestic violence are able to remain in their home through the council making adaptations to their property to make it safe and secure

Main reasons for homelessness of accepted households

Table 1 main recorded reason why households have been accepted as homeless

Homeless Reasons	2008/09	2009/10	2010/11	2011/12	2012/13 est.
Family/relative evictions	204	125	85	114	124
Violence/harassment	79	67	34	49	41
Mortgage or rent arrears	13	6	5	12	8
Loss of rented accom'n AST & other	62	23	48	80	108
Loss of NASS ¹ accom'n	8	18	14	14	16
Leaving institution	16	7	3	7	3
Other reasons	59	39	25	23	21
Total	441	285	214	299	321

With better targeted mediation could more family/relative evictions be avoided? How can households be better sustained in the PRS AST tenancies? Both these questions are reflected in the strategy's action plan.

¹ National Asylum Seeker Service

Priority needs categories / vulnerability of accepted households

Table 2 Households accepted as homeless need to fall within a recognised priority need category.

Priority need category of accepted	2008/09	2009/10	2010/11	2011/12	2012/13 est.
Pregnant or with dependent children	130	51	86	145	164
Young person under 21	108	78	53	51	63
Vulnerable - old age	8	7	4	0	7
Vulnerable – physical disability	63	49	25	44	37
Vulnerable – mental health	79	52	24	30	33
Emergency	3	5	2	2	4
Other reasons	50	43	20	27	13
Total	441	285	214	299	321

Intervention appears to have cut the number of households without children in the various categories but households with dependent children are already above the pre recession level of 2008/09? Finding temporary and permanent accommodation for larger households is a major issue.

Age Profile of accepted households

The table below shows the age range of households accepted by age of main applicant. In May 2009, the House of Lords ruled that local authorities should provide accommodation under Section 20 of the Children Act to any lone, homeless children. This means that children in need of accommodation, whose parents are unable to provide suitable accommodation and who wish to be accommodated (under Section 20) must be considered “children looked after” by the local authority.

Table 3 Age profile of households accepted

Age	2008/09	2009/10	2010/11	2011/12	2012/13 est.
Under 18	101	72	49	45	57
18-24	88	62	47	60	41
25-44	187	105	90	137	164
45-64	55	36	25	50	49
65-74	10	8	2	6	7
75+	0	2	1	1	3
Total	441	285	214	299	321

Young people are less likely to be accepted as homeless as the range of intervention / prevention options 'kick in'. The numbers in the 25-44 age group has increased 82% since 2010/11.

Table 4 Family or Household Type

Household Type	2008/09	2009/10	2010/11	2011/12	2012/13 est.
Couple with dependent children	50	22	30	55	47
Lone parent - male	5	6	7	8	5
Lone parent - female	75	24	51	82	113
Single male	175	129	74	72	67
Single female	106	89	44	64	71
Other household type	30	15	8	18	18
Total	441	285	214	299	321

In terms of lone parents, women have always significantly outnumbered men. In terms of single people without dependents, men have historically outnumbered women. However, in the last couple of years, there has been something of a reversal of this latter trend and there are now roughly equal numbers of each. Housing Solutions staff don't really know why this is. The growth in lone parent families since 2009/10 accepted as homeless has been 370% and is well above the pre recession level.

Ethnicity / Black and Minority Ethnic (BME) households

Table 5 acceptances by the main ethnic categories.

	2008/09	2009/10	2010/11	2011/12	2012/13 est.
White	271	173	138	188	211
Black	79	53	49	63	56
Asian	11	10	5	13	19
Mixed & other	27	16	13	19	19
Ethnicity not stated	53	33	9	16	16
Total	441	285	214	299	321

The breakdown by ethnicity has not changed so significantly to trigger any concerns around access to services. The number of Asian households accepted is growing but is still small in overall terms. Ethnicity is being monitored in 95% of cases in 2012/13 compared to 88% in 2008/09.

Domestic violence

In 2012/13, there were 41 cases in which domestic violence was recorded as the reason for homelessness. Not all cases involve a direct partner. This represented 12.8% of all acceptances and was a slight decrease on the previous year. See page 38 of main body PHS - 'types of prevention and intervention'.

Housing Register, Supply and lettings

The table (below) details the amount of new affordable housing supply in Bristol over the last five years. The amount being built is reducing year on year, with a 49% fall from 2008/09. The Mayor has instigated work to get the number of affordable homes built up to 1,000 for the year 2016/17.

Table 6 Affordable Housing Letting and New Supply

	2008/09	2009/10	2010/11	2011/12	2012/13 est.
Lettings	2,468	2,914	2,807	2,795	2,560
New supply	561	553	402	369	300

The amount of supply is reducing (new supply over the last five years, lettings over the last four years) and at the same time the Housing Register has grown.

Table 7 Housing Register

At 31 st March	2009	2010	2011	2012	2013
New applicants		8,562	10,426	10,212	9,928
Transfers		4,180	4,575	4,373	4,432
Housing Register Total	9,683	12,742	15,001	14,585	14,360

Housing Allocations

In 2011/12 71% of new lets to council housing went to homeless households compared to 67% the previous year.

And what types of households are they: singles etc.?

May include some more rehousing analysis here?

XX

ANNEXE C – Projects that build together to make this PHS, key client groups and glossary of terms

Projects

Homelessness Advice & Prevention Review (HAPR) – A major review is underway to improve the experience of people receiving housing advice and prevention services; and make those services more consistently efficient and effective. HAPR will improve information so services are more evidence based and make maximum use of appropriate ICT. HAPR includes renewed impetus for the Early Bird headline action from the HS with the strong possibility of a new diagnostic tool which both agencies and potentially homeless households can use.

Housing Support Register

The majority of short-term, supported housing is accessed via this register; it ensures one application accesses all the available suppliers. It allows the range of supply to be better monitored.

Commissioning Reviews:

These reviews those support services for homeless and other vulnerable households (mainly formerly SP funded). The aim is to commission services that are more targeted, flexible, psychologically informed and co-ordinated, including services that meet complex needs.

High support, short-term accommodation based services

High support services (includes high support hostels) were reviewed and all new services will be in place by September 2013. An emphasis on complex needs recognises the high incidence of multiple issues and ill-health amongst existing high support hostel service users (ref: Homeless Link's Health Needs Audit). Review also informed by data from the city's JSNA² and Mental Health Needs Assessment, which specifically looked at high risk communities.

Lower and Floating, short-term support

Draft Needs Analysis (informing commissioning of) Lower Level Support Accommodation, Floating Support and integrated young parents provision has been undertaken. There will be 604 units, including young people specific, women only and generic. For family accommodation, terms are to be renegotiated with all current providers (including BCC). At Spring 2013 all specialist, temporary family accommodation is full hence the use of more B&B than has been the norm.

A concern expressed in the expectations survey was the sudden withdrawal of support when clients leave supported accommodation; the commissioning agreements give providers a six week resettlement window to provide transitional support if needed while new support arrangements kick in. Providers have also been asked to improve and ensure confidentiality of equalities monitoring

² Joint Strategic Needs Assessment – a report which measures the health of Bristol

Review of Medium Support Services

Will look at any services not covered by the first two reviews.

'Wraparound' services

The commissioning plan focuses on non accommodation based support: including funding the Compass Centre for outreach with rough sleepers, programmes to get homeless people into or more ready for work, mediation, community mentoring, preventing homelessness after domestic abuse, furniture packs, part funding the Wellbeing Service. The services commissioned dovetail with other council and partners' services.

Mental health short-term, medium support

This commissioning review is ongoing in 2013/14.

Commissioning plan for specialist accommodation & support services for young people with higher support needs

Mostly services for young people aged 16-17 but also some older teenagers to whom the council owes a duty of care. Young people whose vulnerability and level of need makes mainstream homelessness prevention services unsuitable for them. The corporate plan details the up-to-date types of accommodation and services required plus process improvements such as more consistent data collection and better partnership working.

Safer Bristol Commissioning of Drug and Alcohol services

New contracts November 2013.

HSC Mental Health and Learning Difficulties Strategy

Consultation May 2013.

Mental Health, Learning Difficulties & HIV Floating Support Review

Text xx

Move-on policy

See pages 16 and 17 of main body PHS.

Hidden Homelessness research

BCC was awarded £120k by DCLG to look at the extent of the problem in Bristol focussing on a pilot area in the Barton Hill Area. The study revealed a lot of other problems as well including the condition of some PRS properties and reluctance of tenants on short-term tenancies to 'rock the boat' by reporting poor conditions. An

action plan has been drawn up to remedy the issues, must relevantly for homelessness into the HAPR (see above). But other services such as council housing and the PRS enforcement services have also been called upon. Since April 2013 a Community Bridge Builder post will recruit and manage volunteers to give high quality advice for this 'hidden' homeless group from the community buildings people already go to for help.

Some Key client groups

Young people

The council and partners will work to challenge perceptions around homelessness especially for young people. Linked to this is the ability to tackle the main causes of homelessness and promote other options that help prevent it. The main reason for the most recorded incidences of homelessness among young people was relative / parental evictions. **Mediation, persuading parents to keep at home – various funds won by 1624 IP.**

Refugee households (relationship to asylum seeking)

Text XX NASS

Ex offenders and those in prison (probation and YOT)

It is important to help this group as it has tangible benefits not just for the individual, but will help to contribute a safer and better city; and as already mentioned can help fulfil other strategic aims outside of preventing homelessness. Access to stable and appropriate accommodation is a significant contributory factor in helping offenders to desist from further offending, can also help to improve health, well-being, gives people a platform to find work etc. The wider social and economic benefits from reducing offending are significant (see Breaking the Cycle Evidence Report, MOJ 2012, which states that in 2003 the financial costs of crime in England and Wales was £36.2 billion). 1625 Independent People are running a Big Lottery Fund scheme called Future 4 Me that offers specialist support to young people leaving custody and leaving care.

Gypsies, Travellers and other travelling communities³

In the same way that housing the generally more settled community is hampered by the shortage of affordable housing being built and becoming available, the shortage of pitches for caravans affects travelling communities. The Gypsy and Traveller Accommodation Assessment (GTAA) of 2007 recommended 24 additional pitches for Bristol by 2011 but as yet these have not been delivered. A new updated GTAA is to be completed by the end of 2013 but it seems unlikely demand will have diminished.

Travelling communities are particularly prone to 'hidden homelessness' and overcrowding as they will make every effort to fit relatives on their pitch. Whilst a

³ E.g. travelling show people, Roma

household may have a caravan (so appear not to be homeless, roofless in the usual sense) often there is nowhere they can park their caravan.

As well as those communities that have traditionally lived in caravans other groups such as ‘new age’ travellers or migrant workers live in converted vehicles and caravans and this can lead to issues and sometime homelessness.

Since 2007 an Eastern European Roma community has become established in Bristol including some who are asylum seekers from Romania. Most have not had recourse to public funds to date and some have large families (see page X on the implications this might have for homelessness services). A number of these families are on the poverty line and as this PHS illustrates elsewhere poverty/debt is often a precursor to homelessness.

Some households from traditional travelling communities have moved into ‘bricks and mortar’ homes but perhaps because this is done from lack of choice or because of harassment they often swap one set of poor health problems for another set (e.g. mental health problems).

Bristol has a problem with overcrowded households because of the shortage of suitable affordable housing and travelling communities feature within that. BCC’s small Gypsy and Traveller team are working to ensure the issues affecting these communities don’t get missed and work is underway in conjunction with other BCC teams to identify sites for pitches.

People losing their PRS accommodation

Loss of private tenancy as an increasing cause of homelessness is a very concerning trend.

	2009-10	2010-11	2011-12	2012-13
Total Homelessness Decisions	341	265	349	391
Duty Accepted	285	214	299	324
Of which reason was loss of private rent tenancy	8	30	65	98

Source: P1E returns

Rough sleepers

See main body document page X and Annexe B graph 8

People with multiple and complex needs (link: BIG Lottery bid ‘Fulfilling Lives’)

See main body page XX (need page no.)

Families with children (especially large families)

See Annexe E page XX

Glossary

Preventing Homelessness Board (PHB) – has representation from the Council (housing, children & young people and health & social care⁴), the voluntary sector, service users, providers, Probation and Public Health (User Feedback Organisation). It is the 'hands on' body for ensuring this strategy is delivered. The PHB is a sub group of Homes4Bristol the strategic housing partnership which produces and delivers the city's Housing Strategy.

Rest of Glossary to be done at the end

⁴ All the major service delivery departments of the council are on the PHB and arrangements will be made to ensure the remaining central department support the PHS, see page 10 main body PHS

ANNEXE D – ‘Making Every Contact Count’ Government’s Ten Local Challenges

Ten local challenges	Bristol does	
<p>LC1.To adopt a corporate commitment to prevent homelessness which has buy in across all local authority services</p>	<p>This PHS (will be) has been signed off by the Strategic Leadership Team of BCC; also by the corporate H&W Board and PHB (these last two with multi agency representation inc. providers)</p> <p>There are numerous examples of this corporate approach in the strategy, e.g. Bristol Youth Links is the name for youth provision in the city, the contracts for these services include education around homelessness in schools, early warning of potential housing issues as well as related issues such as illegal drug use.</p>	
<p>LC2.To actively work in partnership with voluntary sector and other local partners to address support, education, employment and training (EET) needs</p>	<p>The relevant partners are represented on the PHB. There are a number of initiatives to get those affected by homelessness back into meaningful activity. An action in this strategy is to audit the extent of this work and ensure the widest range of clients get these options. EET is reflected in the outcomes the city’s homelessness services seek to bring about.</p>	
<p>LC3. To offer a Housing Options prevention service to all clients including written advice</p>	<p>Achieved thru’ the BCC Housing Solutions services and other services provided by partners (some commissioned) The Homelessness Advice & Prevention Review (HAPR) is overhauling the BCC services and will be cost effective, and maximise joint working and ICT technology. This will include how advice is given to non priority clients by the council and partners (the Early Bird project). External to BCC commissioned services are being commissioned and monitored by a team in the SH Division.</p>	
<p>LC4.To adopt a ‘No Second Night Out’ (NSNO) model or an effective local alternative</p>	<p>Bristol has a NSNO compliant project delivered by St Mungo’s in partnership with hostels. Other services include a psychotherapist and alcohol outreach worker. Bristol also adopts a severe weather emergency protocol during cold weather to ensure no-one needs to be ‘on the streets’.</p>	
<p>LC5.To have housing pathways</p>	<p>The council wants to ensure: the services</p>	

Ten local challenges	Bristol does	
<p>agreed or in development with each key partner and client group that include appropriate accommodation and support</p>	<p>it commissions offer consistently effective support and that service users do not find themselves becoming homeless again by improving the quality of the support provided, helping more people with appropriate support to move on to independent living.</p> <p>Clients with multiple and complex needs have always been a problem in that many services are not flexible or resource intensive enough to work with this group. Also a 'Fulfilling Lives' BIG Lottery bid led by Second Step (a supported housing provider in Bristol) could secure up to £10m over eight years to put in place an approach to helping service users with the most complex needs. The commissioning of homelessness support services has included and emphasis on the right services for those with multiple needs.</p>	
<p>LC6.To develop a suitable private rented sector (PRS) offer for all client groups, including advice and support to both client and landlord</p>	<p>Bristol already makes good use of PRS solutions with a dedicated team helping homeless and threatened with homelessness clients into this sector.</p> <p>This team are looking to expand the number helped. In addition BCC is looking to attract Private Leasing schemes to the city. Almost half the empty properties brought back into use in the city are used to house 'homeless' clients. Another action to be pursued is to try to negotiate longer PRS tenancies in order to make this a more secure sector. Bristol also has a dynamic working group with private landlords, agents and tenants which advises how to best work with the PRS.</p> <p>Discretionary licensing is seeking to regulate those landlords in the PRS who provide the worst accommodation. The Stapleton Rd area which has a very high % of PRS properties is the first area in which this approach is being adopted.</p>	
<p>LC7.To actively engage in preventing mortgage repossessions including through</p>	<p>Due to early intervention Bristol has been successful in minimising the number of households becoming homeless from this</p>	

Ten local challenges	Bristol does	
the Mortgage Rescue Scheme	route. It will be regularly monitored.	
LC8.To have a homelessness strategy which sets out a proactive approach to preventing homelessness and is reviewed annually to be responsive to emerging needs	The PHS will be reviewed annually and its Action Plan reviewed more frequently. The council and partners' early intervention, preventative approach is set out therein.	
LC9.To not place any young person (YP) aged 16/17 in Bed & Breakfast accommodation	This has generally been achieved with only three exceptions in 2012/13 and is an explicit aim of Bristol's Housing Solutions Teams. It worth putting this in context as B&B had to be used 89 times in one year for YPs as recently as 2010/11.	
LC10. To not place any families in Bed & Breakfast accomm. unless in an emergency and for no longer than six weeks	B&B only used for emergency but numbers are starting to creep up as the numbers presenting as homeless increase and because of the shortage of other options.	

ANNEXE E – Forecasting Demand

There are many factors that will have effects upon future demand for homelessness services. *Outlined in the main Preventing Homelessness Strategy.*

The key findings from year 1 of the *Homelessness Monitor* published by the University of York, show the following:

- Welfare reform - in combination with the economic downturn – seems certain to drive homelessness up over the next few years, as it will undermine the safety net that usually provides a “buffer” between a loss of income, and homelessness, and will restrict access to the PRS for low income households.
- National and local statistical analysis indicates that some aspects of “visible” homelessness – including rough sleeping and statutory homelessness – have commenced a very recent upward trajectory.
- With respect to hidden homelessness – concealed, sharing and overcrowded households – there are longer-term rising trends, starting before the current recession, and reflecting mainly housing affordability and demographic pressures.
- Looking forward, the next two years may be a crucial time period over which “lagged” impacts of the recession start to materialise, together with at least some of the effects of welfare and housing reform.

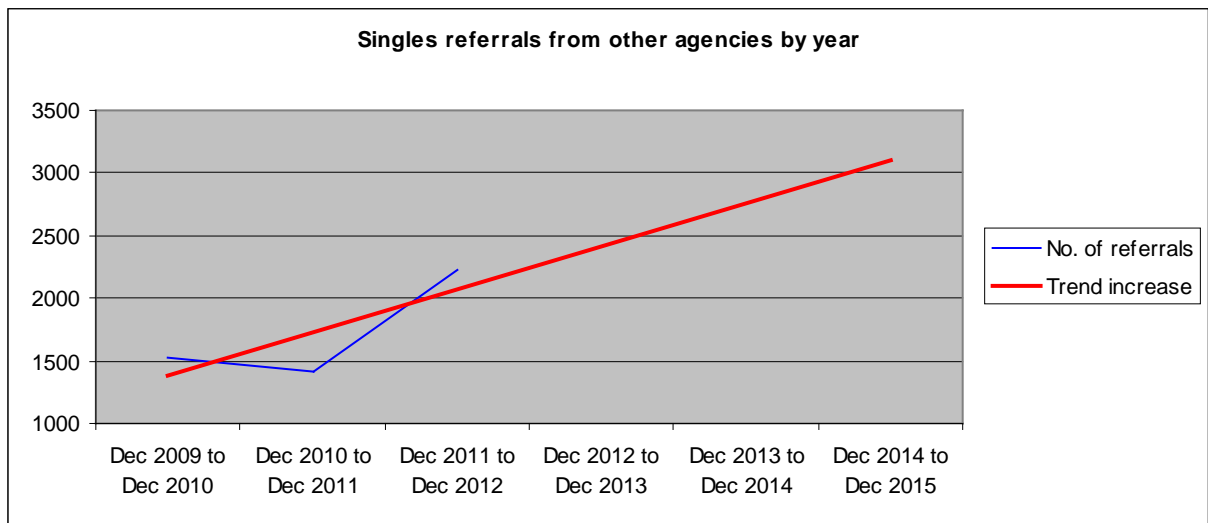
BCC’s Housing Advice Team has already seen a marked increase in demand for its services. Referrals have risen by about 30% over the last three years. It is anticipated that this upward trend will continue and more markedly for the reasons given above. The projection in the graph below shows that the anticipated number of referrals will reach nearly 7,000 per year (28 per working day) by December 2015.

Included within these referrals are the advance notices of mortgage repossession and BCC evictions. These have risen by 23% and 69% respectively over the same time period and involve intensive intervention casework to be carried out by staff to prevent homelessness.

These figures can be broken down further to show the source of referrals. It is notable that referrals from Customer Service Points (CSPs) have reduced from over 1,000 to fewer than 800 per year, a decrease of 24%. This was anticipated because CSPs have been advised not to complete referral forms where a client already has a support worker or is engaged with other professionals e.g. a social worker, probation officer etc. If this trend is projected forward to 2015 it is expected that this will result in less than 650 referrals per year from CSPs. *The on-going Homelessness Advice and Prevention Review (HAPR) is likely to have a major effect on this as well.*

Correspondingly the number of referrals from other agencies has increased by nearly 50% and by 2015 will account for over 3,000 per year.

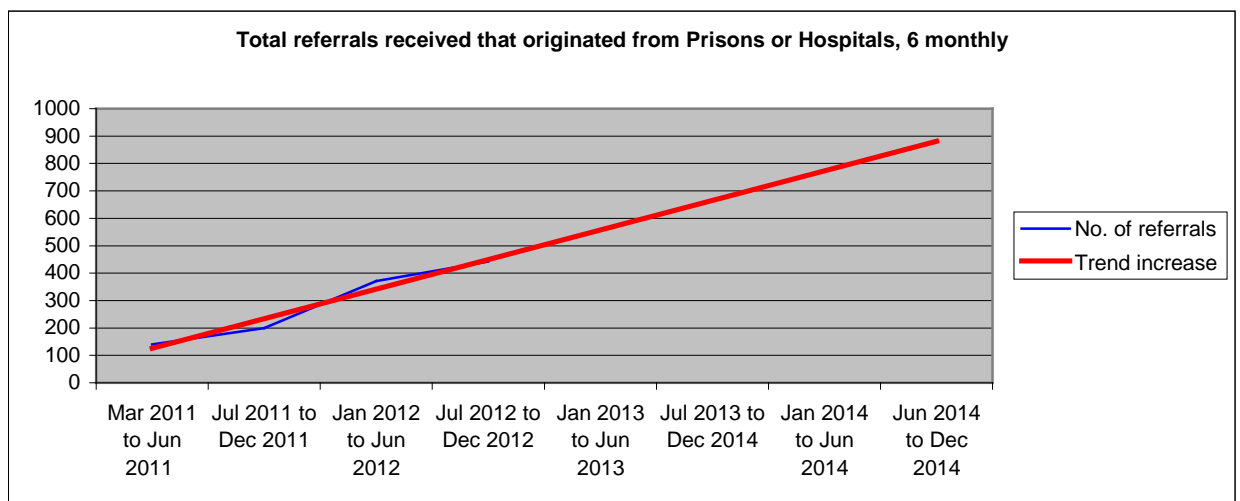
Graph 9



Complex needs

Analysis of the numbers of referrals received only shows one part of the picture. Apart from an overall increase, the type of case being referred has changed. More clients with complex needs are presenting as homeless. This is not easy to demonstrate statistically as “complex needs” is not used as a category for monitoring purposes. However the increase in referrals from Avon & Wiltshire Mental Health Partnership (AWP), Health & Social Care (HSC), hospitals and prisons can be shown (this information has only been recorded over the last 22 months). As a result of this increase BCC has now allocated an extra housing advisor to assist with hospital discharge, from within existing resources.

Graph 10 Complex Referrals



The projected figure shows that by December 2014 referrals from this source will be approaching 1,800 per year (7 per working day)

As well as the difficulties and obstacles involved in dealing with these challenging cases, it is also becoming increasingly difficult to find appropriate accommodation for

this client group. The following figures show numbers of cases referred via the Housing Support Register (HSR) but refused by providers; and also by BCC's family hostels because support needs were deemed to be too high.

Although the Private Renting Team (PRT) has slightly exceeded its annual targets, since its inception in January 2010, there are predictable challenges to the team:

1. Demand already exceeds supply and this gap is likely to increase
2. The effects of welfare reform and capping will make it more challenging to secure PRS⁵ accommodation for the client group, bearing in mind the existing demands from the general population
3. It is likely that the team will see more referrals of people with challenging and complex needs: the very client group that is not popular with PRS landlords and least likely to sustain tenancies.

Since April 2012, providers have refused 2,724 nominations on the HSR. Most single clients will be nominated to a number of providers and the majority of these refusals will be for clients needing high support accommodation who have been refused by all or the majority of high support accommodation providers. For example, some clients may be refused on six occasions by the main high support male hostels.

Some clients are also refused by the three family hostels. On average 10% of referrals are refused (e.g. since April 2012 69 nominations have been made to one family hostel but seven (almost 10%) have been refused because of the complexity of the clients' issues.

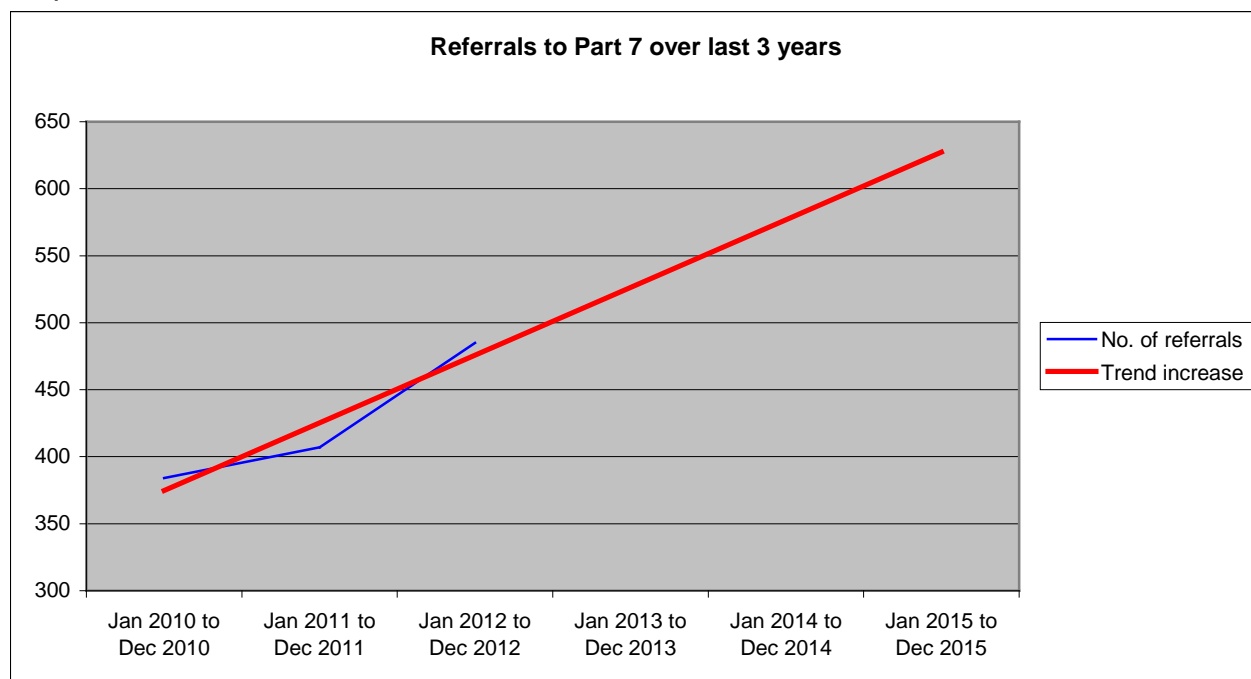
Increase in statutorily accepted cases

Bristol's aim is to prevent homelessness and hence reduce the number of statutory homeless (part VII) referrals because it is proven to be cheaper and also because it correspondingly reduces the numbers in temporary accommodation and therefore complies with government targets.

The graph below shows that referrals are now increasing from around 370 in 2010 to just under 480 in 2012 (30% rise). The projection shows that by 2015 this will have risen to about 630 per year. This may be a conservative estimate as by then the possibly "lagged" effects of welfare reform may well start to show as the continuing effects of the recession, rises in unemployment and higher rents in the PRS.

⁵ Private Rented Sector

Graph 12



Some of the reasons for the current increase can be put down to the following:

- 1) The downturn in the housing market has resulted in more potential first time buyers now renting privately; meaning that landlords can be more selective in choosing tenants and also charging higher rents. This has had a knock-on effect on the availability of properties offered to the PRT. The following table shows private rent levels for Bristol and surrounding LAs. Average rents for all property sizes are well above LHA rates and in the case of 4 bed properties 41% over the HB LHA cap of £950 effectively rendering these properties unaffordable to clients.
- 2) More clients are being refused by providers on the HSR because they are deemed to be high risk.
- 3) More advocates (referral agencies) are insisting on the full Part VII assessment and section 184 notices (inquiries into homelessness eligibility).

Effects of Welfare Reform

There are an estimated 376 households in Bristol affected by the total benefits cap. Their tenure is as follows: council tenants (CoT) – 144; registered provider (RP) tenants – 81; PRS tenants – 151.

Of the 151 PRS households some will be in a position to resolve their issues either by maximising income or starting work. However 40 of these households will lose over £100 per week. Larger households affected by the cap are overwhelmingly HomeChoice Bristol applicants and are keen to move in to social housing. There is not enough suitably sized housing for these families and given the difference between contractual rent and actual income it is inevitable that homelessness presentations will be made. Given current trends it is reasonable to assume that 50 of these households will be made homeless over the next two years.

In addition the number of households forced to leave ¹ National Asylum Seeker Service (NASS) accommodation has risen from nine to 18 in the last year (not all of these are larger families) then an assumption can be made that between five and 10 larger families will present and need accommodation in the forthcoming year. If BCC is unable to access PRS properties, then placements into B&B may be the only option available.

Apart from the above there are approximately 4,500 social housing tenants that will be affected by the spare room subsidy AKA 'bedroom tax' (3,500 CoT and 1,000 RP). HB reduction will either be 14% or 25% depending upon the level of under-occupation. Based on these figures, and if tenants do nothing to resolve the shortfall, then rent arrears will accrue. Because of the relatively small amounts involved (£12 per week at 14% and £21 at 25%) arrears will rise slowly. Therefore it can be assumed that if evictions are to take place then there will be a long lead in time, possibly mid 2014 until this happens.

Assistance for those affected will be afforded by the HomeChoice allocations policy which awards band 4 for one bed under-occupancy and band 1 for two bedrooms and above. This however will have a negative effect on homeless clients on band 3 who will wait correspondingly longer for an allocation. If 5% of the total number does not make alternative arrangements e.g. take in lodgers or seek a transfer, then this could result in 225 evictions probably in 2014/15.

In late 2013 Universal Credit (UC) will be introduced. The current proposal is that this will be paid monthly in arrears to one member of the household. It is very likely that this will lead to more households falling into debt and rent arrears, as many households will not have experience of budgeting and prioritising their expenditure. If a household is also capped then there will be little left to cover the cost of rent. It seems inevitable that this will lead to a rise in homelessness. The Housing Benefit Policy Team has estimated that between 500 and 1,000 claimants will transfer to UC between October 2013 and March 2014 and between 5,000 and 10,000 in 2014/15.

We already know that exceptions to the UC limit are planned for people living in supported exempt accommodation but that some of the current temporary accommodation Bristol uses, e.g. owned by the council will not be exempt which means the affordability of placements at Trinity Lodge and Windermere will have to be extremely clear. This further challenges BCC's ability to secure sustainable housing for larger families.

The likely impact on services, as mentioned previously, will be lagged but if 5% are unable to come to terms with the new regime this could lead to between 250 and 500 presentations. DWP are monitoring this aspect of payments in a UC pilot scheme and this shows a 20% failure rate which, if applied to the above, would increase these figures fourfold to between 1,000 and 2,000 presentations.

Role of Community Justice Intervention Team (CJIT) workers

The role of these workers illustrates the increased complexity of the issues clients face. Their original remit was to see prolific offenders with a history of drug and/or

alcohol addiction. This has now extended to working with the Integrated Response Integrated Service (IRIS) team who work with high-risk offenders and probation clients with a range of issues beyond the original criteria. These include MAPPA, care leavers and people with mental health and/or personality disorder.

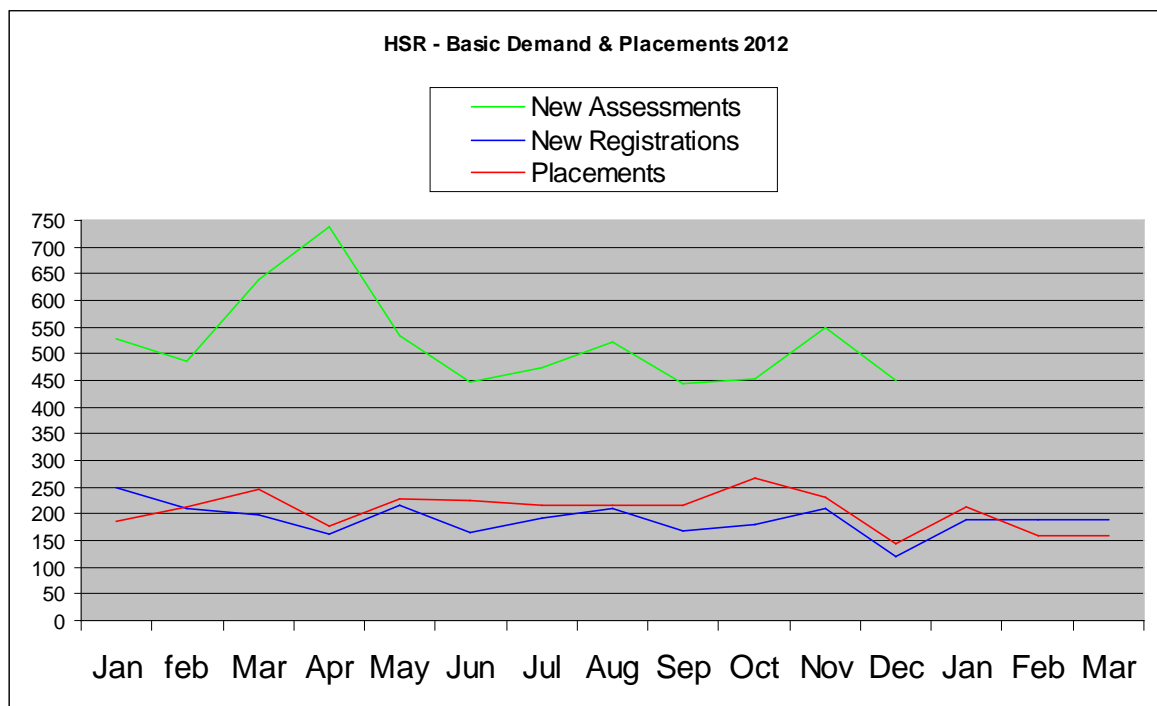
Hospital Ward closures

Two acute wards at Southmead Hospital have closed with the loss of 24 beds. The Lodge Causeway rehabilitation unit, with approximately 20 beds, has also closed. Clients with much higher needs - who previously would have been funded through the Section 117 panel - are now accessing homelessness services via the HSR.

Housing Support Register

A basic analysis of demand and placements on the HSR shows that assessments of all clients (new and existing) have averaged 484 per month over the last year, whilst new registrations (new HSR clients) have averaged 180 per month. These compare to an average of 202 placements (all services) per month. In very basic terms this shows that service availability is currently meeting ongoing demand.

Graph 13



The High Support Review has reduced high support bed spaces by approx 20%. It is proposed that increased efficiencies and performance (e.g. turnaround) will compensate for the reduction in bed spaces. Early indications are that these efficiencies are not yet being realised and may take some time to deliver i.e. for hostel management teams to adjust their services to meet the new expectations. Anecdotal evidence shows refusal rates on risk exceeding 5% and turnover is not yet increasing.

Failure to meet the efficiencies will show an increasing gap between supply and demand as turnover (supply) falls and demand very likely increases (see graph above)

Demographic changes – main points

- 10% increase in Bristol population since 2001. National average 7%.
- Third highest growth rate of all core cities.
- 0 to four year olds increased by 26.5% since 2001, twice the national average
- 14% of the population born outside UK 2011, 8.2% in 2001 (this has been a factor in the increased number of larger families).
- The PRS in Bristol has increased from 12.2% to 22.1% of all accommodation.

These factors will impact in terms of the ability to respond e.g. language barriers; increasing need for interpreters; eligibility; larger families; higher turnover in and high demand for PRS housing. This last point may explain the increase in reports of alleged illegal eviction and harassment to the Tenancy Relations Team. Reported illegal eviction has increased from 40 cases in 2010 to 60 in 2012 and harassment from six to 28 in the same period (figures from the first three quarters of 2012).

The expansion in the PRS tenure also accounts for an increase in homelessness as a result of the ending of an assured shorthold tenancy. See Table 1, page 11 of Annexe B.

Persons from abroad

At the end of this year transitional arrangements will end for Bulgaria and Romania nationals. Citizens from both countries will have free movement across the EU in 2014 and gain the unrestricted right to live and work in the UK where currently they require authorisation before taking a job. Estimates vary greatly as to how many households from the two countries might come to the UK.

It is too early to predict the exact effect of this in Bristol but it is likely that some households may present as homeless and some may be larger families of which Bristol will already have 25 larger families “in the system” to house, see page 27 XX (check). Assuming there will be 7 larger family NASS cases and even 10 larger Bulgarian/Romanian households in any one year ⁶ this amounts to 42 larger families needing accommodation. If PRS accommodation has to be found then the cost would be in the region of £2,000 per calendar month. Generally where families have five or more children there will be no housing cost element payable in UC which means that a significant amount of these costs will not be recoverable through 'non housing related' benefit where families are in receipt of UC.

A concern for the teams finding emergency accommodation is that there is sufficient funding and flexibility if there is an upsurge in larger families needing emergency housing, a needs group that is already straining the council and partners' capacity.

From current DWP information on welfare reform there are advantages in housing larger families through an exempt accommodation (EA) landlord e.g. a Registered

⁶ This is a conservative estimate and it might be as well to prepare in anticipation of a higher number.

Provider. This is because EA housing costs will be assessed and paid locally by the LA and the housing costs will not be capped. Any cap that is applicable in EA cases will be applied by the DWP in the UC payment.

ANNEXE F – Checklist from previous PHS

There were a number of strategic outputs as part of the previous Preventing Homelessness Strategy 2008 to 2013. The following table provides a brief summary of progress against these.

Strategic Outputs	
What was said	What was done
I. Create a Future Commissioning Model	The process of commissioning has become much more established. This will allow a more strategic approach to a sector which grew in an ad hoc way. There must always be some flexibility to allow for output VI below.
II. Implement New Case Management systems	This was not implemented. The HAPR has replaced this as a way of improving the customer journey around homelessness and housing advice.
III. Create Sustainable Housing Routes	A lot of work has been done around pathways, care pathways led by HSC and pathways built into the services that have been commissioned.
IV. Increasing Access to Information and Support	Response in two parts access to info is the Early Bird part of the HAPR whilst access to support is within the commissioned reviews.
V. Focus on Equalities	Monitoring has improved and there is a lot of emphasis on groups which are not getting the access they need
VI. Focus on Other Emerging Priorities	The important reason for this is that if the council and partners don't aim to have advance warning of homelessness trends then solutions will be more reactive. The main body PHS and Annexe E 'Forecasting Demand' both show how the aim of the PHS is to make preventing homelessness more proactive.

Do you need this info in another language or reading format such as Braille, large print, audio or easy read?

ANNEXE G – Welfare Reform and Legal Aid Changes

Changes to Housing Benefit – Local Housing Allowance (LHA) Caps

In April 2011 LHA caps were introduced for private sector rents, based on the number of bedrooms required, with an upper limit based on a four bedroom home. In addition all LHA levels have been amended to reflect the bottom 30% of private market rents in an area thereby further reducing LHA levels and the availability of homes to those in housing need.

The impact of the LHA caps leaves low income households, particularly families in need of larger homes, with the choices of either making up the difference in rent or moving to more affordable accommodation. However, it is likely that for many households this restricts the areas of the city they can afford and they may have to live away from family, employment and social networks in order to secure affordable housing in the private sector.

In April 2011 it was estimated almost 7,000 households living in the PRS in Bristol would be negatively affected by these changes.

With the LHA caps to be linked to the Consumer Price Index from April 2013 it is expected that more families reliant on welfare benefits will find it increasingly difficult to meet their rent and other costs of living.

Non Dependent Deductions

From April 2011 there has been 3 years of increases in deductions made from Housing Benefit (HB) payable to private and social housing tenants for non dependent adults in a household. This is to reverse the freeze previously in place for such deductions from 2001 to 2011 and has resulted in 75% increase in these charges between 2011 and 2014. Over 2,000 Bristol households are affected in the first year of this change.

Shared Accommodation Rate

From January 2012 the age at which single people can claim HB for their own 'self-contained' home increased from 25 to 35. This means that single people under 35, who are in receipt of benefits or on low incomes, are now only be able to claim the shared room rate. For Bristol a city which relies significantly upon the use of the PRS to help with the prevention of homeless, this is having an impact on the supply of and costs of temporary accommodation (TA) at a time when homeless approaches and acceptances are already on the increase. There are a couple of exceptions which agencies dealing with homelessness are aware of, for over 25's who have spent more than three months in a hostel and for certain ex-offenders, plus existing exceptions for certain disabled persons

Welfare Reform Act 2012

The Welfare Reform Act will have significant consequences for families living in both private rented and social housing. These reforms target those who are long term unemployed as well as seeking to reduce benefits paid to households in more expensive PRS homes. More details can be found on the Department for Work and Pensions website at: www.dwp.gov.uk/policy/welfare-reform/

From August 2013 the introduction of a total benefits cap of £500 per week for families and £350 a week for single person households will have a significant impact on working age claimants. From October 2013 the phasing in of Universal Credit will commence with some new working age claimants moving onto this new single benefit system.

The total benefits caps will hit larger families hardest, some of whom will be unable to afford anything other than social housing, of which there is a major shortage. The choice for affected families will be to either live in overcrowded and unsuitable accommodation or to move to cheaper areas (if these can be found) and potentially away from schools and family and/or other support networks.

From April 2013 under-occupying social housing tenants of working age will only receive HB for the property size they absolutely need rather than the property they occupy. The level of reduction in HB is 14% for a one bedroom more than required surplus and 25% for a two bedrooms more.

The introduction of monthly payments paid direct to tenants is likely to lead to an increase in arrears. Also has potential impact on landlords, particularly private landlords who might become more reluctant to take on low income/vulnerable tenants, especially larger families. This is likely to lead to more homelessness, but one mitigating factor is that homelessness is among seven criteria where claimants would be likely to receive additional services to help with making their claim.

Other changes

Council Tax Benefit has been abolished and replaced by a local scheme (Bristol's decision for this Benefit to remain unchanged in 2013/14 will assist vulnerable deprived households from having to contribute to this and prevent further and unnecessary debt). Disability Living Allowance ends for those aged 16 to 65 and replaced with Personal Independence Payments.

Some crisis loans and all community care grants have been abolished and the budget passed to local authorities in the form of a new local Crisis & Prevention Fund. This will target emergency payments (as pre-payment cards) and household goods to people in the greatest need or who have the greatest difficulty managing their money

Legal Aid Changes

Changes have now come into effect with Legal Aid funding for advice completely abolished in welfare benefits and immigration, cut by 75% for debt, and by around 35% for housing work. This has meant a significant reduction in funding for the charities (advice agencies) in Bristol, North Somerset and South Gloucestershire – in total approximately £730k of funding has been lost. These cuts will result in approximately 4,000 people not being able to access the specialist help and advice they would have been able to under the previous funding schemes. Agencies have been working closely together to try and minimise the impact of these cuts (thanks to vital funding from the sub region's local authorities and a wide range of other trusts and funders), but, combined with the additional demand caused by welfare reform, advice agencies are facing more pressure on their services than ever before.

A Bristol consortium bid led by Avon & Bristol Law Centre for the government's Advice Services Transition Fund was successful to the tune of £323k. This money will help in the short-term to offset the loss in Legal Aid funding. A quarter of the money awarded can be used for frontline service delivery, so in Bristol this will pay for a specialist welfare rights service to operate for the next two years. The rest of the fund is going to be used for a variety of behind the scenes activities that will strengthen advice agencies to help them survive this difficult period, such as updating case management systems to free up advisor time, developing volunteering and training, improving fundraising from corporate and individual donors, supporting smaller agencies to gain the accredited Advice Quality Standard, and developing more 'pro-bono' services from professionals and firms across the region, among many other activities.

National reports on Welfare Reform

Indicate the likely consequences of the changes include:

- Reduced household income and increasing risk of debt
- Increased need for money and debt advice, if individuals whose benefits are reduced do not enter employment.
- Lack of preparation for the changes by some individuals who may not understand what is happening and how they will be affected resulting in crisis situations developing (homelessness, bankruptcy)
- The potential increase in poverty could result in increased family breakdown and greater need for social services intervention
- Large families, disabled individuals and lone parents are likely to be affected most by the changes

'Why we are Consulting' on this DRAFT Preventing Homelessness Strategy (PHS)

Why Bristol needs a new PHS:

- A new Homelessness Strategy is a statutory requirement for the council
- The continued economic downturn and welfare reform are expected to lead to increased calls on homelessness and housing advice services (there's already an upward trend), so revised approach needed
- PHS will provide policy direction for a range of services provided either directly by BCC or by partner agencies or commissioned by BCC from external partners
- PHS includes revised aims, priorities and outcomes for homelessness and related services; makes it clear what the strategy seeks to achieve
- PHS has a SMART Action Plan with responsible leads, the draft currently has 19 proposed actions, this is not the sum of homelessness activity (far from it) but a number of actions identified as the PHS has been developed ('gaps')
- PHS demonstrates how Bristol meets and exceeds the government's ten local challenges from its 'Making Each Contact Count' Strategy
- Governance (see pages 4 and 12 of 'main body' document:
 - regular monitoring of the delivery of the PHS's Action Plan will be by the Preventing Homelessness Board (a sub group of Homes4Bristol);
 - the Health and Wellbeing Board have agreed to endorse the PHS (recognition of the adverse effects on health of homelessness); and
 - final sign-off will be by Mayor/Cabinet
- The PHS is a 'rolling' strategy and will be regularly reviewed to ensure it is still relevant
- The PHS recognises the overlapping of homelessness with a range of other issues e.g. poor physical and mental health; drug and alcohol misuse, offending, domestic abuse (see pages 14-15 'main body' for common triggers of homelessness)
- This draft PHS not final, but a draft for consultation. As a result of consultation aspects may change
- Resources: PHS does not control the use of resources around preventing homelessness and early intervention, but it does decide the priorities and outcomes which BCC and its' partners will strive towards.

The Six Priorities (more detail pages 13-21 of 'main body')

1. Minimise homelessness through early intervention by understanding and tackling the (often complex) reasons behind it, with special emphasis on young people.
2. 'Early Bird' - consistency of approach, timely advice and earlier referrals from all agencies, even ones not always involved with homelessness.
3. Improve: access to, the amount of, stability and quality of the private rented sector (PRS); using homelessness prevention fund, myth busting and encouraging new build, leasing, licensing and accreditation.
4. Continue to assertively tackle rough sleeping and target complex needs - the type of extreme exclusion that can occur without positive intervention.
5. Make more direct links between homelessness and the housing, health and wider policy agenda. Think ahead (future proof) all related policy and physical development.
6. Ensure the right support is in place and that those ready to do so move-on promptly and reduce repeat homelessness. 4th June 2013

A new Preventing Homelessness Strategy

Letter Encouraging your views from Executive Members

Dear Consultee

As Executive Members whose portfolios are intrinsically linked to effectively tackling homelessness we'd like to encourage you to give your views on the DRAFT Preventing Homelessness Strategy through Consultation Finder.

Of course Homelessness is about a lack of housing, but it's about so much more. Without the right support and options it can be the start of a downward spiral for many. This strategy aims to get all the relevant partners in Bristol working to the same set of priorities and looking to achieve the same positive outcomes for clients.

Why welfare benefits and advice? The massive reforms to the benefits system are expected to lead to homelessness for some, for instance those who can't cope with reductions in benefit or budgeting or who have problems finding affordable accommodation. Why health? Homelessness can arise because of poor physical or mental health; and a period of homelessness very often has adverse effects on health. We are working to join the solutions.

Why children and young people? Young people are particularly vulnerable when homeless and it's important children in homeless households are still able to thrive. The draft strategy emphasises the importance of acting early to support younger people.

So be part of the solutions, give your view using the pro-forma on Consultation Finder. From our respective portfolios we will be supporting the resulting strategy.

The final strategy will take account of comments received from you and will go to the Mayor and Cabinet for final approval in autumn 2013.

Yours

Mark Bradshaw, Executive Member for Transport, Planning, Strategic Housing and Regeneration

Gus Hoyt, Executive Member for Neighbourhoods, Environment and Council Housing (with responsibility for the response to welfare reform)

Barbara Janke, Executive Member for Health and Social Care

Brenda Massey, Executive Member for Children, Young People and Education