

A Review of Homelessness in Bradford 2019

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1. Introduction

1.1 Objectives

In order to inform Bradford's Homelessness and Rough Sleeping Strategy, this Homelessness Review was carried out between March and July 2019. The purpose of the review is to:

- Identify the main reasons for homelessness, and present and future levels of homelessness and housing need
- Look at services in place to prevent homelessness, and to provide accommodation and support to those in need
- Identify resources available to provide support for homeless people through prevention activity, and to divert people away from becoming homeless
- Identify gaps in provision

Engagement with a range of partners has taken place to increase the Council's understanding around local pressures and how services could work better together to prevent and reduce homelessness (see Appendix 1).

The review will provide the evidence base for the new Bradford Homelessness and Rough Sleeping Strategy 2020-2025.

1.2 Summary of the Housing and Homelessness Strategy 2014 - 2019

The previous homelessness strategy for Bradford was incorporated within the joint Bradford Housing and Homelessness Strategy 2014 – 2019, entitled 'A Place to Call Home'. This strategy had four objectives which are:

1. More Homes
2. Safe & Healthy Homes
3. Affordable Homes and
4. Support independence and prevent homelessness

For Objective 4, the delivery priorities identified to achieve the objective are:

- Homelessness prevention and housing options advice
- Policies relating to access to housing including a review of the allocation policy for social housing and the Value based lettings system
- Improving move-on solutions and temporary accommodation
- Commissioning and delivering housing related support

- Acute support such as day shelter, cold weather provision and tackling rough sleeping
- Focus on specific client groups including a multi-agency approach to complex cases and a co-ordinated approach to meeting the needs of 16-17 year olds
- Service improvements and streamlining including improving IT systems for housing related support and improving access into support services via a gateway or single point of access
- Employment and skills advice, training and direct intervention

Success in achieving these objectives would be measured by:

- An improvement in the number of housing advice cases which successfully and sustainably prevent people becoming homeless
- Reducing the number of homeless people placed in bed and breakfast accommodation and shorter stays in temporary accommodation
- Targeting support at those who need it most and at the right time, so that people do not need to re-enter services time and time again.

Trend information in the following sections of this document will demonstrate where progress has been made against these success measures, and where significant challenges still remain or have newly emerged since the publication of the previous strategy.

1.3 The Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017 legally obliges local authorities to assess and provide more meaningful assistance to all people who are eligible and homeless or threatened with homelessness, irrespective of their priority need status.

The focus of the Act is on prevention and places a duty on local authorities to intervene early and attempt to prevent homelessness. Where homelessness cannot be prevented a new duty requires local authorities to relieve homelessness. This means that the local authority must help an individual find suitable accommodation with at least a 6 months tenancy.

The Ministry of Housing, Communities & Local Government issued a revised Code of Guidance for Homelessness in 2018 that reconfirmed that all housing authorities are required to undertake homelessness reviews and develop homelessness strategies. As such, this review responds to that Government requirement.

2. Context for Bradford

2.1 Introduction

Bradford is a district with a mix of urban and rural areas. The majority of people live in the urban areas of Bradford and the towns of Keighley, Bingley, Shipley and Ilkley. Although the district has many economic strengths, unemployment is higher than regional and national rates. Health indicators, in particular life expectancy and infant mortality, show that Bradford lags behind national and regional averages. Nearly a third of the district's children and young people live in relative poverty as defined by the government. Housing has a significant role to play in improving health and wellbeing and improving the financial stability of households.

This chapter sets out the context for the review, including a profile of the population, the level of deprivation and housing market information.

2.2 Population of Bradford

Bradford is the fifth largest local authority in England in terms of population after Birmingham, Leeds, Sheffield and Manchester.

The Office for National Statistics published the latest population estimates for mid-2017 on 28th June 2018. Bradford has a total estimated population of 534,800 - an increase of 2,300 people (0.4%) since 2016. The population consists of 49% men and 51% women.

The ethnic origin of the district's population is as follows:

- 67% are of white ethnic origin,
- 20% are Pakistani,
- 3% are Indian,
- 2% are Bangladeshi,
- 2% are of Mixed heritage,
- 2% are Black and
- 4% have other ethnic origins.

Household composition in the district is summarised in the following table:

Person Household	% Total	Households
1	30%	65,265
2	31%	67,441
3	15%	32,632
4	13%	28,282
5	5%	10,877
6	6%	13,053

Bradford has a median age of 36 which is lower than the median age for England (39.8) and Yorkshire and the Humber region (40) and the second lowest (after Leeds which has a median age of 35.5) in West Yorkshire. 23.8% of the district's population is aged under 16. Life expectancy at birth is 77.6 for males and 81.3 for females.

2.3 Deprivation

The Centre for Cities produced a report in 2016 regarding urban policy and of the 62 largest towns measured against a range of economic performance indicators, Bradford performs in the lower half on the majority of these indicators but ranks in the bottom ten with regard to:

- Employment rates - 6th lowest.
- Private sector jobs growth - 6th lowest
- Workforce % with no formal qualifications - 8th lowest
- Superfast Broadband penetration rate - 7th lowest

Figure 1. Bradford with Indices of Multiple Deprivation:

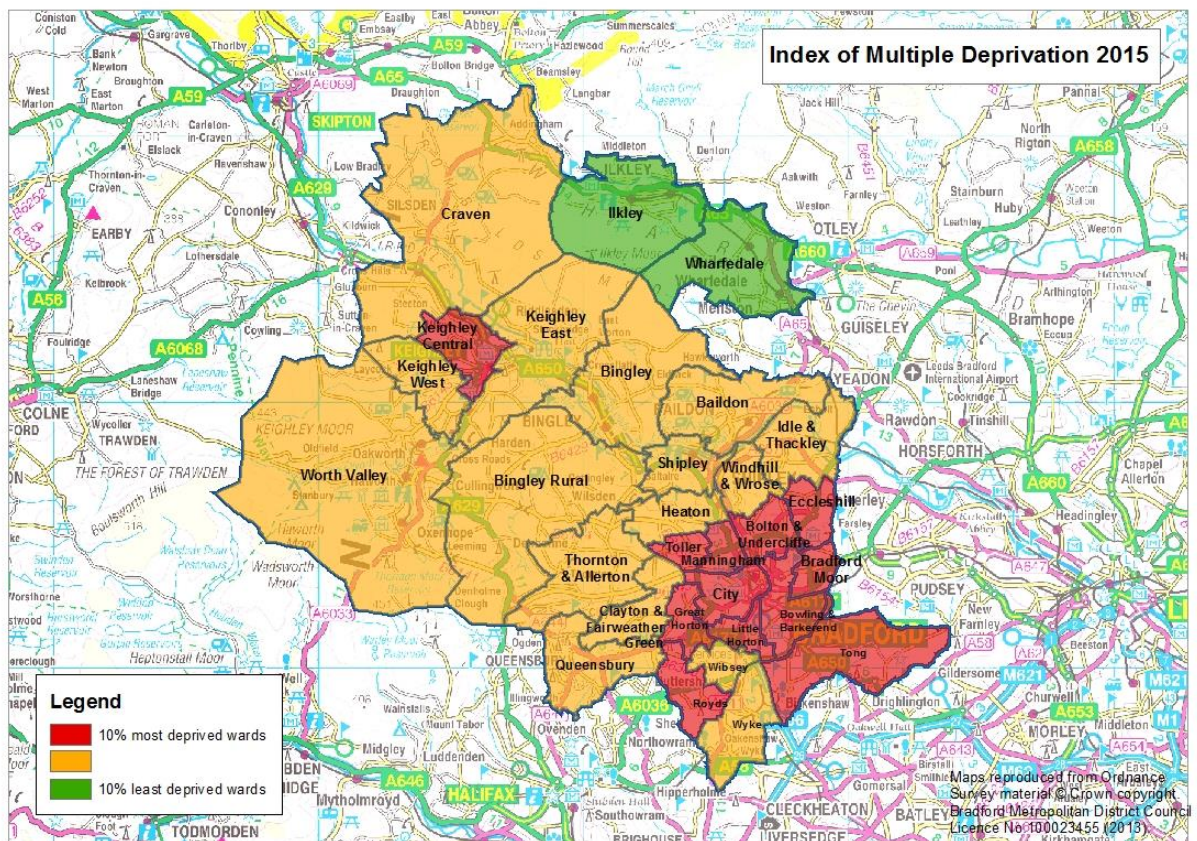


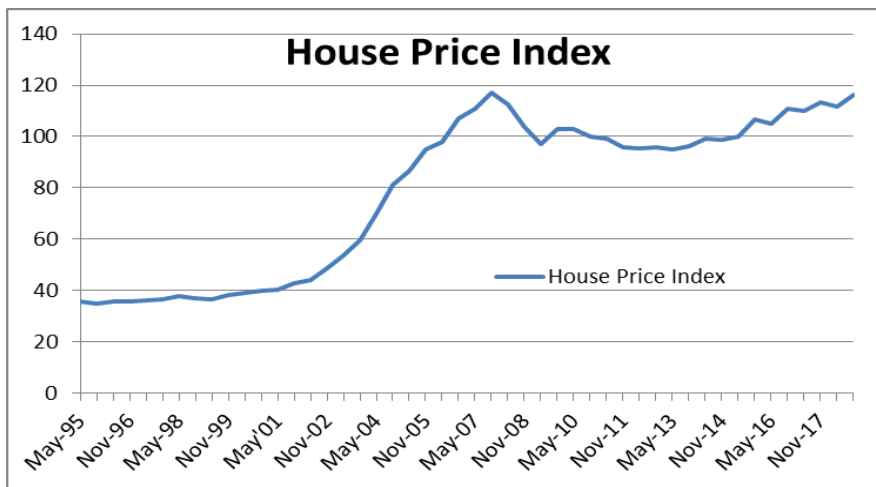
Figure 1 shows a map of Bradford based upon indices of multiple deprivation created by the Office for National Statistics (ONS) from Census Data (2011). It aggregates information on health, unemployment, educational attainment, housing and crime with other considerations such as distance to the local GP also being indicated.

The levels of deprivation in Bradford vary significantly with Keighley Central & Bradford City wards amongst the top 10% most deprived wards in England & Wales and with Ilkley & Wharfedale amongst the least deprived 10%.

2.4 House prices and sales

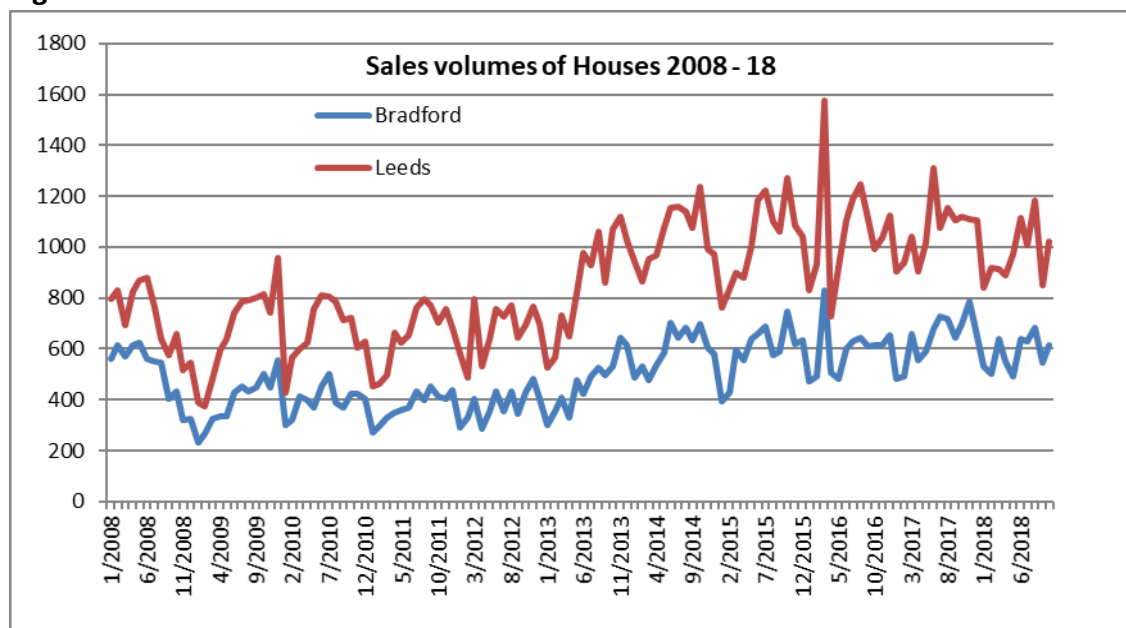
Bradford's housing market has been relatively stable since the 2008 credit crunch with prices returning to equivalence in the latter part of 2017. However, for a period of nearly 10 years the market has suffered from deflation with the subsequent consequence being to disincentivise investment. Figure 2 is taken from HM Land Registry with the index established in January 2015 at 100 and historic figures calculated back.

Figure 2. House Price Index



One of the major factors affecting house prices, and their propensity to be exchanged, is the viability of the local labour market which both influences demand and subsequent supply. Figure 3 uses data collected from the land registry which highlights the dynamism of the local housing market which again highlights that sales are roughly back to 2008 levels.

Figure 3. Sales Volumes of Houses

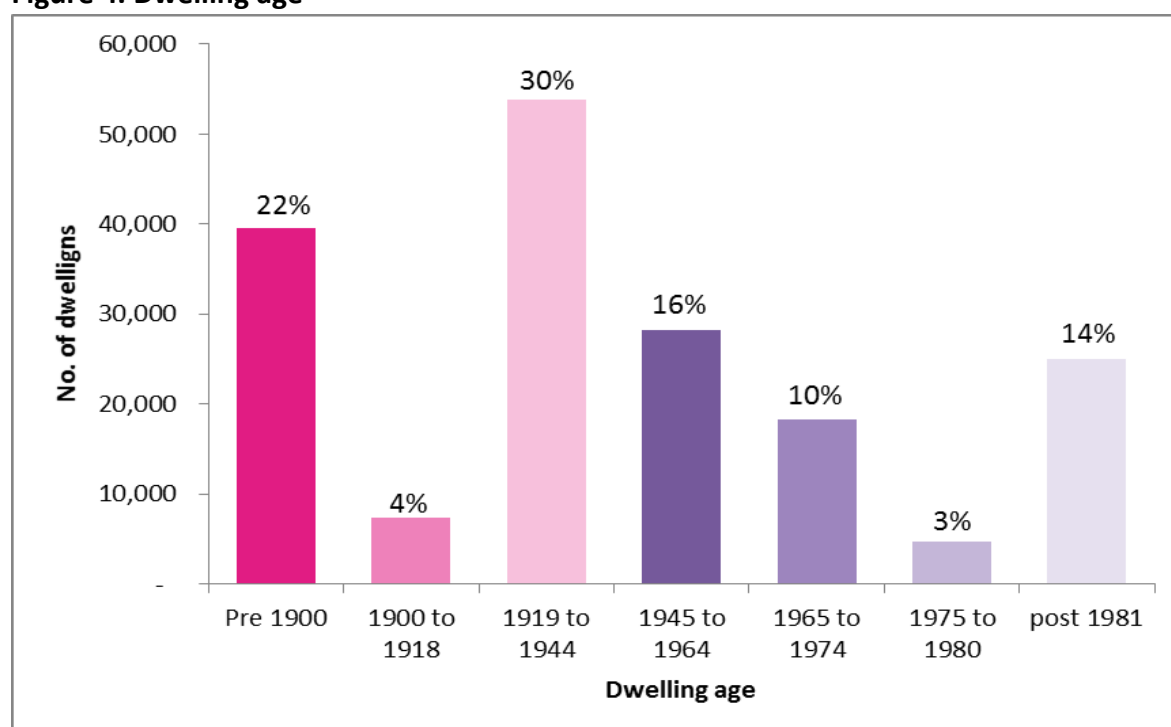


2.5 Housing Stock

Bradford has a significant number of older properties, with the majority built before 1950. This creates problems in terms of housing standards with the inability to apply cavity wall insulation and their increased requirements to be repaired due to wear and tear, which all combines to depress market values due to the increased investment required to bring up to current expected habitable standards.

Figure 4 highlights the various age banding of properties with only 14% being relatively modern. The ward with the highest density of older housing is City with Windmill, with Wrose having the fewest.

Figure 4. Dwelling age



In 2016/17 947 private sector homes were improved following intervention. 342 of these homes had children living in them. In 2016/17 the way that this measure is calculated was changed so that this now just looks at the number of homes improved following intervention from the Council's Housing Operations team.

Prior to 2016/17 the measure included other interventions, such as Government funded home energy schemes, which meant that the figure was higher (1330 in 2015/16 and 2167 in 2014/15). Therefore, the measure had been previously largely dependent on the availability of Government funded initiatives, which were mainly outside of the Council's control. A direct comparison of the elements included in the figure for 2016/17 with the previous year, shows a 5.7% increase compared to 2015/16.

There is a total of 217,550 dwellings in Bradford and their tenure is as follows

- Owner Occupied: 142,713,
- Social Housing: 33,720,
- Private Rented: 41,117

Bradford has more private rented homes than social rented homes, however there are significant quality issues in many private rented properties. Of the social housing in the district, two thirds is owned or managed by Incommunities and the rest by around 20 different Registered Providers. Social housing in many parts of the district is in high demand, particularly family homes, however there are some pockets of lower demand for example some flats.

2.6 Empty Homes

A further indication of the vitality of the housing market is the number of empty homes as a proportion of all housing stock.

The need to bring empty private sector dwellings back into use is a key government objective that is part of a wider strategy to tackle housing affordability. It is generally accepted that in a time of housing shortage, empty dwellings represent a wasted resource.

There are a number of issues in dealing with private sector vacant dwellings including the transient nature of vacant dwellings and their difficulty of identification. Properties are being continually bought and sold, let and modernised, which means that at any given time a proportion of the stock will be naturally vacant. The dwellings that tend to be of most interest to local authorities are those that are not turning over in the normal way

The table below represents the proportion of long term empty homes as a percentage of all properties within the ward. In Bradford, Royds Ward has the fewest at less than 1% and City has the by far the most.

Table 1. Proportion of empty homes as percentage of all properties in each ward

Ward	Grand Total	All properties	% Long Term Empty
Toller	173	5,760	3.00
Bradford Moor	181	5,989	3.02
Bowling and Barkerend	284	8,436	3.37
Manningham	254	5,894	4.31
City	651	9,886	6.59
Grand Total	4,523	217,550	2.08

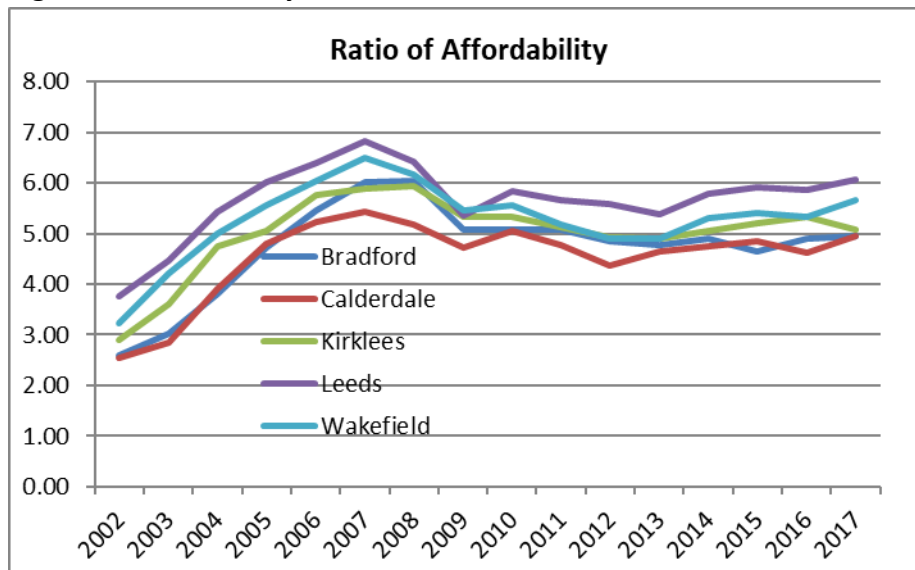
The number of long term empty dwellings fell by 5% to 3,944 in October 2016 from 4,154 the year before. This represents a reduction in the number of long-term empty properties of 3,358 since 2009/10 which was the baseline figure for the Empty Homes Strategy. Bringing empty homes back into use also generates New Homes Bonus and has helped generate around 40% of the Council's £48.5 million new homes bonus in the seven financial years from 2011-2018.

2.7 Affordability

How affordable homes are obviously has an impact on homelessness, as it directly affects practical demand and alters the level of supply dependant on the potential profits for house

builders. Figure 5 displays the affordability rates within West Yorkshire and shows that Bradford is the most affordable district along with Calderdale. The government guidelines stipulate that anything above 7 is considered problematic.

Figure 5. Affordability Ratio

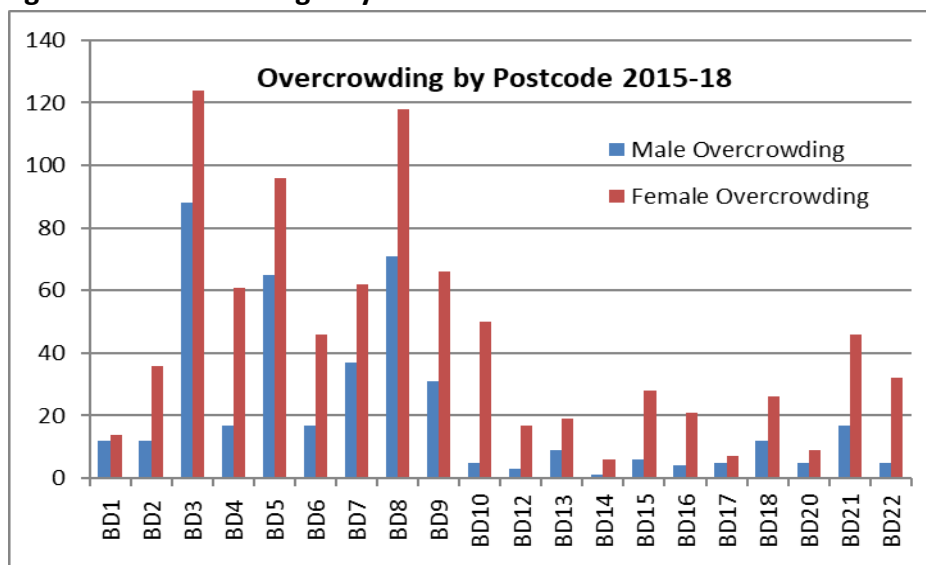


However, whilst affordability may be considered a lower priority issue in Bradford, coupled with older housing stock requiring extensive improvement, there are still concerns that people are unable to source and secure accommodation which is suitable. One metric which highlights such concern is the level of overcrowding.

2.8 Overcrowding

Figure 6 shows overcrowding by both gender and postcode based on customer presentations to the Housing Options Service with BD3, BD5 and BD8 being statistically significantly greater than other areas. This takes in the wards of Bowling & Barkerend, Little Horton and Manningham. The variance between female and male over-crowding is also significant.

Figure 6. Overcrowding – by male and females head of households



2.9 Possessions

Another valuable metric when evaluating homelessness is the level of defaults culminating in repossession orders. Figures 7 and 8 below show a significant decrease over time with the peak being in 2008, which is consistent with the national picture. As interest rates have remained very low in the past decade, it fits the wider narrative that mortgaged houses would become increasingly financially manageable as the term of their policy reduced.

Figure 7. Possessions

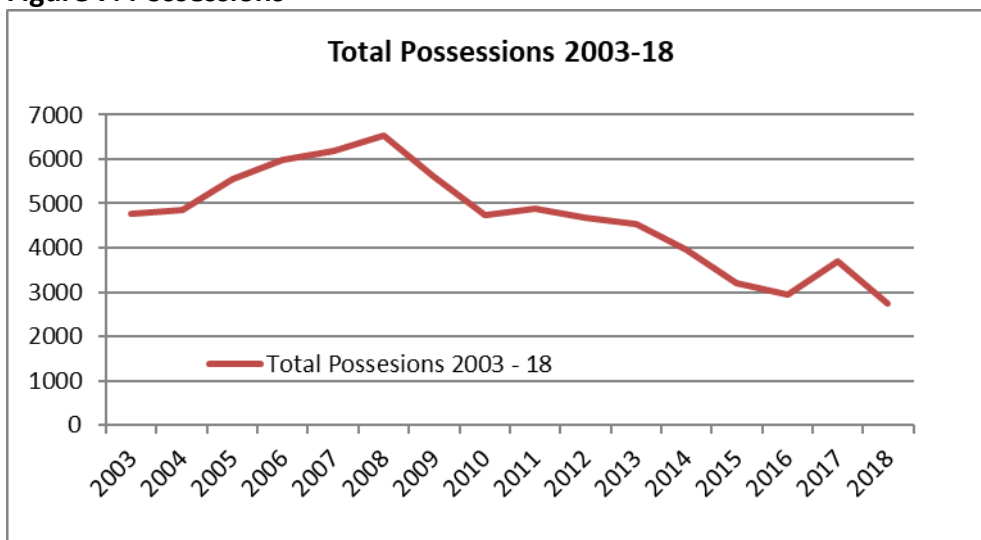
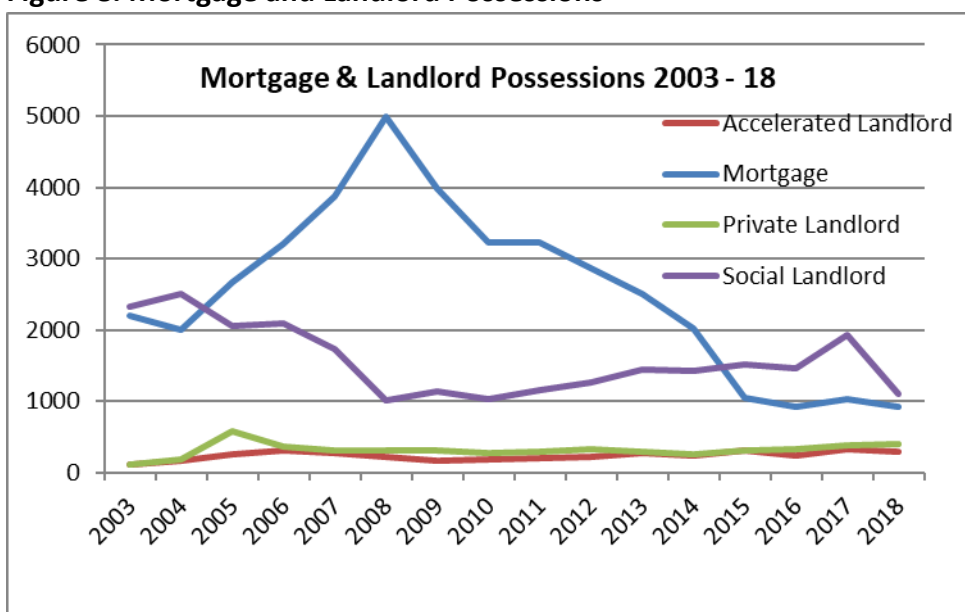


Figure 8 below shows in much greater detail the tenure of those repossessions over time. It is quite fascinating that the time of peak mortgage repossessions corresponded almost exactly with the lowest point in social housing.

Figure 8. Mortgage and Landlord Possessions



It is fair to assume that virtually all of the mortgage repossessions will be due to arrears and defaulting on payments. An analysis of social landlord evictions also found that the majority

were for arrears (average about £3,500 with payment plans not adhered to), with an ancillary category of Anti-Social Behaviour accounting for about 10%.

2.10 Disabled Facilities Grants

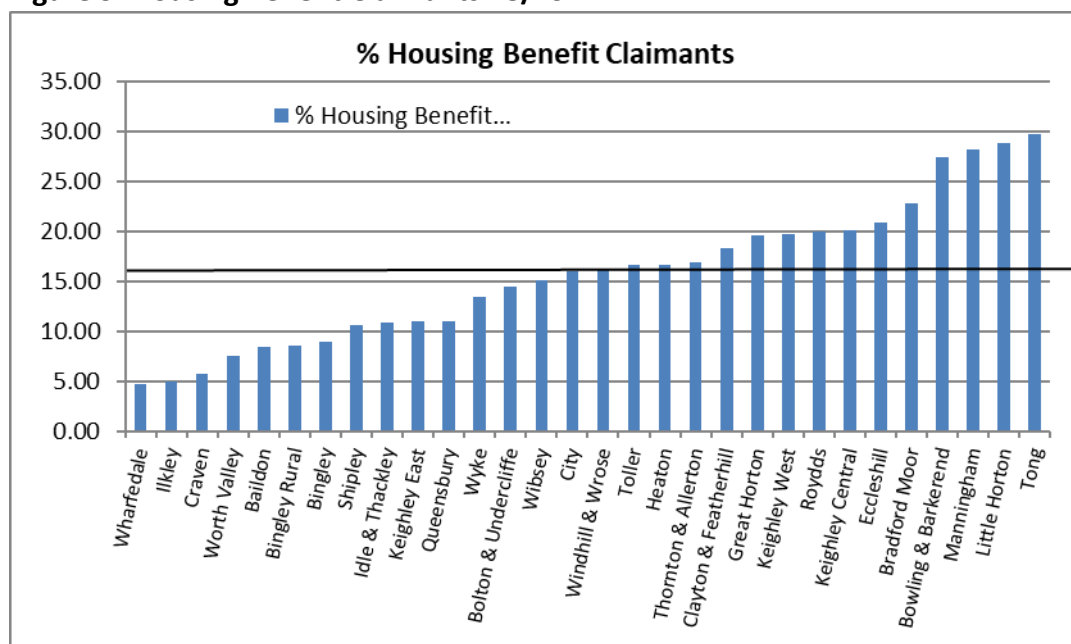
Disabled Facilities Grant completions continue on an upward trend with a total increase over 4 years of 79%. In 2013/14 there were 190 Disabled Facilities Grants (DFGs) completed, which rose to 236 in 2014/15, to 280 in 2015/16 and then 340 in 2016/17. In 2016/17 the service received 561 new referrals for DFGs compared to 603 in 2015/16, 489 in 2014/15 and 357 in 2013/14.

2.11 Housing Benefit

Research evidence shows there is a close correlation between homelessness and poverty.

Whilst the level of housing benefit claims does not necessarily correlate with a quantifiable metric of homelessness, it does indicate a measure of poverty. The Figure below demonstrates that with levels ranging from less than 5% of households claiming Housing Benefit in the Wharfedale and Ilkley wards and up to nearly 30% in the Tong and Little Horton wards that Bradford has a diversity of residents in terms of income levels and need for financial support.

Figure 9. Housing Benefit Claimants 18/19



2.12 Welfare Reform

The Government's Welfare Reform programme is the biggest change to the welfare system in 60 years. Key areas of the reform include:

- Reduction in the level of housing benefit for private tenants
- Bedroom number restrictions in social housing

- The Benefit cap
- Localisation of Council Tax support and Discretionary Social Fund
- Changes to disability and other welfare benefits
- The introduction of Universal Credit

Sheffield Hallam University has carried out research into the impact of welfare reform. What the local impact of the post-2015 welfare reforms illustrate is that the new benefit cuts are not confined just to those who are out of work. Tax Credit changes and Universal Credit tapers and thresholds mainly impact on those in work on low and middle incomes. The introduction of 'pay to stay' in social housing impacts almost exclusively on those in work. And because some of the new reforms impact on large families – the Tax Credit changes and the lower Benefit Cap for example – the places that have above-average numbers of large families are amongst the worst-hit. Bradford is expected to be within the top five hardest hit local authorities.

2.13 Conclusions

The levels of deprivation across Bradford vary significantly. There is a close correlation between poverty and homelessness and in the more deprived areas of Bradford poverty and health issues are having an impact on the number of people who are homeless or in housing need.

A significant proportion of Bradford's housing stock was built before 1950. This creates problems in terms of housing standards, which combines to depress market values due to the increased investment required to bring up to current expected habitable standards.

The affordability of homes for sale and to rent has an impact on homelessness as it directly affects practical demand and alters the level of supply. Bradford's housing is relatively affordable, however low income households, particularly those with large families, will still struggle to access affordable homes. Bradford has a significant amount of social housing, but family size homes in particular are in high demand in many areas.

3. Housing Options and Homelessness caseload data

3.1 Introduction

Bradford has been delivering homeless prevention interventions through Housing Options for a number of years to reduce the number of people becoming homeless. Early intervention has enabled those threatened with homelessness to maintain their accommodation or move to suitable alternative accommodation.

The Homelessness Reduction Act (HRA) 2017 places new legal duties on local housing authorities and amends the existing homelessness legislation in the Housing Act 1996. These new duties apply to all eligible applicants irrespective of intentionality and priority need. The prevention duty is also irrespective of local connection. The Act sets out the following:

- An authority has a legal duty to take reasonable steps to prevent homelessness (ensure that accommodation becomes available) for an eligible person who is threatened with homelessness
- An authority has a duty to take reasonable steps to relieve homelessness (ensure that accommodation becomes available) for an eligible person who has become homeless
- The homelessness prevention and relief duties are in place for 56 days
- The actions agreed between the authority and the applicant, to prevent or relieve homelessness, must be set out in a Personal Housing Plan
- Each authority has a legal duty to make available information and advice on preventing homelessness, securing accommodation, legal rights as a homeless person and how to access such help
- Since 1 October 2018 certain public bodies have a 'duty to refer' to the housing authority people known to them who are threatened with homelessness

This chapter makes a distinction between the prevention activity that took place before 1 April 2018 (when HRA came into force) and that which took place after this date. This is because the HRA requires data on prevention and relief be recorded differently to the way in which it was previously recorded.

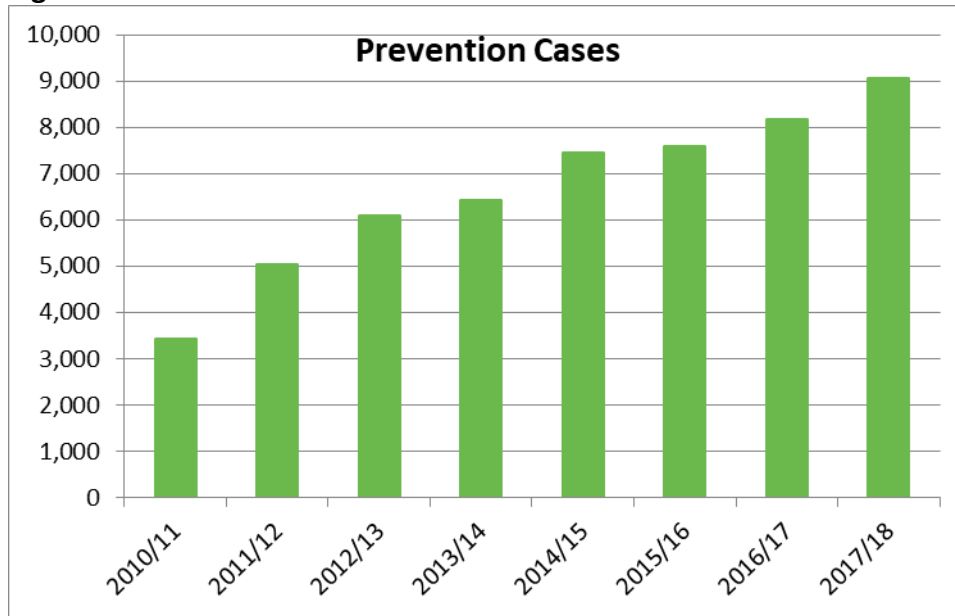
3.2 Prevention pre the HRA

There have been large increases in the number of homeless preventions reported by the Council's Housing Options team during the period up to 2018. In 2010/11 the service dealt with about 3,500 prevention cases and in 2017/18 this had increased to 9,008.

Figure 10 shows this trend since 2010 with a steady increase each year over the past 8 years - the data is taken from the Bradford's Homelessness and Housing Options Statistical Annual Reports. These figures show the number of presentations to Housing Options over the

period in relation to housing problems such as mortgage arrears, rent arrears, overcrowding, domestic violence and homelessness and its prevention.

Figure 10. Prevention Cases



The key reasons for people presenting as homeless, during the most recent period 2015-18, are due to notices to quit, family breakdown, and relationship breakdown. When the reasons for presentations are broken down by gender, violence in the home is the main reason for women presenting, while family breakdown is the main reason for men. There is a much greater number of roofless applicants amongst men than women.

Table 2 shows the advice categories for homelessness prevention case work over the period 2015/2018. The categories show that prevention advice was provided on the following:

- 20% related to housing needs, which are broken down in more detail in Figure 11
- 40% related to relationship breakdown leading to homelessness
- 20% related to roofless applicants

Table 2. Advice Categories – Homeless Prevention Casework Totals

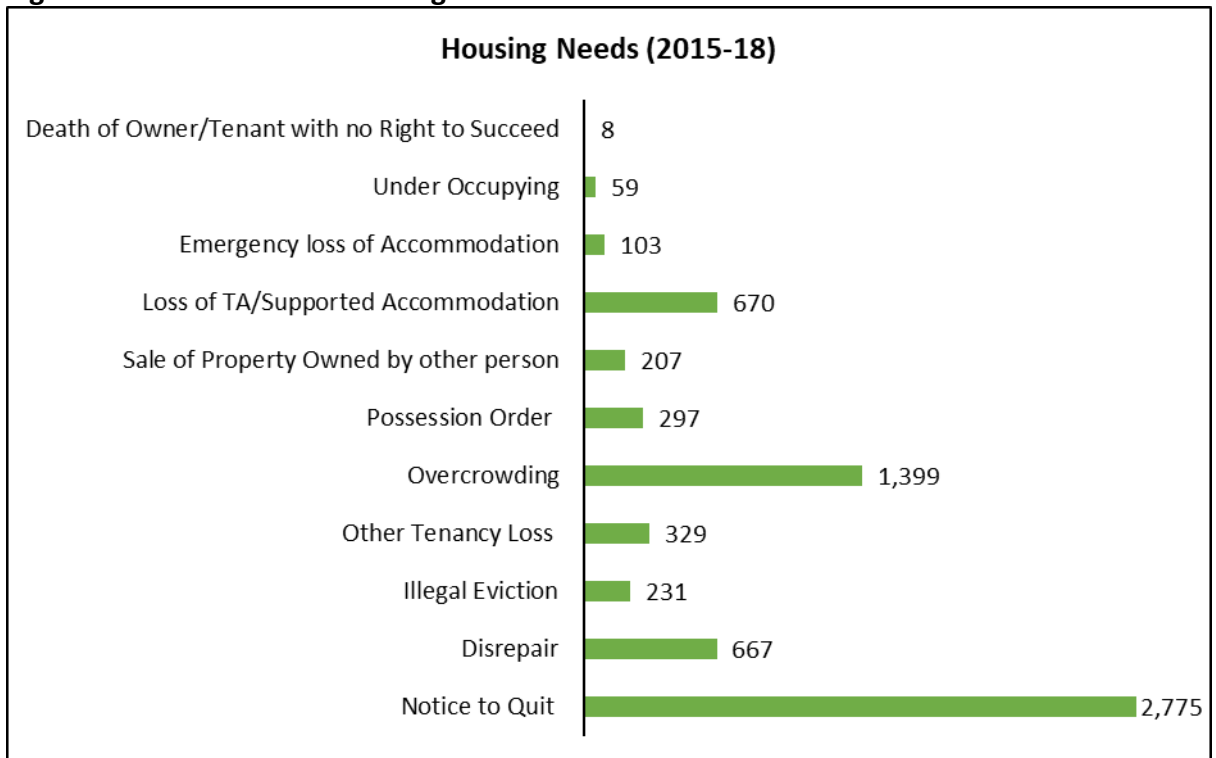
Homeless Prevention Casework	15/16	16/17	17/18
Housing Needs	2143	2251	2446
Money Issues	278	305	424
Mortgage Problems	69	56	40
Options Advice on Moving	392	360	378
Medical	720	696	814
Eligibility Issues	175	200	194

Relationship Breakdown Leading to Homelessness	2144	2547	1839
Harassment, Violence and Nuisance	943	1207	1252
Released Prisoner	126	254	274
Roofless Applicant	598	385	526
Referral from other LA	10	5	5
Other	0	0	816
TOTAL	7598	8176	9008

To provide a better understanding of the housing needs cases they have been broken down in greater detail in Figure 11. This shows that the main advice issues were as follows:

- 41% related to notice to quit
- 10% related to disrepair
- 20% related to overcrowding
- 10% related to loss of Temporary Accommodation or supported housing

Figure 11. Breakdown of Housing Needs cases within all Homeless Prevention Case Work



The ethnicity of homeless prevention cases is shown in Figure 12. The highest ethnic group of service users were White British with 60% of cases. The second highest ethnic groups of service users were of Pakistani origin with 18% of cases.

Figure 12. Ethnicity of Prevention Cases

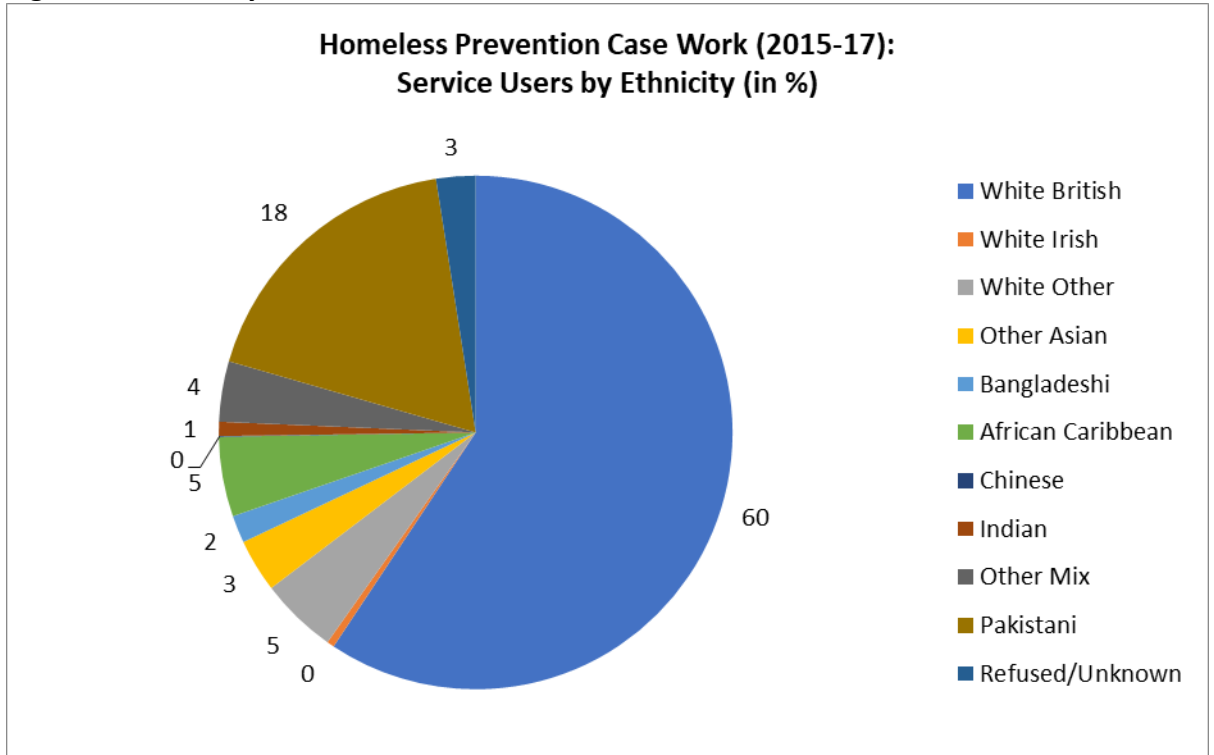
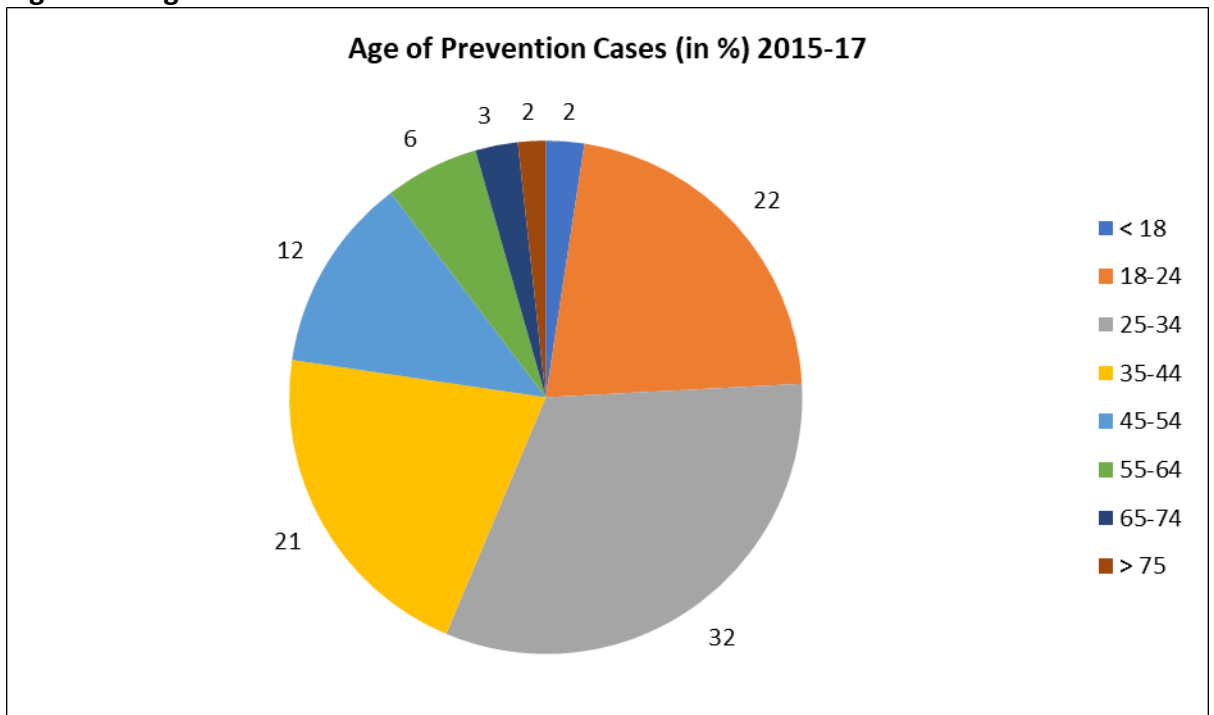


Figure 13 shows the age of prevention cases during the period 2015-17. The highest group of service users were in the 25-34 year old age group, with 32% of the total. The two groups with the next largest percentage of service users were the 18-24 age group with 22% and the 35-44 age group with 21%

Figure 13. Age of Prevention Cases 2015-17



Of those in the 16-24 age group that presented themselves to Housing Option only a very small number, who were homeless or threatened with homelessness, identified themselves as LGBT. This figure is likely to be under reported, with most opting for the 'prefer not to say' option.

There are a large number of outcomes of the prevention case work, which were recorded as reasons for case closure. During the period 2015/17 the reasons for case closure show that:

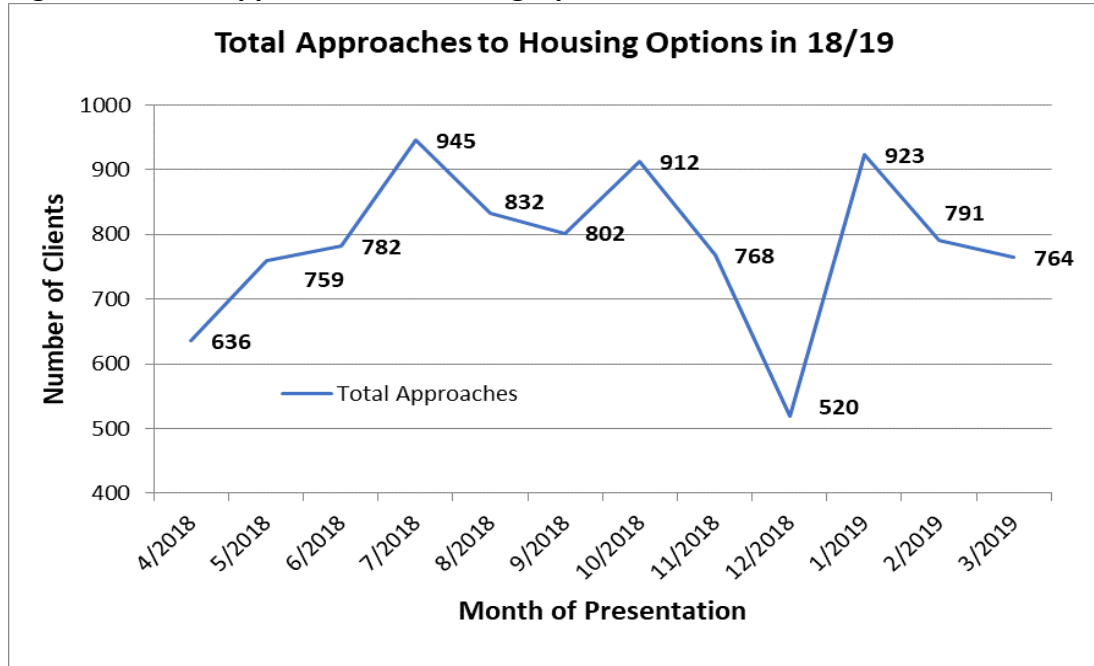
- 15% of clients had their cases closed due to going to live with their families
- 9% were given general advice and assistance on various housing options
- 6% moved to supported housing or were tenancy ready as a result of living in supported housing
- 20% had successful outcomes for number of reasons, including resolving Housing Benefits problems, assistance to remain in their tenancy and a successful application to social housing.
- 28% had unsuccessful outcomes, where prevention failed or they were detained in prison or for other reasons

3.3 Impact of the Homelessness Reduction Act

The introduction of the Homelessness Reduction Act (HRA) in April 2018 has not only changed how preventions and reliefs are recorded, but also how they are defined. As such, from that date, it is difficult to compare certain headline figures such as the client's level of need.

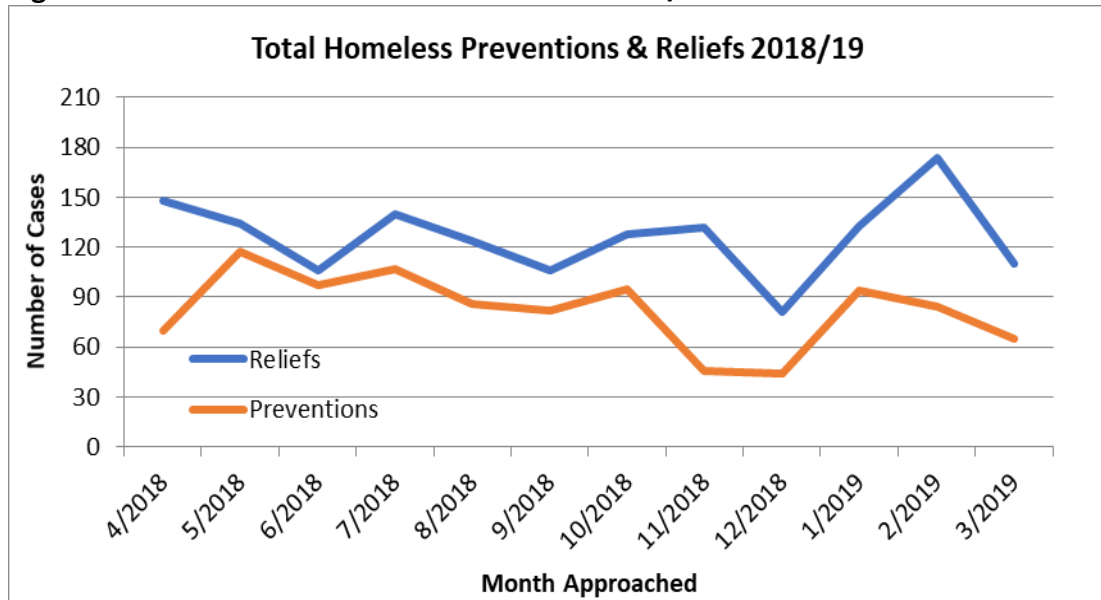
Figure 14 shows the number of clients who presented themselves to Housing Options during 18/19. The total figure of 9,434 represents an increase from 17/18 of 4.75%. However, direct comparisons with previous years cannot be relied upon. Unlike the previous case management system, the Council is now able to monitor repeat presentations.

Figure 14. Total approaches to Housing Options 18/19



The Homelessness Case Level Information Collection (H-CLIC) data shows that during 18/19 there were 987 prevention cases and 1516 relief cases. Figure 15 shows the month when prevention and relief cases were opened during 18/19. Due to IT problems the district estimates that prevention and relief activity may be under reported by up to 40%, resulting in actual numbers more likely to be 1382 for prevention and 2122 for relief. Previously all Housing Options cases were defined as prevention, while the new HRA definition is much more focused on homelessness.

Figure 15. Homeless Preventions and Reliefs 2018/19

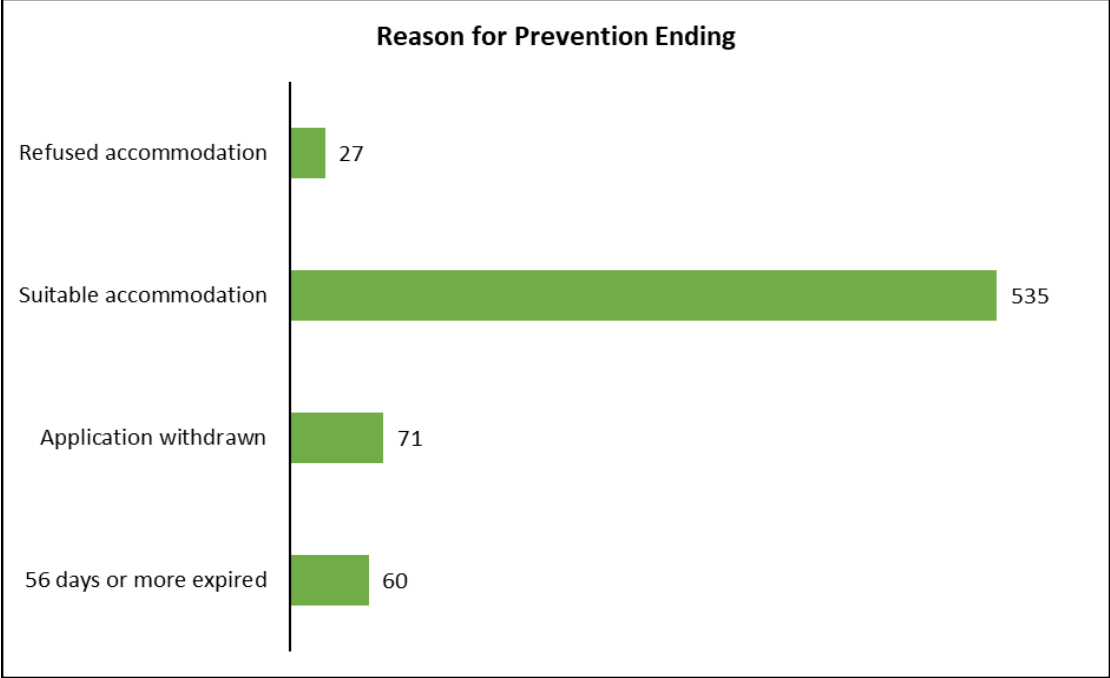


The actual numbers of homeless applications and acceptances demonstrates that the introduction of the HRA has had a significant impact on the number of clients who are owed the main duty by the local authority. During 18/19 this number fell to 221 applications and

171 acceptances, the lowest figures since 2010. Although the new IT system has caused recording problems during 18/19, the main duty figures are considered to be reasonably robust.

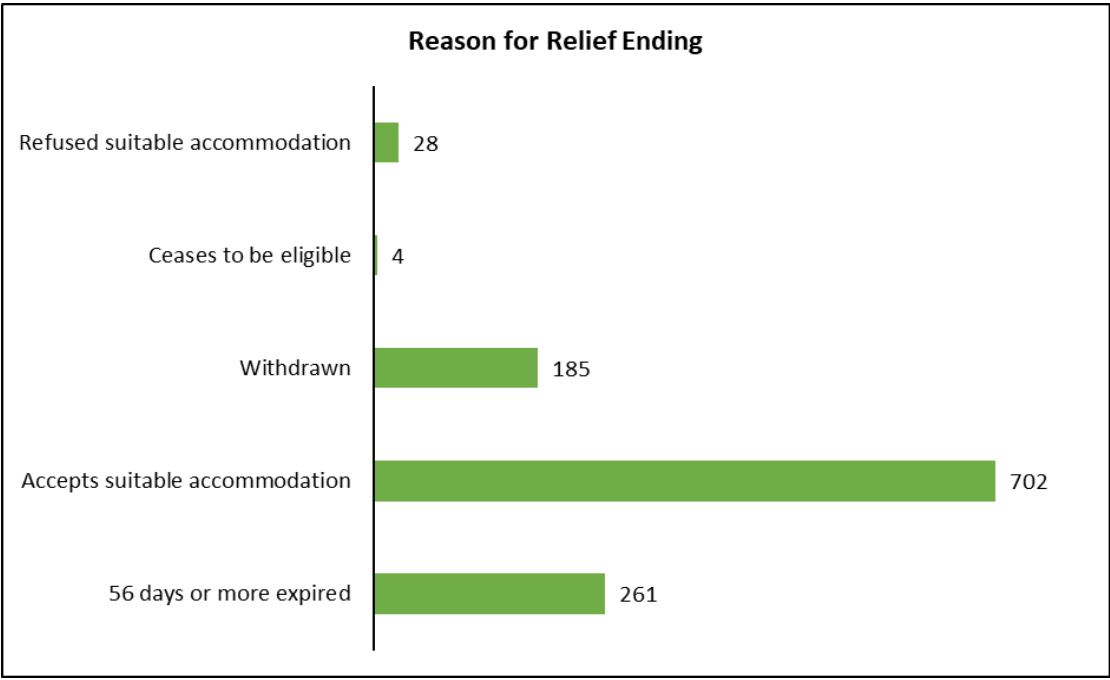
The outcomes of the prevention and relief interventions are shown in Figures 16 and 17.

Figure 16. Prevention outcomes 18/19



The outcomes for prevention show that 54% of clients either maintained or secured suitable accommodation, while the outcomes for relief show that 46% of clients accepted suitable accommodation.

Figure 17. Relief outcomes 18/19



The definition of prevention was different before the introduction of the HRA, so previous figures bear little relation to those for 2018/19. Under the HRA if Housing Options considers the client to be at risk of becoming homeless within 56 days then the Council is required to utilise a suite of options to actively intervene and try to prevent the client becoming homeless. The relief duty applies at the point when prevention options fail and when a customer actually becomes homeless.

The main homelessness duty describes the duty a local authority has towards an applicant who is unintentionally homeless, eligible for assistance and has a priority need. This definition has not been changed by the 2017 HRA. However, these households are now only owed a main duty if their homelessness has not been successfully prevented or relieved.

3.4 Conclusions

The review shows that prior to the HRA being introduced, Housing Options cases in Bradford increased year on year with 2017/18 being the highest number recorded with 9,008 cases. These cases were classified as preventions under the previous case management system. The new post-HRA case management system recorded 9,434 Housing Options cases in 18/19 and this appears to represent an increase. This demonstrates a continuation of the upward trend in people presenting to Housing Options in housing need or homeless.

The recording of prevention and relief cases by Housing Options, following the introduction of the HRA in April 2018, is not comparable with those recorded pre the HRA for the following reasons:

- The P1E statistical return pre HRA allowed for customers to self define the risk of homelessness. There was no requirement for the local authority to be satisfied that the customer was actually threatened with homelessness within 56 days and no requirement to apply S175 of the 1996 Housing Act to determine homelessness. This meant that virtually all Housing Options cases were recorded as prevention on the basis that customers believed that they were at risk of homeless.
- Post HRA, with the H-CLIC return, Housing Options can only count a case as prevention or relief where the local authority is satisfied that the customer is threatened with homelessness within 56 days or is homeless (following application of S175 1996 Housing Act). This new requirement, to apply the Housing Act when determining prevention, means that there are fewer cases that pass this test – customers undergo an assessment into their situation to satisfy the authority that they are threatened with homelessness, which was not a pre-requisite pre- HRA.

Although the reporting of prevention and relief cases during 18/19 shows a total of 2,506, this is considered to be an underreporting of the actual cases by up to 40%. It is estimated that the actual number of prevention and relief cases is about 3,504 for 18/19.

4. Levels of Homelessness

4.1 Introduction

Bradford collects a significant amount of statistics on statutory homelessness, as well as data on homelessness prevention and relief. Snap shot data on rough sleeping is obtained from regular street counts, but this does not always reflect the true extent of street homelessness. Those organisations that have been commissioned to provide services to rough sleepers collect statistics that can provide a broader picture over the whole year.

The Housing Options Gateway collects detailed statistics on homeless people who are referred to commissioned supported housing and floating support services, although there is also a significant amount of non-commissioned supported housing where the referral data is not available to the local authority.

4.2 Homeless Applications and Acceptances

Figure 18 shows homeless applications over time and it is notable that there is a fall in homeless applications in 18/19. It is too early to predict the future trend but the introduction of the Homelessness Reduction Act appears to be resulting in a downward trend in full homeless applications, which is in line with the experience in Wales where similar measures were introduced a few years ago.

Figure 18. Homeless Applications 2010-18

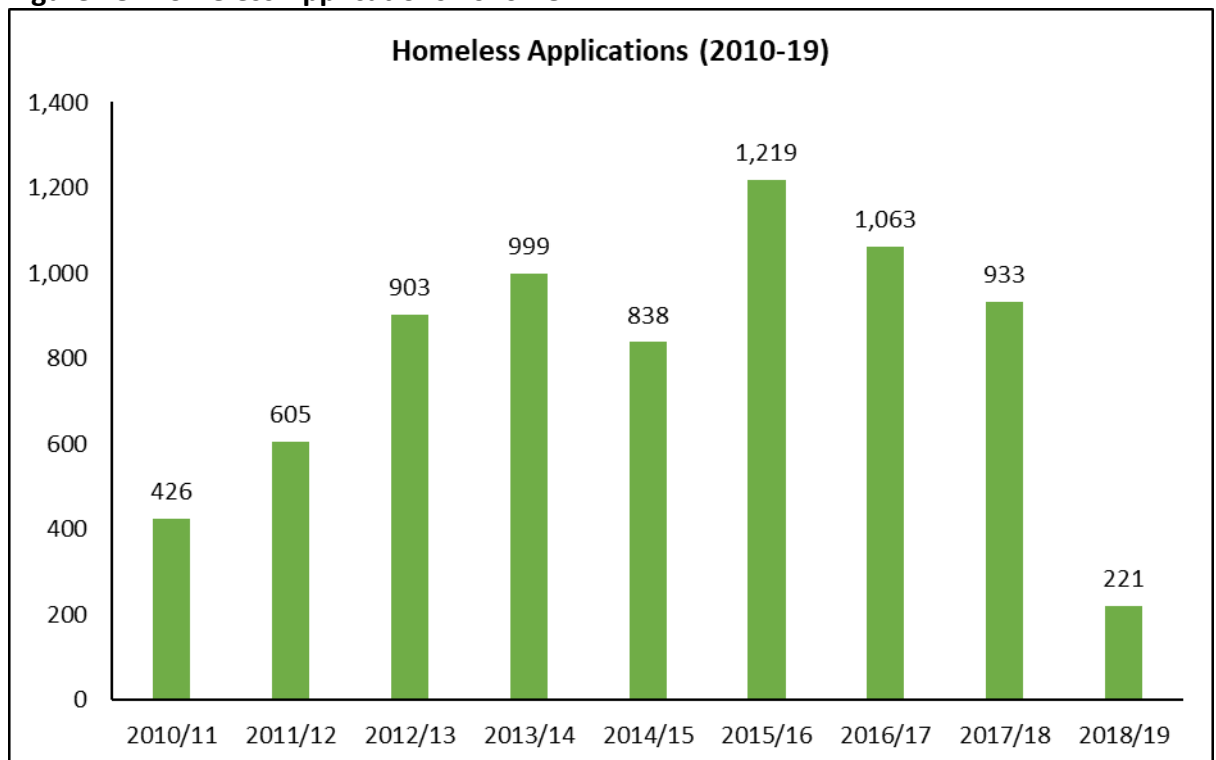


Figure 19 represents the total number of homeless applications that have resulted in the local authority accepting the full housing duty (i.e. the client is homeless, in priority need and not intentionally homeless), otherwise known as statutory homeless or main duty. Figure 19

shows that the number of households that have been accepted as statutory homeless has increased over the period until 17/18, where there has been a decrease compared with 16/17. There is a further decrease in 18/19 after the introduction of the HRA.

Figure 19. Homelessness Acceptances

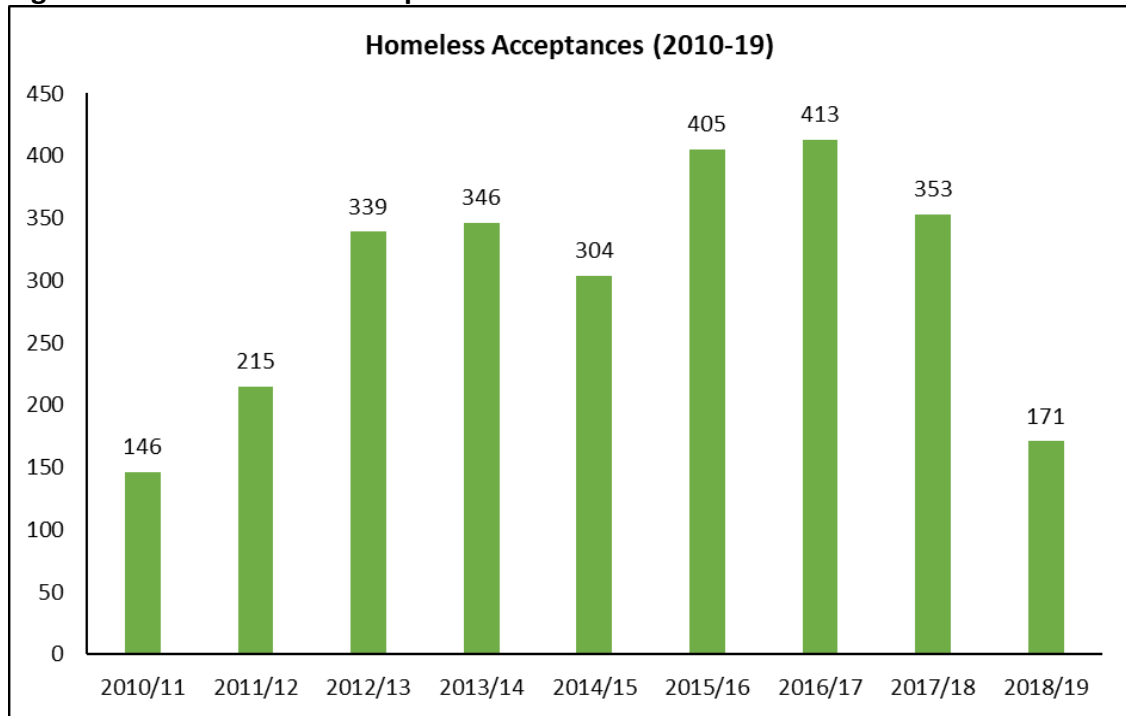


Figure 20 illustrates the trends in applications and acceptances since 2006, showing a steep reduction following the introduction of the HRA in April 2018.

Figure 20: Trends in Homeless Applications and Acceptances

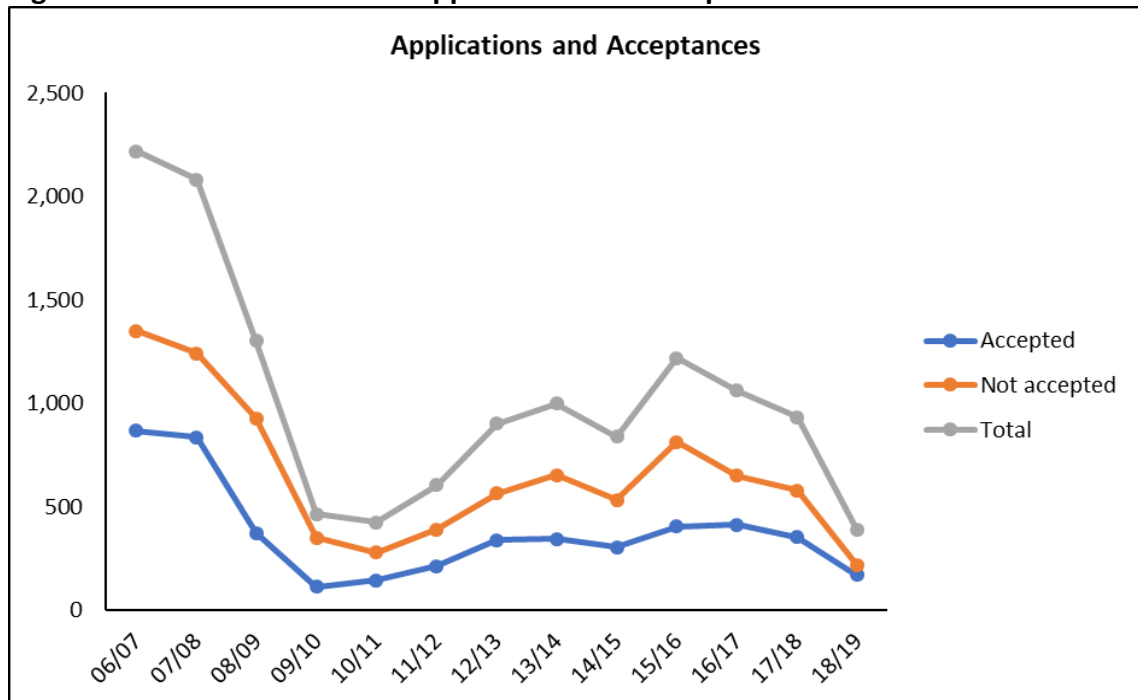


Table 3 shows the outcome of homeless decisions during 2015-2018, with Not Homeless decisions accounting for 42% of all homeless assessments, compared with 24% for England over the same period. Table 3 also shows that 38% of applications during 2015-2018 resulted in a decision that the applicant was in priority need, compared with 51% in England.

Table 3. Homeless Assessment Decisions

Homeless Assessment Decisions 2015/2018	15/16	16/17	17/18
Priority Need/Accepted	405	413	353
Intentionally Homeless	73	56	61
Non-Priority Need/Not Accepted	111	68	88
Not Homeless	573	475	252
Ineligible/Not Homeless	52	52	25
TOTAL	1219	1063	779

Table 4 shows the priority need group for those accepted under the main duty. The largest group is those with dependent children. Those households accepted as being in priority need in Bradford are nearly twice as likely to be headed by a female.

Table 4. Homeless Households Accepted by Priority Need Group

Homeless Households Accepted by Priority Needs Group 2015/2018	Bradford	%	England	%
Dependent Children	718	61%	116,510	67%
Pregnant	51	4%	11,460	7%
Old Age	13	1%	2,580	1%
Physical Disability	89	8%	12,750	8%
Mental Illness	123	11%	16,320	10%
Young People	5	-	3,020	2%
All Violence	116	10%	4,070	2%
Other	56	5%	5,930	3%

There are some differences when compared with the whole of England, in particular those accepted with dependent children is higher across England, while those acceptances as a result of violence is higher in Bradford.

Figure 21 shows homeless applications by family composition for the period 2015-17. Single females with children are the most populous cohort of those accepted as in priority need.

Figure 21. Homeless Acceptances by Family Composition

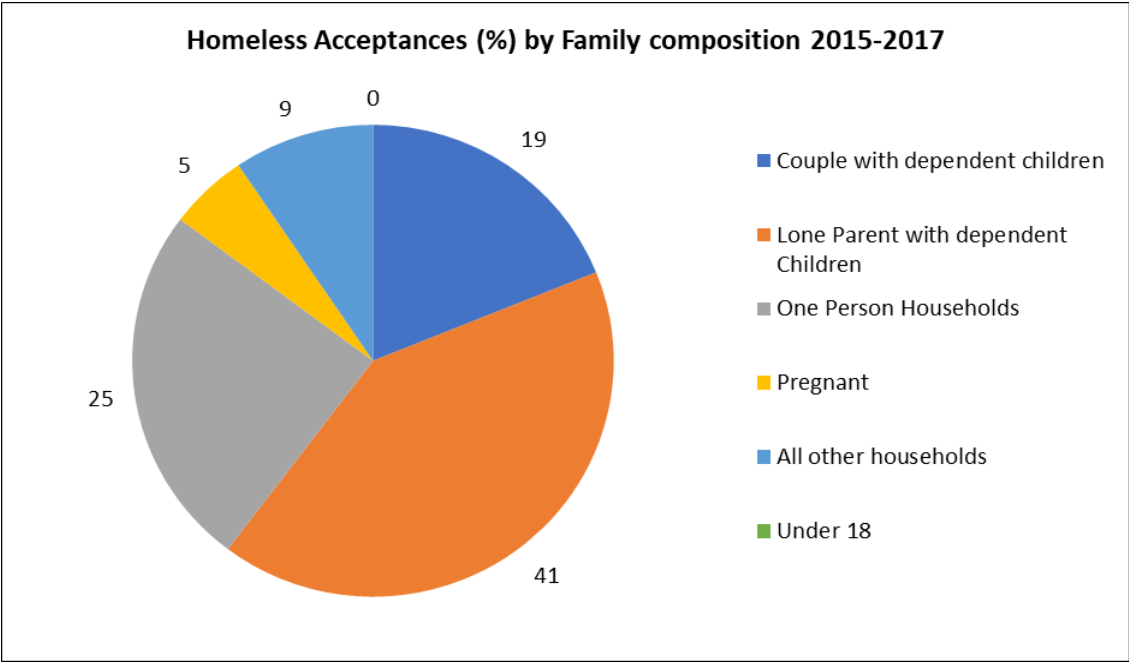


Figure 22 highlights the significant variance between male and female in priority need up to the age 35 after which there is relative parity.

Figure 22 – Male and Female in priority need by age

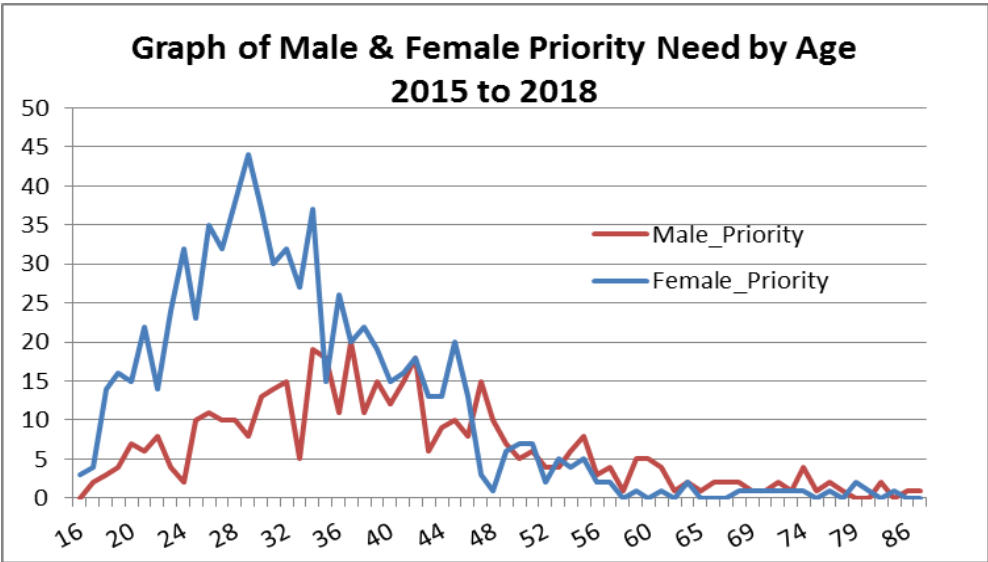
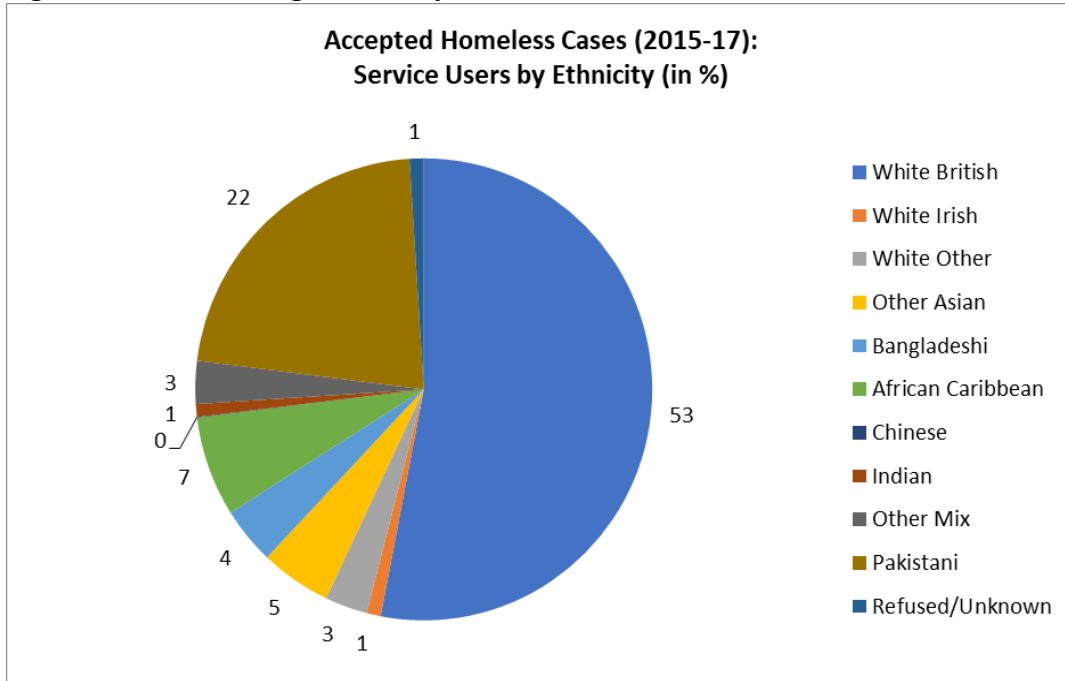


Figure 23 below shows the ethnic origin of those who have been accepted as homeless and in priority need. The largest group were of White British origin with 53% of all cases and second largest group were of Pakistani origin with 22% of all cases.

Figure 23 – Ethnic Origin of Accepted Homeless Cases



4.3 Rough Sleeping

Rough sleeping in Bradford has halved, as a proportion of the Yorkshire and Humberside total since 2010, based on street counts as shown in Figure 24. However, the numbers recorded in Bradford have more than doubled in the past two years as shown in Figure 25.

Figure 24. Bradford's percentage of the recorded rough sleeping in Yorkshire and Humberside

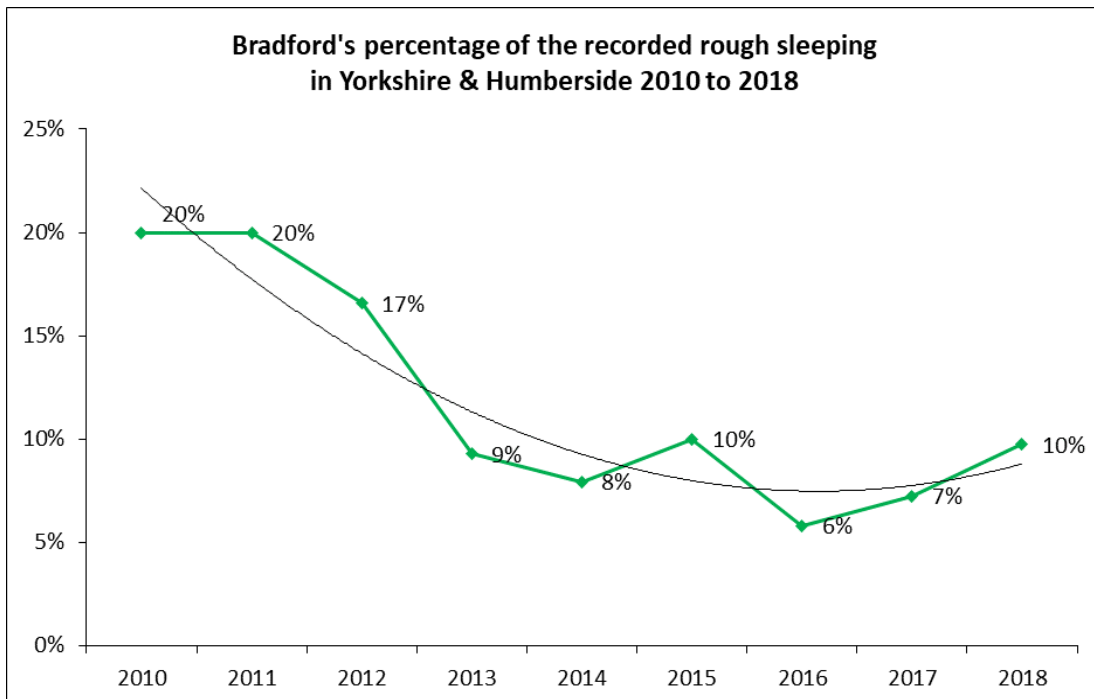
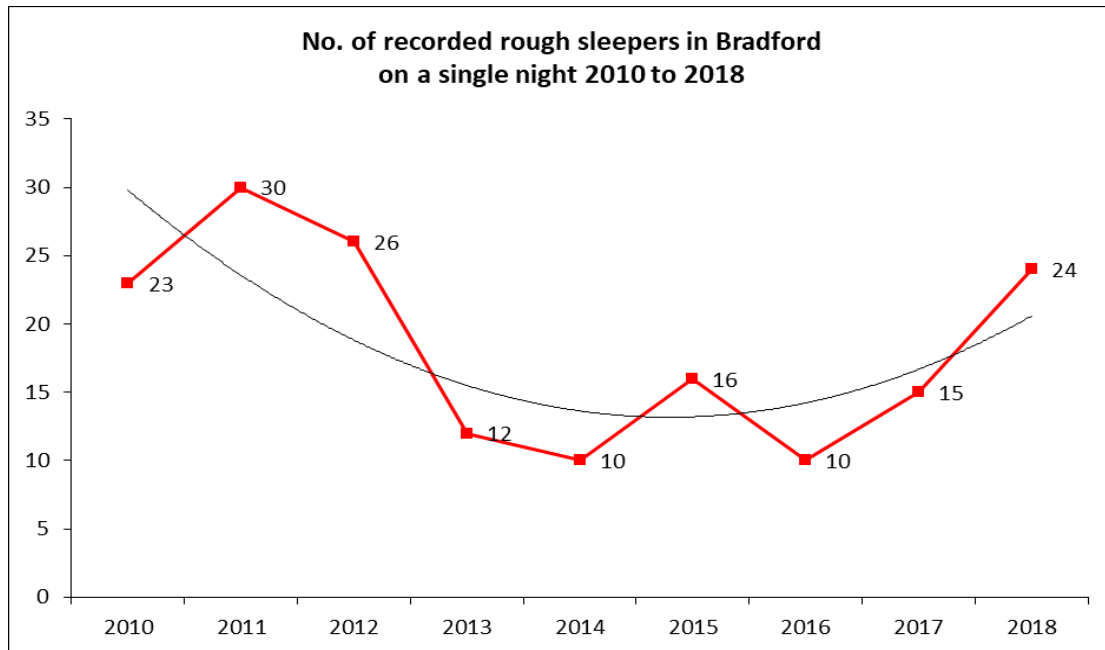


Figure 25. Number of recorded rough sleepers in Bradford on a single night



The street counts disguise the number of rough sleepers seen over an annual period as they only count a snapshot of actual rough sleepers found on a particular night. During 18/19 the Council commissioned outreach service in Bradford engaged with 174 rough sleepers. 86 rough sleepers were found accommodation and 23 were supported to return home. The outreach service found that a significant number of people require mental health interventions, but don't fit into current mental health services. Also, there are a number of entrenched rough sleepers who don't want to engage, although some of these have now moved into Housing First accommodation.

4.4 Youth Homelessness

The Youth Homelessness Service is a team within Bradford Council's Children's Services. They have a statutory responsibility and duty of care to many of their clients. Over 95% of their clients are 16 and 17 year olds.

Figure 26. Referrals of Young People 2016-19

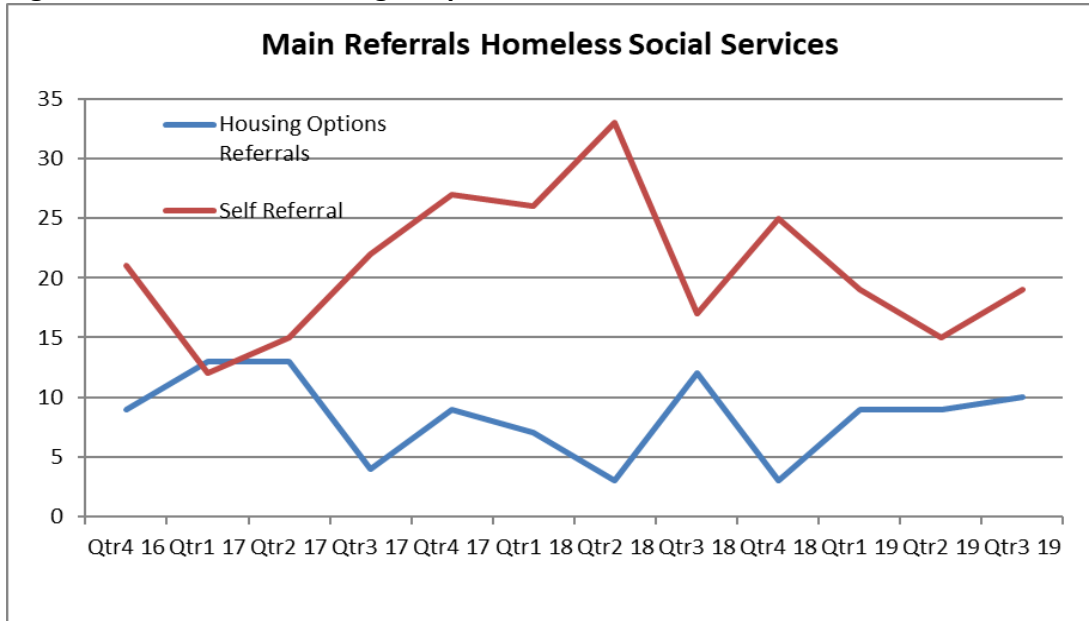
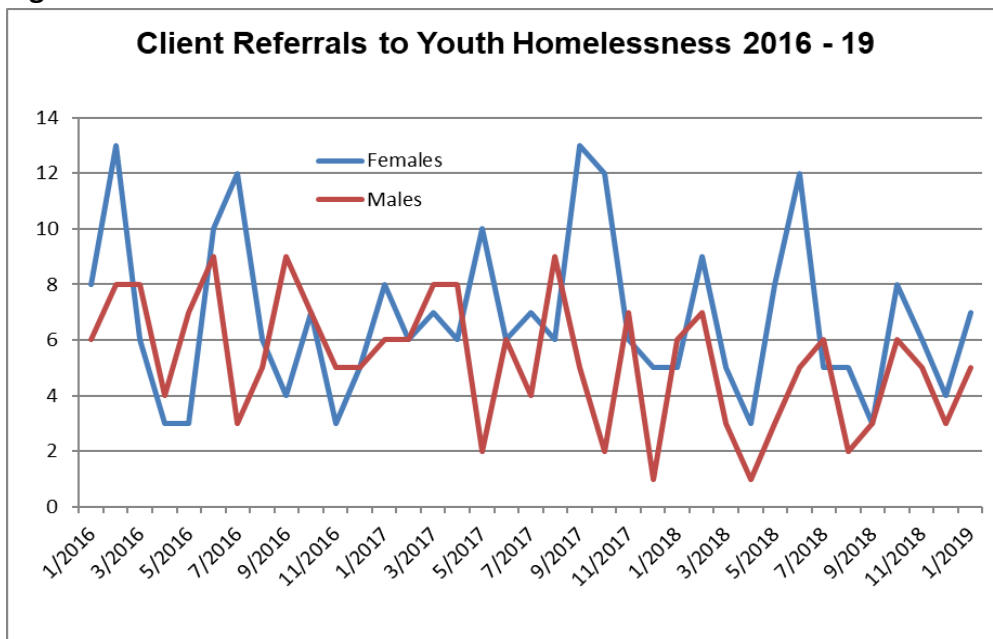


Figure 26 shows the trend in the number of referrals to the Youth Homeless team since 2016. Most are self-referred with the remainder mainly coming from Housing Options. Reasons for referrals include drugs and alcohol issues and potential child sexual exploitation. Further analysis is required to integrate data on Youth Homelessness clients with the wider Housing Options data, to establish if clients continue to experience housing issues once they become adults.

Figure 27 below highlights that female representation accounts for 56% of referrals which correlates, to some degree, with the data from the Housing Options service and that for female homelessness. Their homelessness issues appear to commence earlier than their male counterparts.

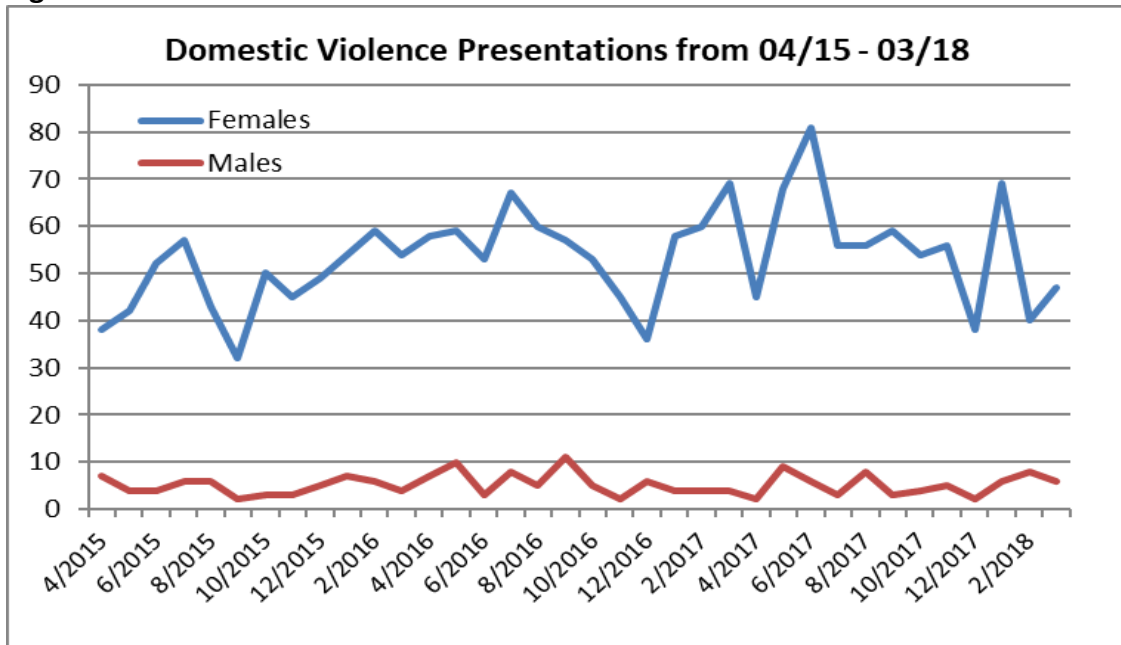
Figure 27. Referrals to Youth Homelessness



4.5 Domestic Violence

The Housing Options service runs a domestic violence protocol which identifies clients at risk of violence and navigates them along bespoke pathways into housing. Figure 28 shows the domestic violence presentations to Housing Options over a three year period.

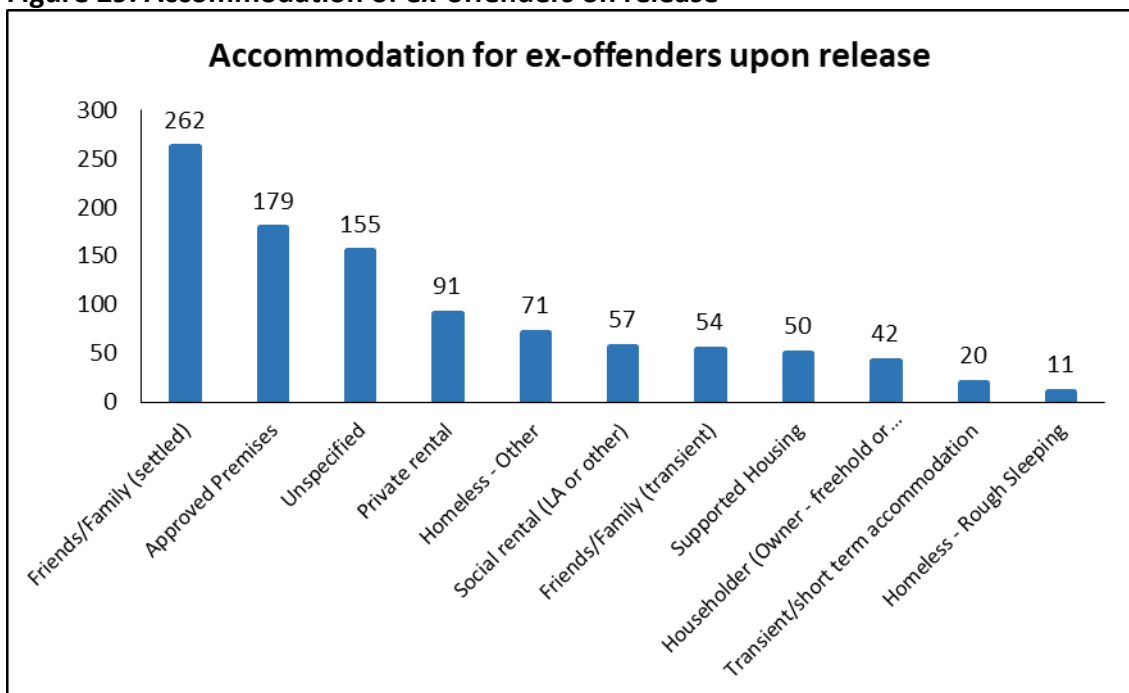
Figure 28. Domestic Violence Presentations



4.6 Ex-Offenders

From 1 October 2017 to 30 September 2018 Bradford Probation Service dealt with 1,122 clients of which 68 were female. On their release, their accommodation is shown in Figure 29.

Figure 29. Accommodation of ex-offenders on release



This data demonstrates that a significant number of ex-offenders on release are either homeless, living in transient accommodation, or are rough sleeping.

The NHSE Liaison and Diversion services identify people who have mental health, learning disability, substance misuse or other vulnerabilities when they first come into contact with the criminal justice system as suspects, defendants or offenders. The statistics for April-December 2018 show that for Bradford 106 cases had accommodation issues, 52% of the total cases.

4.7 Gypsies & Travellers

Friends, Families and Travellers (FFT), a national charity, has highlighted evidence to show that Gypsies and Travellers have the worst life outcomes of any ethnic group in the UK, with life expectancy 10-25 years lower than average, the poorest educational outcomes at GCSE, adult literacy below 40 per cent and the highest experience of prejudice.

Bradford provides two official sites for Gypsies and Travellers. Mary Street provides 28 pitches and Esholt provides 19 pitches. The sites are managed by a site manager and gypsy liaison officer. Bradford also provide a sensitive liaison service and monitor unauthorised sites.

In the 2006 Government Office commissioned a regional report 'Identifying Gypsy and Traveller Accommodation Needs in Yorkshire and the Humber' that noted that the vast majority of Gypsies and Travellers prefer to have a settled base for the stability and security that this brings. The report highlighted a wide acknowledgement of the difficulties in sustaining a nomadic, or semi-nomadic lifestyle, which had encouraged the tendency to settle.

Another report 'The Housing Support Needs of Gypsies and Travellers in West Yorkshire, North Yorkshire and York - 2006' identified a lack of provision, particularly a suitable network of transit sites, within the region that contributes to a vicious circle of unmet need and increasing incidences of unauthorised encampments.

As with other mainstream services, Gypsies and Travellers are reluctant to access housing and homelessness services directly because of a fear of prejudice. Despite a reluctance to approach services, a small number of Gypsies and Travellers do present as homeless. Housing Options in Bradford offer support to Gypsies and Travellers presenting as homeless and they communicate with the Gypsy Liaison service to enable the Gypsies and Travellers to access accommodation.

4.8 No Recourse to Public Funding (NRPF)

The evidence obtained for this review shows that the trend of asylum seekers dispersed to Bradford over recent years has significantly increased. In November 2013 there were 202 and at the end of March 2019 there were 907. However, the figures fluctuate frequently.

The asylum decision success rate has been consistently below 50%. Some of those refused have eventually achieved refugee status following appeals, further submissions and Judicial Review; others will have left the city. It is highly likely that the numbers of those remaining in

the city, who are homeless or living in unsuitable/exploitative conditions, will have risen significantly.

4.9 Conclusions

The number of households accepted under the main duty as homeless has significantly decreased during 18/19 as a result of the introduction of the HRA. Despite problems with the Council's IT system the figures for homeless applications and acceptances are considered to be reasonably robust. Although rough sleeping in Bradford has halved as a proportion of the Yorkshire and Humberside total since 2010, it has more than doubled in the district over the past two years

Bradford has a significant number of people who are homeless or at risk of homelessness. The Strategic Housing Market Assessment (SHMA) has used the 2019 household survey, which identified a total of 2,552 households who are either homeless or living in temporary accommodation. This figure is likely to be an underestimate as the data from Housing Options, and other sources, suggests that each year around 3,000 people are actually homeless or on the point of homelessness and there is another few thousand more who need significant preventative interventions.

5. Securing Accommodation

5.1 Introduction

Bradford Council has very little social housing of its own after transferring its stock of over 20,000 homes by LSVT to Incommunities in 2003. The Council's Housing Options service therefore relies on third party providers – social and private rented landlords and supported housing providers – when trying to source accommodation for homeless households. As Social Housing is a finite commodity, Housing Options have developed a suite of options to assist clients in need. However, the requirement for temporary and emergency accommodation for statutory homeless clients still remains.

5.2 Temporary Accommodation

For Temporary Accommodation (both B&B and other) the target is that no more than 950 households should be placed in TA in a year.

Figure 30 shows performance against the target for households placed in temporary accommodation during the last 5 years. The preliminary data for 18/19 has been included in Figure 30, although these figures will need to be validated. The 18/19 data shows that the number of households exactly matches the target.

Figure 30. Number of Households placed in Temporary Accommodation

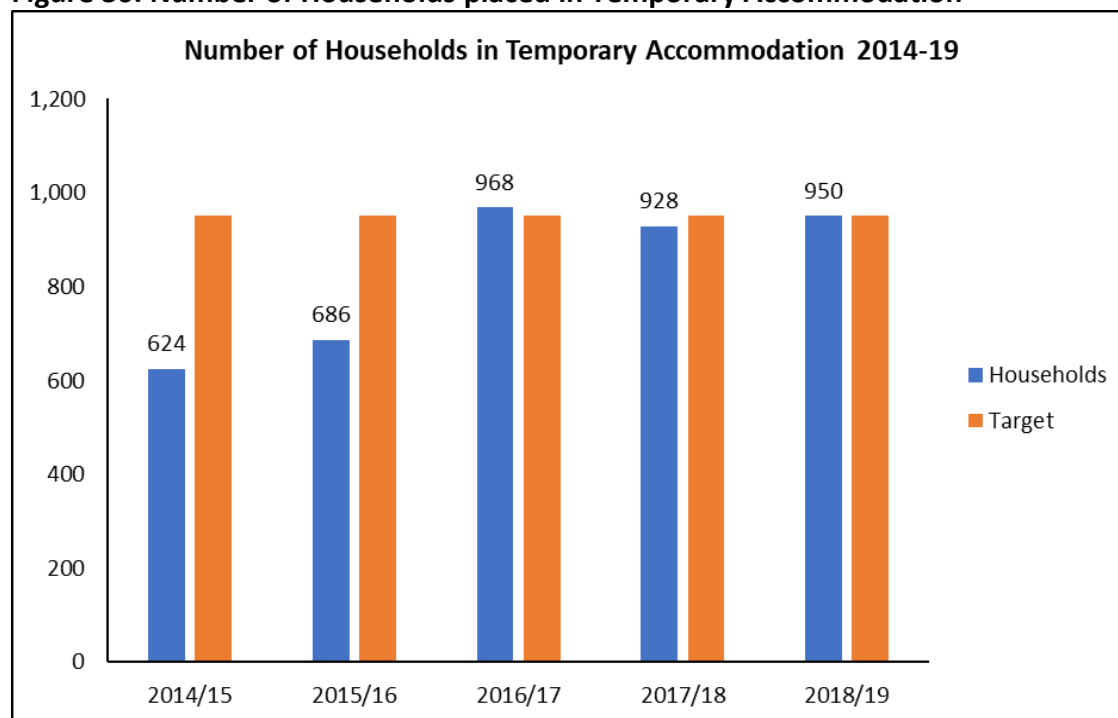
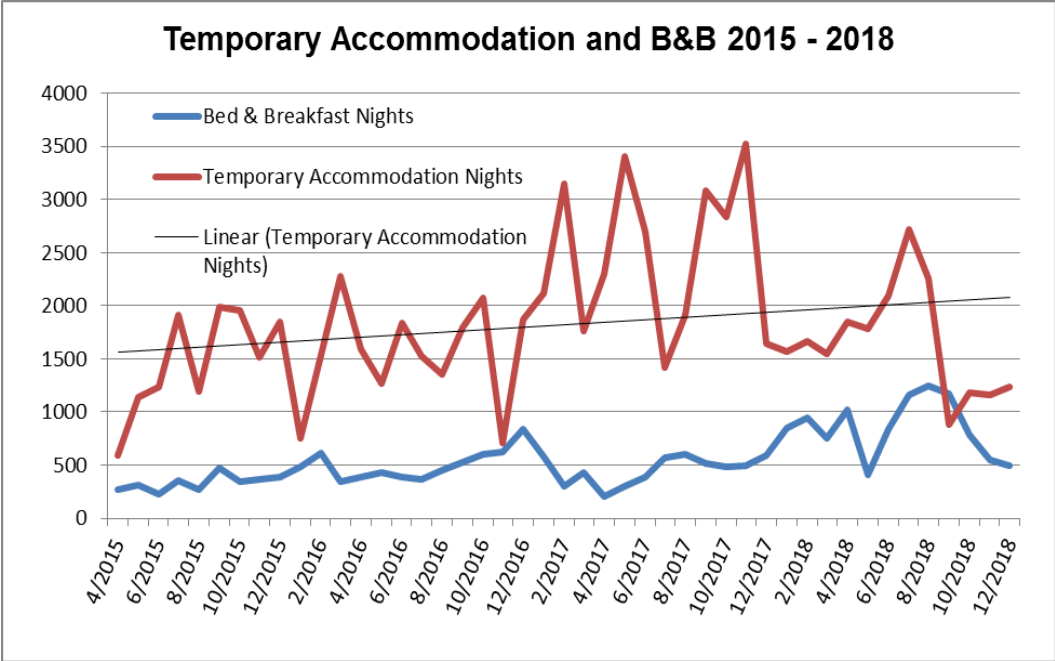


Figure 31 shows the use of temporary accommodation and bed and breakfast over the period 2015-18 in terms of number of nights utilised. The trend in the use of temporary accommodation has been increasing.

For households placed in any type of Temporary Accommodation (TA), which is inclusive of B&B, the average length of stay rose from 19 in 2015/16 to 22 in 2016/17. However, the figure for 16/17 is still a 58% reduction on the 53 days average stay in 2013/14. So far, the success measure of reducing B&B placements and the average length of TA stay are both being demonstrably met.

Figure 31. Use of Temporary Accommodation and Bed and Breakfast



Temporary Accommodation for statutory homeless households in priority need is delivered by a partnership with Horton Housing and Bradford Cyrenians. The accommodation comprises single and family-sized units with 24/7 onsite support. There are also dispersed units available across Bradford which have a lower level of on-site staffing with support available 24/7. Altogether there are 101 units of supported housing provided as Temporary Accommodation stays in the service are short-term, usually three to six months.

5.3 Bed and Breakfast

If all other forms of TA are full, or in other exceptional circumstances, the Council does have to make use of B&B as temporary accommodation. The target is to reduce the average length of stay in B&B accommodation from 9.5 to 7 days.

Figure 32. Average Length of Stay in Bed and Breakfast 17/18

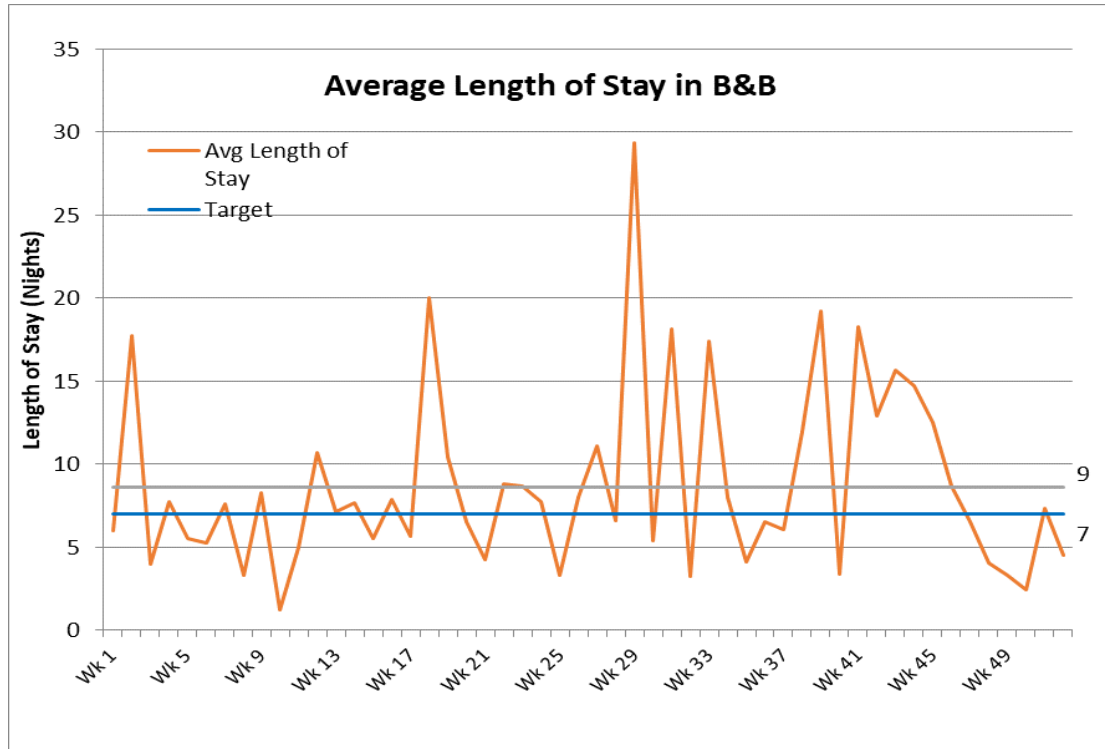


Figure 32 shows the huge disparities that are encountered by the service throughout the year. In 2017/18, the target of no more than 7 nights was not met with the actual average length of stay being 8.56 days.

However, the average length of stay in B&B accommodation has reduced steadily, from 13 days in 2013/14, to 12 in 2014/15, 9.5 days in 2015/16 and down to 8.6 days in 2016/17. The number of families placed in B&B reduced from 603 to 580 in the same time period, a decrease of 4%.

Figure 33. Age of Clients in Bed and Breakfast

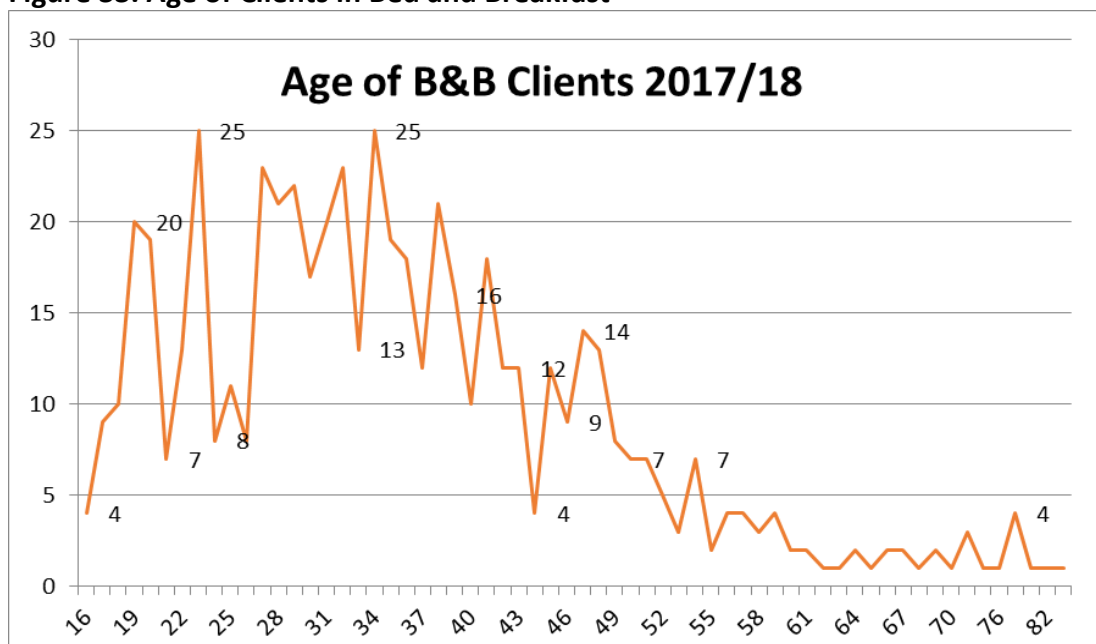
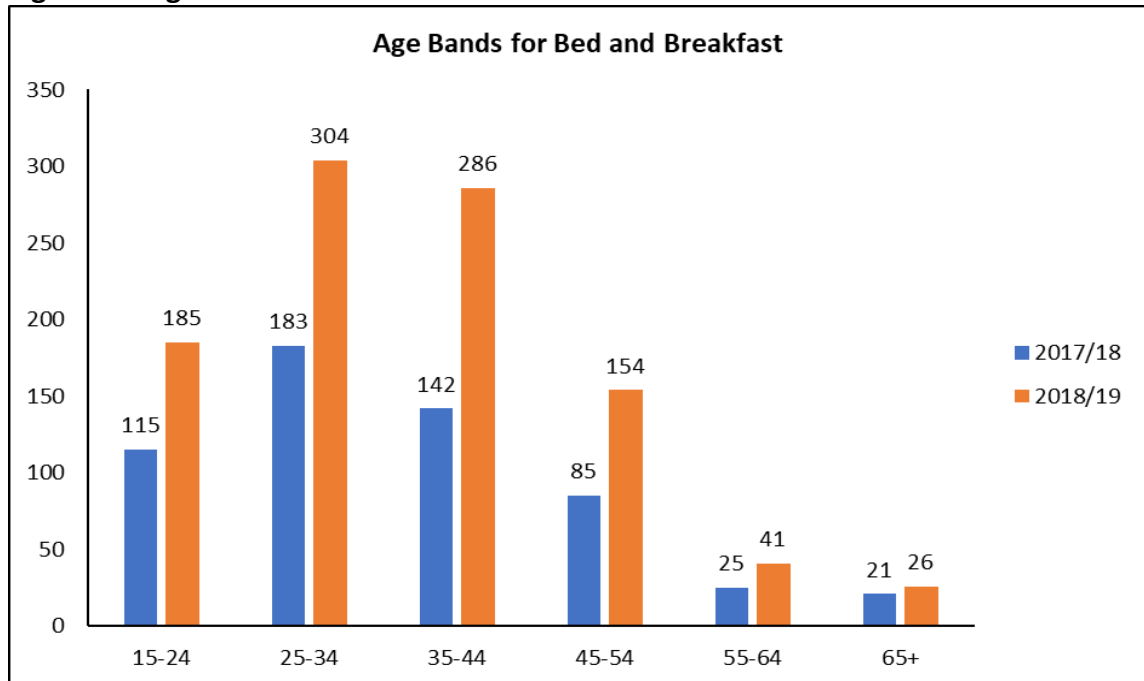


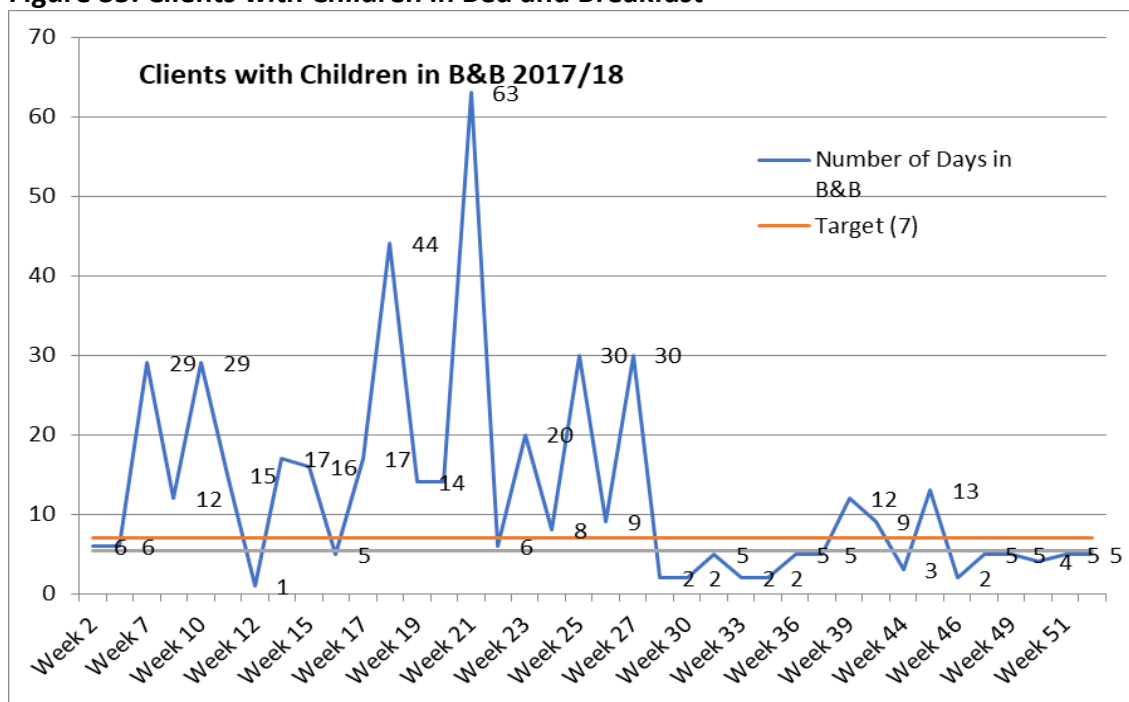
Figure 34 shows the age distribution of clients in B&B and that B&B is used for all age groups. B&B use is most prevalent in the 25-34 age bracket but the next age group of 35-44 is also significant. The data for 18/19 in Figure 34 is still subject to verification.

Figure 34. Age Bands for Bed and Breakfast



The Council’s objective of limiting use of B&B for families with children has worked, with an average length of stay in 2017/18 of 5.3 days where 89 clients with 204 children were placed. However, as Figure 35 below shows, this too showed significant fluctuations.

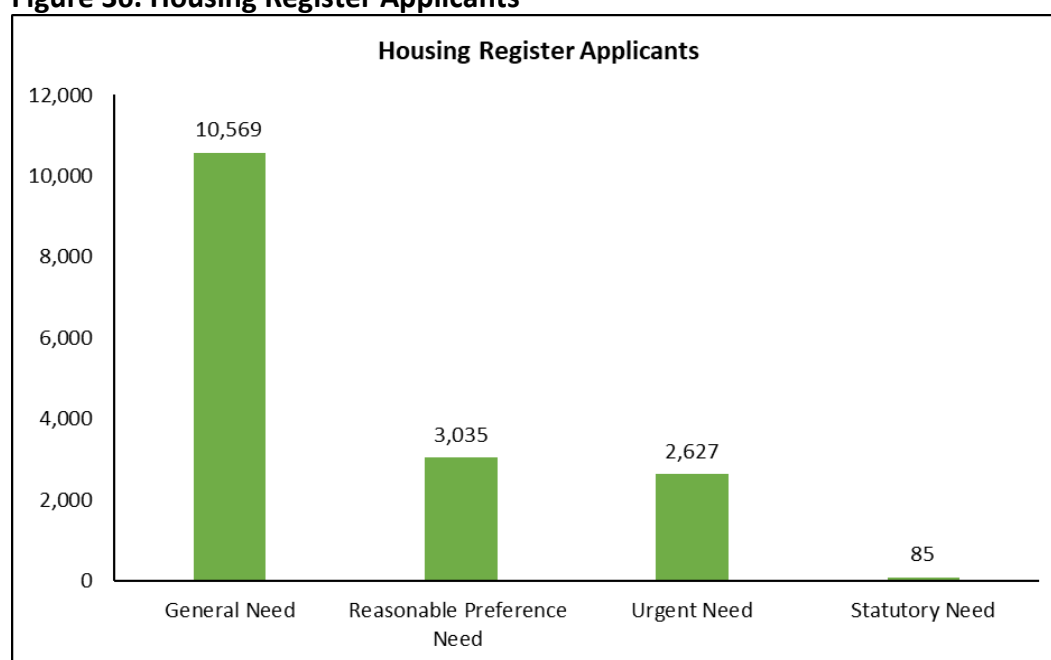
Figure 35. Clients with Children in Bed and Breakfast



5.4 VBL (Value Based Lettings – Housing Register)

The district’s Social Housing Register is delivered through the Value Based Letting (VBL) system which allows the customer to specify their individual requirements in order to secure a long term tenancy in the area and type of accommodation that suits their needs. There are currently four bands which applicants are placed in according to their circumstances and level of housing need. These bands are, in descending order of priority: Statutory Need, Urgent Need, Reasonable Preference and General Need. As at March 2019, the Housing Register consisted of 16,316 applicants with Figure 36 showing a breakdown by the number in each band.

Figure 36. Housing Register Applicants



General Need is available to anyone, irrespective of circumstance, to be included on the Housing Register. For Reasonable Preference and Urgent Need these clients can be assessed by either Housing Options or Incommunities to determine their level of need based upon the evidence submitted. For Statutory Need, these clients must be assessed through the Housing Options service.

The main applicant is the client whose circumstances determine the banding. The Housing Register also takes account of their family circumstances and, as such, the total number of people on the register is over 40,000.

Table 5. Open Application Type

Open Application Type	Totals
Applicant	16,316
Household Member	23,242
Joint Applicant	1,672
Grand Total	41,230

Table 4 further demonstrates the disparity between genders when the focus is upon experiencing housing need with 63% of main applicants on the register being female. This is most pronounced in the 16-25 year old age bracket, but is consistent throughout all age ranges.

Table 6. Age and gender of applicants

Age Applicant	Female	Male	Grand Total	Female %	Male %
16-25	1,618	714	2,270	71.3	31.5
26-35	3,447	1,494	4,941	69.8	30.2
36-45	2,384	1,599	3,983	59.9	40.1
46-55	1,304	1,165	2,469	52.8	47.2
56-55	758	612	1,370	55.3	44.7
56+	780	503	1,283	60.8	39.2
Grand Total	10,291	6,087	16,316	63.1	37.3

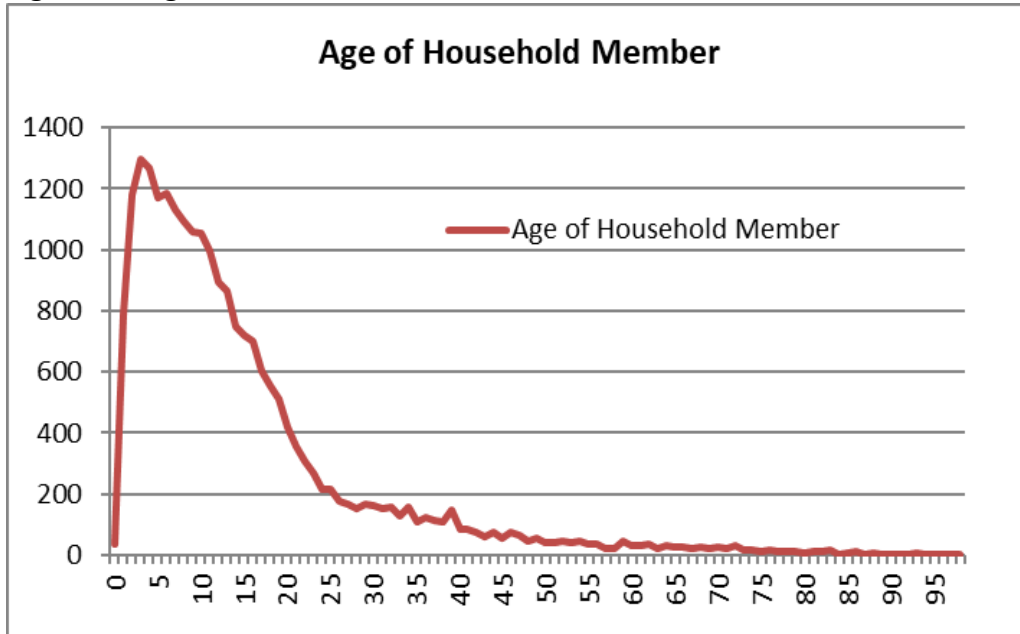
The majority of people on the Housing Register are White British at just under 60%, followed by Asian British Pakistani at just under 20%.

Table 7. Ethnicity of applicants

Ethnicity of Applicant	Female	Male	Grand Total	% Female	% Male
Other (11 categories)	570	419	989	57.6	42.4
Asian British Other	129	158	287	44.9	55.1
Asian British Bangladeshi	178	144	322	55.3	44.7
Refused	170	159	329	51.7	48.3
Other Ethnic Group	146	202	348	42.0	58.0
Black British African	241	163	404	59.7	40.3
White Other	598	333	931	64.2	35.8
Asian British Pakistani	1,999	1,180	3,179	62.9	37.1
White British	6,229	3,298	9,527	65.4	34.6
Grand Total	10,260	6,056	16,316	62.8	37.2

Also, of note is that a significant majority of household members are children, with 75% who are 18 or under, as shown in Figure 37.

Figure 37. Age of Household Member



The length of time on the Housing Register obviously has an impact on homelessness. The assessments performed by Housing Options help prioritise those in greatest need, but the speed at which applicants receive a match to a vacant property is still subject to the type and location of homes available. Social housing is a much sought after commodity and the rate of turnover is significantly below that of private rented tenure, with the average length of tenure being 10 years.

Table 8. Length of time on the register

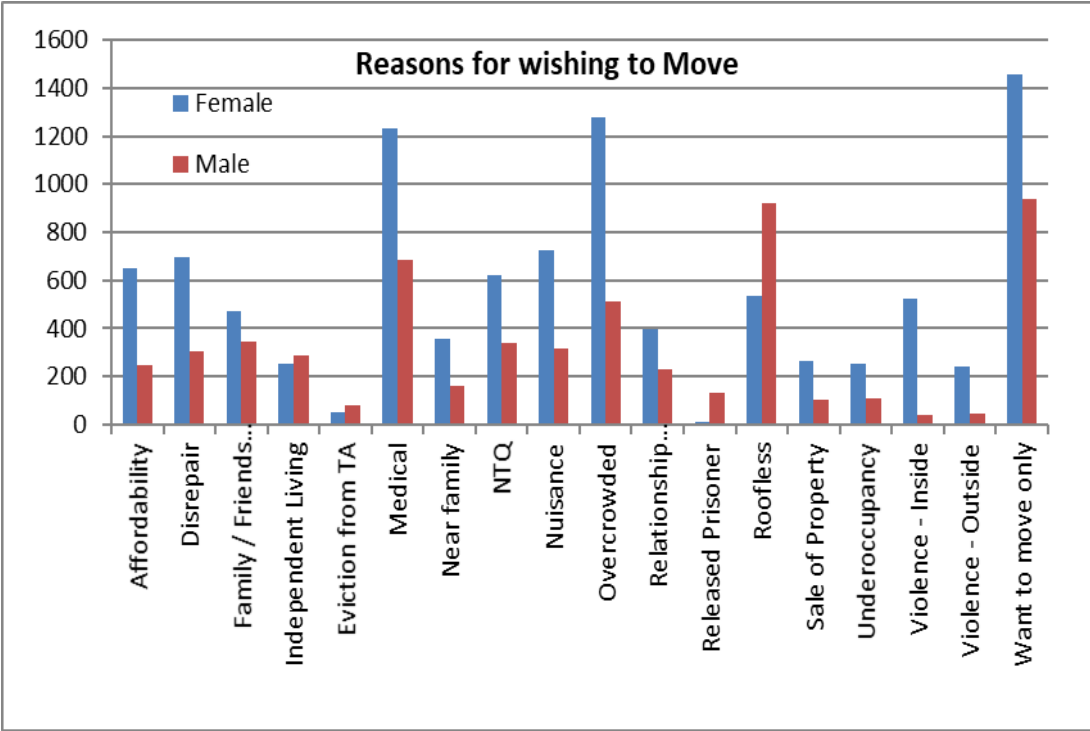
Level of Need	Avg Months Willing to Wait	Avg Months before Rehoused	% Rehoused	Avg locations selected
Statutory Need	35	10	91%	35
Urgent Need	30	12	68%	25
Reasonable Preference	30	12	64%	26
General Need	19	9	56%	23
Totals	24	10	59%	24

The main reason that applicants in statutory need are bypassed for social housing is due to rent arrears. As Incommunities are the main provider of housing this has an obvious impact on the wait time - it would be expected that a payment plan is put in place and implemented before rehousing the applicant. The evidence also shows there is a direct correlation between the number of areas selected and the average wait time - the more areas are selected the average wait time is increased.

An analysis of the Housing Register supports much of the data on homelessness obtained from Housing Options case work with all the following issues being contributory factors to

demand for social housing: over-crowding, roofless clients that are heavily inclined towards the social rented sector and Notices to Quit. Figure 38 shows the main reasons for people wishing to move taken from all open cases on the housing register as at March 2019. Females are significantly more represented, which is also the case for Housing Options caseloads.

Figure 38. Reasons for wishing to Move – by head of household

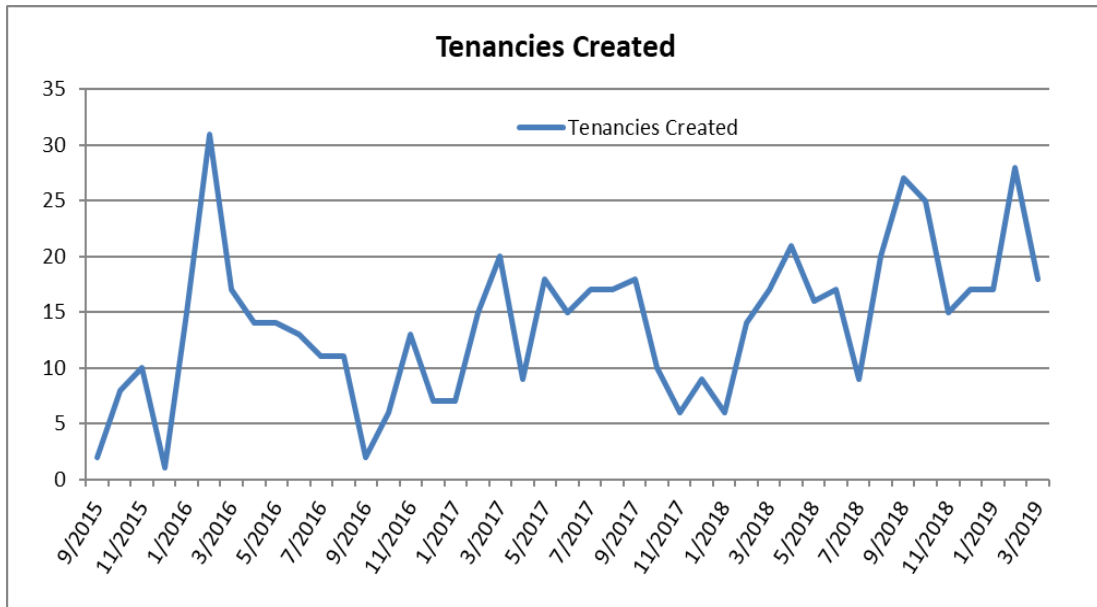


5.5 Private Sector Lettings Scheme

To expand the variety of rehousing options available to households in need, the Council has developed a Private Sector Lettings Scheme (PSLS). Since the establishment of the Private Sector Lettings Scheme in November 2015, the team have procured a supply of good quality private rented accommodation available throughout the Bradford district to those customers referred from the Housing Options service. All PSLS properties are let at or below Local Housing Allowance levels.

The scheme has created 84 tenancies in 2015-16, 133 tenancies in 2016-17, 156 tenancies in 2017-18, and 260 tenancies in 2018-19.

Figure 39. PSLS Tenancies created

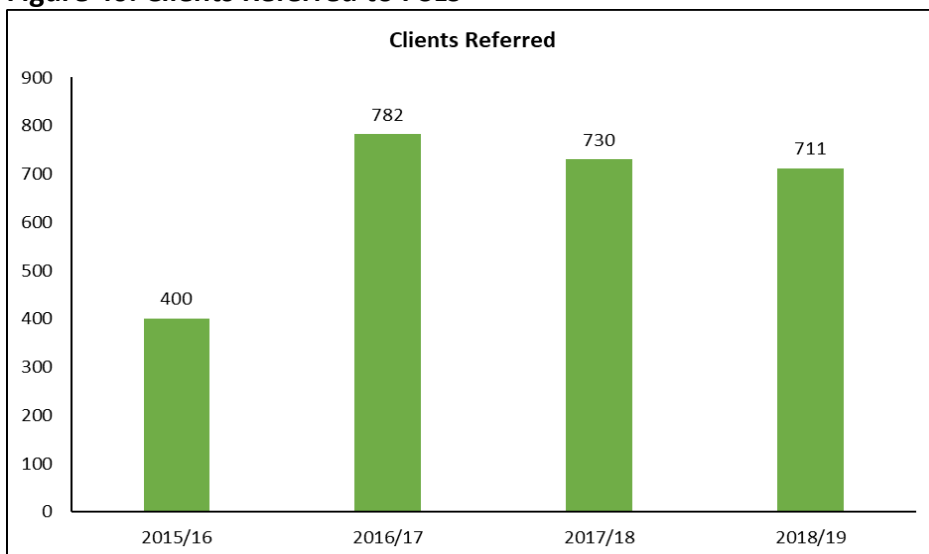


The PSLS team recruits landlords to the scheme by using various marketing strategies and incentives in order to increase the number of private rented options available. The number of landlords and properties that have signed up to the scheme has been very encouraging. In 2015-16 122 landlord properties were made available, in 2016/17 there was an increase to 261 extra properties, in 2017-18 another 241 and in 2018/19 449 properties.

On average 750 customers are referred into the scheme each year, exclusively from Housing Options, with the main emphasis being to house clients who are owed the prevention or relief duty under the Homelessness Reduction Act or those who are in temporary accommodation.

The greatest number of referrals are for individuals requiring either a 1 bedroomed property or a placement in shared accommodation. The majority of referrals to PSLS are for Housing Options clients who are banded above general need.

Figure 40. Clients Referred to PSLS



On average, over 60% of all PSLS tenancies manage to sustain their tenancy beyond 6 months.

5.6 Conclusions

The district makes use of both B&B and Temporary Accommodation for homeless households. The district has a target to reduce the average length of stay in B&B accommodation from 9.5 to 7 days and also to ensure that no more than 950 households are placed in Temporary Accommodation (B&B and other) in any one year.

In 2017/18, the target of average stay of 7 nights in B&B was not met, with the actual average length of stay being 8.56 days. However, the district's objective of limited use of B&B for families with children has worked, with the average length of stay in 2017/18 of 5.3 days where 89 clients with 204 children were placed. The target for no more than 950 households in temporary accommodation was also achieved during 17/18. There is, however, an upward trend in the number of statutory households in TA when compared with the region. The figures on the use of temporary accommodation during 18/19 will need to be verified.

As at March 2019, the Housing Register consisted of 16,316 applicants. The main reason applicants in statutory need are being bypassed for social housing is due to rent arrears. The total number of social rented and affordable lets during 17/18 to statutorily homeless households was 199 (CORE data).

The PSLS team recruits landlords to the scheme by using various marketing strategies and incentives in order to increase the number of private rented options available. 260 placements were made through PSLS last year (18/19), with the main emphasis being to house clients who are owed the prevention or relief duty under the Homelessness Reduction Act, or those who are in temporary accommodation.

6. Homeless Households with Support Needs

6.1 Introduction

Bradford Council commissions a number of services for homeless households, including short term supported housing and floating support services that provide Housing Related Support (HRS). In addition, there is a significant number of non-commissioned supported housing services in Bradford, funded through an intensive housing management service charge (IHM), that deliver similar support services. Appendix 2 provides a summary of this provision.

Housing related support services are crucial in preventing and relieving homelessness, as well as to supporting people out of homelessness. Providing support to address issues related to tenancy sustainment and to connect people with specialist services, e.g. for substance misuse, enable people to address their problems and move onto independent living.

This section outlines the services available in Bradford to meet the support needs of those who are homeless, both those who are in priority need as well as those who require prevention and relief from homelessness.

6.2 Commissioned Housing Related Support Services

The Council commissions supported housing and floating support services, both as Temporary Accommodation for households in priority need, as well across a number of client groups mainly for non-priority homeless. The HRS services that are commissioned by the Council and allocated through Housing Options are summarised in Table 9 below.

Table 9. Summary of commissioned supported housing and floating support for homeless people

Commissioned Homeless Services	Units/Capacity	Needs
Temporary Accommodation	132	Placed in TA re LA duty
Floating Support for Temporary Acc	27	Placed in TA re LA duty
Supported housing incl dispersed	78	Young People
Supported housing incl dispersed	130	Multiple needs
Supported housing incl dispersed	33	Ex-offenders
Floating support	232	Generic
Floating support	58	Ex-offenders
Floating support	70	Young People
Total	760	

The Temporary Accommodation is provided through Bradford's Homelessness Partnership with Horton Housing and Bradford Cyrenians. Supported housing and floating support for young people is commissioned from Centrepoin and the services for ex-offenders are commissioned from the Langley Trust and Horton Housing. Horton is also commissioned to provide the multiple needs floating support services.

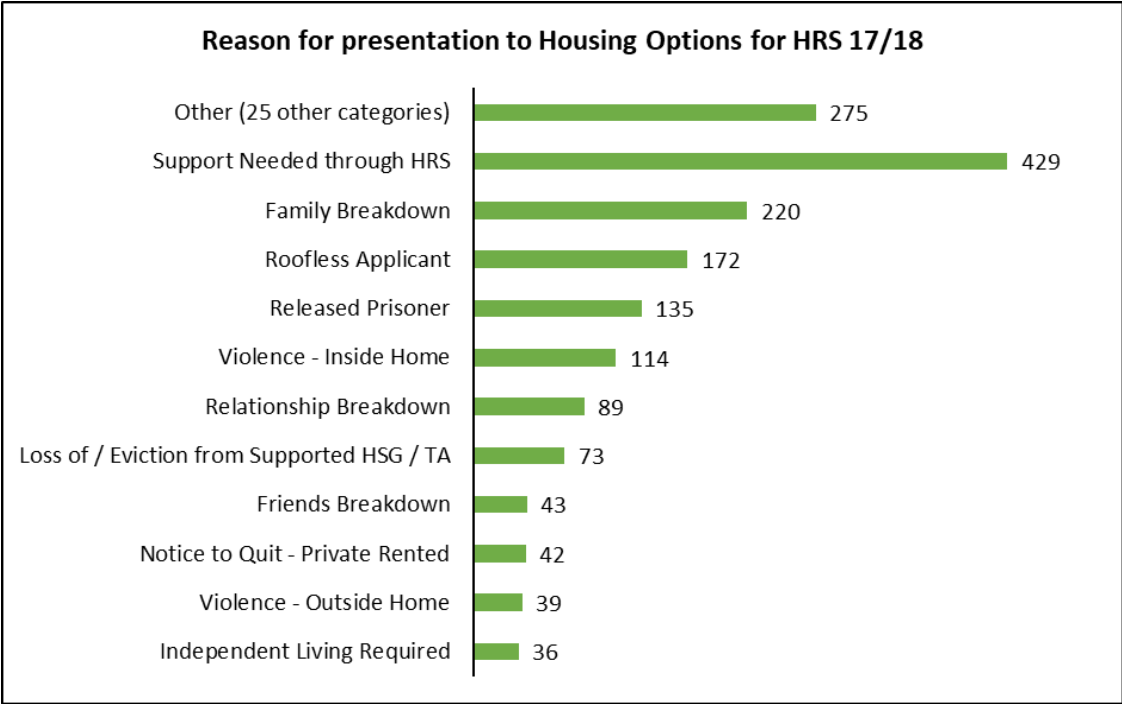
Since April 2016 the Housing Options Service has been responsible for undertaking assessments of those who require HRS. An assessment of the applicant determines their level of need. Applicants are then placed on a waiting list until a placement becomes available in an appropriate supported housing or floating support service.

The HRS Gateway is the process which records all those on the waiting lists for HRS. The Gateway also records those who have been accepted by providers and those who have completed a placement. A separate database is kept on those who are either refused a placement by the provider, or where an individual refuses the offer.

For 17/18 there were 1729 people recorded on the Gateway waiting list, including those already placed and who had completed their placements. During 18/19 the data quality for the Gateway deteriorated due to the procurement of a new IT system. Therefore, the data in the tables on HRS relate to 17/18 only. Nevertheless, demand has increased for HRS during 18/19 based on a provider survey conducted for a review of short term supported housing.

There are a number of reasons why applicants present to Housing Options for HRS as shown in Figure 41. The main reason is that most require support services to sustain a tenancy, either in supported housing or independent accommodation.

Figure 41. Reasons for HRS



Housing Options prioritise applicants for HRS into four bands of need. Figure 42 shows the majority of clients for HRS provision fell into the medium and high bands during 2017/18. The data in Figure 42 includes all those who have been assessed for HRS, including those referred to Temporary Accommodation, as well as those who have completed their stay and moved on during the year. The severe band is for individuals who have a high level of need and are also placed in bed and breakfast.

Figure 42. Applicants for Housing Related Support

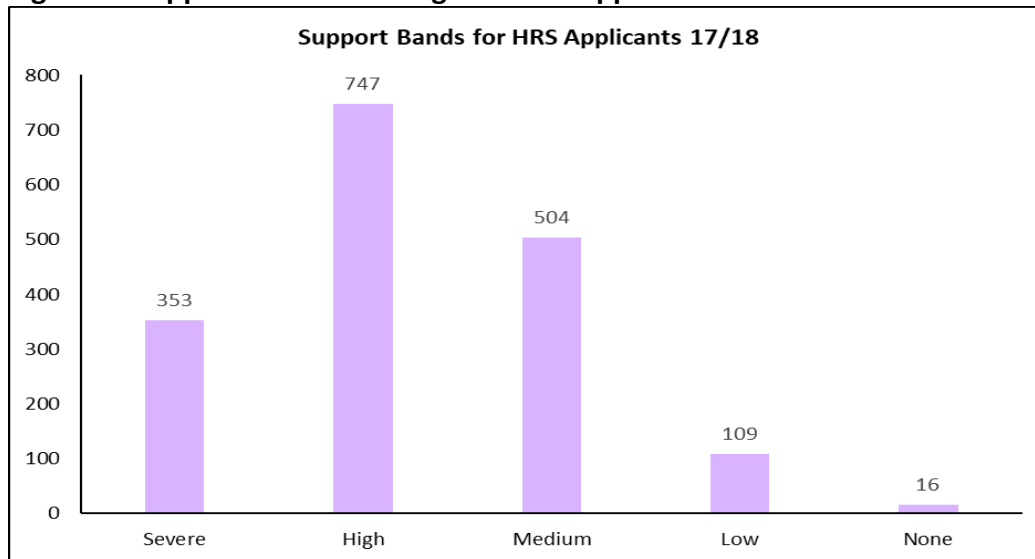
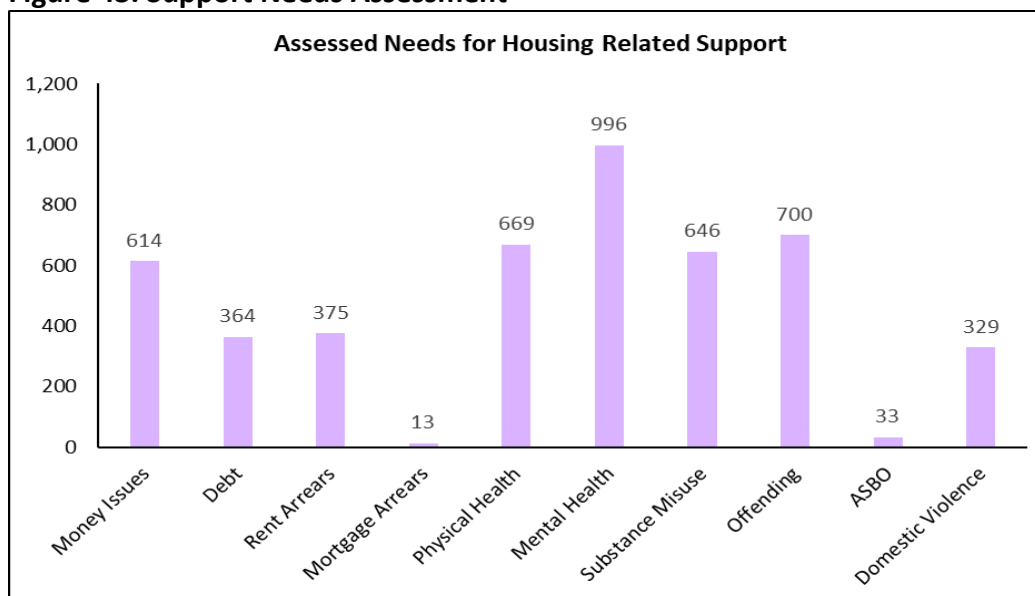


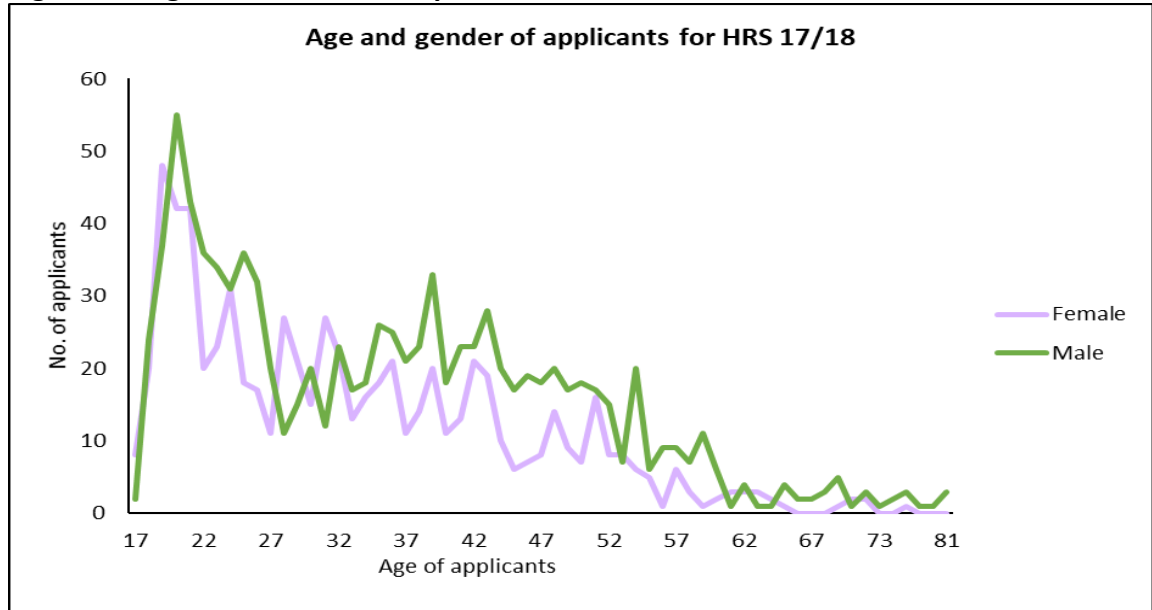
Figure 43 highlights the support needs identified from the initial assessments for HRS made by the Housing Options Team and shows that most referrals are experiencing problems relating to mental health, substance misuse and offending. These needs are overlapping and multiple, with many having complex needs. A significant number experience domestic violence and this need is in addition to those who are referred directly to specialist supported housing and floating support services for domestic violence.

Figure 43. Support Needs Assessment



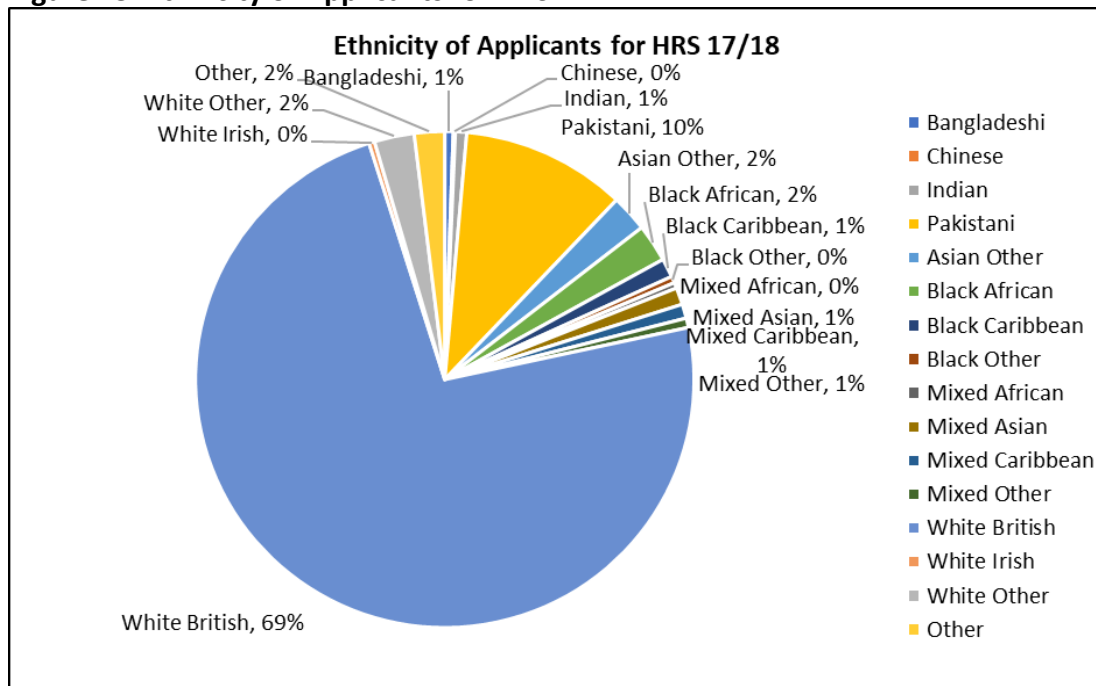
The age of clients receiving HRS is shown in Figure 44 and is relatively consistent with overall Housing Option client demographics. There are variances in the gender balance in that 55% of applicants for HRS are male. This may be partly explained by the fact that those in priority need are mainly women with children and those who are homeless, but not in priority need or rough sleeping, are mainly men.

Figure 44. Age of Clients in receipt of HRS



The ethnicity of applicants for HRS is shown in Figure 45. The majority are of White British (69%) origin with a significant proportion who are of Pakistani (10%) origin.

Figure 45. Ethnicity of Applicants for HRS



6.3 Non-Commissioned Services

Non-commissioned supported housing services are those services provided by housing associations and voluntary organisations that do not receive HRS support funding from the Council. These services are generally funded by an Intensive Housing Management service charge through Housing Benefit, with some also in receipt of charitable funding. These

services provide housing with support to vulnerable homeless people who generally have a medium level of needs.

During 18/19 non-commissioned services accepted about 870 referrals from a variety of sources including social services, probation, NSNO, outreach services and social housing providers. 66% of the referrals accepted were male and 34% female. The non-commissioned services provided can be summarised as follows:

Table 10. Summary of non-commissioned supported housing and floating support

Non-Commissioned Services	Units/Capacity	Needs
IHM in dispersed self-contained	842	Generic
Dispersed self-contained	95	Homeless and move on
Supported housing	13	Women
Supported housing	27	Rough sleepers
Supported housing	20	Ex-offenders
Supported housing	48	Abstinence
Dispersed self-contained	48	Young People
Supported housing	43	Single homeless
Floating support	20	Single homeless
Total	1,156	

6.4 Rough Sleeper Services

Bradford commissions a No Second Night Out (NSNO) service to provide an assessment and support service for those who rough sleeping, or at risk of rough sleeping. The service is provided by Humankind and supports new and entrenched rough sleepers. For those who require short term accommodation, whilst awaiting a longer term solution, NSNO provides short term emergency accommodation for 19 people for up to 28 days stay.

Table 11. NSNO Nightshelter

Nightshelter	Units/Capacity	Needs
NSNO	19	Single Homeless

During 2018 the NSNO service was used by 160 people. The short term accommodation is intended for up to 28 days, although during 18/19 the average length of stay increased to 37 days. About 80% of people move on in a planned way.

Figure 46. Number of NSNO Clients by age

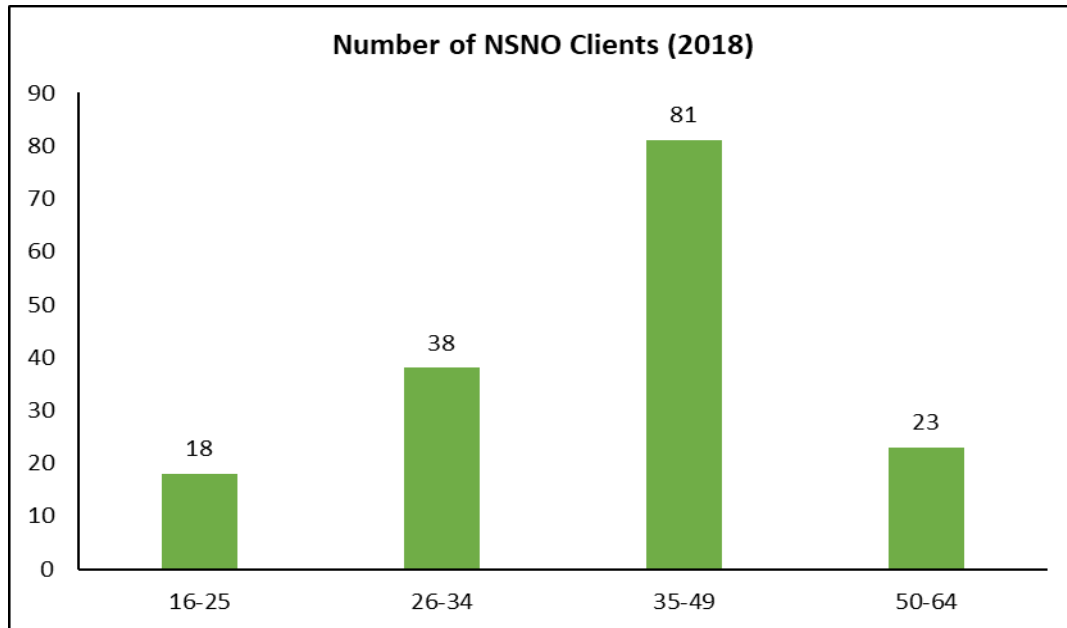


Figure 46 shows the age bands for the clients using NSNO during 2018. Most of the clients assisted were males (over 85%) and over 60% were White British, 15% East Europeans and 8% Asian Pakistani.

NSNO refers individuals to Housing Options Gateway for supported housing, as well as making direct referrals to non-commissioned supported services and the Private Rented Sector (PRS).

The NSNO service also includes an outreach service for rough sleepers. This service coordinates its outreach services with charities across the district, that also provide outreach services to rough sleepers. During 18/19 the outreach services engaged with 174 rough sleepers of which 86 were secured accommodation and 23 were supported to return home.

The Cold Weather programme provides shelter for rough sleepers when temperatures are at or below zero. A range of partners provide basic night shelter bed spaces on designated Cold Weather nights. During 2018/19, the provision was open for 26 nights meeting the needs of 117 individuals.

One of the issues identified for the rough sleeping population relates to the amount of money needed to take on a tenancy e.g. bonds, rent in advance, payment of former tenant arrears, furnishings, moving etc. These factors are often a barrier to accessing accommodation.

6.5 Housing First

The Council has established a Housing First pilot run by the Bridge Project since August 2018. The aim of this pilot is to test whether a Housing First approach can be effective for those with multiple and complex needs. The Housing First pilot aims to engage with and support into housing, over a 12 month period, 16 individuals who meet the criteria. Referrals are made via a Complex Needs Panel.

The six month interim report on the pilot shows that it quickly reached its target number of referrals and has been engaging with the large majority of the individuals referred in. At the time of the interim report 9 out of 16 clients had been housed, 8 having gained private rented sector tenancies, with Yorkshire Housing providing the only housing association property, and one person moving in with family members.

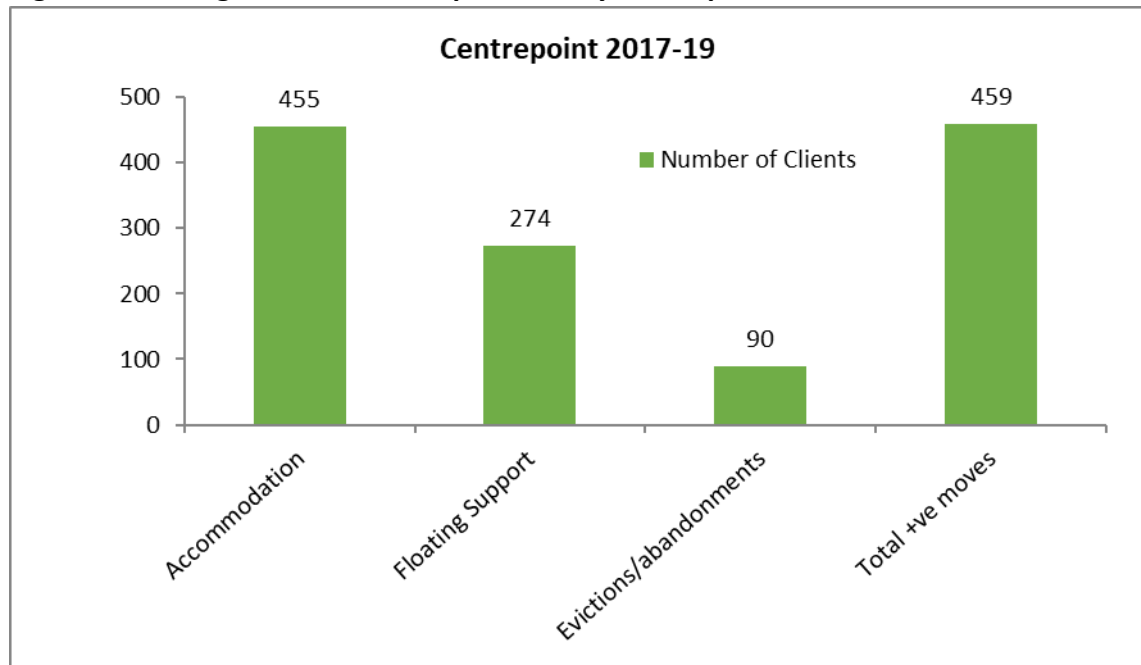
The project is perceived by Council officers as having been successful in accommodating a number of people who would otherwise have been very difficult to house successfully. At the time of the interim report the drop-out rate from the service was very low, despite the complexity of the client group.

Although initially very PRS focussed, there is engagement between the Council and Registered Providers to try Housing First in more social housing in the future and four RPs have now agreed to consider clients.

6.6 Young Persons Services

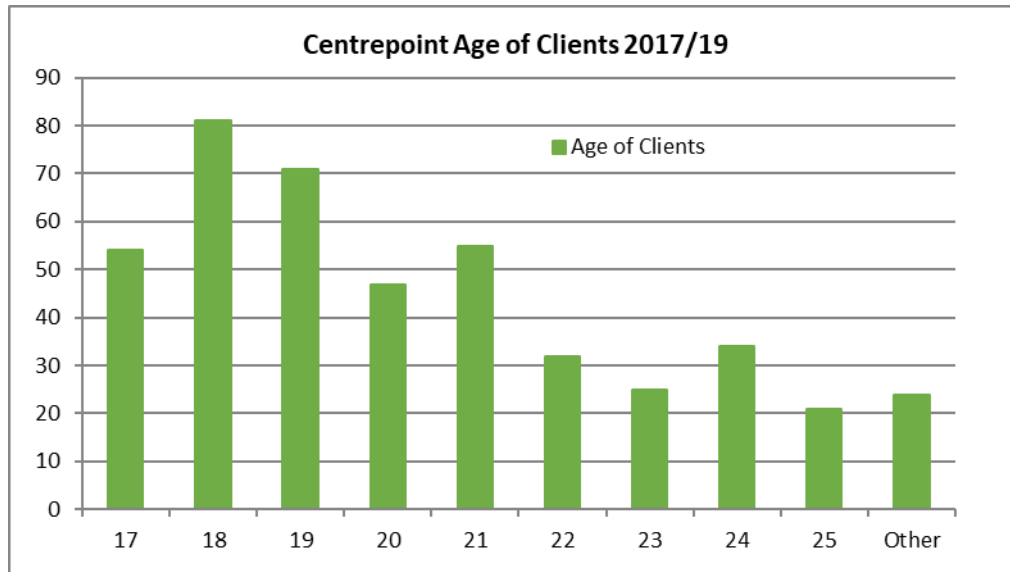
The district commissions supported housing and floating support services for young people. The supported housing comprises hostel accommodation as well as self-contained and dispersed services – a total of 78 units. The floating support services have a capacity of 70 service users. These services are provided by Centrepoint and Figure 47 shows the number of clients accessing these services over the two period 2017-19 as well as the outcomes for those that departed including evictions or abandonments and positive moves.

Figure 47. Young Person Services provided by Centrepoint



The age range of service users in Figure 48 shows a high proportion of young people aged 17-19.

Figure 48 – Age of Centrepoint clients



Bradford Night Stop is a charity which places young people (16-25) with acute housing need, often in crisis, into the spare bedrooms of willing volunteers. During 2018, Night Stop accommodated 242 young people for over 750 nights. Night Stop also run an education and information service whereby nearly 5,000 young people were informed about preventing homelessness and what pathways are available should they find themselves in need. The charity doesn't concern itself with the eligibility of clients and does not require recourse to public funds.

6.7 Domestic Violence Services

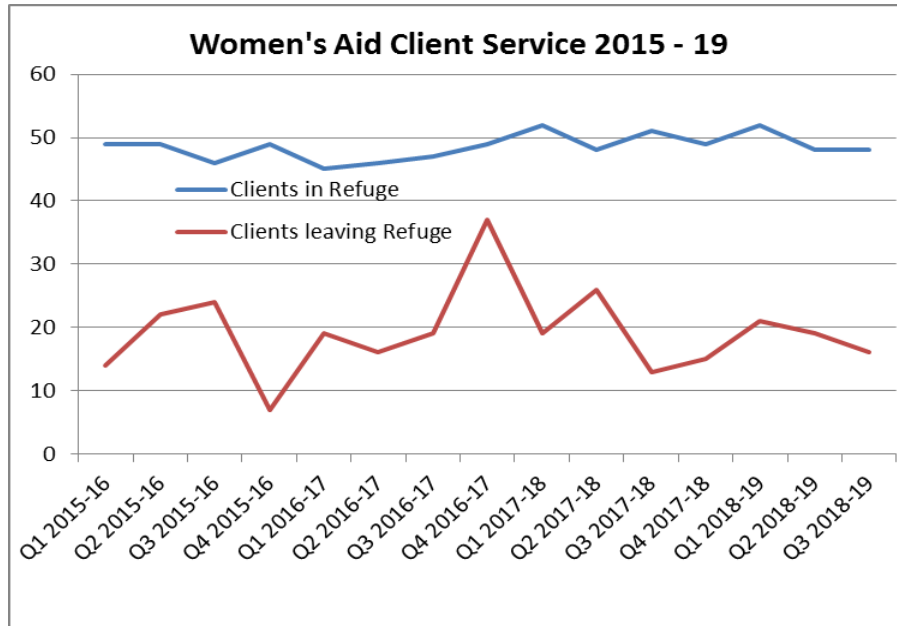
The Council commissions a range of services which provide practical and emotional support to people affected by domestic violence, in both community settings and accommodation based settings. The service currently has four refuges across Bradford & Keighley district and a Community Services Team offering outreach, resettlement and children and young people's support services. They also deliver prevention work to help Bradford's vision to break the cycle of abuse. The services currently commissioned by the district are shown in the table below. The contract has recently been recommissioned with significant change in the mode of delivery which will result in new services being reshaped and delivered from October 2019.

Table 12. Summary of commissioned women's refuges and floating support services

Commissioned DV Services	Units/Capacity	Needs
Refuge	24	Women escaping DV
Floating support	48	Women escaping DV
Total	72	

Figure 49 shows client date from existing contract holder, Women's Aid. This data highlights that the demand for services is significant as, irrespective of how many women are successfully leaving the refuges, their occupancy rates remain high, with some referrals being out of area. Figure 49 also shows that the turnover of clients is quite high with an average of 20 per quarter or around 40% of total clients.

Figures 49. Women’s Aid Services



There are other services for domestic violence which are not commissioned by the Council. These include:

- A refuge that is multilingual provided by the Anah Project. This service provides a 10 unit refuge.
- A service ‘Men Standing Up’ for men experiencing domestic violence provided by Bradford Cyrenians. This provides two accommodation units for the crash pad and 12 units of move on.
- The Bridge’s Lotus Project service which provides specialist case management and interventions for women engaged in prostitution. There is a caseload of approximately 80 individuals at any one time.

6.8 Homelessness in Mental Health Services

Feedback from professionals working in Community Mental Health Teams is that, in their care-coordination roles, they frequently find themselves supporting service-users facing homelessness. A number of professionals reported that they have worked with service-users who are facing eviction, who are unable to maintain their tenancies or who are sofa-surfing.

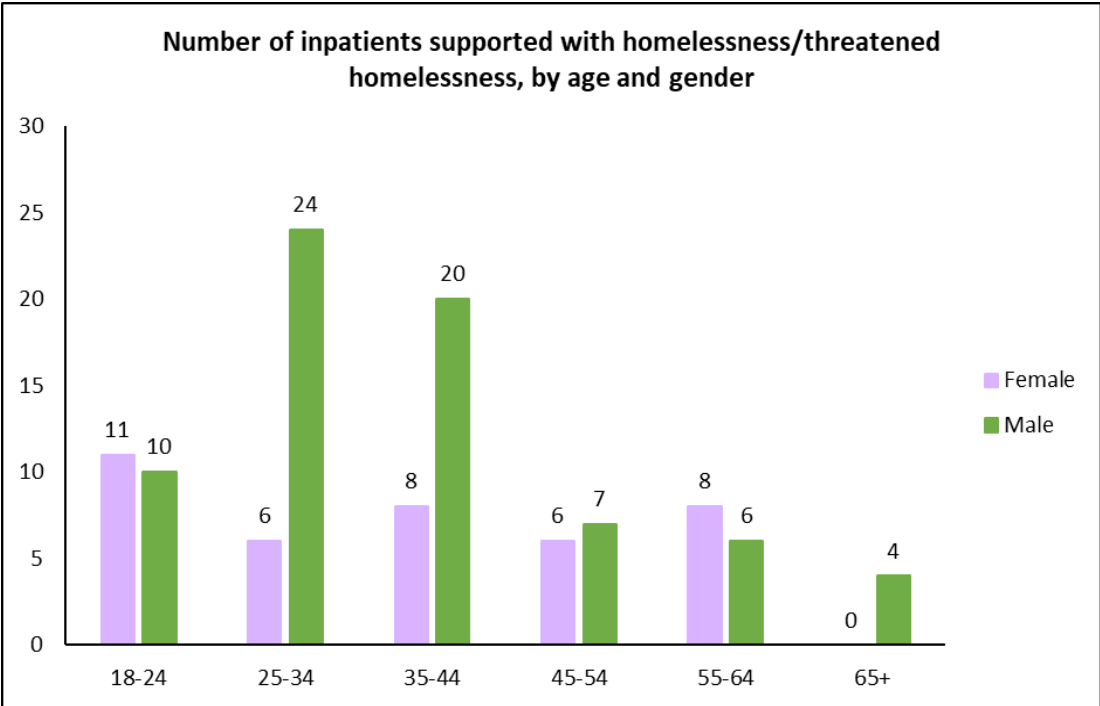
The prevalence of homelessness is particularly high for service-users in the Integrated Outreach Team; this team works with service-users who have complex, multiple and often entrenched needs, and who are less likely to engage with mental health services to receive the support that they need.

The Integrated Outreach Team carries a caseload of approximately 300 service-users and professionals estimate that 1% of this number are currently street homeless, with a further 10% sofa-surfing and not in settled accommodation. Professionals working in the Integrated Outreach Team report that service-users, who they support frequently, face eviction from

independent accommodation, from multiple-needs commissioned supported accommodation and from mental health supported accommodation funded by Adult Social Care.

Across acute inpatients services, i.e. Lynfield Mount Hospital, Airedale Centre for Mental Health, homelessness is an issue facing a large number of inpatients, and has implications for length of stay and timely discharge. Data captured by professionals providing support with housing across the wards indicates that support to resolve homelessness and housing issues has been offered to 107 inpatients over a period of sixteen months. It is estimated that at any given time between 3-5 inpatients on acute mental health wards in Bradford are homeless or threatened with homelessness, where the average total capacity for a ward is 18 inpatients.

Figure 50. Number of inpatients who are homeless/threatened with homelessness



In addition to the mental health issues for which they are receiving treatment, the data also shows that three-quarters of the inpatients, supported with issues of homelessness or housing, have at least one additional need (i.e. physical health issue, learning disability, substance-misuse issue or history of offending).

Mental health professionals feel that there is an expectation from housing services that many of the service-users they support would be better placed in mental health supported accommodation funded by Adult Social Care and not in mainstream accommodation, regardless of their level of assessed needs. Mental health services promote recovery and professionals consider that only a small number of the service-users they support require supported accommodation funded by Adult Social Care.

In addition, much of the commissioned supported accommodation available to service-users with mental health issues takes a zero-tolerance policy on substance-use, often requiring

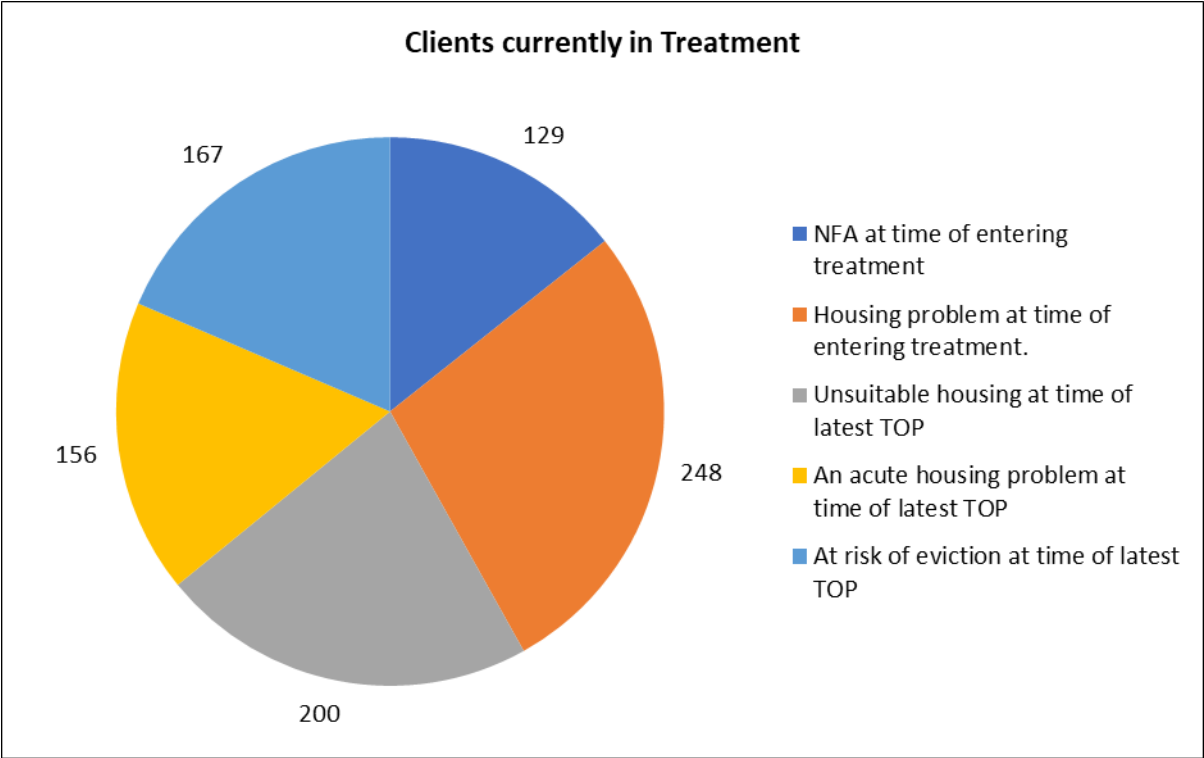
service-users to be substance free for a period of six-months before accepting referrals. For many service-users with multiple needs, who often find themselves facing homelessness, this accommodation is not accessible.

6.9 Drug and Alcohol Services

Change, Grow, Live (CGL) delivers drug and alcohol services that support adults and young people to understand the risks their drug or alcohol use pose to their health and wellbeing, and support them to reduce or stop their use safely. CGL refer to Housing Options on a regular basis as many of their clients are rough sleeping or at risk of homelessness.

Figure 51 shows the number of clients currently in treatment who have accommodation issues.

Figure 51. CGL clients in treatment who are homeless or at risk of homelessness



6.10 Hospital Discharge & Primary Health Services

A hospital-based Pathway in reach team identifies homeless patients who have attended A&E/been admitted to wards at the Bradford Teaching Hospitals NHS Foundation Trust. The team works with patients to establish discharge care plans to support those who have complex social issues e.g. drug addiction, alcohol dependency, mental health issues, homelessness, as well as vulnerable groups such as migrants, asylum and refugees.

Bradford Respite Intermediate Care Support Service (BRICSS) provides a 17 bed short-stay unit in partnership with Horton Housing to support homeless patients with enduring physical health illness. Bevan Healthcare supply a few hours of clinical input per week to the clients who are accommodated.

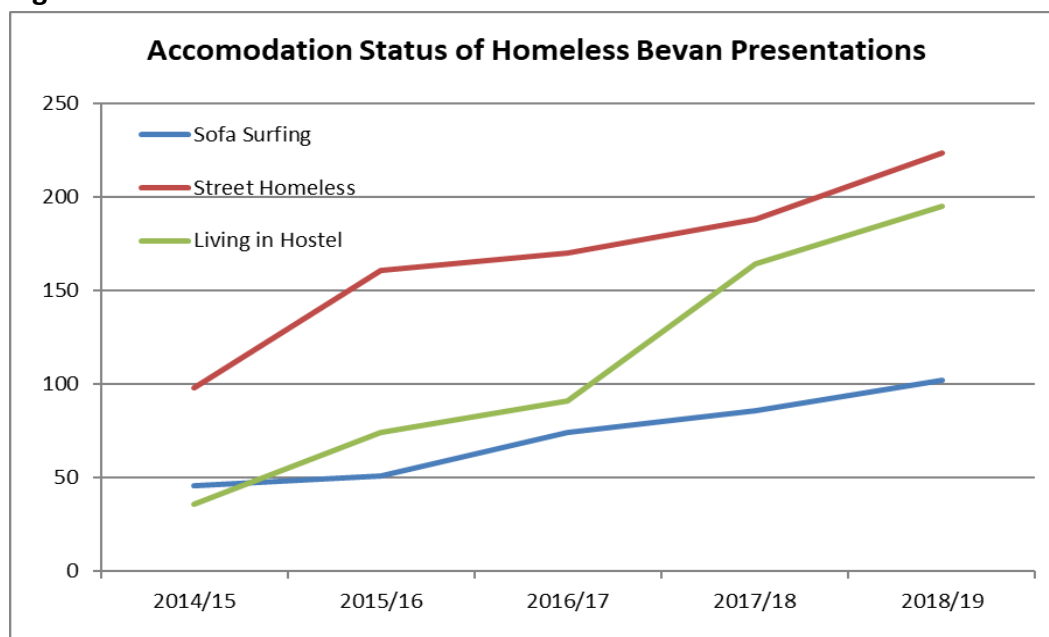
Table 13. Multi-agency commissioned hospital discharge supported housing

Multi-agency Commissioned	Units/Capacity	Needs
BRICSS	17	Homeless

Bevan Healthcare provides primary healthcare for homeless people, asylum seekers and refugees in Bradford. Bevan’s services for homeless patients are focused around their medical needs and over the previous 12 months the service has conducted nearly 4,000 GP appointments of which 77.2% were for male and 22.8% for female patients.

The service demand has increased year on year in line with patient numbers as shown in Figure 52.

Figure 52. Bevan Homeless Presentations



6.11 Accommodation and Support for Destitute Asylum Seekers

The specialist services currently available locally for destitute asylum seekers are Beacon Hosting Project, Hope Housing and Abigail Housing. NSNO also provides some emergency accommodation, when required, and some destitute asylum seekers also utilise the Inn Churches and the West Yorkshire Destitute Asylum Network (WYDAN) winter shelters when there are no other options. Accommodation provided by charities for destitute asylum seekers is free of charge.

With the number of asylum seekers dispersed to Bradford rising, the demand for services is increasing. There is a need for more accommodation offered within the city to destitute asylum seekers who have been refused and, as a result, had all their support withdrawn. However, pressure to fund these services through grant funding and donations means that there is a reluctance to increase capacity by existing housing providers, therefore supply remains static.

As asylum seekers are not permitted to work, those that are destitute become vulnerable to exploitation through illegal employment to survive. Refused asylum seekers are only entitled to primary healthcare and the NHS's current charging system for secondary care is also having a detrimental effect on people's health.

British Red Cross, Refugee Action and PAFRAS (Leeds) all run drop-in sessions for destitute asylum seekers providing advice and signposting to services, when the need arises. Bevan Healthcare also support asylum seekers and refugees in Bradford with meeting their health needs.

6.12 Conclusions

The trend that has been observed by a number of supported housing providers is that many of those who are becoming homeless are experiencing on-going mental health and substance misuse problems, often attributed to early life trauma. They are continuing to use substances to help combat the trauma, which then results mental health problems.

A range of vulnerabilities have been observed. These include fear of exploitation, a difficulty in engaging with support in tenancies, which are often time limited and do not address the difficulties associated with non-engagement, and are missed opportunities to engage at crisis/first response level. Supported housing providers reported an increasing trend in a cohort of people, who have had numerous failed experiences of housing provision and do not have the capacity or skills to manage tenancies.

A recent needs analysis commissioned by the district for short term supported housing (not including TA or specialist accommodation for domestic violence) found that each year about 1,300 people require this type of provision, resulting in a shortfall of about 400 supported housing units. This need is mainly from those with complex needs, but also include a substantial number with a medium level of need. Those with low needs, who might otherwise be placed in short term supported housing, were considered more suitable for floating support.

Supported housing providers have identified a lack of move-on accommodation to general needs accommodation. This has had a high impact on their most challenging clients.

There is a need for more accommodation offered within the district to destitute asylum seekers who have been refused and, as a result, had all their support withdrawn.

7. Resources

7.1 Introduction

There are a wide range of resources (people, funding, IT etc) available and dedicated to tackling homelessness and rough sleeping across the district. These resources include those provided by voluntary organisations that deliver a range of services to homeless people including substance misuse services and support to women experiencing domestic violence. The health service also provides services to homeless people and rough sleepers, in particular the Bevan Healthcare which provides services designed to meet the needs of people who are homeless or in unstable accommodation.

Substantial funding from the Council's own budgets is invested in activities either delivered by the Council itself, or via third party providers through commissioning arrangements. These are spread across a number of Council departments but primarily the Department of Place (housing services), Department of Health and Wellbeing (adult services and commissioning), and Department of Children's Services.

7.2 Housing Options

The Council retains direct responsibility for delivering statutory homelessness functions, and does this through its Housing Options service based at Britannia House, Bradford and a satellite service at Keighley Town Hall.

The Housing Options service provides housing advice and assistance, and undertakes homelessness assessments in line with legislation, incorporating prevention, relief and main housing duty actions and decisions. It also administers a Homelessness Prevention Fund and helps customers access Discretionary Housing Payments in order to help prevent homelessness.

The Council's Housing Options Service currently provides advice, assistance and assessment either via telephone interview or face to face with clients if they are in immediate crisis or roofless on the day. However, a comprehensive service review is underway in light of the Homelessness Reduction Act to see if models of service delivery and access need changing to better meet customer needs. The table below gives an overview of Housing Options activity for the last 8 years.

Table 14. Housing Options Activity 2010-18

Year	Telephone advice cases	Prevention cases	Homelessness applications	Of which: Accepted	Of which: Not Accepted
2010/11	N/A*	3,433	426	146	280
2011/12	N/A*	5,024 31.6%	605 42.0%	215 47%	390 39%
2012/13	N/A*	6,080 17.3%	903 49.2%	339 57%	564 45%
2013/14	N/A*	6,411 5.0%	999 10.6%	346 2%	653 16%
2014/15	31,644	7,459 16.3%	838 -16%	304 -12%	534 -18%
2015/16	36,398	7,598 1.8%	1,219 45%	405 33%	814 52%
2016/17	39,745	8,176 7.6%	1,063 -12.8%	413 2%	650 -20%
2017/18	42,679	9,066 9.8%	933 -12.2%	353 -14.5%	580 -10.8%
% Increase in years above	35%	182%	119%	141%	107%

* Managed by Incommunities

Figures for 2018/19 have not been included in the above table as the Homeless Reduction Act has significantly changed how figures are calculated and, as such, it has been impossible to provide figures in a continuous way in 18/19. However, over the 18/19 financial year, Housing Options handled 9,434 cases, which represents an increase from 17/18.

The Council also funds a Private Sector Lettings Scheme, which is a service based within Housing Options designed to procure landlords in the private rented sector in order to access private rented properties for people in housing need.

7.3 Outreach Services

The Council has established an Outreach Service, which provides support on an outreach basis for people who may be at risk of homelessness especially ex-offenders, refugees and clients moving on from bed and breakfast or being placed in private rented sector.

7.4 Commissioned Services

The Council commissions statutory temporary accommodation for homeless households owed a relevant duty, and is responsible for developing and monitoring the district's Homelessness and Rough Sleeping Strategy.

The main homelessness services and initiatives funded or enabled by the Council currently include:-

- Housing related support (accommodation and floating support) for clients with multiple needs, ex-offenders and young people, and homelessness temporary accommodation
- No Second Night Out service (rough sleeper emergency accommodation, outreach support and Cold Weather provision)
- Day Shelter services
- Domestic Abuse services including refuge and supported accommodation
- Housing First pilot (accommodation and high level wraparound support)
- Private Rented access scheme

- Rough Sleeper Homeless Outreach Partnership and Rapid Rehousing Pathway project

7.5 Homelessness Budgets

The budgets that the Council utilises to fund its homelessness prevention and relief activities are:-

- Base budget funds a significant proportion of staffing costs within the Housing Options service plus some key projects (circa £2m p.a.)
- Housing Related Support and Day Shelter commissioning budgets (circa £3.98m p.a.)
- External Grant Funding from Government
 - HRA New Burdens (£177k)
 - Flexible Homeless Support Grant (£686k)
 - PRS Access Fund (£128k)
 - Rough Sleeper Initiative (£191k)
 - Rapid Rehousing Pathway (£196k)

However, much of the external funding is time limited, to just one year's funding with the figures quoted above representing 2019/20 allocations. There is no guarantee that the external funding will be available beyond 2020 or if so, to what level. This creates significant uncertainty about continuity of projects and services, even where positive outcomes can be demonstrated.

7.6 Conclusions

The district's Housing Options service has experienced year on year increases in the number of people approaching the service for help. At the same time the number of homelessness applications and acceptances have been declining over the past few years. The HRA appears to have had a significant impact on the number of homelessness applications and acceptances, although the number of cases dealt with by Housing Options has increased during 18/19.

The Council commissions a range of services to prevent and relieve homelessness. Some of these services are due to be recommissioned in the next two years. However, there is significant uncertainty about the continuity of projects as there is no guarantee of external funding beyond 2020.

8. Conclusions and Findings

The following are the main conclusions and findings of the Homeless Review.

8.1 Context for Bradford

- Bradford has a significant number of older properties, with the majority built before 1950. This depresses market values due to the increased investment required to bring them up to current expected habitable standards.
- Whilst affordability may be less of an issue in Bradford, there are still concerns that people are unable to source and secure accommodation which is suitable.
- Bradford has more private rented homes than social rented homes, however there are significant quality issues in many private rented properties.
- There is significant overcrowding in particular areas of the district.

8.2 Housing Options and Homelessness Caseload data

- The key reasons for people presenting as homeless, during the most recent period 2015-18, are due to notices to quit, family breakdown, and relationship breakdown.
- The significant number of NTQs is exacerbating homelessness; issues of affordability in the private rented sector and rent arrears are leading to homelessness and hindering sustainable move on accommodation.
- When the reasons for presentations are broken down by gender, violence in the home is the main reason for women presenting, while family breakdown is the main reason for men.
- The review shows that since 2010 Housing Options cases in Bradford increased year on year with 2017/18 being the highest number recorded with 9,008 cases under the previous case management system.
- The new post-HRA case management system recorded 9,434 Housing Options cases in 18/19 and this appears to represent an increase. This demonstrates a continuation of the upward trend in people presenting to Housing Options in housing need or homeless.

8.3 Levels of Homelessness

- The number of households accepted under the main duty as homeless has significantly decreased during 18/19 as a result of the introduction of the Homelessness Reduction Act 2017.
- There is a significant level of hidden homelessness with sofa surfing and overcrowding, evidenced by the number of people who approach Housing Options as well as those who are referred to other services.

- The age group with the highest number of service users approaching Housing Options were in the 25-34 year old age group, with 32% of the total. The two groups with the next largest percentage of service users were the 18-24 age group with 22% and the 35-44 age group with 21%.
- Although rough sleeping in Bradford has halved as a proportion of the Yorkshire and Humberside total since 2010, it has more than doubled in the district over the past two years.
- The Strategic Housing Market Assessment (SHMA) has used the 2019 household survey, which identified a total of 2,552 households who are either homeless or living in temporary accommodation in the district.
- The SHMA figure is likely to be an underestimate as the data from Housing Options, and other sources, suggests that each year around 3,000 people are actually homeless or on the point of homeless and there is another few thousand more who need significant preventative interventions.
- The evidence obtained for this review shows that the trend of asylum seekers dispersed to Bradford over recent years has significantly increased.

8.4 Securing accommodation

- There is consistent demand for TA with ongoing pressures for Council evidenced by use of B&B. There is an upward trend in the number of statutory households in TA when compared with the region.
- In 2017/18, the target of no more than 7 nights in B&B was not met. However, the district's objective of limited use of B&B for families with children has worked.
- As at March 2019, the Housing Register consisted of 16,316 applicants. The total number of social rented and affordable lets during 17/18 to statutorily homeless households was 199 (CORE data).
- The PSLS team recruits landlords to the scheme by using various marketing strategies and incentives in order to increase the number of private rented options available. 260 placements were made through PSLS last year (18/19), with the main emphasis being to house clients who are owed the prevention or relief duty under the Homelessness Reduction Act, or those who are in temporary accommodation.

8.5 Support Needs

- There is a high demand for supported housing. A recent needs analysis commissioned by the district for short term supported housing (not including TA or specialist accommodation for domestic violence) found that each year about 1,300 people with mainly complex needs require this type of provision, with an estimated shortfall of about 400 supported housing units.

- The trend that has been observed by a number of supported housing providers is that many of those who are becoming homeless are experiencing on-going mental health and substance misuse problems, often attributed to early life trauma.
- A range of vulnerabilities have been observed. These include fear of exploitation, a difficulty in engaging with support in supported housing tenancies, which are often time limited and do not address the difficulties associated with non-engagement.
- Supported housing providers reported an increasing trend in a cohort of people, who have had numerous failed experiences of housing provision and do not have the capacity or skills to manage tenancies.
- There is a need for more accommodation offered within the district to destitute asylum seekers who have been refused and, as a result, had all their support withdrawn.

8.6 Resources

- The district's Housing Options service has experienced year on year increases in the number of people approaching the service for help. At the same time the number of homelessness applications and acceptances have been declining over the past few years.
- The HRA appears to have had a significant impact on the number of homelessness applications and acceptances, although the number of overall cases dealt with by Housing Options has increased during 18/19.

Appendix 1 – Summary of respondents to call for evidence

Airedale Hospital

Abigail Housing

Beacon Hosting Project

Airedale NHS Foundation Trust

Bevan Healthcare

Bradford Council Children's Services

Bradford Council Health & Wellbeing

Bradford Cyrenians

Bradford Teaching Hospitals NHS Foundation Trust

Bradford Women's Aid

Bridge - 4Women Service

Bridge - WY-FI

Bridge - Housing First

Centrepoint

Change, Grow, Live (CGL)

Dept for Work and Pensions (DWP)Horton Housing

Incommunities

Inn Churches

Liaison and Diversion

Night Stop

No Second Night Out

Probation Service

Appendix 2 – Summary of Homeless Accommodation and Floating Support services

BRADFORD PROVISION	<i>Brief Description</i>	<i>Age Group</i>	<i>Capacity – No. units</i>
Horton - Octavia Court	Temp accommodation for homeless households	16+	21
Horton - Clergy House and Jermyn Court	Temp accommodation for homeless households	16+	18
Horton – Oak Lane	Temp accommodation for homeless households	16+	11
Horton – Dispersed units	Temp accommodation for homeless households	16+	20
Cyrenians – Dispersed units	Temp accommodation for homeless households	16+	31
Cyrenians – Hostel	Temporary Accommodation - 24 hour staffed hostel for homeless men	18-65 male only	15
Cyrenians – Supported tenancies	Temp accommodation for homeless households	16+	16
Horton – Millhaven Mews	Supported accommodation for complex needs	18+ female only	20
Horton - Boldshay/Assisi	Complex needs who are homeless or at risk of homelessness	16+ male only	20
Horton - Grattan	Self-contained flats for people with high needs	16+	23
Horton – Dispersed units	Homeless or at risk of homelessness	16+	67
Langley House – Box Tree Cottage	Hostel for male offenders	Male 16+	14
Horton - New Start in the Community	Supported accommodation for high risk male offenders	Male 16+	19
Centrepoint	Hostel accommodation with 24/7 staff cover	16-25	28
Centrepoint	Self-contained accommodation with 24/7 staff cover	16-25	24
Centrepoint – Dispersed units	Self-contained accommodation with 24/7 staff cover	18-25	24
Bradford Night Stop	Free emergency accommodation in homes of trained volunteers	16-25	N/A
The Bridge Project - Housing First	Housing for complex needs with support	18+	16
Women's Aid	Refuge for women fleeing Domestic abuse	18+ Women	24
No Second Night Out -Discovery House	Short-term accommodation	18+	19
BRICCS	Hospital discharge supported housing for homeless	18+	17
Incommunities	IHM for self-contained units	18+	700 approx
Horton – Dispersed units	IHM for self-contained units	18+	81

Cyrenians - Restart Project	Self-contained accommodation with support for rough sleepers.	18-65 male only	10
Salvation Army - The Orchard Lifehouse	Hostel for single homeless people with low support needs.	18+	40 (men) and 3 (women)
Riverside - Bradford Project	Dispersed units with support for homeless	18-65	61
Riverside – Purlin House	Self- contained supported accommodation for women	18+	13
Hope Housing	Supported tenancies for homeless	18+	17
Anah Project	Temp refuge accomm for BAME & refugee women	16+	10
Claver Hall	Drug and alcohol recovery supported housing	18+ men	4
Beacon House	Hostel for drug and alcohol recovery	18+	44
Beacon House	Dispersed self-contained move on	18+	10
Cyrenians STOP	Dispersed self-contained for offenders	18+	20
My Space	Dispersed self-contained	18+	48
Bridge IT	Dispersed self-contained	18+	32
Homes for Life	Dispersed self-contained	18+	5
Impact Living – Purbeck Court	Dispersed self-contained for young people	18+	48
Cyrenians - MSU	Crash pad and move on for men escaping domestic violence	16+ men	2 crash pad and 12 move on
Inn Churches (Winter Shelter)	Winter Shelter in a different partner church each week.	18+	12
Horton - Floating support	Floating support for temporary accommodation	18+	27
Horton - Floating support	Floating support for multiple needs	18+	232
Langley – Floating Support	Floating support for offenders	18+	58
Centrepoint - Floating Support	Floating support for young people	16-25	70
Women's Aid	Floating support for women	18+	48
Cyrenians	Floating support for single homeless	18+	20

NB - compiled July 2019, information subject to change.