

BRADFORD HOMELESSNESS STRATEGY 2008

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INTRODUCTION

A safe and stable home is the basis from which we, as citizens, are able to participate in the wider world around us.

If this stability does not exist or is disrupted it prevents us from accessing work, education and training opportunities and developing our individual roles as citizens of the wider community.

Homelessness systems are there to support and help individuals and families, to assist with the rebuilding of lives and more importantly to try and prevent homelessness before a home is lost.

The Department of Communities and Local Government (DCLG) is the lead government department for housing and homelessness which helps local authorities to secure a stable situation for homeless people or those at risk of homelessness. The Department also has responsibility for worklessness and the role it can play in bringing stability in the home and the platform this then creates for professional and personal development.

Successive legislation has placed a duty on local authorities to provide support services and appropriate responses for homelessness in their districts. The emphasis is now changing from 'fire fighting' and reactive services, to earlier intervention work, better education and awareness raising of homelessness issues and moving towards providing advice and support at an early stage to prevent vulnerable people and families losing their homes unnecessarily.

Bradford Metropolitan District Council (BMDC) is firmly committed to the delivery of homelessness services and to investment in a wide range of services to tackle and prevent homelessness. Bradford Council has made enormous strides in moving towards a preventative agenda over recent years and now intends to shift even further towards prevention and to the use of a Housing Options service tying in worklessness and homelessness to offer a wide range of services for people at an earlier stage.

Our vision for the district is:

'to provide quality services, delivered in partnership, to support people who are homeless or threatened with homelessness, to access appropriate housing, to settle into the community'.

We aim to do everything possible to realise this vision and the rest of this document outlines our plans to achieve this vision.

OUR PRIORITIES

To take forward the vision the Homelessness Core Group, the multi-agency partnership responsible for planning and developing Homelessness services identified 8 key areas to focus on.

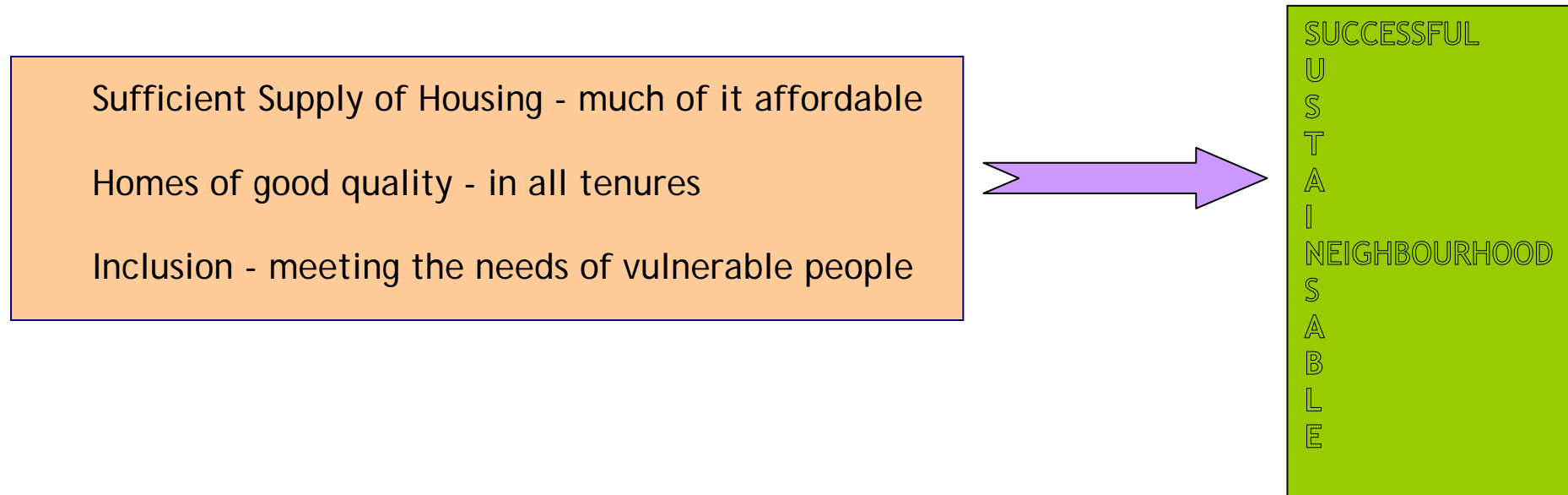
These are:

1. to open up supply and offer choice for people who are homeless or in housing need
2. to reduce the use of temporary accommodation offering more flexible alternatives
3. to ensure that services cater for and acknowledge our communities' diverse needs
4. to develop new performance and quality standards to track our successes
5. to develop better information networks to reduce homelessness
6. reduce the incidence of rough sleeping
7. increase tenancy management and sustainability to prevent homelessness
8. to move all our services towards homelessness prevention and earlier intervention

Each of these is reflected in the strategic action plans which accompany this strategy.

The Housing Strategy overarches the Homelessness strategy and the above priorities fit within the three main housing strategy priorities of Improving Housing Supply; Quality; Inclusion

The strap line of the housing strategy is *sustainable homes within successful neighbourhoods* and this is the context within which the homelessness strategy will be delivered.



The integration of Homelessness and Worklessness work streams will offer a base from which to develop services which do more than react as people present to them.

People experiencing poor housing, rough sleeping and/or homelessness are often disenfranchised from access to employment opportunities, further education and jobs training, as well as to appropriate health care services. By joining up agencies and encouraging earlier intervention, home visiting etc a holistic approach to people's needs can be developed which recognises the 'person', their aspirations and supports them to achieve these.

Partnerships with our Health colleagues in the Bradford District NHS Care Trust, the Bradford and Airedale Primary Care Trust and both Hospital Trusts are strengthening and it's through this that we can ensure better access to health care for those at most risk in our community.

OUR APPROACH

Turning the Key Together (Bradford's Homelessness strategy 2003-2008) introduced prevention as the approach to adopt to make a real and lasting difference to homelessness. We have moved some way towards the preventative agenda as a result but there is still room for further work. What we needed to do was place prevention at the heart of the homelessness agenda. This is what we will do from now and start to make a lasting difference to the lives of vulnerable people facing the prospect of homelessness.

We have been guided in following this approach by the government's strategy, *Sustainable Communities: Settled Homes; Changing Lives* (published March 2005) which sets out government requirements for Local Authorities to recognise the importance of earlier intervention for people and families at risk of homelessness.

The government's intention is for Local Authorities to intervene early in order to break what can be seen as the 'revolving door' of homelessness. Government has backed the legislative and policy requirements with specific programmes and regional support arrangements for local authorities to ensure homelessness is addressed in a preventive manner.

To respond to this challenge Bradford embraces the government guidance and through this strategy lays out how we will achieve further reductions in homelessness and how we will support vulnerable people.

The key aspects of this approach include:

Tackling the wider causes and symptoms that lead to homelessness

Helping more people to move away from rough sleeping

Providing more settled homes

Joining up homelessness and worklessness work-streams to create a housing options approach

THE BRADFORD CONTEXT

Background

Bradford Metropolitan District is a district of contrast. It is made up of two large urban centres; Bradford and Keighley and three smaller towns Shipley, Saltaire and Bingley. In addition, over sixty percent of the district is rural and includes villages such as Wilson, Addingham, Steeton, Silsden and Ilkey. It lies adjacent to Leeds and is bordered by the metropolitan districts of Kirklees and Calderdale and the county of North Yorkshire.

Bradford is the sixth largest city in the UK. The last census data (2001) placed the population at 467,665 however ONS estimates in 2006 indicate much higher numbers closer to 500,000, with recent projections predicting annual growth of 4,000 per year to 2028, making it the fastest growing District outside London.

In common with national trends the population is set to increase in age; however it is predicted to be most significant among younger age groups, within the BME communities and within the most deprived areas of the District, which means services must be able to respond to both these differing needs. Inward migration from Eastern European countries is the highest in the region with more than 8,000 people registered for work at the last count. There is a large south Asian population in the main cities and a steady in migration from India, Pakistan and Bangladesh made up of spouses and other relatives. Bradford is also a partner in the Regional Migration Partnership's public sector contract for the housing of Asylum seekers subject to dispersal. This has led to new communities settling in the area from Iraq, Iran, Ghana, Zimbabwe, Democratic Republic of Congo and other West African countries

There are approximately 202,813 dwellings in the district split between 168,971 in private sector and 33,842 in the social housing sector. Of the 168,971 in the private sector 155,453 are owner occupiers and 13,518 are rental properties. The 33,842 social rented sectors are split between Incommunities as the largest provider of generalist and supported accommodation from what was previously Council housing stock and 10,468 shared between the other RSLs active in Bradford. There are large numbers of 'empty homes' within the district (9610 in 2007) and whilst recognising that there are complex issues surrounding these they are part of the greater picture within Bradford.

The District has a growing economy but which still lags behind UK and regional averages but is predicted to grow significantly over coming years but with growth mainly restricted to unskilled/low skilled jobs.

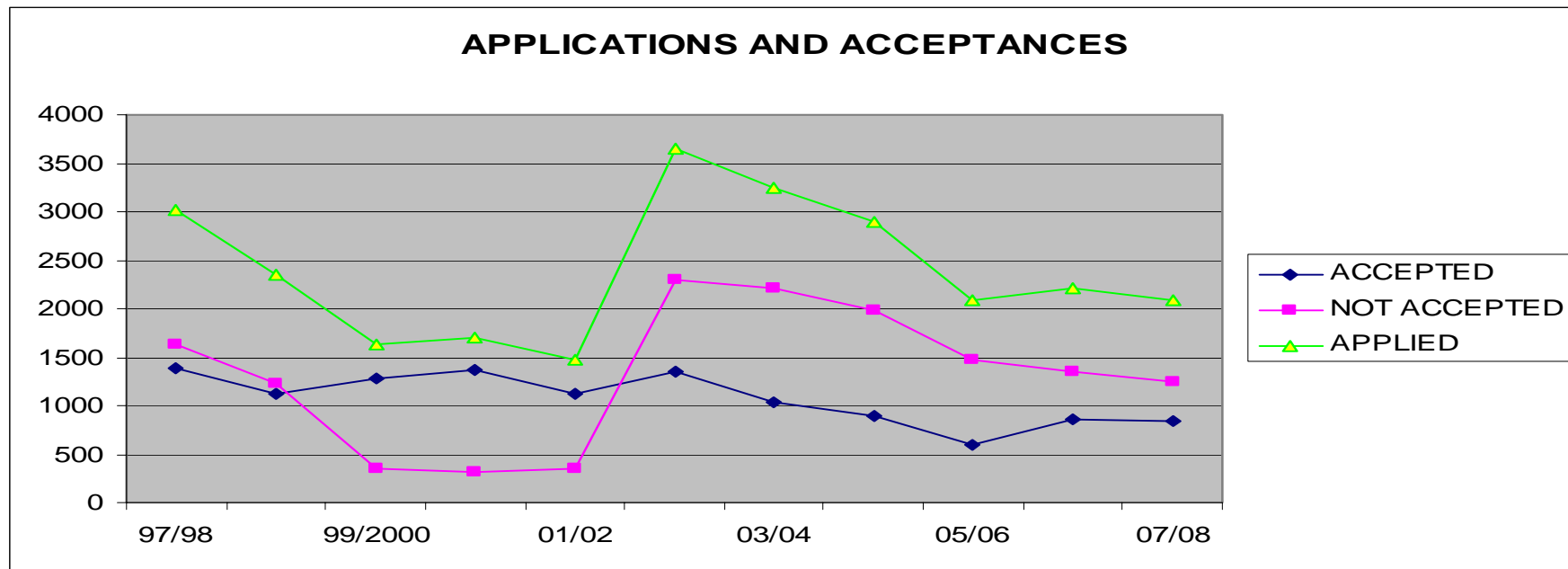
Earnings are however low compared to national and regional averages and the growth in low and unskilled jobs will exacerbate the prevalence of people on low incomes. Currently almost 50% of people in the District have incomes of less than £15,000 (includes un-earned income).

Worklessness and dependency on benefits such as JSA and Incapacity Benefit is a particular issue for Bradford, where significant pockets of worklessness within Bradford push up the average figures for the District.

Homelessness Context

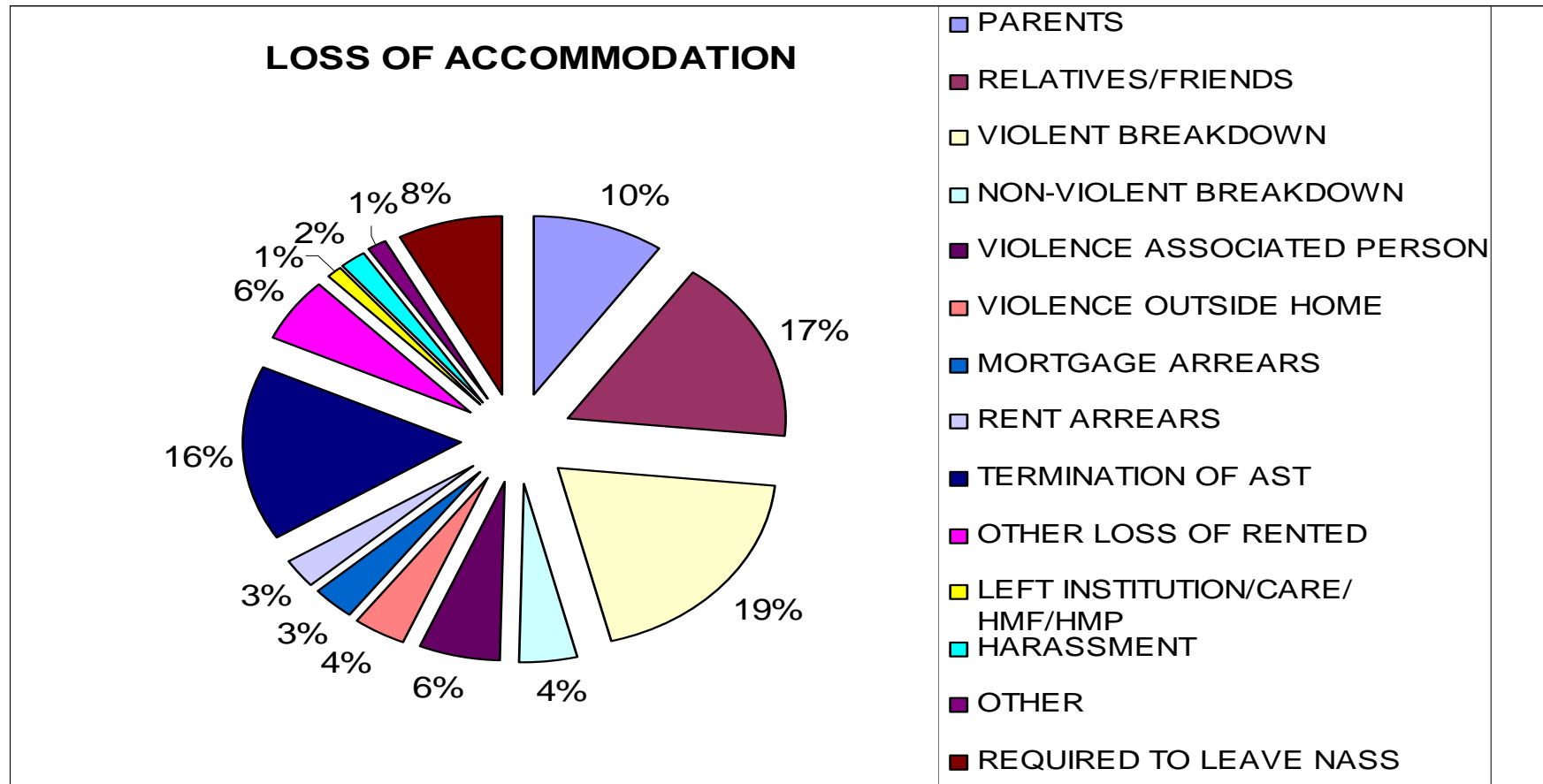
Trends show that over the last decade total presentations declined from over 3000 in 97/98 to just over 2000 in 07/08. Acceptances too declined from almost 1400 to 837.

Diagram: Applications and acceptances



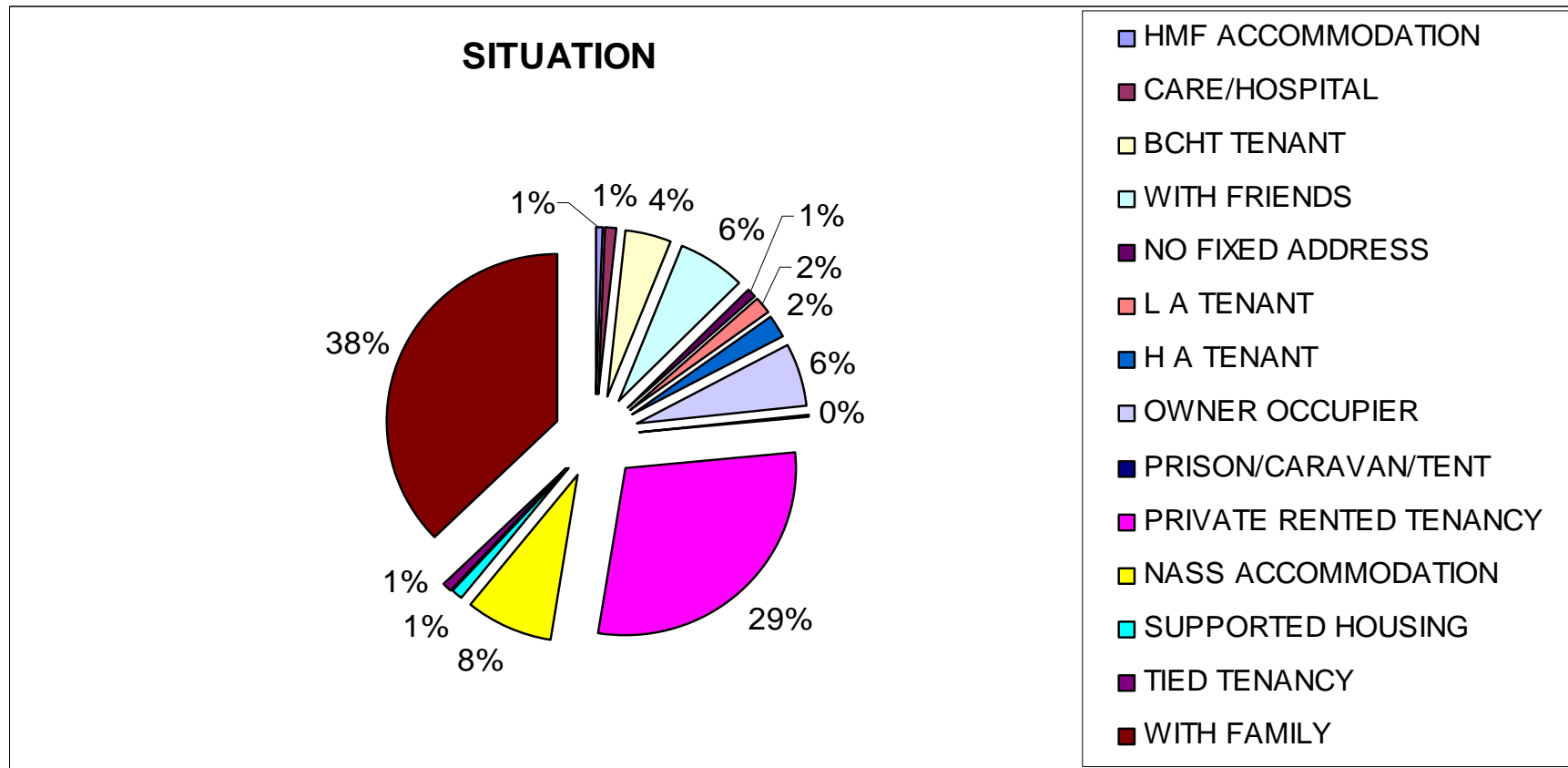
The diagram below shows that loss of accommodation due to violence is a significant issue in the district

Diagram: Loss of accommodation



In terms of the situation of people the diagram below shows those leaving care/hospital and those in private tenancies are at greatest risk.

Diagram: Situation



Rough Sleeping within the district is a potentially serious issue if left unchecked. To supplement the paper count carried out we seek to carry out a physical count in November 2008 and attempt to gauge a truer reflection of the numbers sleeping rough.

Mortgage rescue services are anticipated to be a growth area in the current uncertain economic climate. Existing court desk work provided by partner advice agencies in the not-for-profit sector will be supported and better linked to ensure early intervention. In addition there is a need to explore continuing work with mortgage lenders and the registered social landlord sector to develop new approaches for people at risk of losing their homes.

The Planning Context

The District is changing its wider planning and participation systems. The existing local strategic partnership (LSP) is coming under the leadership of the Local Authority, enabling activity to be better joined up and resourced and the linkages into the Local Area Agreement (LAA) to work seamlessly.

Changes have also occurred in the health planning systems. Until 2006 the district had 4 separate Primary Care Trusts (PCTs) which although positive for locality planning made cross cutting issues like Homelessness difficult to plan. The four organisations have now amalgamated into one PCT covering the district as a whole, ensuring that engagement with health is more streamlined. In addition a joint Director for Public Health has been appointed between the local authority and the PCT which is a positive step towards the acknowledgement of shared issues.

Partnership Working

The district has adopted a multi-agency approach to planning and delivering Homelessness services. The approach has been steered by the Homelessness Core Group (HCG), a well established team made up of representatives from key stakeholder communities in the district, reporting to the LSP. Appendix 1 outlines the group and how it feeds into wider planning systems. The group is currently reviewing its working party structures, in response to changes taking place within the LSP and the newly emerging priorities as well as establishing an open provider fora to ensure a greater shared ownership of Homelessness within the district. This will change the existing structure and is represented in Appendix 2.

The Council recognises the expertise and unique nature of services provided by small and large organisations that contribute towards the needs of vulnerable homelessness people. This includes our health agency Bradford and Airedale Primary Care Trust, Incommunities, our current contractor, local housing providers, advice and advocacy agencies, supported accommodation providers and specialist services in a range of agencies.

Incommunities

Since the transfer of the council housing stock, a number of homelessness services have been delivered on a contractual basis by Incommunities. This includes:

- Housing Advice
- Temporary accommodation
- Homehunter
- Disabled Person's Housing Service (DPHS)

This contract is currently due for renewal and the local authority is using public procurement systems to identify a future provider from 2009.

As our main partner, Incommunities has delivered a quality service across the district and have built on expertise and guidance from CLG and others to develop services.

Successes include:

- Piloting the Rent Deposit scheme in September 2007 for the district as they had already begun opening up the private sector via another local provider Safe Haven. This is now progressing and it is hoped will aggregate properties and the support from local private land lords for the benefit of service users.
- Conducting a pilot for a specific prevention officer role which has been successful particularly for younger people and is being considered for rolling out across the district.
- Restructuring their existing housing advice service creating a Housing Options service which incorporates home visiting using an early intervention model reducing the need for temporary accommodation and maximising resettlement opportunities.

The HCG has not traditionally incorporated a commissioning role however the public procurement exercise being undertaken during 2008/9 to identify a provider for our new homelessness services presents an opportunity to develop this part of the work.

Accordingly the HCG intends to incorporate this role as part of the overall review of planning systems. Strengthening a commissioning function will place the HCG in a position to participate in joint commissioning opportunities with other key areas such as Supporting People (SP), the PCT and the local authority through the Community Funding Unit (CFU). This should allow for the maximisation of funding and help move services towards the strategic priorities of this strategy. It will also allow us to expand quality assurance systems and streamline monitoring arrangements to develop our performance management processes.

Service User Involvement

During the development of this strategy service users were consulted and their comments have been welcomed. Supporting People (SP) is currently working to develop processes for service user involvement and the HCG has actively used outcomes from this to inform focus group needs and target consultation.

Some of the Council's Homelessness grant has been used to support the Bradford Speakout group which is a user led organisation working to develop engagement and involvement systems with services supporting hard to reach homeless people. This project is important and it is expected that this ground work will be built on in coming months to develop better, more appropriate service user networks to help strengthen this strategy and support service users to actively participate in the monitoring and performance management of the action

REVIEW OF HOMELESSNESS & THE CURRENT STRATEGY

During 2007/8 a review of homelessness was undertaken which looked at key successes from the *'Turning the Key Together'*, the district homelessness strategy 2003-08 and also considered trends from the last two years of homelessness data returns. This helped to identify future challenges for tackling homelessness.

The aim of the review was to:

- **Map the current provision of preventative measures**
- **Identify likely future trends in homelessness in the district**
- **Inform the new Homelessness Strategy and Housing Strategy for the district**
- **Review the Turning the Key homelessness strategy and direction of travel**

'Turning the Key Together'. Bradford District Homelessness Strategy laid out our plans for 2003-2008.

Its long term vision was an ambitious one:

'To end homelessness within the District'.

The principles which shaped the action plans within the strategy were focused on what could be achieved in partnership and hence:

Working Together to:

- 1. Develop a deeper understanding of homelessness*
- 2. Preventing homelessness and reducing the damaging effects homelessness has on individuals and groups*
- 3. Tackling the effects of the wider social environment within which homelessness flourishes*

Turning the Key Together has laid the foundations for moving our services towards the preventative agenda set by the CLG in 2002.

The table below set out the main achievements and work in progress together with the implications for the new strategy:

Achievements

<i>Aim</i>	<i>Completed Action</i>	<i>Implications for new strategy</i>
Access to Housing	Homehunter the internet based local choice based lettings system is now firmly embedded in the district and encompasses social housing lettings across all the RSLs in the area. This has opened up access to social housing and continues to be the main vehicle with which the local authority discharges its housing duty for homeless people.	Changing markets mean that pressures have increased on the demand for social housing. To respond better and offer a more sophisticated approach for people accessing housing it is necessary to redesign this service. A full review has been conducted of Homehunter and in future new functions will be incorporated, these will include access to privately rented accommodation and low cost homeownership opportunities.
Opening up Markets	A rent guarantee scheme as noted above has been launched for the district and a lead officer appointed to manage its implementation. Our current contract holder is hosting this service at present which will be developed over the coming year	It is recognised that social housing markets cannot offer the amount of lettings in demand from Bradford residents, therefore a key priority in future years for this strategy will be the opening up of the private sector.
Needs identification	Led by a small group made up of drug & alcohol use treatment agencies and housing providers, new research was undertaken into housing and drugs issues across the city. This was funded via alcohol and drug planning systems in the PCT.	This research is informing the Supporting People (SP) needs analysis work and practically being used to commission new housing services for this most vulnerable client group.
Equality and Diversity	The Equality and Diversity Working Party from the HCG continues to focus on the many differing needs of our wider community. Recent work includes research into the needs of young people and the possibility of an 'out	A move to better information networks and marketing of services should help make access issues easier for all groups needing advice and support.

<i>Aim</i>	<i>Completed Action</i>	<i>Implications for new strategy</i>
	of hours' help-line for those threatened with or who find themselves homeless. The new work in respect of the preventative agenda will offer a conduit for early contact with services which would allow for other interventions such as mediation, counselling and family support projects which should tackle the numbers of young people who may have a call on emergency services.	
Service Users	Working with the Bradford Speakout Group, supporting their empowering approach to the development of service user's voices.	Widening out this work and harnessing the views of other groups of service users and potential service users and using their experiences to inform service delivery is a challenge that must be met in the life of this strategy.

Work in Progress

<i>Aim</i>	<i>Action</i>	<i>Implications for new strategy</i>
Temporary Accommodation (TA)	The use of bed and breakfast facilities (B&B), hostels and other short term lettings continues to be a challenge for the district. Despite an initial drop in TA usage during 2006/7 we have seen a steady increase in 2007/2008 in numbers needing accommodation in short term services. There are a range of factors which have influenced this in the area. Lack of suitable property for 'move on' in the district, increasing acceptances via our main housing advice and homelessness services, the speed in which we have been able to implement prevention work and the need to open up private sector options.	By adopting a multi-faceted approach as set out in the newly developing temporary accommodation action plan we aim to meet the CLG's targets on eradicating the use of B&B for young people and the need to reduce the use overall of temporary accommodation by 50% by 2010. Targets for these are reflected in the action plans for this strategy.
Rough Sleepers	Recent paper counts asking key agencies to take a 'snap shot' of people who have slept rough the night before have revealed an increasing number of people who are	Many people rough sleeping raised secondary issues relating to drug and alcohol usage, physical and mental health needs and lack of knowledge

<i>Aim</i>	<i>Action</i>	<i>Implications for new strategy</i>
	<p>roofless. More than 50 people declared themselves as rough sleeping in the November 2007 count and the more recent March 15 count. This is a matter of real concern and it is planned to conduct a further targeted count in November 2008. Prior to this the Rough Sleepers working party is conducting an intelligence gathering exercise to find out more about where people sleep and other needs which they may have.</p>	<p>regarding emergency services. This strategy recognises that people with drug and/or alcohol problems are some of the most socially excluded in the area. Working with this group in the city is a priority for the new strategy although this will involve imaginative means such as outreach and street work in the first instance.</p>
<p>Information and Access Systems</p>	<p>Information and access systems are not integrated as yet. The Bradford Homelessness Directory was last printed in 2004. A refresh has been undertaken jointly by the SP and Access to Housing teams and this planned to be printed in July 2008. A SP service user's directory is already in print which gives guidance for users on what services are available and how to access them. This guide is available in hard copy and it is planned to upload an electronic version to be incorporated into the Homehunter 'kiosk' systems which will allow service users to access social housing and support systems at the same time.</p>	<p>This will continue to be a priority for this strategy.</p>
<p>Interfaces</p>	<p>It is often in the interface between statutory services that access systems 'fall down'. This is particularly common between Children's services, mental health services and housing. Information sharing protocols can go some way towards smoothing this out and for that reason Housing services have led on reviewing the existing protocols between Social Services Children's division and current contract holder. This is still progressing but already communication is improved. Similar work has created a pilot information protocol between our contract holder and the acute wards in Bradford main mental health hospital</p>	<p>A rollout of this focussing on the interface between Children and Young People's services, offenders service and Housing and the main Hospital trusts will continue to be a priority for this strategy</p>

<i>Aim</i>	<i>Action</i>	<i>Implications for new strategy</i>
	Lynfield mount. This pilot is due to end on March 31 st will enable a 'hospital discharge protocol' to be developed. This should help avoid 'bed-blocking' and facilitate better more planned moves from hospital into the community.	

Overall, '*Turning the Key Together*' has been a successful strategy which has helped our understanding of homelessness across the district.

Key successes include:

- *The impact of Homehunter has ensured better equity of access amongst the diverse communities of Bradford to social housing and cemented partnership working between the main registered social landlords in the district.*
- *The systems review undertaken in 2007 will build on Homehunter, offering a more sophisticated allocations process which will further develop access to housing.*
- *The rent guarantee service opened in late 2007 has enabled access to the private sector as an option for people in housing need. It is our aim that this can be incorporated into future choice based lettings systems increasing the range of services available in one place.*
- *The valuable partnership work between Housing and Drug & Alcohol agencies to identify the housing needs of people with drug and alcohol problems will be further developed. At the point of writing this strategy new opportunities have been made available for the commissioning of services for this vulnerable group via Supporting People grant (SPG) which will start the process of meeting their needs.*
- *Work will continue with regards to the needs of rough sleepers. Support from Government office and CLG means that a full street count will be undertaken in November 2008. It is hoped that we can incorporate some specific 'street work' with this client group prior to that which will further detail their needs.*
- *Information systems and joint protocols are a continuing and key area for development within this strategy.*

Key Headlines from the review

The implementation of the prevention agenda although successful at pilot stage needs to be extended across the district

The not-for-profit sector as a provider of temporary accommodation plays an important role in supporting those outside of the statutory homeless systems but problems with 'move on' are preventing through put and silting up temporary accommodation.

RSL social housing supply is in high demand but there is evidence to suggest that we are not utilising nominations as much as we could

That there is evidence to suggest that there is high number of people who are roofless and/or rough sleeping in the district

That worklessness and poor access to training and education are contributory factors to homelessness

The key challenges that still remain were identified as:

Youth homelessness
Substance Misuse
Rough Sleepers
Economic and social exclusion
Partnership working

Excluded groups including rough sleepers and offenders
Domestic Violence
Mortgage repossessions
Overcrowding/under-occupation

NATIONAL, REGIONAL AND CORPORATE PRIORITIES

Reducing levels of homelessness is a high priority for the Government. Their homelessness strategy, *'Sustainable Communities: settled homes; changing lives'* (ODPM2005), sets out plans for continuing to reduce homelessness and halve the numbers of households in temporary accommodation by 2010. Key aims of the strategy are to reduce homelessness through tackling the wider symptoms and causes of homelessness, prevent homelessness and repeat homelessness, provide support for vulnerable people, tackle rough sleeping, reduce the use of temporary and short term accommodation and provide more settled homes.

In pursuance of this the Government has issued a number of policy briefings with a focus on providing more settled homes, homelessness prevention, domestic violence, youth homelessness, improving the quality of hostels and temporary accommodation, employment and health. Delivery of this policy at the local level is driven by the need to meet national targets. These national indicators (NI) and best value indicators (BVPI) have helped shape the strategy.

<i>Indicator</i>	<i>Description</i>
NI 155	Number of affordable homes delivered (gross)
NI 156	Number of households living in temporary accommodation
BV 202	Number of homeless people sleeping rough
BV 213	Homelessness prevented through housing advice casework

Regional and Sub Regional Priorities

The strategy has also been shaped as a result of regional and sub regional priorities for tackling homelessness. Supporting vulnerable groups is a major priority within the Regional Housing Strategy 2005-2021 which requires local authorities to ensure fair access for vulnerable sections of the community. This homelessness strategy has also taken into account the regional Supporting People approach which focuses on domestic violence and excluded groups.

Local and Corporate Priorities

There are a number of key local documents that influence the delivery of the homelessness strategy. These are:

The Big Plan

The sustainable communities' strategy for the district setting out overarching strategic direction and transformational priorities. Inclusion and Sustainability are cross cutting priorities within the Big Plan

The Housing Strategy

Currently under review, with emerging priorities of:

- New high-quality homes in sustainable neighbourhoods
- Improving the quality of existing homes and neighbourhoods
- Helping people with specific housing needs

The Economic Strategy

Defines the development of the local economy, skills base and economic well being of the district. Worklessness is a strongly emerging theme within the economic agenda and the homelessness strategy places worklessness at the centre of the quest to prevent homelessness

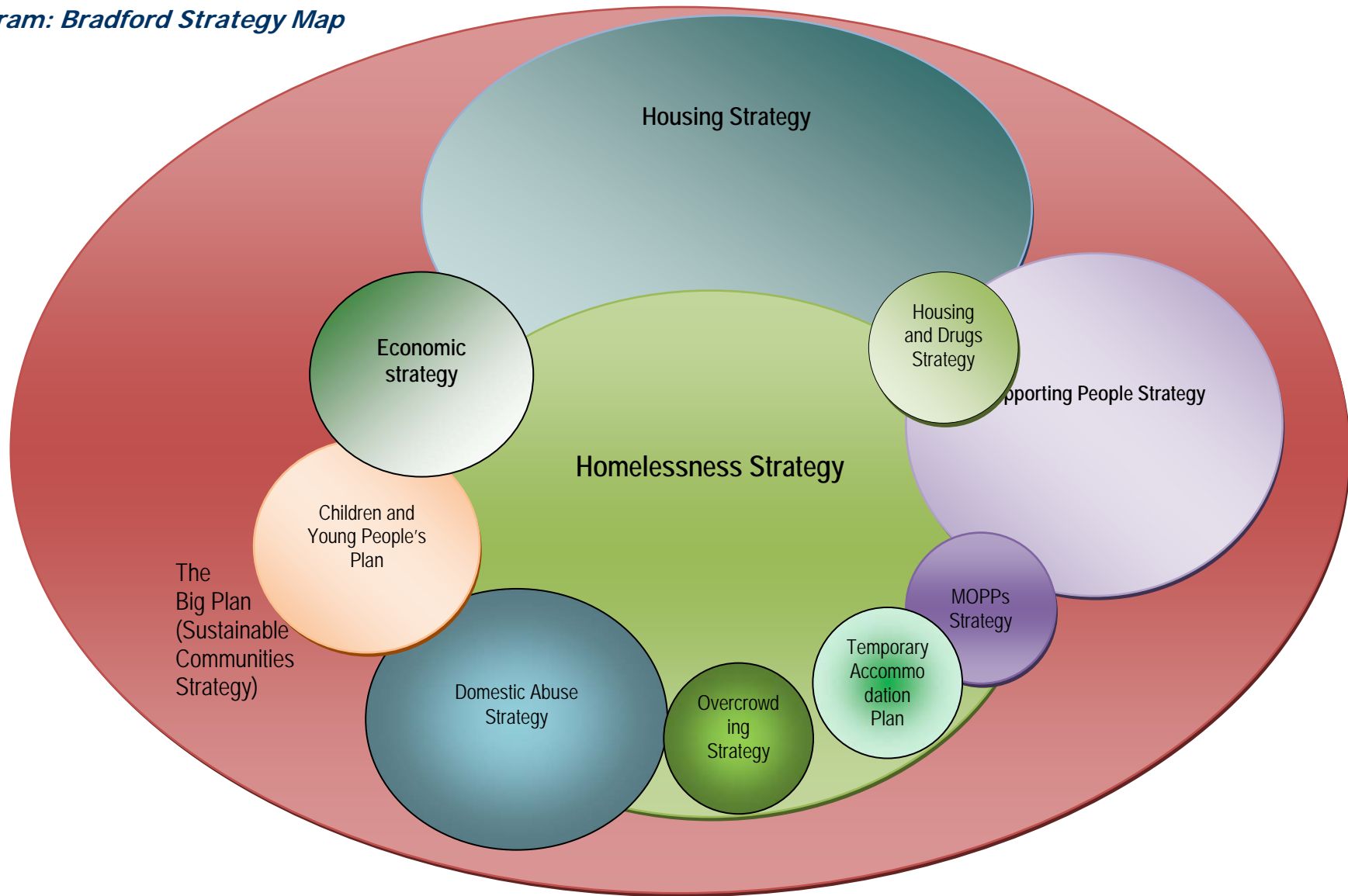
Local Area Agreement

The LAA 2008-11 prioritises key issues from the Big Plan and includes NI154, Net additional homes provided and NI 141- Number of people achieving independent living. These set out the focus for our efforts and link into the work being done through the homelessness strategy.

In addition there are a number of key strategies and action plans which influence and provide the framework for the delivery of this Homelessness Strategy. These are set out in the table below:

Strategy	
<i>Supporting People</i>	Housing related support services are predominately funded from SP grant and are integral to supporting vulnerable clients and preventing repeat homelessness. For our action plans to succeed we need to retain the services we have and build on the quality agenda as laid out in the SP quality framework. At the same time we would seek to influence SP commissioning processes and where possible enter into joint working relationships as it is applicable; such as through service reviews and matched funding. Key trends within the homelessness statistics and rough sleepers' information have been fed into SP developments and will be reflected in their emergent strategy which is due for completion by September of this year.
<i>Move on strategy</i>	Temporary accommodation settings are finding it difficult to move on residents who are ready for independent living. This includes short term services funded by SP grant and the statutory temporary accommodation services and B&B used by current contract holder for homelessness families and singles. Jointly with the SP core Group and the Homelessness Core Group a new Move On Planned Protocol (MOPPS) project has been developed to identify the blockages to move access. This is moving on a pace and by June 2008 there will be a Move On strategy which will action plan the processes needed in the coming months.
<i>Domestic Abuse</i>	The Domestic abuse strategy, produced in December 2007 is another important work stream for Homelessness. Current trends show people experiencing violent relationship breakdown as being the largest cause of Homelessness in the district. This is reflected nationally however it is hoped that the sanctuary scheme, Staying Put can continue to support women in their homes and that the outreach services operated by Women's Aid and the Black Women's Support Project can help woman and their families to resettle once appropriate accommodation is found. We acknowledge too that Bradford has a lack of specialist refuge bed-spaces as per Governmental guidance and we will work with relevant officers to redress this balance.
<i>Drugs and Alcohol</i>	5 Planning systems within the field of Drug and Alcohol services, the Joint Commissioning Group and the treatment plans for the district are important particularly as they relate to people sleeping rough. As raised elsewhere the rough sleepers count demonstrated the need to join up our working practices and showed lack of housing as a major issues for this client group. We will continue to work with the multi-agency planning group, the Housing and Drugs working party and SP (who may act as a funding source) to develop better services for this group and open up housing choices to ensure treatment plans have a chance of success.
<i>Children and Young People</i>	The Children and Young People's plan is working to ensure that the quality of life for the district's children, families and young people is improved and developed. Relative and friends and/or parents no longer being able to accommodate causes homelessness amongst young people in our area. We are working hard with colleagues in children's services and the young person's housing consortium to create better pathways to access housing, raise awareness amongst young people of housing issues and to provide safe secure accommodation for those who can no longer stay at home
<i>Temporary accommodation action plan</i>	Complementary to this strategy is the Temporary accommodation plan which lay out the actions we are taking to reduce the use of temporary accommodation by 50% by 2010. This also includes the abolition of B&B usage for under 18's accepted as statutorily homelessness by 2009/10. To take this plan forward CLG has granted funding for a temporary post in 2008/9 to concentrate on implementation.
<i>Overcrowding strategy</i>	Bradford has been chosen by CLG as part of the new Overcrowding/Homelessness Initiative. In the coming months the new Overcrowding team will develop an overcrowding/under-occupation strategy for the district which will compliment the main targets in the action plans for this overarching strategy.

Diagram: Bradford Strategy Map



HOMELESSNESS STRATEGY PRIORITIES

Eight strategic priorities have been identified by the Homelessness Core Group from the findings of the homelessness review. These priorities were further refined in a strategy action planning day held in February 2008, involving participation from a diverse number of agencies working across the district in a range of disciplines from health agencies, through to the not for profit sector and representation from key Council departments. A CLG sponsored event with the HCG in May 2008 focussing on their 'strategy health check' documentation was also carried out. We value service user support and it was clear from the action planning day that the need is to ensure this commitment is incorporated as a principle in all the action planning process and service delivery.

The table below sets out our overall priorities.

Housing Strategy Priorities	Corresponding Homelessness Priorities	Detail of Priorities
Housing Supply	Increasing supply and offering choice	Opening up the market and specialist services
	Temporary accommodation	Reducing the over use of temporary accommodation related to move on needs and access to supported services
	Diverse needs	Services for young people, those with drug and alcohol problems, women experiencing violence and growing BME communities
Quality	Performance and quality	Ensuring quality frameworks are in place and lines of accountability
	Information networks	Developing appropriate service monitoring arrangements and integration of service users into developing service outcomes
		Ensuring that information and marketing is open and accessible
Vulnerable People	Rough Sleepers	Tackling specialist & secondary causes & establishing numbers
	Tenancy management and sustainability	Supporting vulnerable users in imaginative ways
	Homelessness prevention	Early intervention to support tenants at risk Moving services towards more holistic and earlier intervention

OUTCOMES & ACTIONS

Housing Supply

Increasing Supply and offering choice, Temporary accommodation & diverse need

The development over the next few years of the rent guarantee services to incorporate at a minimum 60 new units of private sector accommodation by 2009/10 for homeless people will support the settlement of people and allow a greater choice of district areas and property configuration.

Early intervention and home-visiting services will reduce the numbers of people needing temporary accommodation

The opening up of private sector alternatives will allow greater choice for vulnerable people who need to live in areas away from harassment, victimisation and the location of drug dealers and peer pressure. This will reduce tenancy breakdown and repeat homelessness at the same time and reduce homelessness acceptances overall.

By creating services which are better known and able to respond quickly we would hope to reduce people's need to be housed temporarily whilst awaiting access to move on or homelessness assessments.

We will meet the CLG's targets for the reduction in usage of all forms of TA by 50% in 2010 and the elimination of the need to house any child. We will develop services that eliminate the need for B&B usage for looked after children by 2009/10, i.e. we will develop services that will eliminate the need for B&B usage for looked after young people at risk by 2009/10. The procurement exercise for homelessness services which is being undertaken in 2008 will include the provision of appropriate housing options services for young people at risk; this will incorporate access to advice and mediation services as well as accommodation which will supplant B&B by 2009.

The outcome of this approach for our service users is more timely interventions and as above less disruption in people's lives.

We acknowledge that for some young people however it is necessary for safety reasons to not remain in their existing living conditions and it is our intention to work jointly with colleagues in the Voluntary sector and Social services to develop services for these vulnerable groups. Board and Lodgings schemes are a possibility as are specialist hostel accommodation. This is an area of work where more information is needed to define the most appropriate responses.

Quality

Performance, quality and Information networks

The creation of clear performance management systems and the provision of reportage mechanisms through the Council's performance management processes and to the Homelessness Core group will allow greater accountability of services. Linkages to SP quality frameworks the development of operational protocols to assist housing access will benefit service users directly in improved services.

Increased training and support for frontline staff delivered in within a multi-agency framework will support shared understanding of services, strengthening partnerships

The completion of the Housing services directory and the addition of the SP service users' directory to Homehunter electronic systems with extend information networks.

The reformation of the HCG and introduction of commissioning systems alongside this should further develop our partnership working. Better partnership working will maximise the use of funding streams and increase overall capacity, whilst acknowledging the wealth of expertise already built up across the many differing agencies working in our area.

Vulnerable People

Rough sleepers, Tenancy sustainment & homelessness Prevention

As detailed above, the last two 'paper counts' for rough sleeping showed an alarming increase in the numbers of people declaring them selves as rough sleeping. Through a combination of undertaking a physical count in November 2008, commissioning some specific work with street sleepers and forging better working relationships with some of the key voluntary sector organisations such as the Bradford Soup Run, the Curry Project, Bradford Day Shelter, the Salvation Army, Bradford Cyrenians and others we would want to extend access to information for rough sleepers.

Outcomes from this would be an overall reduction in rough sleeper numbers but also increased access to services, not just housing but health and treatment agencies for marginalised people.

Closer working with offender agencies, Probations services, specialist offender support agencies to ensure that the housing position of those being released from prison and at risk of offending are better served.

Domestic violence is still the largest cause of homelessness and also repeat homelessness. We would aim to work more closely with the Domestic Abuse Partnership (DAP) to support refuge and sanctuary schemes and develop more outreach services to ensure families subject to violence can access the help they need thereby retaining tenancies and reducing the need to access temporary accommodation.

Recent regional research on the accommodation needs of the gypsy and traveller communities suggests the need for additional pitches for gypsies and travellers and for show people. The local Authority will be developing proposals to address the needs of these communities as part of a coordinated approach involving all local authorities in West Yorkshire during the coming year.

We are committed to move our services towards the CLG's preventative agenda. This means services need to plan for a deliver earlier intervention to prevent people and families losing their existing accommodation. To do this we will ensure that the service specifications for the procurement processes ask for and include the following:

- The creation of a Housing Options Centre
- Prevention officers in post who are able to work peripatetically including home visiting
- Joined up working between the large voluntary sector Housing advice agencies and the Housing Options centre
- Integrated performance monitoring arrangements between agencies providing temporary accommodation and advice services

The above will result in a drop in the numbers of people becoming homeless and also a reduction in the use of temporary accommodation.

The outcome for homelessness people will be less disruption in their lives, greater stability and the retention of a home.

RESOURCING THE STRATEGY

The strength of this strategy and its achievements over the following 5 years will be realised through a combination of the following:

Council Revenue and Capital Funding

Significant resources are allocated to the provision of housing related services. The Councils Corporate Plan sets out the overall investment on Council services and is linked to a three year planning cycle. Within this a sum of £1.7 million has been allocated as base budget funds for both the provision of the homelessness and associated services.

This will be used to move our main services towards the prevention agenda, the creation of the housing options approach and the development of floating support systems to replace existing accommodation housing support.

Homelessness Grant

The Council receives an annual homelessness grant from DCLG of £85,000 this has been agreed for a period of three years from 2007/8.

The grant currently funds the rent guarantee service and will be used in future to further develop this work of opening up supply and choice for people. In addition a proportion of this fund will be used (together with funds identified through savings on the reduction of B&B expenditure) to support the development of homelessness prevention fund which will support small grants for individuals to prevent homelessness. We will use a proportion of homelessness fund monies to develop work with the service user community.

Overcrowding Grant

Bradford has been chosen as a pathfinder area for the CLG's new overcrowding initiative which is linked to homelessness, a sum of £110,000 has been allocated by CLG for the development of this over 2008/9. This new programme will support the development of the district's overcrowding strategy and allow for innovative new approaches to be developed in order to reduce under-occupation in social housing and release property for overcrowded households

Supporting People Funding

For 2008/09 the SP funds supporting services in a variety of settings are:

	£
Domestic Violence	1,141,233
Alcohol Misuse	95,200
Generic	633,840
Homeless Families	554,534
Mentally Disordered offenders	169,153
Offenders	1,001,968
Refugees	194,154
Single homeless	1,596,547
Teen parents	245,763
Young people at risk	1,604,930
Young people leaving care	195,881
TOTAL	7,433,210

Partnership

One of the great strengths of our district is our partnerships. We will build on the commitment from many agencies, statutory, voluntary and privately based to take forward the actions we have prioritised using their staff time, experience, skills and resources. For example, Incommunities has used funding from its charitable foundation to develop the 'About Turn Project' which has been extended from pilot status to full integration across all their housing areas. Should additional monies become available over the life of this strategy then funding these types of tenancy support systems will be a priority.

Department of Health

To compliment the Family Intervention project, the Department of Health has made a new programme available for Council's to develop earlier family work for some of those people most at risk. Bradford has bid into this programme but the results of this are not yet known. If successful it will enable us to 'join up' high, medium and low level wrap around support services.

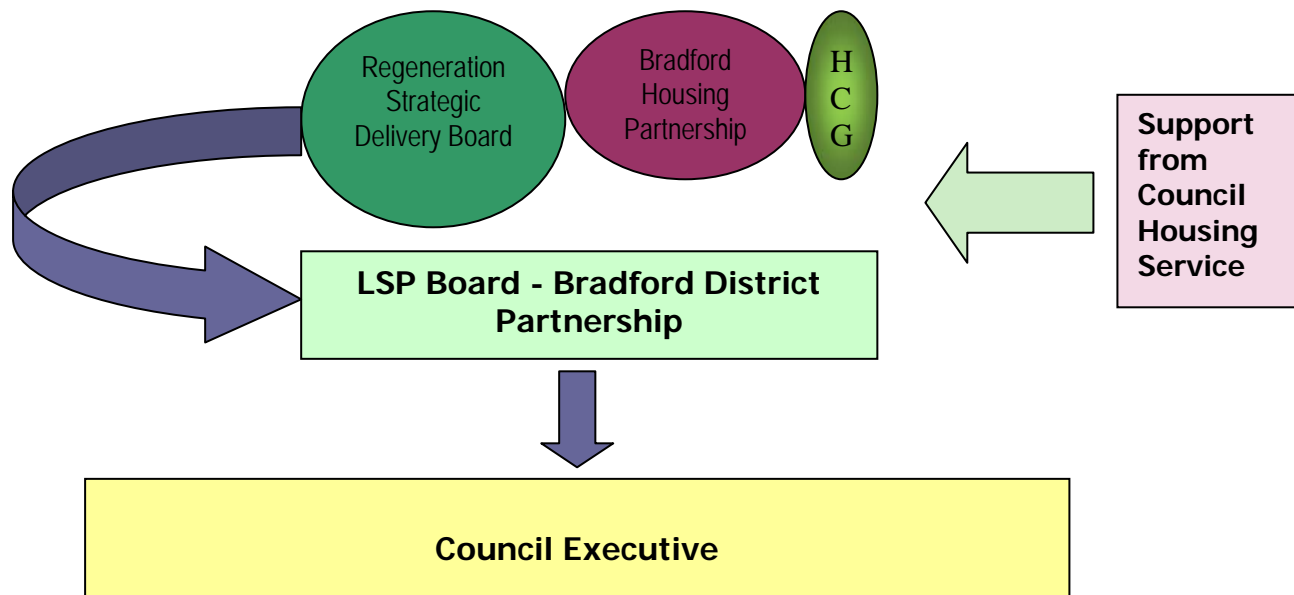
Management Arrangements

The new senior management within the Authority is committed to developing the retained Housing service and strengthening its capacity. The proposed restructure of the service will bring Access to Housing together with other key strategic sections and the creation of a specific team to manage client side needs will formalise performance management and accountability systems. This will increase team capacity and pool expertise.

MONITORING THE STRATEGY AND ACTION PLANS

The Bradford Housing Partnership has overall responsibility for overseeing the progress made in achieving the strategic objectives of the strategy. The Housing Partnership reports to the Regeneration Strategic Delivery Partnership which reports to the LSP Board- the Bradford District Partnership which is accountable to the Council's Executive. A simple diagram below illustrates the strategic reporting process but a more detailed diagram is shown at Appendix 3.

Diagram: Reporting Process



The Access to Housing section of Bradford Council monitors the contract arrangements with our current contract holder and also receives data such as the rough sleepers monitoring forms, the outcome of homelessness reviews and the PIE data which is submitted quarterly to CLG. This data will also be reported via the HCG quarterly.

The HCG is a subgroup of the main partnership and is a well established team made up of representatives from key stakeholder communities in the district. Progress will be reported to the Bradford Housing Partnership and other key strategic bodies such as the Supporting People Core Group on six monthly basis by the chair of the HCG.

The HCG will:

- Receive quarterly reports on this data in the future to better monitor trends and ensure that the actions identified are still key to achieving our vision.
- Restructure to create corresponding working groups mirroring the action plan themes and these will manage the implementation of the strategy. Quarterly reports will be produced for the HCG on progress against the targets
- Retain its key consultative fora and may develop on this to create a wider Homelessness forum.

Throughout the life of this strategy an annual review will be conducted which will be opened out for discussion and development across the wider agency networks. This is to ensure that actions continue to be appropriate, on target and achieving the desired outcomes for people in our area.

Officers of the Local Authority will regularly report performance data for key strategic areas such as the temporary accommodation action plan through to senior officers and members. This is vital if the commitment already shown from politicians is continued and that a broad party of support for the issues are retained.

The CLG has been a source of support and guidance whilst this strategy has been developed. The regional advisor networks and Government Office in Leeds have helped practically to develop our work with the preventative agenda and acted as a 'critical friend' whilst we have worked to identify the gaps in our services. This has been a positive experience and we would hope this can continue in the future. Put this as an acknowledgement at the front of the strategy

HOMELESSNESS STRATEGY ACTION PLANS

Housing Strategy Priority: HOUSING SUPPLY				
<i>Objective</i>	<i>Action</i>	<i>Target</i>	<i>Partners</i>	<i>Responsibility</i>
1. To open up supply and offer choice for people who are homeless or in housing need	a. Develop a rent guarantee scheme to break down financial barriers to private rented sector	Reduction in homelessness acceptances by 10% in 08/09 and 20% by 09/10	Incommunities	Private Sector Initiatives Officer
	b. Homelessness Champions within each RSL identified to ensure Registered Social Landlords active in the district are following Housing Corporation good practise guidance for the development of homelessness services and re-housing of homeless people	Nomination rights to choice based lettings to reach 50% for all providers by 2008/09	RSL's Housing Corporation BHALG	Bradford Council Housing Service
	c. Support women and families experiencing violence to remain in their own homes	Reduction in Temporary Accommodation. Reduction in category by 20% in 08/09 and 40% in 09/10	Domestic Abuse Partnership DV Outreach & Sanctuary Staying Put SPCB Contract holder	Council Access to Housing Manager
	d. Develop overcrowding pathfinder plans and strategy for the district	Baseline for over/under occupation July 08. Strategy completed by	Incommunities Local RSL's Private Sector Housing	Council Access to Housing Managers

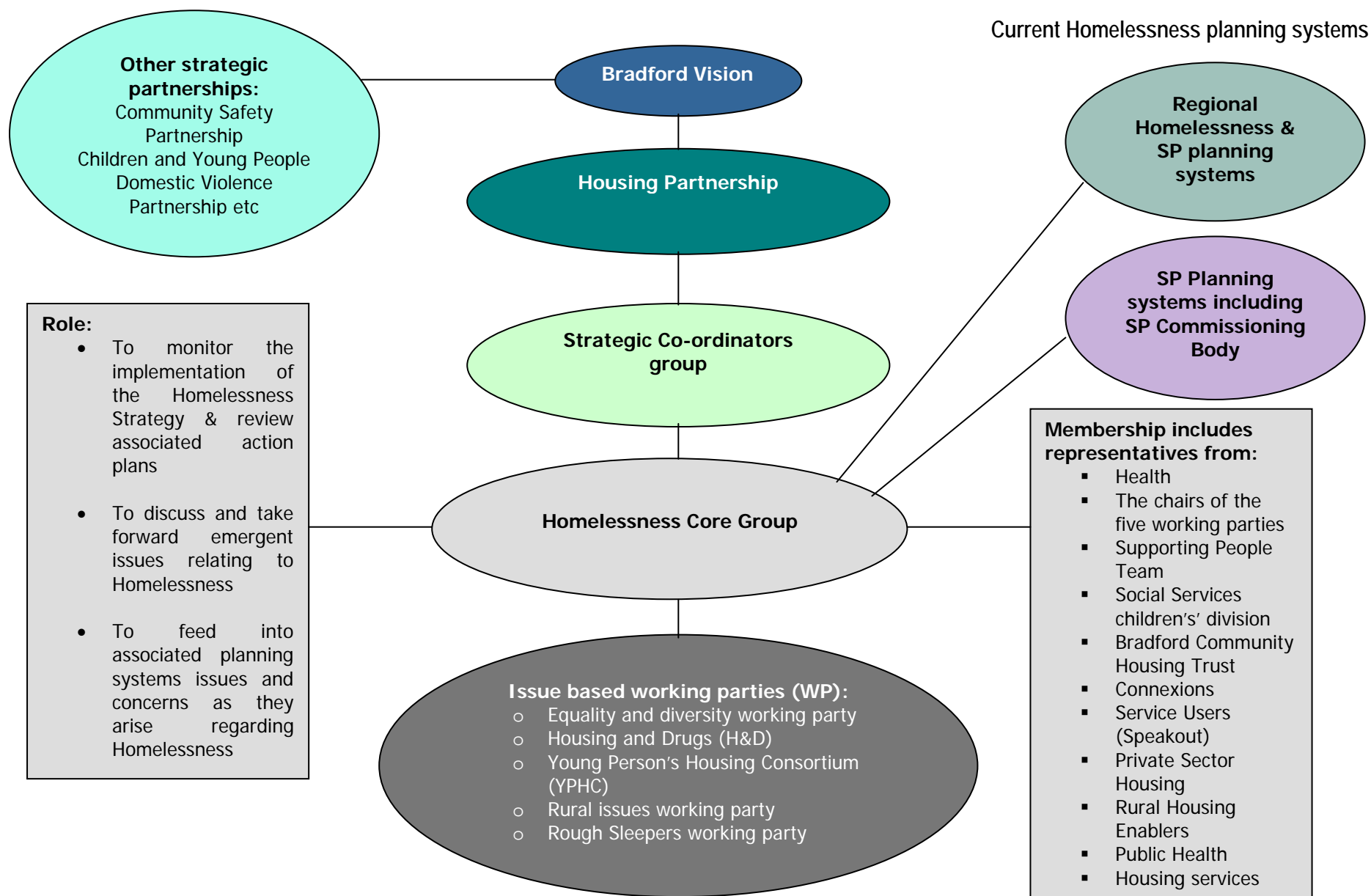
Housing Strategy Priority: HOUSING SUPPLY				
<i>Objective</i>	<i>Action</i>	<i>Target</i>	<i>Partners</i>	<i>Responsibility</i>
	<p>e. Supporting People to increase floating support to reduce tenancy breakdown</p> <p>f. Reduce repeat homelessness by conversion of 30 existing supported housing units within dispersed portfolio to 30 units of floating support</p> <p>g. Explore innovative ways of developing new housing opportunities, empty home usage 'buy back arrangements'</p>	<p>2008/9. Action plan implementation by 2009/10</p> <p>Develop 95 floating support units between September and November 08</p> <p>Conversion by December 08</p> <p>2008/09 ongoing</p>	<p>Advice Services Housing Benefit</p> <p>Voluntary Sector agencies SPCB</p> <p>SPCB</p> <p>Mortgage companies Local RSL's Incommunities Access to Housing Private Sector Housing Homelessness Core Group</p>	<p>Supporting People Manager</p> <p>Council Access to Housing Manager Incommunities Supporting People Manager</p> <p>Council Access to Housing Manager</p>
2. To reduce the use of temporary accommodation offering more flexible alternatives	a. Implement TA Action Plan	Reduction in numbers accessing TA services in line with CLG targets- by 50% in 09/10. Abolition of use of B&B for 16/17 year olds by 2009/10	Contract holder CLG	Council Access to Housing Manager

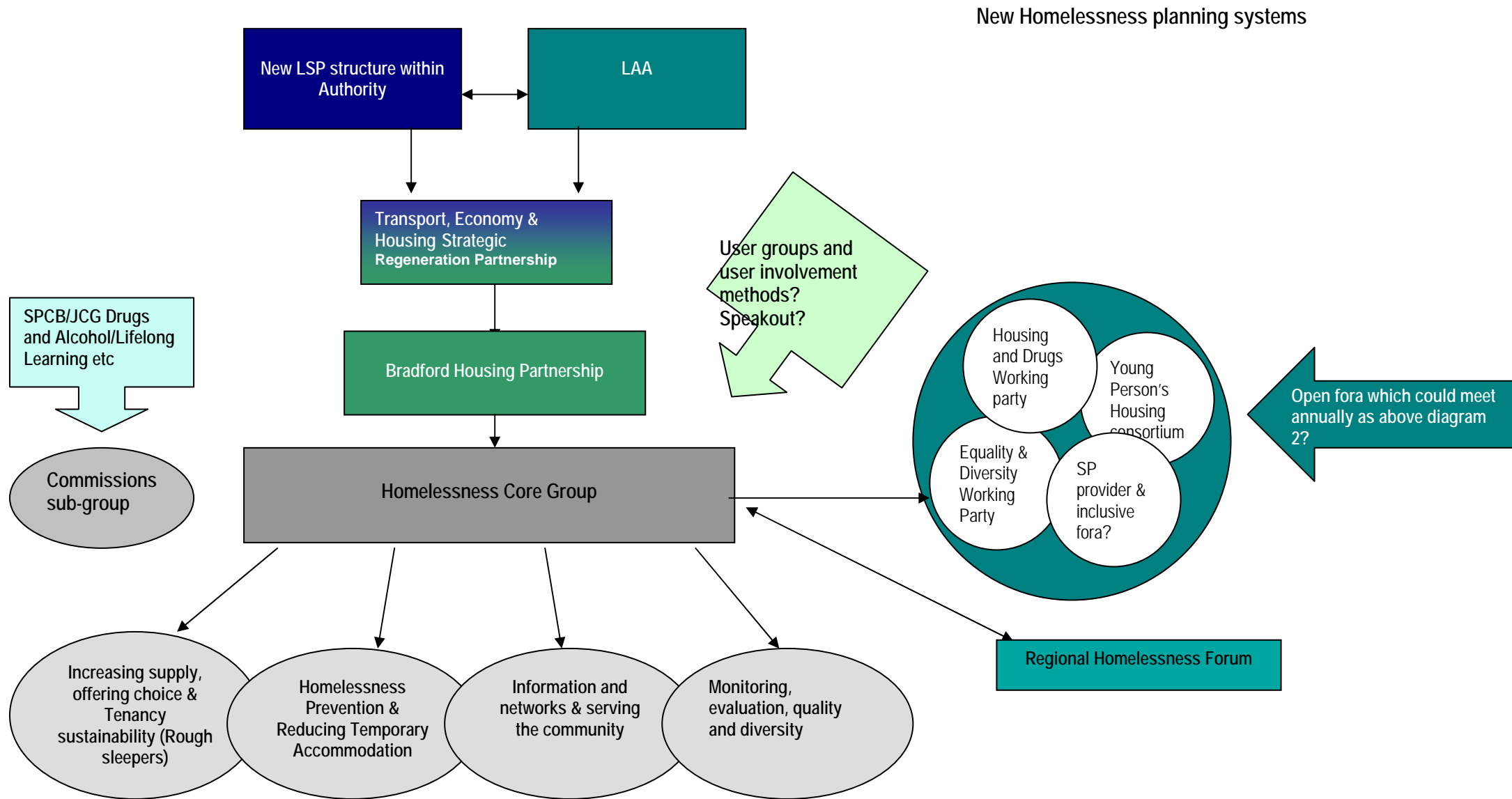
Housing Strategy Priority: HOUSING SUPPLY				
<i>Objective</i>	<i>Action</i>	<i>Target</i>	<i>Partners</i>	<i>Responsibility</i>
	b. Redevelopment of existing local authority temporary accommodation premises	Upgrade in standards and introduction of wider services to include tenancy sustainment and work/training advice services by march 09	Incommunities Housing Corporation Supporting People Contract holder Access to Housing	Council Access to Housing Manager Director of Access to Housing, Incommunities
3. To ensure that services cater for and acknowledge our communities diverse needs	a. Develop joint protocols between services working with young people to ensure they receive a seamless service	Reduction in numbers of young people accepted as homeless during 08/09. Increased take up of mediation service 08/09	Children's Services Supporting People Youth Offending Team Housing Voluntary agencies	Lal Saki our contract holder
	b. Develop appropriate services and access to services for people with drug or alcohol issues	Numbers of people accessing suitable housing in treatment services. Reduction in rough sleeping by 50% by 2009/10. Reduction in homelessness acceptances by 10% in 08/09 and by 20% in 09/10	Voluntary agencies- housing and treatment providers JCG for drugs and alcohol	Drugs and alcohol development officer
	c. Develop protocols for people being discharged from hospital. No one to be discharged without a full housing needs assessment included in the care plan	Reduction in bed blocking. Reduction in homeless acceptances by 10% by 08/09 and by 20% in 09/10	Adult Services Care Trust Incommunities PCT Voluntary agencies- housing and treatment	Council Access to Housing Manager Care Trust Ward Managers

Housing Strategy Priority: QUALITY				
<i>Objective</i>	<i>Action</i>	<i>Target</i>	<i>Partners</i>	<i>Responsibility</i>
4. To develop new performance and quality standards to track our successes	a. Developing universal standards Service protocols	Reduction in homelessness presentations 10% 2008/9 20% 2009/10	Our contract holder Relevant Council departments Offenders services	Access to Housing Manager
5. To develop better information networks to reduce homelessness	a. Produce clear information leaflets on homelessness and housing access	2008/09	Access to Housing team Voluntary agencies- housing and advice Our contract holder Health	Access to Housing Manager
	b. Develop housing support and homelessness service directory	Mid 2008	Supporting People Access to Housing	Supporting People Research Manger
	c. Continuous training and updating for front line staff	Ongoing	Our contract holder Housing and advice based voluntary agencies CLG	Homelessness Core Group
	d. Develop Homehunter to improve its workings	Review during 08/09. new systems in place by early 09	Incommunities RSL's	Homehunter Manager
	e. Development of customer contact centre (Housing Options) and accessible web pages	08/09	Our contract holder Housing and advice based voluntary agencies	Contract holder Homelessness Core Group

Housing Strategy Priority: INCLUSION/MEETING THE NEEDS OF VULNERABLE PEOPLE				
<i>Objective</i>	<i>Action</i>	<i>Target</i>	<i>Partners</i>	<i>Responsibility</i>
6. To reduce the incidence of rough sleeping	a. Undertake full physical street count to identify numbers and needs	Establish baseline of rough sleeper numbers by November 08. Identification of primary needs of client group. Long term target to reduce numbers of rough sleepers by 50%	Police Department of Safer Communities Supporting People	Access to Housing Manager Homelessness Core Group Rough Sleeping working Party
	b. Jointly commission with Supporting People the provision of a pilot street work project	By September 08	SP commissioning body Homelessness Core Group Rough Sleeping working party Housing and Drugs working party	SP Access to Housing
7. Increase tenancy management and sustainability to prevent homelessness	a. Support landlords to manage vulnerable tenants using a flexible responsive approach	Increase in PSH lettings reduction in termination of AST's. Overall reduction in homelessness presentations by 10% in 08/09 and 20% in 09/10	Supporting People Incommunities Voluntary housing and advice agencies Housing services Rent guarantee service	Incommunities Private Sector Initiatives Officer
	b. Develop housing packages to suit individual needs	Increase in tenancies sustained. Reduction in homelessness acceptances by 10% in 08/09 and 20% in 09/10	Incommunities Voluntary agencies Supporting People	Incommunities SP

	c. Develop tenancy sustainability programme for vulnerable people linked to temporary accommodation service	Reduction in repeat homelessness. 20 units trainer tenancies.	Homelessness Core Group Incommunities	Access to Housing Manager Incommunities
8. To move all our services towards homelessness prevention and earlier intervention	a. Create a Housing Options Centre where clients can access: <ol style="list-style-type: none"> 1. employment advice 2. specialist advice (debt, legal etc) 3. education and training 4. health advice 	2009/10	Incommunities Housing DWP Connexions PCT & specialist health agencies Education	Council Access to Housing Manager Access to Housing Director- Incommunities
	b. Develop Homelessness Prevention Fund	08/09	Council Finance	Access to Housing Manager
	c. Extend homelessness data collection needs as per CLG requirements to incorporate key voluntary sector advice providers whilst maintaining agencies' integrity	08/09	Incommunities CHAS Key House	Access to Housing Manager Council Community Funding Unit
	d. Investigate across supported housing sector reasons for exclusions from access. Develop rent guarantee approach to support those with chaotic lifestyles	08/09 decrease in homelessness acceptances and usage of TA 10% and 09/10 20%	Homelessness Core Group SP Core Group SP commissioning body Our contract holder	Access to Housing Manager SP Manager





LA Review & Rough Sleeping Data

Local Authority Review

The tables below detail homelessness statistics from 2006/07 & 2007/08. The rough sleeper data is taken from paper counts which were completed in November 2007 and March 2008.

In 2006/07 Incommunities (formerly Bradford Community Housing Trust (BCHT) made 2279 statutory homeless decisions. This was reduced by 9% in 2007/08. Although it appears that there has been a decrease of applicants owed a full housing duty this figure has in fact increased by 2% in comparison to the total number of applicants. The numbers of those accepted as homeless who do not have a priority need have decreased by 3.4%.

Table 1 - Homeless Applications & Decisions

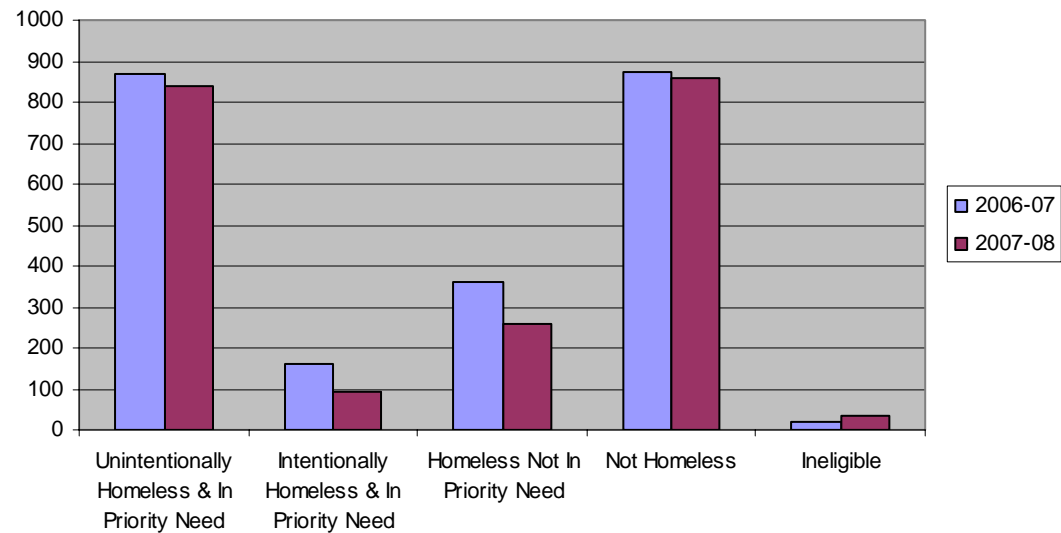


Table 2 - Homelessness Review Decisions

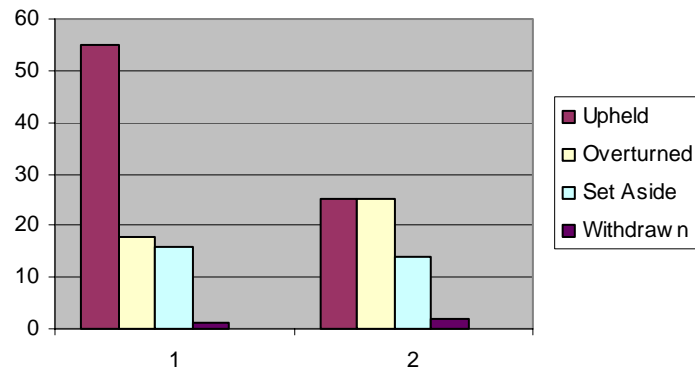


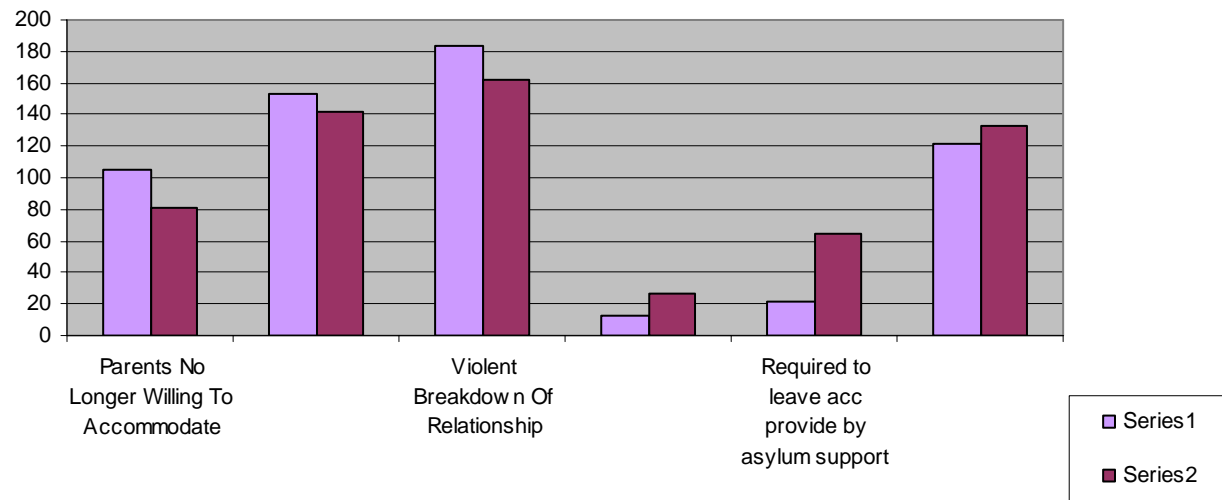
Table 2 demonstrates the reduction in request for reviews in the 2007/08 period from 4% to 3%. Only, 38% of decisions were upheld in 2007/08 as oppose to 61% in 2006/07.

It can be seen from table 3 below that the numbers of applicants presenting as homeless due to relationship breakdown have reduced by 0.6%. Relationship breakdown is still the biggest cause for homelessness. Of the 250 relationship breakdown cases accepted as homeless in (07/08), 86% were due to violence.

There has been a 33.8% increase in people being asked to leave NASS accommodation. This is due to the CRD program.

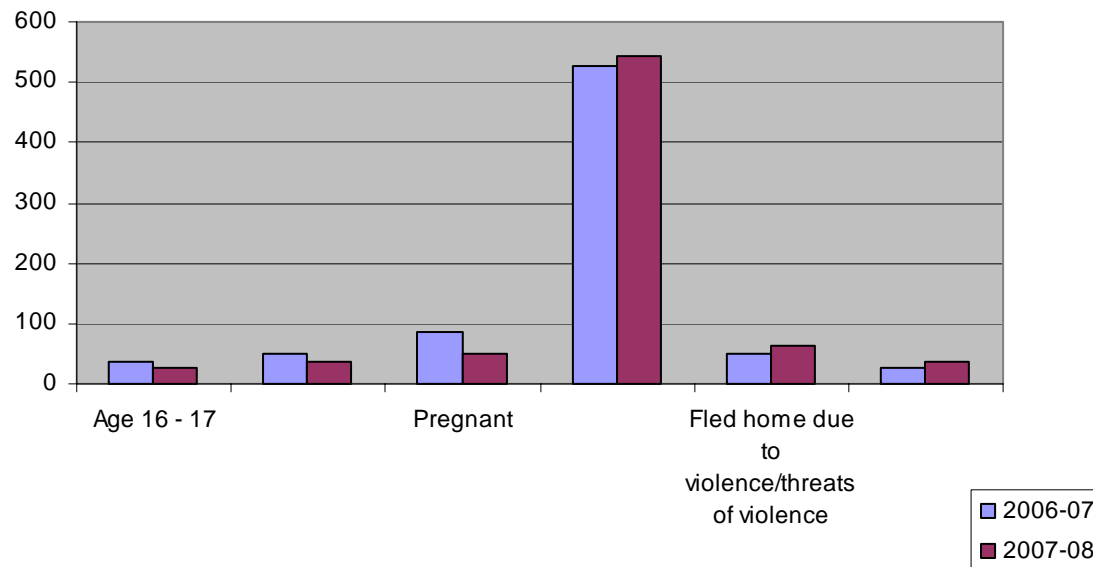
Mortgage arrears as a cause of homelessness have increased by 50%.

Table 3 - Main Causes Of Homelessness



It should be noted that parents no longer willing to accommodate has reduced by 3%. This reflects the reduction in acceptances of the 16-24 age group. Incommunities formerly (Bradford Community Housing Trust) have piloted a project to prevent homelessness in young people. this began on the 1.5.07. Of 161 young people approaching the Housing Advice Centre a homeless application was only taken from 3%.

Table 4 - Reason for Priority Need



The ages of priority need acceptances show that there have been increases in the 25-44 and 45-59 age groups. This could be attributed to the increase in applicants with dependent children those fleeing home due to violence and an increase in mental health issues.

Those accepted priority need due to pregnancy have reduced by 4%.

Rough Sleeper Data Paper Count

In November 2007 a paper count was actioned in the Bradford district. This was followed by another paper count in March 2008 which resulted in a notable reduction in numbers of rough sleepers. However, there was a 42% reduction in returns.

In March 2008 77.8% of rough sleepers were White British as oppose to 66.67% in November 2007. In both counts 27% of rough sleepers were White British Females.

A physical count is to be held in November 2008 to gain insight into an accurate view of rough sleepers in the Bradford District.

Table 5 - By Gender & Age Group - Nov 07

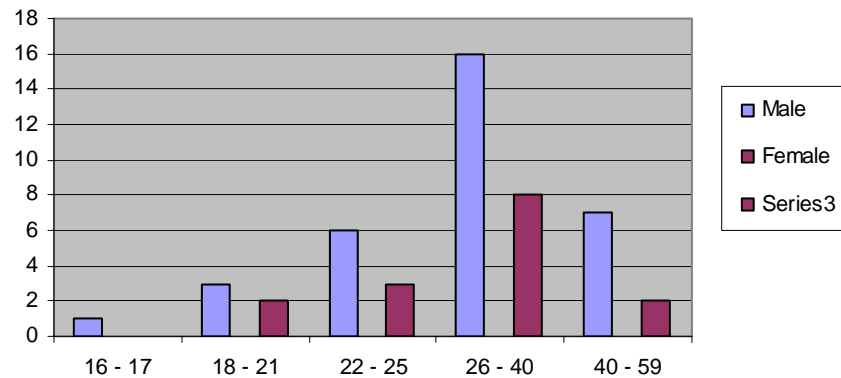
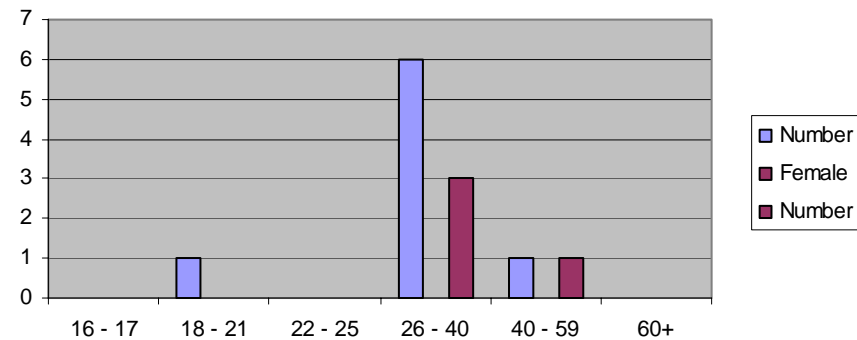


Table 6 - By Gender & Age Group - March 08





HOMELESSNESS STATISTICS
ANNUAL REPORT 2007/2008

HOUSING ACCESS AND ADVICE

MAY 2008

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1. HOUSING ADVICE SERVICE

Table 1. All Applicants Utilising the Housing Advice Service.

	Prevention Cases	General Apps	Total Applicants
Bradford	1182	1110	2292
Keighley/ Shipley	756	1054	1810
Total	1938	2164	4102

1. During the year, a total of 4102 applicants used the Housing Advice Service. This total is households requiring advice and assistance only, and does not include applicants requiring a full assessment under the homeless legislation.

Table 2. Advice Categories – Homeless Prevention Case Work Totals

PREVENTION – TOTALS					
	KEIGHLEY	SHIPLEY	BRADFORD	TOTAL	%
PRIVATE TENANCIES	172	44	489	705	36
DEBT AND BENEFITS	48	17	46	111	6
HOUSING	26	6	19	51	3
MEDICAL	12	2	16	30	2
ASYLUM AND REFUGEE	4	1	25	30	2
RELATIONSHIP BREAKDOWN LEADING TO HOMELESSNESS	263	91	369	723	37
HARASSMENT, VIOLENCE AND NUISANCE	50	3	62	115	6
APPLICANT NEEDED HOMELESS ASSESSMENT	15	2	156	173	9
TOTAL	590	166	1182	1938	

1. The largest subject group was advice casework on relationship breakdown at 37% or 723 cases. The biggest group within this subject was family breakdowns at 457 cases. As well as breakdowns within the family unit, this includes breakdowns from living with friends or within relationships.
2. The second largest group was private tenancy issue at 36% or 705 cases. The biggest subject group within this was applicants who were served with a Notice to Quit.

Table 3. Breakdown of Advice Categories – Homeless Prevention Case Work

ADVICE CATEGORIES					
	KEIGHLEY	SHIPLEY	BRADFORD	TOTAL	%
PRIVATE TENANCIES					
• Affordability	30	8	40	78	4
• Disrepair	22	4	39	65	3
• Illegal Eviction	5	0	13	18	1
• Notice To Quit	76	23	307	406	21
• Overcrowding	33	9	76	118	6
• Possession Order	6	0	14	20	1
DEBT AND BENEFITS					
• Debt (not rent arrears)	2	1	4	7	0
• Mortgage Arrears	21	10	18	49	2
• BCHT/Incommunities Rent Arrears	1	0	5	6	0
• Private Rent Arrears	21	4	9	34	2
• H A Rent Arrears	1	1	5	7	0
• Bankruptcy	2	1	5	8	0
HOUSING					
• Homehunter	24	5	12	41	2
• Sale of Owned Property	2	1	7	10	0
MEDICAL					
• Medical Needs	7	2	12	21	1
• Hospital Discharge	5	0	4	9	0
ASYLUM AND REFUGEE					
• Asylum Seeker	3	1	25	29	1
• A8 National	1	0	0	1	0
RELATIONSHIP BREAKDOWN LEADING TO HOMELESSNESS					
• Family Breakdown	152	72	233	457	23.5
• Friends Breakdown	24	5	60	89	4.5
• Released from Prison	5	0	7	12	0
• Relationship Breakdown	76	12	63	151	8
• Discharge from HMF	1	0	2	3	0
• Independent Living Required	5	2	4	11	0
HARASSMENT, VIOLENCE AND NUISANCE					
• Landlord Harassment	3	0	4	7	0
• Nuisance – All Tenure Types	15	1	22	38	2
• Racial Harassment	1	0	3	4	0
• Violence Inside Home	20	0	19	39	2
• Violence Outside Home	11	2	14	27	1
APPLICANT NEEDED HOMELESS ASSESSMENT					
	15	2	156	173	9
TOTAL	590	166	1182	1938	

Table 4. Homeless Prevention Case Work – Applicants by Ethnicity

	KEIGHLEY	SHIPLEY	BRADFORD	TOTAL	2001 Census
White/European	540	51	749	1440 (74%)	78%
Pakistani	13	2	215	230 (12%)	14.5%
Indian	0	1	12	13 (1%)	3%
Bangladeshi	3	0	25	28 (1%)	1%
Other Asian	4	3	54	61 (3%)	.5%
African/Caribbean	5	1	54	60 (3%)	2%
Other	3	3	26	32 (2%)	1%
Refused	22	5	48	75 (4%)	
TOTAL	590	166	1183	1939	

Table 5. Homelessness Prevention Casework – Household Make-Up

	KEIGHLEY	SHIPLEY	BRADFORD	TOTAL	%
2 Adults	23	5	17	45	2
Couple 1-2 Children	52	15	113	180	9
Couple 3+ Children	28	6	87	121	6
Childless Couple	8	2	29	39	2
Elderly Couple	5	0	1	6	0
Pregnant Couple	12	8	9	29	1
Extended Family with Children	15	4	31	50	3
Elderly Single	16	1	14	31	2
Single Pregnant	19	15	34	68	4
Single 1-2 Children	129	46	241	416	21
Single 3+ Children	30	7	82	119	6
Single Person	225	54	506	785	40
Under 18 Single	27	3	18	48	2
Single with Carer	1	0	1	2	0
TOTAL	590	166	1183	1939	

Table 6. Homeless Prevention Casework – Reasons why Cases Were Closed.

	KEIGHLEY	SHIPLEY	BRADFORD	TOTAL	%
Accepted BCHT/Incommunities Tenancy	32	13	19	64	4
Bidding on Homehunter	116	28	99	243	14
Can Remain in Family Home	16	5	108	129	7
Accepted HA Tenancy	0	0	5	5	0
Moved Out of Area	8	0	11	19	1
Moved into Family Home	5	7	3	15	1
Other Accommodation	34	7	49	90	5
Needed Homeless Assessment	116	23	433	572	32
Found Private Tenancy	39	12	29	80	4
Refused Offer from Homehunter	3	0	2	5	0
Referred to Social Services	1	0	5	6	0
Accepted Supported Tenancy	10	2	12	24	1
Gone Away – Unknown	35	7	96	138	8
Remained in Original Property	126	59	218	403	22
TOTAL	541	163	1089	1793	

Table 7. Homelessness Prevented by Intervention Casework

	Keighley	ShIPLEY	Bradford	TOTAL
Applicants assisted with homeless prevention casework	590	166	1183	1939
Applicants who applied as homeless at a later date	4	0	4	8
% who applied as homeless	.5%	0%	0%	.5%

1. The CLG definition of preventing homelessness is whether the applicant requested a homeless assessment within 6 months of the date of the preventative case being closed. Over the district, homelessness was prevented due to casework in 99.5% of cases.

Table 8. Applicants Given General Assistance and Advice - Ethnicity

	KEIGHLEY/ SHIPLEY	BRADFORD	TOTAL	%
White/European	980	933	1913	88
Pakistani	51	128	179	8
Indian	0	1	1	0
Bangladeshi	23	41	64	3
Other Asian	0	1	1	0
African/Caribbean	0	6	6	1
Other/Not Stated	0	0	0	0
TOTAL	1054	1110	2164	

1. There were 2164 applicants who were given general advice on issues as seen below. The largest group were of White/European descent at 88% of all applicants. These applicants did not require detailed casework and as such are reported on separately.
2. Some applicants were assisted on several issues at the same time, hence the higher totals in the table below.

Table 9. Applicants Given General Assistance and Advice

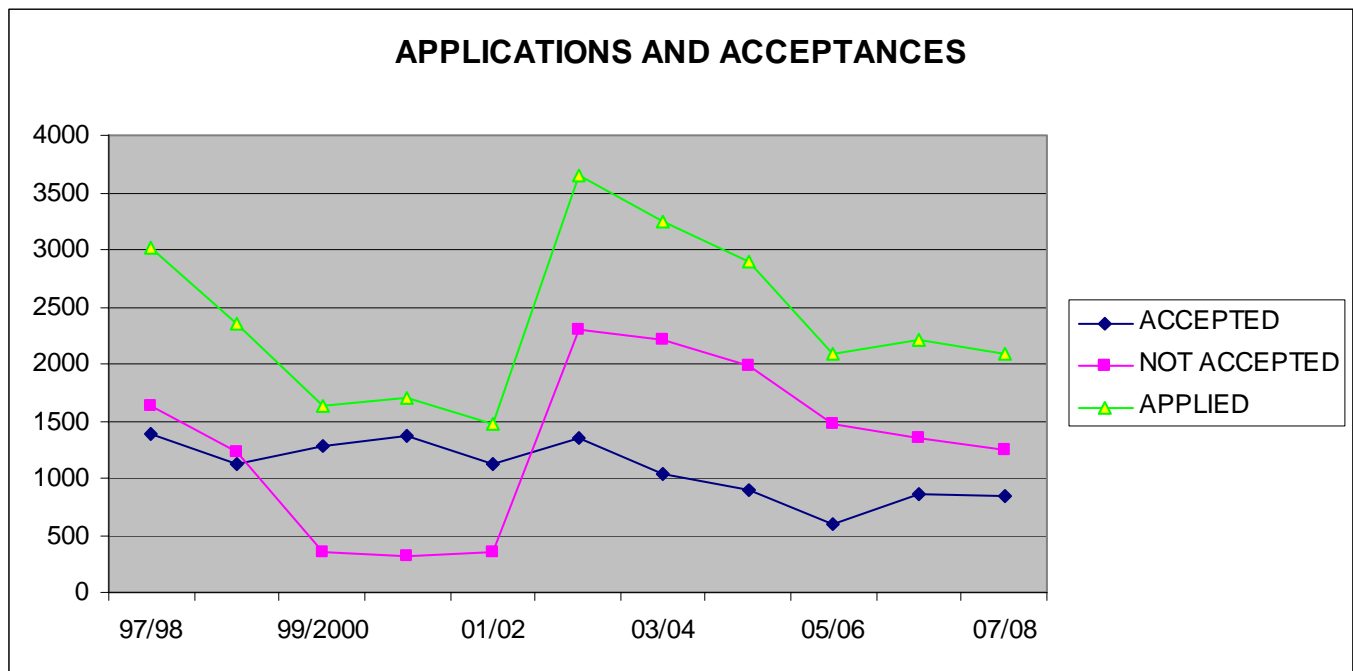
	KEIGHLEY/ SHIPLEY	BRADFORD	TOTAL	%
NTQ	64	35	99	3
Landlord Issues	29	38	67	2
Debt	14	5	19	1
Rent Arrears	21	19	40	1
Eviction	21	27	48	1
Disrepair	18	23	41	1
Overcrowded	88	25	113	3
General Advice	434	710	1144	32
Homeless Application Taken	42	85	127	4
Medical/DPHS	18	9	27	1
Relationship Breakdown	57	42	99	3
Family Breakdown	7	9	16	1
Violence – Inside Home	32	9	41	1
Violence – Outside Home	14	3	17	1
Friends Breakdown	10	10	20	1
Racial Harassment	0	0	0	0
Nuisance	12	2	14	0
Social Services/Children Act	1	1	2	0
Asylum/Habitual Residence	6	12	18	1
Homehunter	549	411	960	27
Housing Benefit	9	6	15	1
Mortgage Arrears	11	14	25	1
Hospital Discharge	5	3	8	0
A S B	6	7	13	0
Housing Association	54	106	160	5
Roofless Applicant	34	126	160	5
Registration on Homehunter	23	225	248	7
HOMES/Move to Other Area	1	2	3	0
TOTAL	1580	1964	3544	

2. HOMELESSNESS DISTRICT TRENDS

Table 10. Applications and Acceptances.

	97/98	98/99	99/2000	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
ACCEPTED	1386	1116	1286	1377	1125	1351	1038	903	603	868	837
NOT ACCEPTED	1629	1233	351	318	349	2299	2203	1983	1480	1350	1243
TOTAL	3015	2349	1637	1695	1474	3650	3241	2886	2083	2218	2080

Figure 1. Trends in Applications and Acceptances.



1. The number of households presenting as homeless dropped slightly this year, by 138 or 6%. Acceptances also decreased by 4%, a drop of 31 households.
2. Of the 2080 households presenting, 837 or 40% were accepted as homeless.

Table 11. Summary of Assessment Decisions.

DECISION	NUMBER OF DECISIONS	PERCENTAGE OF TOTAL
PRIORITY NEED/ ACCEPTED	837	40%
INTENTIONALLY HOMELESS	92	4%
NON-PRIORITY/ NOT ACCEPTED	258	12%
NOT HOMELESS	859	41%
INELIGIBLE/ NOT HOMELESS	34	2%
TOTAL	2080	100%

Figure 2. Analysis of Assessments by Decision.

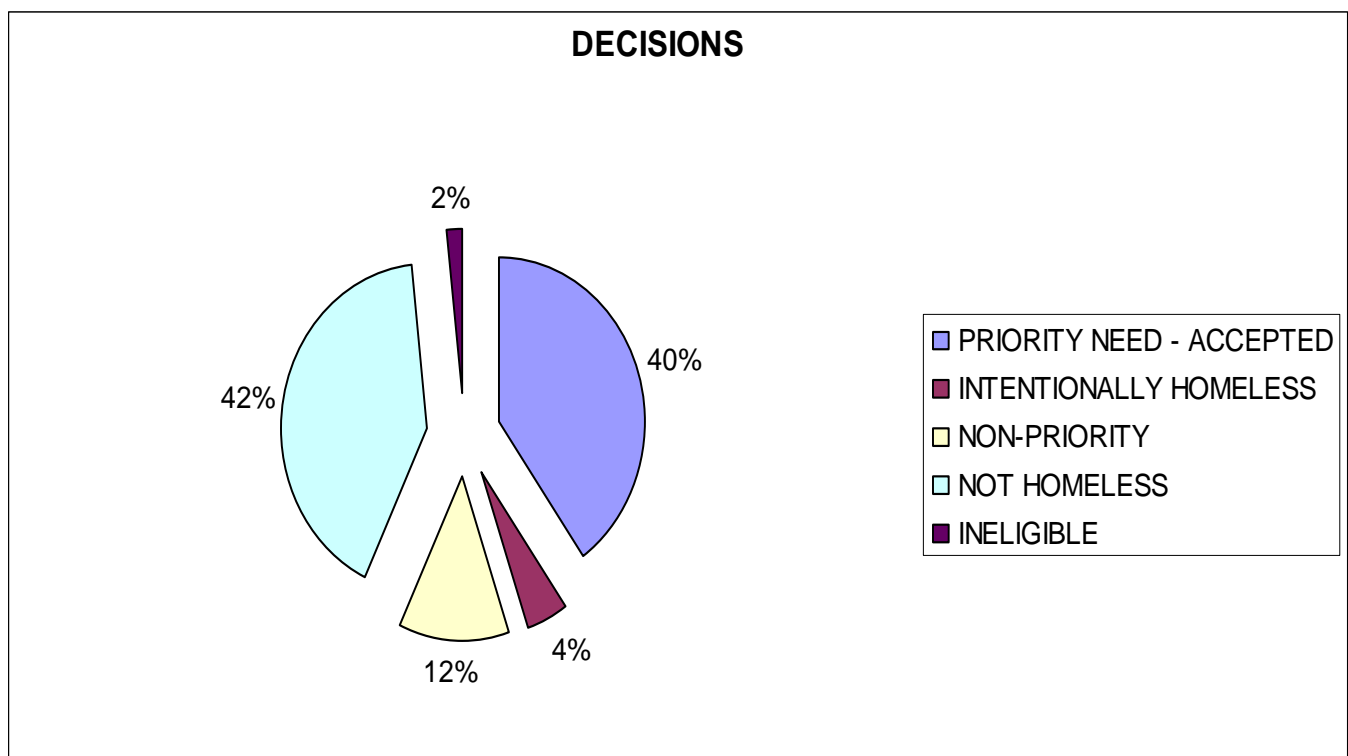


Table 12. Applications and Acceptances

	Applications	%	Not Accepted	%	Accepted	%	Acc' as a %age of app's by area
KEIGHLEY	438	21	233	19	205	24	47%
SHIPLEY	752	4	36	3	39	5	52%
BRADFORD	1567	75	974	78	593	71	38%
TOTAL	2080		1243		837		

Table 13. Applications by Ethnicity.

	Applications	%	Not Accepted	%	Accepted	%	As %age of accepted app's by each BME Category
White	1493	72	917	74	576	69	39
African/ Caribbean	138	7	64	5	74	9	54
Indian	35	2	19	2	16	2	46
Pakistani	250	12	146	12	104	12	42
Bangladeshi	63	3	35	3	28	3	44
Other Asian	44	2	29	2	15	2	34
Not Stated	39	2	26	2	13	2	33
Other Racial Mix	18	1	7	1	11	1	61
Total	2080		1243		838		

Figure 3. Ethnicity of Applicants

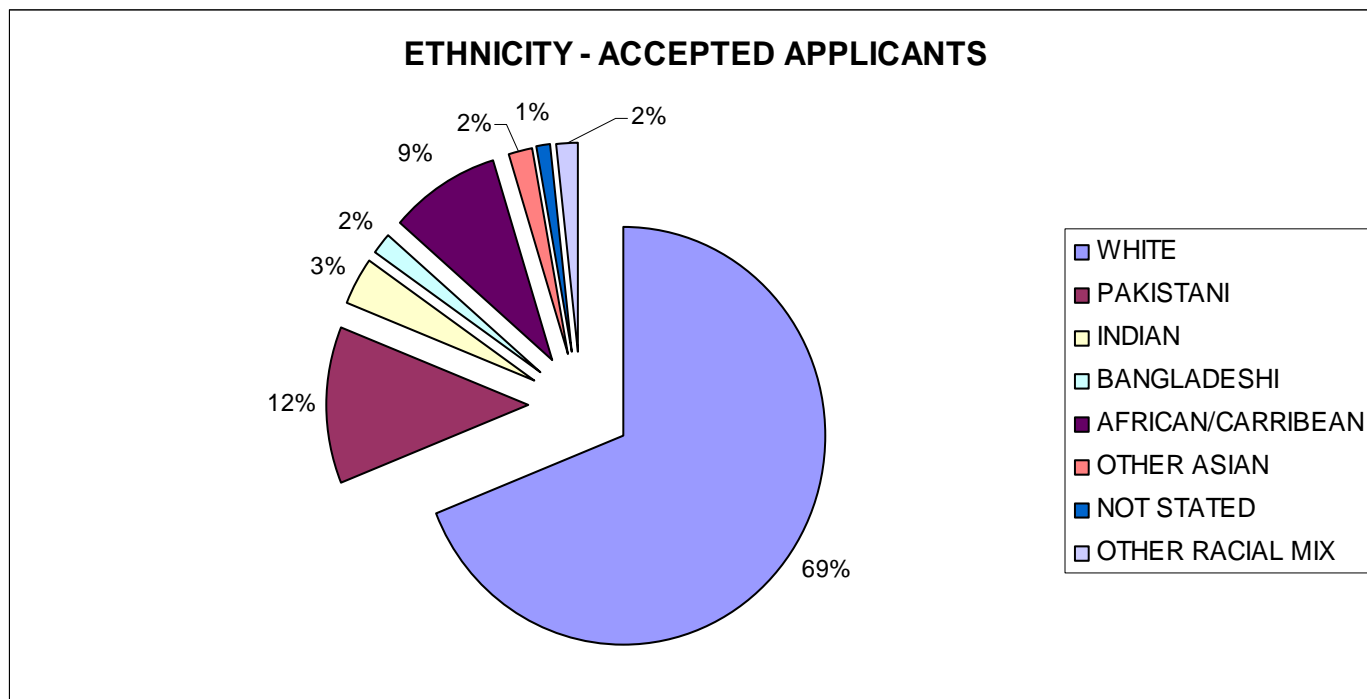


Table 14. Summary of Destination from Closed Cases.

	KEIGHLEY	SHIPLEY	BRADFORD	2007/2008 TOTAL		2006/2007 TOTAL	
				Count	Percentage	Count	Percentage
BCHT/Incommunities/ L.A. TENANCY	96	16	182	294	47%	274	43%
H.A. TENANCY	13	3	40	56	9%	74	12%
UNKNOWN ADDRESS	9	2	33	44	7%	59	9%
OTHER ACCOMMODATION	0	0	14	14	2%	13	2%
RETURNED TO ORIGINAL ADDRESS	8	0	22	30	5%	27	4%
PRIVATE RENTED	12	5	45	62	10%	56	9%
REFERRED TO ANOTHER L.A.	0	0	2	2	0%	6	1%
REFUSED OFFER	10	5	92	107	17%	108	17%
SUPPORTED TENANCY	2	1	16	19	3%	15	2%
TOTAL	150	32	446	628		600	

1. Of the 837 accepted cases, 628 or 75% were closed within the year.
2. The largest group, 294 or 47% accepted a BCHT/Incommunities tenancy.
3. 107 or 17% of applicants had their case closed due to refusing an offer from Homehunter.

Figure 4. Destination from Closed Cases.

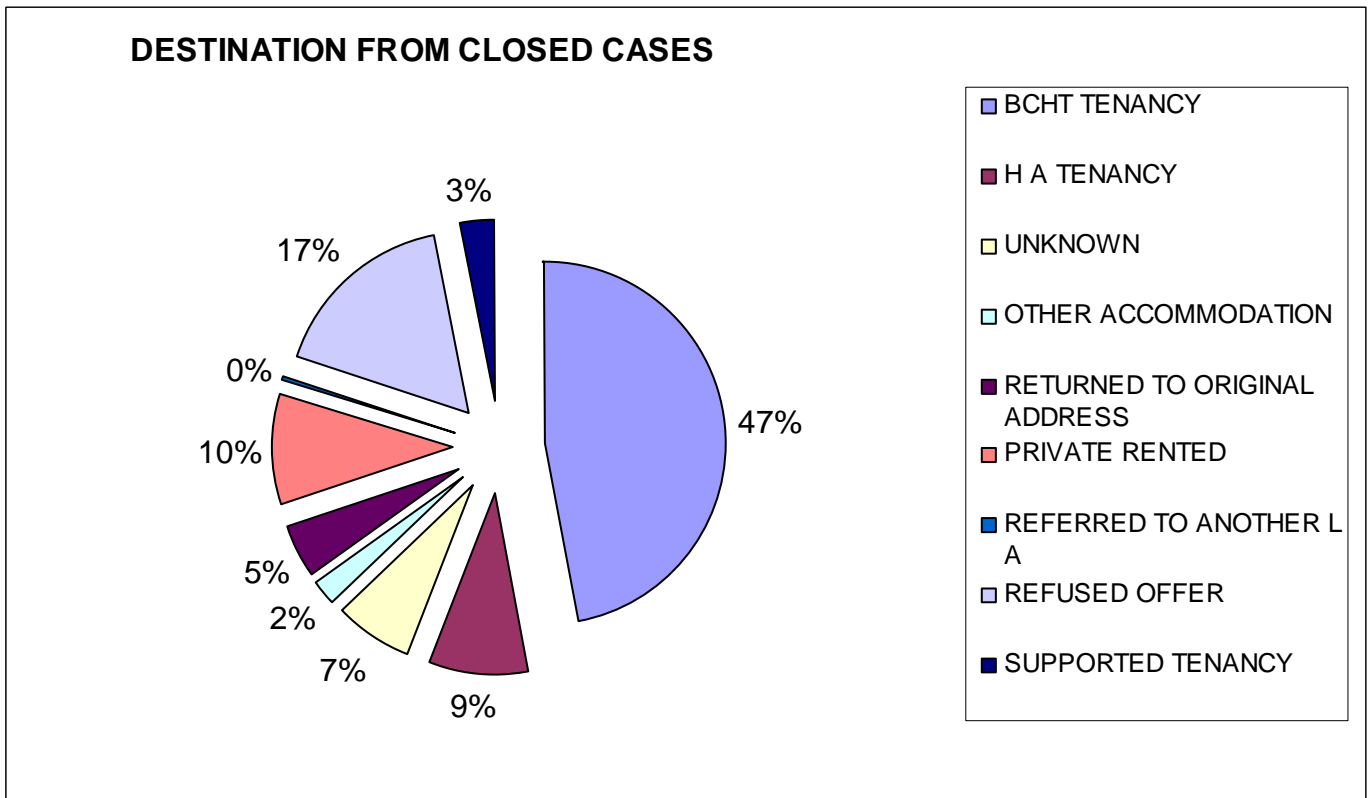


Table 15. Inter Authority Referrals.

CATEGORY	NUMBER OF REFERRALS
REFERRAL FROM ANOTHER AUTHORITY	1
REFERRAL TO ANOTHER AUTHORITY	1

3. HOMELESSNESS GROUP PROFILES

Table 16. Ethnic Origin of Accepted Homeless Applicants.

	KEIGHLEY	SHIPLEY	BRADFORD	2007/2008 TOTAL		2006/2007 TOTAL	
WHITE/ EUROPEAN	187	31	358	576	69%	621	71%
PAKISTANI	8	4	92	104	12%	126	15%
INDIAN	2	1	26	28	3%	17	2%
BANGLADESHI	2	1	14	16	2%	13	1%
AFRICAN/ CARIBBEAN	3	2	69	74	9%	41	5%
OTHER ASIAN	1	1	13	15	2%	22	3%
OTHER	1	1	9	11	1%	10	1%
NOT STATED	1	0	12	13	1%	18	2%
TOTAL	205	39	593	837		868	

1. The largest group of applicants were White/European with 576 or 69% of applicants.
2. 12% of applicants were of Pakistani origin.

Figure 5. Ethnic Origin of Accepted Homeless Applicants.

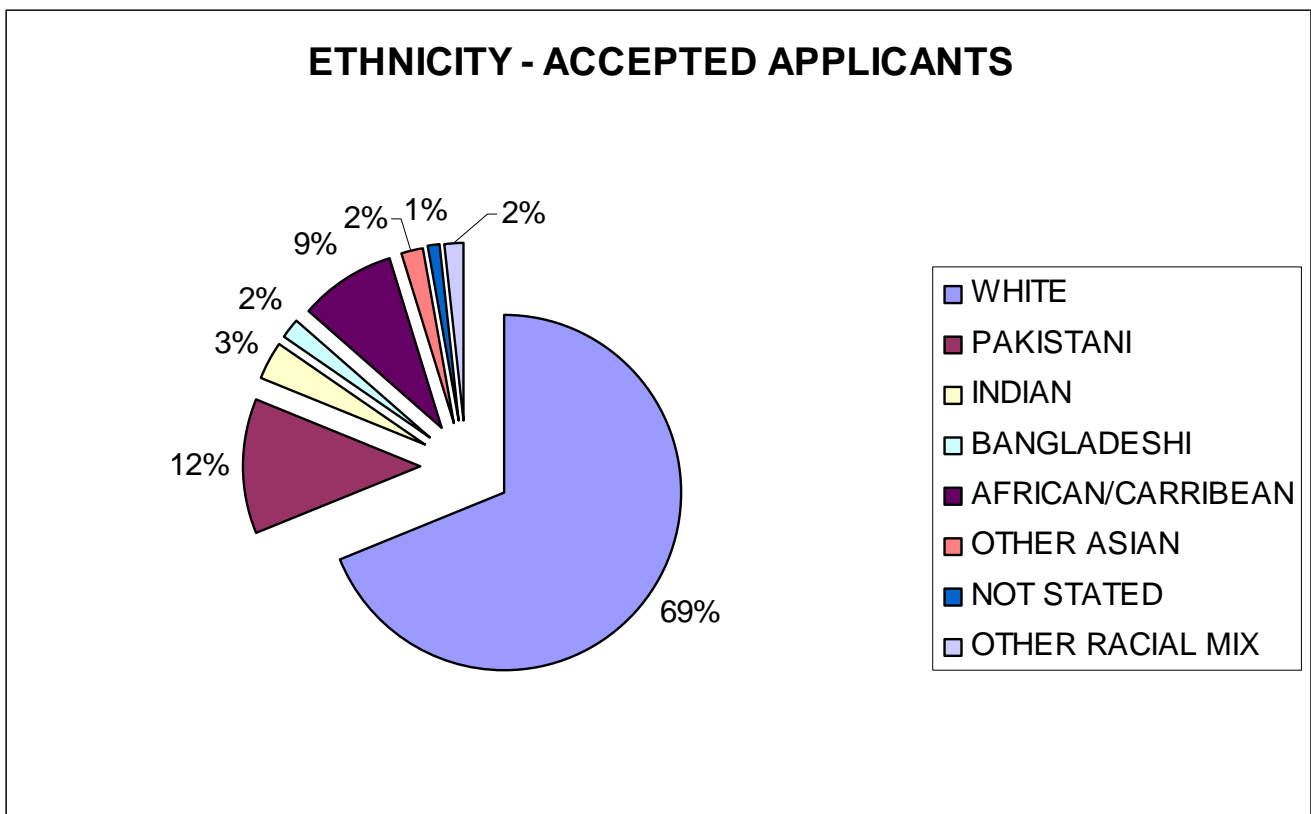


Table 17. Situation – Where Applicants Living at Time of Homelessness

	KEIGHLEY	SHIPLEY	BRADFORD	2006/2007		2005/2006	
				TOTAL		TOTAL	
HMF Accommodation	2	1	2	5	1%	3	-
Care/Hospital	3	0	7	10	1%	16	2%
BCHT/Incommunities Tenant	19	2	14	35	4%	36	4%
Friends	14	2	38	54	6%	65	7%
No Fixed Address	3	0	4	7	1%	22	3%
L A Tenant	1	0	14	15	2%	21	2%
H A Tenant	2	0	15	17	2%	29	3%
Owner Occupier	25	3	25	53	6%	45	5%
Prison/Caravan/Tent	2	0	0	2	-	2	-
Private Rented Tenancy	46	13	182	241	29%	220	25%
NASS Accommodation	0	0	70	70	8%	20	2%
Supported Housing	3	0	6	9	1%	36	4%
Tied Tenancy	3	0	4	7	1%	5	1%
With Family	82	18	212	312	38%	348	40%
TOTAL	205	39	593	837		868	

1. The largest number of applicants, 312 or 38%, were living with family members at the time they became homeless. This is a slight fall of 2% since last year. This is due to the prevention work undertaken to work with family members.
2. The second largest group, 241 or 29% of applicants, were living in private rented accommodation. This is an increase of 4% since last year.
3. There has been an increase of 50 applicants (6%) required to leave NASS accommodation. This is due in the main to the government policy in resolving legacy asylum cases.

Figure 6. Situation

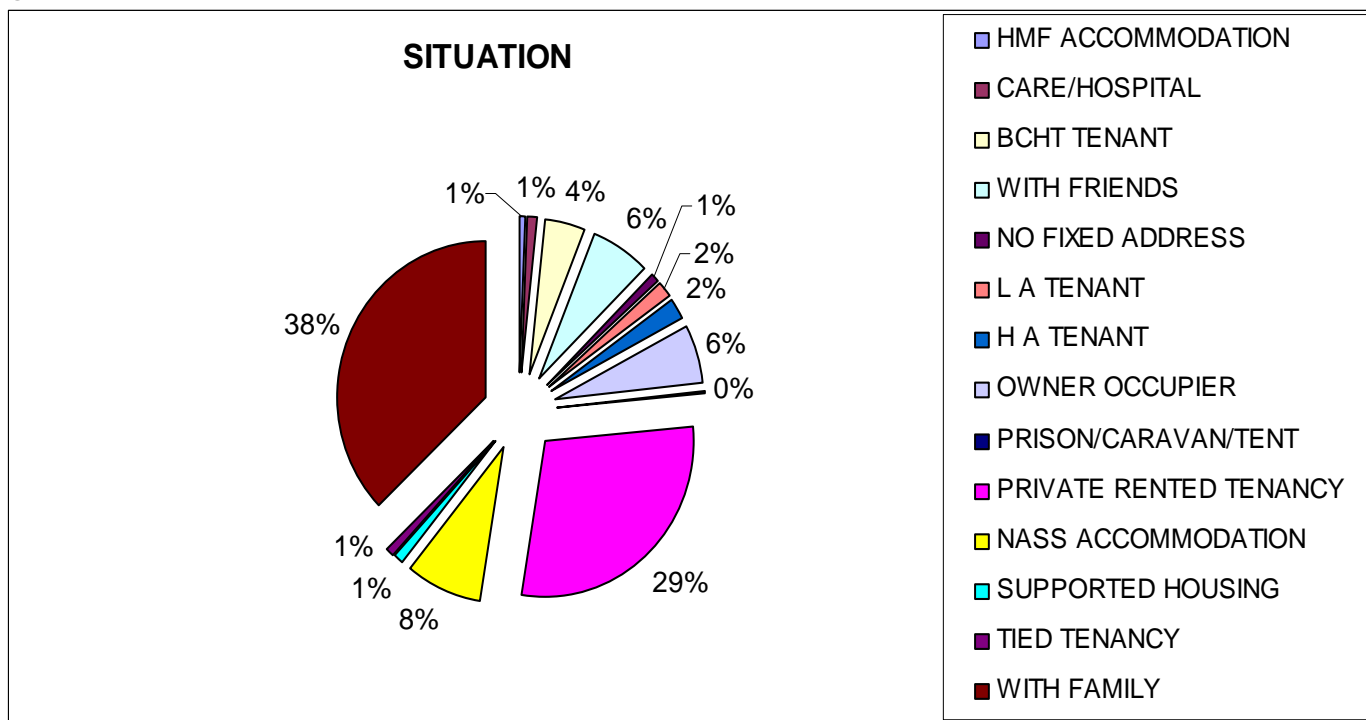


Table 18. Household Make Up

	KEIGHLEY	SHIPLEY	BRADFORD	2006/2007 TOTAL		2007/2008 TOTAL	
2 People – No Children	5	1	6	12	1%	12	1%
Couple - Pregnant	1	1	4	6	1%	15	2%
Couple – No Children	5	0	12	17	2%	15	2%
Couple – 1-2 Children	19	6	74	99	12%	82	9%
Couple – 3+	8	1	44	53	6%	284	3%
Extended Family – With Children	1	0	11	12	1%	9	1%
Single – No Children	47	6	119	172	21%	199	23%
Single – Pregnant	13	2	26	41	5%	67	8%
Single – 1-2 Children	75	19	208	302	37%	333	38%
Single – 3+ Children	23	3	69	95	11%	76	9%
Single – Under 18	8	0	20	28	3%	32	4%
TOTAL	205	39	593	837		868	

1. The largest group of applicants, 302 or 37% of cases, were single parents with 1 or 2 children.
2. The second largest group, 172 or 21%, were single applicants with no children.
3. There has been no major change in the composition of household types compared to last year.

Figure 7. Household Make-Up

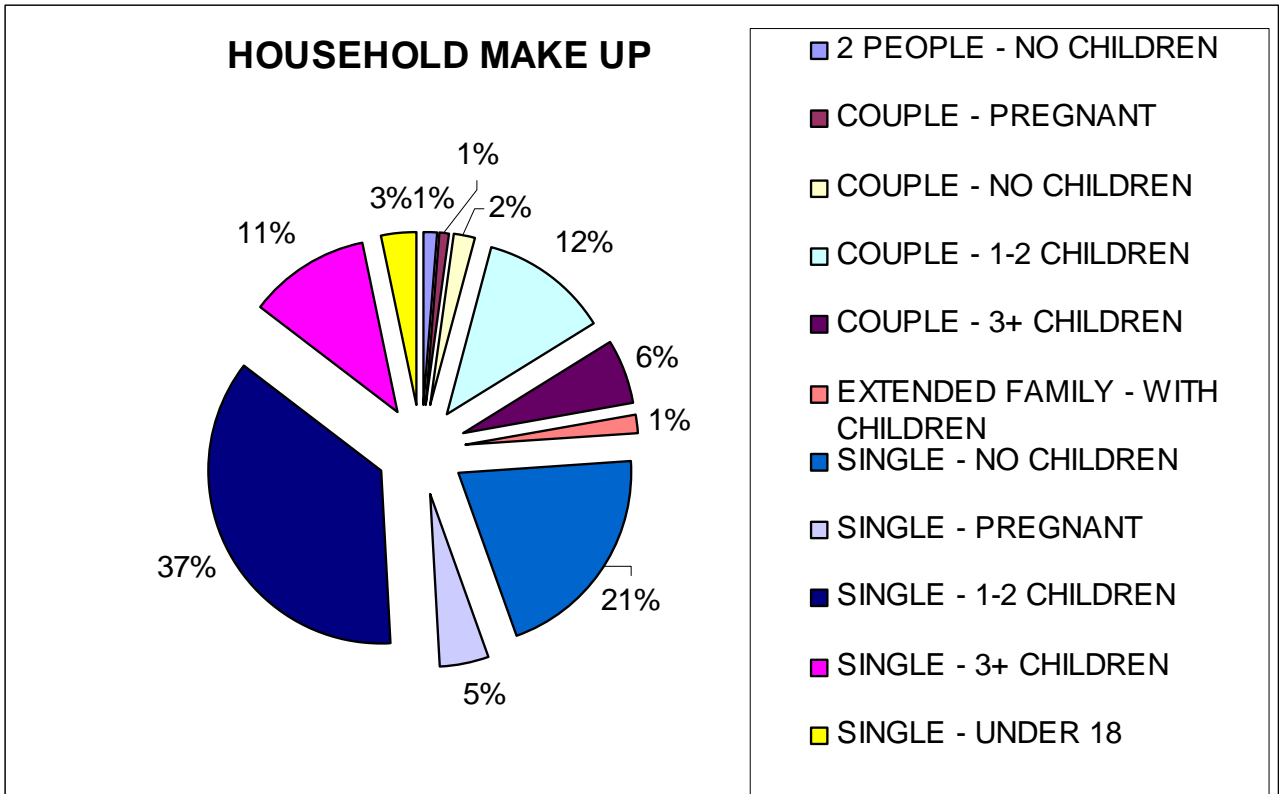


Table 19. Priority Need Status of Applicants.

	KEIGHLEY	SHIPLEY	BRADFORD	2007/2008 TOTAL		2006/2007 TOTAL	
Dependent Children	120	29	403	552	67%	528	62%
Pregnant	17	3	28	48	6%	86	10%
Old Age	2	0	6	8	1%	11	1%
Physical Disability	12	1	32	45	5%	37	4%
Mental Illness	13	0	18	31	4%	25	3%
Young People	5	0	21	26	3%	37	4%
Domestic Violence	7	1	29	37	4%	51	6%
Other Violence	24	3	36	63	8%	50	6%
Emergency	0	0	1	1	0	10	1%
Formerly in Care	1	0	1	2	0	8	1%
Refugee/Asylum Seeker	0	0	4	4	0	1	-
H M Forces	0	0	1	1	0	1	-
Alcohol/Drug Dependent	2	0	7	9	1%	3	-
Ex Prisoner	0	0	0	0	0	-	-
Other	2	2	6	10	1%	20	2%
TOTAL	205	39	593	837		868	

Figure 8. Priority Need Status

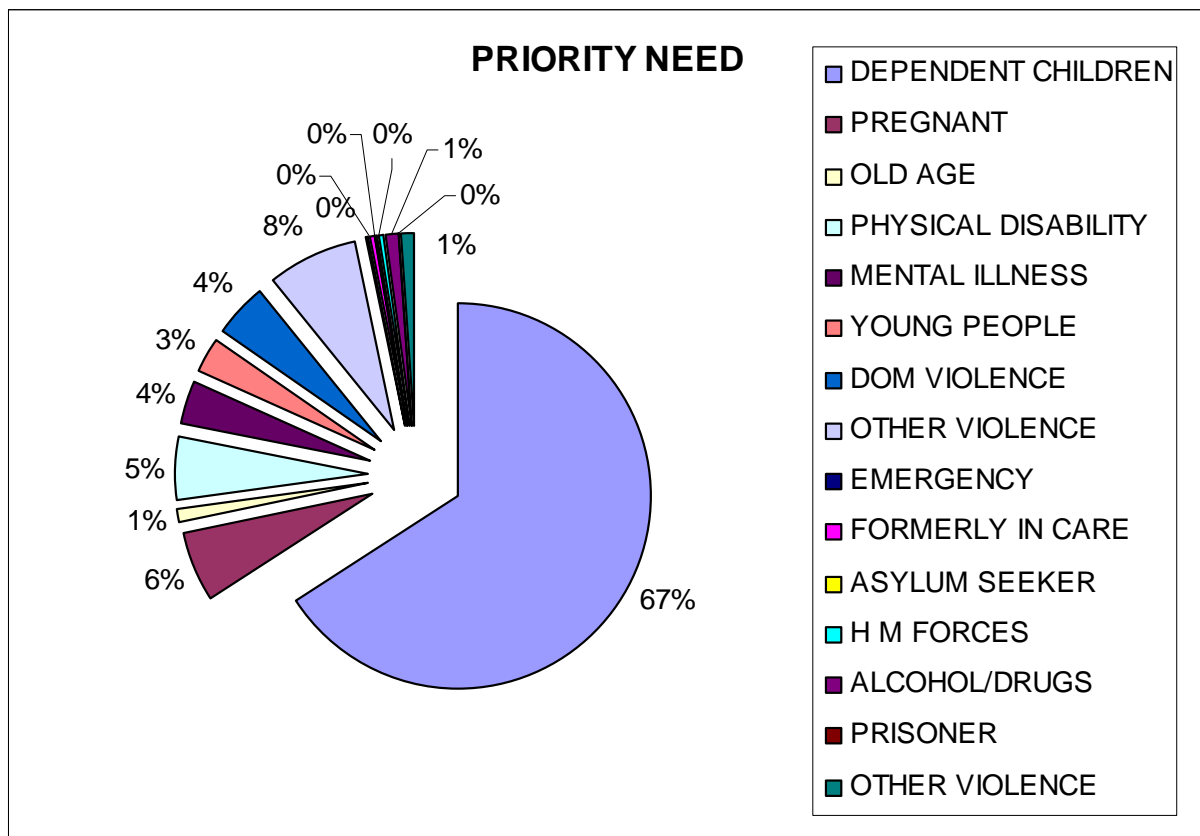
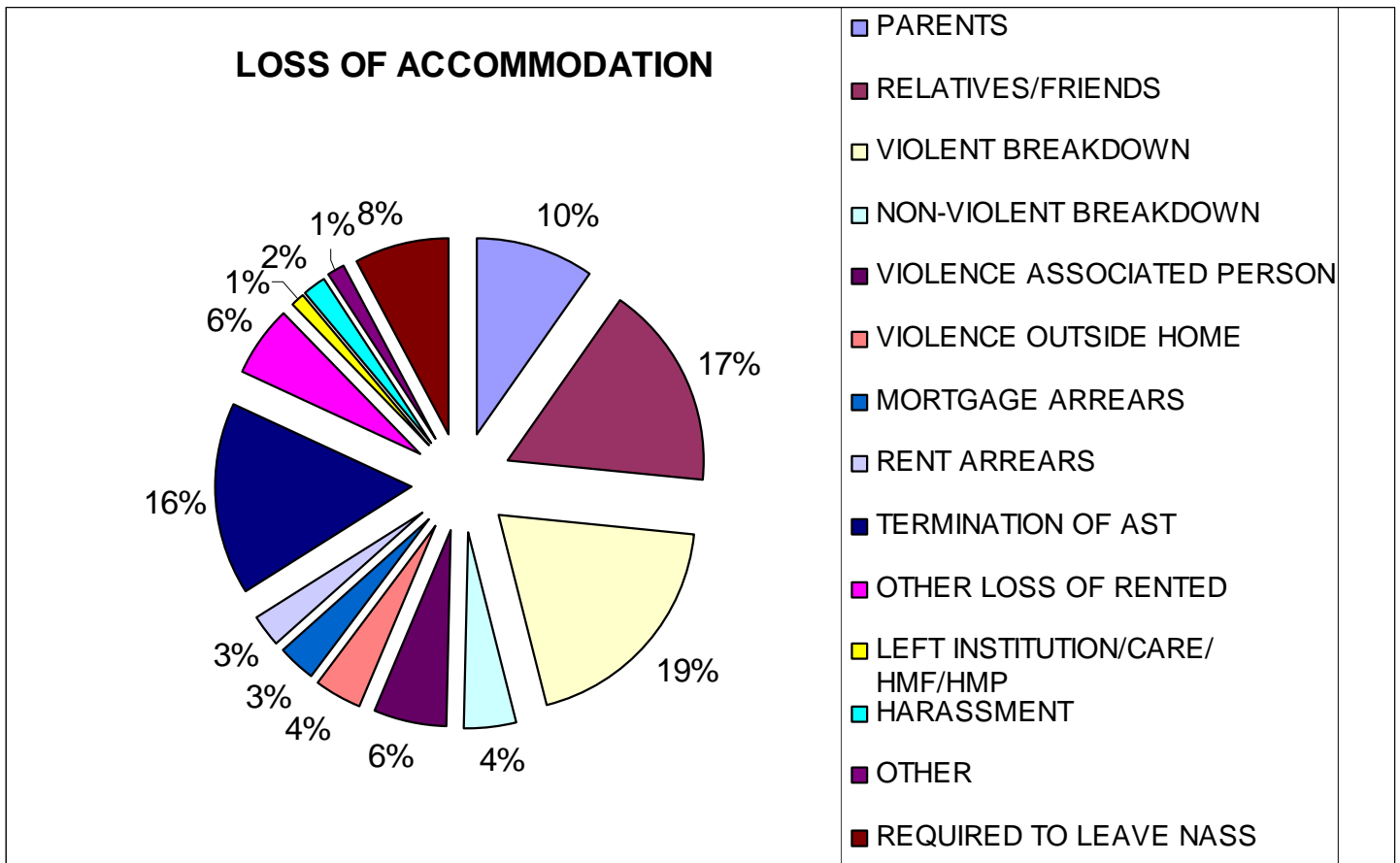


Table 20. Reasons for Loss of Accommodation.

	KEIGHLEY	SHIPLEY	BRADFORD	2007/08	2006/07	ANNUAL CHANGE
Parents No Longer Willing to Accommodate	27	6	48	81	105	Drop of 2%
Relatives/Friends No Longer Willing to Accommodate	31	4	107	142	153	Rise of 1%
Violent Relationship Breakdown	49	5	108	162	184	Drop of 2%
Non-Violent Relationship Breakdown	13	3	19	35	49	
Violence from Associated Person	14	3	36	53	54	
Violence from Outside Home	13	1	18	32	33	
Mortgage Arrears	10	3	13	26	13	
Rent Arrears – All Tenure Types	6	1	16	23	17	
Termination of Assured Shorthold Tenancy	15	6	112	133	122	Rise of 2%
Other Loss of Rented Accommodation	12	6	30	48	29	
Left H M Forces/ Hospital/ Prison/ Institution/Care	3	0	56	8	17	
Harassment	7	1	9	17	16	
Other	5	0	7	12	54	
Refugee/Asylum Seeker – left NASS	0	0	65	65	22	
TOTAL	205	39	593	837	868	

1. The CLG requires authorities to identify and reduce the 3 main causes of homelessness through preventative casework and the provision of housing options. Last year, these main causes in Bradford were: Violent Relationship Breakdown; Relatives/Friends no Longer Willing to Accommodate; and Parents no Longer Willing to Accommodate. However, this year the 3 causes are: Violent Relationship Breakdown; Relatives/Friends no Longer Willing to Accommodate; Termination of Assured Shorthold Tenancies.
2. Homelessness due to mortgage arrears has doubled compared with last year.

Figure 9. Reasons for Loss of Accommodation.



4. TEMPORARY ACCOMMODATION

Table 21. Use of Temporary Accommodation.

	2007/2008 TOTAL		2006/2007 TOTAL	
BED & BREAKFAST	159	26%	215	33%
NORMAN BANK	236	38%	201	31%
DISPERSED UNITS	133 (includes 28 CRD case)	22%	133	20%
WOMEN'S REFUGES	29	5%	32	5%
VOLUNTARY SECTOR	18	3%	42	6%
SAFE HAVEN YORKSHIRE (HAMA PROPERTIES)	38	6%	30	5%
TOTAL	613*		653	
HOMELESS AT HOME	1458*		1178	

* this figure includes households which were later deemed not to be priority homeless.

1. During the year, 613 households were provided with some form of temporary accommodation.

Table 22. Average Length of Stay in Temporary Accommodation

LENGTH OF STAY – DAYS	2007/2008	2006/2007
BED AND BREAKFAST	10	9
NORMAN BANK HOSTEL	25	28
DISPERSED UNITS	96	110
WOMEN'S REFUGES	67	70
VOLUNTARY SECTOR HOSTELS	63	42
SAFE HAVEN YORKSHIRE	79	86
DISTRICT TOTALS	42	45

1. The average length of stay has dropped slightly from 45 to 42 days, although there are differences in the different forms of temporary accommodation.

Table 23. Use of Bed and Breakfast

SINGLE PEOPLE				COUPLES				FAMILIES			
App's	Days	Average length of stay – days		App's	Days	Average length of stay – days		App's	Days	Average length of stay – days	
		07/08	06/07			07/08	06/07			07/08	06/07
117	1296	11	9	8	45	9	8	37*	202	5	10

* This figures includes single pregnant females and couples with a pregnant female.

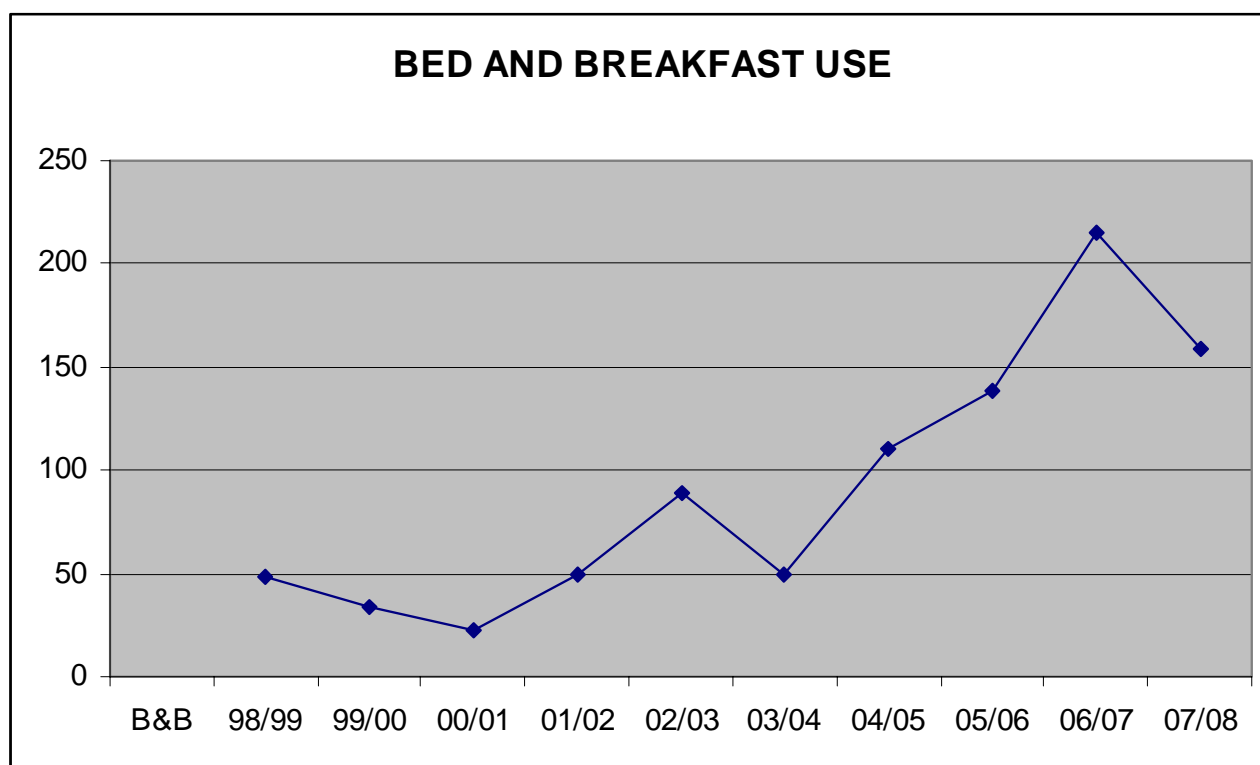
1. The CLG set new targets in April 2004 to reduce the length of stay in Bed and Breakfast for families with children to less than 6 weeks. We have continued to meet this target. The average length of stay for families has halved this year to 5 days.
2. The local target in Bradford for Bed and Breakfast use is 7 days for single people and 3 days for families with children.
3. The length of stay has risen for single people and couples this year.

Table 24. Trends in Bed & Breakfast Use – Applicants Booked Into B&B.

98/99	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07	07/08
48	34	23	49	89	49	110	139	215	159

1. The use of Bed and Breakfast has dropped by 26% this year. This is the first decrease in 4 years.

Figure 10. Trends in Bed and Breakfast Use



5. LETTINGS TO THE HOMELESS

Table 25. Total Lettings 2006/2007.

	TOTAL LETTINGS 2007/08	TOTAL LETTINGS 2006/07	LETTINGS TO THE HOMELESS 2007/08	LETTINGS TO THE HOMELESS 2006/07	%AGE OF LETTINGS TO THE HOMELESS 2007/08	%AGE OF LETTINGS TO THE HOMELESS 2006/07
BEDSIT	34	179	1	7	2%	4%
1 BED	1251	1148	76	81	6%	7%
2 BED	644	596	100	56	15%	9%
3 BED	433	388	56	40	13%	10%
4+ BED	28	17	1	5	4%	29%
TOTAL	2390	2328	234	189	10%	8%

1. The number of letting to homeless families has risen slightly this year to 234 or 10% of all lettings.
2. The total number of lettings to the homeless has risen this year by 2%.

Figure 11. Lettings to the Homeless.

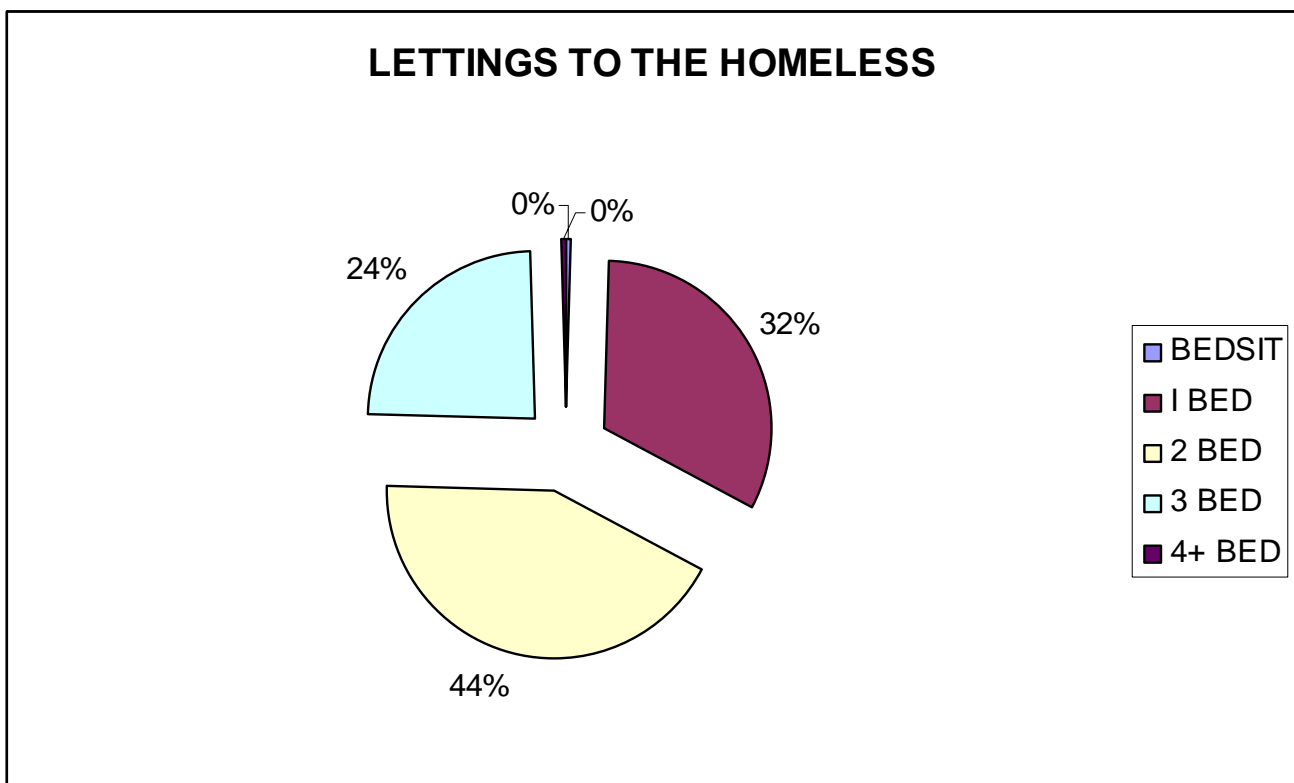
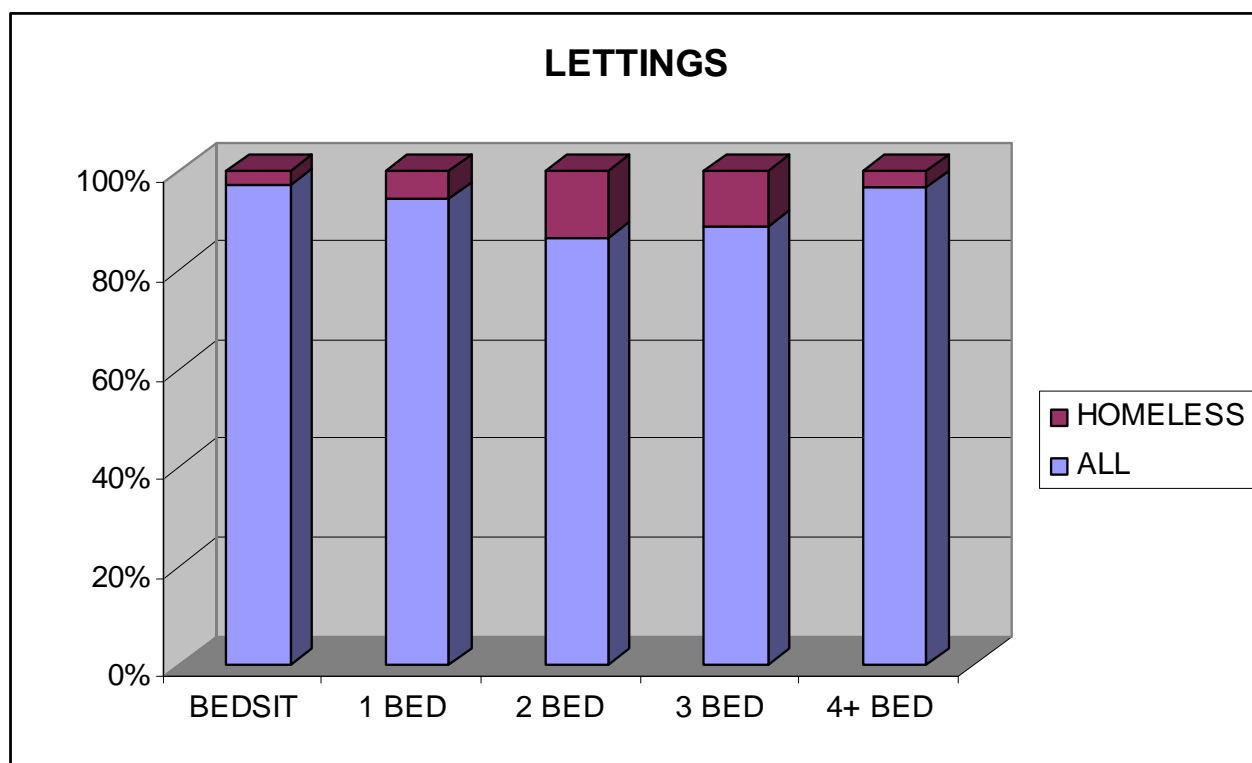


Figure 12. Homeless Lets as a Percentage of All Lets.



6. COMPARISON OF BRADFORD'S FIGURES WITH NATIONAL TRENDS

Table 26. Homeless Households Accepted for Permanent Rehousing.

	BRADFORD		YORKS & HUMBS		ENGLAND	
	ACCEPTANCES	% CHANGE	ACCEPTANCES	% CHANGE	ACCEPTANCES	% CHANGE
1996/97	1619	-10.8	8,940	-9	111,810	-4
1997/98	1386	-15.4	9,130	+2	102,650	-8
1998/99	1116	-19.5	8,260	-10	104,150	+2.7
1999/2000	1286	+15	8,370	+1	106,130	+1
2000/2001	1377	+7	9,150	+9	113,590	+7
2001/2002	1125	-19	10,820	+18	118,360	+4
2002/2003	1351	+20	15,060	+39	129,320	+10
2003/2004	1038	-23	16,150	+7	137,000	+6
2004/2005	903	-13	13,430	-17	120,860	-12
2005/2006	603	-33	9,450	-30	93,980	-22
2006/2007	868	+44	8,220	-13	73,360	-22
2007/2008	837	-4	7,350	-10	63,170	-14

Source: CLG Information Bulletin, June 2008. Bradford's figures from own sources.

1. Acceptances have dropped by a higher percentage in England at 14%, compared with a drop of only 4% in Bradford.

Table 27. Assessment of Decisions.

	BRADFORD	%	ENGLAND	%
PRIORITY NEED	837	40%	63,170	48
INTENTIONALLY HOMELESS	92	4%	9,560	7
NON PRIORITY	258	12%	21,800	17
NOT HOMELESS	893	43%	36,320	28
TOTAL	2080		130,840	

1. Bradford accepted fewer homeless applicants than England as a whole, with 40% compared to 48% nationally.
2. Bradford made a Not Homeless Decision in 43% of cases, compared with only 28% nationally.

Table 28. Homeless Households Accepted by Category of Need.

	BRADFORD		ENGLAND	
	Number	%	Number	%
Dependent Children	552	67	37,000	59
Pregnant	48	6	7,350	12
Old Age	8	1	1,110	2
Physical Disability	45	5	3,100	5
Mental Illness	31	4	4,150	7
Young People	26	3	4,880	8
All Violence	100	12	2,140	32
Other	26	2	3,050	5
Emergency	1	0	430	1
GRAND TOTAL	868		63,170	

1. Bradford accepts a higher percentage of applicants with dependent children, at 67% compared with 59% nationally.

2. Bradford accepts only half the national number of households with a pregnant woman at 6% compared to 12% nationally.

3. The number of households fleeing violence is nearly 3 times higher nationally at 32%, compared to only 12% in Bradford. This may be due to differences in recording.

Table 29. Reasons for Loss of Accommodation.

	BRADFORD		ENGLAND	
	Number	%	Number	%
Parents no Longer Willing	81	10	14,470	23
Relatives/Friends no Longer Willing	142	17	8,320	13
Violent Relationship Breakdown	162	19	7,850	12
Non Violent Relationship Breakdown	35	4	3,680	6
Mortgage Arrears	26	3	2,280	4
Rent Arrears – All Tenancies	23	3	1,550	2
Termination of Assured Tenancy	133	16	9,780	15
Other Reasons for Loss of Rented Accommodation	48	6	3,310	5
Other	187	22	11,940	19
GRAND TOTAL	837		63,170	

1. Bradford accepted more than half the number of households whose parents were no longer willing to accommodate at 10% compared to 23% nationally. This can be explained by the work Incommunities undertakes to mediate with parents after a breakdown.

2. Violent relationship breakdowns are over a third higher in Bradford with 19% of cases, compared to 12% nationally.

Table 30. Bradford's Figures Compared to Other Similar Sized LA's and LSVT's.

	ACCEPTED		INTENTIONAL HOMELESS		NON PRIORITY		NOT HOMELESS		TOTAL
	CASES	%	CASES	%	CASES	%	CASES	%	CASES
Bradford	837	40	92	4	258	12	893	43	2080
Walsall	196	55	12	3	3	1	145	41	356
Coventry ¹	571	47	88	7	165	14	389	32	1213
Sunderland	418	67	45	7	17	3	144	23	624
Manchester ²	892	51	248	14	316	18	304	17	1760
Leeds	1142	34	77	2	614	18	1563	46	3396
Wakefield	136	42	23	7	114	35	54	17	327

¹ only 3 returns submitted to CLG, so total figures divided by 3 and multiplied by 4 for likely totals.

² only 2 returns submitted to CLG, so figure doubled for likely totals.

7. BEST VALUE PERFORMANCE INDICATORS

BCHT/Incommunities' Housing Advice Service has to report on 5 BVPIs in accordance with CLG regulations.

These are:

- BV183a – The average length of stay in Bed and Breakfast accommodation for households that are unintentionally homeless and in priority need – in weeks. To include households where there are dependent children or a pregnant woman.
- BV183b – The average length of stay in Hostel accommodation for households that are unintentionally homeless and in priority need – in weeks. To include households where there are dependent children or a pregnant woman.
- BV203 – The percentage change in the number of families placed in temporary accommodation.
- BV213 – Preventing Homelessness. The number of households who considered themselves as homeless, who approach the housing advice service, and for whom housing advice casework intervention resolved their situation.
- BV214 – Repeat Homelessness. Proportion of households accepted as statutorily homeless by the same authority within the last two years.

	2007/2008 Results	2007/2008 Target
BV183a – number of weeks	.89	.5 (of a week)
BV183b – number of weeks	6.9	7 weeks
BV203 - %age change	+32.65%	No change
BV213 – number of households	9.69%	6%
BV214 – %age of accepted households	1.3%	3.5%