



Homelessness Review 2018

Homelessness and Rough Sleeping Evidence Base

Summary

Section 1(1) of the 2002 Homelessness Act gives housing authorities the power to carry out a homelessness review and formulate and publish a strategy based on the results of that review. Under the new code of guidance for local authorities published in February 2018 (updated June 2018) by the Ministry of Housing Communities & Local Government (MHCLG) councils are required to formulate a new homelessness strategy which will take into account the new duties introduced through the Homelessness Reduction Act 2017. The revised homelessness strategy should be consistent with other local strategies and plans and developed in partnership with relevant service providers. This paper is a draft of the homelessness review document and is designed to show the data which underpins our revised homelessness strategy.

Among the key points raised in the review document are:

- The most common cause of statutory homelessness over the past five years has been termination of assured shorthold accommodation closely followed by parents or other relatives not willing or able to accommodate.
- The main category for identifying priority need among statutory homeless over the past five years has consistently been because the household includes dependent children. This is unlikely to change with the introduction of the Homelessness Reduction Act (HRA).
- The 25-44 age group makes up the largest cohort of households accepted as statutorily homeless in Bristol. This group have also seen the largest increase in numbers over the last five years.
- Lone parent households headed by a female account for the majority of homelessness acceptances. Couples with or expecting children are a group where we have also seen significant increase. This household type breakdown is unlikely to change with the introduction of the HRA.
- 2014 marked a big increase in the numbers of statutorily homeless in the city. The majority of households accepted were in the homeless at home category.¹
- There has been a significant increase in the numbers of households that have been provided with temporary accommodation in the last few years. This has put a strain on the council's resources.
- The private rented sector can no longer be seen as providing a sustainable, affordable housing option for homeless households on low incomes. The main reason for this is that the gap between average rents in Bristol and the Local Housing Allowance has grown considerably in recent years.
- Bristol consistently reports one of the highest numbers of homelessness preventions and reliefs nationally.

¹ Households that have been accepted as statutorily homeless by a local authority but arrangements have been made, with the consent of the applicant for them to remain in their own accommodation.

- The national rough sleeper count in November 2017 identified that, compared to the rest of England, the Bristol rough sleeping population had higher than average numbers of women and non-EU nationals. It also identified a slightly higher than average number in the 18-25 age group.
- The number of households living in temporary accommodation (TA) in Bristol in March 2012 was 160. On the 30th June 2017 this figure was 585. This is a 265% increase and has had a significant impact the service delivery plans of the Housing Options Team.
- The number of households living in temporary accommodation for more than six months was 287 on 31st March 2018. This cohort makes up 53% of all in Temporary Accommodation and is increasing because the supply of adequate and affordable move-on accommodation is not available.
- At the annual rough sleeper count in November 2017 Bristol reported 86 long term rough sleepers which is the sixth highest return nationally.

Table of Contents

	Page
Summary	1
1. Introduction	4
2. Resources for homelessness & homelessness prevention services	5
2.1 Overview of Resources for Homelessness	5
3. Statutory homelessness in Bristol - data	7
3.1 Overview of prevention and relief	7
3.2 Core city comparators for statutory homelessness	7
3.3 The main reasons for statutory homelessness in Bristol 2012-2017	8
3.4 Priority need categories of statutory homelessness	9
3.5 Age profile of statutorily homeless households	9
3.6 Family or household type of statutorily homeless households	10
3.7 Ethnic origin of statutory homeless households	11
3.8 Immediate outcome for statutorily homeless households	11
4. Homelessness prevention and relief	13
4.1 Overview of Prevention and Relief in Bristol	13
4.2 Homelessness prevention and relief data	14
4.3 Working with partners to prevent and relieve homelessness in Bristol	16
4.4 Commissioned Partners – Housing related Homelessness Prevention Services	21
5. Use of Temporary Accommodation	22
5.1 Supply of Temporary accommodation in Bristol	24
6. Rough Sleeping	24
6.1 Background	24
6.2 Overview	24
6.3 Rough Sleeping - Statutory requirements	25
6.4 Identifying rough sleepers	26
6.5 Services for rough sleepers in Bristol	28
7. Bristol's Housing Market	29
7.1 Housing Stock	29
7.2 Housing Stock Condition	30
7.3 House Prices	31
7.4 Affordability	31
7.5 Affordable Housing Need	31
7.6 Affordable Housing Delivery	32
7.7 Affordable Housing Delivery Target	32
7.8 Empty Homes	32
7.9 Private Sector Rents - Average Rent	32
7.10 Local Housing Allowance (LHA)	33
8. Bristol's Demographics	34
8.1 Bristol Demography	34
8.2 Deprivation and Poverty	34
8.3 Health and Wellbeing	35
9. Welfare Reform	35

1. Introduction

The term homelessness can describe a variety of circumstances that an individual or family may find themselves in, not always relating to whether they actually have a roof over their head. This section sets out these circumstances and the statutory duties past and present that local authorities have in relation to homeless households.

The following definitions of Homelessness are used by Local Authorities to determine the delivery of Homeless Prevention Services:

Statutory homelessness refers to those people who have made a homeless application to their local authority and have met the necessary criteria set out in legislation to be accepted as eligible for assistance (according to immigration status), homeless and in priority need. This group may include families, pregnant women and vulnerable single people. A household may be accepted as statutorily homeless if they are going to be evicted or are living in accommodation so unsuitable that it is not reasonable for them to remain there.

Non-statutory / non-priority homeless people tend to be single people or childless couples who are not assessed as being in priority need and are only entitled to 'advice and assistance' from their local authority. People who fall within this group will be offered housing advice which could involve looking for private rented accommodation, or applying for discretionary funding (such as rent in advance payments through a local welfare provision scheme), subject to availability. Many single homeless people can be described as 'hidden homeless', which is to say that they could be 'sofa surfing'; staying with friends or family and not accessing mainstream homelessness services. Estimating the levels of hidden homelessness locally or nationally is extremely challenging.

Rough sleepers are people who are literally roofless, bedded down on the street or in other locations where they may or may not be seen by the public. This group are a minority of the much larger population of 'non-priority' homeless people. Current housing legislation does not set out specific statutory duties to people who are sleeping rough.

The Homelessness Reduction Act 2017 (which came into effect from 3rd April 2018) introduces a new homelessness **prevention duty**, which means that every eligible household threatened with homelessness in the next **56 days** must be assessed and have a personalised housing plan (regardless of whether they have a local connection, are in priority need or are intentionally homeless). If a household has been served with a valid section 21 notice they are automatically owed the prevention duty.

Where the council, working with the household, is unable to prevent homelessness the household will be owed a **relief duty** for **56 days**. The relief duty is activated as soon as the household becomes homeless. At this stage a household without local connection to Bristol can be referred to the council that they do have a connection with. We may also need to offer temporary accommodation at this stage, but only if the household is homeless, eligible and is in priority need (which includes all households with dependent children). The relief duty runs for up to 56 days. If homelessness is not relieved the household is then fully assessed under Part 7 of the Housing Act (as amended) and a decision made about whether the full homelessness duty is owed. Households are owed a prevention and relief duty regardless of whether they are deemed to be intentionally homeless.

Statutory Homelessness Assessments in Bristol are carried out by Housing Advisors in the Council's Homelessness Prevention Team which is part of the Housing Options Service based at 100 Temple Street. This team delivers housing advice and homelessness prevention support free of charge to Bristol's residents as required under statute.

Teams responsible for the commissioning of supported homelessness prevention services, purchase, procurement and management of temporary accommodation and the delivery of the Homelessness Prevention Trailblazer initiative are also based within the Housing Options Service at 100 Temple Street.

2. Resources for homelessness & homelessness prevention services

2.1 Overview of resources for homelessness

In 2018/19 the budget for homelessness services in Bristol will be approximately £11m. This funding comes from both the General Fund (GF) and the Housing Revenue Account (HRA). It covers temporary accommodation (TA), staffing, commissioned services, running costs and homelessness prevention measures.

General Fund Temporary Accommodation (TA) costs in 2016-17 were £5.75m offset by £4.60m housing benefit payment led to a net loss of £1.15 million.

Table 1a – General Fund Temporary Accommodation account

	2016-17	2017-18	2018-19 (predicted)
Nightly paid expenditure	£5.75m	£6.3m	£5.8m
Nightly paid income	-£4.60m	£4.8m	£4.3m
Block purchase expenditure	Not included until 2017-19		
Block purchase income	Not included until 2017-19		
Net loss from GF (spend)	£1.15m	£1.05m	£1.5m

Homelessness Grant

Each year local authorities receive a separately identified non-ring fenced grant sum from the MHCLG in respect of homeless prevention activities. Bristol City Council's settlement for 2016-17 was £1.06m.

General Fund Homelessness net spend (Table 1b)

This account provides funding for the running costs of council Housing Options services and any services provided by partners. Funding for staffing came to £3.24m, running costs were £0.75m. Whilst the total spent on homelessness from this account was around £5.05m. This account received £1.06m in Government Grant.

Table 1b - Homelessness General Fund account

2016-17 actual spend	
Government grant	£1.06m
Running costs	£0.75
Staffing	£3.24m
Net spend	£5.05m

New Burdens Funding - In preparation for the introduction of the Homelessness Reduction Act

The MHCLG has allocated local authorities funding to mitigate the impact of the introduction of the Homelessness Reduction Act on homelessness prevention services. Bristol City Council was awarded a non-ring fenced sum of more than £600,000 for the three year period and apportioned 2018-21. £221,746 for 2017-18 financial year.

Trailblazer Funding for a new approach to reducing homelessness

Following the submission of a successful bid by the Housing Options service to the MHCLG in late 2016 Bristol was one of 27 local authorities nationally to be awarded Trailblazer status and awarded £925,000 to pilot the new duties to prevent and relieve homelessness as set out in the Homelessness Reduction Act. The Trailblazer project mirrors the early intervention duties that will eventually be placed on other local authorities by the Homelessness Reduction Act 2017 through the linked financial inclusion Advice Plus services.

Social Impact Bond (SIB) funding

A Social Impact Bond is a finance vehicle that uses ethical funding with public finance to facilitate a specific outcome. In late 2016 the MHCLG invited bids from local authorities to identify a cohort of rough sleepers that could be removed from the streets. Bristol Housing Options service submitted a successful bid and was awarded £1.1m to fund the delivery of a Social Investment Bond to target a cohort of 125 complex rough sleepers in the city between 2018-21.

Prevention of Rough Sleeping Grant

Following a submission to the MHCLG in 2016 this funding (£350,000) was awarded to Bristol City Council in January 2017 as a collaborative joint 'No First Night Out' project aimed at services to tackle rough sleeping within the sub-region (Bristol & North Somerset).

Rough Sleeping Initiative

Following a visit by the Cabinet Office In June 2018 Bristol was awarded £580,000 by the MHCLG as part of a submission for rough sleeping initiative targeted funding for 2018-19.

Discretionary Housing Payments & Tenancy Sustainment

Local Authorities receive an annual grant settlement from the Department of Work and Pensions (DWP) with the aim of helping housing benefit recipients whose benefit award does not cover their full rent costs. In recent years, both the allocation and expenditure of discretionary housing payments (DHP) has become more targeted around mitigating the impacts of the Governments welfare reform policies such as Benefit Cap, Local Housing Allowance funding, although awards are not strictly limited for this purpose. Bristol has a good record of using this fund to prevent homelessness. The fund is currently administered by a team based in Housing Benefits.

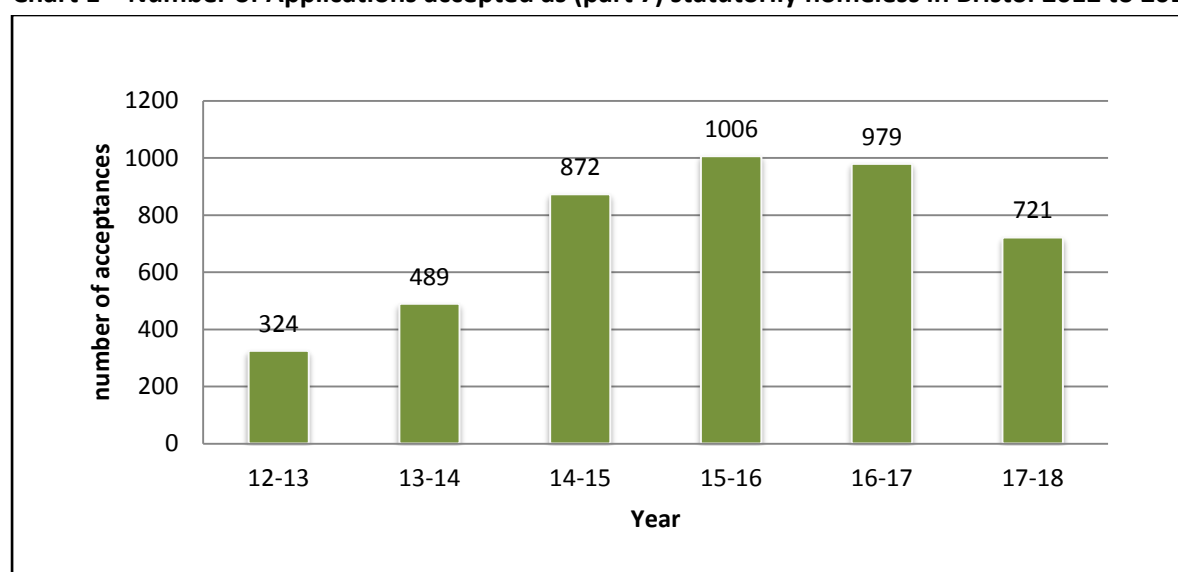
Table 2 - Discretionary housing payment (DHP) funding – last three years

Year	Total fund/grant settlement	Awards made	Refusals
15-16	£1.08m		
16-17	£1.15m	3059	645
17-18	£1.47m	2229	561
18-19	£1.32		

3. Statutory Homelessness in Bristol - data

3.1 Overview of prevention and relief

Statutory homelessness refers to those people who have made a homeless application to their local housing authority and have met the criteria as set out in legislation to be accepted as eligible for assistance, homeless and in priority need (see section 1). The data used in this section refers to pre-Homelessness Reduction Act information to reflect the changes in demand for homelessness prevention services in the last 6 years and offer a projection and expected trajectory of demand following the introduction of the new Act.

Chart 1 – Number of Applications accepted as (part 7) statutorily homeless in Bristol 2012 to 2018

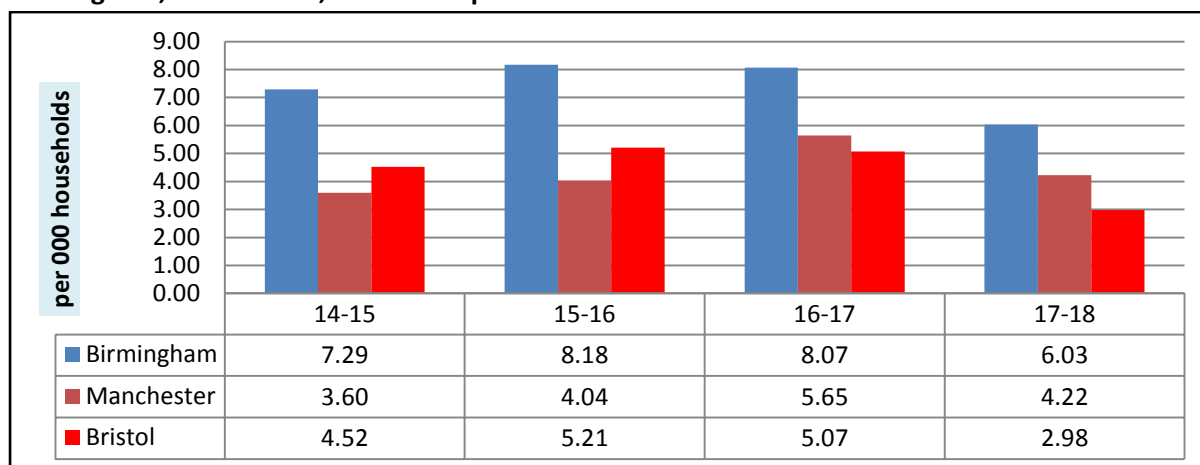
3.2 Core city² comparators for statutory homelessness

Manchester and Birmingham are two of the eight English core cities who share similar characteristics of homelessness to Bristol. The chart below reflects the comparative increase (per '000 households) in applications accepted as statutory homeless when compared with Bristol from 2012 to 2017. Whilst Birmingham has the greatest number of applications per '000 households all three cities share very similar rates of increase over the five year period. This indicates we should be

² The Core Cities are the 10 largest cities in the UK outside London. There are eight English Core Cities – Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield, plus Cardiff in Wales and Glasgow in Scotland.

benchmarking homelessness strategies with these two core cities and looking at innovation and future planning being developed by them.

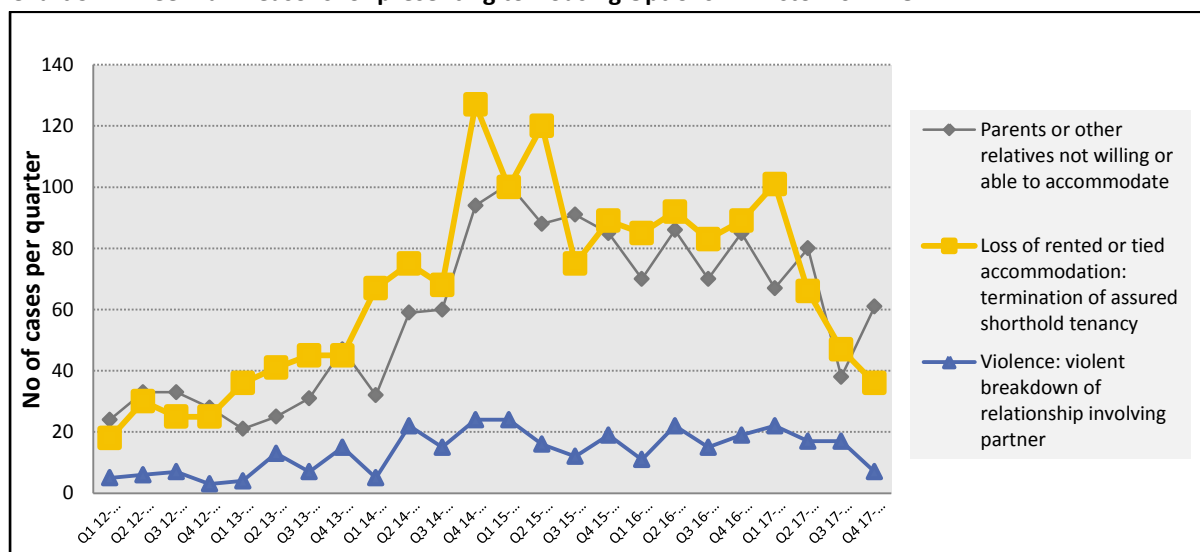
Chart 2 – Number of applications accepted as (part 7) statutory homeless per '000 households – Birmingham, Manchester, Bristol comparison



3.3 The main reasons for statutory homelessness in Bristol 2012-2017

The chart below sets out the **main** causes of statutory homelessness in Bristol over the last five years. The most common cause of statutory homelessness over this period has been **termination of assured shorthold accommodation** closely followed by **parents or other relatives not willing or able to accommodate**. Termination of assured shorthold accommodation has increased as a cause over this period faster than any other reason. Violence: violent breakdown of relationship is the third category and the only reason that saw no decrease running into 2017. Reason '*Those required to leave accommodation provided by the Home office for Asylum support*' has seen a continuous increase over this period. Whilst this data might not come as any surprise it does provide a clear steer on where we can continue to expect demand into the service beyond the introduction of the new Act.

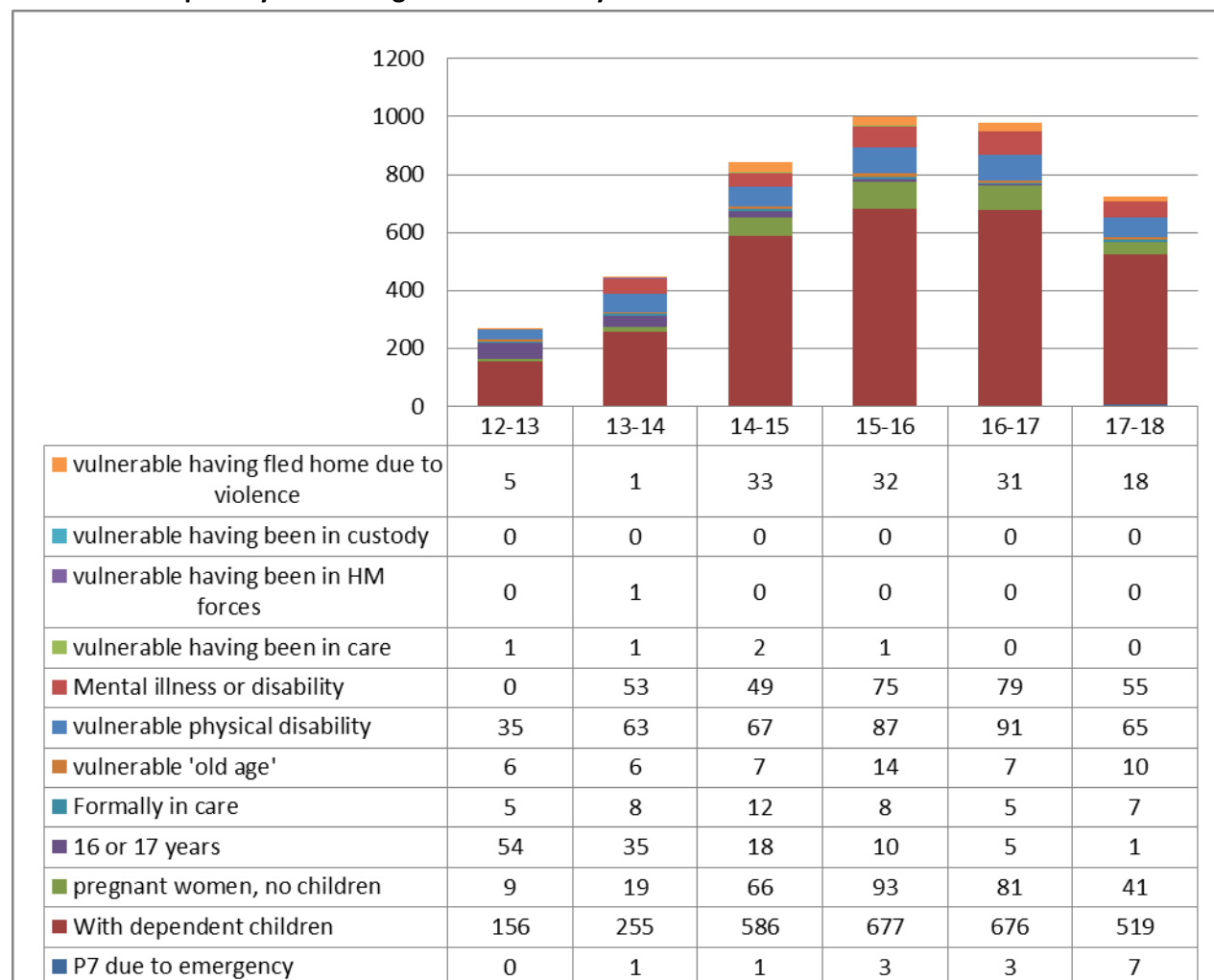
Chart 3 – Three main reasons for presenting to Housing Options in Bristol 2012-18



3.4 Priority need categories of statutory homelessness

In order to be able to be accepted as statutorily homeless and receive assistance from a local housing authority, an applicant must be deemed to have a priority need. The chart below sets out the main priority need categories for those accepted as statutorily homeless in Bristol over the last five years. The most common reason has consistently been because the household includes dependent children, this is unlikely to change with the introduction of the Homelessness Reduction Act.

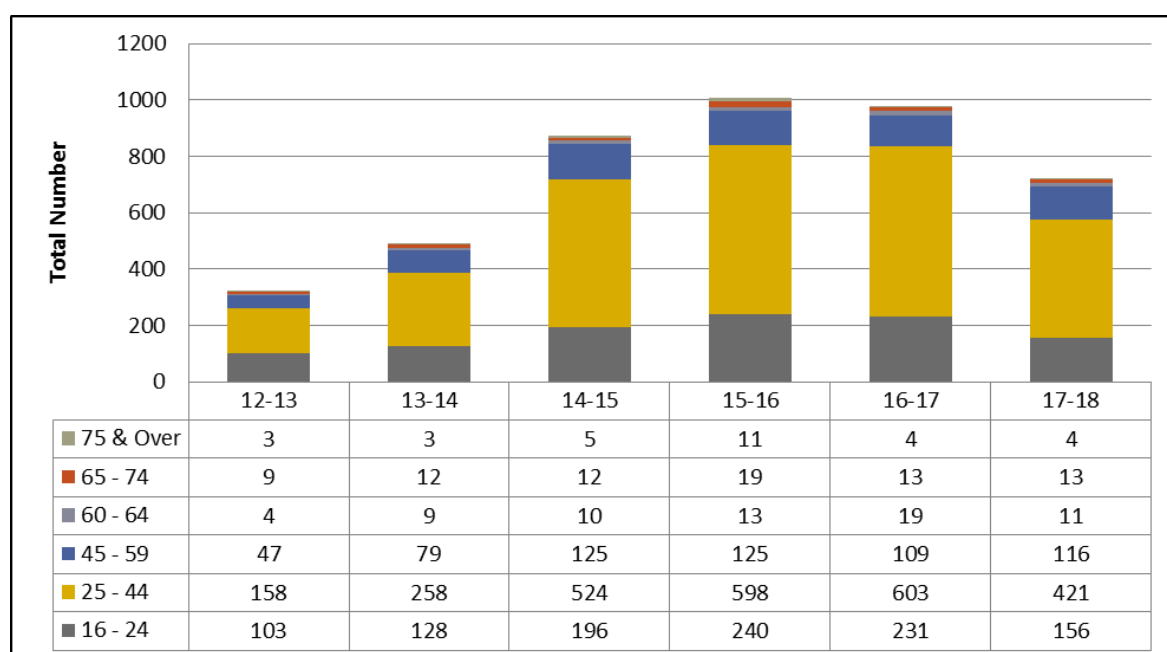
Chart 4 - Main priority need categories of statutory homeless 2012-18



3.5 Age profile of statutorily homeless households

The 25-44 age group makes up the largest cohort of households accepted as statutorily homeless in Bristol. This group have also seen the largest increase in numbers over the last 5 years.

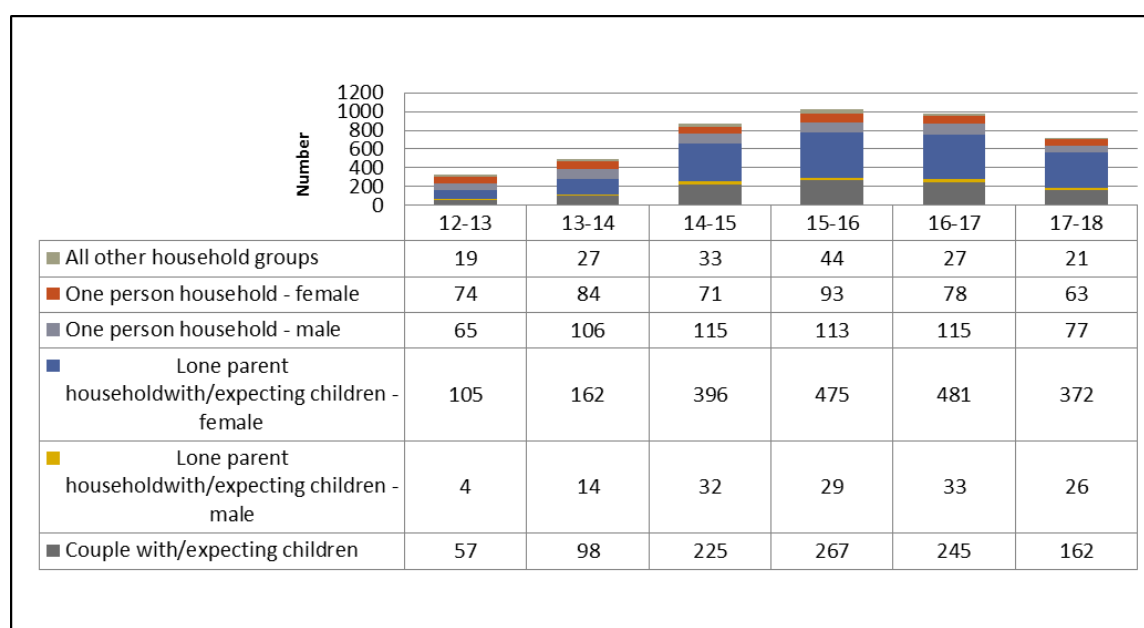
Chart 5 - Age profile of statutorily homeless households 2012-18



3.6 Family or household type of statutorily homeless households

The chart below sets out the range of households accepted as statutorily homeless over the last five years. Lone parent households headed by a female account for the majority of homelessness acceptances. Couples with or expecting children are also a group where we have seen significant increase. This household type breakdown is unlikely to change with the introduction of the Homelessness Reduction Act.

Chart 6 - Family or household type of statutorily homeless households



3.7 Ethnic origin of statutory homeless households

Chart 7 looks at the ethnic origin of accepted households. This chart shows that there are gaps in existing ethnicity data, with ethnicity not always stated or recorded. All applicants are required to produce documents to confirm they are eligible for homelessness assistance. The new Homelessness Reduction Act will provide an opportunity to correct gaps in this data. However, the data we do have tends to indicate that BME households are overrepresented in homelessness acceptances, when compared to their representation in the Bristol population as a whole. Between 30-40% of homelessness acceptances between 2012 and 2018 were from BME households, yet 'non-white British' households comprise around 22% of Bristol's population.

Chart 7 – Ethnic origin of statutorily homeless households 2012-2018

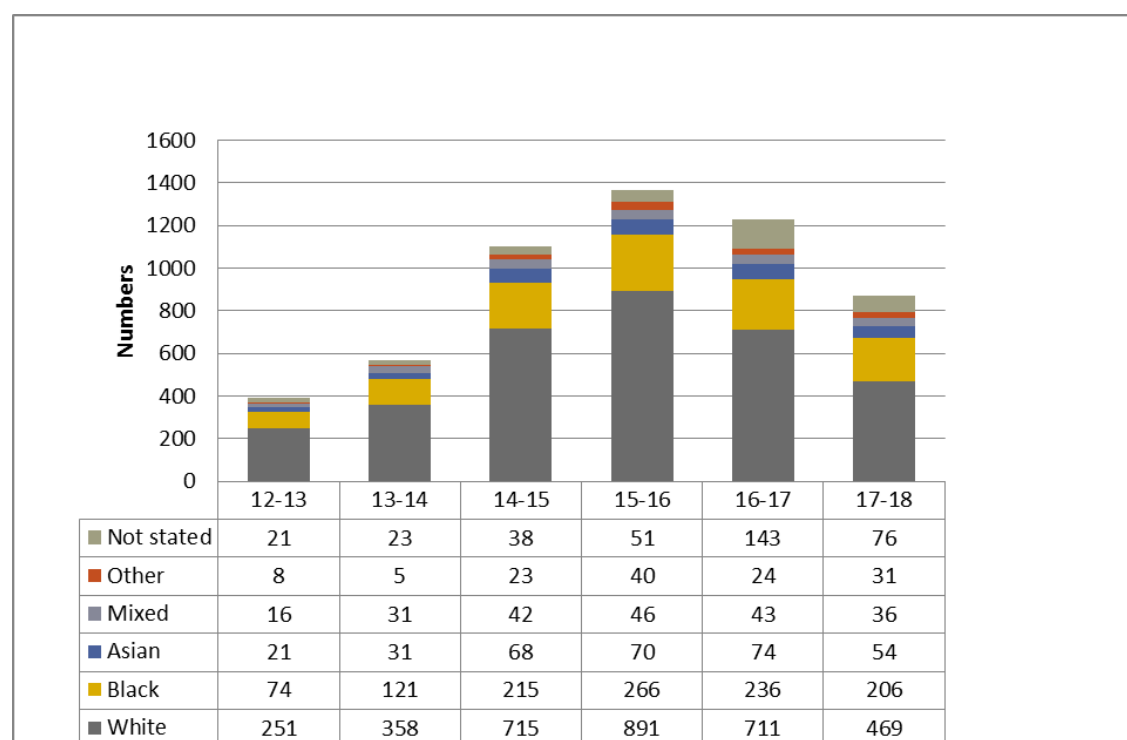


Chart 8 (following page) provides a more detailed analysis of all homelessness decisions made in 2017-18 by ethnic origin including those where a statutory duty was not accepted by the council.

3.8 Immediate outcome for statutorily homeless households

Chart 9 (following page) shows the immediate outcome for households in Bristol from 2012 to 2018, once they were accepted as statutorily homeless. 2014 marks a big increase in the numbers of statutorily homeless in the city. The majority of households accepted are in the *homeless at home* category. The chart also shows a big increase in the numbers of households that have been provided with temporary accommodation in the last few years. This has put a strain on the council's resources (table 1b).

In previous years Bristol would have been able to help many of these households to avoid homelessness by using the private rented sector but the sector can no longer be seen as providing a sustainable, affordable housing option for homeless households on low incomes. The main reason

for this is that the gap between average rents in Bristol and the Local Housing Allowance has grown considerably in recent years. Finding affordable private rented accommodation in the city has become increasingly difficult for the council.³

Chart 8 - Analysis of homelessness decision households by ethnic origin

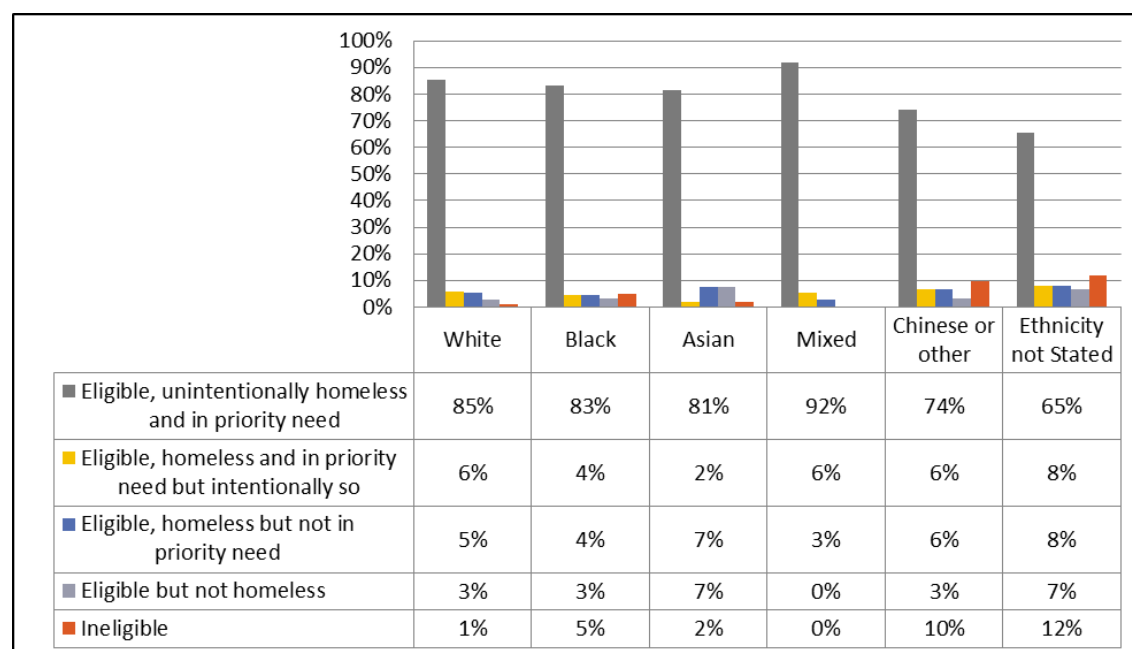
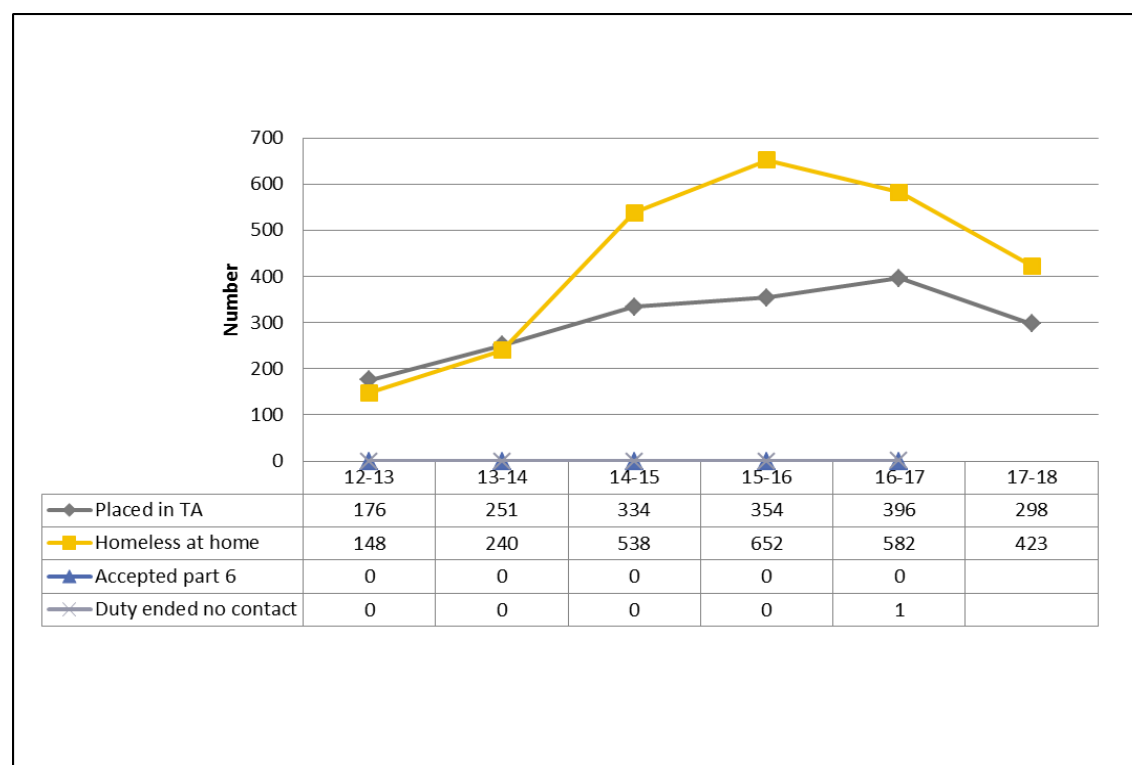


Chart 9 - Immediate outcome for statutorily homeless households 2012-18



³ Households that have been accepted as statutorily homeless by a local authority but arrangements have been made, with the consent of the applicant for them to remain in their own accommodation.

Guide to terms used in Chart 9

- **Duty ended no contact** - refers to applicants who made their own arrangements refused an offer of suitable accommodation or made no further contact with the local authority.
- **Accepted Part 6 offer** – refers to Part 6 of the 1996 Housing Act (as amended). This acts as a legal framework by which local authorities allocate their housing stock. Nominations by local authorities to stock owned by Housing Associations (Registered Providers) are allocated within the same legal framework. This group of cases include those where a Part 6 offer or an offer of any assured tenancy other than a Part 6 offer is made at the time the household is accepted as homeless and the applicant is able to move into the property either immediately or within a few days once it has been made ready for occupation
- **Homeless at home** households are those that have been accepted as statutorily homeless by a local authority but arrangements have been made, with the consent of the applicant for them to remain in their own accommodation
- **Placed in TA** refers to applicants accepted as eligible, unintentionally homeless and in priority need and for whom some form of temporary accommodation was being secured by the local authority.

4. Homelessness prevention and relief

4.1 Overview of Prevention and Relief in Bristol

The obligation for local authorities to prevent as well as respond to homelessness is longstanding in law and in good practice. Since the implementation of the Housing (Homeless Persons) Act 1977 authorities have been legally required to assist people under imminent threat of homelessness (and classed in priority need) by taking reasonable steps to prevent them from losing existing accommodation.

The Homelessness Act 2002 placed an obligation on all local authorities to devise prevention focused homelessness strategies, aimed at minimising the number of households forced to access the statutory homelessness route and instead sustain their own home or find suitable alternative accommodation.

The Homelessness Reduction Act (HRA) obliges local authorities to assess all households/applicants that are likely to become homeless in the next 56 days (in previous homelessness legislation, this was 28 days). Local Authorities will then have another 56 days to attempt to relieve the household's homelessness. The Act will bring into focus and make more apparent prevention and relief activities and it will require public bodies to work together and be able to demonstrate that they have considered every option to prevent each case of homelessness.

Homeless prevention falls into two categories:

- Households that have had their risk of homelessness prevented and remain in their existing home
- Households that have their risk of homelessness prevented through assistance in obtaining alternative accommodation

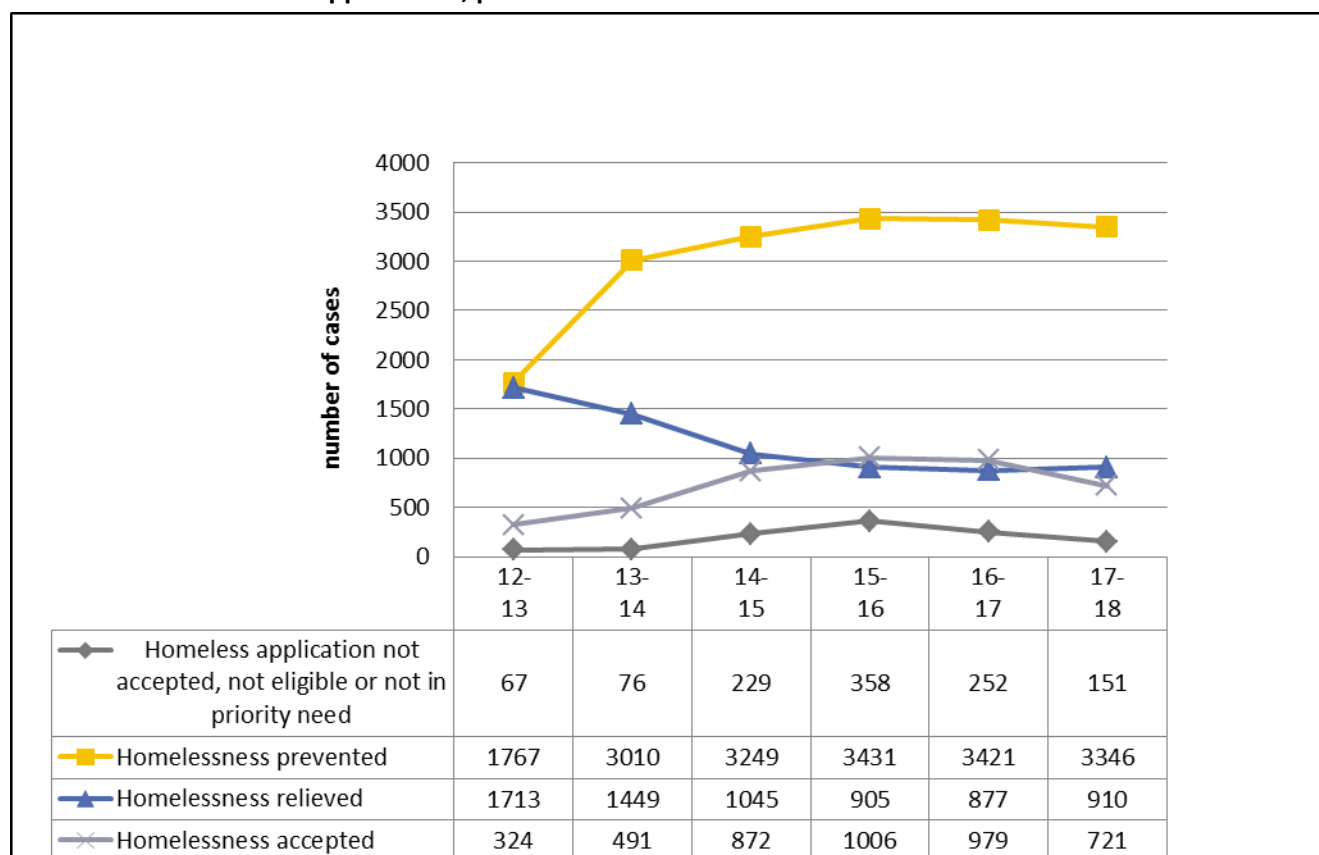
Homelessness relief is where households have become homeless but have their homelessness relieved through assistance in securing accommodation available for at least six months. This cohort would generally be non-priority or intentionally homeless households found to be homeless but not accepted as being owed a statutory homeless duty

4.2 Homelessness prevention and relief data

Chart 10 shows the increasing levels of demand being placed on services in the city across homelessness assessment, prevention and relief. The number of homeless acceptances increased steadily from 2012 to 2016, although in 2017-18 there has been a small fall in the number of acceptances.

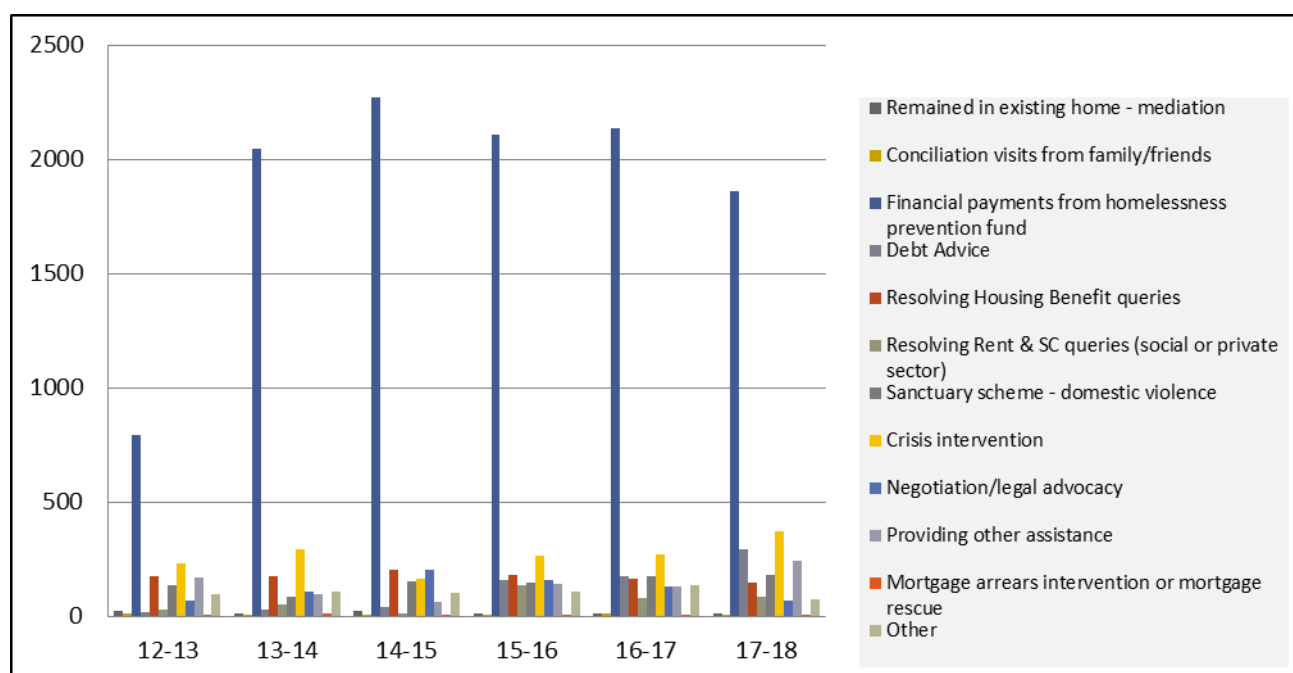
An increase in the amount of funding for Discretionary Housing payments in 2013 as a prevention activity is reflected in the increases recorded in prevention activities from 2013-14. Whilst this is clearly a prevention activity it was previously not recorded as such.

Chart 10 - Homelessness applications, preventions & reliefs 2012-18



In summary in 2017-18 (left hand column) Bristol City Council Housing Options Service prevented or relieved homelessness through a variety of tasks, categorised in Chart 11 below:

Chart 11 - Prevention & relief activities 2012-18



This information can be used to inform action planning around prevention and relief activities going forward. Bristol consistently reports one of the highest numbers of homelessness preventions and reliefs nationally. Chart 12 sets out the top ten local authorities with the highest levels of homeless preventions and reliefs in 2016-17 (source MHCLG table 792). Bristol is in seventh position.

It is worth noting that the London Borough of Southwark reported in October 2017 a 51% drop in homeless acceptances combined with a 29% increase in the numbers of customers accessing their service following the adoption of the early intervention trailblazer pilot.

Table 3 – Highest levels of preventions and reliefs in England 2016-17

National Rank	Local Authority (IMD Rank 2016)	Total cases of prevention & relief	Rates per '000 households
1	Birmingham	8,549	19.83
2	Leeds	7,070	21.33
3	Kingston upon Hull, City of	4,986	43.43
4	Wigan	4,933	34.95
5	Bradford	4,918	23.88
6	Gateshead	4,643	51.20
7	Bristol, City of	4,301	22.34
8	Newcastle upon Tyne	4,164	33.62
9	Dudley	3,455	26.14
10	Leicester	3,424	26.32

4.3 Working with partners to prevent and relieve homelessness in Bristol

Bristol City Council and key partners have developed close relationships to minimise homelessness and improve co-ordination across services.

(a) Bristol Homeless Forum

Bristol Homeless Forum is open to any individual or organisation working with homeless people and homelessness issues in Bristol.

(b) Bristol Supported Housing Forum

Set up in 1994, Bristol Supported Housing Forum is the main provider representative body that works with the City Council to plan and deliver housing and support within Bristol. Its purpose is to bring together voluntary, statutory and private organisations involved in housing related support services to share information and best practice in service development and delivery and to contribute to City Council strategy development and represent providers and the interests of homeless/vulnerable people on many local strategic planning groups and forums. Its priority is to work proactively with the City Council to identify how best essential services can be maintained.

(c) Caring in Bristol (including Julian Trust Night Shelter)

Caring in Bristol deliver projects around homelessness, engaging a community of volunteers including:

- The 365 Shelter
- Caring at Christmas/Breakfast
- Bristol Nightstop
- Room 45
- Growing for Bristol
- Survival Handbook

(d) Golden Key

Golden Key is a citywide partnership of people with experience of prison, homelessness, long-term mental health problems and drug and alcohol dependency, service providers, commissioners and city leaders. Led by Bristol charity, Second Step, it has an eight-year programme and £10 million funding from the Big Lottery Fund. Golden Key work with clients who have been identified as having complex needs. By working closely with these clients, Golden Key are able to pinpoint areas where current systems are not working and use this information to identify strategic and operational changes that can be made to existing services.

(e) Bristol Homeless Health Service

Bristol Homeless Health Service is a team of doctors, nurses, health link workers and support staff who provide confidential health advice and treatment to people who are homeless. This includes those who are rough sleeping and those living in temporary accommodation. The service is commissioned by the NHS Clinical Commissioning Group and provided by BrisDoc Healthcare Services.

(f) Homeless Support Team (University Hospitals Bristol)

Homeless Support Team (University Hospitals Bristol) is a Patient centred and recovery focused approach to care based on the NHS Pathways model, a multi- agency approach (GP, Social Worker, Outreach) to improve patient outcomes and experience and reduce A&E attendances and re-admissions.

(g) Joint working to prevent homelessness

Protocol	Description
Clearing House and Housing First Move-on	Housing First Pilot and Clearing House are new models that are being developed nationally for the delivery of move-on housing supply with tenancy sustainment support for rough sleepers and homeless people. Golden Key in partnership with local housing providers led on the 100 beds in 100 days project. A new conversation is now underway to increase supply of housing stock to extend these models
Health & Housing Services	CAMHS service – Community & Adult Mental Health Services The Junction Project Refugee Action
Services for Young People	Youthmaps Young people's cohabitation project: LaunchPad - This project is a partnership between United Communities Housing Association, University of Bristol's Student Union, 1625 Independent People and the Council with the support, and some capital funding, from charity LandAid.
Rough Sleeping Partnerships	Rough Sleeping Task Group Bristol Homeless Forum The Social Impact Bond No First Night Out (NFNO) No Second Night Out Controlling Migration Fund

(h) Trailblazer Funding to transform services

(h1) Homelessness Reduction Act Trailblazer

In preparing for the implementation of the Homelessness Reduction Act, the Council has been working with partners to develop a homelessness prevention charter that will help advisors give citizens the best assistance at the earliest stage. With partners all providing consistent advice, the council will be responsible for overseeing the prevention options.

Working in partnership, the Council is developing Personal Housing Plans which will be used to monitor how effective each homelessness prevention measure has been. Pathway plans will include the additional care and support provisions that some vulnerable homeless people are likely to need.

The new approach will enable officers to work with many more people in danger of losing their homes, including single homeless people and those that are not vulnerable. Officers will be able to help people help themselves through a range of accommodation initiatives, like lodging and sharing.

Every Local Authority in England will be required to introduce this approach from April 3rd 2018. As a Trailblazer, Bristol has been testing the new approaches, working with the Ministry of Housing, Communities and Local Government (MHCLG) on new reporting mechanisms and sharing its findings to help other LA's develop their own approach.

(h2) Prevention of Rough Sleeping Trailblazer

Building on the services already in place in Bristol like No Second Night Out the council will work with commissioned provider, St Mungos, and use this extra funding to develop additional measures that will help prevent people from needing to sleep on the streets including the following:

- Online and telephone referral system linked to existing Street Outreach team to signpost/divert away from the streets
- No First Night Out rapid assessment service in Bristol offering 365 days 5-11pm service based in existing direct-access
- No Second Night Out assessment service in North Somerset via commissioned Outreach services
- A Data Analyst to coordinate and make best use of data from homelessness prevention services, and allow targeted adaptation of services

(h3) Prevention of Rough Sleeping - The Social Impact Bond (SIB)

This is a project to support the most entrenched rough sleepers and administer outcomes. The fund delivers a four year programme started in October 2017: £1.1 million for services; £100k for monitoring and evaluation;

- To provide additional personalised and flexible support for a single cohort of 125 named complex current/likely rough sleepers in Bristol
- Payment by results – services typically funded by investors who are repaid on delivery of the results: finding settled accommodation, employment, improving health needs, reducing substance use

(i) Financial Inclusion Teams

The council's Welfare Rights and Money Advice Service (WRAMAS) comprises 3 workgroups, which deliver professional and indemnified welfare benefits and money (debt) advice. The work of WRAMAS is to:

- Ensure that income is maximised for households and hardship is avoided
- Mitigate the negative effects of welfare reform
- Provide casework for clients, up to representation at Social Security Tribunals
- Prevent homelessness potential homelessness is prevented and that
- Make sure that the right benefits entitlements prevent the need for home or residential care.

The workgroups have different emphases but work together as a cohesive whole:

The Welfare Rights and Money Advice Support Services (WRSS and MASS) are funded with Supporting People legacy funds to deliver expert advice to supported housing, hostel and floating

support clients; and to their support workers. These services, in conjunction with other WRAMAS workgroups, deliver a wide range of welfare benefits training packages during the year.

The Take Up and Outreach service is General Funded and provides welfare benefits advice and outreach to citizens who are unable to access advice elsewhere either due to other advice service's capacity or because the citizen in question is isolated, has language, health or mobility issues. The service can be accessed via self-referral or referral by concerned friends or family members.

Advice+ is temporarily funded, until end of August 2019 by government's Homelessness Prevention Trailblazer grant. The service utilises welfare benefits expertise and knowledge of housing and homelessness to deliver early interventions to households at risk of homelessness; and has developed a predictive analytics database so that a wide range of data held by the council can be used to prioritise offers of early intervention to households at risk of homelessness.

A table of information below shows WRAMAS' key work and results:

Table 4 - WRAMAS Scorecard 2017/18

2017/18	WRAMAS ANNUAL SCORECARD				
	Q1	Q2	Q3	Q4	Annual totals
Cases opened	148	192	180	167	683
One-off enquiries	579	661	574	514	2,294
Requests in response to publicity	71	119	90	97	377
Gains (ongoing annual)	This sum includes all client annual benefits income achieved, including cases from 2016/17 where awards were made in 2017/18; and cases where a support worker was assisted to make a successful claim for their client.				£3,821,027.60
Gains (one offs – lump sum payments)	This sum includes all client lump sum benefits payments (where benefit backdating has been agreed), including cases from 2016/17 where awards were made in 2017/18; and cases where a support worker was assisted to make a successful claim for their client.				£1,619,280.43
Total gains					£5,440,308.03
Benefit cap exemptions achieved	22	4	20	16	62
Homelessness prevention interventions					
WRAMAS (excluding Trailblazer)	18	23	31	31	103
Advice+ Trailblazer	165	129	157	416	867

Partner Trailblazer advice agencies	338	156	98	276	868
Homelessness preventions achieved (households)					
WRAMAS (excluding Trailblazer)	12	19	18	21	70
Advice+ Trailblazer	107	46	46	118	317
Partner Trailblazer advice agencies	41	63	67	118	171
Training courses delivered	7	3	14	5	29
Number of trainees	64	34	135	48	281
Tribunal representations	106	40	62	75	283
Successful tribunal appeals	91	35	57	70	253
Outreach sessions	15	12	14	14	55
Roof Over My Head courses delivered	4	4	4	3	15
ROMH course completers	55	50	47	40	192
Compliments	5	2	6	8	21
Complaints	0	0	1	0	1

(j) Local lettings negotiation team

The local lettings negotiation team was established in 2016 and provides support and facilitates links to private housing and landlords offering accommodation to homeless applicants.

(k) Private Housing Service

This team works with private tenants to sustain tenancies and address situations where a tenant may feel that their private landlord is acting unfairly. Examples of these scenarios may include:

- Category 1 hazard
- Where a landlord is asking a tenant to leave or has given them notice
- Where a tenant is having problems getting their deposit back
- Where a landlord is trying to increase rent charge

The service is currently consulting on widening the geographical area of the HMO licencing scheme to twelve wards in the city. The main purpose of the consultation is to view opinion on enforcing a standard licence fee to assist with improving housing standards in the private rented sector.

The main relationship in Bristol between private housing supply and homelessness remains the high cost, inadequate supply and type of tenure available to occupants using private sector accommodation. Loss of assured shorthold tenancy and little legal protection often leads to homelessness and presentation to the Housing Options Service.

Currently the Private Housing Service focuses on condition and licencing of private sector accommodation and does little to address the issues of cost and supply.

4.4 Commissioned Partners – Housing related Homelessness Prevention Services

Since the removal of Supporting People (SP) ring-fencing in 2009, there have been significant changes to the commissioning and delivery of Housing Related Support (HRS) services. Local authority budget reductions have led to further changes in the ways that services are commissioned and monitored. These changes have resulted in a particularly challenging time for HRS providers, with many forced to restructure their services and reduce hourly rates in an attempt to retain contracts.

In many cases recommissioning of HRS has involved changes to staff terms and conditions, pay cuts, restructures and redundancies that have all affected workload, morale and resilience to change. However some providers have been able to take advantage of positive opportunities arising from recent changes, working with commissioning teams to develop targeted services that respond directly to local context, need and priorities.

Looking forward we must recognise that there are negative effects from short term commissioning of support services and aim to develop longer term local commissioning structures.

In 2016-17 £7.3m was spent on commissioned housing related support services delivered by external service providers in Bristol.

Since the last homelessness strategy was drafted Bristol has redesigned and reviewed its commissioned housing related support services.

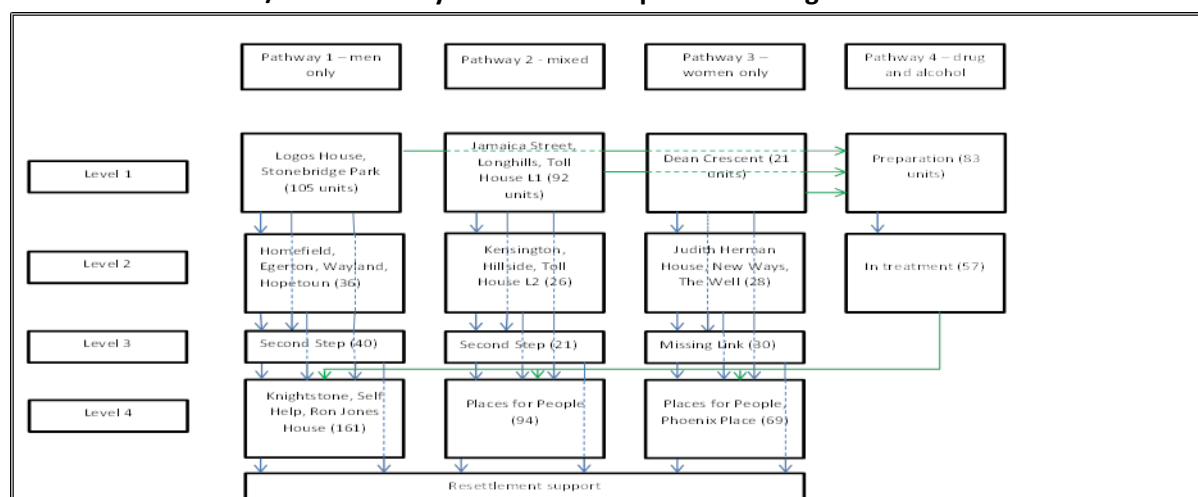
(a) Accommodation based homelessness prevention services

Bristol commissions housing related support through a series accommodation based homelessness prevention pathways. The contracts have been designed around a four level/four pathway commissioning model (below). There are four separate pathways with a lead service provider:

- Pathway 1 men only – Lead Provider: Salvation Army
- Pathway 2 mixed gender – Lead Provider: Second Step
- Pathway 3 women only – Lead Provider: St Mungo's
- Pathway 4 drug and alcohol – Lead Provider: Addiction Recovery Agency (ARA)

The route through each pathway follows an agreed referral into high support (level 1) with move-on through the pathway to low support (level 4) and on to independent living. Each pathway has a mix of hostel and dispersed accommodation. The high support and family services tend to be provided in hostel locations and lower support services are generally provided in dispersed shared accommodation.

Chart 12 – Four Level/Four Pathway: Routes to Independent Living



There are also some non-accommodation based housing related support commissioned services and these include:

(b) Youth Homelessness services/Youth maps

Bristol Youth MAPS is a new service commissioned by Bristol City Council (BCC) and jointly delivered by BCC with 1625 Independent People. The service focuses on the prevention of youth homelessness by working with young people who present as homeless or at risk of homelessness to help them to remain in or return to their family home where it is safe to do so. It will also help young people to find safe accommodation where it's not safe to return home, or when attempts to do so are unsuccessful.

(c) Domestic Abuse Services

Next Link delivers a range of services to women and children who are the victims of domestic abuse. These include accommodation based homelessness prevention services in the commissioned pathway and a safe house for women fleeing a perpetrator. Data shows that Bristol has a higher than average number of rough sleepers who are women.

(d) Tenancy (Floating) Support Service

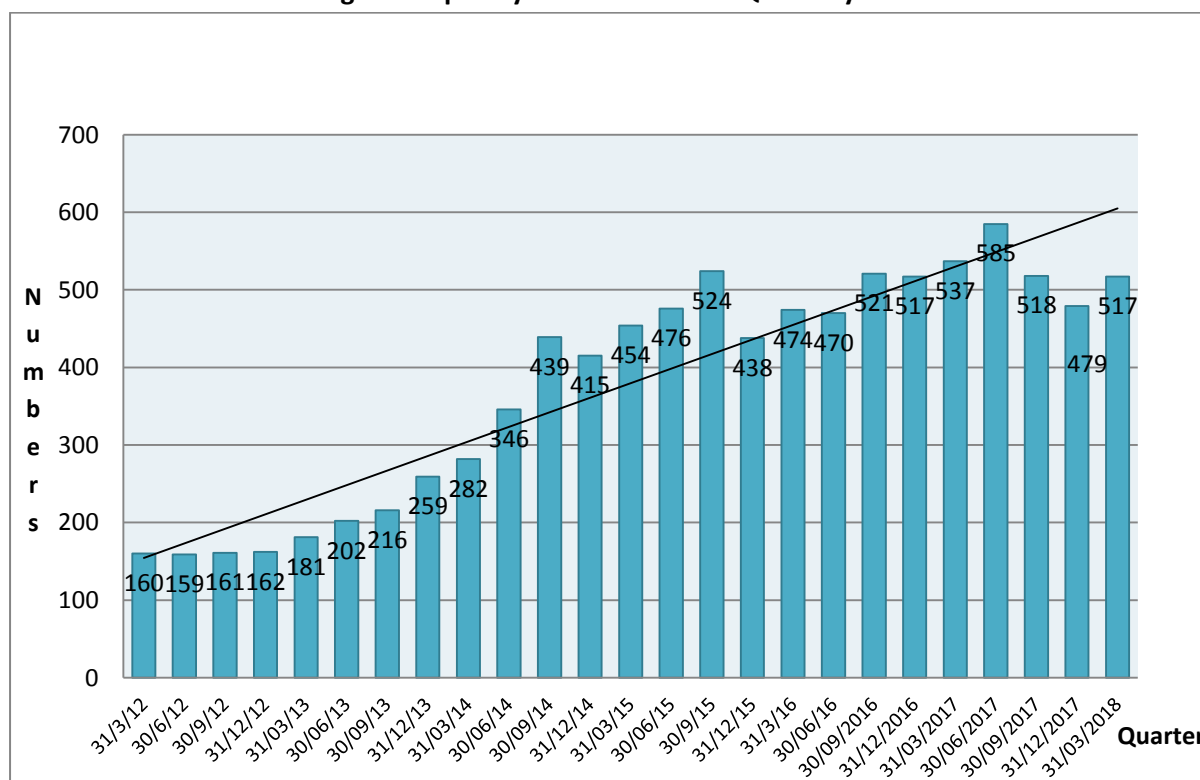
The Tenancy Support Service offers commissioned housing related floating support to those at risk of homelessness. The Provision of Emergency Temporary Accommodation is also procured through an open framework model (see next section).

5. Use of Temporary Accommodation

The number of households living in temporary accommodation (TA) in Bristol in March 2012 was 160. On the 30th June 2017 this figure was 585 this is a 265% increase and has had a significant impact the service delivery plans of the Housing Options Team. TA is used as an interim solution for statutorily homeless households until suitable permanent accommodation becomes available.

In 2017-18 the cost of Temporary Accommodation provision in Bristol was £6.55m (excluding HB income). TA is procured through an open framework. Providers who want to provide TA submit a bid through the council's 'Proactis' procurement portal. Bids are evaluated and successful providers of TA are paid nightly for the use and provision of this accommodation. New lower cost block purchase provision was commissioned in 2017 and it is predicted that spend in 2018-19 will be £5m.

Chart 13 - Households Living in Temporary Accommodation Quarterly Trends



TA will be provided by us as a local housing authority until a homeless household either:

- Can move into settled accommodation arranged by the local authority
- Is no longer eligible for assistance
- Moves out under their own volition
- Is evicted because of something they have done (e.g. rent arrears or anti-social behaviour) or
- Refuses a final offer of settled accommodation that is suitable for their needs

TA must be suitable for its occupants and the local authority will take a number of things into account when considering this, including:

- Whether the accommodation is the right size for the household
- The location of the accommodation
- The condition of the accommodation
- How much rent the homeless household can afford to pay

- Any health needs in the household and other social factors (such as whether the household needs to be close to support services, families or special needs schools)

Households placed in TA are liable to pay rent or service charge and may have to pay other charges for items including meals or cleaning services. Households in receipt of benefits or on a low income may be eligible for housing benefit, but this may not cover the rent in full.

The number of these households living in temporary accommodation for **more than six months** was 287 on 31st March 2018. This cohort makes up 53% of all in Temporary Accommodation and is increasing because the supply of adequate and affordable move-on accommodation is not available.

5.1 Supply of Temporary accommodation in Bristol

There is now a corporate target to reduce the number of households in TA to 150 by 2020. There is also a corporate target to reduce the average length of time homeless applicants are placed in in temporary accommodation from 287 days to 240 days by the end of 2017-18. The use of traditional bed and breakfast accommodation is rare.

The Temporary Accommodation procured by Housing Options for homelessness prevention is also used by Health & Social Care Practitioners as specialist housing under Section 117 of the Mental Health Act and Early Help it is also made available also to the Asylum Team.

6. Rough Sleeping

6.1 Background

In November 2008 the Labour Government announced a new goal to end rough sleeping by 2012. At the hot spot rough sleeper street count in April 2012 - **eight** long term homeless rough sleepers were reported in Bristol. At the annual rough sleeper count in November 2017 Bristol reported to the MHCLG **eighty-six** long term rough sleepers which is the sixth highest return nationally. Since reporting **ninety-seven** rough sleepers at the national count in November 2015 Bristol has attracted national attention in respect of the rough sleeping and street homeless and the ending of rough sleeping has once again becoming a policy priority for national government.

Theme 1 (Empowering and Caring) of Bristol City Council's Corporate Strategy 2018-23 includes a key Mayoral commitment to *'reducing the overall level of **homelessness** and **rough sleeping**, with no-one needing to spend a 'second night out'.*

6.2 Overview

Rough Sleepers are defined as people seen either sleeping, about to bed down or actually bedded down in the open air (such as streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, sheds, car parks, derelict boats, stations or 'bashes') are included in this definition.

Sleeping rough is a dangerous and traumatising experience. The longer someone sleeps rough, the greater the risks that they will become trapped on the streets and vulnerable to becoming a victim

of crime, developing drug and alcohol problems, or experiencing problems with their health. Many people who sleep rough will suffer from multiple health problems, such as mental health problems and they are also in greater danger of violence than in the general population. Other health impacts associated with rough sleeping include higher rates of communicable diseases such as TB, HIV and hepatitis. Research indicates that the average age of death of a homeless person is 47 years old and even lower for homeless women 43 year, compared with 77 for the general public. Tackling issues of health and wellbeing among those who are homeless or sleeping rough will be a key priority in the revised strategy.

There may at times be an overlap between rough sleeping and other forms of street activity such as drinking or begging, although those individuals engaged in wider street activities often have access to accommodation and do not sleep rough. Two specific policies, on rough sleeping encampments and on vehicle dwelling encampments have recently been developed to tackle some of these issues and are currently being consulted on.

6.3 Rough Sleeping - Statutory requirements

Some rough sleepers may fall within statutory thresholds for local authorities, either in terms of homelessness and/or social care thresholds, such as mental health. However even if they are entitled to assistance, without the right support, some rough sleepers, due to their complex needs, will not get the service to which they are entitled.

It is impossible to reach an absolute figure for the number of people sleeping rough in Bristol because many rough sleepers hide in order to protect themselves or choose not to engage with services until a crisis occurs (this is particularly true of female rough sleepers. For statistical purposes Bristol uses two methodologies for counting the levels of rough sleeping.

- | | |
|---------------------------|--|
| 1. Street Count: | St Mungo's Outreach team which is commissioned by the city council carries out street hotspots counts. New methodology sets out that there are monthly counts with one-in-every three of these monthly counts being a more extensive mini-count. There are four mini counts per year one of which is the Annual Rough Sleeper count reported to the MHCLG. |
| 2. Quarterly performance: | As part of contract compliance the St Mungo's Outreach team publish a quarterly operational and outcome monitoring performance report. |

This review uses both sets of the above data.

For the purposes of developing homelessness prevention services rough sleepers can be placed into three different categories;

For the purposes of developing homelessness prevention services rough sleepers can be placed into three different categories;

1. New to homelessness or any New Rough Sleepers:

Also referred to as **flow clients** these are people who have not had previous contact with the Outreach team.

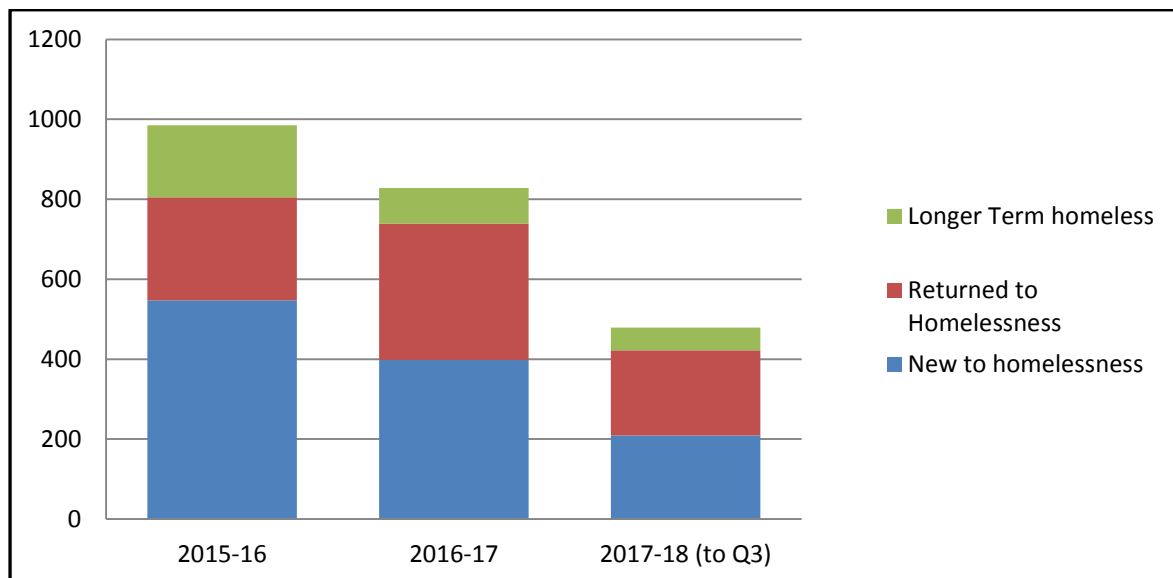
2. Returned to homelessness or Intermittent rough sleepers

Also referred to as **returner clients** these are people with some history of rough sleeping and engagement with outreach services, but not regularly enough to be considered living on the streets.

3. Long Term homeless or high level Living on the streets:

Chart 14 shows longer term homeless/living on the street have shown a small decline in the past three years.

Chart 14: Number and Categories of rough sleepers in Bristol



As this report has already noted, many rough sleepers will hide from public view for their own safety and security. Because of this there is likely to be a large overlap between intermittent clients and those living on the street.

6.4 Identifying rough sleepers

Historically, many people who slept rough in Bristol had a local connection to the city and were generally eligible for local supported housing services. This enabled considerable progress to be made in reducing the overall number of people sleeping rough. In recent years changes have occurred in the profile of rough sleepers in the city with an increasing proportion of people from eastern Europe, and other groups (in smaller numbers) with no course to public funds (NRPF). The overall size of the rough sleeper population in Bristol grew as a result of these clients being ineligible for housing assistance. At the same time there has also been an influx of economic migrants for whom rough sleeping can be a means of saving money, or because they have been unable to find work and have been forced to sleep rough.

This change has necessitated a new approach to one which consists of partnership working with a view to reconnecting such clients with their home countries (EEA), where they are willing to return, and some limited enforcement action by community safety services, police and UK Border Agency where clients are not willing to engage. This has meant that while there has been an overall growth in numbers, these have broadly been stabilised with fewer people graduating into the long term homeless/ living on the streets population. The strategy must address how this trend can be continued.

The national rough sleeper count in November 2017 identified that compared to the rest of England the Bristol rough sleeping population had higher than average numbers of women and non-EU nationals. It also identified a slightly higher than average number in the 18-25 age group (charts 15-17). Chart 18 shows the number of rough sleepers per 1000 households in all of the English Core Cities, according to the November 2017 count.

Chart 15 - Gender of rough sleepers in Bristol – National Count November 2017

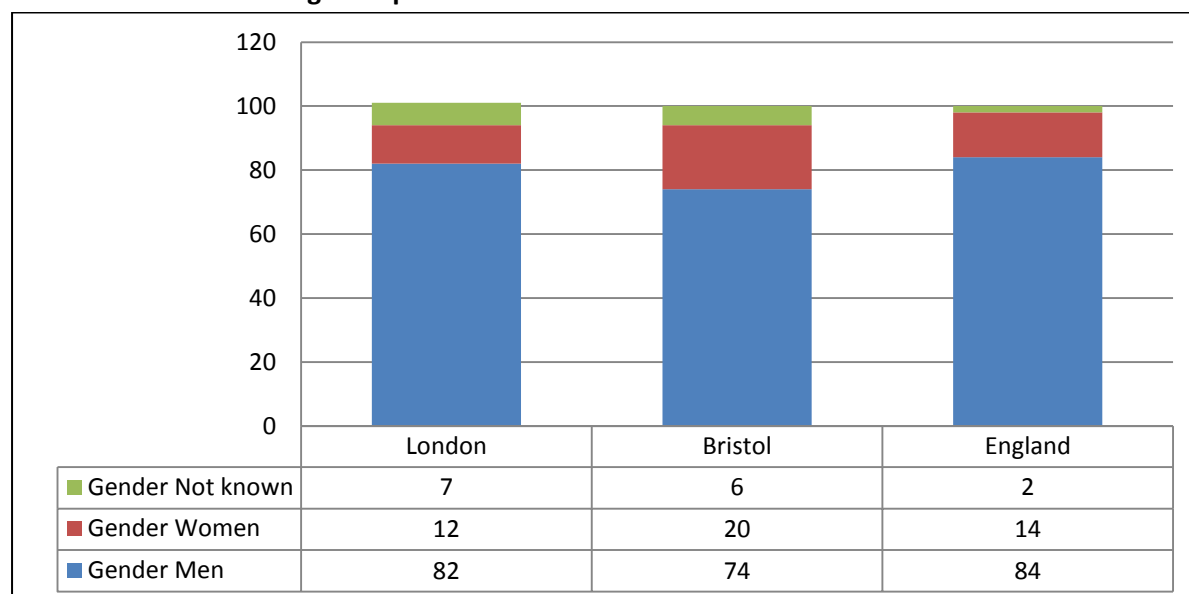


Chart 16 – Nationality of rough sleepers in Bristol – National Count November 2017

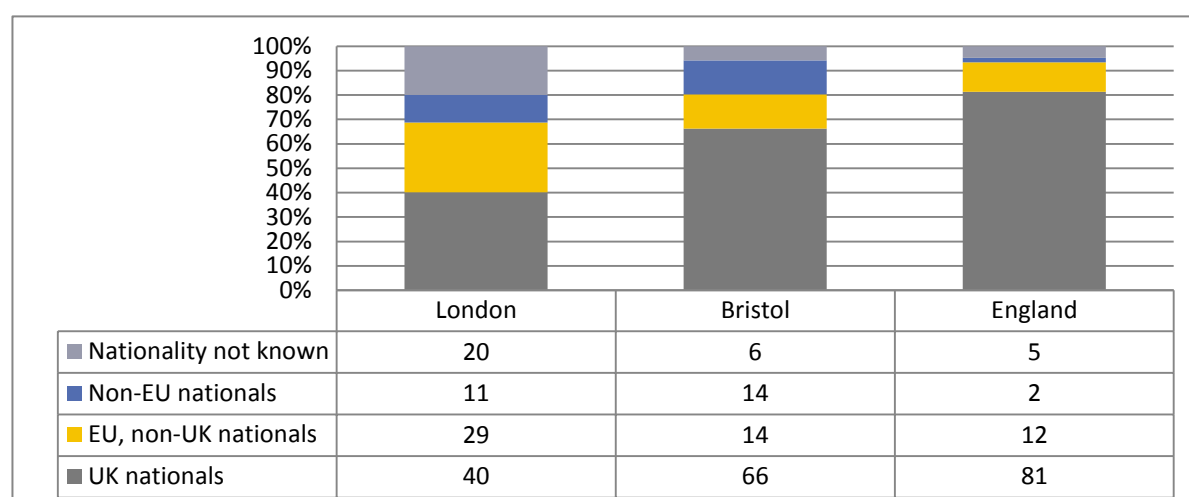
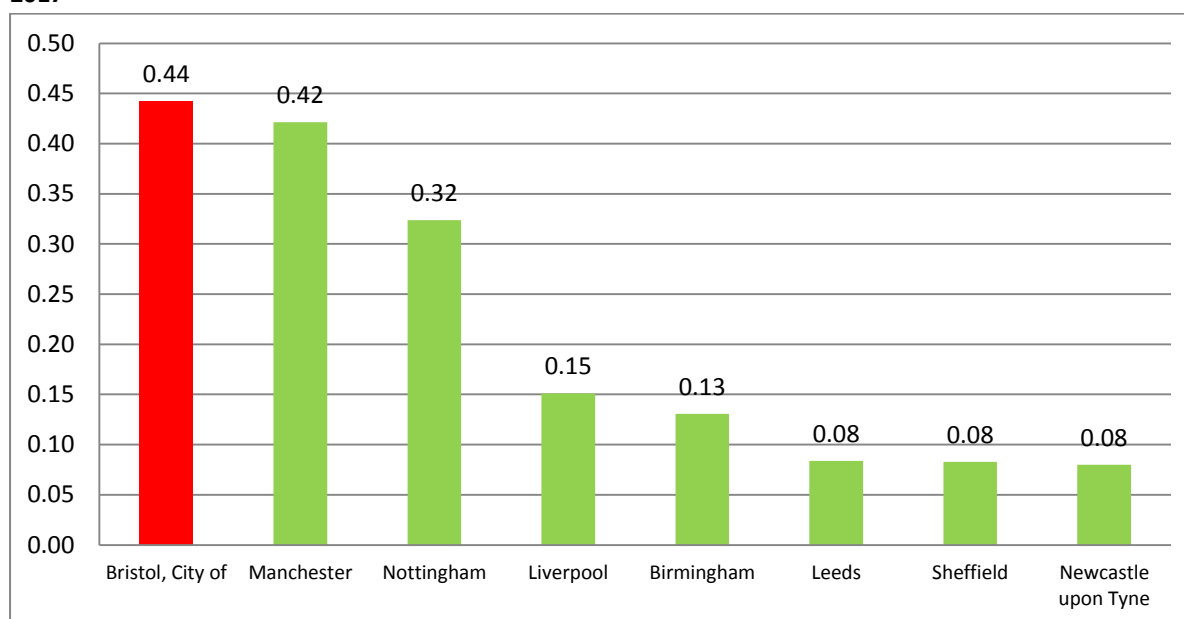


Chart 17 - Age profile of rough sleepers at National Street Count November 2017



Chart 18 – Core City numbers of rough sleepers per '000 households at National Street Count November 2017



6.5 Services for rough sleepers in Bristol

(a) St Mungo's Outreach team (rough sleeper service)

The Council currently commissions a specialist street population outreach team through St Mungo's, both those new to the streets and those who require sustained casework approach to try and break the cycle of long term life on the streets. Outreach workers carry out robust needs assessments of individuals and seek to find housing solutions by accessing supported accommodation in the city for those clients with a local connection or facilitating reconnection to home towns or countries where the individual is not entitled to assistance from the council.

(b) Social Impact Bond (SIB) funding (Street impact Bristol)

A Social Impact Bond is a finance vehicle that uses ethical funding with public finance to facilitate a specific outcome. In late 2016 the MHCLG invited bids from local authorities to identify a cohort of rough sleepers that could be removed from the streets. Bristol Housing Options service submitted a successful bid and was awarded £1.1m to fund the delivery of a Social Investment Bond to target a cohort of 125 complex rough sleepers in the city between 2018-21.

(c) Prevention of Rough Sleeping Grant

Following a submission to the MHCLG in 2016 this funding (£350,000) was awarded to Bristol City Council in January 2017 as a collaborative joint 'No First Night Out' No second night out in North Somerset. project aimed at services to tackle rough sleeping within the sub-region (Bristol & North Somerset)

(d) Golden Key in Bristol

Led by Bristol charity, Second Step, and with an eight-year programme funded to the tune of £10 million by the Big Lottery Fund, for people with complex and multiple needs including complex and entrenched rough sleepers

(e) Bristol Homeless Forum

An umbrella broad group for a host of third sector charities providing support and relief to rough sleepers in the city (soup runs, Bristol night shelters) - Bristol Homeless connect website.

(f) Rough Sleeping Partnership

A strategic, multi-agency partnership made up of commissioners, providers, service users, Golden Key, health services, the police, Destination Bristol (representing retailers), providers working with prisons and faith-based organisations. Among its key aims are to improve liaison between prison and probation services, design processes for managing rough sleeping hotspots and night shelter programmes, public engagement and improving data collection and analysis.

7. Bristol's Housing Market

The issue of homelessness and rough sleeping within Bristol cannot be understood without some consideration of the city's wider housing context. Housing demand is still increasing and there continues to be an undersupply of new homes, both for ownership and rent. There is a significant shortage of affordable housing. The private rented sector represents a growing proportion of the housing market nationally and locally and there is a growing disparity between housing benefit rates and actual market rents across the city.

7.1 Housing Stock

Valuation Office Agency figures (as of 25th March 2018) list 200,284 residential properties for Bristol, broken down into the following Council Tax bands:

Table 5: Bristol Residential Properties by Council Tax Band (March 2018)

Council Tax Band	Number of Properties
A	51,991
B	73,383

C	38,975
D	18,277
E	9,688
F	4,779
G	2,854
H	337
Total	200,284

Source: Valuation Office Agency (25th March 2018)

Even though increasingly out of date, the 2011 census provided the most complete picture of housing tenures within Bristol, indicating 21% is social rented (15% owned by the city council, 6% by housing associations), 55% is owner occupied and 24% privately rented.

More recent analysis from the Building Research Establishment provisionally indicates the tenure split has changed to 18% social rented, 53% owner occupied and 29% private rented.

The private rented sector has increased significantly since 2001. Private rental has overtaken the entire social sector, and is now the destination tenure for younger households and those on median and lower incomes who cannot afford to buy.

Local authority housing is mainly focused in inner city areas and on the outlying housing estates such as Hartcliffe, Withywood, Knowle West, Southmead, Lockleaze, Lawrence Weston and Henbury. Private renting is most concentrated in the Central, Clifton Down, Cotham, Clifton and Hotwells, and Harbourside wards.

7.2 Housing Stock Condition

The 2012 [Private Sector Housing Stock Condition Survey](#) was conducted to gain an understanding of housing conditions in owner occupied and privately rented dwellings, wherever possible it compared results to established figures relating to social housing. While it is recognised that this survey is increasingly out of date, it does provide valuable information on the condition of housing stock in the city. The survey estimated that at that time:

- 43,930 (28.4%) of private sector dwellings (owner occupier and private rent) are non-decent in Bristol, the figure for England as a whole is 31.5%. The rate was only marginally higher for private rent (29.9%) than owner occupied (27.9%).
- Just under 1,500 social sector dwellings are non-decent, which represents approximately 3.8% of all social housing in Bristol. This compares to a national figure of 23.2% of social housing being non-decent across all England.

The Standard Assessment Procedure, or SAP, is a government rating for energy efficiency. The SAP rating in the report was the energy rating for a dwelling and was based on the calculated annual energy cost for space and water heating. The average SAP rating in Bristol for private sector dwellings is 55, above the national average SAP rating of 51.

7.3 House Prices

According to Land Registry data, in April 2018 the average house price in England was £243,639. In the same month, the average house price in Bristol was £274,145, some £30,506 (12.5%) higher than the English average. In the decade between December 2006 and December 2016 the average house price in Bristol rose by around 47.4% (from £176,239 in 2006 to £259,791 in 2016).⁴ Residential property market analysts, Hometrack, cite a similar average Bristol house price figure in their [UK Cities House Price Index](#) for April 2018 (£278, 700).

According to the Hometrack data, Bristol has registered the highest annual growth in house prices over the last 5 years (8.9% compound annual growth rate), but they also note that the growth rate is slowing in the city, with average prices up by 4.9% in the last year, compared to a 7.7% increase in Manchester, 7.4% in Leicester and 7.2% in Edinburgh.

7.4 Affordability

Access to affordable housing is a problem for many people across the UK. Affordability can be measured by looking at the relationship between the price of the cheapest homes and the lowest level earnings in a particular area. According to data from the Office for National Statistics (ONS)⁵, the ratio between lower quartile house prices to lower quartile earnings in Bristol in 1999 was 3.69. The latest data available (2017) indicates a ratio of 9.53 (ie. the cost of the cheapest Bristol home is over nine times the annual earnings of the poorest households). A slightly lower ratio applies when comparing median earnings to median house prices for Bristol in 2017 (8.99).

7.5 Affordable Housing Need

In the West of England two Housing Market Areas have been identified, a Wider Bristol Housing Market Area and a Bath Housing Market Area.

The four local authorities of the West of England - Bath and North East Somerset Council, Bristol City Council, North Somerset Council and South Gloucestershire Council - have collectively prepared the [Joint Spatial Plan](#) (JSP). The JSP is a statutory Development Plan Document that will provide the strategic overarching development framework for the West of England to 2036. The JSP plans to meet the needs arising from both the Bristol and the Bath housing market areas to 2036.

The Strategic Housing Market Assessments for the Wider Bristol and Bath Housing Market Areas (2015 and updates in 2016 and 2018) carried out by Opinion Research Services (ORS) demonstrate that there is a need for 30,065 Affordable Homes in the West of England in the period 2016-2036. The table below illustrates how this figure is broken down in each of the four West of England local authority areas:

Table 6: Breakdown of Affordable Housing Need by West of England Unitary Authority

Local Authority	Affordable Housing Need
Bath and North East Somerset	3,212
Bristol	16,228
North Somerset	4,639
South Gloucestershire	5,987
Total	30,065

⁴ Land Registry, [UK House Price Index](#)

⁵ Office for National Statistics (ONS), [House price to workplace-based earnings ratio](#)

54% of the Affordable Housing need arises from Bristol. Current projections indicate that this level of need cannot be provided for within Bristol City's boundaries because the scale of the need is too great, and the availability of suitable sites is limited.

7.6 Affordable Housing Delivery

Affordable Housing delivery across the West of England over the 10 year period 2006-16 averaged 937 homes per year or 23% of total delivery against Local Plan targets of between 30% and 40%. In 2016/17, overall housing completions across the West of England area totalled 5,347. Affordable housing delivery broken down across the sub-region was as follows:

Table 7: Affordable Housing Delivery 2016/17 by West of England local authority

Local Authority	2016/17 Affordable Housing Completions
Bath and North East Somerset	166
Bristol	199
North Somerset	138
South Gloucestershire	360
West of England	863
Total delivery (all tenures)	5,347
Affordable Housing as a % of total delivery (all tenures)	16%

Although the Affordable Housing delivery of 863 units across the four UAs was broadly in line with the numerical average for the previous decade, it represented 16% of total delivery, and 57% of the 1,503 Affordable Homes required annually from 2016/17 to meet need.

Affordable housing delivery in Bristol has dropped since 2010, particularly in terms of the proportion of overall delivery in the West of England (2006 – 61%, 2010 – 40%, 2016 – 23%). This reflects the specific challenges in Bristol with its urban site profile. Delivery of Affordable Housing is particularly challenging in urban areas due to the reliance on complex brownfield sites that can incur significant extra costs for redevelopment which in turns affects their viability.

7.7 Affordable Housing Delivery Target

The Affordable Housing target in the Joint Spatial Plan is 24,500 net new Affordable homes by 2036. This represents 81% of the total Affordable Housing need identified in the SHMAs of 30,065.

7.8 Empty Homes

Every year, hundreds of empty homes are being brought back into use in the city, helping to manage the high housing need. The city council wants to improve access to decent affordable housing by encouraging the owners of empty properties to bring these much needed homes back into occupation. The number of empty homes brought back into use over the past decade is illustrated below.

Table 8: Number of Empty Homes brought back into use 2008/9 to 2017/18

2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
312	390	443	508	677	744	666	602	477	381

7.9 Private Sector Rents - Average Rent

The private rented sector represents a growing proportion of the housing market nationally and locally and the only housing option for many households priced out of owner occupation but

ineligible for affordable/social housing. Valuation Office Agency figures (April 2017 to March 2018) indicates that the overall average (mean) rent for the city of Bristol (across all rented property categories - from single room rental to 4+ bedroom properties) is around £1,085 a month. For the same period, the average (mean) rent for England (across all categories) was £829 a month.

Table 9: Comparison between Bristol and England Average (Mean) Private Sector Rents 2013/14 to 2017/18

Property Type	Bristol 2013/14	England 2013/14	Bristol 2017/18	England 2017/18	Bristol % rental increase	England % rental increase
Room	£346	£363	£430	£401	24.3%	10.5%
Studio	£521	£579	£644	£637	23.6%	10%
1 bedroom	£639	£625	£797	£707	24.7%	13.1%
2 bedroom	£830	£693	£1,036	£772	24.8%	11.4%
3 bedroom	£1,023	£789	£1,253	£881	22.5%	11.7%
4 or more bedroom	£1,726	£1,412	£2,224	£1,548	28.9%	9.6%

Source: [Valuation Office Agency: private rental market statistics](#)

Between 2013/14 and 2017/18 Bristol private sector rents increased more than the England average for properties of all sizes and in a number of cases the Bristol percentage increase was more than double the increase for England as a whole.

7.10 Local Housing Allowance (LHA)

In 2014 the Coalition government introduced measures to ensure that any increase in Local Housing Allowance (LHA) - which determines the amount of housing benefit an individual can receive if they rent from a private landlord - would be capped at actual rent inflation, or 1%, whichever is the lower figure. This capping has continued under the present Conservative government. Despite LHA rates rising by 3% for one and three bedroom properties in April 2017, there remains a growing disparity between housing benefit rates and actual market rents across the city.

Table 10: Bristol Local Housing Allowance (LHA) and Average Bristol Private Sector Rent

Property Type	LHA Monthly Rates (2018)	Average Monthly Private Sector Rent 2017/18
Shared room (single under 35 rate) ⁶	£301.52	£430
1 bedroom	£558.67	£644 – Studio Property £797 – 1 bedroom Property
2 bedroom	£678.07	£1,036
3 bedroom	£810.13	£1,253
4 bedroom	£1,084.57	£2,224

⁶ The shared room rate applies to most single people aged under 35, even if that person lives in self-contained accommodation.

8. Bristol's Demographics

8.1 Bristol Demography⁷

Bristol is the largest city in the South West and one of the ten 'Core Cities' in Great Britain. Following a period of population decline in the post war years, the population stabilised in the 1990s and increased substantially during the 2000s. The population of Bristol is estimated to be 456,000 people. If recent trends continue, Bristol's population will increase to over half a million usual residents by mid-2027.

Bristol has a relatively young age profile with more children aged 0-15 than people aged 65 and over. The median age of people living in Bristol in 2016 is 32.9 years old, this compares to the England and Wales median of 39.9 years.

Bristol has a much higher proportion of working age (16-64 year old) people than nationally - 68% of the total population in Bristol is of working age compared to 63% in England and Wales. The highest proportions are amongst the 20-34 year olds which make up 30% of Bristol's total population compared to 20% nationally.

The 2011 Census shows that over the last decade Bristol has become increasingly diverse. The proportion of the population who are not 'White British' has increased from 12% to 22% of the total population. The proportion of people living in Bristol who were not born in the UK has increased from 8% to 15% of the total population. In Bristol, there are now at least 45 religions, at least 187 countries of birth represented and at least 91 main languages spoken by people living in Bristol.

8.2 Deprivation and Poverty⁸

Bristol continues to have deprivation 'hot spots' that are amongst some of the most deprived areas in the country yet are adjacent to some of the least deprived areas in the country. Bristol has 42 LSOAs⁹ in the most deprived 10% in England for Multiple Deprivation. Of these 42 LSOAs, there are 26 in the most deprived 5% in England and 6 in the most deprived 1% in England.

The greatest levels of deprivation in Bristol are in Whitchurch Park, Hartcliffe, Filwood and Lawrence Hill. 'Bishopport Avenue' (E01032514) and 'Hareclive' (E01014726) are both ranked in the most deprived one hundred areas in England for Multiple Deprivation in 2015.

In Bristol 16% of residents - 73,400 people - live in the 10% most deprived areas in England, including 19,200 children and 7,700 older people.

A greater proportion of Bristol's population live in the most deprived areas in England in 2015 than in 2010 – 16% compared to 14% in 2010 - an increase of two percentage points. 22% of Bristol's children live in the most deprived areas - an increase of three percentage points - and 14% of Bristol's older people live in the most deprived areas – an increase of 1.8 percentage points.

⁷ For a more detailed examination of Bristol's demography, see [The Population of Bristol \(June 2018\)](#)

⁸ For a more detailed examination of deprivation in the city, see [Deprivation in Bristol \(2015\)](#)

⁹ Lower Super Output Areas (LSOA's) – a small geographical area of around 1,500 people.

With respect to other measures of local poverty, such as foodbank usage - in 2016/17 over 12,500 people received a 3-day emergency food supply in Bristol from Trussell Trust foodbanks. (Note – there are also many other smaller foodbanks operating).¹⁰

8.3 Health and Wellbeing¹¹

There are significant health and wellbeing inequalities within the city, often with worse health outcomes for people in the most deprived areas. Life expectancy for women is 82.8 years (broadly similar to national average of 83.1) and for men 78.8 years (which is below the national average of 79.5 years).

The inequalities gap in life expectancy between the most and least deprived areas in Bristol is 9.5 years for men and 7.4 years for women (2014-16). Nationally these gaps are 9.3 years and 7.3 years. Cancer remains the biggest killer of the under 75s (1,324 early deaths in Bristol in last 3 years, 2014-16), followed by cardiovascular disease (655 deaths), respiratory disease (340 deaths) and liver disease (171 deaths). Early deaths due to cardiovascular and liver diseases are now similar to national average but for cancer and respiratory disease rates are significantly worse (due to above average rates in men).

Some 40,400 Bristol GP patients (10%) have a diagnosis of depression, above the England average (9.1%). Rates of young people admitted to hospital due to self-harm (512 per 100,000) are still significantly worse than the England average (430 per 100,000).

The smoking rate is falling and is now 16.3%, similar to national average (2016). Some 11.2% of women smoke during pregnancy (2016/17), similar to the national average. There were 3,040 alcohol-related hospital admissions in 2016/17. As a rate (776 per 100,000) this is consistently worse than the England average, and is worse for men and women.

9. Welfare Reform

In addition to the introduction of Universal Credit (UC), a range of other benefit changes were brought in through the Welfare Reform and Work Act 2016. The most important change in terms of impact is the reduction in the Overall Benefit Cap (OBC) from £26,000 to £20,000 per annum. This affected currently capped households and from early 2017 started to affect other households who were not previously capped.

Overall, it is estimated that these changes will affect around 900 Bristol households who will lose, on average, over £3,000 per annum from their Housing Benefit (HB) entitlement. Taken across the city and all tenure types, the overall annual loss will be £2.8million¹². It is likely that the OBC will result in increased rent arrears across all tenures with tenants living in Private Rented Sector accommodation being most at risk of potential homelessness.

¹⁰ See [Bristol: Key Facts 2017-18](#)

¹¹ For a more detailed examination of health and wellbeing issues in the city, see the [Joint Strategic Needs Assessment \(JSNA\) Data Profile 2016-17](#)

¹² Estimated in late 2016.

These reductions and freeze of Local Housing Allowance, Universal Credit, the Benefit Cap, the removal of Housing Benefit for under 22's and Spare Room Subsidy all place major strains both on individuals and housing providers. The strategy should support the local housing authority to lobby central government to achieve the following quick wins:

- Unfreeze Local Housing Allowance and return the cap to 50th percentile of market rent.
- Address design features in Universal Credit that are problematic for some rough sleepers, such as requirement for an e-mail address and bank account.