

Test Valley Borough Council

Housing Strategy Evidence Base & Review of Homelessness

December
2019



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Introduction

Executive Summary

The evidence base represents a huge body of work that will underpin the Council's future key housing strategies. It supports the Council to meet the legal requirements of the Homelessness Act 2002, and to develop evidence led policy that benefits local communities and targets locally identified priorities.

In the broadest terms, the evidence base demonstrates there is much to be celebrated about Test Valley, and about the Council's proactive approach to delivering services while investing in local communities.

Yet with a positive record of delivering new affordable housing, a cutting edge approach to preventing and relieving homelessness, and with evidence that there are considerable levels of affluence in Test Valley; there sadly remain pockets of significant deprivation and those who are left behind.

Like so many areas in southern England, the local housing market locks large numbers of people out of the realistic prospect of home ownership, and many more struggling to afford to rent accommodation in the private rented sector.

Delivering new housing opportunities remains vital, and particularly affordable housing that meets identified local need. The Council and its partners must continue to deliver new housing locally, of all tenures, and to support our most vulnerable residents along with those on low incomes.

Preventing and relieving homelessness remains a key priority for us, and this evidence base highlights where our future strategies should focus so that we are able to build on our success to date, grow our potential, and continue to deliver a truly modern and effective housing service.

The evidence base considers a wealth of data and evidence, leading to a set of key priorities that will inform both Test Valley's future Housing Strategy, and its Preventing Homelessness & Rough Sleeping Strategy too.

Setting the Scene: Housing Services & Strategy Evidence Base

With a new corporate plan, "Growing Our Potential", Test Valley Borough Council is committed to delivering its key priorities; for our town centres, communities, people and our local environment. The Housing & Environmental Health (HEH) Service directly contributes to these aims.

In housing terms, the HEH Service protects housing standards, supports some of our most vulnerable residents, and looks ahead to ensure we are delivering the right homes in the right places, to prevent and relieve homelessness and meet all forms of housing need.

To achieve our aims, fostering and maintaining positive relationships is vital, not only with the wider network of statutory and voluntary services, but with the private sector and with our customers too.

The HEH Service has developed a strengths-based philosophy, seeking to encourage and empower people to help themselves. We want to grow the potential of the service whilst actively supporting local people to achieve their potential too.

Over the past 2 years, the service has developed a plain English mission statement that fits directly with the Council's core values, and complements our corporate vision to "Grow our Potential".

For our customers and stakeholders, the service is focused on delivering:

"Easy access to the right support, in the right place, at the right time, for the time that you need it".

The service has also articulated 3 priorities that describe how we aim to deliver customer service, service improvement, and the Council's Corporate Plan. Those 3 priorities are to ensure that:

- 1. People are treated well, fairly, and in a personalised way, which enables them to cope, adapt and then thrive.*
- 2. Our partners understand and become involved, as active participants in our journey, and service users help us to shape the future.*
- 3. We recognise what isn't working, we are prepared to take some risks, and we don't try and fix what isn't broken.*

It is this mission, and these priorities, that have helped to drive forward a service that is continuously developing, and that always aims to improve.

This '*Housing Strategy Evidence Base and Review of Homelessness*' represents a body of research that will inform the Council's future housing strategies. It has been developed in the context of the Council's broader ambitions, and with a view to ensuring the role of the Housing & Environmental Health Service is aligned to meet emerging pressures, and to the Council's overarching corporate objectives.

This document sets out a large amount of data, research, and the results of targeted consultation. It represents a detailed, open and honest appraisal of the borough in the context of its housing market, and in the context of the role of the Council in facilitating access to appropriate housing solutions and support.

A Note on Data

In producing the evidence base, there were significant challenges associated with the timing of our research. This was, not least, in the context of complications affecting available data. The primary challenges included:

- The borough had undergone ward boundary changes which have affected our datasets and made like for like comparisons impossible in some instances.
- The most recent Census was undertaken in 2011, and we have, therefore, relied on population estimates that will not take into account large development sites in the borough since the Census was undertaken.
- The timing of the review and evidence base meant there is no new Strategic Housing Market Assessment (SHMA) on which to base our findings.
- The statutory homelessness framework was radically changed in April 2018, with the commencement of nearly all sections of the Homelessness Reduction Act 2017, and with the final section commencing in October 2018. This resulted in an entirely new (and experimental) dataset from April 2018.

Despite these challenges, the review has analysed a significant amount of data across a range of activity and using a myriad of sources. It has determined, on balance, that conclusions in the 2014 SHMA remain broadly representative of the situation in 2019, and the breadth of work has resulted in robust conclusions.

When dealing with experimental data under the new statutory homelessness framework, we have separated out a section using our own internal data, from a section of broader comparator data that reflects aggregated information for England, the South East, Hampshire (in the context of amalgamating figures to represent the 11 districts), and each local housing authority in Hampshire.

In this context, we do not consider the data challenges have impacted on the validity of the conclusions or emerging priorities identified.

Test Valley Corporate Plan

In April 2019, the Council published a new Corporate Plan 2019 to 2023, “Growing Our Potential”. This was developed through consultation with stakeholders and through speaking to over 2,000 Test Valley residents about what mattered most to them.

Whilst there were a range of identified priorities arising from this work, housing was a key theme running through the consultation responses.

In that context, the Council's Corporate Plan 2019 to 2023 sets out the intention to invest to ensure the Council is actively:

- Working with communities and partners to help identify and deliver the supply of homes which reflects current and future housing need.
- Taking a positive approach to supporting those who are most vulnerable. Enabling people to build upon their strengths to address the underlying causes of their housing need. Improving outcomes and support available for people who are homeless or at risk of homelessness.
- Creating communities that have the infrastructure and accessibility to meet the needs of a changing and growing population. Establishing attractive, sustainable and vibrant communities for people to live, work and enjoy.
- Supporting the growth and quality of employment in Test Valley to enable people to fulfil their aspirations. Addressing barriers within the current and future workforce such as raising aspirations, skills, and access to opportunities. Increase the variety of jobs available so that people can earn and live well.

The Housing Strategy and Preventing Homelessness & Rough Sleeping Strategy will be developed in light of the Corporate Plan and will actively feed into meeting these key strategic aims.

In addition to the Corporate Plan, in August 2019 the Council declared a "Climate Emergency". The Housing Strategy will include actions with a view to contributing to reducing carbon emissions too.

Aims of the Review

The review has been extensive in seeking to understand local demand and the relevant challenges affecting the area. It has considered a range of data and sets out the results of consultation with stakeholders, including service users.

The review focuses on different aspects of the housing market, and considers initiatives the Council has already taken in its efforts to ensure communities do not find themselves without a decent, affordable home.

The review has sought to engage partner agencies across statutory and voluntary sectors, to capture their thoughts and ideas around local pressures and local solutions. It has challenged them to think about what the system of public services in Test Valley can do differently, to sensibly meet identifiable pressures, in partnership. This includes considering how, together, we can build on people's strengths and grow the potential of local services - and our communities - through innovative new ways of working.

The review will make recommendations for future priorities and these will feed through into the Council's Housing Strategy 2020 to 2025, and into the Preventing Homelessness & Rough Sleeping Strategy 2020 to 2023. The Council's Private Rented Sector Renewal Policy and Empty Homes Policy have also been developed in the context of this review.

With a clear vision for the future of the borough, and a set of ambitious corporate objectives, this is an exciting time for Test Valley.

The methodology of the review has helped to:

- Understand the current situation following the 2016 review, the work that has been undertaken since that time, and the challenges facing the area now.
- Establish current levels of demand and current trends, and develop a more robust understanding of future trends and emerging priorities.
- Better understand the needs of our customers and our stakeholders, and where we could effectively focus our attention in future to deliver service improvements.
- Identify what has been effective, what we have done well, and what we might do differently in the future.
- Identify the resources available to effectively prevent and relieve homelessness.
- Identify where resources should be targeted to maximise their effectiveness.
- Identify the impacts of funding decisions on local services and on residents.
- Establish the Council's priorities for the coming years to meet local need, and to prevent and relieve homelessness effectively.

The review has been developed in the context of a complex and constantly changing national legislative and policy framework. As referenced earlier, it also builds on the extensive Corporate Plan consultation undertaken in the borough during the summer of 2018, yet does not seek to repeat or re-articulate that work; rather, it has been conducted in the context of local priorities that were established by local residents.

This evidence base provides the foundation for our new strategic approach to Housing Services.

National Agenda & Policy Links

National Agenda:

The national agenda, in the context of housing and homelessness, has always been complex and fast paced. Recently, it has been moving at an unprecedented pace, with local authorities and a range of other stakeholders urgently trying to keep up with emerging policy papers and consultations.

These government publications herald further potential changes to statutory frameworks and guidance. The national agenda is being, collectively, steered towards meeting the challenges associated with a “national housing crisis”. The outcome of various policy discussions on the national stage will impact local government. Councils will need to adapt and respond proactively.

Against that backdrop, this evidence base acknowledges it cannot expect to adequately summarise the complete range of complex matters arising, in a meaningful way, without delving into an unwieldy level of detail. Indeed, in the current climate, it is likely that further publications will supersede this body of evidence before it has even been published.

To illustrate the point, included below is a set of reports and publications that reflect *just some* of the policy papers and consultations that have been published and/or updated by central government over the past 12 months, and which relate directly to the work of local authorities in the context of housing and homelessness:

- *Housing Health and Safety Rating System: outcomes of the scoping review [July 2019]*
- *Housing Infrastructure Fund [July 2019]*
- *Making better use of energy performance of buildings data: privacy impact assessment [July 2019]*
- *Fire safety and clarification of statutory guidance [July 2019]*
- *Tenancy deposit reform: a call for evidence [July 2019]*
- *Leasehold reform: government response to the Select Committee report [July 2019]*
- *Redress for purchasers of new build homes and the New Homes Ombudsman [June 2019]*
- *National Planning Policy Framework revised [June 2019]*
- *Good practice on how residents and landlords work together to keep their home and building safe: call for evidence [June 2019]*
- *Building a safer future: proposals for reform of the building safety regulatory system [June 2019]*

- *Support for victims of domestic abuse in safe accommodation consultation [May 2019]*
- *Planning reform: supporting the high street and increasing the delivery of new homes [May 2019]*
- *Overcoming the barriers to longer tenancies in the private rented sector [April 2019]*
- *Rents for social housing from 2020-21 [March 2019]*
- *Tackling homelessness together consultation [February 2019]*
- *Changes to planning policy including the standard method for assessing local housing need [February 2019]*
- *Integrated communities strategy green paper [February 2019]*
- *Integrated communities action plan [February 2019]*
- *Powers for dealing with unauthorised development and encampments [February 2019]*
- *Electrical safety in the private rented sector [January 2019]*
- *Housing monitoring and evaluation strategy [January 2019]*
- *Strengthening consumer redress in housing [January 2019]*
- *Improving access to social housing for members of the Armed Forces [January 2019]*
- *Building a safer future: an implementation plan [December 2018]*
- *Rough Sleeping Strategy: Delivery Plan (setting out progress and next steps on the August 2018 Rough Sleeping Strategy) [December 2018]*
- *Banning the use of combustibile materials in the external walls of high rise residential buildings [November 2018]*
- *Considering the case for a Housing Court: call for evidence [November 2018]*
- *Improving access to social housing for victims of domestic abuse: consultation [November 2018]*
- *Supporting housing delivery through developer contributions [October 2018]*
- *Private shared homeownerships: call for proposals [October 2018]*
- *Future high streets fund [October 2018]*
- *Review of park homes legislation: call for evidence (parts 1 and 2) [October 2018]*
- *Housing for older people: government response to the Select Committee report [September 2018]*
- *A new deal for social housing (green paper) [August 2018]*
- *Use of receipts from Right to Buy sales [August 2018]*
- *Review of social housing regulation: call for evidence [August 2018]*
- *The Rough Sleeping Strategy [August 2018]*
- *Funding for supported housing – two consultations [August 2018]*
- *Housing Delivery Test measurement rule book [July 2018]*
- *Draft revised National Planning Policy Framework [July 2018]*

- *Review of the Smoke and Carbon Monoxide Alarm Regulations 2015 [July 2018]*
- *Private Rented Sector: government response to the Select Committee report [July 2018]*

Despite the complexity of national policy, and the complexity inherent in the wider legislative framework accompanying it - including in the context of potential future changes - it is vital that any strategy being developed by the Council now, is delivered with a clear view of the broader context.

Whilst there remain several consultations, strategies and policy papers that are in the process of being set out by government, and which will play a part in shaping the future, there are some key elements affecting the way we deliver services now that require a more detailed overview to further set the scene. The following section will attempt to summarise some of these fundamental considerations:

National Housing Strategy 2011

The Conservative and Liberal Democrat Coalition (2010 to 2015) set out a national housing strategy in November 2011, "Laying the Foundations: A Housing Strategy for England". Whilst many of the intentions set out in the 2011 strategy remain recognisable within current Conservative government policy, it has been superseded in various ways by new policy and legislative initiatives. In 2011, the strategy set out the then government's ambition to:

- Get the housing market moving again
- Lay the foundations for a more responsive, effective and stable housing market in the future
- Support choice and quality for tenants
- Improve environmental standards and design quality

To achieve these aims, the government set out a number of initiatives which included:

- New Build Indemnity Scheme providing government backed 95% mortgages for new build properties
- Growing Places Fund providing funding for infrastructure to unblock housing and economic growth
- Kick Starting Stalled Developments including proposals to allow reconsideration of planning obligations, a Get Britain Building investment fund providing development finance, Growing Places Fund, and Build Now Pay Later deals with public sector land

- Custom Homes Programme with short term finance support for people looking to build their own homes
- Recognising the New Homes Bonus as a powerful incentive for local authorities delivering new housing
- Supporting growth and investment in the Private Rented Sector including build to let models
- Reinvigorating the Right to Buy by raising discounts available to tenants with a commitment to build a new replacement home for affordable rent for every home lost
- Encouraging local authorities to renegotiate s106 agreements where they may create a hindrance to development, including allowing developers to appeal decisions for a 3 year period
- Additional measures added following 2011 included Help to Buy (2013) which provided more help for first time buyers to access owner occupation (including equity loan support and a mortgage guarantee scheme)

The Affordable Homes Programme Framework

In the 2010 Comprehensive Spending Review, the level of capital funding from government to build new affordable homes over the period 2011 to 2015 was reduced by 60% compared to the previous programme (note the previous programme represented an element of stimulus in light of the impacts of the global “Credit Crunch” in 2008 and the subsequent recession).

From 2011, and as part of a new Affordable Homes Programme Framework, the government introduced the “Affordable Rent” regime. “Affordable Rents” would be charged at up to 80% of open market value. Government was clear that it would target capital grant funding to support this new rental product in the interests of delivering increasing levels of affordable housing nationally.

With the introduction of the “Affordable Rent” model, came a hugely reduced capital subsidy for the development of rented affordable housing products provided with lower rents (generally – but not as a rule - reflecting approx. 65% of open market value) or otherwise known as “Social Rents”.

From 2015, the Affordable Homes Programme Framework maintained grant levels with the aims of the new 2015 to 2018 programme remaining as follows:

- To increase the support of new affordable housing in 2 tenures – Affordable Rent and Shared Ownership
- To maximise the number of new homes for the level of grant available (and this included incentivising providers bidding for grant to use their own borrowing powers as far as possible)

- To meet the need for more one and two bedroom homes; and
- To maximise the delivery within the programme period

In the 2014 Autumn Statement, the government announced that funding for the Affordable Homes Programme would be extended for 2 years so that it would cover the period 2015 to 2020, and at the same level of funding as the previous years. The intention was to deliver 275,000 affordable homes over the life of the Parliament.

In April 2016, bidding was opened to the Shared Ownership and Affordable Homes Programme 2016 to 2021 (SOAHP 2016 to 2021) through publication of a prospectus. The SOAHP's aims reflect the government's commitment to supporting first time buyers who may be struggling to access owner occupation to buy their home but also include a commitment to assist older people with affordable supported housing. The aims are to deliver starts on site for:

- 135,000 homes for Help to Buy: Shared Ownership;
- 10,000 homes for Rent to Buy; and
- 8,000 homes for supported and older people's rental accommodation.

The delivery of "Social Rent" units remains a challenge for local authorities as a result of these changes, whilst at the same time, in high cost housing market areas such as London and the South East, "Affordable Rents" are not always, in reality, proving to be affordable for low income households.

This is, in part, exacerbated by the Local Housing Allowance system for establishing maximum levels of benefit using "Broad Rental Market Areas" or BRMAs. In Test Valley, this means expensive housing market areas to the south of the borough, such as Romsey, are subject to a maximum level of benefit set in such a way that it is heavily influenced by the housing market dynamics of Southampton, which enjoys a lower cost Private Rented Sector.

For larger families, requiring 4-bedroom homes, the affordability challenges of the new "Affordable Rent" model are felt most acutely, but there have been consequences for those requiring 1, 2 and 3 bedroom homes too.

Working within the government Affordable Homes Programme Framework, and in partnership with local Registered Providers, Test Valley has delivered new affordable housing in significant numbers over the past 5 years. The new Test Valley Corporate Plan, "Growing Our Potential", includes a commitment to finding ways to deliver more rented affordable housing at "Social Rent" levels, and this is a factor the future Housing Strategy for the borough will need to consider alongside the government's affordable homes programme priorities.

Localism Act 2011

The Localism Act 2011 represented a radical shift in government policy following the emergence of the Conservative and Liberal Democrat Coalition at the 2010 General Election. The Act had far reaching implications, including in the context of both Planning and Housing.

In Planning terms these included (not an exhaustive list):

- The abolition of regional strategies.
- The introduction of the Duty to Cooperate in planning sustainable development.
- Amendments to the Community Infrastructure Levy.
- The introduction of Neighbourhood Planning legislation.
- A range of provisions associated with nationally significant infrastructure projects.

In Housing terms, the reforms were as follows (not an exhaustive list):

- Giving freedom to local authorities to determine who qualifies to join the Housing Register in their area through their allocations policies.
- Enabling local authorities to bring the main statutory homelessness duty to an end with a compulsory offer of suitable private rented sector accommodation.
- Requirement for local authorities to produce 'tenancy strategies'.
- The introduction of "flexible tenancies" enabling both local authorities and Registered Providers to grant fixed term tenancies (as well as life time tenancies) should they decide to do so.
- Changes to the rules relating to the succession of social housing tenancies.
- The introduction of a new nationwide 'home swap' scheme to support mobility in the social housing sector.

Changes to Government Department and Regulation of Social Housing

To reflect the priority it places on tackling the housing crisis, in 2017, the Department for Communities and Local Government became the Ministry for Housing, Communities and Local Government, signifying the high profile housing had been given within national policy making as part of the government's agenda.

Additionally, the Homes and Communities Agency (an executive non-departmental public body, sponsored by the government Department for Communities and Local Government, and responsible for funding and regulating social landlords), was replaced in January 2018 by Homes England (described as "the government's

housing accelerator”, Homes England was given responsibility for oversight of housing growth and infrastructure) and the Regulator of Social Housing (given responsibility for the regulation of social landlords).

These changes serve to demonstrate the high level, national priority, being given to housing growth.

Homes England Strategic Partnerships and the Strategic Plan 2018 to 2023

In July 2018, Homes England announced a “first wave” of strategic partnerships with 8 housing associations, to ramp up the delivery of affordable homes with the expectation to deliver 14,280 additional units of affordable housing by March 2022.

The deals include homes for social rent in areas of high affordability pressure. The eight partnerships receiving the first wave funding of £590m include Hyde, Home Group, Sovereign, London & Quadrant and Places for People.

In September 2018, the then Prime Minister, Theresa May, announced a new £2bn initiative under which housing associations can apply for funding and enter into longer term partnerships up to 2028/29.

In October 2018, alongside the Budget, a further eight Strategic Partnerships were announced, securing £653m, and included VIVID, Orbit and Guinness housing associations. In January 2019, a further 8 strategic partners were announced securing a further £500m to support the accelerated delivery of affordable housing.

In total, it is anticipated that around 40,000 affordable homes starts will be delivered by March 2022 through the Strategic Partnerships that have been announced to date, with the national affordable homes programme funding boosted by an additional £1.67bn.

In October 2018, Homes England also set out how it will improve housing affordability through a new 5 year strategic plan with the aim to help more people access better homes in areas where they are needed the most. The plan sets out that they will do this by:

- Supporting the affordable housing market
- Providing investment products, including for major infrastructure
- Unlocking and enabling land
- Delivering home ownership products, such as Help to Buy
- Supporting Modern Methods of Construction (MMC)
- Addressing the barriers facing smaller builders
- Providing expert support to priority locations

The strategy identifies the importance of working together with local authorities and places, private developers, housing associations, lenders and institutional investors, infrastructure providers and buyers and renters.

For local authorities and places, Homes England commits support to unlock new sites through infrastructure investment, sharing expertise and professional skills along with targeting resources, and making procurement frameworks available to facilitate access to specialist help to accelerate the supply of new homes. In return local authorities are asked to make housing delivery a top priority by continually developing ambitious plans. Local authorities are also encouraged to work with each other to share best practice and, where appropriate, partner for delivery.

For housing associations, Homes England commits to continuing to introduce greater flexibilities concerning how and when Homes England invests in affordable housing, including through further Strategic Partnerships with ambitious providers. In return housing associations are asked to be more ambitious in the way they use their own resources and capacity to significantly increase housing delivery.

For buyers and renters, Homes England commits to ensuring they have better access to decent and affordable housing, including providing loans to buyers and grant funding to Registered Providers. They are clear that their strategy includes delivering Help to Buy, Shared Ownership, Affordable Rent and Social Rent. Homes England also commits to continue to work with the Ministry for Housing, Communities and Local Government to tackle rough sleeping by providing appropriate accommodation for rough sleepers and those currently living in hostels or refuges.

Care Act 2016 and the Better Care Fund

The Care Act 2016 requires local social services authorities to carry out a needs assessment in order to determine whether an adult has needs for care and support. It also supports closer working between health, housing and social care services.

From 2015/16 onwards, the Department of Health and the Ministry for Housing, Communities and Local Government pooled a number of funding streams within the “Better Care Fund” (BCF). This included funding to support local authorities to meet statutory requirements associated with Disabled Facilities Grants (DFGs).

In 2-tier areas such as Hampshire, the BCF is paid to the top tier authority. Hampshire boroughs and districts have entered into annual grant agreements with the County Council in order to access this funding. The BCF encourages health, social care and other related services to work more closely together.

The inclusion of DFG funding as part of the BCF, recognises the vital role suitable accommodation plays in helping people to remain healthy and independent. The government has increased the amount given to local authorities significantly over the

last few years with the expectation that local areas will be more flexible in how the money is spent. Wider health and social care outcomes can also be supported using some of the DFG capital allocation.

At the time of writing this review, the Council is in the process of revising its Private Rented Sector Renewal Policy which includes setting out how Test Valley will direct its BCF allocation in addition to spend on DFGs.

Housing & Planning Act 2016

The Housing & Planning Act 2016 included a range of significant legislative changes affecting housing and planning policy. At the time the Act received Royal Assent, these included:

- Extension of the Right to Buy to housing association tenants, with housing associations required to replace homes on a one for one basis.
- Provisions to introduce a duty on local authorities to consider the sale of higher value vacant local authority homes with the intention for the capital receipts to be used to fund the extension of the right to buy to housing association tenants. The Act also states that all higher value homes sold will be replaced with another affordable home.
- Introduction of “Starter Homes” for people under 40 years of age with an income of less than £80,000. These products would be available to purchase at 80% of the open market value and capped at £250,000 in the South East. The intention of the Act in this context was for a proportion of new affordable homes to be “Starter Homes”.
- Requiring that most local authority tenancies are granted for fixed terms of between 2 and 10 years as part of mandatory fixed term tenancy provisions in the Act.
- The Act included provisions to make it mandatory for local authorities to charge increased rents for higher earning tenants (known as “Pay to Stay”).
- Introduction of various measures to improve standards in the private rented sector through tackling rogue landlords, including civil penalties of up to £30,000, Rent Repayment Orders, Banning Orders, and a national database of rogue landlords.
- Requirement for local authorities to hold a register of applicants interested in self and custom build housing and to allocate appropriate sites through the planning system.
- Conferring powers on government to grant automatic planning consent on any land allocated in a development plan document with the local authority’s role to agree any technical details. The government committed that this power would only be used for land identified on their brownfield registers.

Since the Housing & Planning Act 2016 received Royal Assent, a number of elements of the Act have subsequently been scrapped by the government following changes in national policy. These include:

- *The high-value asset levy and the sale of high value Council houses*
- *Mandatory fixed term tenancies*
- *Starter Homes (funding redirected to social rent) – albeit Starter Homes are now included in the definition of “Affordable Housing” in the revised National Planning Policy Framework*
- *Pay to stay policy*

The future of the extension of the Right to Buy remains unclear.

Welfare Reform & the Welfare Reform and Work Act 2016

The national policy agenda on welfare reform, as a key plank in the country’s fiscal deficit reduction programme, was introduced by the Coalition government from 2010, with the Welfare Reform Act 2012 enshrining a range of new initiatives including Universal Credit, setting local housing allowance levels at the 30th percentile (a shift from previous levels set at the 50th percentile), claimant responsibilities, the removal of the spare room subsidy (known colloquially as the “bedroom tax”), and other significant reforms to the welfare benefits system.

Some of these changes were offset by government through higher allocations of discretionary housing payments, however, the impact of the Welfare Reform Act transition was profound on people on low incomes, and additionally in terms of impacts on both private and social landlords.

Subsequently, the Welfare Reform & Work Act 2016 included a range of further significant changes with far reaching implications for housing and for those on low incomes. These included:

- Requiring registered providers of social housing in England to reduce social housing rents by 1% a year for 4 years (frozen from a 2015/16 baseline).
- Reducing the benefit cap to £20,000 per annum for couples and lone parents, and £13,400 for single claimants.
- Freezing certain working age benefits and tax credits for a period of 4 years, including Income Support, Job Seeker’s Allowance, Employment and Support Allowance (ESA), Housing Benefit (including Local Housing Allowance), Universal Credit, the individual child elements of Child Tax Credit, and most elements of Working Tax Credit.
- Limiting the entitlement to the child element of Child Tax Credit and Universal Credit to a maximum of 2 children in each household.
- Abolition of the work-related activity component for ESA.
- Increasing conditionality for responsible carers (e.g. lone parents and main carers in a couple) of children under 5, and with 30 hours of free childcare available to assist parents of young children to work.

- Further changes to Support for Mortgage Interest with the introduction of Loans for Mortgage Interest.

Welfare reforms have been radical in their efforts to reduce public spending and encourage people into work since 2012. They have had, and continue to have, a range of impacts upon housing provision and housing need, particularly in the social sector but also for the private rented sector.

Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017 received Royal Assent in April 2017. It radically amended the Housing Act 1996, Part 7 (as previously amended by the Homelessness Act 2002, Housing & Regeneration Act 2008, and Localism Act 2011).

The new Act commenced from April 2018, with the singular exception of the new “Duty to Refer” which commenced in October 2018.

The key changes in the new Act include:

- An enhanced prevention duty extending the period a household must be considered to be threatened with homelessness from 28 days to 56 days.
- The prevention duty applies to all customers regardless of local connection, priority need or intentional homelessness.
- A new duty to relieve homelessness for those who are already homeless, so that the local authority must support people for 56 days by securing accommodation or helping them to secure accommodation.
- A new “Duty to Refer” requiring specified public bodies to identify and refer people to the local housing authority who are homeless or at risk of homelessness.
- The existing duty to provide advice and assistance has been strengthened including prescribing the advice that must be covered and requiring local authorities to tailor that advice to meet the needs of specific vulnerable groups.
- Local authorities are required to work with the customer to develop a personalised housing plan, setting out what the local authority will do and what the customer will do. These plans are to be agreed wherever possible with the customer and customers have the right to request a review if they are unhappy with the steps set out in their personalised housing plan.
- The Act includes specific provisions for care leavers to ensure they are not unfairly disadvantaged by local connection factors when seeking help.

The Act represents an enormous change for local authorities, both procedurally and culturally. Test Valley Borough Council has embraced the opportunities presented by

the Act to rethink service delivery; shifting towards an “advantaged thinking” and “strengths-based” culture within the housing service.

The local approach to, and impact of, the Homelessness Reduction Act and associated operational changes will be covered in detail later in this review.

Rough Sleeping Strategy 2018

In August 2018, the government published a Rough Sleeping Strategy, acknowledging that too many people still sleep rough on our streets on any given night in England. The strategy reflects the priority addressing rough sleeping has as part of national housing and homelessness policy.

The Strategy sets out 3 key priorities:

- Prevention
- Intervention
- Recovery

As part of the Strategy, the Ministry for Housing, Communities and Local Government published a number of funding prospectuses in late 2018, including the Private Rented Sector Access Fund, the Rough Sleeping Initiative Fund and the Rapid Rehousing Pathways Fund.

Test Valley conceived and led a successful bid to secure £177,000 from the Private Rented Sector Access Fund, working with colleagues at Winchester City Council. Test Valley also successfully bid for a total of £93,500 across the Rough Sleeping Initiative and Rapid Rehousing Pathways funding, and has been working with Two Saints to deliver those projects in the local area.

Rough sleeping is a high priority for the government, and the national strategy and associated funding have been welcomed across the country. Preventing and relieving rough sleeping remains a high priority for Test Valley and we continue to deliver on our pledge to ensure that no-one has to sleep rough in the borough without first being offered emergency accommodation, regardless of priority need.

The Council's approach to tackling rough sleeping is aligned to the national strategy and we continue to work proactively with a range of partners to ensure we're making timely offers of help to anyone at risk of rough sleeping or who may otherwise find themselves on the street. Rough sleeping remains an ongoing challenge for Test Valley.

Social Housing Green Paper 2018

In August 2018, the government issued a social housing green paper titled 'A New Deal for Social Housing'. The green paper was part of the government's response to the June 2017 Grenfell Tower disaster, in which many lives were tragically lost in a blaze that engulfed a tower block in London.

The green paper outlined 5 principles to underpin a new, fairer deal for social housing residents:

- A safe and decent home which is fundamental to a sense of security and our ability to get on in life – reflecting an intention to legislate to improve building regulations and fire safety, along with measures to support improved social resident and landlord engagement and reviewing the Decent Homes Standard.
- Improving and speeding up how complaints are resolved – including raising awareness with tenants of how to complain and how to escalate complaints, along with simplifying complaints systems.
- Empowering residents and ensuring their voices are heard so that landlords are held to account – including through potential performance league tables for social landlords and the taking into account of performance when allocating grant, whilst improving resident engagement and considering a new stock transfer programme to promote transfer of local authority housing, particularly to community-based housing associations.
- Tackling stigma and celebrating thriving communities, challenging the stereotypes that exist about residents and their communities – including measures such as introducing “best neighbourhood” competition, improving the design of social housing, and considering how residents can be more involved in planning and design of new developments; and,
- Building the social homes that we need and ensuring that those homes can act as a springboard to home ownership – in this context the green paper builds on the previous government white paper “Fixing the Broken Housing Market” and measures proposed include changes to how local authorities can use Right to Buy receipts to build new homes, overcoming barriers to delivering new community owned homes, reviewing how homes are allocated and ensuring social housing goes to those people who need it the most. This aspect of the green paper also includes proposals to investigate the introduction of shared ownership products that enable purchasers to build up more equity in their homes.

The green paper was out for consultation between August and November 2018 and Test Valley participated in the consultation. At the time of writing the government is continuing to analyse the feedback resulting from the consultation.

Changes to the National Planning Policy Framework (NPPF)

In July 2018, the government published a revised NPPF, representing the first revision to the framework since 2012. The revisions implemented some 85 reforms that had been previously announced through the housing white paper, the 'Planning for the right homes in the right places' consultation and the 'Draft revised National Planning Policy Framework' consultation. Following a technical consultation on updates to national planning policy, the government made further very minor changes and published an updated framework in February 2019.

Among the revisions to the NPPF were updates to national planning guidance, proposals for reforming developer contributions and proposed changes to the assessment methodology for housing needs. The new methodology should include an assessment of the size, type and tenure of housing needed for different groups in the community (including but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people who wish to commission or build their own home).

The revised NPPF also broadened the definition of "affordable housing" to include starter homes, discounted market sale and other affordable routes to home ownership such as low cost homes for sale and Rent to Buy.

Empty Homes

Between 2010 and 2015, the Coalition Government committed to exploring a range of measures to bring empty homes into use. Specific funding was made available for this purpose, including £156m allocated between 2012 and 2015 through 2 rounds of the "Empty Homes Programme" (which was part of the Affordable Homes Programme). £60m additional funding was allocated as part of the Clusters of Empty Homes Programme, which aimed to tackle concentrations of poor quality empty homes in areas of low housing demand.

In 2011, the government also confirmed that councils could attract additional funding under the New Homes Bonus scheme for bringing empty properties back into use. Under the scheme, the government matched the Council Tax raised for each property brought back into use for a period of 6 years.

Following consultation in 2015, the Conservative Government introduced a national baseline for housing growth of 0.4%, below which the New Homes Bonus is not to be paid. The number of years over which payments are made was reduced from six to five in 2017/18 and further reduced to four years from 2018/19.

In September 2013, the Coalition Government provided funding for the Empty Homes Loan Fund, a joint initiative between the charity Empty Homes, Ecology Building Society, and participating local authorities, under which loans were provided to owners of empty properties. The fund was abolished in August 2014 because of low take-up.

Since 2015, the government has been clear that the £216m of funding provided under the Coalition was intended to provide a push in the right direction and there are no plans to provide additional funding. The Shared Ownership and Affordable Homes Programme 2016-21 does not include separate funding for empty homes.

In its 2018 annual report the national campaigning charity, Action on Empty Homes, made recommendations for central and local government on how to bring more empty homes back into use. A 2019 edition of Empty Homes in England will be published in due course.

At the time of writing, Test Valley Borough Council is reviewing its approach to tackling empty homes with a new Empty Homes Policy being developed.

Exiting the European Union

At the time of writing, the future of the UK and its relationship with the European Union remains unclear. Depending on the outcome of negotiations with the other Member States, there may be additional implications for housing and homelessness services. These could include:

- Impact on the growth of the housing market, including potential effects on pricing, and drops in and/or delays in the delivery of new affordable housing.
- Economic impacts that generate increasing levels of repossession.
- Increased demand for affordable housing and homelessness services generated by potential economic shock(s).

It is difficult to speculate on the likely impacts without a clearer idea about the nature of the UK's exit from the EU. Negotiations between the UK government and European powers are ongoing.

Local Policy Links:

In terms of local policy, the evidence base has been developed in the context of, and with due regard to, the following policies and strategies:

- The Corporate Plan, “Growing Our Potential” 2019 to 2023
- The Corporate Equality Objectives 2019 to 2023
- The Local Plan*, including related Affordable Housing Policies and draft Affordable Housing Supplementary Planning Document
- The Economic Development Strategy
- The Housing Strategy 2016 to 2019 (and updates)
- The Affordable Housing Grants Policy
- The Preventing Homelessness Strategy 2016 to 2019 (and updates)
- The interim Preventing Homelessness & Rough Sleeping Action Plans 2019 to 2020
- The Tenancy Strategy
- The Empty Homes Strategy
- The Private Sector Renewal Strategy
- The Home Energy Conservation Act Action Plan
- The No Second Night Out Procedure
- The Private Rented Sector Offer Policy
- The Allocations Policy & Hampshire Home Choice Based Lettings Process
- The Core Values
- The Test Valley Partnership
- The Climate Emergency Declaration and associated work streams

The Council’s broader network of policies and strategies are relevant to the evidence base and for any new housing related strategies that are developed from the associated findings.

The Council recognises that meeting housing need, and preventing and relieving homelessness, are responsibilities that fall across Council services. Moreover, they can only be addressed with wider support from the broader network of public services and through engagement with and support from local communities.

The evidence base has had regard to these interdependent policy approaches, in the interests of ensuring coherent and effective strategic approaches to housing matters, and further, to deliver targeted innovations aimed at improving our customers’ experiences.

*Test Valley Local Plan

The adopted Local Plan (2016) set out a figure of 588 homes per year, that are required to meet emerging housing need between 2011 and 2029. Within that context, the Plan aims to deliver affordable housing, create jobs and ensure we have enough homes for our changing population.

Since then, the government have published a new standard methodology that looks at projecting the number of homes needed in the area based on expected growth in households, whilst taking affordability into account. The next Local Plan will need to consider this methodology and whether the housing requirement for the next Local Plan should be different. The Council will also investigate the mix and type of homes that our communities need.

In broad terms, the adopted Local Plan affordable housing policy seeks up to 40% affordable housing delivery on developments over 15 dwellings. (Please note that government guidance has required local authorities not to seek affordable housing contributions from small scale developments and as part of the next Local Plan we will be investigating the amount of affordable housing that can be sought and the trigger for seeking it).

The Local Plan promotes affordable homes in rural areas as exception sites and the Council will work closely with local communities to bring such schemes forward.

Approach to Evidence Base & Review of Homelessness 2019

This review has been conducted over a protracted period including evaluating the developmental approach to housing options during 2018/19. During the review, a range of milestones have been achieved and a timeline set for delivering the new Housing Strategy 2020-2025 and the new Preventing Homelessness & Rough Sleeping Strategy 2020-2023.

The Council has been mindful to consult during the period of the review, including building on the extensive Corporate Plan consultation undertaken across the borough in 2018.

The Housing & Environmental Health Service has used a range of approaches to ensure stakeholders have had a number of opportunities to contribute. During 2018 a number of partnership events were held to review the way the service was working with partners and with its customers, with a view to developing stronger relationships

across the wider system and in the interests of meeting housing need. These events formed preliminary stages of the review.

Subsequently, during the summer of 2019 (and beyond), specific consultation events were delivered, reflecting on new ways of working and looking ahead to how services can work together in the context of affordable housing delivery and preventing and relieving homelessness.

Once published, consultation will continue in association with the review and to hone and produce the Housing Strategy and Preventing Homelessness & Rough Sleeping Strategy.

Some of the consultation milestones are captured below, along with elements of the timeline through which the new strategies will be delivered:

- May 2018:** Preventing Homelessness Forum Workshop
- Jun 2018:** Front Line Worker Event: Improving Links Across Services
- Jun 2018:** Private Sector Landlords & Letting Agents Forum Workshop
- Jul 2018:** Hampshire Change Agents Workshop
- Sept 2018:** Developmental Pilot Health Check Consultation
- Oct 2018:** Community Partnerships Housing Roundtable
- Nov 2018:** Initial Service User Focus Groups
- Jun 2019:** Private Rented Sector Landlords & Letting Agents' Forum Consultation
- Jun 2019:** Preventing Homelessness Forum
- Jun 2019:** Stakeholder (Agencies) Consultation Event
- Jul 2019:** Children's Services & MHCLG: Preventing Youth Homelessness
- Jul 2019:** MHCLG HAST Advisor Visit & Feedback
- Sept 2019:** Association of Town & Parish Councils Annual Conference: Community Planning & Rural Affordable Housing Workshops
- Sept 2019:** Cabinet Member Briefing
- Sept 2019:** Registered Provider (Development & Housing Management) Consultation
- Oct 2019:** MHCLG HAST Advisor Visit & Feedback
- Oct 2019:** Community Partnerships Event
- Oct 2019:** Independent Consultant Service User Consultation
- Oct 2019:** Overview & Scrutiny Committee Consultation
- Oct 2019:** Housing Staff Consultation
- Oct 2019:** Preventing Homelessness Forum Review
- Nov 2019:** Borough Councillor Consultation Event
- Nov 2019:** Test Valley Officer Management Team Workshop
- Dec 2019:** Affordable Housing Delivery Councillor Event
- Dec 2019:** Interim Preventing Homelessness & Rough Sleeping Action Plan
- Jan/Feb 20:** Draft Housing Strategy 2020 to 2025 & Draft Preventing Homelessness & Rough Sleeping Strategy 2020 to 2023

Feb/Mar 20: Reports and strategies published

Mar/Apr 20: Cabinet Approval and new strategies published

May 2020: Commence delivery of new Housing Strategy 2020-2025 and new Preventing Homelessness & Rough Sleeping Strategy 2020-2023

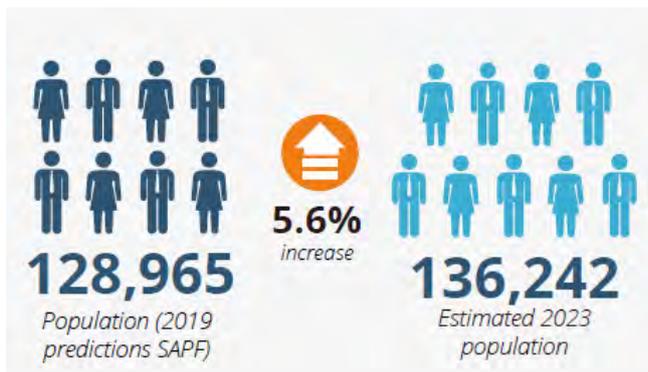
Demographics of Test Valley

Introduction to Test Valley

Test Valley is a mainly rural borough covering 62,758 hectares on the western-side of Hampshire. It borders with Southampton to the South and Newbury to the North. Test Valley contains 20 different ward areas and though largely rural in character, a large proportion of the borough's residents live in Andover and the surrounding villages in the north of the Borough, and Romsey and the surrounding settlements in the south of the Borough.

Key Facts

Figure 1 below highlights some headline key statistics for Test Valley from the Test Valley Corporate Plan 19-23:



1



2



3

¹ Hampshire County Environment Department's 2018 based Small Area Population Forecasts

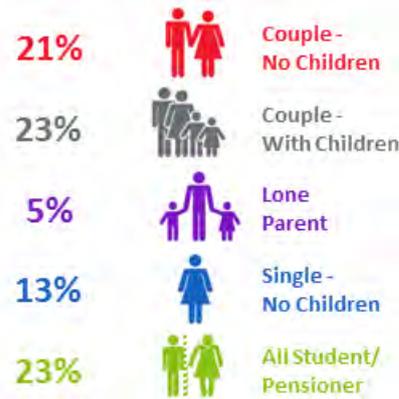
² Hampshire County Environment Department's 2018 based Small Area Population Forecasts

³ Test Valley Borough Council GIS – Local Government Boundary Commission review 2019

Estimated households



4



5

There is a clear increase estimated in the coming years in both population and households. This is likely to have an impact on demand for housing in the borough. Whilst this figure looks like a steady increase, it should be noted that this is an estimation and has the potential to exceed the numbers predicted. As an example, recent figures estimated a 2019 population of 121,013, the actual figure reported is 128,963, representing a 6.5% increase on the estimations. These figures also estimated an increase of 1.9% overall from 2016 – 2019; in reality this figure was an 8.6% increase, over four times the estimation.

Sub Areas of Test Valley

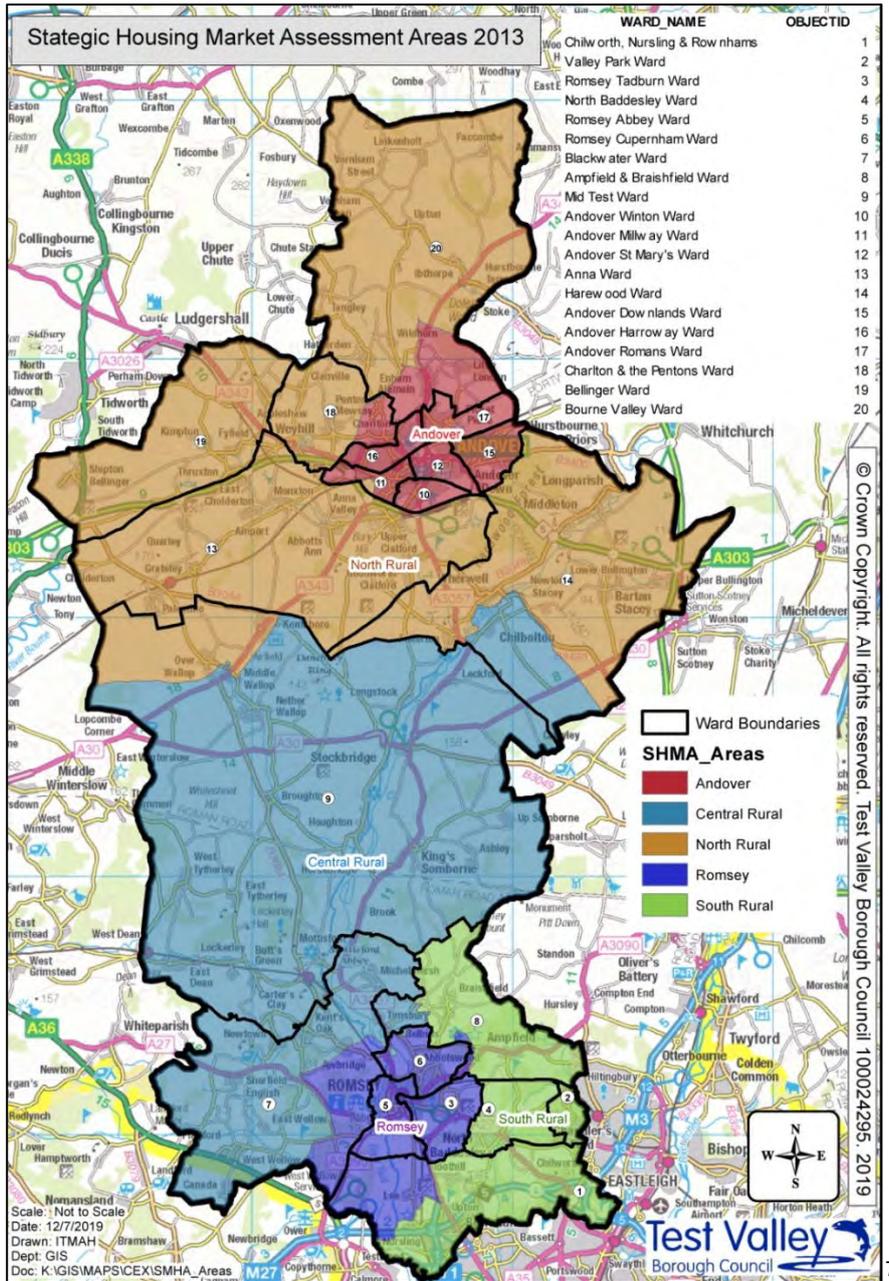
The Strategic Market Housing Assessment 2014 identified five different sub-areas within Test Valley. These were derived based on groups of wards and confirmed through stakeholder consultation. Following the Local Government Boundary Commission (LGBC) review in 2019, the ward boundaries have changed. This means they do not now align directly with the sub area boundaries.

Figure 2 below shows the locations of each ward and a list of which wards fall into which area. Southern Test Valley (Romsey and Southern-Rural sub-areas) forms part of the Partnership for South Hampshire (PFSH) sub-region with the remaining three sub-areas (Andover, Central-Rural and North-Rural) being part of a Northern Test Valley sub-market.

⁴ Hampshire County Environment Department's 2018 based Small Area Population Forecasts

⁵ ACORN (Oct 2018)

⁶ ACORN (Oct 2018)



The five sub areas of Test Valley 2019 are:-

⁷ Test Valley Strategic Housing Market Assessment (SHMA) 2013

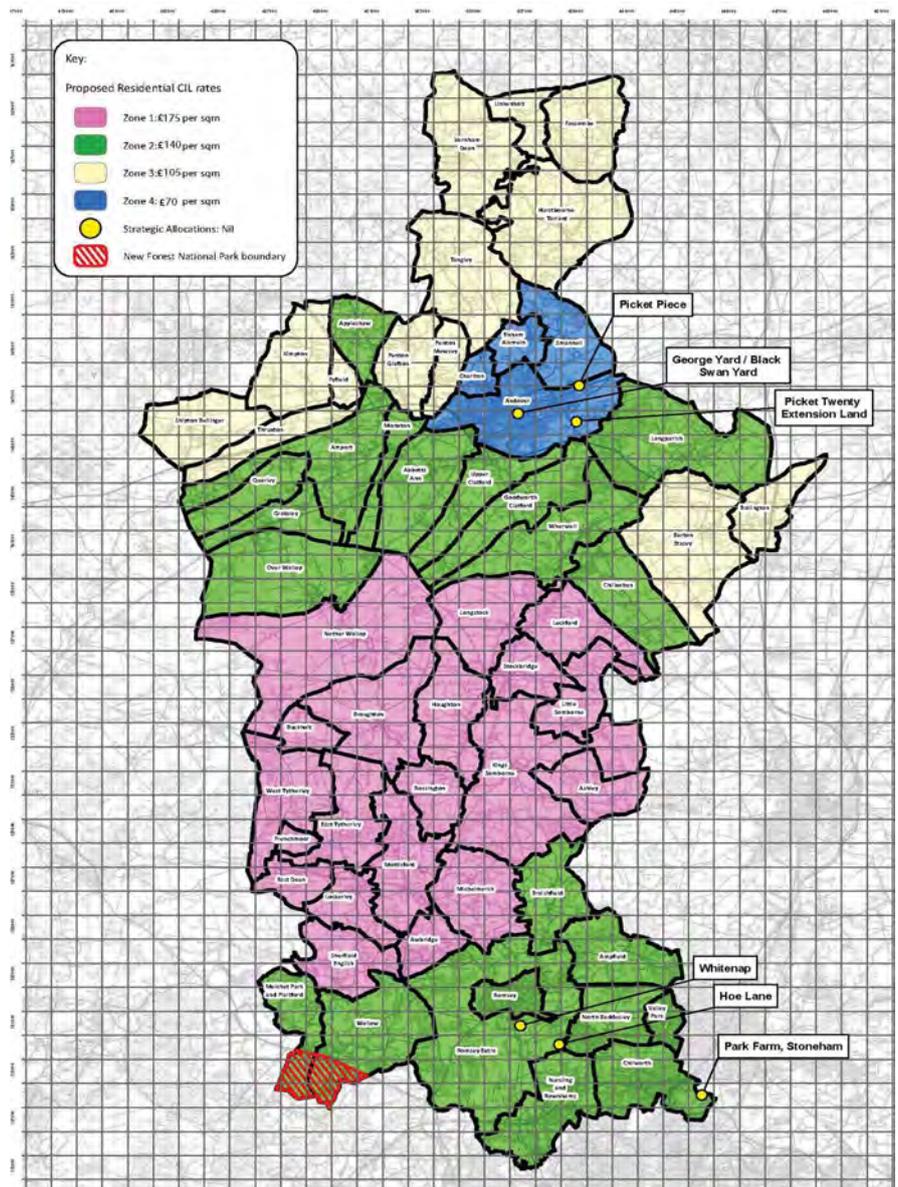
Andover	Full ward	Andover Winton, Andover St Mary's, Andover Downlands and Andover Romans
	Partial ward	Andover Harroway, Andover Millway, and Bourne Valley
North Rural	Full ward	Bellinger
	Partial ward	Anna, Harewood, Bourne Valley and Carlton & the Pentons
Central Rural	Full ward	N/A
	Partial ward	Blackwater, Mid Test and Anna
Romsey	Full ward	Romsey Tadburn and Romsey Abbey
	Partial ward	Blackwater, Romsey Cupernham and Chilworth, Nursling & Rownhams,
South Rural	Full ward	Valley Park and North Baddesley
	Partial ward	Ampfield & Braishfield and Chilworth, Nursling & Rownhams

Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is a levy that local authorities can choose to charge on new development in their area. The funding is used to support the development of infrastructure that the Council, local communities and neighbourhoods deem necessary.

CIL is charged per square metre and applies to all new residential dwellings, even if the total floor space of the new dwellings is less than 100 square metres.

The Council has set differential rates of CIL for different intended uses of development, based on the economic viability evidence in the CIL Viability Study. For residential development, there are separate rates of CIL for four geographical zones. The four zones are shown on the CIL Residential Charging Zones below.



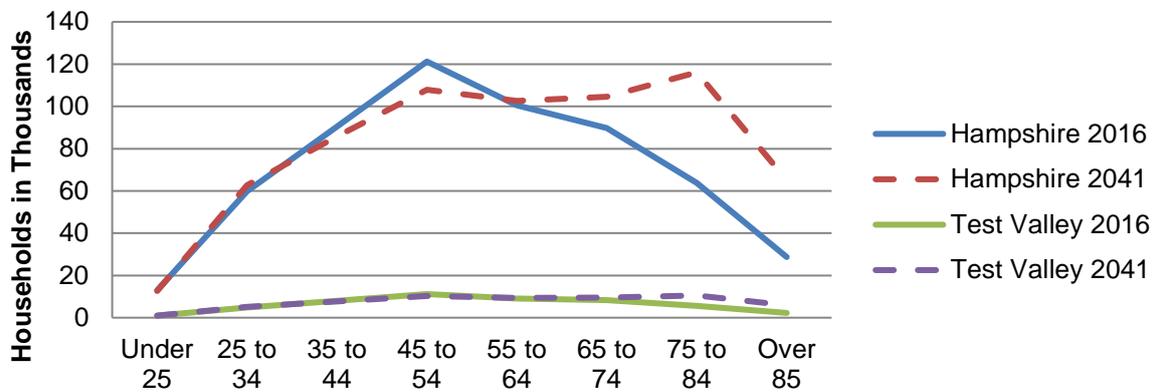
Population Structure

According to Hampshire County Council’s small area population forecasts, Test Valley had a population of 127,966 in 2018, which represented around 7% of the total population in Hampshire. The population profile in Test Valley is broadly similar to the structure seen across Hampshire.

The 2016 based Household Projections: England 2016-2041 predicts the household projections to 2041 for Hampshire and England. This data predicts that most age groups within Test Valley will remain consistent with previous years. The over 64 age

categories do however see a significant increase, confirming a trend towards a strongly ageing population.⁹

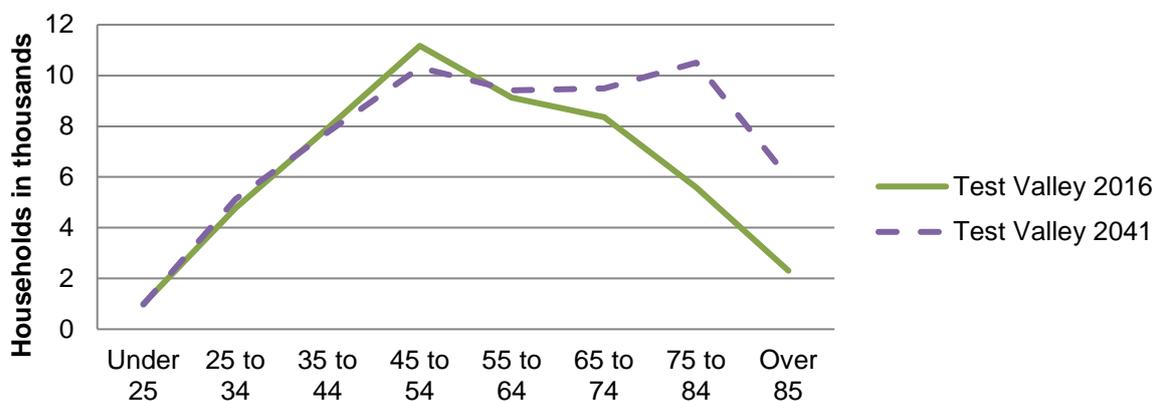
Population structure by age bands: Projections by age 2016-2041



10

The demographic profile of Test Valley and Hampshire in 2016 and 2041 both generally follow the same structure. In 2016, the most prevalent age groups were 45-54 years and 55-64 years.

Population structure by age bands: Projections by age 2016-2041



Population predictions for 2041 Test Valley reveal:

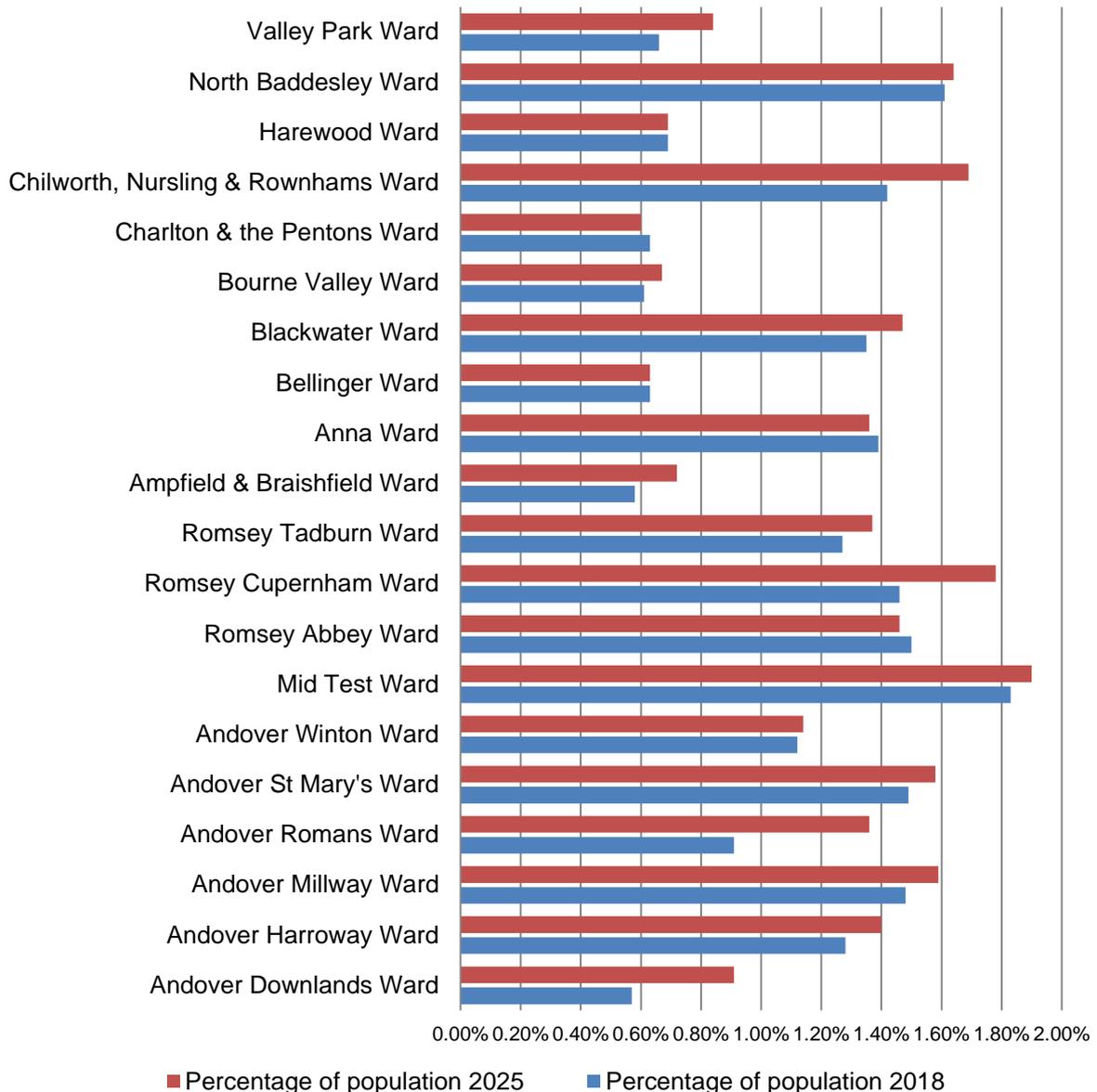
- There is a slight population decrease in the 45-54 age group.
- The most prevalent age groups in 2041 are predicted to be 45-54 and 75-84.

⁹ HCDC SAPF data

¹⁰ Household projections for England (2016-2041 based)

- Despite the 45-54 age group being the most prominent in both the 2016 and 2041 forecast figures, in 2016, 22% of the population were 45-54 but this is predicted to decrease to 17% in 2041.
- The 75-84 age group only represented 11% of the 2016 Test Valley population and this is predicted to significantly increase to 18% in 2041.

Percentage of population aged 65+

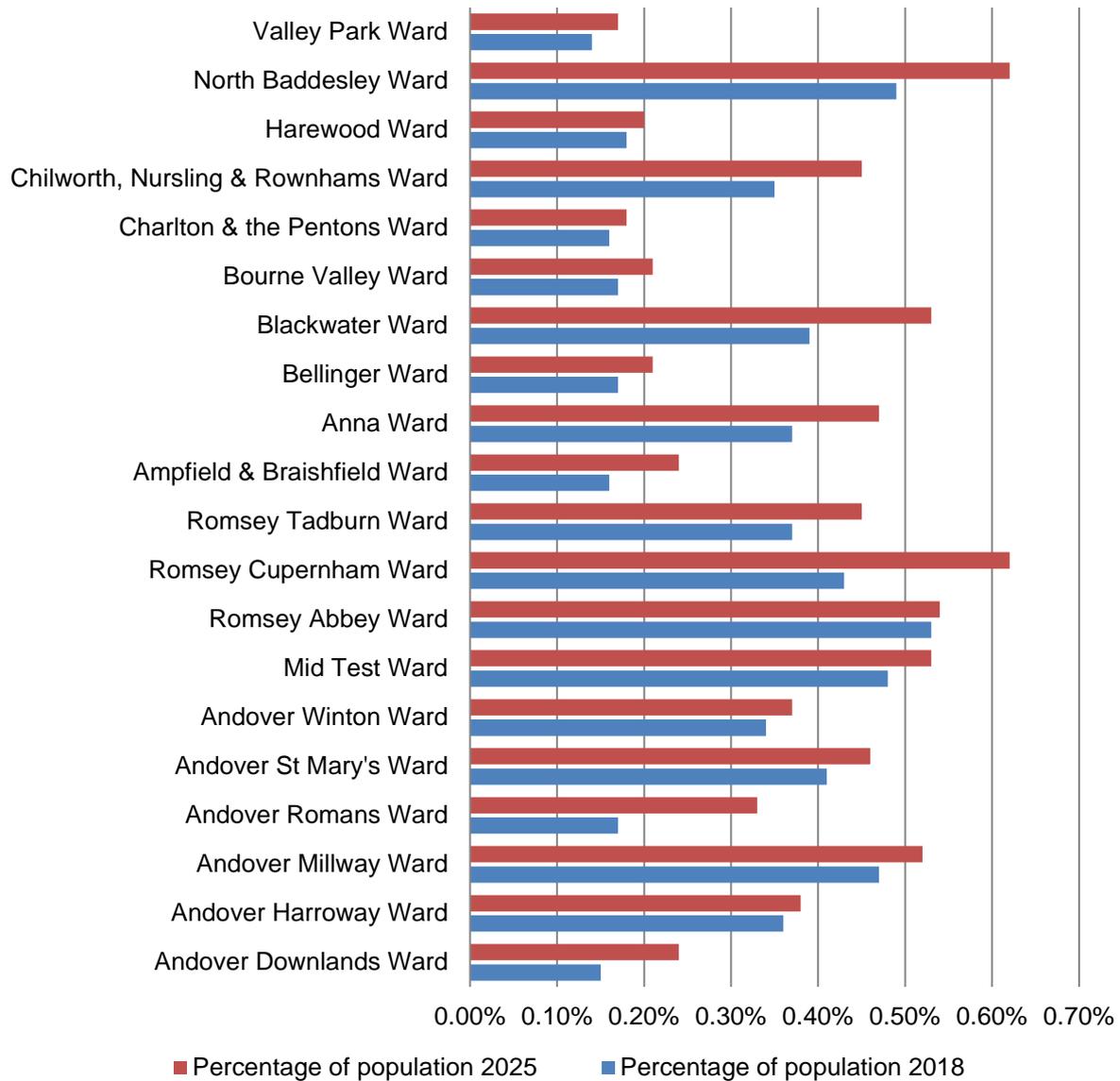


11

A larger percentage of population that are 65+ are situated in the Mid Test Ward. Only 0.58% of the 2018 population in Ampfield & Braishfield Ward are aged 65 and over, significantly lower than other regions in the borough. Andover Romans ward

sees the biggest increase of those aged 65+ moving from 0.91% in 2018 to 1.36% in 2025, an increase of 49%.

Percentage of population aged 80+



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In 2018, those residents aged 80 and over represented 6.3% of the population. By 2025 this is expected to increase across the borough to 7.7%. Romsey Cupernham Ward is set to have the largest increase in people aged 80+ from representing 0.43% of the population (which already exceeds the borough average) to 0.62% of the population by 2025; an increase of 19%. For Romsey Cupernham, Blackwater and North Baddesley, the population is set to increase by 2025.

According to Hampshire County Council's small area population forecast data, in 2018, Romsey Abbey Ward had the largest population of people aged 80+ (0.53%).

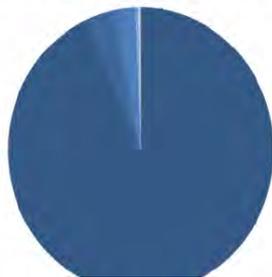
12 Hampshire County Environment Department's 2018 based Small Area Population Forecasts

This is especially high considering the borough average is only 0.31% of the population. This figure is set to increase slightly to 0.54% by 2025 but still considerably higher than the borough average. The Council is working with the County Council and Places for People to develop a new Extra Care facility in Romsey and this will form part of our future strategic approach to meeting the housing and support needs of older people in the south of the borough. The Council's future Housing Strategy will include actions relating to older persons housing needs and the Council will remain vigilant for opportunities to plan and to meet those needs in the coming years.

Ethnicity

The proportion of Test Valley resident population classified as White according to the 2011 Census was 93.2%. This includes those describing their ethnicity as English, Welsh, Scottish, Northern Irish or British. Those in other ethnic groups (Figure 6) increased from 4.3% to 6.8% between 2001 and 2011. By comparison, the Hampshire & Isle of Wight average was 93.33% and the national figure was 85.97%

Ethnicity of Test Valley residents



White British	White Other	Asian	Mixed	Black	Arab	Other
93.2%	2.8%	1.3%	2.0%	0.4%	0.1%	0.2%

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¹³ 2011 Census

Summary Profile of Test Valley Housing Market

The table below sets out key statistics relating to dwellings and tenure types for Test Valley in comparison to Hampshire and England.

Variable	Measure	Test Valley	Hampshire	England
Total Number of Dwellings (2018)	Count	54,450	593,980	24,172,000
Private Housing Stock as Percentage of All Dwellings (2018)	%	84.2	85.6	82.7
Local Authority Housing Stock as Percentage of All Dwellings (2018)	%	0.0	3.4	6.6
Registered Social Landlord Housing Stock as Percentage of All Dwellings (2018)	%	14.4	10.3	10.5
Other Public Sector Housing Stock as Percentage of All Dwellings (Dwellings, 2018)	%	1.4	0.7	0.2
Average Rent Charged for all Registered Social Landlord Dwellings (Net Weekly) (2018)	£	106.84	..	95.59
Average Rent Charged for all Local Authority Dwellings (Net Weekly) (2017-18)	£	*	*	86.71
Council Tax Band A Dwellings: (2018)	%	5.2	7.1	24.4
Council Tax Band B Dwellings: (2018)	%	17.1	17.3	19.6
Council Tax Band C Dwellings: (2018)	%	26.6	27.6	21.9
Council Tax Band D Dwellings: (2018)	%	19.2	19.8	15.4
Council Tax Band E Dwellings: (2018)	%	15.2	14.2	9.5
Council Tax Band F Dwellings: (2018)	%	9.0	8.3	5.0
Council Tax Band G Dwellings: (2018)	%	6.8	5.0	3.5
Council Tax Band H Dwellings: (2018)	%	0.9	0.6	0.6

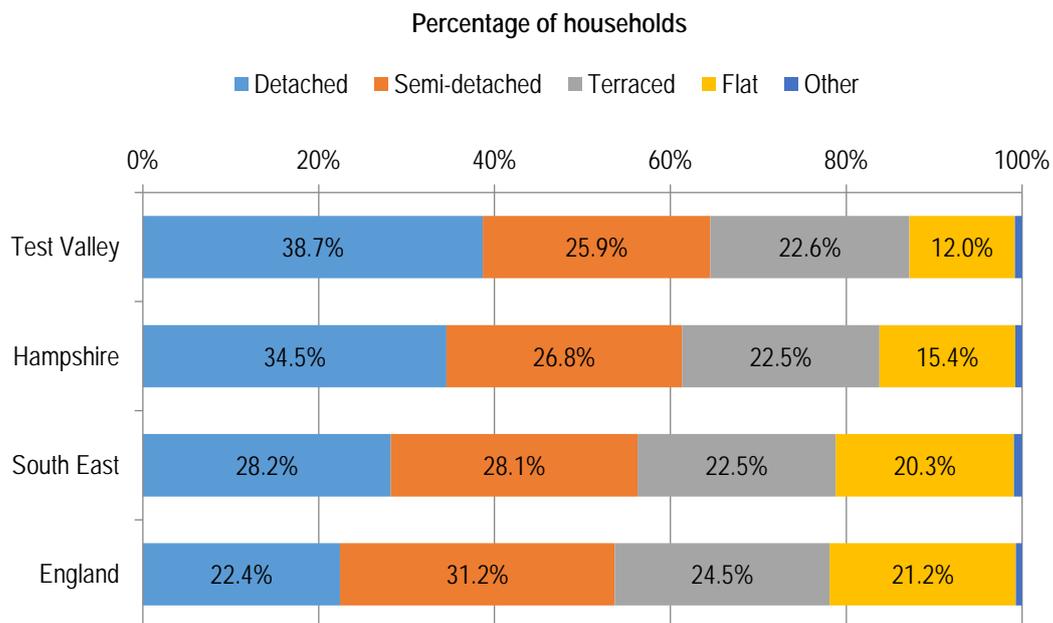
14 15

*Test Valley transferred its housing stock to Testway Housing Association in the year 2000. The average rent for local authority dwellings in Test Valley is, therefore, no longer applicable. Large Scale Voluntary Transfers (LSVTs) are not taken into account when calculating national averages.

14 MHCLG Local authority housing statistics: Year ending March 2017, England
15 MHCLG live tables on dwelling stock

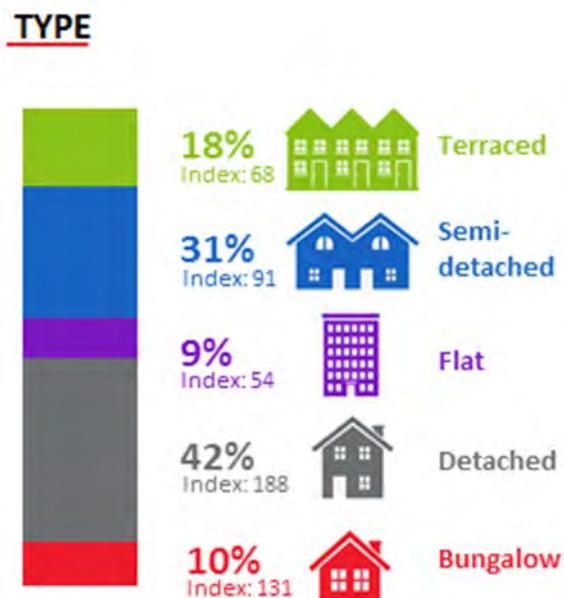
Profile of Housing Stock

The 2011 Census data shows that Test Valley has a high proportion of family type accommodation. The proportion of detached homes (38.7%) is significantly above the regional average (28.2%) and higher than the Hampshire profile (34.5%). Whilst the proportion of semi-detached properties in the borough is slightly below comparators, when combined with detached properties these types represent almost 64.6% of the total stock. Coupled with the high cost of purchasing or renting a family sized property, it becomes apparent that the demand for 1-bedroom accommodation in Test Valley may be high. High demand for 1-bedroom accommodation is confirmed later in the review by analysis of Housing Register data.



16

The figure above uses data from the ONS Census 2011. The figure below is taken from a different source (ACORN) but there is not too much disparity. This source shows that since 2011 there has been a decrease in the number of terraced houses and flats but an increase in detached and semi-detached housing.



17

The below tables outline the House Type Profile for the sub areas of the SHMA. It should be noted that the borders of these areas no longer align with ward boundaries as referenced earlier in this review.

Figure 9: Sub-Area House Type Profile (2011)

	Detached	Semi-detached	Terraced	Flat	Other
Andover	24.6%	25.9%	31.8%	17.4%	0.3%
North - rural	46.7%	33.1%	13.6%	5.2%	1.4%
Central - rural	57.9%	24.8%	8.7%	7.2%	1.4%
Romsey	28.6%	24.5%	30.6%	16.1%	0.2%
South - rural	55.4%	21.9%	14.5%	6.7%	1.5%

Figure 10: Property Size – Number of Bedrooms (2011)

	1 bed	2 bed	3 bed	4 bed	5+ bed
Test Valley	8.5%	20.9%	41.4%	22.3%	6.7%
Hampshire	9.3%	24.1%	41.3%	19.6%	5.6%
South East	11.6%	26.2%	38.9%	17.0%	6.0%
England	11.8%	27.9%	41.2%	14.4%	4.6%

18

17 ACORN (Oct 2019)

18 Test Valley Strategic Housing Market Assessment (SHMA) 2013

Based on the information above, it may be reasonable to expect that the highest levels of demand for affordable housing are for the smaller sized units of accommodation. This is due to the obvious disparity between the house-type profile of Test Valley and the comparators Hampshire, South East and England. This appears to be borne out later in the review when Housing Register data is analysed.

Economic Activity

Test Valley Economic Assessment Report 2016

The Local Economic Assessment (LEA) provides detailed analysis and intelligence on Test Valley's economic performance and is a key part of the evidence base underpinning the review of the Local Plan and the preparation of the Test Valley Economic Development Strategy.

The last LEA was undertaken in 2016, therefore more up to date information is likely to be available for some of the areas covered. The key findings from the 2016 report are outlined below, followed by more recent economic activity data from other sources.

The key findings from the Test Valley Assessment report were:

- In general terms the Test Valley economy is performing well (as evidenced by key indicators set out in Figure 19). The borough outperforms England and Wales against a number of key indicators including rates of economic activity, unemployment, business survival, and levels of qualification attainment. Notably, the borough has also outperformed LEP, county and national benchmark areas in terms of employment growth during and after the recession.
- Employment in the borough is forecast to grow by 11.3% to 2025. A proportion of this growth is expected to be in the 'accommodation, food services and recreation', 'construction', 'finance and insurance', and 'information and communication' sectors. While other sectors, like logistics, are not anticipated to grow significantly, they will continue to support many jobs in the local economy.
- There is a consensus among key stakeholders that the borough is an attractive place to locate and that businesses are planning for growth providing a high level of confidence. However a number of issues emerged from the analysis that would need to be addressed to optimise growth and development, and to inform priorities for TVBC and its partners. In relation to housing and, importantly, affordability, these include:-
 - Responding to the ageing resident population by encouraging employers to be more flexible in recruiting and retaining those over 65

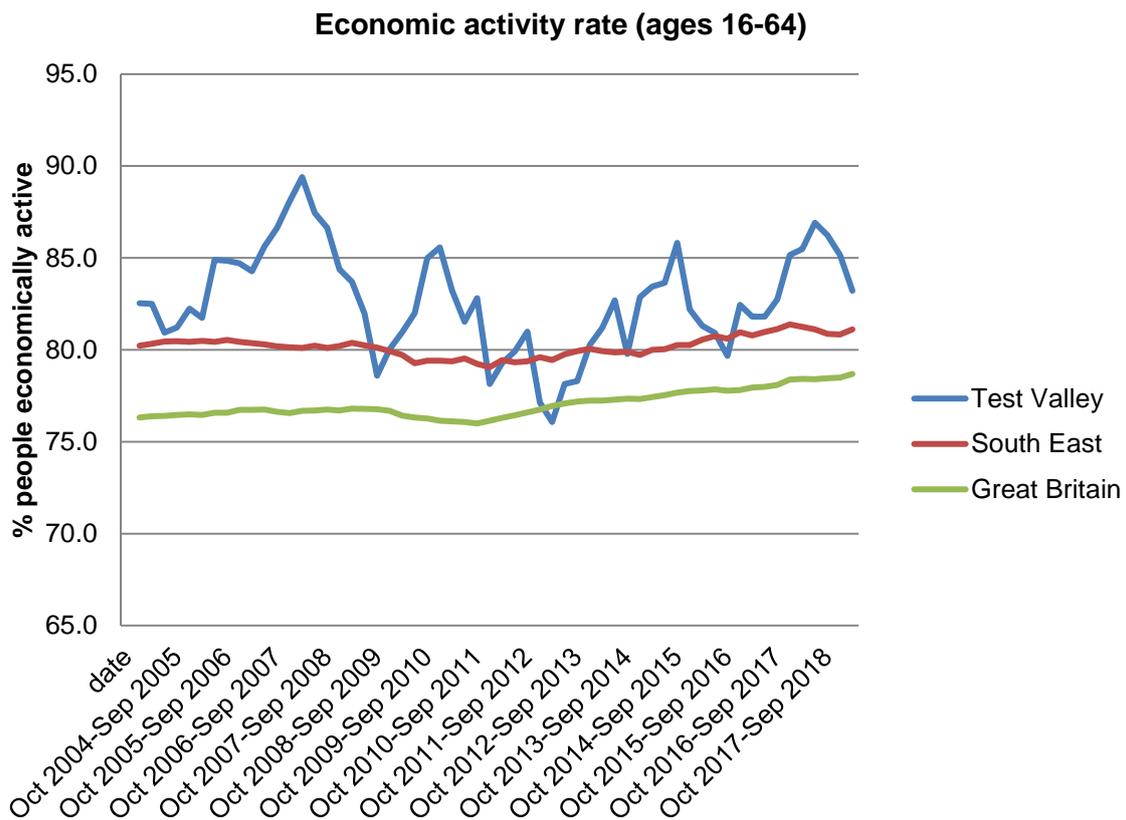
years old. At the same time sectors that supply goods and services to older age groups will need to recruit to meet increased levels of demand;

- Delivering necessary levels of housing, particularly affordable dwellings, to encourage key workers to live and work locally. House building targets also represent an opportunity to train and employ local residents in construction sub-sectors.

Approximately 56,400 people are employed in Test Valley (BRES 2014). The sectors with the highest proportions of employees include 'wholesale and retail trade' (19.3% of total employment), professional, scientific and technical' (10.3%), manufacturing (9.9%), education (8.2%) and 'human health and social work activities' (7.5%).

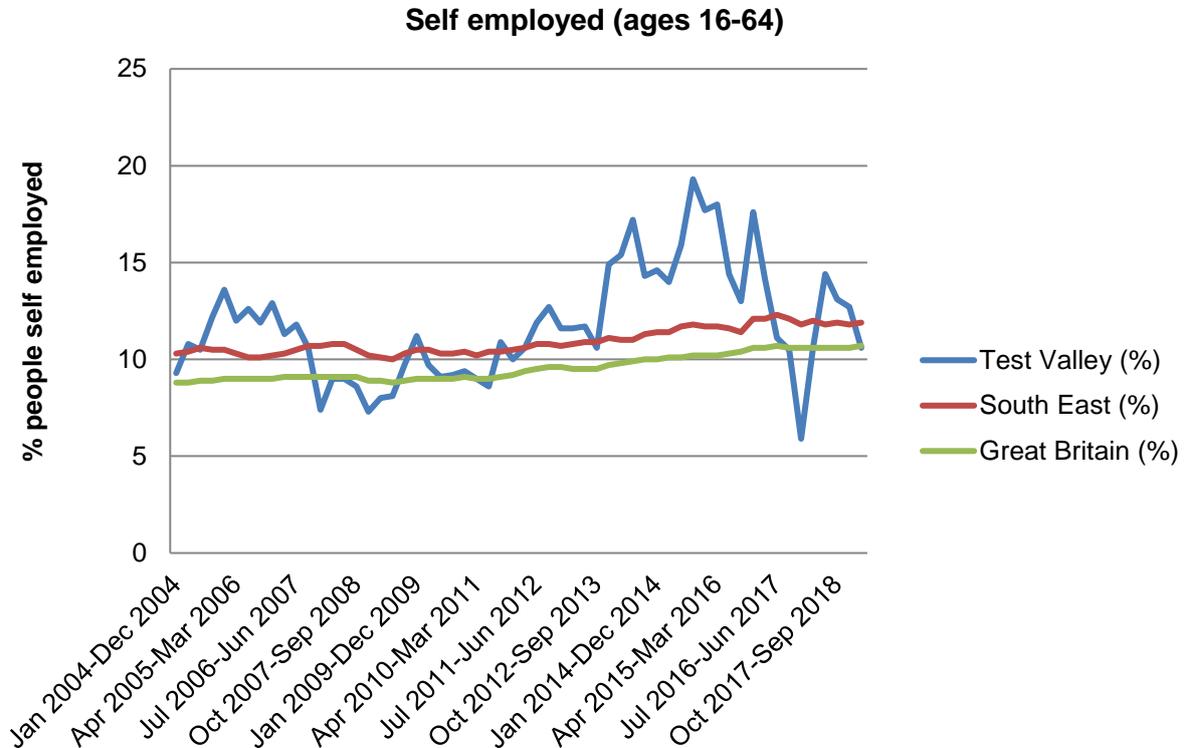
When comparing the breakdown of employment (as illustrated by Figure 20), Test Valley demonstrates greater proportions of workers in the 'wholesale and retail trade', 'transportation', 'manufacturing', and 'financial and insurance' sectors than the benchmark areas.

Economic Activity



19

As at March 2019, 83.2% of Test Valley residents aged 16-64 were economically active. This splits fairly evenly across genders with 83.7% of males and 82.7% of females in the borough being economically active.

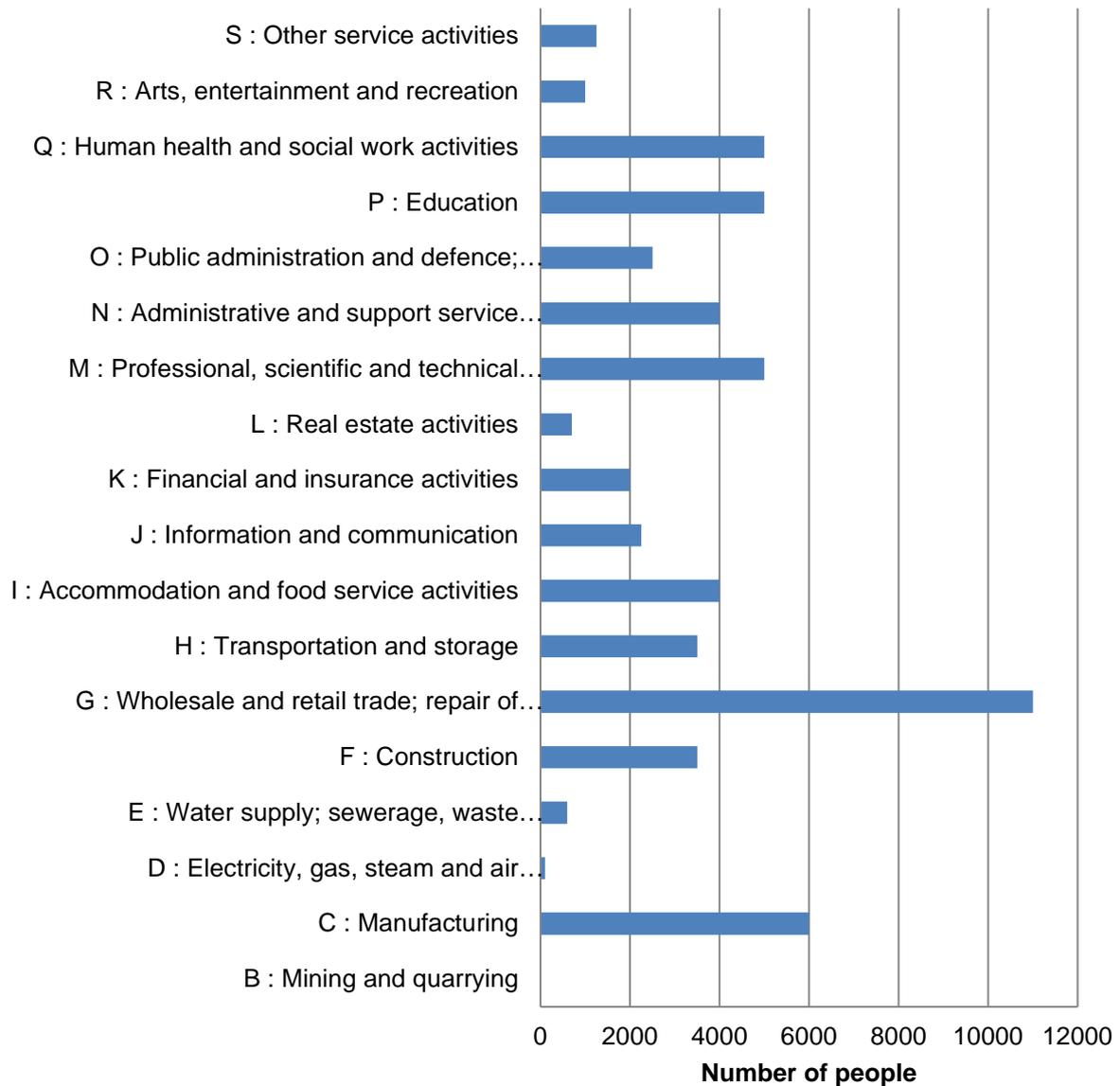


20

The rate of self employed people in Test Valley has seen a general climbing trend, with an anomaly drop off in 2016/17. Recent trends show a fairly erratic movement in the number of self employed people in Test Valley, compared to the South East and Great Britain, which both demonstrate a steady incline as illustrated in the graph.

Employment

Employee Jobs by Sector 2017



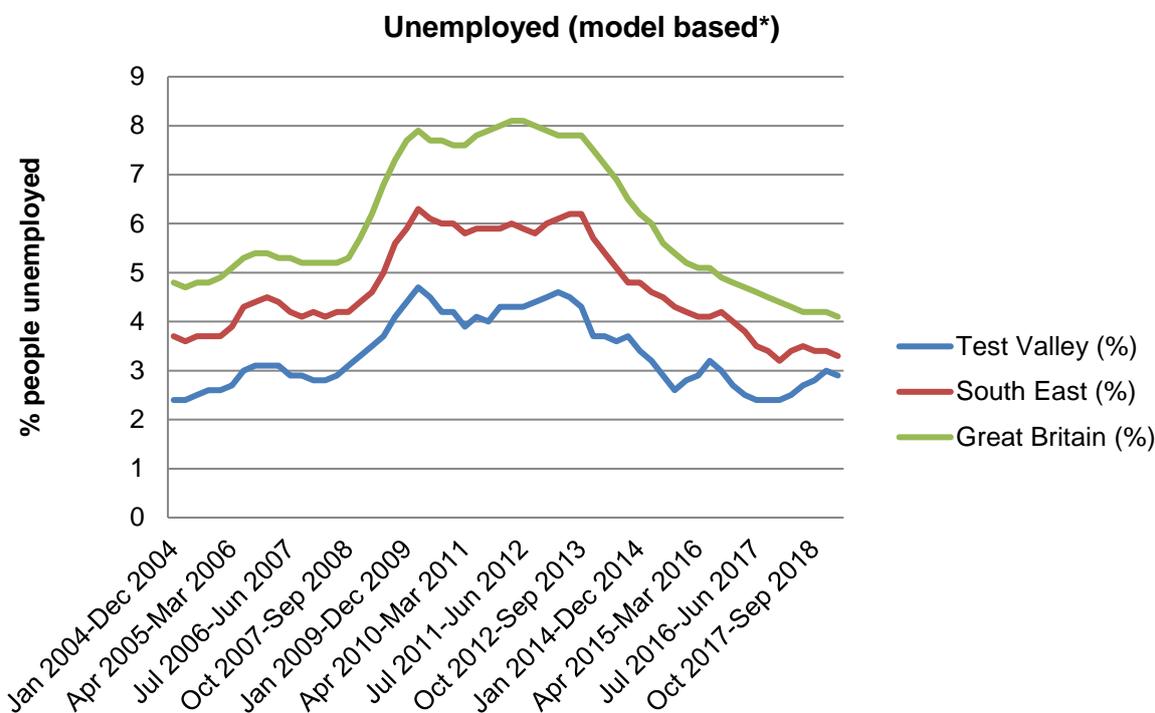
21

There is a clear majority of residents represented in the 'wholesale and retail trade; repair of motor vehicles and motorcycles' in Test Valley. The lowest represented is 'Electricity, gas, steam and air conditioning supply'.

In general there is a trend toward more trade based roles such as retail, manufacturing and health & social care. Less represented are more office based

roles such as public administration, financial services and information & communication.

Unemployment



22

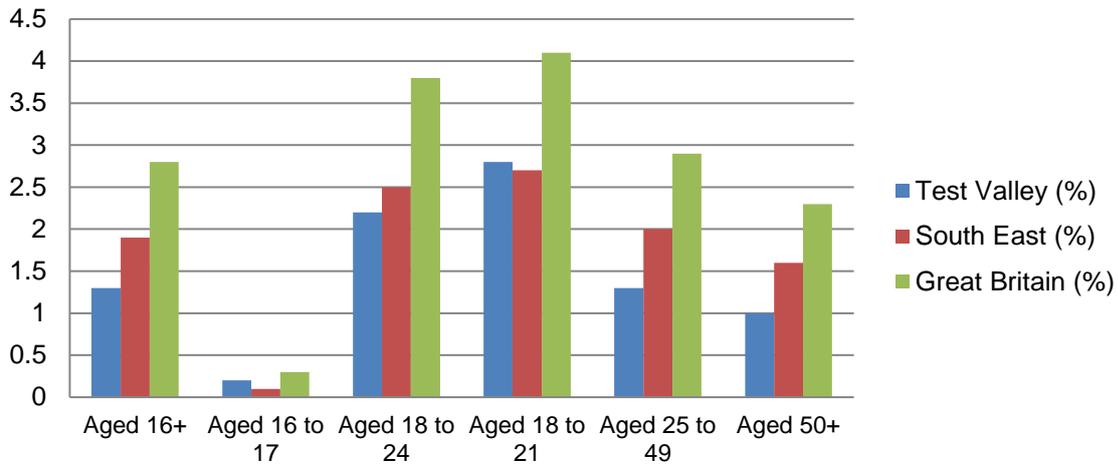
**The model based approach uses a number of sources to determine an estimated figure including; Labour Force Survey, Census, recipients of Job Seeker’s Allowance (Claimant Count) and other administrative sources.*

Following the introduction of Universal Credit from 2013 onwards, the claimant count is now measured as the number of people claiming Jobseeker’s Allowance plus the number of Universal Credit claimants who are required to look for work

From the point of view of the statistics, this has the effect that more people are brought within the coverage of the claimant count. This has particularly been the case since the rollout of Universal Credit Full Service, leading to the large increases in the claimant count that has been seen in those areas that have moved to Full Service. As Universal Credit Full Service is rolled out, the number of people recorded as being on the Claimant Count is therefore likely to rise.²³

22 NOMIS – Test Valley Labour Market Profile - Employment and Unemployment time series
 23 www.parliament.uk – Research briefings – Universal credit and the claimant count – Jan 2019

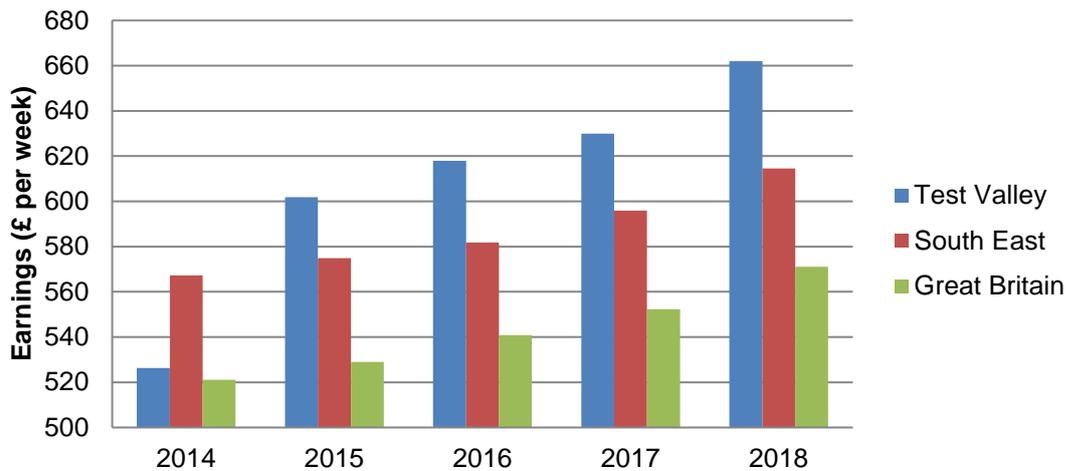
Out of work benefits claimant count by age
(July 2019 - not seasonally adjusted)



24

Income and Earnings

Average weekly earnings
Full time workers (median)



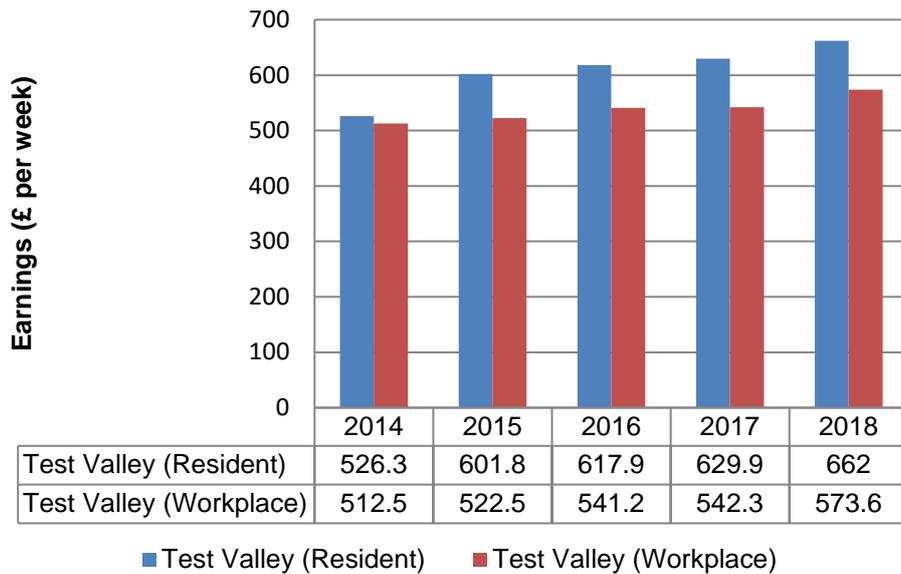
25

In 2018, the average Test Valley resident earnings were £33,356 per annum compared to £32,230 in the South East and £29,661 in Great Britain. This continues to reflect the attractiveness of Test Valley as a place to live for London commuters, who command higher wages and hence drive up the median resident based earnings for the area.

24 NOMIS – Test Valley Labour Market Profile - Out of work benefits

25 NOMIS – Test Valley Labour Market Profile - Average weekly earnings

Resident vs workplace earnings



26

“Workplace” earnings reflect the incomes of people who are working in Test Valley (in the borough workplaces) and “Resident” earnings reflect the population as a whole.

Earnings for both Test Valley residents and workplaces continue to rise. However, the rate of resident earnings is increasing at a faster pace than the workplace earnings.

	2014	2015	2016	2017	2018
Test Valley (Resident)	526.3	601.8	617.9	629.9	662
Test Valley (Workplace)	512.5	522.5	541.2	542.3	573.6
Difference	13.8	79.3	76.7	87.6	88.4

Most notably the difference between resident and workplace earnings jumped from 2014-2015 (475% increase) and 2016-2017 (14% increase)

This means that those in local employment (and thus contributing to the local economy) are increasingly less likely to have the same ability as those who commute out of the Borough to afford and access housing in the local market.

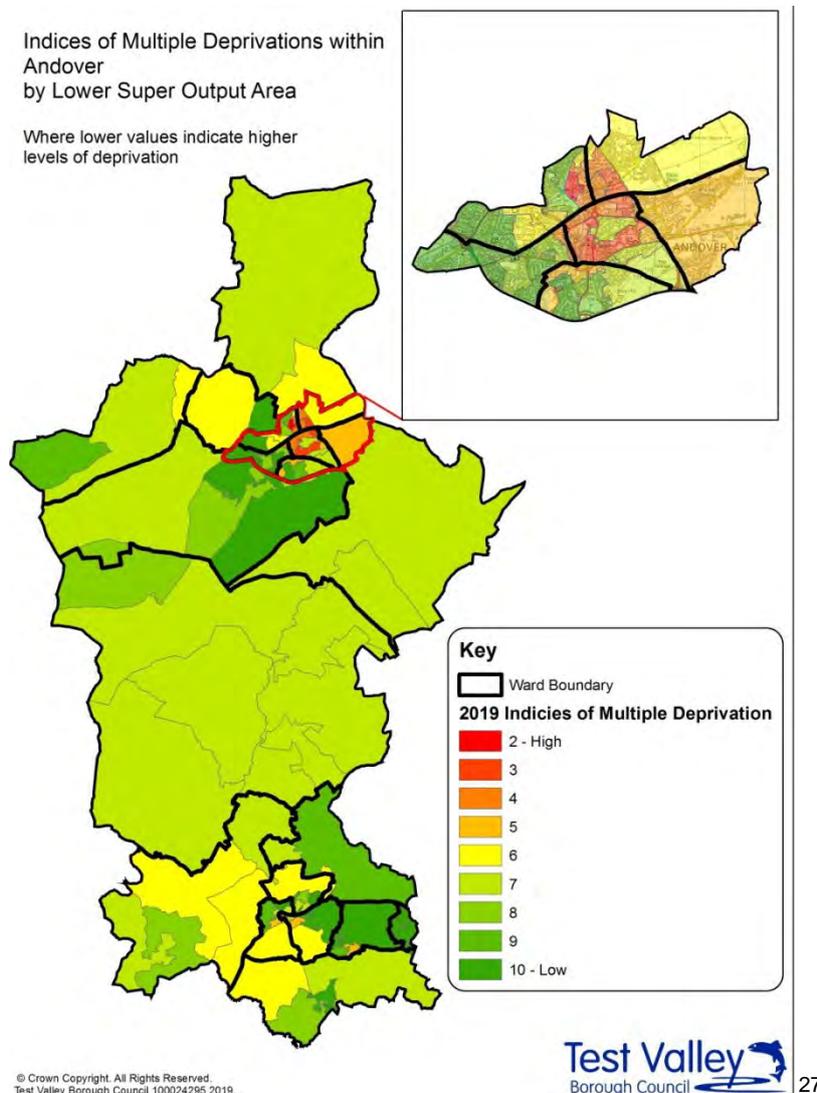
²⁶ 26 NOMIS – Test Valley Labour Market Profile - Earnings by place of residence & earnings by place of work

Deprivation

The Index of Multiple Deprivation is an indication of how many people in an area are living in deprivation based on combined information from:

- Income deprivation (22.5%)
- Employment deprivation (22.5%)
- Education, Skills and Training Deprivation (13.5%)
- Health Deprivation and Disability (13.5%)
- Crime (9.3%)
- Barriers to Housing and Services (9.3%)
- Living Environment Deprivation (9.3%)

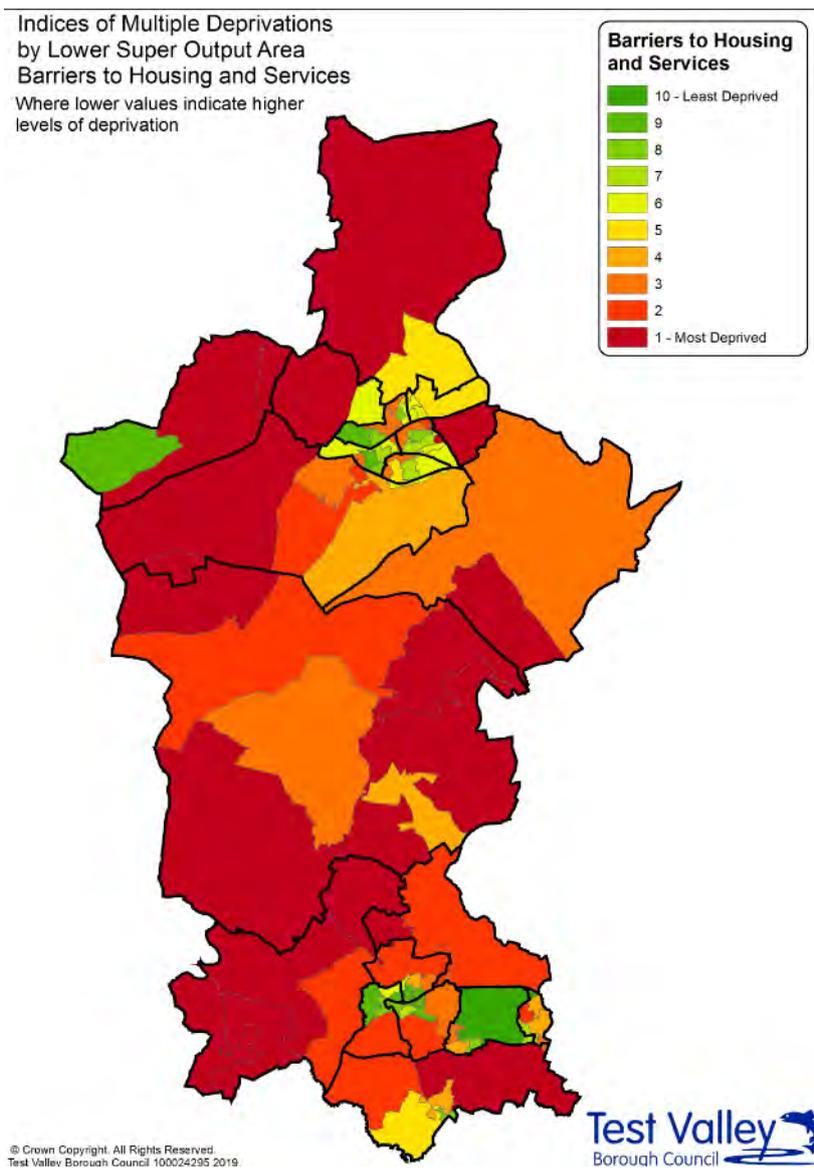
The map below illustrates the Indices of Multiple Deprivation and how it applies in Test Valley. The highest levels of deprivation in the borough are in Andover, in the north:



²⁷ DCLG – Indices of Multiple Deprivation 2019

Barriers to Housing and Services

This Domain measures the physical and financial accessibility of housing and local services. The indicators fall into two sub-domains: the Geographical Barriers Sub-domain, which relates to the physical proximity of local services, and the Wider Barriers Sub-domain which includes issues relating to access to housing such as affordability.



28

Whilst the illustrative map above shows a significantly higher level of deprivation compared to the IMD overview for the borough, it is not too dissimilar to the national picture. The Council will ensure that the accessibility of local housing services is a factor that is considered when developing the new Housing & Homelessness strategies.

²⁸ DCLG – Indices of Multiple Deprivation 2019

Housing Market, Demand, Supply & Possession Action

Affordability

Home Ownership

The Test Valley average house price was approximately £300,000 in September 2018, yet average resident annual earnings were £33,356.²⁹

This represents a housing affordability ratio of 8.99. This is slightly lower than the Hampshire ratio of 9.25 but higher than the England and Wales ratio of 7.57. Of the 11 local authorities in Hampshire, Test Valley has the 5th lowest average house price and yet affordability issues affecting local residents trying to buy a home remain acute, particularly for the younger demographic.³⁰

Average House Prices in Test Valley and Average Residents Earnings 2014 and 2018						
Area	Average House Price 2014	Average Resident earnings 2014	Affordability Ratio 2014	Average House Price Sept 2018	Average Resident earnings Sept 2018	Affordability Ratio 2019
Test Valley	245,000	£28,694	8.54	£300,00	£33,356	8.99
Hampshire	240,000	30,088	7.98	301,000	32,542	9.25
England & Wales	188,000	27,346	6.87	225,000	29,706	7.57

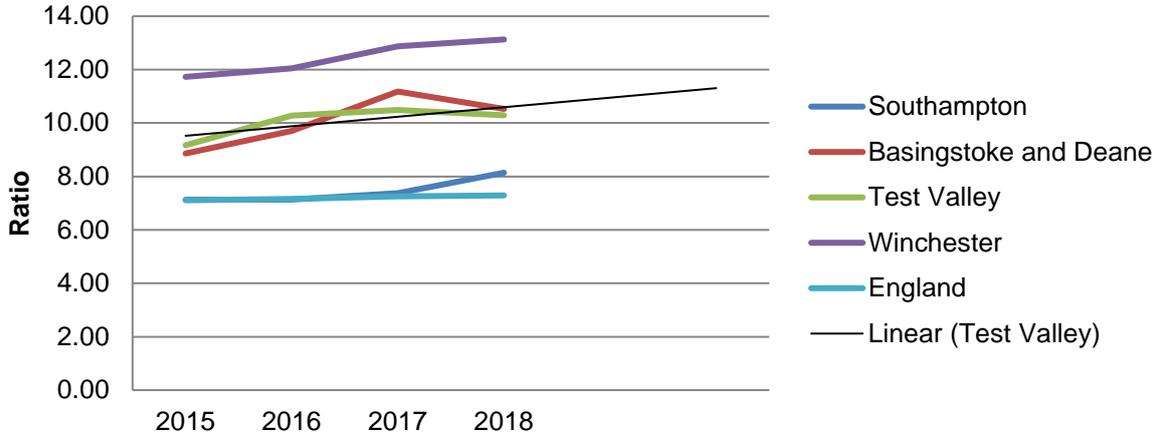
31

²⁹ ONS - House price statistics for small areas in England and Wales: year ending December 2018

³⁰ ONS - House price (existing dwellings) to residence-based earnings ratio

³¹ ONS - House price (existing dwellings) to residence-based earnings ratio

Ratio of Lower Quartile House Price to Lower Quartile Gross Annual Earnings



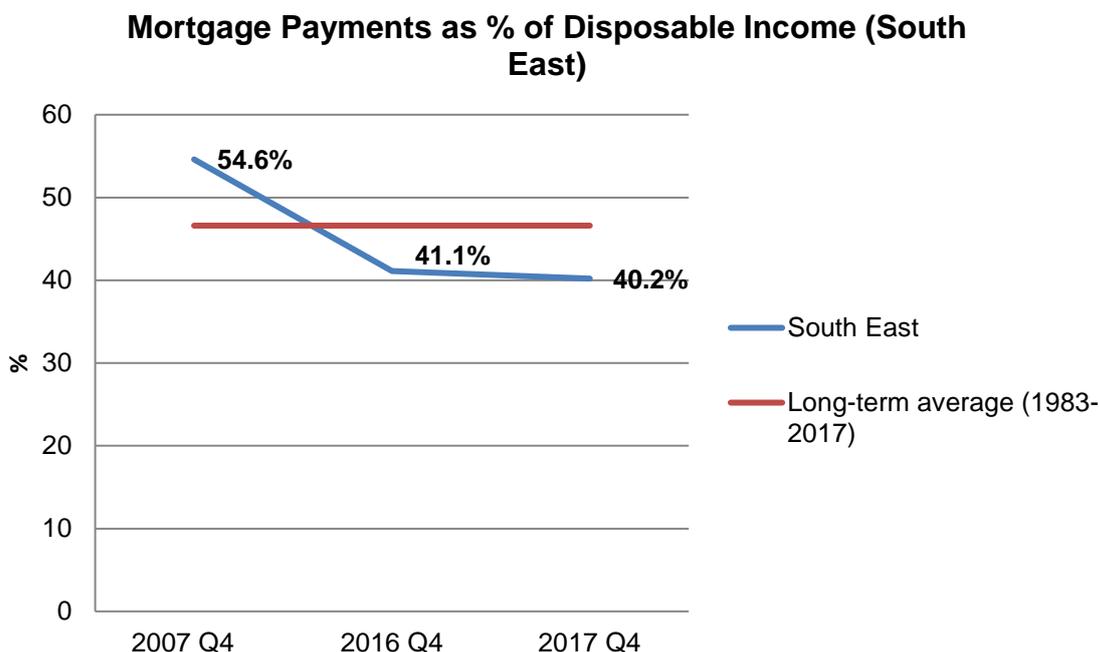
32

In 2018, the lower quartile ratio for Test Valley stood at 10.29. This indicates that affordability is clearly worse in Test Valley in comparison to England which had a 7.29 affordability ratio. Basingstoke and Winchester both have an even lower affordability ratio of 10.53 and 13.13 respectively.

When looking at a linear forecast, as illustrated above, we can see that the projection suggests an increasing affordability gap in future years. This indicates that the Council should continue to maintain affordable housing delivery among its key priorities and in that context, endorses the current Corporate Plan priorities.

32 ONS - House price to workplace-based earnings ratio – lower quartile and median, 1997 to 2018, Table 6c

Mortgage Payments as a Proportion of Income



33

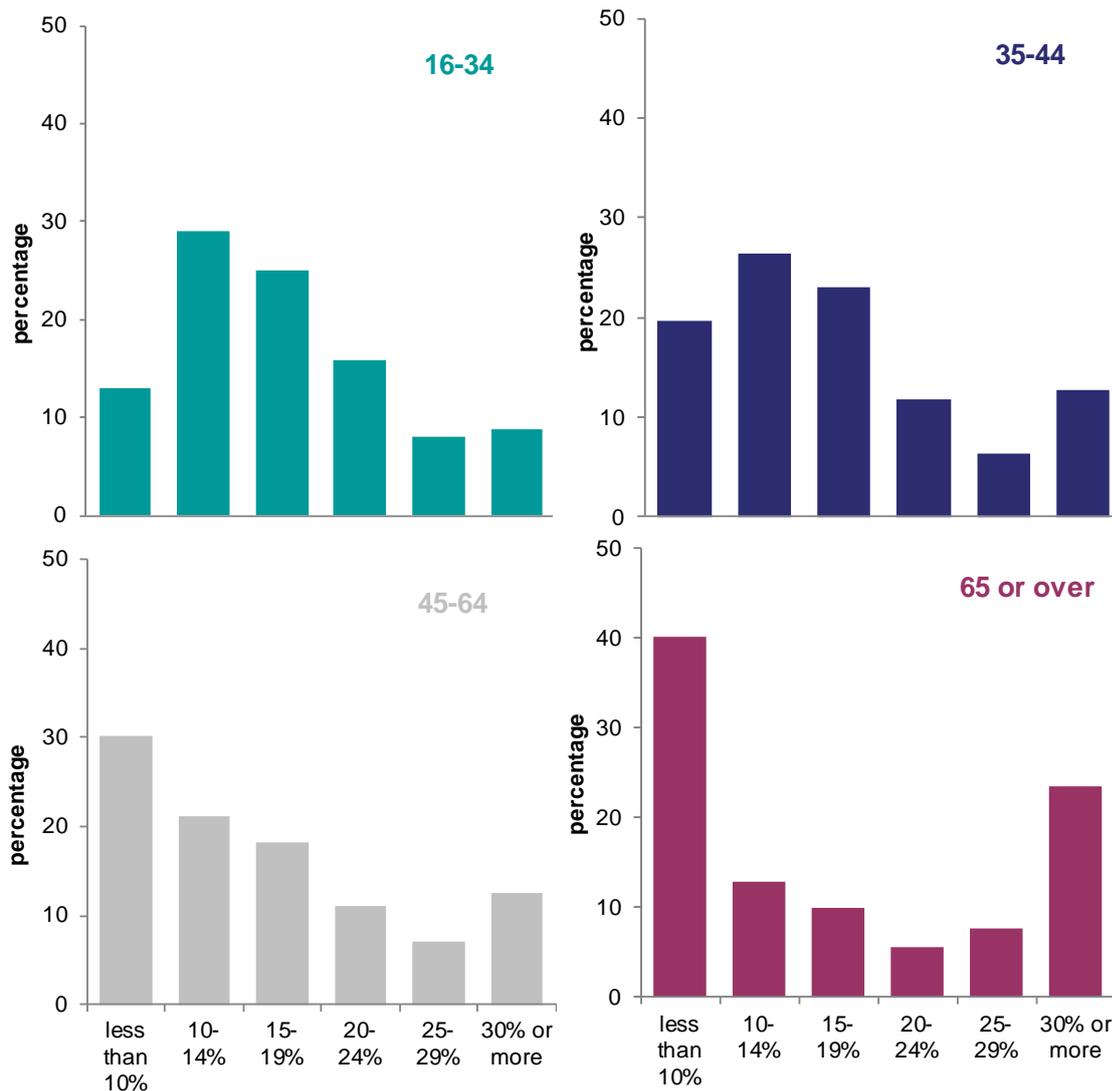
According to Halifax, there have been significant improvements in affordability since 2007. In Quarter 4 2017, the average monthly take-home wage in the UK was £2,309 and the average monthly mortgage payment was £669 (and hence the percentage of the average wage spent on the average mortgage was approximately 29%).

The 10 least affordable areas are predominantly in London and the South East. Mortgage affordability has, however, improved in the South East since 2007 as 54.6% of disposable earnings were mortgage payments in 2007 in comparison to 40.2% in 2017. Despite this, affordability remains a huge challenge, and accessing mortgage lending and achieving the level of deposit necessary to purchase a home continues to prevent many people from getting onto the property ladder. The level of that challenge can be identified when considering data associated with applicants for shared ownership in Test Valley, which is considered further on in this section.

³³ Halifax – Most affordable mortgages in a decade – March 2018

Proportion of income spent on mortgage, by age, 2015-16

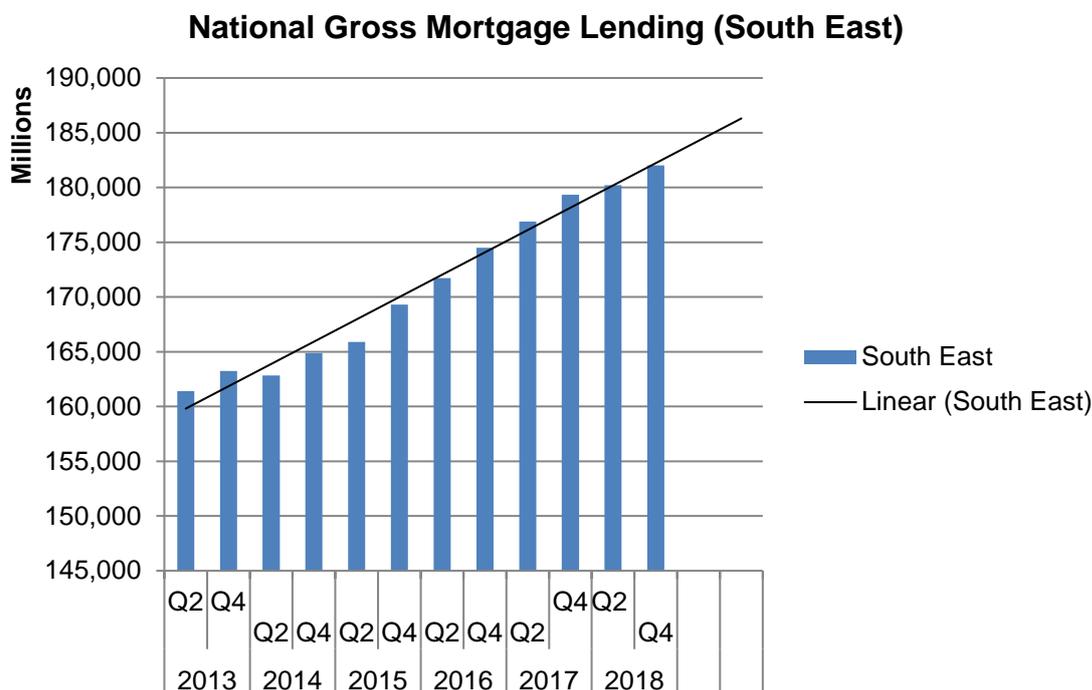
34



The charts above reflect the position in England for different age groups (excluding shared owners). We can see that large numbers of people are needing to find over 30% of their income to cover mortgage costs, albeit a significant number, which increases the older the age group sample gets, are having to find less than 10%. It is concerning that the level of people over the age of 65 who are still needing to find over 30% of their income to cover mortgage costs is so high. This may reflect reduced income through pension at the end of the life of people's mortgages, but nevertheless, it is a trend that local authorities need to be aware of and to understand further.

³⁴ MHCLG - English Housing Survey 2015 to 2016: mortgagors- chapter 3: figures and annex tables

National Gross Mortgage Lending



Mortgage lending has noticeably increased since 2013 and this may continue. The forecast suggests increasing numbers of people accessing owner occupation despite the affordability challenges the region experiences. Initiatives such as Help to Buy may have contributed to the trend.

Low Cost Home Ownership

Help to Buy Schemes

Introduced in 2013, the Help to Buy Schemes were the government's initiative to try and increase home ownership particularly amongst first time buyers.

The scheme has multiple elements and the Help to Buy ISAs will only be available to open to new savers until 30 November 2019 (so at the time of writing, time is running out). All accounts will close to contributions on 30 November 2029 and the bonus must then be claimed by 1 December 2030. The ISA's have similar regulations around them to the other elements of the schemes so there is a maximum purchase price of £250,000, it must be where you intend to live and the only home you own. Payments into the ISA can be up to £200 a month with an initial payment of up to £1,200. The 25% bonus will be obtained by a solicitor when an individual is buying a property.

The other element includes the Help to Buy Equity Loans whereby the government will lend individuals up to 20% if you have a 5% deposit and you need a mortgage of

up to 75%. To do this you have to buy a home from a registered Help to Buy builder and there will be fees after the first five years of the loan. The loan has to be paid back after a period of 25 years or when the house is sold and the amount paid back depends on the market value of the property.³⁵

Initially there was also a Help to Buy Mortgage Guarantee Scheme, however, this ended in December 2016.³⁶

Helpful reference links:

<https://www.gov.uk/affordable-home-ownership-schemes/help-to-buy-isa>

<https://www.helptobuysouth.co.uk/downloadable-guides.asp>

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/820479/Help_To_Buy_Equity_Loan_statistical_release_Q1_2019.pdf

Shared Ownership

Shared ownership homes are available for eligible households and allow an individual to buy a share of their home and pay rent on the remaining percentage. It is possible to purchase between 25% and 75% of the property. The financial eligibility criteria includes that you must earn less than £80,000 per annum, and additionally, one of the following criteria applies; either you are a first time buyer, someone who used to own a home but cannot afford to buy a new one, or you're an existing shared ownership home owner.

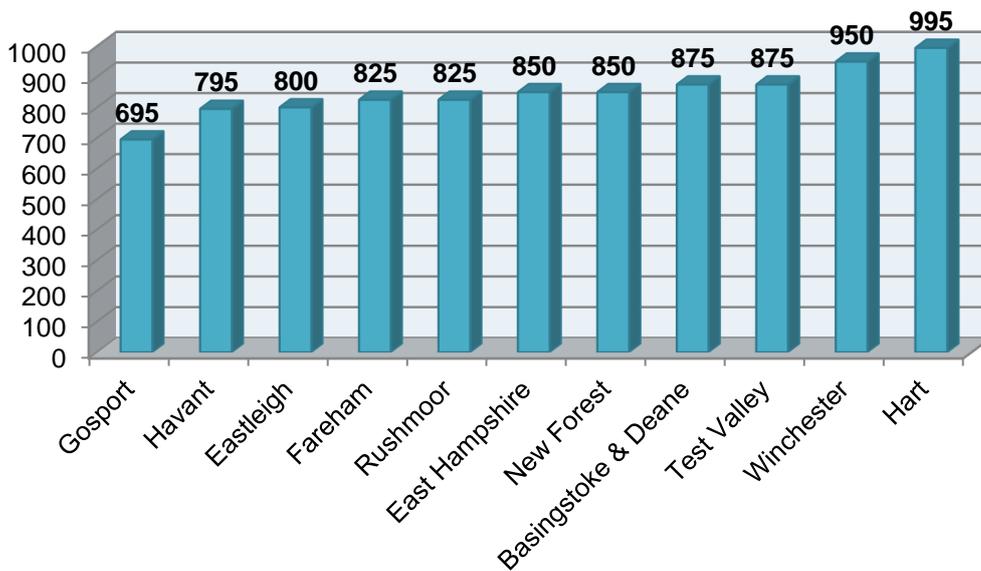
Shared ownership properties are leasehold and there are different terms for buying the property, with some schemes including stair-casing potential of up to 100% ownership of the property. If an individual is aged 55 or over they can purchase up to 75% of their home under a scheme called the Older People's Shared Ownership Scheme (OPSO). In this scheme you do not pay rent on the remaining 25% once you own 75%.

In general, legal agreements require that the landlord (either housing association or council) has rights to first refusal if you wish to sell the property. Depending on the nature of the scheme on which the shared ownership units have been developed, there may be specific restrictions on stair-casing above a specific threshold (e.g. the shared owner cannot buy more than 80% of the property) and on who the property may be sold on to (e.g. specific local connection criteria that may be applied).

³⁵ MHCLG – Help to Buy (Equity Loan Scheme) Date to 31 march 2019, England

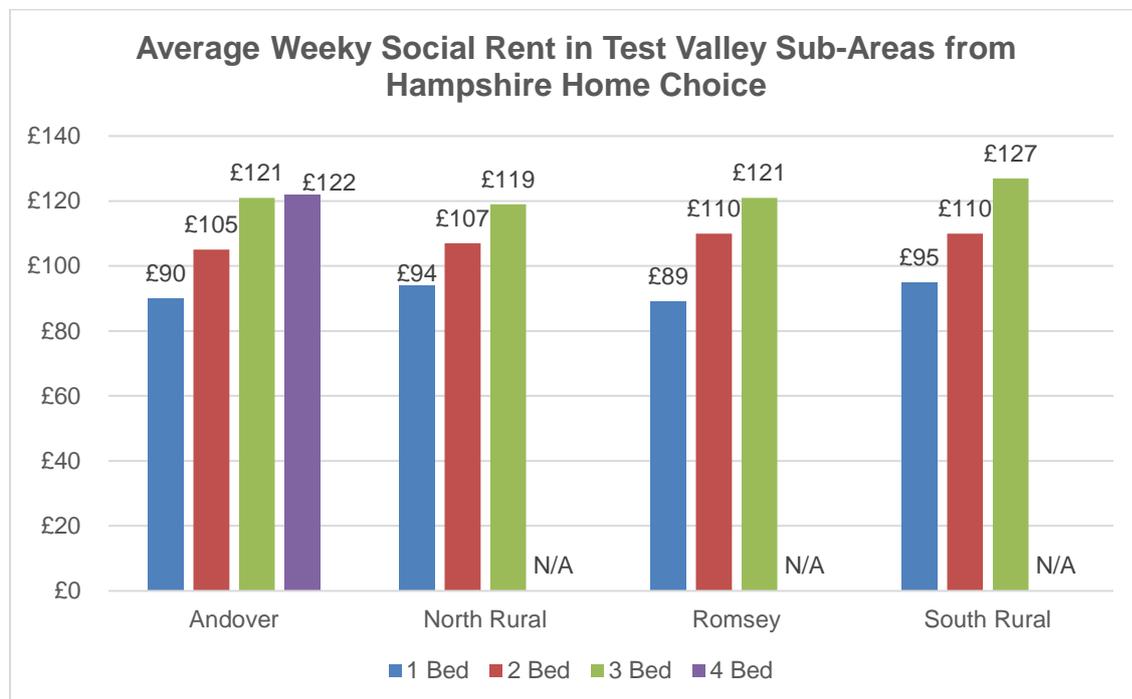
³⁶ GOV.UK – Affordable home ownership schemes

Median Rent Level 2017/18 in £s



39

We can see that Gosport has the lowest median rents, while Hart has the highest. Test Valley has the 3rd highest median rents of all 11 Hampshire districts. This serves to underscore the affordability challenges in the area and the need to deliver rented homes that people can afford, even when they may be on low incomes.



40

39 Valuation Office Agency – Private Rental market Statistics, 'all bedrooms monthly rents' South East

40 Hampshire Home Choice

**Please note that N/A in the table above represents where there were no rented units of that size subject to social rent*

Social rents are considerably lower than market rents, usually reflecting in the region of 65% of the open market rental value. The delivery of new social rented products was impacted by the Affordable Homes Programme Framework and the introduction of the new “Affordable Rent” model. This required Registered Providers to deliver homes at 80% of the market rental value or the Local Housing Allowance rate (whichever was lower and as a minimum for rent setting) in order for the landlord to achieve Homes England grant funding. As a result of this national change, reduced levels of social rent were delivered.

The Council’s Corporate Plan, “Growing our Potential”, recognises the importance of social rent to people living in Test Valley and includes a commitment to explore ways in which to deliver this product in the area so that we are able to provide a range of affordable housing products, including within the rented social housing components of new development sites.

Average Weekly Rent – Social Rent

	Andover	North Rural	Romsey	South Rural
1 Bed	£90	£94	£89	£95
2 Bed	£105	£107	£110	£110
3 Bed	£121	£119	£121	£127
4 Bed	£122	n/a	n/a	n/a

41

Average Weekly Rent – Affordable Rent

	Andover	North Rural	Romsey	South Rural
1 Bed	£122	£120	£118	£116
2 Bed	£152	£127	£152	£150
3 Bed	£171	n/a	£183	£186
4 Bed	£235	n/a	£207	£209

42

We can see from the tables above that there is a significant difference in the rental levels between Social Rent and Affordable Rent.

41 Hampshire Home Choice 2018-19

42 Hampshire Home Choice 2018-19

Average Weekly "Affordable Rent" in Test Valley Sub-Areas



43

We can see that in some cases, the affordable rent levels exceed the median rental level for Test Valley. Where 4-bed housing association homes are rented at £235 per week, this crudely equates to a monthly rent of £940, which is significantly higher than the median rental figure identified from 2017/18 analysis which was £875.

Whilst "Affordable Rent" may be higher than "Social Rent", it remains a sub-market and subsidised product, making it more affordable than market housing. For some households, however, it is proving to be a stretch and housing association partners have expressed concerns about affordability challenges for tenants renting homes at "Affordable Rent" that are 1, 3, and 4 bed sizes.

The series of tables below sets out the identifiable % differences in the 2 rent levels in Test Valley sub-areas, using the Hampshire Home Choice data to provide the comparison:

	Andover Social Rent	Andover Affordable Rent	% Difference
1 Bed	£90	£122	36
2 Bed	£105	£152	45
3 Bed	£121	£171	41
4 Bed	£122	£235	93

	North Rural Social Rent	North Rural Affordable Rent	% Difference
1 Bed	£94	£120	28
2 Bed	£107	£127	19
3 Bed	£119	n/a	-
4 Bed	n/a	n/a	-

44

43 Hampshire Home Choice 2018-19

44 Hampshire Home Choice 2018-19

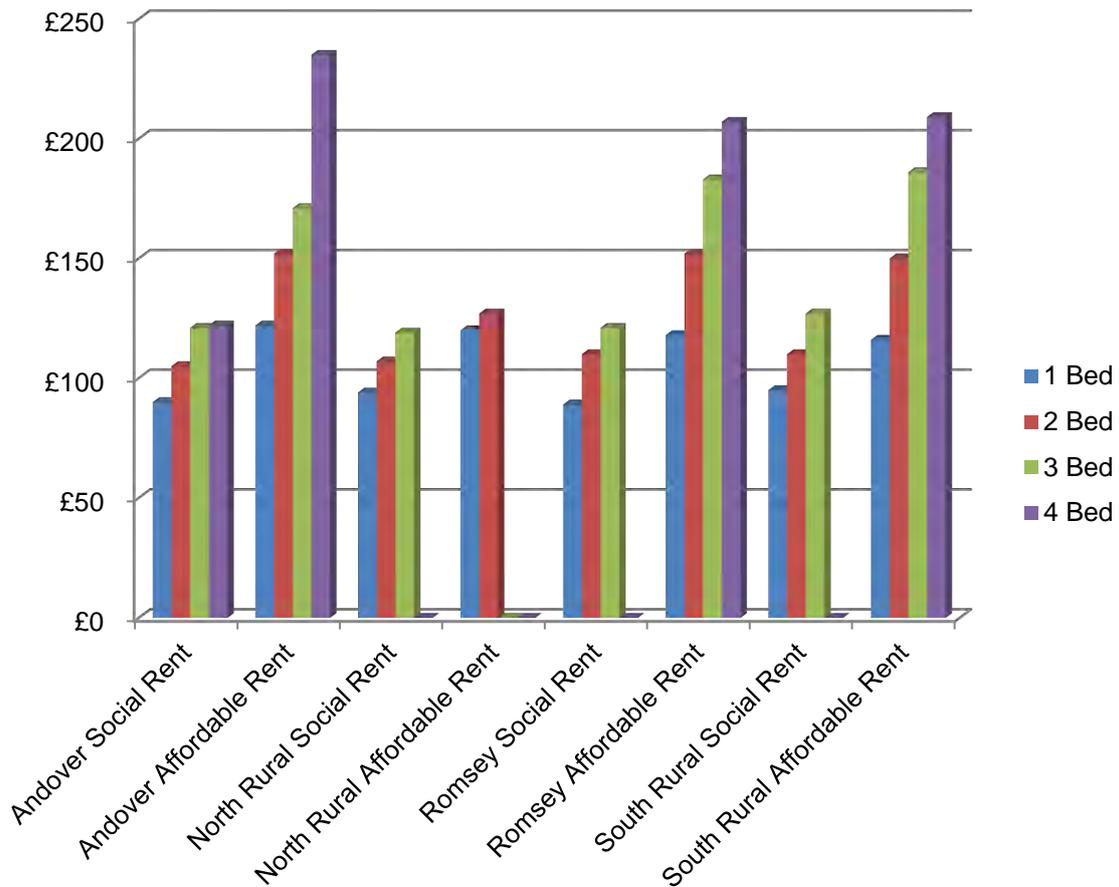
	Romsey Social Rent	Romsey Affordable Rent	% Difference
1 Bed	£89	£118	33
2 Bed	£110	£152	38
3 Bed	£121	£183	51
4 Bed	n/a	£207	-

	South Rural Social Rent	South Rural Affordable Rent	% Difference
1 Bed	£95	£116	22
2 Bed	£110	£150	36
3 Bed	£127	£186	46
4 Bed	n/a	£209	-

45

The tables demonstrate a range from an increase in 22%, up to as much as an increase of 93% between the rent levels advertised through Hampshire Home Choice as “Social Rent” and those advertised as “Affordable Rent” during 2018/19.

In this context, we can see that whilst the Affordable Rent product remains “sub-market”, it is not necessarily affordable for everyone applying for assistance on the Housing Register. The chart below illustrates that the differential affects some areas more acutely than others in the borough:



46

45 Hampshire Home Choice 2018-19
46 Hampshire Home Choice 2018-19

Rent Vs income

There are a number of sources that allow us to compare rental income to current market rent prices. Specifically, what % of an average persons income is spent on private rent.

Looking specifically at Test valley, we have overlayed the average earnings for Test Valley residents onto an average of rental prices that we advertised on the Hampshire Home Choice for Test Valley during 2018/19.

Average Weekly Rent – Social Rent

	Andover	North Rural	Romsey	South Rural	TV average*
1 Bed	£90	£94	£89	£95	£92
2 Bed	£105	£107	£110	£110	£109
3 Bed	£121	£119	£121	£127	£121
4 Bed	£122	n/a	n/a	n/a	£122
Area Average**	£113	£107	£110	£110	£115

Average Weekly Rent – Affordable Rent

	Andover	North Rural	Romsey	South Rural	TV average*
1 Bed	£122	£120	£118	£116	£119
2 Bed	£152	£127	£152	£150	£151
3 Bed	£171	n/a	£183	£186	£183
4 Bed	£235	n/a	£207	£209	£209
Area Average**	£162	£124	£168	£168	£167

*TV average is taken as a median of the stated sub areas for each bedroom total.

**Area average is taken as a median of the stated sub area

When we outline this as a percentage of average income we see the following results:

	Rent average	Average TV weekly earnings	% of income on rent
Social Rent	£108	£662	16%
Affordable Rent	£156	£662	24%

It should be noted that the collected data relies heavily on averages at a number of stages in the process and this will affect the accuracy. The figures contained here should be considered as indicative and will not reflect the individual nuance of household income versus specific rent levels. Whilst the approach is only intended to an indication of where these figures sit, they will be shifted through the stages of averaging. It is also important to note that the average earnings do not necessarily reflect the average earnings of people registered on the Housing Register.

Indeed, for those households on the Housing Register, 78% declared earnings less than £20K per annum and 89% declared earnings less than £30K. Only 6% of households registered on the Housing Register are earning above average income.

If we take £30K as a salary figure and divide it by 52, we get a figure of £577 per week. Bearing in mind this figure represents more than the maximum declared earnings for 89% of households registered on the Council's Housing Register, running the figures against this scenario has a markedly different result, and for all income levels below £30K, the level of rent versus income becomes increasingly challenging. The tables below set out 2 indicative scenarios to demonstrate the impact of low income on the level of income required to cover rental costs in Test Valley:

	Rent average	£30k per annum maximum (expressed as weekly earnings)	% of income on rent
Social Rent	£108	£577	19%
Affordable Rent	£156	£577	27%
Median Private Rent*	£219	£577	38%

**Using £875 per month median figure cited earlier in the review*

	Rent average	£20k per annum maximum (expressed as weekly earnings)	% of income on rent
Social Rent	£108	£385	28%
Affordable Rent	£156	£385	41%
Median Private Rent*	£219	£385	57%

At the lower income levels, it is clear that market housing even at the median cost, is highly preclusive and for those residing in the market, a contributor to poverty. It is also identifiable that at lower levels of income there could be some significant challenges with the affordability of Affordable Rent. All of these figures are indicative and based on averages – however, this of course also means that there will be lower incomes and higher rents and we need to try and ensure that there are appropriate housing products out there for those who may otherwise be excluded from the market, and indeed, those who might struggle to meet the costs of affordable rent.

Looking more holistically at rental prices across the borough, and using figures from the Valuation Office Agency to reflect rent levels in the market, we see an increase in the percentage of income spent on rent.

	Average monthly rent	Average weekly rent	Average TV weekly earnings	% of income on rent
Studio	£555	£128	£662	19%
One Bedroom	£650	£150	£662	23%
Two Bedrooms	£800	£185	£662	28%
Three Bedrooms	£1000	£231	£662	35%
Four or more Bedrooms	£1475	£340	£662	51%
Average	£896	£207	£662	31%

47

Whilst this will be explored further in the section below, there is no hard and fast rule concerning the threshold level of housing costs as they may relate to income after which accommodation ceases to be affordable. There have been studies undertaken and views expressed not only in England, but internationally. In England, there are different thresholds in terms of “the average renter” depending the region they are in. Generally, the view is that housing costs should not exceed 30% of net income, but in reality, it is likely this is more sensibly set in a high cost housing market, at 40%.

Using the Valuation Office Agency figures above, we can apply these to determine what may be a required income threshold that a person or household must reach in order to afford different levels of rent. Once again, these figures can only be considered indicative. The table illustrates a range by considered 30% of income on housing costs and 40% of income on housing costs respectively:

	Average monthly rent	Average monthly rent x 12 (to represent 1 year)	Net annual income required for 30% to be spent on housing costs	Net annual income required for 40% to be spent on housing costs
Studio	£555	£6,660	£22,200	£16,650
1 Bedroom	£650	£7,800	£26,000	£19,500
2 Bedrooms	£800	£9,600	£32,000	£24,000
3 Bedrooms	£1000	£12,000	£40,000	£30,000
4+ Bedrooms	£1475	£17,700	£59,000	£44,250
Average	£896	£10,752	£35,840	£26,880

Whilst the ideal position would be for people to expect not to spend above 30% of income on their housing costs, the table above demonstrates that this requires a

47 Valuation Office Agency - Private Rental Market Statistics - average rent prices per month in Test Valley (18-19).

relatively high income to achieve that. Indeed, when we consider the income levels of those people registered on the Council’s Housing Register later in this evidence base, it is obvious that these households will struggle to afford to live in market housing. Whilst 40% of income on housing costs is at the upper end of the range demonstrated here, we can still see that even in that context, there are likely to be people out there in the market who have to spend significantly higher levels of income on their housing.

By applying a similar methodology to housing association rents in Test Valley (again using averages of those advertised during 2018/19 through Hampshire Home Choice), we can establish the kind of income levels needed to be able to afford different rent products locally.

	Rent average per week	Rent average per annum (average rent x 52 weeks)	Net annual income required for 30% to be spent on housing costs	Net annual income required for 40% to be spent on housing costs
Social Rent	£108	£5,616	£18,720	£14,040
Affordable Rent	£156	£8,112	£27,040	£20,280
Median Private Rent*	£219	£11,388	£37,960	£28,470

Using the locally held data from the above analysis, we can see that indicative levels of income for different types of rented product range from £14K (for an average social rent and spending 40% of income on housing costs) up to £37K (for a median private rented sector property and spending 30% of income on housing costs. When we use the Valuation Office Agency data for rent levels, the average suggested range across bedroom sizes is £26,880 to £35,840, depending on the level of income required to cover housing costs (capped at a minimum 30% and a maximum 40%).

Accepting that in the current market and based on average incomes in the area, most people will be spending more than 30% of income on housing, and that when considering the Housing Register income data, 40% and above is likely to become much more standard in order to obtain and sustain accommodation in the rented sector, the role of the Council as strategic housing authority is clear. Affordable housing is important to meeting the needs of our local communities.

England

Backing up some of the conclusions suggested above, looking at national figures there is an evidently bigger shift in the percent of income used towards rental payments. The graph below outlines the figures for England:

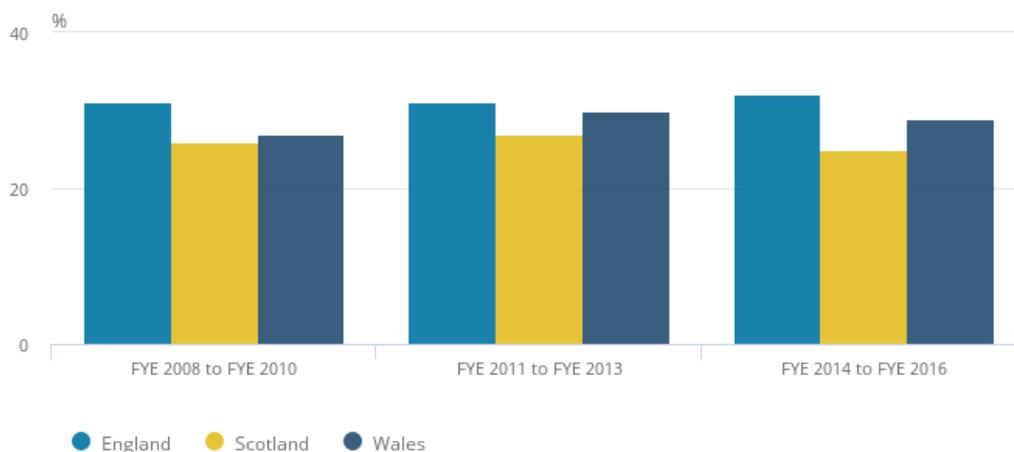
Mortgage/rent as a proportion of household income (including and excluding Housing benefit), by tenure, 2017-18



48

Excluding Housing Benefit, the average proportion of income spent on rent was 40% for social housing renters and 45% for private renters. This supports the view that the analysis above, using locally held data and rental data from the Valuation Office Agency, may have provided an indicative *conservative* estimate of income levels required.

Median ratio of private rented housing costs to net unequivalised household income, FYE 2008 to FYE 2016, countries of Great Britain



49

The figure above presents the average ratios of housing costs to income for each country in Great Britain over the nine-year period from financial year ending (FYE) 2008 to FYE 2016 based on [Family Resources Survey \(FRS\)](#) data. Pooled samples across three years of data have been used to improve statistical reliability.

For the FYE 2014 to FYE 2016 period, private rented households in England paid more for housing costs as a proportion of income (32%) than households in Wales (29%) and Scotland (25%).

The median household weekly private rent payment for the UK, according to the Family Resource Survey FYE 2017, was £134. The highest median was in England at £138, with the lowest being in Northern Ireland at £97. Wales and Scotland stood at £105 and £112 respectively.

To have a large enough sample size to look at the same affordability ratios across income deciles for countries in Great Britain, FRS data from FYE 2012 to FYE 2016 has been pooled. This analysis reveals that housing costs take up a much higher proportion of income for those in the lowest income decile (64% in England; 68% in Wales and 57% in Scotland), compared with the highest income decile (20% in England; 14% in Wales; 15% in Scotland). There is a downward trend in this affordability ratio as income increases; as we might reasonably expect, housing costs are a lot more affordable for those on higher incomes.

In England the proportion of household income (including housing benefit) that private renters spent on their rent has not changed between FYE 2011 and FYE 2017 ([English Housing Survey, EHS](#)). In FYE 2017, those privately renting spent 34% of their gross household income on rent, compared to 28% for social renters. Those buying their home with a mortgage spent 18% of their household income on mortgage payments.

Mortgage or rent as a ratio of household income (including and excluding housing benefit), by tenure, FYE 2017, England



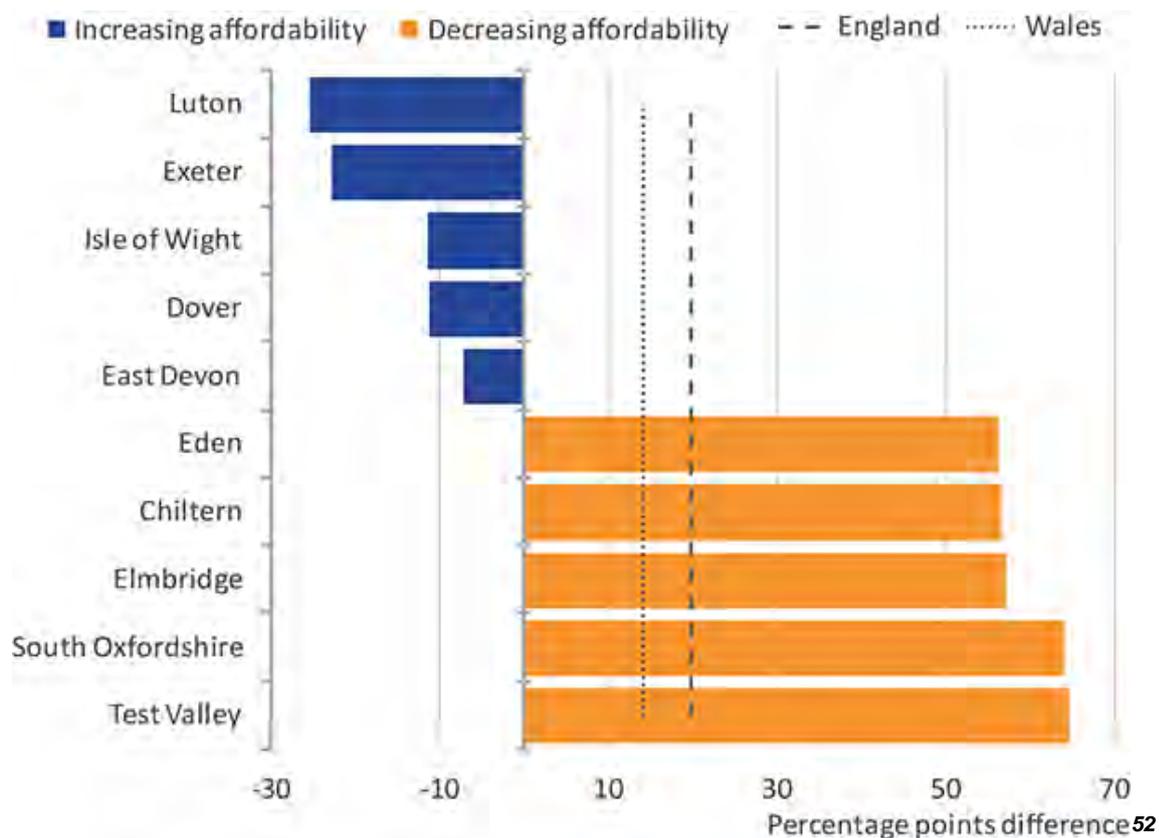
50

When only household reference person and partner income is used (irrespective of whether there are other adults in the household), those buying their home with a mortgage spent, on average, 19% of their income on mortgage payments, whereas rent payments were 31% of income for social housing renters and 41% of household income for private renters including Housing Benefit. Excluding Housing Benefit, the average proportion of income spent on rent was 41% for social housing renters and 46% for private renters.⁵¹

Eight local authorities out of the 10 least affordable in 2015 are in the South East or East of England. One of the 10 least affordable is in London (Barking and Dagenham), which is likely to be the result of relatively higher 10th percentile salaries in London. The graph below shows the 5 areas which have had the largest increase and the largest decrease in social housing affordability from 2003 to 2015:

⁵⁰ English housing Survey, MHCLG

⁵¹ ONS – Housing summary measures analysis: 2015



This graph reflects the percentage change in in the proportion of median social housing rent out of weekly 10th percentile salary in the 5 local authorities which had the largest increase and the largest decrease.

Local authorities that have had the largest change in social housing affordability over the last 14 years are the areas which have become less affordable. Test Valley had the largest increase in the percentage of social housing rent out of weekly 10th percentile salary, increasing by 64.4 percentage points between 2003 and 2015.

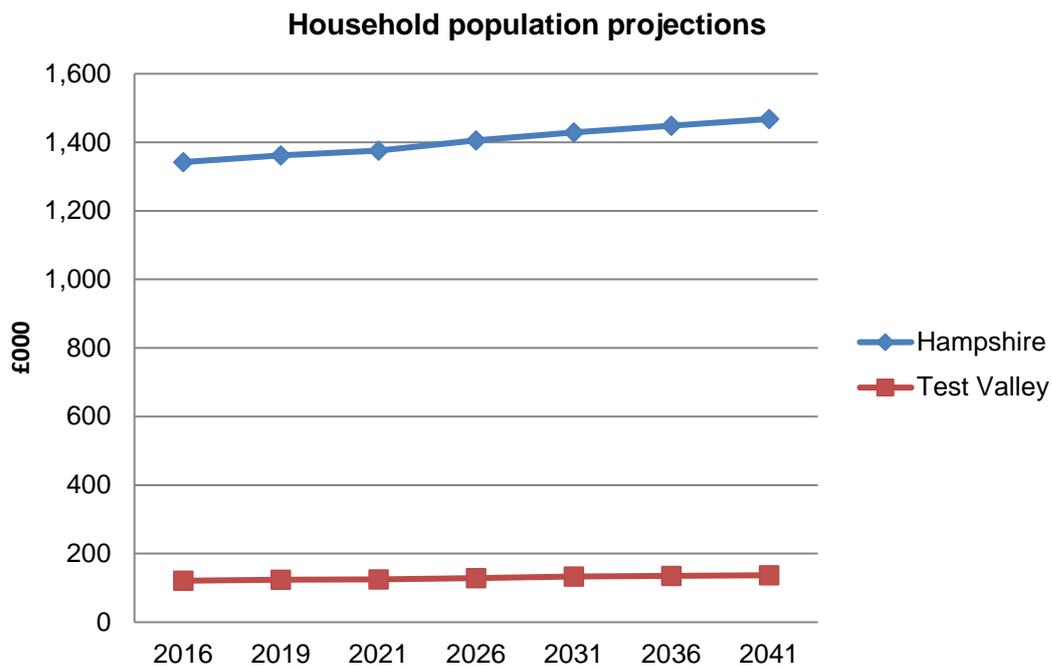
In later sections, the evidence base considers the delivery of new affordable housing in Test Valley. It is apparent that there has been a marked increase in the delivery of new “affordable rent” products and a marked decrease in the delivery of new “social rented” homes in recent years. This will have impacted on the ability of local people on low incomes to afford new social housing. It has also meant that increasing numbers of people fail to meet the thresholds set by Registered Providers in their pre-tenancy affordability assessments, and means they may be refused offers of accommodation on the basis that they cannot reasonably meet the costs of the rent.

⁵² ONS – Housing summary measures analysis: 2015

Demand for Housing

Population Growth

The 2016-based household projections for England predicts the household population for Test Valley will increase steadily to 137,000 by 2041. This represents a 13% increase for Test Valley against a 9% increase for Hampshire⁵³



54

Ageing population

Test Valley has both a growing and ageing population. The population statistics on shown in the demographics section of this document outline this in more detail.

53 ONS – Household projections for England – table 428

54 ONS - Household projections for England – table 406

Demand for Shared Ownership / Shared Equity

Help to Buy South is a government appointed Help to Buy Agent to administer flexible, affordable housing schemes including Help to buy, Shared Ownership and Shared Equity over 6 regions including Hampshire.

As at 1 April 2019, there were 974 registered applicants seeking low cost home ownership within Test Valley.

CUSTOMER PROFILE

AVERAGE HOUSEHOLD INCOME

£33,221

AVERAGE HOUSEHOLD SAVINGS

£19,409

AVERAGE AGE

37



HAVE A DISABILITY

7%

ETHNICITY

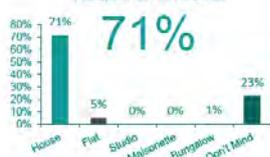
11%
BME

HOUSEHOLD MEMBERS

68%
2 PERSONS OR LESS

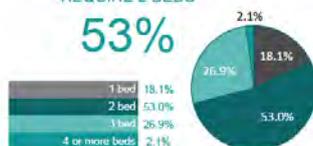


REQUIRE A HOUSE



REQUIRE 2 BEDS

53%



PRIVATELY RENT

35%



Figures correct as of 1st April 2019

55

Comparing this to the same profile **published** on 1 April 2016 we see an increase in the household income of 10.1% yet a decrease in household **savings** of -0.4%.

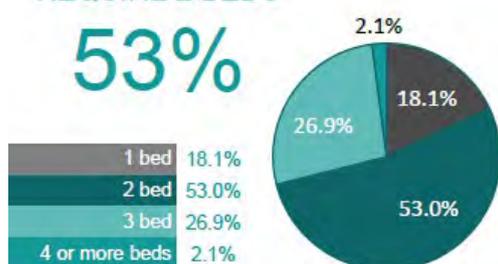
It also shows a 2% increase in those who have a disability and 4% decrease in the number of people requiring a 2 bed property, with the shift moving towards properties with 3+ bedrooms.

The figures contained in the graphic paint a clear picture of the challenges for people seeking to access owner occupation in the local area. Even with above average income, approximately £20K in savings, and approaching the age of 40, people are still requiring interaction with subsidy to access a home of their own.

The delivery of a mix of tenure for new affordable housing remains a priority, and ensuring a range of options for subsidised owner occupation will form part of the future Housing Strategy 2020-2025.

55 Source: Help to Buy South – Application and Completion Statistics

Completions 2017/18 REQUIRE 2 BEDS



No of Beds		
	Total	%
0 bed / not stated	0	0%
1 bed	12	13%
2 bed	59	64%
3 bed	19	21%
4 or more	2	2%
Total	92	

56

When we compare the demand and delivery of types of homes we can see that the demand for 1 and 3 bedroom homes is slightly over the level of delivery. This may be due to the fact that there has been a recent shift in the demand for different sized homes.

Housing register

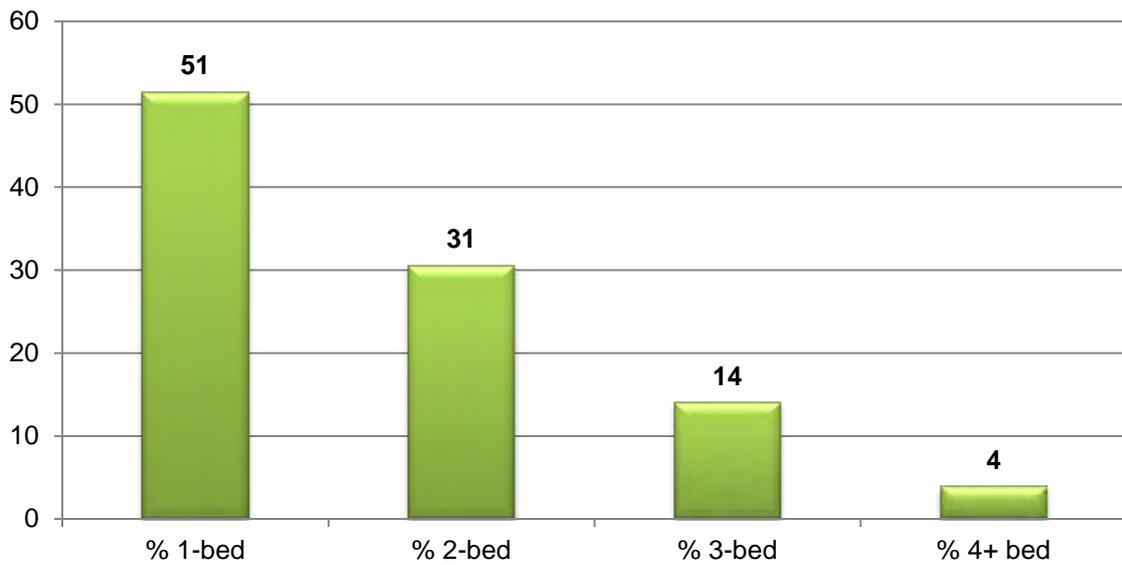
Number of Households registered on the Housing Register by Housing Need

Year	Total Number of Households on Housing Register	Of which with a 1 Bedroom Need	Of which with a 2 Bedroom Need	Of which with a 3 Bedroom Need	Of which with a 4+ Bedroom Need
1 April 2016	1,970	1,059	641	204	66
1 April 2017	1,990	1,033	660	226	71
1 April 2018	2,010	983	681	265	81
1 April 2019	2,094	1,078	640	294	82

Source: Hampshire Home Choice

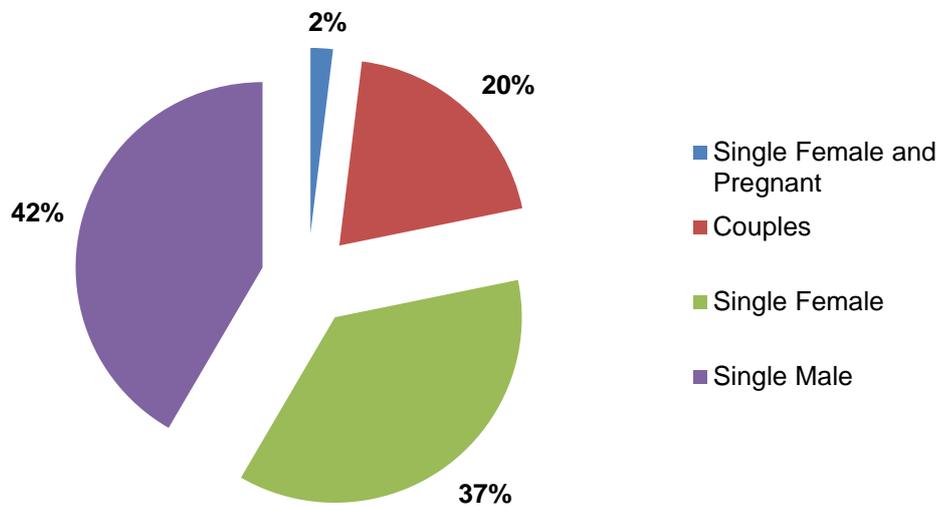
The Housing Register composition demonstrates that roughly half the waiting list is comprised of people who require a 1-bedroom home to rent. The other half of the demand comprises largely families. The demand for different sized bedrooms is broken down in the chart below:

% Housing Register Households



In light of the high level of demand for 1-bedroom accommodation, it is appropriate to investigate the detail behind the 51% of households assessed as requiring a 1-bedroom property.

% of all 1-bed Households: Household Type

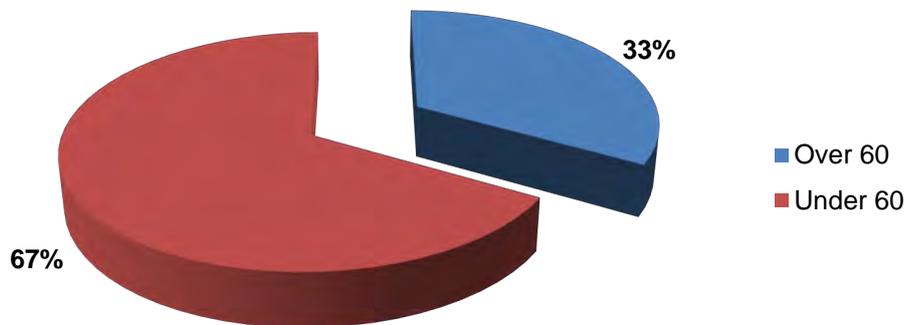


2% of the 1-bedroom list represents pregnant female applicants, with 20% representing couples and the largest proportion, of 79%, representing single people. The numbers of 1-bed need households are set out in the table below:

	Total by Household Type
Couples	226
Single Male	474
Single Female	417
Single Female and Pregnant	22
Total	1139

The chart below illustrates those applicants requiring 1-bed properties who are under 60 years of age and those over 60 years of age:

% of all 1-bed Need Households: Age

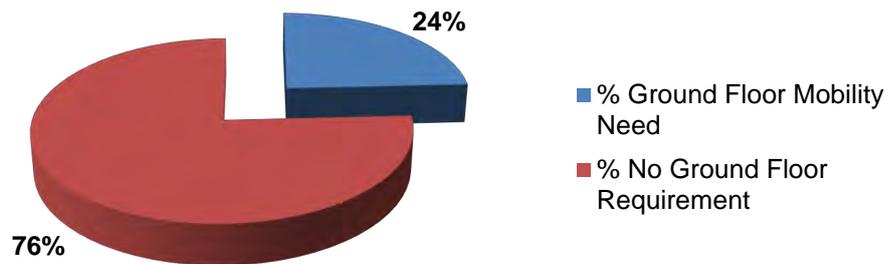


Just over a third of the 1-bed demand is from people over the age of 60 years. The full breakdown of age ranges is set out in the table below:

	Total 1-bed Need by Age Group of Main Applicant
16-24	171
25-29	140
30-34	82
35-39	83
40-44	46
45-49	58
50-54	80
55-59	100
60-64	100
65-69	67
70-74	75
75+	137
Total	1139

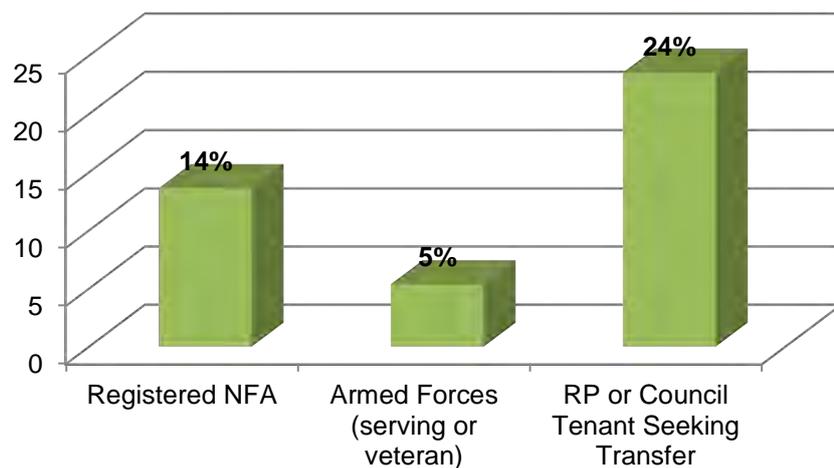
Within this detail, there is also a significant number of 1-bed need households who have a specific mobility requirement. Just under a quarter of all households who require a 1-bedroom property, also require that it is on the ground floor with level access to meet their need:

% of 1-Bed Need Households: Ground Floor Requirement



In addition, Housing Register data demonstrates further detail within the bulk of 1-bed need households. The chart below picks 3 specific types of household and expresses them as a percentage of the overall 1-bed need:

% of 1-bed Households



Just under a quarter of all applicants applying for a 1-bedroom property are existing housing association tenants seeking to transfer. 14% of people applying for 1-bedroom accommodation state they are of no fixed abode at the time of application (this includes sofa-surfing and staying between different addresses with family).

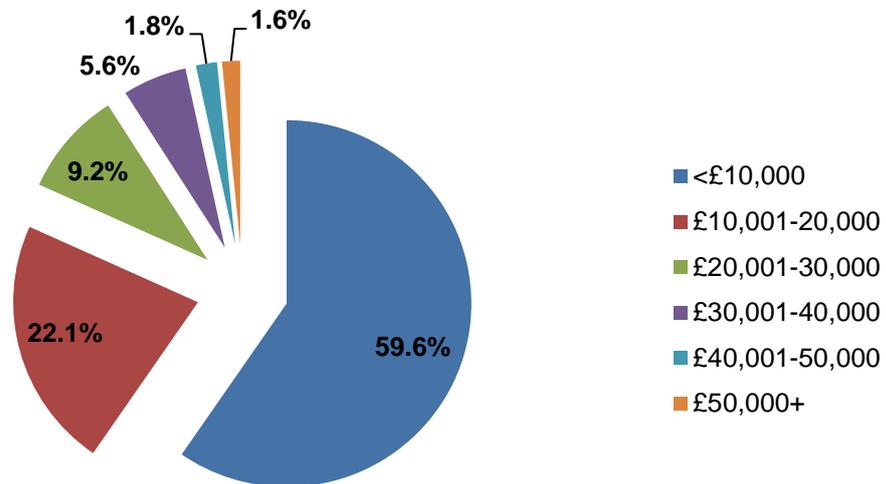
5% of the 1-bed demand includes people who have an Armed Forces connection. The Council’s support for people with an Armed Forces connection is considered in more detail later in the evidence base.

More broadly, the types of tenure of people requiring 1-bedroom properties at the time of application is set out in the table below:

	Total by Tenure of household
Family/Friends	276
Hostel/Supported Housing	39
Lodger	46
Mobile Home	2
MOD Service Accommodation	5
No Fixed Abode	155
Other	28
Owner Occupier	31
Private Rented	273
Registered Provider/Council Tenancy	268
Tied Accommodation	16
Total	1139

The levels of income reported by people applying for 1-bedroom properties is set out in the chart below. This is followed by further analysis of the Housing Register (but focused on all bedroom requirements).

% 1-Bed Need Households by Income Group (£)

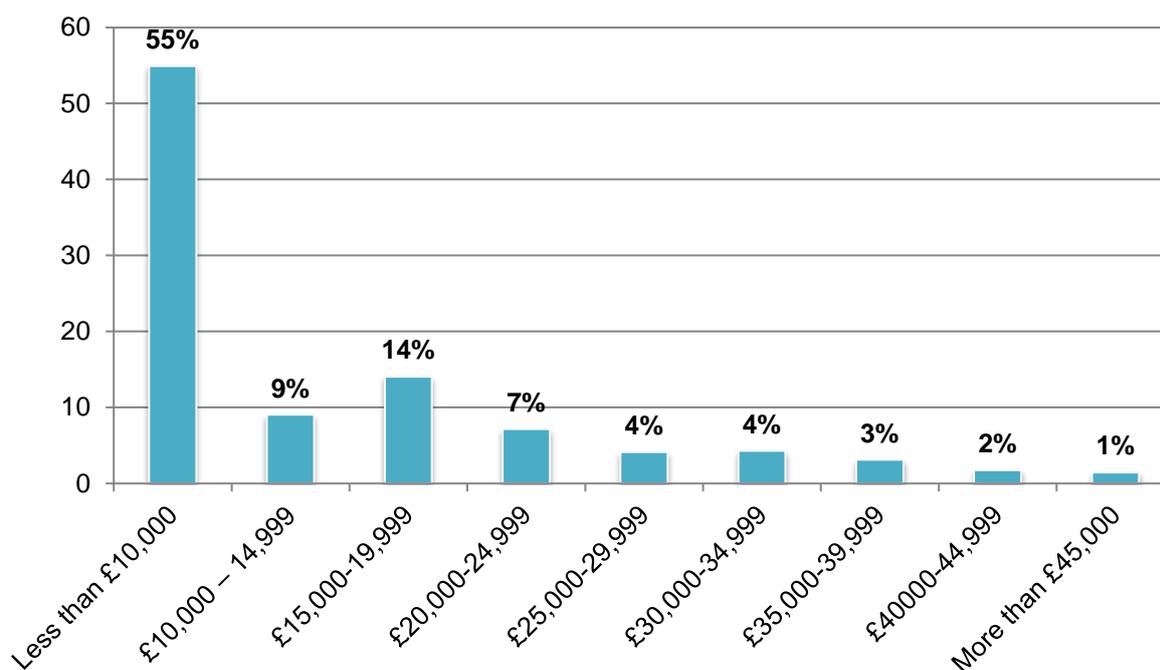


Further General Needs Data: Housing Register

Household Income by Assessed Bedroom Need

Household Income Group	1 Bed	2 Bed	3 Bed	4+ Bed	Total
Less than £10,000	675	318	163	53	1,209
£10,000 –14,999	93	75	24	7	199
£15,000-19,999	166	98	36	9	309
£20,000-24,999	77	48	28	5	158
£25,000-29,999	29	38	17	7	91
£30,000-34,999	37	42	13	3	95
£35,000-39,999	26	29	12	2	69
£40,000-44,999	15	11	10	2	38
More than £45,000	9	13	8	2	32
Total	1127	672	311	90	2,200

Income Levels: % of Housing Register Households



Over 50% of the applicants on the Housing Register are earning under the £10,000 threshold. As earnings increase, the proportion of Housing Register applicants represented decreases. There is a pinch point around the £15,000 - £19,999 category which goes against the general trend. This figure represents a much higher proportion of those looking for a 1 bed property.

As the income increases there tends to be a more even spread of bedroom need with the percentage requirement shifting towards 2, 3 and 4 bed properties.

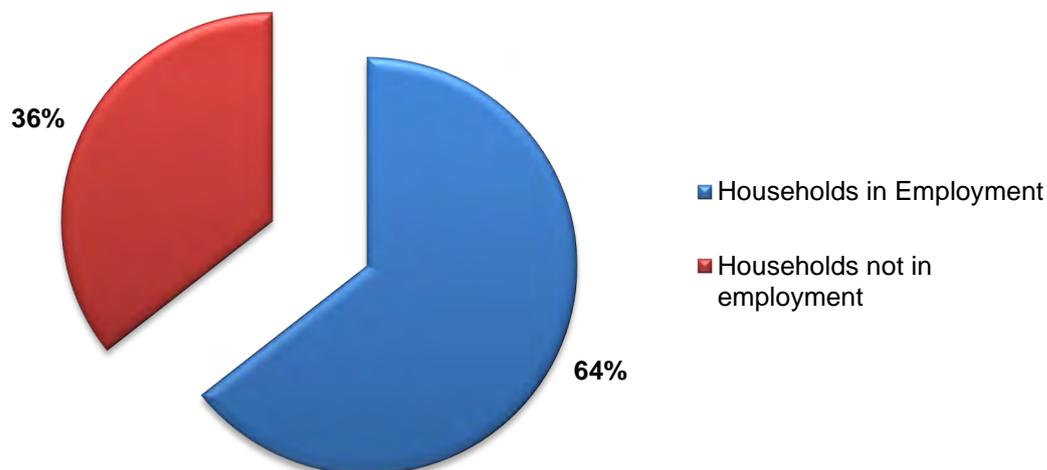
The analysis demonstrates that the Housing Register income based qualifying criteria is working (an assessment is carried out for anyone earning more than £60K per annum and/or who has £16K or more in savings in order to establish whether they may join the waiting list or whether they are able to access accommodation for themselves in the market). The majority of people on the Housing Register are on a low income. Indeed, the following points reflect Housing Register composition:

- 78% of all households are earning less than £20K per annum
- 89% are earning less than £30K per annum
- Approx. 6% (give or take) are earning above average income

The evidence base referenced these figures earlier and used them to inform the section related to affordability. It is clear that those households registered with us for housing association homes, would otherwise struggle to sustain themselves in the private rented sector or in terms of access to home ownership. The Housing Register represents a good indicative barometer of need in the context of affordable rented products, including social rent to meet the needs of those on the lowest incomes.

In addition to income data, the Housing Register composition can be broken down into those who have declared that they are in employment. We can see from the charts below that the majority of households registered on the Housing Register are in work.

Employment Status of All Households on the Housing Register



The tables below break this down into even further detail:

Household Employment by Assessed Bedroom Need

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Households in Employment	627	502	217	67	1413
Households not in employment	499	167	94	23	783
Total	1126	669	311	90	2196

57

Of which aged 60+ years

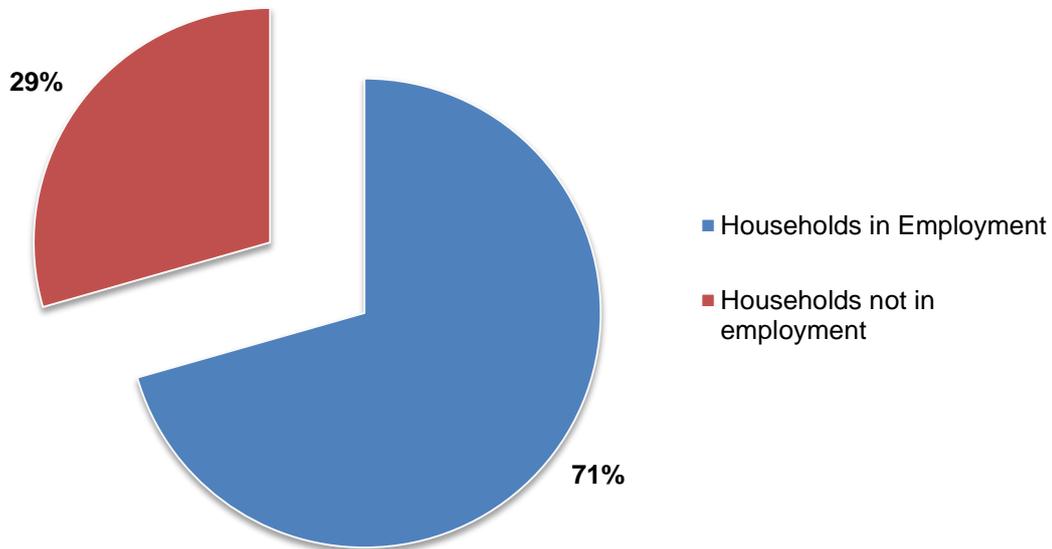
	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Households in Employment	117	21	0	0	138
Households not in employment	224	22	5	0	251
Total	341	43	5	0	389

58

57 Hampshire Home Choice as of 13 August 2019

58 Hampshire Home Choice as of 13 August 2019

Employment Status of All Households on the Housing Register: Excluding Those Over 60 Years of Age



The charts above demonstrate that the majority of households under 60 years of age are in work, with 71% of those households in employment. Whilst this is a slightly lower proportion than labour market figures may otherwise suggest in the context of Test Valley's population as a whole (which suggest 82.3% of working age households are in employment), the Housing Register is a system designed to support those who are unable to meet their needs in the market and is not necessarily directly comparable to the population at large. It is not unreasonable to expect relatively higher incidences of disability or infirmity resulting from either physical or mental health related conditions in the composition of the Housing Register, and it is the needs of the most vulnerable that the future housing related strategies will seek to meet.

Savings

Of the 2,150 households registered on Hampshire Home Choice as at 2 October 2019:

- 95 individual households have savings of which:
 - 24 are retired households
- 2,055 households do not have savings

Whilst these figures may only be considered indicative, they provide further evidence of financial hardship and the affordability challenges for people trying to secure and/or sustain accommodation solutions in Test Valley.

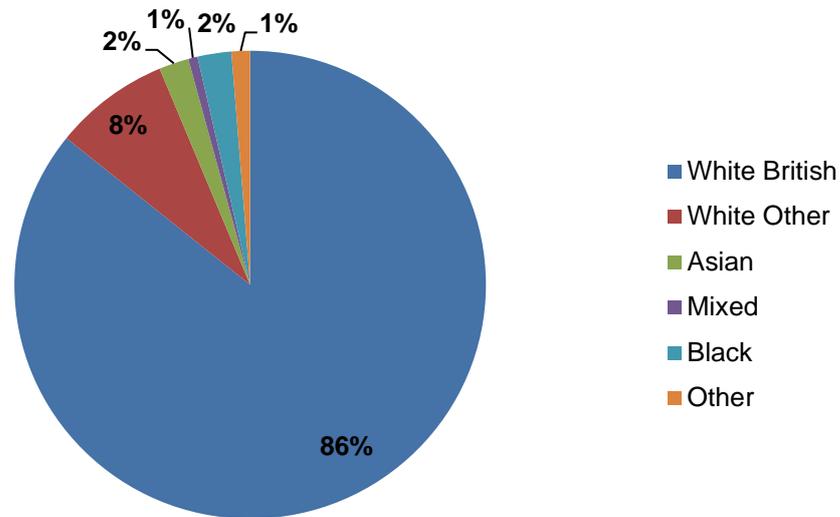
Ethnicity

The below table outlines the primary applicant to the housing register by ethnic origin:

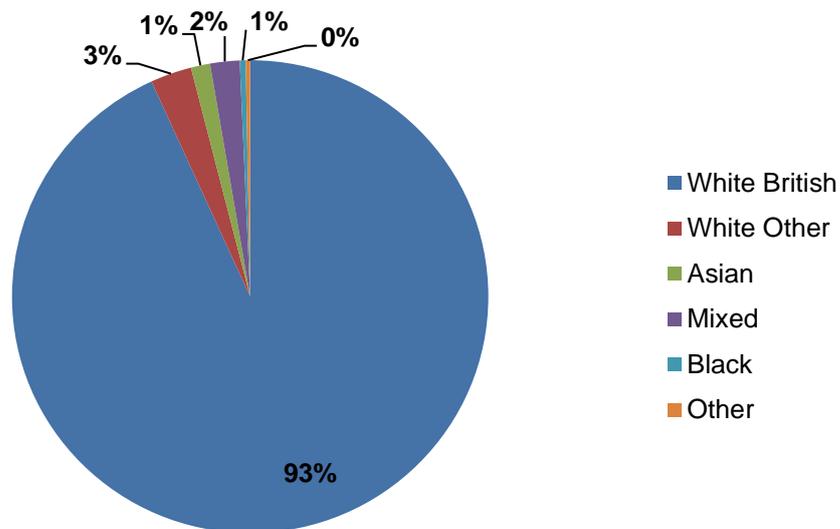
Primary Applicant - Ethnic Origin	Total	Census Equivalent
Any other Mixed/multiple ethnic background	6	Mixed
Asian	10	Asian
Asian Any Other	5	Asian
Asian Bangladeshi	7	Asian
Asian British	7	Asian
Asian Chinese	5	Asian
Asian Indian	11	Asian
Black	4	Black
Black African	32	Black
Black Any Other	4	Black
Black British	7	Black
Black Caribbean	4	Black
Gypsy or Irish Traveller	2	Other
Mixed W & B African	3	Mixed
Mixed W & B Caribbean	5	Mixed
Other Ethnic Group	11	Other
Other Traveller	1	Other
Prefer not to say	12	Other
Romany Gypsy	2	Other
White Any Other	164	White Other
White British	1887	White British
White Irish	11	White Other
Total	2200	

To enable comparison, the full break down of the Housing Register has been filtered into the same categories as the Census data, as indicated by the column title 'Census Equivalent'. This is not a formal categorisation and has been done for comparison purposes only. Specifically, it should be noted that the Housing Register does not collect data for 'Arab' and the Census data does not allow data break down for 'Gypsies or Travellers'. To avoid misplacement these have been included in the 'Other category'. The data analysis must, therefore, be understood in this context, yet it provides an indicative data set from which to review the composition of the Housing Register against the composition of the borough.

Housing Register Primary Applicant: Ethnicity
(Hampshire Home Choice 2019)



Test Valley Residents: BME Background
(Census 2011)



In general, the Housing Register broadly reflects the demography of the borough, as identified in the 2011 Census.

The biggest difference noted is the proportion of 'White British' people on the Housing Register showing a reduction of 7% compared to the borough total. However, in light of the way the data has been presented, there is also an increase in the number of people under the 'White Other' category.

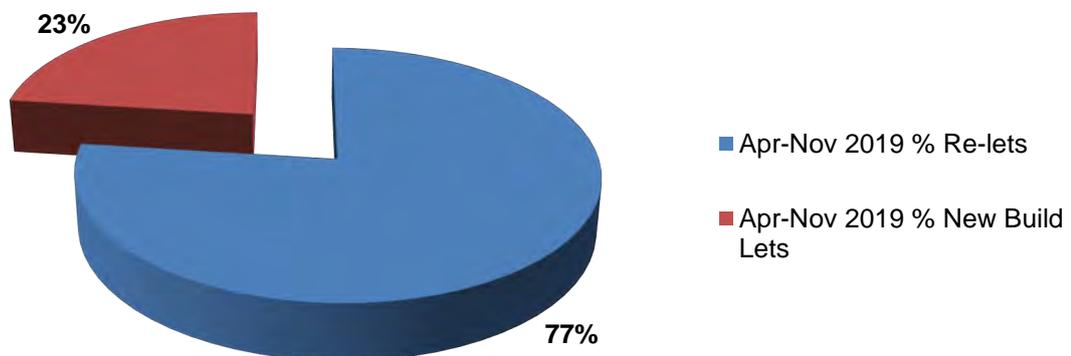
Overall there is a slightly higher proportion of ‘Asian’, ‘Mixed’, Black’ & ‘Other’ on the Housing Register than the population of Test Valley as a whole may otherwise suggest. Whilst this is an area the Council will continue to monitor, the differences are not so stark as to suggest any immediate work should be undertaken. The Council will continue to engage with its communities and with agencies working in the area to meet the needs of all communities in Test Valley.

Annual Lettings: Hampshire Home Choice

This section briefly considers the level of nominations from the Housing Register to Registered Provider homes.

The chart below demonstrates that over 3 quarters of all nominations between April 2019 and November 2019, were to re-lets within existing Registered Provider stock in Test Valley. The new build programme made up the rest of the lettings achieved through the Housing Register:

**% of Total Nominations from Hampshire Home Choice
Between Apr and Nov 2019**



Whilst the level of re-lets accounts for the largest proportion of nominations to vacant housing association homes, the chart also demonstrates the significant contribution of new development sites to meeting housing need in Test Valley. Delivering and enabling new affordable housing remains a corporate priority and will be a key plank of the new Housing Strategy.

Number of Nominations/Lettings over the past 5 years by Bedroom Size:

The following tables demonstrate the levels of nominations from the Council's Housing Register over the past 5 financial years and splits the figures down by bedroom size.

1 April 2019 – November 2019 (Approx. 7 Months of 2019/20)

	Total
Bedsit/1 Bedroom	134
2 Bedroom	141
3 Bedroom	43
4 Bedroom	9
5 Bedroom	1
Total Number of Lettings	328

1 April 2018 – 31 March 2019:

	Total
Bedsit/1 Bedroom	167
2 Bedroom	221
3 Bedroom	70
4 Bedroom	12
Total Number of Lettings	470

1 April 2017 – 31 March 2018:

	Total
Bedsit/1 Bedroom	222
2 Bedroom	149
3 Bedroom	58
4 Bedroom	10
Total Number of Lettings	439

1 April 2016 – 31 March 2017:

	Total
Bedsit/1 Bedroom	197
2 Bedroom	186
3 Bedroom	75
4 Bedroom	13
Total Number of Lettings	471

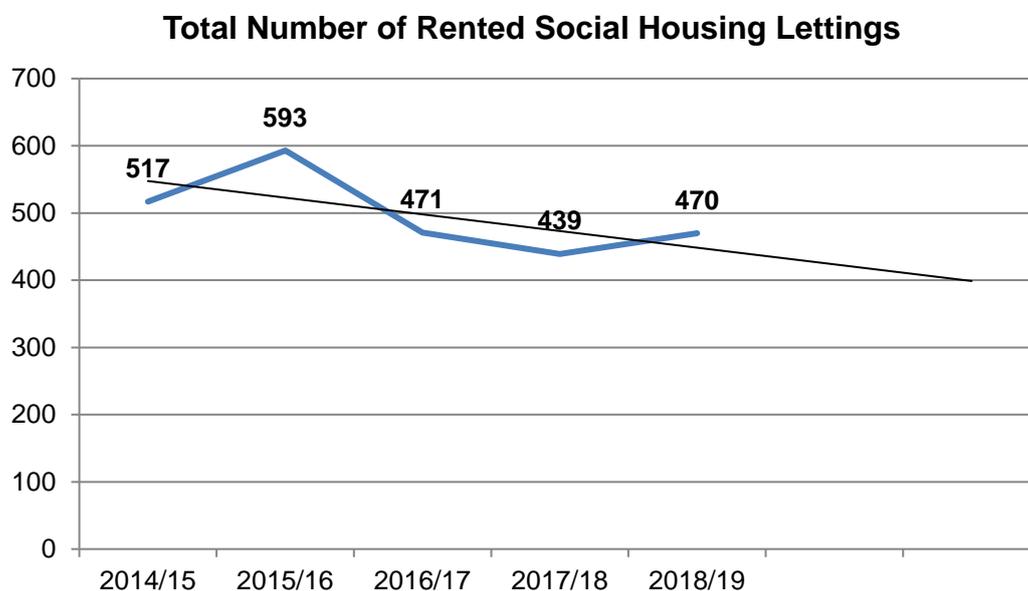
1 April 2015 – 31 March 2016:

	Total
Bedsit/1 Bedroom	237
2 Bedroom	251
3 Bedroom	91
4 Bedroom	14
Total Number of Lettings	593

1 April 2014 – 31 March 2015:

	Total
Bedsit/1 Bedroom	182
2 Bedroom	206
3 Bedroom	109
4 Bedroom	20
Total Number of Lettings	517

The overall trend in the level of nominations to housing association homes in Test Valley is demonstrated in the graph below:

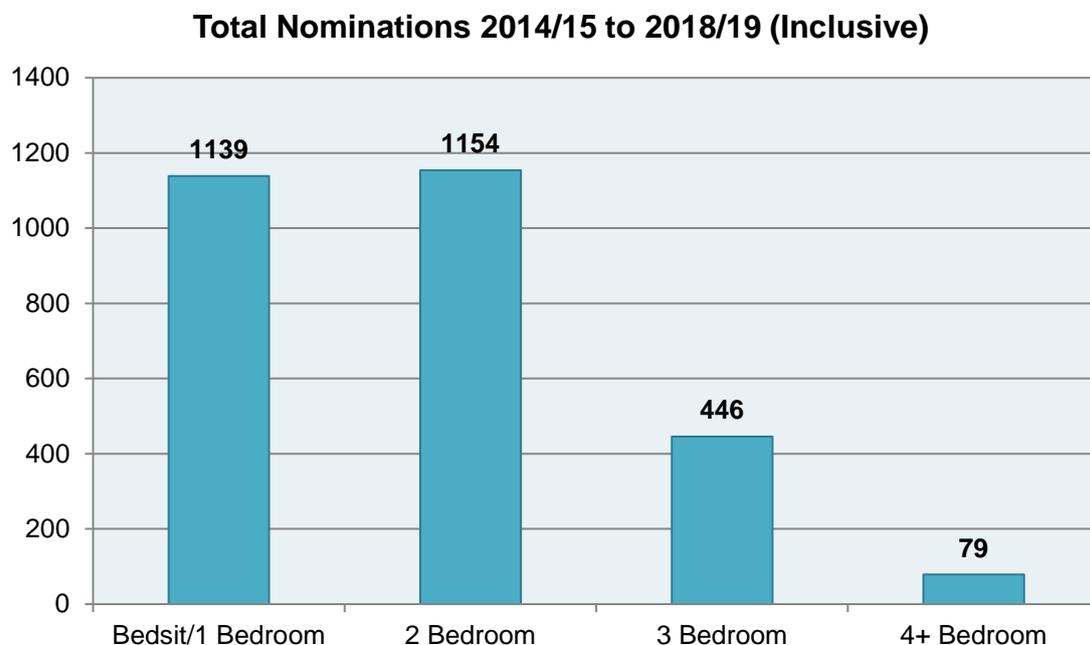


As noted from the experience of nominations between April 2019 and November 2019 above, approx. 23% of annual lettings arise from new build affordable homes, while approx. 3 quarters of nominations arise from vacancies within pre-existing housing stock. Whilst the linear trend forecast illustrated by the graph suggests a downward trend, this is not to be confused with a graph setting out the delivery of

affordable homes. The level of “re-lets” within existing Registered Provider stock is a far less predictable indicator and whilst the Council continues to monitor the level of nominations it makes year on year, it is important not to draw any definitive conclusions from the changing levels of nominations per annum.

Other factors that may account for the trend forecast above include large new development sites coming on stream and the resulting boost to nominations within particular years / quarters. Overall, as demonstrated elsewhere in the review, the Council is able to demonstrate a positive record of delivering new affordable housing in Test Valley, working in partnership with Registered Providers and the development industry.

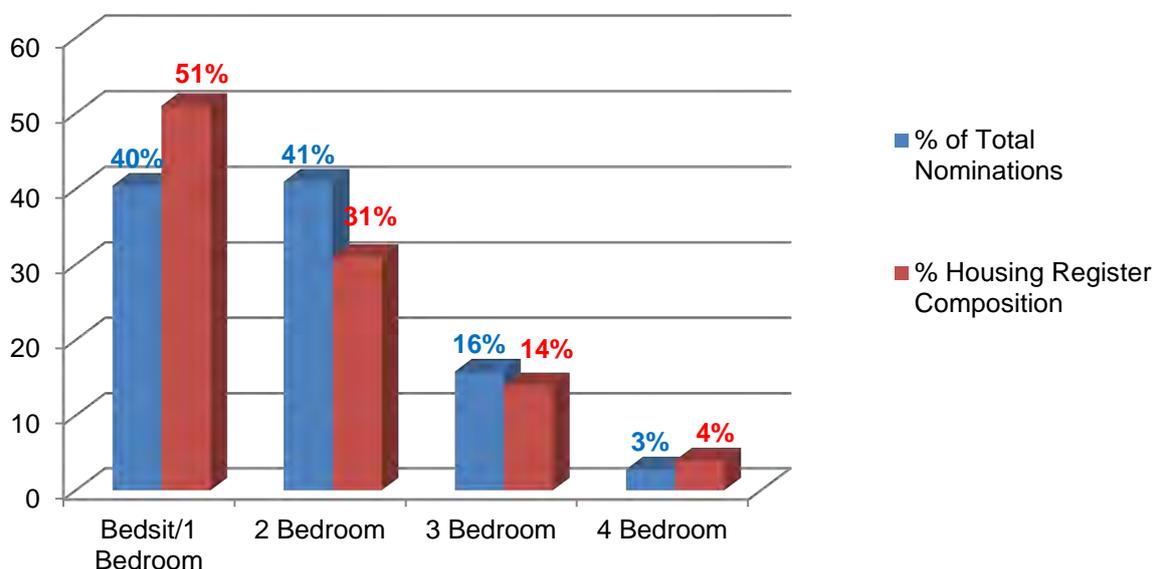
In terms of the level of nominations to social housing rented homes, the chart below sets out the number of nominations to the different bedroom sizes:



Over the past 5 complete financial years, the majority (81%) of nominations were made to 1 and 2 bedroom homes. 16% of nominations were made to 3 bedroom homes, and 3% to 4 bedroom and larger homes.

The chart below sets out a comparison of figures for the past 5 complete financial years; between the percentage split of nominations per bedroom category, and the percentage composition of different sized households on the Housing Register:

% of Nominations by Bedroom Category Compared with the Percentage Composition of Housing Register by Bedroom Category

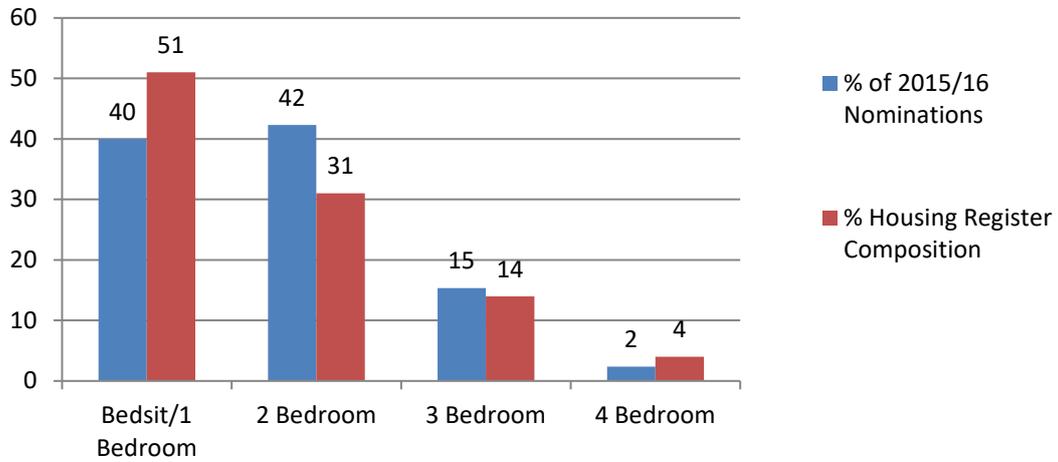


Whilst the figures do not directly align, there is an indicative relationship between demand levels and nominations. As noted above, the level of nominations does not solely reflect new build delivery, and hence it is difficult to predict when, where, what size and what type of property that may become available for re-let within the existing housing stock, at any given point.

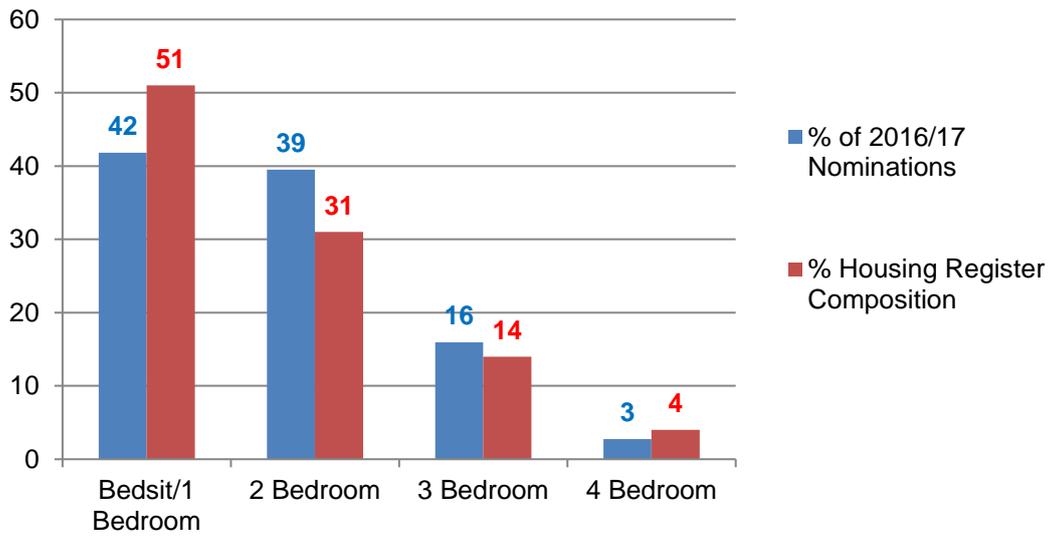
Nominations are, at an indicative level, maintaining a relationship with the levels of demand from households on the Housing Register for different accommodation sizes, albeit the collation of figures for the past 5 years suggests a 10% gap in meeting 1 bed demand and a 10% over supply when compared to the demand for 2 bedroom homes.

To illustrate the points above further, the series of charts below demonstrates the variation in nominations to different sized homes through the Housing Register year on year, including comparison with the composition of the Housing Register:

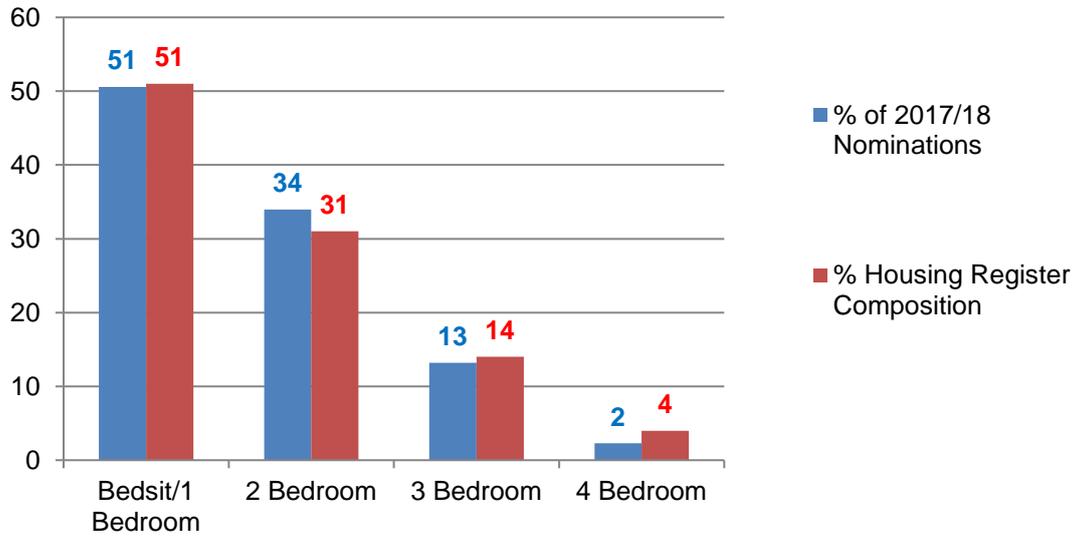
2015/16 Comparison: Nominations & Housing Register Composition



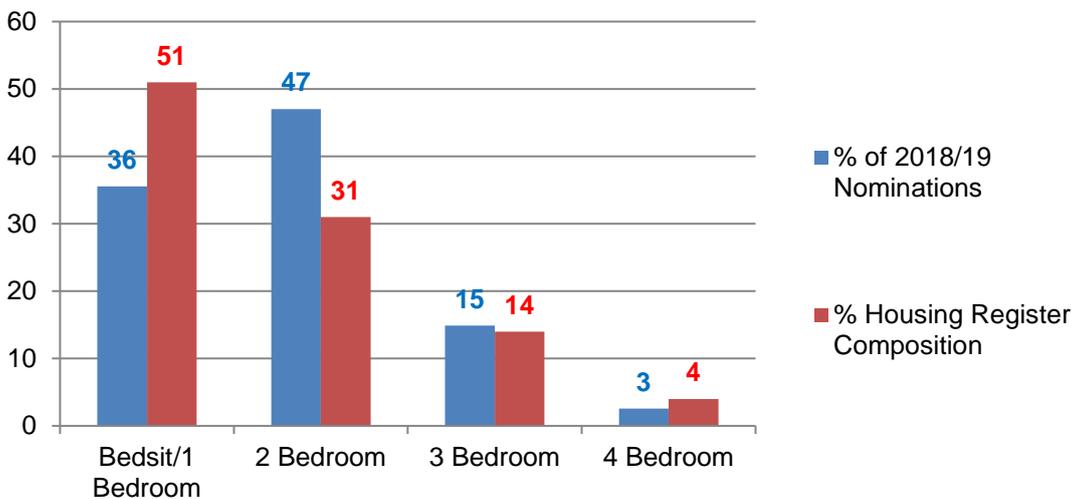
2016/17 Comparison: Nominations & Housing Register Composition



2017/18 Comparison: Nominations & Housing Register Composition



2018/19 Comparison: Nominations & Housing Register Composition



These charts demonstrate the varying levels of different types of property becoming available to the Council for nomination each year. The Council will continue to work actively to meet a range of need in the borough, and to deliver an effective and efficiency allocations process for letting rented social housing homes in the area.

Homelessness, Housing Advice and Homelessness Prevention: Pre-April 2018

Year	Homelessness Applications	Households Prevented from Becoming Homeless	Total
2015/16	88	369	457
2016/17	62	427	489
2017/18	69	290	359
Total	219	1,086	1,305

Between April 2015 and April 2018, Housing Options Officers investigated 219 homelessness applications and accepted the main housing duty in 142 cases (64% of all applications resulted in a main duty acceptance).

Additionally, 1,086 households were prevented from becoming homeless. Under the pre-Homelessness Reduction Act 2017 legal framework, these figures demonstrate that the majority of the Council's activity in dealing with homelessness was focused on prevention.

The Council's activity in terms of homelessness is considered in a significant amount of detail later in this evidence base.

Hampshire Health and Wellbeing Strategy 2019 to 2024

Hampshire's Health and Wellbeing Board brings together partners from local government, the NHS, other public services, and the voluntary and community sector. The Board aims to ensure that organisations plan and work together to improve the health and wellbeing of Hampshire residents.

The Hampshire Health & Wellbeing Strategy sets out the Board's vision and key priorities for the next five years. It looks at long-term goals and key priorities for improvement across a number of themes. The strategy will be accompanied by a Business Plan that will set out a range of actions. Its overarching aims include helping people to:

1. Live well

In this context the strategy aims to reduce preventable ill-health, and enable people to live healthier lives focusing on the main lifestyle risk factors for serious and long term conditions. The strategy further aims to improve the population's mental wellbeing and reduced mental ill health, whilst also enabling people with long term

conditions to live healthier lives for longer and reduce variation in outcomes for those people.

2. Age well

In the context of ageing well, the strategy identifies that there is a need to continue to develop connected communities which can support people to live happy, healthy lives in the place they choose to live. Enabling people to plan for a fulfilling purposeful old age and creating healthy home environments are also identified as being important. Finally, enabling older people to live healthy and active lives is identified as a key priority for improvement.

3. Dying well

In this context the strategy aims to ensure person centred care, choice and control is consistently available across the County to help people with life limiting conditions. It also identifies support for people at the end of life to return to or to remain in their preferred setting as a priority. Furthermore, improving skills and capacity across Hampshire to ensure people are encouraged and supported to have early and timely conversations about end of life wishes, and working together effectively across organisations to provide well integrated care and consistent palliative care are also highlighted as areas for improvement. Finally, improvement to access to bereavement support and services is an area for all age groups that the strategy aims to improve.

4. Healthier Communities

The last key priority area is broad and includes encouraging that health and wellbeing priorities are reflected in all local policies, supporting communities, ensuring neighbourhoods are well designed in the context of helping people to make healthy choices, and advocating for more affordable and well designed housing that can meet individual's varying needs – this includes promoting accessible design and tackling homelessness. Education and skills are also identified as important from early years through to adulthood, along with tackling poverty, helping people into employment, promoting sustainable accessible transport and active travel, whilst working to improve access to green space, blue space and recognising the negative impacts of climate change on residents health and of poor air quality.

There are synergies between the Health & Wellbeing Strategy aims and the approach to developing housing and homelessness related strategies for Test Valley. The future strategy development for Test Valley's key housing related strategies will include due regard to the broader relevance of the work of the Health & Wellbeing Board and take into account its findings where they are appropriate and

link directly into the housing ambitions of the Council in meeting locally identified need.

Future Housing Need

Aside from this evidence base, the most recent, comprehensive data demonstrating future housing need was gathered in the Strategic Housing Market Assessment (SHMA) which was published in 2014.

Whilst this data is now out of date, on balance - and within the wider context of the data included in this evidence base - it is still helpful and relevant to determining future housing related strategies, with many of the conclusions remaining relevant to the formulation of housing and homelessness strategies in Test Valley.

The table below, taken from the 2014 SHMA, shows household growth in Test Valley using 2011 based Census projections. For the period shown these projections suggested a 7.6% increase in households. This was notably below the average growth expected in the South East (10.8%) and nationally (10.0%).

Projected household growth 2011-21 – CLG 2011-based household projections	
Households 2011	47,736
Households 2021	51,349
Change in households	3,613
% change from 2011	7.6%

59

The evidence base has already discussed, in earlier sections, that an increase in both population and the number of households was expected, and that it is possible that the estimated figures represent a lower level of increase than the borough has actually experienced since that time. In any scenario, the identified trend that the population is increasing remains relevant, with the caveat that the actual increase may prove to have been higher than the levels of increase that were previously predicted.

The SHMA also estimated newly arising housing need, using newly forming households' data and existing households who are falling into need:

59 CLG 2011-based household projections, taken from SHMA

Estimated Future Housing Need (per annum)			
Area	Newly-Forming Households in Need	Existing Households Falling into Need	Total Newly-Arising Need (per annum)
Andover	160	99	259
North – rural	63	22	85
Central – rural	39	17	55
Romsey	54	25	80
South - rural	62	15	77
Borough	379	178	557

The SHMA undertook a detailed assessment of affordable housing need and concluded:

- The housing need in 2013: 537 households, excluding existing social housing tenants where they would release a home for another household in need.

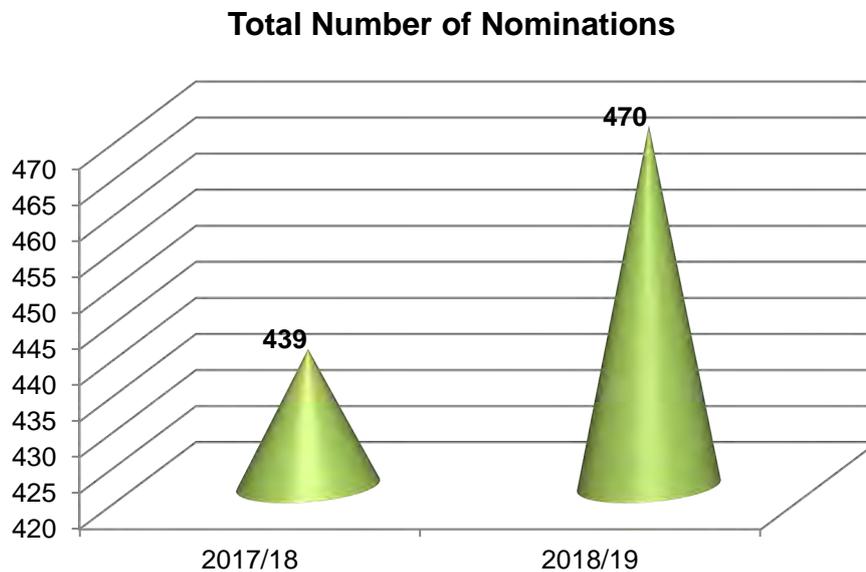
Each year up to the year 2031, an estimated 557 households were expected to fall into housing need and 294 properties were expected to come up for re-let annually.

- Overall a net deficit of 5,261 affordable homes was identified (292 per annum). The SHMA therefore concluded a significant requirement for new affordable housing in the borough and the Council is justified in seeking to secure additional affordable housing.
- Many households who are unable to secure affordable housing are able to live within the Private Rented Sector supported by Local Housing Allowance (Housing Benefit) or Universal Credit. The SHMA suggested that it therefore seemed likely that the Private Rented Sector would continue to be used to make up for a shortfall of genuine affordable housing.
- Within the affordable housing need the analysis identifies a requirement for around a third of homes to be intermediate housing and two-thirds being social/affordable rented.

By and large, these conclusions remain fundamentally relevant to the current position in strategic terms. Of course, this is notwithstanding the present uncertainty associated with actual population growth versus predicted population growth and the impact that this could have. However, whilst it may be possible for the actual population growth to ultimately prove to have outstripped the forecast predictions, it is also true that the level of affordable housing delivery and the number of nominations to Registered Providers each year have also increased since the time of the last SHMA.

The chart below demonstrates the total number of nominations to Registered Provider rented vacancies that were made through the Council's Housing Register during 2017/18 and 2018/19 respectively. We can see that there was an increase between these 2 years (representing 7%). It is also worth noting that at the time of the SHMA, it was anticipated that there would be approximately 294 rented units becoming available. Based on the figure of 470 nominations in 2018/19, we can see

that there had been a significant increase on that position (possibly as much as 60%).



Future Housing Requirements

The Strategic Housing Market Assessment 2014 seeks to establish overall housing requirements in Test Valley. Full details are available at www.testvalley.gov.uk. The detail included in this evidence base is not intended to represent all the detail and provides only a summary of the detail.

The SHMA 2014 concluded that the outputs from the demographic modelling suggested the Council should consider a housing requirement of between 420 and 590 dwellings per annum in order to meet objectively assessed housing need. The lower end of the range was driven by past demographic trends and actually sat above the latest government Census projections, whilst the upper end was driven by the highest of the economic projections when linking employment rates to past trends in the Labour Force Survey.

The Council's Local Plan 2011-2029 proposes the borough's annual requirement should be 588 dwellings per annum. This approach was taken in the interests of fully meeting all household and population projections, taking account of migration and demographic change, and to provide for economic growth with an increase in the labour force of 439 jobs per annum. The proposed figure would deliver 206 affordable units a year, which would achieve the Council's corporate target of 200 affordable dwelling per annum. Later in this evidence base, affordable housing delivery data will demonstrate that the Council outperformed its delivery target by 20% over the past 6 complete financial years (delivering 1,441 units of affordable housing against a target of 1,200).

In relation to the requirements for different size homes the SHMA’s analysis linked to long-term (20-year) demographic change, and concluded that the following represents an appropriate mix of affordable and market homes:

	1-bed	2-bed	3-bed	4+ bed
Market	10%	35%	45%	10%
Affordable	40%	35%	20%	5%
All housing	20%	35%	35%	10%

60

The SHMA recommended the development of family sized homes based upon the following:

- Larger family homes play a role in releasing supply of smaller properties for other households.
- 1 bedroom properties provide limited flexibility to changing household circumstances which feed through into higher turnover and management issues.
- Continued demand for family housing can be expected from newly forming households. There may also be some demand for medium-sized properties (2 and 3 beds) from older households downsizing and looking to release equity in existing homes, but still retain flexibility for friends and family to come and stay.

The above analysis of an appropriate mix of dwellings informs the ‘portfolio’ of sites which are considered through the Local Plan process, including Site Allocations, Neighbourhood Plans and other planning documents. Equally it will be of relevance to affordable housing negotiations.

⁶⁰ SHMA

Specific Groups of the Population

The below identifies key groups that may have housing needs that differ to those of the wider population:

- Older persons
- People with disabilities
- People affected by mental ill health
- Black and Minority Ethnic (BME) households
- Household with children
- People with offending histories and particularly those being released from prison or youth detention
- People affected by domestic abuse
- People leaving hospital
- Young people including those in and/or leaving care
- Service families and people with strong connections to the armed forces (including veterans)
- Gypsies & Travellers

The following section draws information from the Council's Housing Register to identify some of these specific groups. Others are dealt with elsewhere in the review and/or additional detail is included later in this evidence base.

Older Persons Housing by Assessed Bedroom Need

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Households aged 55+ years	468	71	15	2	556

61

Sheltered / Extra Care Need

	Number of Households aged 55+ years who have indicated interest/need for Sheltered/Extra Care
Sheltered Need / Preferred	99
Extra Care Need / Preferred	14
Total	113

62

People with disabilities:

⁶¹ Hampshire Home Choice as of 13 August 2019

⁶² Hampshire Home Choice as of 13 August 2019

Households where the primary applicant has indicated they have a disability by Assessed Bedroom Need

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Primary applicant has indicated they have a disability	262	49	17	10	338

63

Households where they have indicated they have a need for an adapted property by Assessed Bedroom Need

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Primary applicant has indicated they have a disability	165	37	18	5	225

64

Of the 225 households who have indicated they have a need for an adapted property, they have indicated the following needs:

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Wheelchair Need	17	6	6	0	29
Level Access Shower Need	122	27	7	4	160

65

A further 144 households who have not indicated they have a need for an adapted property have indicated a need for ground floor accommodation.

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Ground Floor Need	121	19	4	0	144

66

⁶³ Hampshire Home Choice as of 13 August 2019

⁶⁴ Hampshire Home Choice as of 13 August 2019

⁶⁵ Hampshire Home Choice as of 13 August 2019

⁶⁶ Hampshire Home Choice as of 13 August 2019

Service Families:

Service Families - Households who have indicated a connection to the Armed Forces by Assessed Bedroom Need

	1 Bed Need	2 Bed Need	3 Bed Need	4+ Bed Need	Total
Connection to the Armed Forces	62	29	18	4	113

67

In January 2019, the Council's Housing Service produced a briefing on its work associated with the Armed Forces Covenant and the housing related support offered by the Council.

In light of the location of Test Valley and its connection with the Armed Forces, along with the close working relationship it has enjoyed with Armed Forces colleagues over the years, this briefing has been included here as part of the housing strategies evidence base. Whilst the number of Armed Forces households that require support from the Council are relatively small in number, the Council takes its duties to support people in the context of the Armed Forces Covenant seriously.

The briefing was originally used to support a round table discussion with members of the Council's Overview and Scrutiny Committee, and following a review of the Housing Services' operations with regard to this specific client group. The content of that briefing is largely included below:

a) Summary:

The Housing Service currently operates in accordance with the requirements of the Armed Forces Covenant, and can demonstrate a positive track record of supporting members of the Armed Forces, veterans and their families.

Current policies and processes reflect best practice, are aligned with statutory guidance, and meet legal requirements.

The Council considers the needs of different communities, and seeks to achieve a balance of priorities in the way it delivers housing services to our residents

Through the work of the Homelessness Reduction Act pilot (which later became "business as usual" for the Council), the Council has gone above and beyond what is required by statute. For example, by making emergency accommodation offers to people who do not have 'priority need' but who may otherwise sleep rough.

⁶⁷ Hampshire Home Choice as of 13 August 2019

b) Background & National Policy Context:

The 2011 Armed Forces Covenant promotes that those who serve in the Armed Forces, those that have served in the past, and their families, should face no disadvantage compared to other citizens in the provision of public and commercial services. On the subject of housing, the 2011 covenant says:

“In addressing the accommodation requirements of Service personnel, the MOD seeks to promote choice, recognising the benefits of stability and home ownership amongst members of the Armed Forces where this is practicable and compatible with Service requirements, and also that their needs alter as they progress through Service and ultimately return to civilian life. Where Serving personnel are entitled to publicly-provided accommodation, it should be of good quality, affordable, and suitably located. They should have priority status in applying for Government-sponsored affordable housing schemes, and Service leavers should retain this status for a period after discharge. Personnel may have access to tailored Armed Forces housing schemes or financial arrangements, depending on their circumstances, to help them in purchasing their own property. Those injured in service should also have preferential access to appropriate housing schemes, as well as assistance with necessary adaptations to private housing or Service accommodation whilst serving. Members of the Armed Forces Community should have the same access to social housing and other housing schemes as any other citizen, and not be disadvantaged in that respect by the requirement for mobility whilst in Service.”

Since 2012, the Government has introduced the following statutory guidance and Regulations in relation to Armed Forces personnel and housing:

The Local Authorities Allocations Code of Guidance 2012 on housing allocations including:

- Advice that local authorities should not disqualify applicants on the grounds of no local connection where they are members of the armed forces, former service personnel, bereaved spouses and civil partners of members of the Armed Forces leaving Services Family Accommodation following the death of their spouse or partner, and serving or former members of the Reserve Forces who need to move because of serious injury, medical condition or disability sustained as a result of their service.
- Advice to local authorities concerning “additional preference”, to ensure that serving personnel, veterans and their immediate families, who are in urgent housing need, can be assessed as “additional preference” where the local allocations policy provides for that level of priority within its scheme for prioritising applications for housing. This was further enshrined in The Housing Act 1996 (Additional Preference for Armed Forces) (England) Regulations 2012.

The Allocation of Housing (Qualification Criteria for Armed Forces) (England) Regulations 2012 - These regulations require local authorities not to apply local connection criteria within their social housing allocations schemes to the following classes of persons:

- a) *is serving in the regular forces or who has served in the regular forces within five years of the date of their application for an allocation of housing under Part 6 of the 1996 Act;*
- b) *has recently ceased, or will cease to be entitled, to reside in accommodation provided by the Ministry of Defence following the death of that person's spouse or civil partner where—*
 - (i) the spouse or civil partner has served in the regular forces; and*
 - (ii) their death was attributable (wholly or partly) to that service; or*
- c) *is serving or has served in the reserve forces and who is suffering from a serious injury, illness or disability which is attributable (wholly or partly) to that service.”*

Local Authorities Statutory Guidance – ‘Providing Social Housing for Local People’ 2013 - Emphasised the importance of local authorities considering the wider needs of the Armed Forces community, and to be sympathetic to changing family circumstances, including recognising that the spouses and partners of service personnel can also be disadvantaged by the need to move from base to base.

Homelessness Code of Guidance for Local Authorities 2018 - statutory guidance accompanying the Homelessness Reduction Act. With regards the Forces, the guidance included:

- Joint working emphasis where local authorities have a significant number of service personnel stationed in their area.
- New HRA2017 “Duty to Refer” applies to the Secretary of State for Defence.
- Duty to provide free advisory services designed to meet needs of certain groups including former members of the regular armed forces.
- Housing authorities should not insist on a Court Order for eviction when entitlement to occupy service accommodation comes to an end.
- Sets out factors to consider in terms of establishing priority need – which include length of service, type of service, time in military hospital, whether HM Forces medical and welfare advisers consider an individual to be particularly vulnerable, length of time since the applicant left the armed forces and whether they have obtained and/or maintained accommodation during that time, and whether the applicant has any existing support networks, particularly by way of family or friends.

- Intentional homelessness – where service personnel are required to vacate service quarters as a result of taking up an option to give notice to leave the service, and in so doing are acting in compliance with their contractual engagement, they should not be considered to have become intentionally homeless.
- Emphasises s315 of the Housing & Regeneration Act 2008 which amended s199 of the 1996 Housing Act (on local connection) – thereby reducing the potential for service personnel (and families) to be disadvantaged due to the local connection criteria that could otherwise have been applied to homelessness applications from members of the Forces community.

The Council's Housing Service has taken on board all of the above, and reflected them in our policies and day to day operations. More on the local context below.

c) Test Valley Community Covenant:

In June 2012, Test Valley Borough Council signed up to a local “Armed Forces Community Covenant” with the Armed Forces in Test Valley. This local covenant reflects the aims of the national Military Covenant and continues to reflect current national policy on housing and the Armed Forces.

In the context of housing, the locally agreed Community Covenant sets out that we will undertake initiatives and activities with the aim of “*Providing support to Army families*” and “*Assisting service and ex-service personnel in obtaining housing*”.

Included in the Community Covenant Annex are the following specified activities relevant to achieving the overarching aim focused on housing:

- *(Initiative 7): Assisting service personnel with access to shared home ownership.*
- *(Initiative 14): Funding disablement adaptations through Disabled Facilities Grants.*
- *(Initiative 17): Taking into account the support needs of ex-military personnel particularly through supported accommodation for single homeless people, and taking their ‘vulnerability’ into account when making housing and homelessness assessments.*

This local covenant has also informed the way the Housing Service operates and policies and procedures relevant to the covenant are developed with reference to this commitment alongside the wider national frameworks.

Operational Context:

The information below demonstrates how we have adopted good practice and ensured the Council operates in a legally compliant way in the context of its housing

operations. It also provides statistical information that demonstrates how we have been doing in our work with the forces community, and how we have been measuring up against the commitments we have made in the local Community Covenant.

Hampshire Home Choice (HHC) Policy

(Assisting service and ex-service personnel in obtaining housing).

The Council's scheme of allocations and the Hampshire Home Choice allocation framework prioritises Armed Forces applicants in the following way:

a) *Qualification to join the Housing Register*

- i. A person who is serving in the regular forces or a person who has served in the regular forces within five years of the date of their housing application qualify for the housing register regardless of whether they have a local connection to Test Valley.
- ii. Ensuring lump sums received to compensate injury sustained in active service are disregarded from any financial qualification criteria.

b) *Priority on the Housing Register*

- I. Applicants living in Armed Forces accommodation are initially awarded a Band 4 priority. (Living in tied or Armed Forces accommodation).
- II. Applicants occupying Armed Forces accommodation and close to the end of their service are given increased priority and move into Band 3.
- III. Armed Forces applicants with urgent housing needs will be awarded additional priority. *(Additional priority may be given to members of the armed and reserved forces, widows/widowers of armed/reserve forces personnel killed whilst in service and who have an urgent housing need, for example those who need to move urgently because of a life-threatening illness or sudden disability).*

c) *Direct Match*

In certain circumstances, a property may be allocated directly to an applicant without other applicants being able to bid on that property; for example, medical discharge from the Armed Forces.

d) *Emergency Cases*

Armed Forces applicants assessed as having a life-threatening health condition that is directly linked to unsuitable housing conditions or applicants requiring urgent hospital discharge where their current accommodation is totally unsuitable for their needs will be awarded Band 1 priority.

There are currently 102 Armed Forces Service households on Hampshire Home Choice registered for accommodation in Test Valley.

Social/affordable housing allocations

	Allocation of social/affordable housing to Armed Forces applicants
April 2014 – December 2018	79

Help to Buy South

(Initiative 7- Assisting service personnel with access to shared ownership)

Service families and ex-regular service personnel who have served in the forces for a minimum of 6 years service, or the surviving partners of Regular service personnel who have died in service, where they apply within two years of the date of being bereaved, are prioritised through Help to Buy South for shared ownership schemes.

Shared ownership purchases

	Shared ownership purchases by Armed Forces applicants
April 2014 – April 2018	46

Homelessness/Homelessness Prevention

(Initiative 17 – Taking account of the support needs of ex military personnel particularly through supported accommodation for single homeless people and taking their vulnerability into account when making housing and homelessness assessments).

Homeless Prevention - Since April 2014, the Housing Options team has prevented 47 military/ex military households from becoming homeless through effective case

and prevention work, including Rent Deposit Loan scheme and assisting households to secure alternative accommodation in the private rented sector.

Homelessness

Ex military single applicants - Housing Options team provides a triage service, which includes service and ex military personnel. We case work, working closely with third sector partners to accommodate ex military applicants and prevent homelessness. In the past 3 years we have assisted 13 ex military personnel to access supported housing.

In March 2018, the Council approved a developmental housing options pilot as part of our transition to a new operating model. This includes additional capacity to ensure that we are able to offer accommodation to single people who may not be in 'priority need' but are otherwise going to sleep rough in the borough. To date, this option has been made available to 1 veteran, but was refused as they had been able to make alternative arrangements.

Ex military families - We have established links and work closely with the Defence Infrastructure Organisation (DIO) to prevent homelessness and accommodate service families leaving the Forces and estranged spouses and families following relationship breakdown. Since 2014, the Council has accepted a homeless duty towards 13 ex military families whose homelessness could not be prevented.

The Housing Service has been proactive and engaged the Army Welfare Service in discussions to look at how we can manage expectations and adequately support those who are or who will be in future, leaving the Armed Forces. This may include providing talks at specific events being run by the Ministry of Defence locally, and working to improve our liaison in situations where people may be at risk of homelessness. This is prudent in light of the new 'Duty to Refer' which was introduced by the Homelessness Reduction Act in October 2018, and includes the Secretary of State for Defence as one of the specified public bodies to whom the new duty will apply. It is hoped the Housing Service will be able to pursue joint working opportunities with the Army Welfare Service in 2019.

Disabled Facilities Grants

(Initiative 14. – funding of disablement adaptations through Disabled Facilities Grant).

The Council provides Disabled Facilities Grants (DFGs) for ex-servicemen/veterans and sources alternative funding through SAAFA and the British Legion to assist those applicants who fail the DFG Test of Resources but have need for adaptations.

Conclusion:

This briefing has been produced to support an Overview & Scrutiny Committee Round Table discussion, looking at the Armed Forces Covenant and the way in which the Housing Service works to meet the needs of members of the Armed Forces community.

It demonstrates how our operational policies and processes are working in accordance with the statutory framework, statutory guidance and best practice, and highlights that work is ongoing with the Army Welfare Service to further improve our local response.

Gypsies and Travellers

Gypsies and Travellers - Households who have indicated they are a Gypsy or Traveller

Primary Applicant	Total
Gypsy or Irish Traveller	2
Other Traveller	1
Romany Gypsy	2
Total	5

68

The table above demonstrates a very small number of households who have indicated that they are Gypsy or Traveller in terms of their BME background, when applying to be considered for Registered Provider homes in Test Valley. Applicants do not have to provide their BME background in order to be considered, however, it is worth noting (as set out earlier in the evidence base) that the number of households who indicated that they were not prepared to indicate a BME background, numbered just 12.

Gypsy and Traveller Accommodation Assessments (GTAA) provide an assessment of current and future accommodation needs for gypsies, travellers and travelling show-people that are prepared in line with national planning policy⁶⁹. The assessments are prepared in the context of the specific definitions of gypsies and travellers, and travelling show-people, as set out within the Planning Policy for Traveller Sites but is not limited to those households meeting this definition.

The most recent GTAA for Test Valley was published in 2017, with a base date of 2016. It was prepared taking account of a desk-top review, stakeholder engagement, and a survey of the travelling communities. The table below summarises the additional need identified through the GTAA, with this being broken down into 5 year periods within the GTAA.

⁶⁸ Hampshire Home Choice as of 14 August 2019

⁶⁹ NPPF and Planning Policy for Traveller Sites (PPTS) (2015)

Additional need for Gypsy, Traveller and Travelling Show-people households in the Borough 2016-2036 (GTAA, 2017⁷⁰, Figures 6 & 13)

	Household Status		
	Meet planning definition	Unknown if meet planning definition	Does not meet planning definition
Gypsy and Traveller households	3	0-11 (10% = 1)	6
Travelling Showpeople households	14	0-1 (70% = 1)	0

The findings of the GTAA are used to inform the preparation of planning policy and the determination of planning applications.

Gypsy & Traveller Unauthorised Encampments

Typically during summer months there are a range of unauthorised traveller encampments that are reported around the borough. These are generally groups moving through the borough or in the area for specific, short term, reasons. Historically, welfare assessments and interactions with these groups have demonstrated that housing and homelessness assistance is not required nor wanted, and in that context, there has been no housing related pressure associated with these encampments.

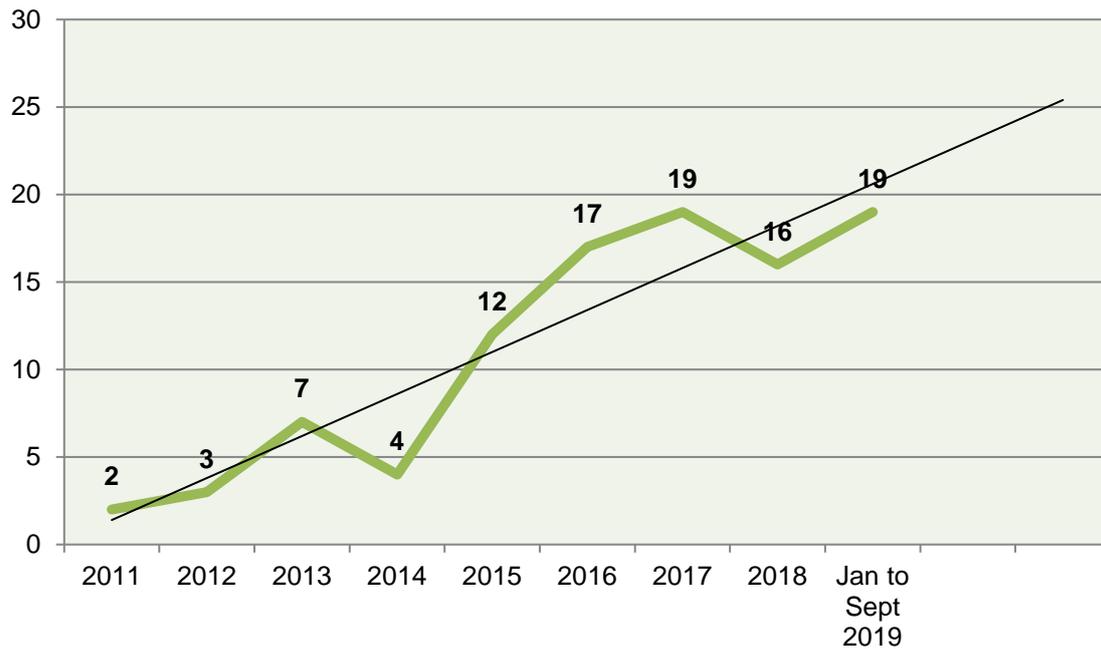
Occasionally, rough sleepers use tents in the local area, but these individuals have been included in the sections of this evidence base associated with “Rough Sleeping”. It is important that the evidence base does not conflate rough sleeping with unauthorised traveller encampments. Often travellers who find their way onto either council owned or privately owned land in the area, have bricks and mortar available to them elsewhere, and are opting to lead a nomadic lifestyle during the spring and summer months.

The graph below demonstrates the number of encampments recorded by the Council on an annual basis (using calendar rather than financial years). We can see that the frequency of unauthorised encampments has been increasing and whilst there is no exact science, there is clearly potential for this trend to continue.

⁷⁰ Available:

https://testvalley.gov.uk/assets/attach/5010/pt6_8%20170509%20GTAA%20Report%20for%20Publication.pdf

Unauthorised Traveller Encampments



The Council will continue to make housing services available to any travellers on unauthorised encampments in the borough who are seeking accommodation and particularly where they are homeless, for example, because they have nowhere they can legally site a mobile home. In the meantime, the Council will continue to look at enforcement and prevention measures to tackle the increasing level of unauthorised encampments that are experienced in the area by members of the travelling community who are not seeking a permanent base in the area.

The Test Valley Local Plan reflects that the Gypsy & Traveller Accommodation Assessment identified potential need for the provision of transit sites but also notes the need for this to be a piece of work undertaken in partnership with other boroughs. The current Local Plan review will include some focus on the future needs of Gypsy's & Travellers.

Empty Dwellings

There are broadly two types of empty residential properties; transactional empty properties and long-term empty properties. Transactional empty properties are usually empty for up to six months, as the result of a change in tenant or ownership. They are part of the normal cycle of moving house. The vast majority of all empty properties are empty for less than six months, though they may be empty longer should they be subject to renovation works.

In some instances, a property may be empty or appear to be empty, but is not classed as empty. A property does not have to be used all the time to be classed as occupied. For example, if it is:

- a second home or a holiday home;
- a property which is part of a wider regeneration programme and could be in the process of being developed or marked for demolition;
- a property which appears empty due to an overgrown garden or through lack of maintenance or repair but which could in fact be occupied;
- a property which has pending planning permission, could be awaiting refurbishment or could be waiting for new occupants to move in;
- where the owner is living elsewhere to provide or receive personal care (illness, old age, disablement, drug or alcohol dependence or mental disorder);
- a property which is genuinely on the market for sale or letting; or
- a property in which the mortgagee has entered into possession of the dwelling.

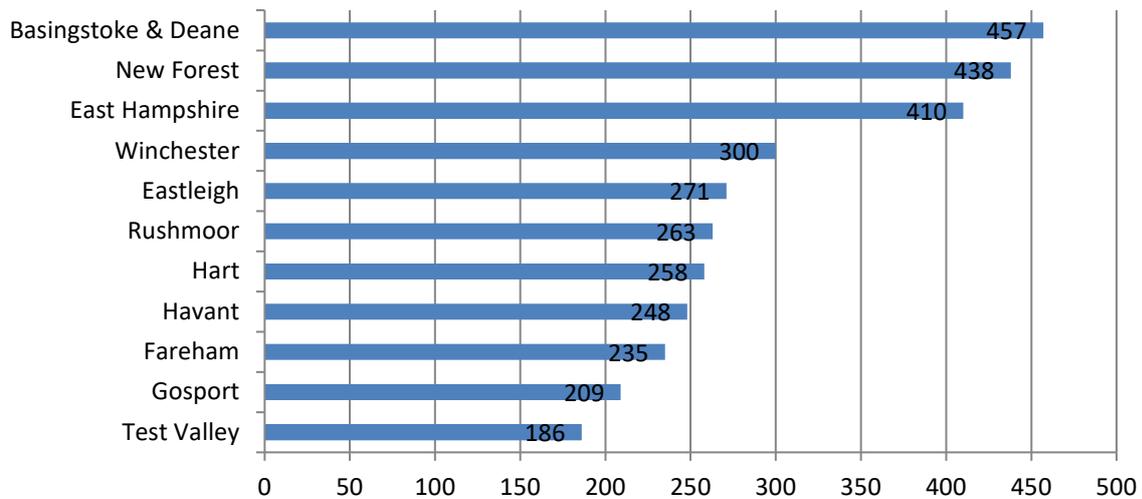
The Council is primarily concerned with properties that have been empty for at least two years and where the vacant dwellings have not arisen as the result of any transactional reasons.

Test Valley Context: Empty Homes

In Hampshire, in 2018, there were 3,275 homes that had been reported as vacant for longer than 6 months. Test Valley compares favourably in the Hampshire context, with the lowest level of empty homes. The graph below⁷¹ demonstrates the position across the 11 Hampshire districts:

⁷¹ MHCLG Live Table 615 “Vacant dwellings by local authority district: England from 2004”

Number of Empty Homes 6+ Months (2018)



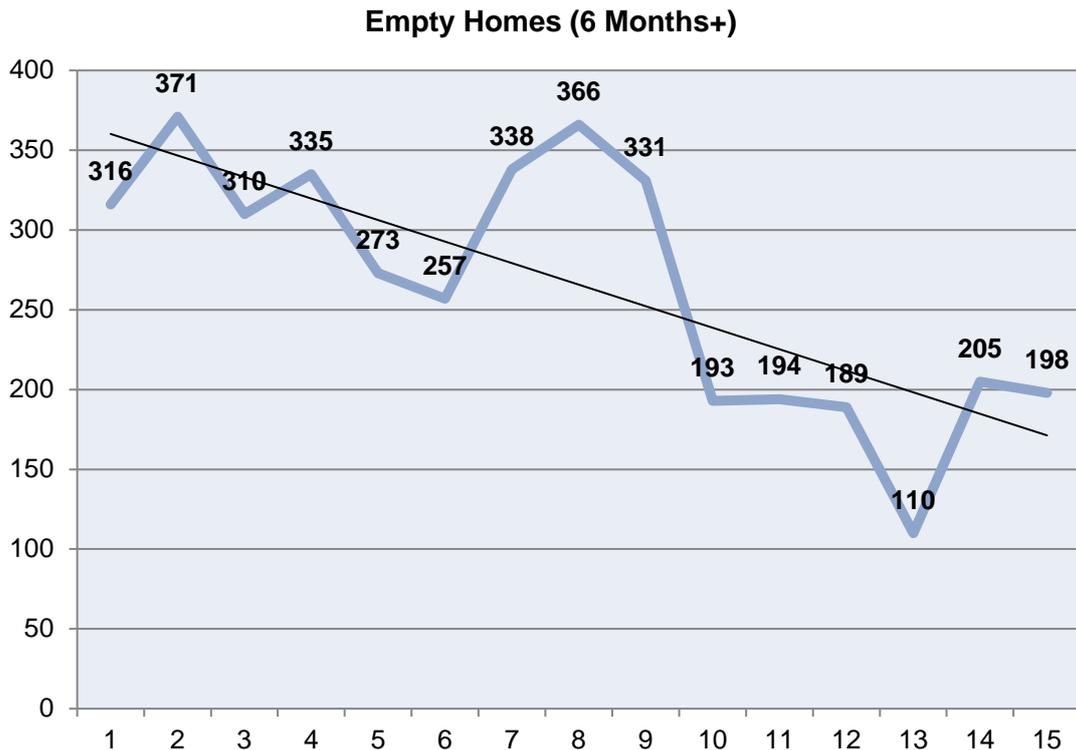
In November 2018, a snapshot of Council Tax records demonstrated a total of 474 empty homes in Test Valley. The length of time those properties had been vacant ranged considerably, from 2 days to over 24 years.

198 homes had been vacant for over 6 months, while long term vacant homes (vacant for over 2 years), numbered 51 in the borough.

Council Tax data has highlighted the following numbers of empty dwellings and the associated time period they had been vacant (at November 2018):

0 – 6 months vacant (up to 182.5 days):	276
6 – 12 months vacant (182.5 days to 365 days):	84
12 – 18 months vacant (365 days to 547.5 days):	42
18 – 24 months vacant (547.5 days to 730 days):	21
24 – 30 months (730 days to 912.5 days):	8
30 – 36 months (912.5 days to 1095 days):	7
36 – 42 months (1095 days to 1277.5 days):	3
42 – 48 months (1277.5 days to 1460 days):	3
4 – 5 years:	4
5 years+:	26
TOTAL:	474

Since 2004, Test Valley has seen a reducing trend in the number of empty homes in the local area. This is demonstrated in the graph below:



Compared to some parts of the country, Test Valley does not have a significant problem with empty dwellings. Of a total housing stock of 53,660 properties, there are usually around 200 homes empty for over six months and approximately 50 homes empty for more than 2 years, at any given time. Those properties vacant for more than 6 months, therefore, represent just under 0.4% of the local housing stock.

It is likely that, for many of these properties, there is a valid reason for them being empty. For example, but not exclusively, properties may be in probate following the death of the owner, the owner may be resident elsewhere for the purposes of receiving personal care, properties may be second homes or holiday homes, or they may be owned by Armed Forces personnel on deployment.

In light of local context, the level of resource that will be targeted at addressing the issue of bringing empty homes back into use must be proportionate.

The Council is in the process of reviewing its approach to tackling empty homes and it is anticipated that a new Policy position will be established alongside the new housing related strategies that will be informed by this evidence base.

Ministry of Justice Court Possession Statistics

January – March 2019:

Compared to the same quarter the previous year, landlord possession actions; claims (30,351), orders for possession (23,694), warrants (15,782) and repossessions (8,326) have decreased by 5%, 1%, 3% and 5% respectively.



Landlord possession actions (actual and seasonally adjusted) in the county courts of England and Wales, January 2014 to March 2019

Social Landlords:

In January to March 2019, the majority (63%) (19,192) of all landlord possession claims were social landlord claims, 16% (4,893) were accelerated claims and 21% (6,266) were private landlord claims. Since the same quarter last year, the proportion of private landlord claims decreased by 3 percentage points (pp), whereas accelerated claims increased by 2pp and social landlord claims remained largely the same.

The overall fall in landlord repossessions is mainly driven by the South-East courts where landlord repossessions fell from 1,891 in January to March 2018 to 1,554 in January to March 2019, down 18%.

Landlord possession actions in the county courts of England and Wales, 1990 - 2019, Q2

Year (calendar)	Quarter	Claims Issued	Orders			Warrants ¹	Repossessions by county court bailiffs
			Outright	Suspended	Total		
2016	Q1	38,046	17,753	11,280	29,033	19,752	10,971
	Q2	34,000	17,724	10,379	28,103	18,237	10,528
	Q3	34,406	16,926	9,207	26,133	18,523	9,741
	Q4	30,917	15,349	9,293	24,642	14,196	9,091
2017	Q1	35,185	16,308	9,674	25,982	18,106	9,429
	Q2	32,077	16,052	9,116	25,168	16,333	8,876
	Q3	34,167	15,847	9,403	25,250	17,072	8,892
	Q4	31,214	15,194	9,430	24,624	15,623	8,488
2018	Q1	31,839	14,627	9,341	23,968	16,194	8,790
	Q2	29,438	14,244	8,509	22,753	14,268	8,236
	Q3	31,654	14,941	8,666	23,607	15,720	8,259
	Q4	28,781	14,397	8,993	23,390	16,028	8,249
19	Q1 (r)	30,349	14,290	9,391	23,681	15,837	8,369
	Q2 (p)	26,695	13,220	8,164	21,384	13,685	7,428

Source:

HM Courts and Tribunals Service CaseMan and Possession Claim On-Line (PCOL)

Notes:

¹ Multiple warrants may be issued per claim

² Data relating to 1999 onwards are sourced from county court administrative systems and exclude duplicate observations. Data prior to 1999 are sourced from manual counts made by court staff, only include standard procedure actions (not accelerated procedure ones), and represent the number of orders rather than claims leading to an order (all claims in which the first order is made during the period).

.. = data not available
(p) = provisional
(r) = revised

Affordable Housing Supply

Land Prices

The below tables show a snapshot of the broad trends in the development land market.

Residential development land index Q2 2019

England Greenfield Development Land Index				
Date	Index	12-month % change	6-month % change	3-month % change
Mar-18	103.88	2.2%	2.4%	0.9%
Jun-18	106.07	4.6%	3.1%	2.1%
Sep-18	104.14	2.6%	0.3%	-1.8%
Dec-18	103.51	0.6%	-2.4%	-0.6%
Mar-19	103.25	-0.6%	-0.9%	-0.3%
Jun-19	102.83	-3.1%	-0.7%	-0.4%

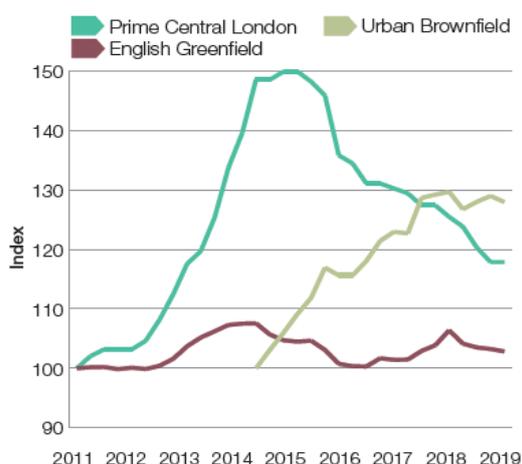
Urban Brownfield Development Land Index				
Date	Index	12-month % change	6-month % change	3-month % change
Mar-18	129.18	6.4%	5.3%	0.4%
Jun-18	129.66	5.5%	0.8%	0.4%
Sep-18	126.74	3.3%	-1.9%	-2.3%
Dec-18	127.97	-0.5%	-1.3%	1.0%
Mar-19	128.96	-0.2%	1.8%	0.8%
Jun-19	127.94	-1.3%	0.0%	-0.8%

72

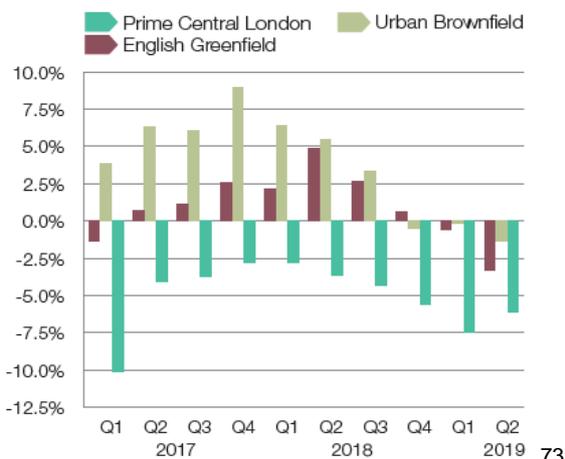
⁷² Knightfrank.com – Residential Development Land Index – Q2 2019

Residential development land prices

Rebased 100 = Sep 2011 (Urban Brownfield = Dec 2014)



Annual change in average land values



Rates of Development & Housing Delivery

Affordable housing completions over the last 5 years:

	2014/15	2015/16	2016/17	2017/18	2018/19	Total
Abbotswood	42	56	25	3		126
Ampfield		12			6	18
Amport			8			8
Andover	51	29				80
Barton Stacey		7				7
Braishfield		9				9
Broughton				12		12
Charlton					24	24
East Anton	103	34	75	74	76	362
Houghton				2		2
North Baddesley		24	7			31
Nursling				18	30	48
Over Wallop			14			14
Picket Piece	39	35	76	26	49	225
Picket Twenty	50	27	61	71	40	249
Romsey	17	9		11	25	62
Weyhill		5				5
Total	302	247	266	217	250	

The number of affordable housing completions surpasses the requirement outlined in the SHMA of 206 affordable units a year, as well as the Council's corporate target of 200 affordable dwellings per annum. In light of the housing affordability challenges

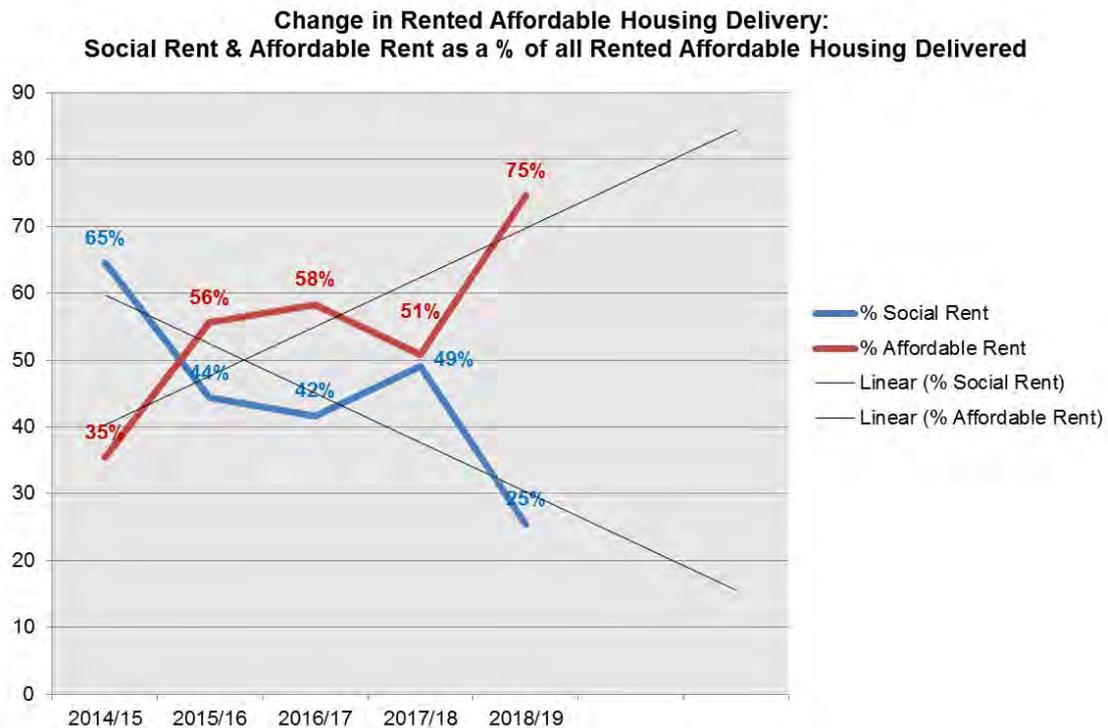
⁷³ Knightfrank.com – Residential Development Land Index – Q2 2019

affecting the borough and the level of demand for local housing and related services, it is vital that the Council maintains a clear focus on affordable housing delivery as a corporate priority. This is reflected in the Council's Corporate Plan 2019 to 2023, "Growing Our Potential", and will continue to be a feature in the Council's Housing Strategy, which will contribute directly to corporate aims around housing.

Annual Affordable Housing Delivery for Rented Units by Bedroom Category & Property Type (Based on Completions) for the Past 5 Financial Years:

Property Type	2014/15			2015/16			2016/17			2017/18			2018/19		
	Social Rent	Affordable Rent	Total												
1 bed flat	35	6	41	18	8	26	22	9	31	15	19	34	10	23	33
1 bed house	0	0	0	0	4	4	0	0	0	0	4	4	0	0	0
2 bed flat	31	13	44	20	9	29	6	5	11	11	9	20	6	19	25
2 bed house	28	21	49	20	46	66	15	37	52	24	16	40	5	27	32
3 bed house	9	17	26	5	17	22	4	17	21	4	8	12	7	11	18
4 bed house	8	4	12	4	0	4	3	2	5	2	2	4	1	5	6
Total	111	61	172	67	84	151	50	70	120	56	58	114	29	85	114

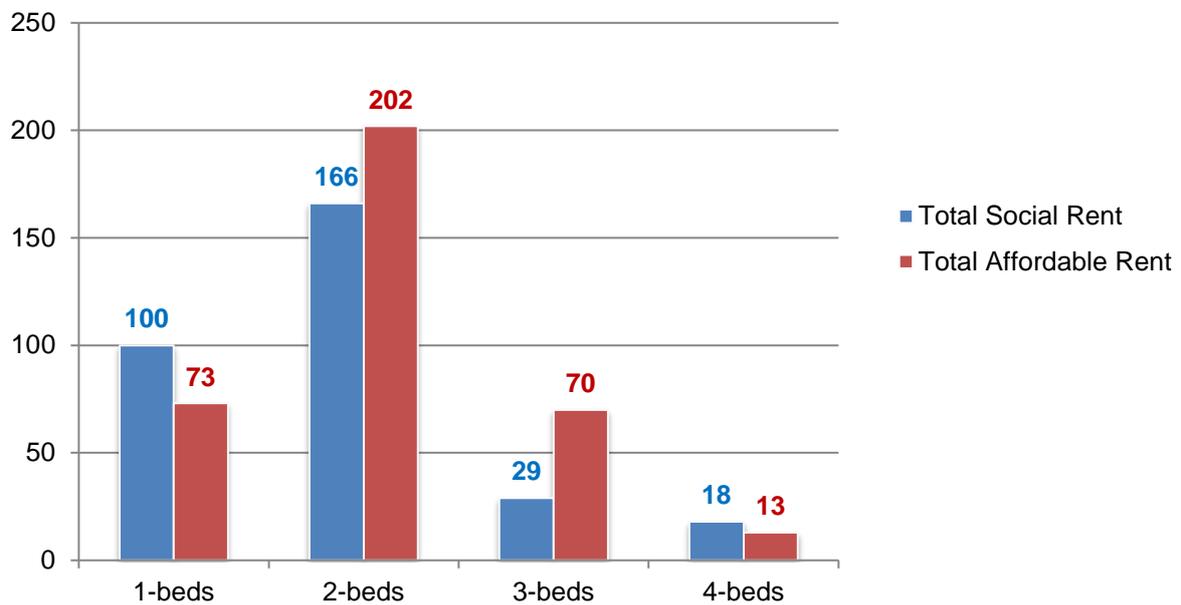
The table above demonstrates the level of rented affordable housing delivery achieved by the Council and its partners over the past 5 financial years. In light of the earlier data relating to affordability contained within the review, the graph below provides an interesting illustration of the changing nature of rented affordable housing delivery in Test Valley:



The graph demonstrates an increasing trend in the proportion of rented units of social housing that are being delivered at “affordable rent” whilst the proportion of rented units that are delivered at “social rent” is clearly diminishing. Whilst there may be various reasons for this, including the need to develop affordable rented units in order to achieve grant funding and commercial viability arguments, it is a trend that will be impacting negatively on affordability challenges facing households who receive low incomes in Test Valley.

Consultation with Registered Providers, as part of the evidence base, highlighted a view from the sector itself that “affordable rents” for 1-bed, 3-bed and 4-bed units are not necessarily affordable for those households we are collectively seeking to support.

Total Number of Rented Units Delivered Between 2014/15 and 2018/19:

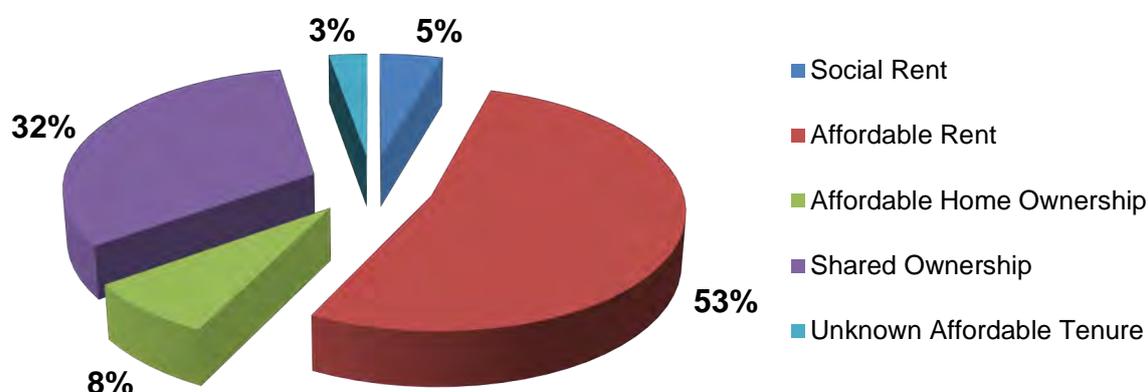


Whilst the largest number of “affordable rented” units were delivered through 2-bedroom homes, a significant number were delivered as 1-bed, 3-bed and 4-bed units (46% of the total number of 358 “affordable rented” units delivered during the 5 year period).

The Council’s Corporate Plan identifies that social rented housing is a priority for the area and makes a commitment on behalf of the Council to explore ways to increase the level of delivery of social rented housing. The future Housing Strategy will contain actions to help the Council to deliver on its Corporate Plan.

It is worth noting that social rented units require the largest level of public subsidy (in order to achieve the lowest rents). The Council may need to carefully consider, along with a range of other priorities, what compromises it may make in order to achieve an increase in this identifiably needed product locally.

Affordable Units Granted Planning Permission 2018/19 (With Developer Contributions)



During 2018/19, 53% of new affordable housing units that received planning permission were for “affordable rented” homes, whilst 5% were for “social rent”. 43% of new affordable housing units granted planning permission during the year were either intermediate home ownership products (3% “unknown affordable tenure” relates to intermediate home ownership products that were not specifically defined).

Annual affordable housing delivery for shared ownership units by bedroom category & property type (based on completions) for the past 5 financial years

Property Type	2014/15	2015/16	2016/17	2017/18	2018/19
1 bed flat	1	6	8	9*	4
1 bed house	0	0	0	0	0
2 bed flat	6	1	4	13	12
2 bed house	32	45	45	26*	60*
3 bed house	47	24	32	24	27
4 bed house	3	0	0	1	2
Total	89	76	89	73	105

*2017/18 - Total includes 2 x 1 bed flats and 6 x 2 bed houses as Shared Equity

*2018/19 - Total includes 3 x 2 bed houses as Shared Equity

Delivery Totals for Past 5 Years' Completions:

Year	Rented Units	Shared Ownership Units	Discount Market Units	Total
2014/2015	172	89	41	302
2015/2016	151	76	20	247
2016/2017	120	89	57	266
2017/2018	114	73	30	217
2018/2019	114	105	31	250
Total	671	432	179	1282

AFFORDABLE HOUSING								
Year	Target	Actuals	Urban	Rural	North	South	S106 Site AH Units	Rural Exception Units
2013/14	200	159	159	0	120	39	159	0
2014/15	200	302	302	0	243	59	302	0
2015/16	200	247	219	28	137	110	235	12
2016/17	200	266	244	22	234	32	266	0
2017/18	200	217	205	12	171	46	217	0
2018/19	200	250	244	6	189	61	248 (2xRadian Fleur Di Lis)	0
TOTAL	1200	1,441	1,373	68	1,094	347	1,427	12

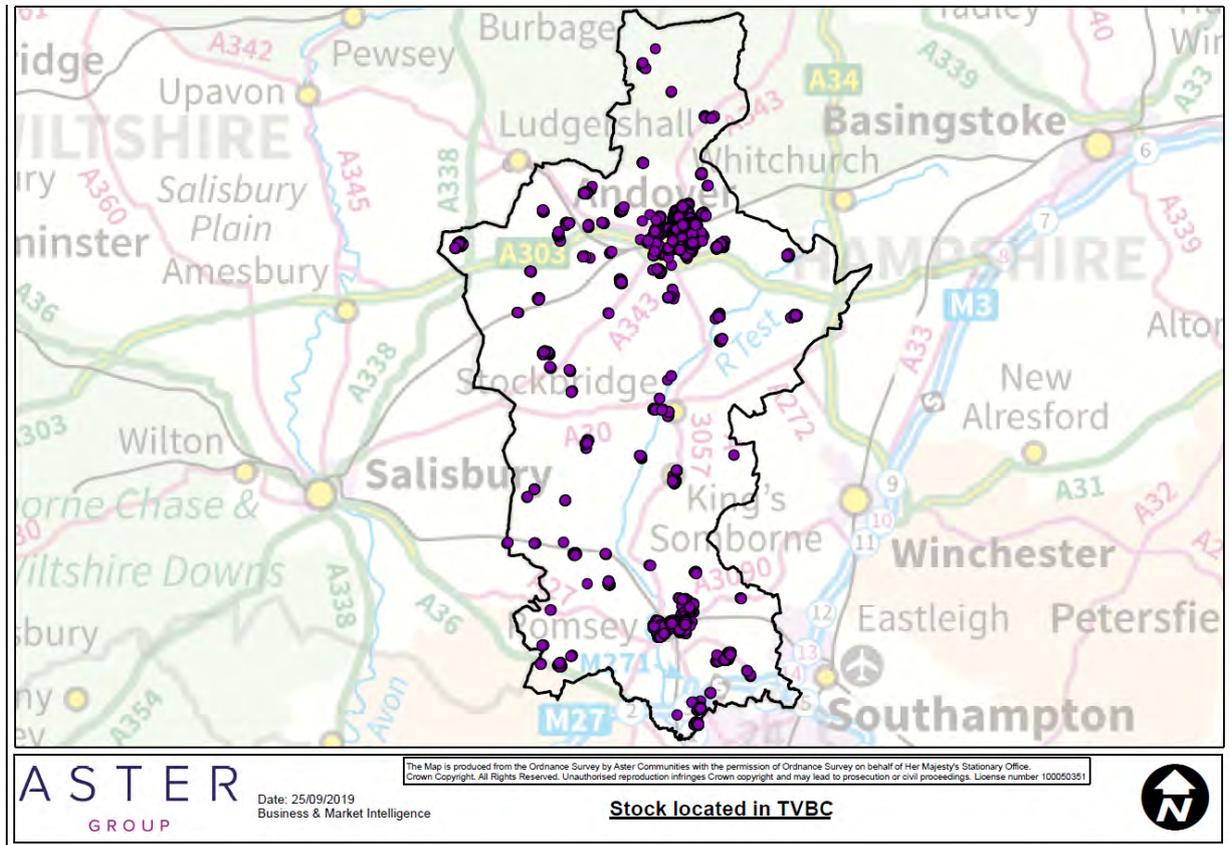
The delivery across the past 6 financial years, has exceeded the Council's target of 200 units per year by 20% (target of 1,200 but delivery of 1,441).

76% has been in the North of the borough and primarily resulting from large development site opportunities. 95% of the delivery has been in urban areas.

No rural exception sites have come forward in recent years – the last delivered 12 units in 2015/16.

The vast majority of affordable housing (99%) has been delivered through 106 sites.

Aster stock located in Test Valley



Private Sector Housing: Disabled Facilities, Private Sector Renewal, Housing Standards and Licensing

The following tables and graphs reflect the performance of the Private Sector Housing Team over the last 3 financial years.

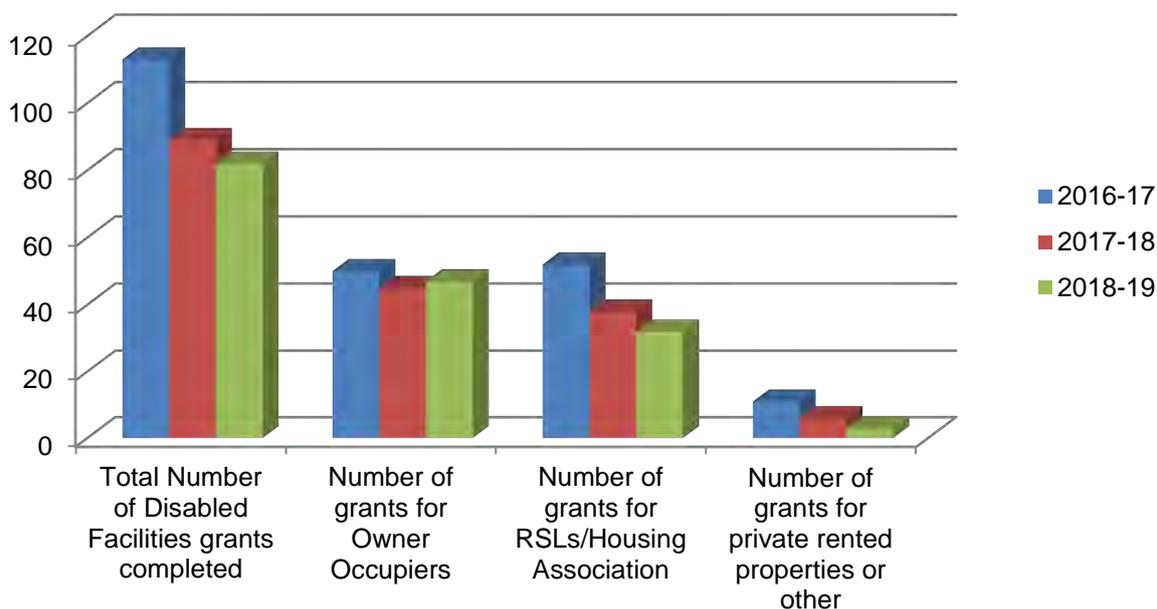
Disabled Facilities Grants (DFGs)

The table below provides detail about the administration of Disabled Facilities Grants in Test Valley. This is a statutory function that delivers huge benefits to the households supported. Adapting a property through a DFG can ensure that disabled people are able to remain in their own accommodation, preventing the need for rehousing (including homelessness support where accommodation may otherwise become unreasonable to remain in). Providing adaptations can increase a person's independence and make the risk of falls and injuries less likely, and therefore, reduces the impact on the NHS and Social Services.

Disabled Facilities Grants in Test Valley

	2016-2017	2017-18	2018-19
Total Number of Disabled Facilities grants completed	113	89	82
Number of grants for children	16	8	11
Number of grants for those of working age	28	33	29
Number of grants for those of pensionable age	69	48	42
Number of grants for £5000 or less	89	57	41
Number of grants for £5001-£15000	17	22	34
Number of grants for £15,001 to £30,000	7	10	7
Number of grants for Owner Occupiers	50	45	47
Number of grants for RSLs/Housing Association	52	38	32
Number of grants for private rented properties or other	11	6	3
Average number of working days between application receipt and approval	9	10	9
Average number of working days between approval and certified completion	74	76	68
Number of mandatory DFGs where applicant had to make a financial contribution following means test	12	21	17
Total value of applicants financial contributions following means test	£6,684.58	£28,765.84	£19,047.45
Total spend on home adaptations	£651,234	£557,990	£691,964

Disabled Facilities Grants Breakdown: 3 Financial Years



In 2015, the funding for DFGs was moved from (the then) DCLG (now the Ministry for Housing, Communities and Local Government) to the Department of Health via the Better Care Fund. The MHCLG continue to control the funding for DFGs and as part of the Better Care Fund, allocate it to each district council. MHCLG also retain responsibility for overseeing the funding to support district councils to meet their statutory obligations to provide DFGs.

From 2016, the Council received an increased budget when compared to the previous years. The Private Sector Housing Team is reviewing the Council's Private Sector Renewal Strategy, with a view to targeting this funding. The DFG support provided by the Council is both vital and statutory, and it is important that it is administered efficiently and effectively, and that all those entitled to DFGs are able to access this service. In light of reducing demand - in terms of the numbers of applications for DFGs - the future Housing Strategy will include actions to continue to monitor demand, whilst working with the County Council's Occupational Therapists to ensure that all those entitled to access DFG support are aware of this option in the local area.

Indeed, the Council works in partnership with Hampshire County Council Occupational Therapy professionals, and receives referrals from Occupational Therapists for people who are assessed as having needs that might be met through funded adaptations to enable them to carry out every day tasks.

In addition to DFGs, the BCF, in Test Valley, currently funds discretionary (non-statutory) Disabled Facilities Loans and has funded provision of Occupational Therapy services, to bolster local processes and support the affordable housing enabling and allocations functions to meet locally identified need, including the bespoke needs affecting specific households and individuals with disabilities.

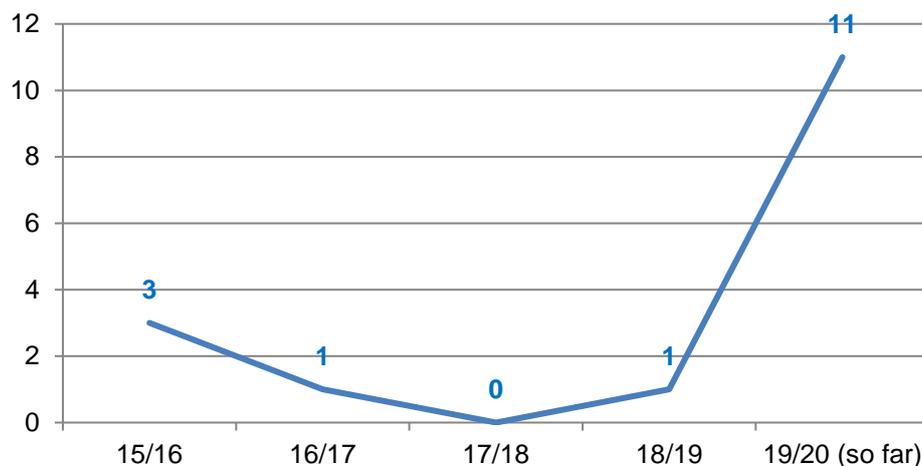
Disabled Facilities Loans are offered to owner occupiers who have been assessed for a DFG and either have a contribution to pay for the works, or there is a shortfall between the maximum grant and the cost of the works; or where works do not meet the mandatory criteria for a DFG, but are of benefit to the disabled person. These loans are interest free with no monthly payments and must be repaid when the property is sold or transferred ownership. They are only offered to those eligible persons on low incomes. A total of 13 DFLs have been completed with a total cost of £211,481.40. The maximum loan threshold the Council will offer is £15,000.

Houses in Multiple Occupation (HMOs):

Number of HMO Licences Issued

HMO Licences	
Year	Number issued
08/09	3
09/10	0
10/11	0
11/12	0
12/13	0
13/14	1
14/15	4
15/16	3
16/17	1
17/18	0
18/19	1
19/20 (so far)	11

HMO Licensing: 5 Year Annual Comparison



The Council operates the mandatory licensing scheme for Houses in Multiple Occupation (HMOs). From April 2006 until 30th September 2018, this required HMOs with 3 or more storeys and 5 or more occupants to be licensed. From 1st October 2018, this was extended to remove the 3 storey requirement, so any HMO with 5 or more occupants requires a licence. HMOs are defined in the Housing Act 2004. This relates, in simple terms, to properties that are occupied by 5 or more persons in 2 or more households that share one or more basic amenities (kitchen or bathroom facilities).

It is not possible to accurately predict how many properties in Test Valley may fall within the requirement for a mandatory licence, and the Council continues to work with the Private Rented Sector to identify and licence HMOs in the local area, including taking enforcement action where appropriate. This will continue to be a priority in the coming years as part of the Council's work to promote high standards in the Private Rented Sector.

Other Grants and Loans

The Council offer Home Improvement Grants and Loans to home owners who are on means tested benefits or low incomes and whose properties need repairs or maintenance. They can be used for works such as repairing a leaking roof, broken boilers, replacement windows or doors, or electrical works.

Home Improvement Grants are offered to those on very low incomes and Home Improvement Loans are offered to those on low incomes who do not qualify for a Home Improvement Grant.

In 2009-2011, the Council participated in the loan scheme run by the Partnership for Urban South Hampshire (PUSH) and a total of 16 loans were granted under that

scheme. These loans were provided to support disabled facility work or for essential home repairs.

The Council have not received any applications for Home Improvement Loans.

Home Improvement Grants		
Year	Number completed	Value
2010/11	11	36,463.95
2011/12	5	62,749
2012/13	6	10,969.26
2013/14	7	21,421.20
2014/15	9	31,483.65
2015/16	2	7,814
2016/17	6	16,842.17
2017/18	0	0
2018/19	2	5,998.01

Whilst the level of Home Improvement Grants issued relates to a relatively small number of households, and with varying cost of works in each case, this funding is significant in its impact for those households who benefit from the option to apply for a grant. Without the option to provide Home Improvement Grants, more residents would suffer the effects of ill health, and there would be impacts on wider public services in terms of health care, support and rehousing.

Enforcement Action

The Council takes a partnering approach to working with the Private Rented Sector and the regulatory role of the Private Sector Housing Team in ensuring housing standards is focused on education and support. Where necessary, however, the Council undertakes enforcement action. This is the exception rather than the norm and relates to landlords failing to meet the requirements of the Housing Act 2004, in the context of the Housing Health & Safety Rating System (or HHSRS).

Where housing conditions are identified to be such that significant hazards are present, the Council can progress to enforcement in order to protect the tenants.

Formal Enforcement Action Against Private Rented Sector Landlords Since 2015/16

Year	Notices served	Reason for action
2015/16	0	
2016/17	0	
2017/18	2	Improvement Notice Emergency Remedial Action
2018/19	0	

In general, Test Valley is fortunate, in that Private Rented Sector landlords in the area are largely compliant with the various requirements they must observe. The Private Sector Housing Team's partnering approach also directly contributes to improving housing conditions without recourse to enforcement. This approach offers better working relationships and often achieves improvement in a faster timescale, where improvements are required. The table above is testament to this approach and demonstrates that enforcement action was not necessary in the vast majority of cases.

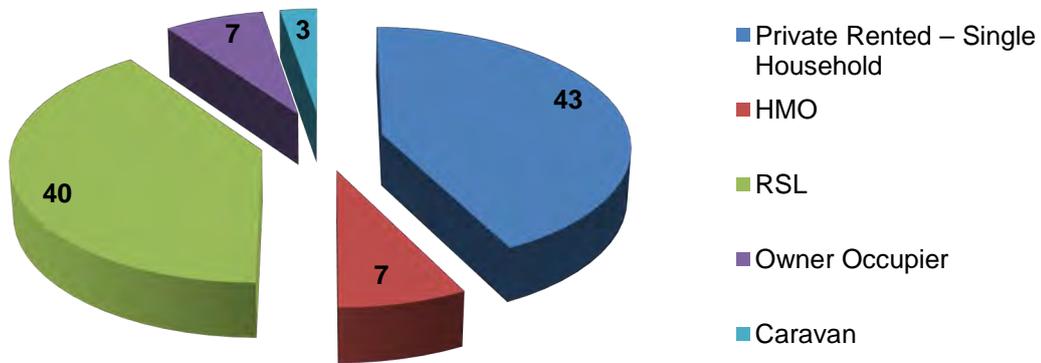
Formal enforcement action is also an option the Council can take where Registered Provider homes do not meet the requirements of the HHSRS. It has not, however, been necessary in the past 3 years for the Council to pursue formal enforcement action against Registered Providers on that basis.

Service Requests for Housing Conditions

Complaints Regarding Housing Conditions Since 2015/16

Service requests					
Year	Private Rented Single Household	HMO	RSL	Owner Occupier	Caravan
2015-16	40	1	49	10	2
2016-17	53	11	41	6	0
2017-18	44	7	33	6	5
2018-19	22	9	27	5	3

% of Service Requests for Housing Conditions



Number of Service Requests for Housing Conditions



Complaints about housing conditions tend to have a seasonal dimension, albeit not exclusively. The autumn and winter period generate higher numbers of complaints from local tenants associated with issues such as damp and mould. The Private Sector Housing Team investigate all such complaints, often providing advice to the tenant and/or the landlord to help to resolve the problems. Complaints only move into enforcement where it is necessary and it is apparent the landlord is wilfully non-compliant with reasonable requests to meet required standards.

Home Energy Conservation:

Improving the energy efficiency of residential homes has an important role to play in both supporting the reduction in carbon emissions and reducing the incidence of fuel poverty.

Test Valley has a relatively low fuel poverty rate in comparison to national figures, however, improving the energy efficiency of dwellings will reduce heating bills and therefore reduce fuel poverty. The government has set a target of improving the energy efficiency of houses to at least Band C on the Energy Performance Certificate (EPC) by 2030.

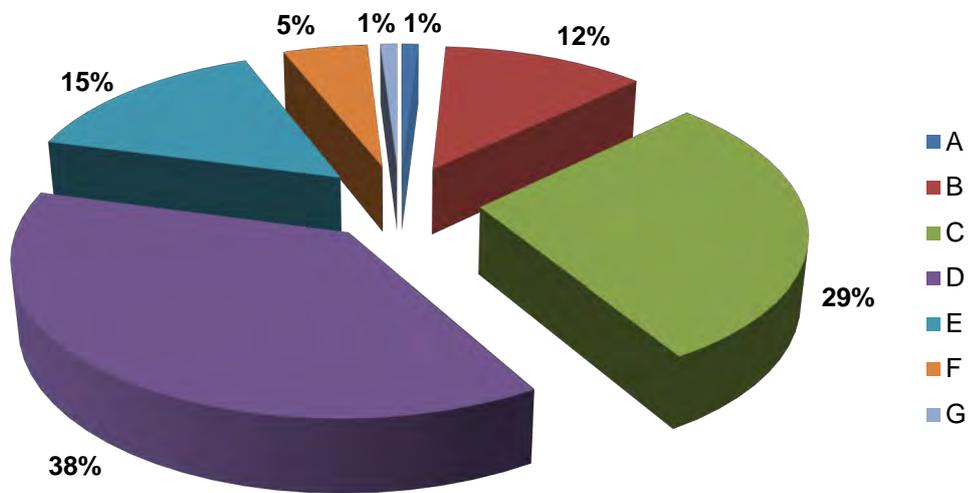
The EPC Register for Test Valley in 2019 lists 31,272 properties. Of these, only 41% currently meet the Band C target. Of the remaining properties that are under target, 88% are identifiable that could be improved to a higher band.

EPC Band	Number	Percentage
A	42	<1
B	3591	12
C	9179	29
D	11923	38
E	4588	15
F	1503	5
G	446	1
Total	31272	100

74

74 <https://epc.opendatacommunities.org/domestic/search> Accessed 18/10/19

Test Valley Homes by EPC Band: Percentage of All Homes



Improving the Energy Performance of these properties would contribute to improving the wellbeing of local residents and reducing incidences of fuel poverty. It is also relevant in light of the Council's recent Climate Emergency declaration. Whilst the declaration focuses on the Council's organisational contribution to carbon neutrality, it is also important that the Council supports local residents to access any available central government funding or other initiatives that may improve the energy efficiency of residential homes.

Preventing Homelessness and Rough Sleeping Strategy - Local Evidence Base

Triage

The Housing Service operates a Triage at both Beech Hurst in Andover and the Former Magistrates Court in Romsey, as a first point of contact for customers with housing issues.

It is the aim of the Council that, as far as practicably possible, people seeking assistance with a housing related problem are seen when they approach. This is not always possible during busy periods, yet the Council recognises it is good practice to see people when they are motivated to seek help.

The overall number of people seeking support and being seen by the Triage has increased, notably over the last 12 to 18 months.

Triage Service

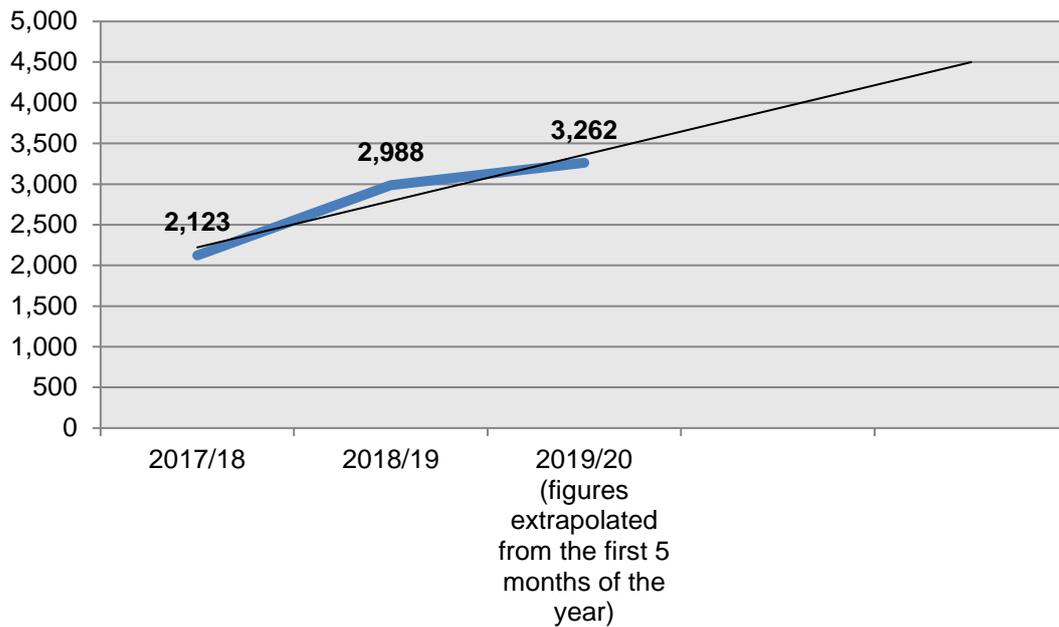
Triage Service	2017/18	2018/19	% Increase 2017/18 to 2018/19	2019/20 (up to and including August 2019)
Andover	1,715	2,389	39%	1,069
Romsey	408	599	47%	290
Total	2,123	2,988	41%	1,359

By extrapolating the data for 2019/20, we can predict, should the current trends continue, the likely level of further increased pressure on Triage. The table below sets out this scenario:

Triage Service	2017/18	2018/19	2019/20 (figures extrapolated from the first 5 months of the year)	Anticipated % Increase 2017/18 to 2019/20 (if the current trend continues)
Andover	1,715	2,389	2,566	50
Romsey	408	599	696	71
Total	2,123	2,988	3,262	54

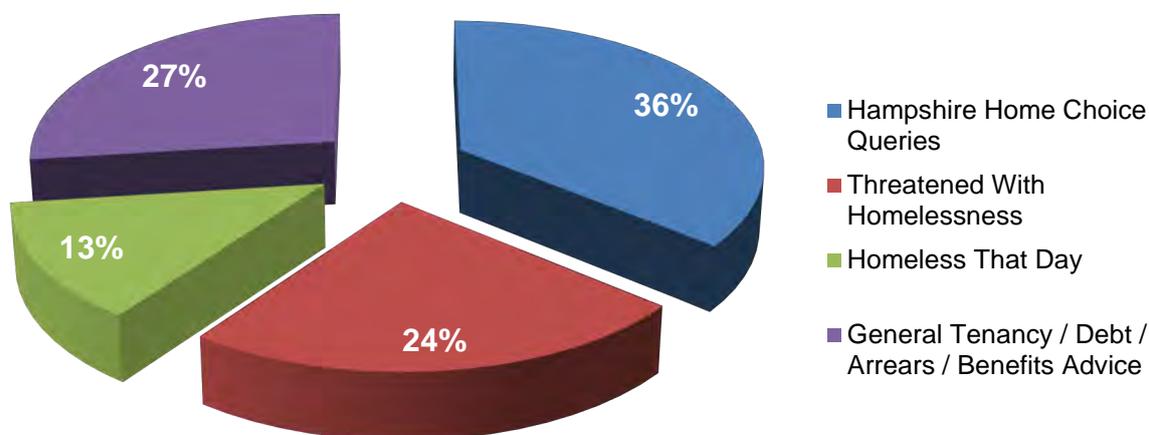
Using the extrapolated 2019/20 data, we can approximate a prediction for future demand, should the current trends continue:

Potential Trend: Triage Demand



Based on the current trajectory, demand for the Housing Triage could more than double during the life of the new housing related strategies, using 2017/18 as baseline data. The new Preventing Homelessness & Rough Sleeping Strategy will contain actions to review and monitor demand and to ensure the Council is delivering a responsive, effective and efficient service.

Customers present to the Housing Triage for a range of different reasons. Based on 2018/19 data, during the first year of the Homelessness Reduction Act 2017, these could be broken down into 4 key areas:



The Housing Triage deals with basic and process related queries quickly to free up officer time to deal with more in depth and complex matters appropriately.

The Prevention and Relief of Homelessness

Looking back at the Housing Services' activity prior to the introduction of the Homelessness Reduction Act 2017, between April 2015 and April 2018, Housing Options Officers:

- Investigated and determined 219 homelessness applications
- Accepted the main housing duty in 142 cases (equating to approximately 65% of applications resulting in a main duty acceptance).
- Prevented 1,086 households from becoming homelessness.

Homelessness, Housing Advice and Homeless Prevention figures Pre-April 2018:

Year	Homelessness Applications	Households Prevented From Becoming Homeless	Total	% of Caseload Targeting Prevention
2015/16	88	369	457	81%
2016/17	62	427	489	87%
2017/18	69	290	359	81%
Total	219	1,086	1,305	

Between 2015/16 and 2017/18, the Council maintained a strong focus on prevention activity, with an emphasis on early intervention. When comparing the number of homelessness applications with the number of homelessness preventions reported,

there is a clear weighting towards prevention work. This has enabled the Council to perform well against the demand pressures it has experienced, in the interests of preventing and relieving homelessness.

In April 2018, the majority of the Homelessness Reduction Act 2017 commenced, with the Duty to Refer following in October 2018. The new Act heralded a change in reporting and radically altered the local housing authority's duties. The Act placed a significantly greater emphasis on prevention, and put prevention work onto a legal footing with the introduction of a 56 day duty to prevent homelessness. Prior to this, government had encouraged local authorities to undertake prevention work following the introduction of the Homelessness Act 2002.

As a result of its historical approach, Test Valley was well placed to adapt to the new legislation.

Whilst the following section of the evidence base focuses on local data reflecting Test Valley's experience, the evidence base also considers the Council's performance under the new statutory framework in later sections, against a range of comparator data. This facilitates useful benchmarking against other Councils, the countywide picture, and national and regional trends.

Homelessness Reduction Act

As referenced above, the vast majority of sections of the new Homelessness Reduction Act were introduced in April 2018. Test Valley undertook a significant amount of preparatory work in advance, and during financial year 2018/19, delivered and evaluated a developmental pilot that introduced a new "strengths-based" focus to the Council's assessments, while actively seeking to engage the wider system in reforming the way it viewed, identified, addressed and tackled homelessness as a collective.

This section analyses our local data under the new statutory framework, which represented a huge departure from the previous homelessness legislation. Part 7 of the Housing Act 1996 was radically amended by the new Act, and new reporting requirements were introduced by the government.

The changes to the way the Ministry for Housing, Communities and Local Government collected data from local authorities on statutory homelessness was also a big change. This makes direct comparisons with homelessness activity in the years prior to April 2018 difficult. The new legislation introduced new duties including a 56 day duty to prevent homelessness and a 56 day duty to relieve homelessness. Further information about the changes to the statutory homelessness framework were included earlier in the introductory sections of the evidence base (and specifically in setting out the policy context for this review of evidence).

Homelessness Reduction Act Activities (April 2018 to 21 August 2019)

Applications	Number of Cases
Advice and Early Closure	393
Closed	130
Homelessness Prevented	299
Homelessness Relieved	157
Main Housing Duty accepted	6
Under Prevention	115
Under Relief	49
Triage	58
Ineligible	4
Total	1,211

The table above details the number of households where homelessness may have been an issue, and who had approached the Council triggering duties under the Homelessness Reduction Act.

In total, 1,211 households approached the Council between 1 April 2018 and 21 August 2019 for housing advice and initiated housing assessments. Of these, 523 (43%) received housing advice, resolved their own housing situation, or their cases were closed due to non contact or a change in their circumstances.

Of the remaining 688 cases, effective and proactive casework prevented 299 households from becoming homelessness, relieved 157 households from homelessness with an offer of alternative accommodation, and 6 households were owed the main housing duty.

226 households were under investigation under prevention and relief of homelessness duties at 21 August 2019.

Homelessness Reduction Act Activities - Summary of Household Types Triggering Homelessness Reduction Act Duties

Household type	Households
Single Adult	698
Male	434
Female	264
Single Parent with dependent children	359
Male	49
Female	310
Couples	154
Couple/two adults with dependent children	94
Couple/two adults without dependent children	60
Total	1,211

In total, 698 (57%) of households approaching the housing options team for assistance under the Homelessness Reduction Act were single adults.

This is consistent with the increase in the number of single people approaching the service through Triage, and furthermore reflects perceptions ‘on the ground’ that the new legislation may have resulted in a significant increase in single people approaching the service for assistance.

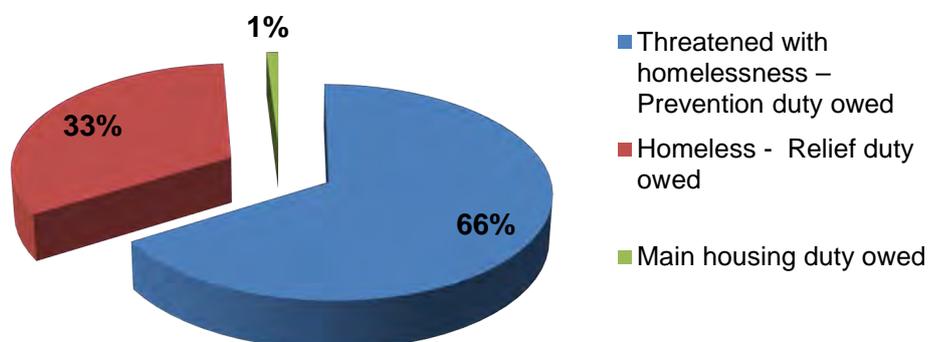
359 (30%) of households were single parents with dependent children and 154 (13%) were couples with dependent children.

Households Assessed and Owed a Duty

The table below provides data relating to those households (626) who approached the Housing Service with a homelessness issue, and whose application was assessed and a homelessness duty was owed (either the duty to prevent or relieve homelessness or the main homelessness duty).

	Total Number of Cases	% Of Total Cases
Threatened with homelessness – Prevention duty owed	414	66%
Homeless - Relief duty owed	206	33%
Main housing duty owed	6	1%
Total	626	

**% Of Total Cases: Homelessness Reduction Act
Activity (April 2018 to August 2019)**



As referenced earlier, the Council continues to focus its activity on preventing and relieving homelessness under the new legislative framework.

Work to prevent and relieve homelessness, in crude terms, accounted for 99% of activity during the period. The closest preceding comparator would be the Council's prevention reporting and level of homelessness applications under the old legislative framework. We have already demonstrated earlier in the evidence base that at that time, between 81% and 87% of activity was focused on preventing and relieving homelessness.

Under the new Act, the Council has arguably increased its emphasis on the prevention and relief of homelessness, with a keen focus on early intervention. This will inform aspects of the Council's future housing strategies.

Accommodation at the Time of Application for Households Owed a Duty

	Total Number of Cases	% of Total Cases
Private Rented Sector	160	26%
Living with family	142	23%
No fixed abode/sofa surfing	101	16%
Living with friends	56	14%
Social rented sector	89	11%
Rough Sleeping	10	9%
Others - tied,	68	2%
Total	626	

Over a quarter of all customers presenting during the period, and who triggered a duty under the new statutory homelessness framework (to prevent homelessness),

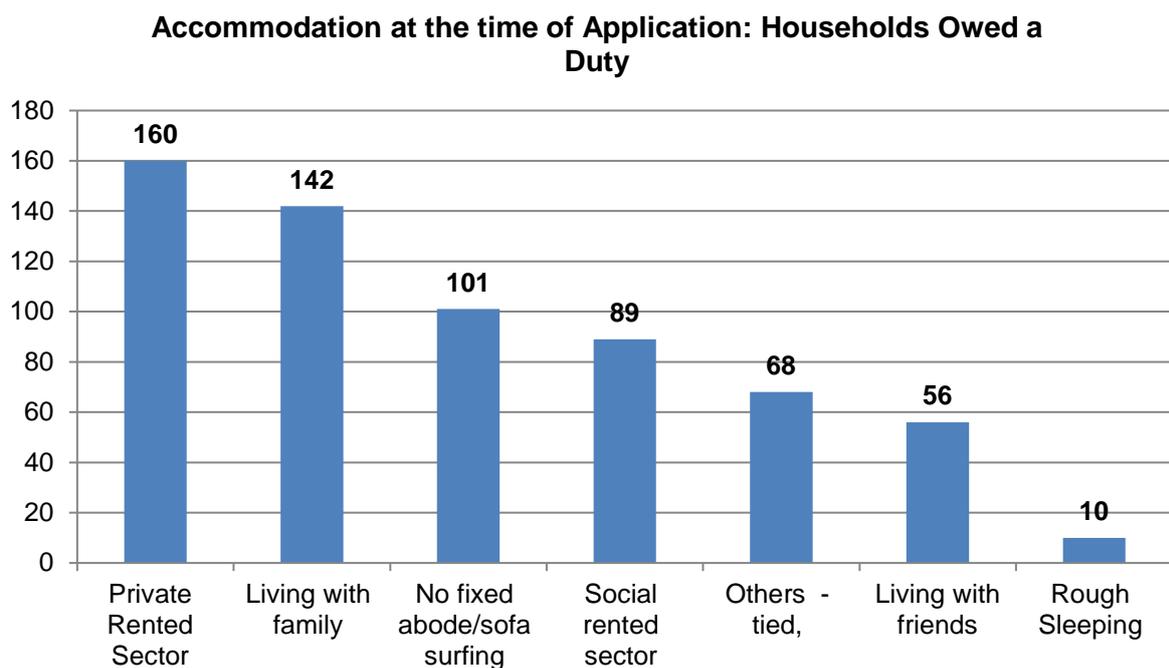
were living in the Private Rented Sector at the time they applied. This highlights the importance of the Private Rented Sector in not only meeting housing need, but in generating homelessness when tenancies come to an end.

People living with their family accounted for just under a quarter, demonstrating that concealed households and others who are unable to access market housing require support from the Council when they have to leave home.

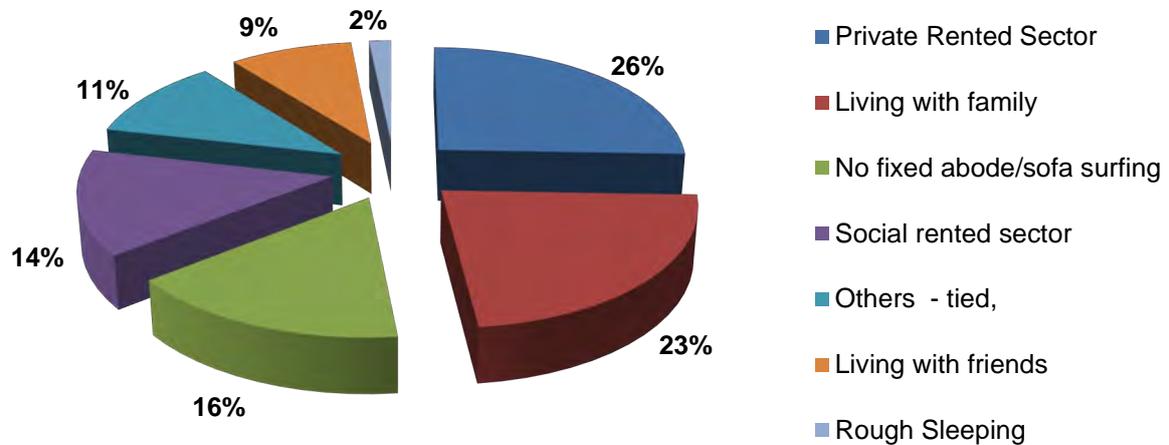
People stating they had no fixed abode accounted for 16% of caseload and the Housing Service has experienced a rise in the number of single people who are precariously housed.

The level of people applying from social rented sector tenancies is a further concern and a challenge that the Council is already picking up with Registered Provider partners. It is also highlighted later in the evidence base where Test Valley is benchmarked against comparator data.

The charts below illustrate the caseload split in the context of the accommodation people are in (or not in) at the time they trigger the Council's duty to prevent homelessness:



Accommodation at the time of Application: % of Total Cases



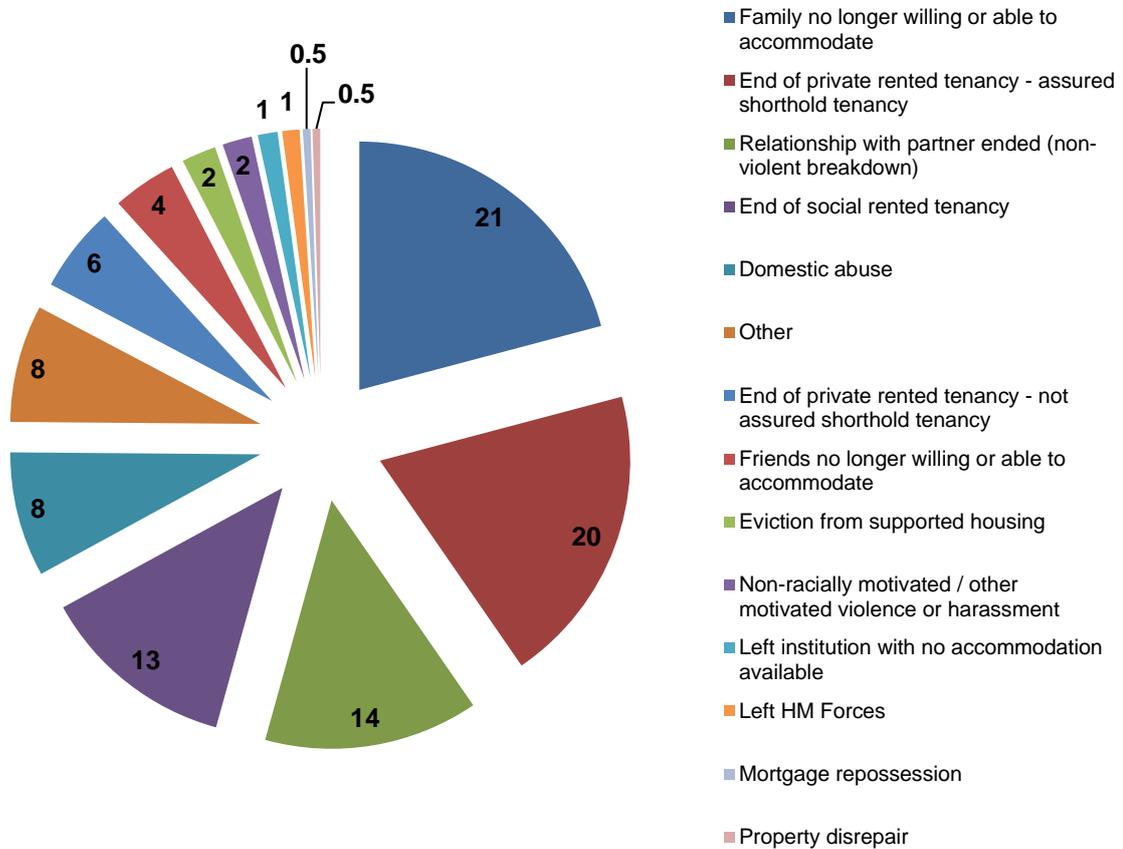
Whilst rough sleeping may only account for 2% of demand, this is the very sharpest end of homelessness and represents a situation in which people are incredibly vulnerable. Rough sleeping is a hugely complex issue and it requires a partnership response. The Council remains committed to preventing and tackling rough sleeping and takes the view that 1 person sleeping rough is too many. The new housing related strategies will continue the Council's ethos that no-one should have to sleep rough in Test Valley.

Reason for the Loss of Last Settled Home for Households Owed a Duty

Main Reason for Loss of Settled Home	Total Cases	% of Total Cases
Family no longer willing or able to accommodate	131	21
End of private rented tenancy - assured shorthold tenancy	123	20
Relationship with partner ended (non-violent breakdown)	87	14
End of social rented tenancy	80	13
Domestic abuse	51	8
Other	48	8
End of private rented tenancy - not assured shorthold tenancy	35	6
Friends no longer willing or able to accommodate	26	4
Eviction from supported housing	14	2
Non-racially motivated / other motivated violence or harassment	12	2
Left institution with no accommodation available	8	1
Left HM Forces	7	1
Mortgage repossession	2	0.5
Property disrepair	2	0.5
Total	626	

There is a similarity between the accommodation people are residing in at the time they trigger homelessness duties, and the reasons for their loss of last settled accommodation. The chart below breaks down the percentage split between the different reasons:

Main Reason for Loss of Settled Home: % of Total Cases



Family and friends evictions and relationship breakdowns, including domestic abuse, comprise a large proportion of the caseload. When combined, they represent the reason for loss of settled home for 47% of all households triggering homelessness duties in Test Valley.

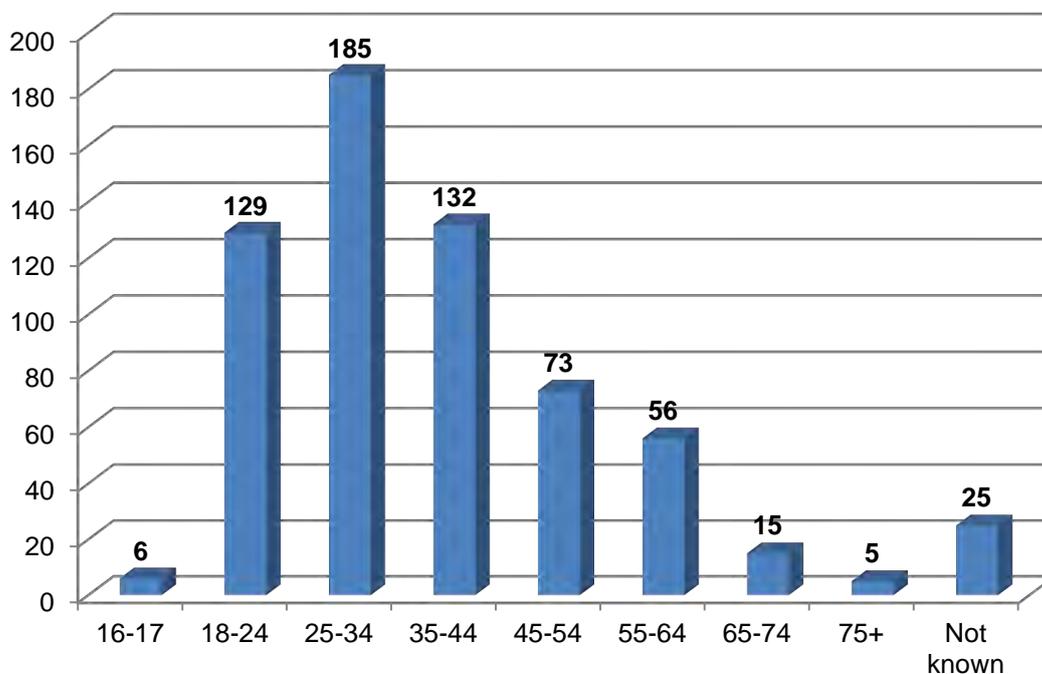
Being asked to leave the Private Rented Sector accounted for the second single largest reason people sought assistance, and represented 20% of the total caseload, while people residing in housing association homes represented 13%.

Age of Main Applicants Owed a Duty

Age range	Households	% of Total Households
16-17	6	1
18-24	129	21
25-34	185	30
35-44	132	21
45-54	73	12
55-64	56	9
65-74	15	2
75+	5	1
Not known	25	4
Total	626	

People aged between 18 and 44 accounted for 72% of households triggering homelessness duties. By and large it is younger people of working age who present to the Council for assistance as a result of being threatened with homelessness. It is likely that this is a symptom of a high cost housing market, where people require support from local services as they are struggling to either access, or sustain themselves in, the local housing market. The affordability challenges of accessing suitable housing in the local area have already been demonstrated in the evidence base.

Age Range of Households: Duty Owed



Support Needs of Households Owed a Duty

Of the 626 households owed a duty under the Homelessness Reduction Act, 306 did not have an identified support need. However, 320 households had a total of 784 support needs, with some households being assessed with multiple support needs.

The table below breaks down the assessed support needs of the households who were owed a duty. It helps to demonstrate some of the complexities involved in meeting the needs of people presenting for support. Indeed, the table indicates where there may be issues that bear no relation to housing, and where the true causes of 'housing related problems' were rooted in underlying, and often enduring issues, that housing alone could not hope to address solely by enabling the households to remain in their existing accommodation or by the provision of alternative bricks and mortar.

Support Need	Total
No support needs	306
History of mental health problems	161
Physical ill health and disability	85
At risk of/has experienced domestic abuse	53
Young person aged 18-25 years requiring support to manage independently	31
Alcohol dependency needs	28
Drug dependency needs	24
Offending history	18
History of repeat homelessness	15
Learning disability	10
Old age	9
History of rough sleeping	7
Care leaver aged 21+ years	6
Young parent requiring support to manage independently	6
Served in HM Forces	5
At risk of/has experienced abuse (non-domestic abuse)	5
Care leaver aged 18-20 years	5
Young person aged 16-17 years	4
At risk of/has experienced sexual abuse/exploitation	4
Access to education, employment or training	2
TOTAL	784

Some headlines from the table above include that, of those with an assessed support need:

- Poor mental health was a feature in 34% of cases.
- Physical ill health and disability was a feature in 18% of cases.
- Domestic abuse was a feature in 11% of cases.
- Drug and/or alcohol dependency were a feature in a further 11% of cases.
- Support needs associated with being young (including leaving care and being a young parent) were a feature of another 11% of cases.

Clearly there are a range of complex support needs, and the Council's Housing Services cannot hope to address them all. Partnership working and a joint sense of ownership of "homelessness" is vital to effectively preventing and relieving homelessness, including repeat homelessness and ensuring accommodation options are sustainable in the longer term for vulnerable households.

It is in this context that Test Valley has developed strengths-based assessments and an outward looking Housing Service that actively encourages the wider system to work in partnership, recognising that "housing problems" cannot necessarily be resolved through accommodation offers, but a more holistic response to specific support needs and vulnerability.

Ethnicity of Households Owed a Duty

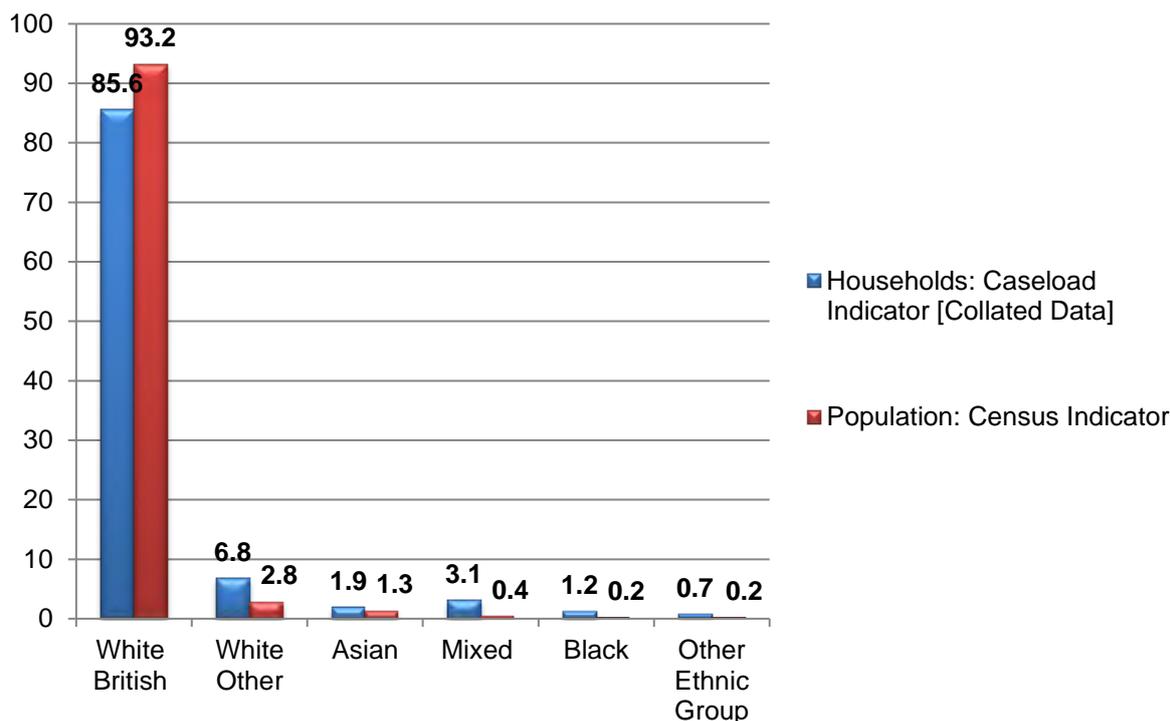
The table below details the ethnicity of the 1,211 households who approached the Council between April 2018 and August 2019 for housing advice and initiated housing assessments under the Homelessness Reduction Act:

Classification	Total Households
White British	1038
White Irish	10
Asian	4
Asian Any Other	4
Asian Bangladeshi	3
Asian Chinese	1
Asian British	4
Asian Indian	7
Black	4
Black African	23
Black British	9
Black Caribbean	1
Mixed W & B African	2
Mixed W & B Caribbean	4
Mixed parentage	
Other Ethnic Group	8
Preferred not to say	9
White Any Other	70
Any other mixed multiple ethnic background	8
Gypsy or Irish Traveller	2
Total	1211

Using the data above, it is possible to develop a crude analysis of representation within the Council’s homelessness statistics. The approach taken reflects that set out earlier in the review, with regard to Housing Register composition, and as before, the analysis of data below may only be considered indicative. Census data is significantly out of date, yet using the above information and combining it with Census data, does provide the best indication of the proportional nature of caseloads in the context of the ethnic composition of the borough.

Classification	Total Households	% of Households	Collation of BME Data to “best fit” Match Census Categories	Census BME Composition of the Borough	% Difference: Caseload versus Census 2011
White British	1038	85.6	85.6	93.2	-7.6
White Irish	10	0.8	6.8	2.8	4
White Any Other	70	5.9			
Gypsy or Irish Traveller	2	0.2			
Asian	4	0.3	1.9	1.3	0.6
Asian Any Other	4	0.3			
Asian Bangladeshi	3	0.2			
Asian Chinese	1	0.1			
Asian British	4	0.3			
Asian Indian	7	0.6	3.1	0.4	2.7
Black	4	0.3			
Black African	23	1.9			
Black British	9	0.7			
Black Caribbean	1	0.1			
Mixed W & B African	2	0.2	1.2	0.2	1
Mixed W & B Caribbean	4	0.3			
Mixed parentage		0.0			
Any other mixed multiple ethnic background	8	0.7	0.7	0.2	0.5
Other Ethnic Group	8	0.7			
Preferred not to say	9	0.7			
Total	1,212				

The chart below provides a visual representation of the comparison in the table above:



Whilst it is difficult to draw any definitive conclusions from the data, which has been manipulated in the same way as the analysis of Housing Register data earlier in the review, it may indicate that caseload data is largely representative with the potential exceptions that:

- The White British population may be under-represented in casework data.
- The White Other group may be over-represented in casework data.
- However – if we combine the categories for “White” in both the caseload data and Census, the position appears more representative, with just a 3% differential.
- The Asian, Mixed, Black and Other groups appear to be slightly over-represented in caseload data, however, the data is largely representative and it is not possible to form any strong conclusions.

The Council will continue to monitor BME groups within its Housing Service casework to ensure any identifiable anomalies, in terms of representation, can be explored. The service must be accessible to all regardless of background. The figures contained in the evidence base suggest that the current situation is broadly representative of the wider population composition. It is difficult to draw any more definitive conclusions due to the inherent inadequacies in the available data.

The Homelessness Prevention Duty

The Homelessness Reduction Act 2017 introduced a duty requiring local housing authorities to take action in the interests of preventing homelessness, extending the period a household is threatened with homelessness from 28 days to 56 days in law. The prevention duty applies to all customers regardless of local connection, priority need or intentional homelessness. This section looks at both those households owed

the prevention duty whose homelessness was prevented, and those whose cases were under investigation (under prevention) at August 2019.

Summary of Homelessness Prevention Activity - Main Reason for Loss of Home

This table relates to households who were under the prevention duty or whose homelessness was prevented and the main reason for the loss (or threat of loss) of their settled home.

Main reason for loss of settled home	Total Caseload	% of Total Caseload
End of private rented tenancy - assured shorthold tenancy	103	24.9
Family no longer willing or able to accommodate	81	19.6
End of social rented tenancy	66	15.9
Relationship with partner ended (non-violent breakdown)	54	13.0
Domestic abuse	32	7.7
Other	23	5.6
End of private rented tenancy - not assured shorthold tenancy	21	5.1
Friends no longer willing or able to accommodate	13	3.1
Left HM Forces	6	1.4
Non-racially motivated / other motivated violence or harassment	6	1.4
Eviction from supported housing	5	1.2
Left institution with no accommodation available	2	0.5
Mortgage repossession	1	0.2
Property disrepair	1	0.2
Total	414	

End of Private Rented Sector tenancies accounted for a quarter of all prevention duty cases, with a further 20% resulting from family no longer being willing or able to accommodate the household. End of social rented sector tenancy was the third highest reason for households triggering the prevention duty, representing nearly 16% of the total prevention duty caseload.

The Council will continue to review the main reasons people become threatened with homelessness to ensure it is developing the right responses to meet local needs. This includes working in partnership with other agencies, and across both Private Rented Sector and Social Rented Sector landlords to prevent and relieve homelessness.

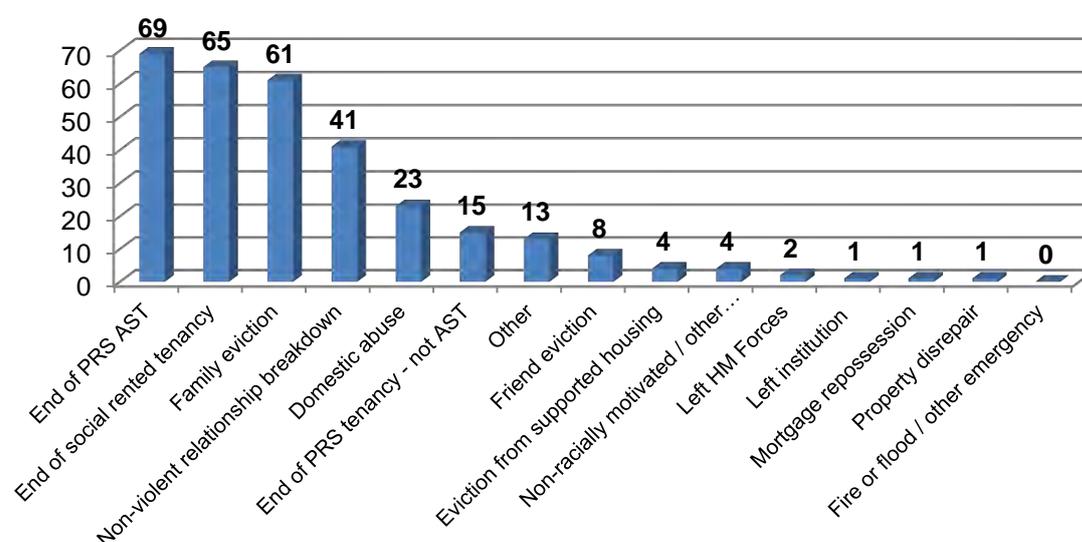
Ending the Prevention Duty

This section covers those households whose homelessness was prevented successfully and the prevention duty ended during (April 2018 to August 2019) and the main reasons why these households were threatened with homelessness.

Ending the Prevention Duty - Main reasons why households were threatened with homelessness:

Main reason for loss of settled home	Total Cases Where Prevention Duty Ended During the Period	% of Cases Where Prevention Duty Ended During the Period
End of private rented tenancy - assured shorthold tenancy	69	23
End of social rented tenancy	65	22
Family no longer willing or able to accommodate	61	20
Relationship with partner ended (non-violent breakdown)	41	14
Domestic abuse	23	8
End of private rented tenancy - not assured shorthold tenancy	15	5
Other	13	4
Friends no longer willing or able to accommodate	8	3
Eviction from supported housing	4	1
Non-racially motivated / other motivated violence or harassment	4	1
Left HM Forces	2	1
Left institution with no accommodation available	1	0
Mortgage repossession	1	0
Property disrepair	1	0
Fire or flood / other emergency	0	0
Total	299	

Main Reason for Loss of Last Settled Home: Total Cases Where Prevention Duty Ended During the Period



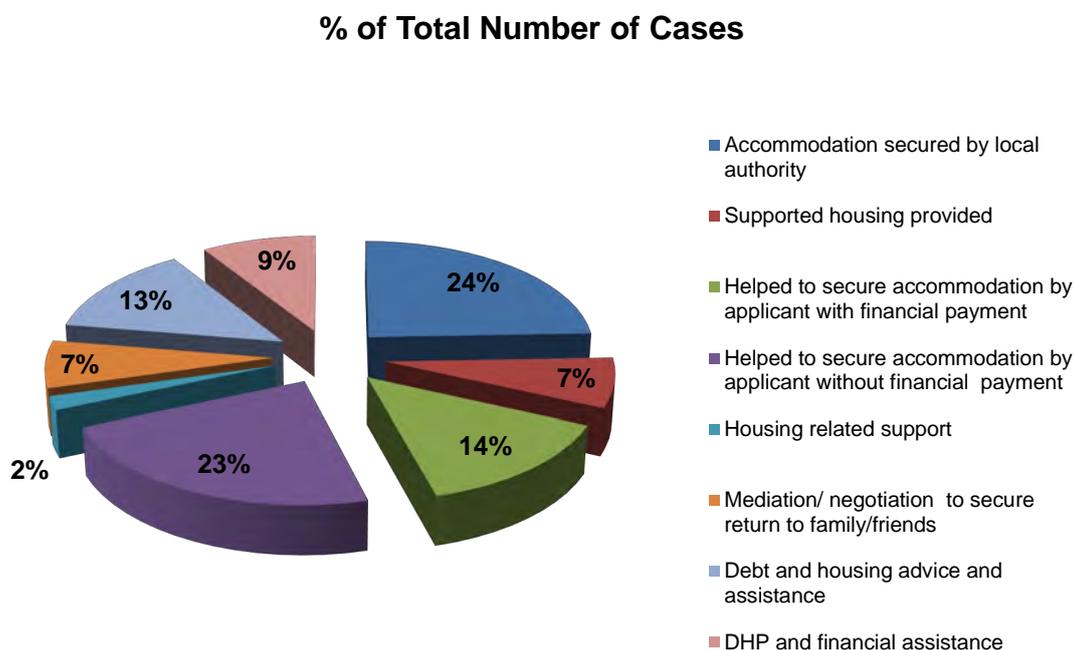
Whilst there is a diverse range of reasons why people are threatened with homelessness, 45% of cases where the prevention duty was successfully ended during the period related to the threat of homelessness resulting either from the end of Assured Shorthold Tenancies in the Private Rented Sector, or from the notices being served on housing association tenants.

Successful Interventions Resulting in the Prevention Duty Ending

Casework Intervention	Number of Cases	% of Total Number of Cases
Accommodation secured by local authority	73	25
Supported housing provided	22	7
Helped to secure accommodation by applicant with financial payment	42	14
Helped to secure accommodation by applicant without financial payment	68	23
Housing related support	6	2
Mediation/ negotiation to secure return to family/friends	21	7
Debt and housing advice and assistance	40	13
DHP and financial assistance	27	9
Total	299	

In total, between April 2018 and August 2019, 299 households were supported by casework intervention that resulted in the Council ending the duty to prevent homelessness as the presenting situations had been resolved either through alternative accommodation being secured or through measures that enabled the household to stay in their current accommodation.

The breakdown of casework interventions has been further illustrated in the chart below:



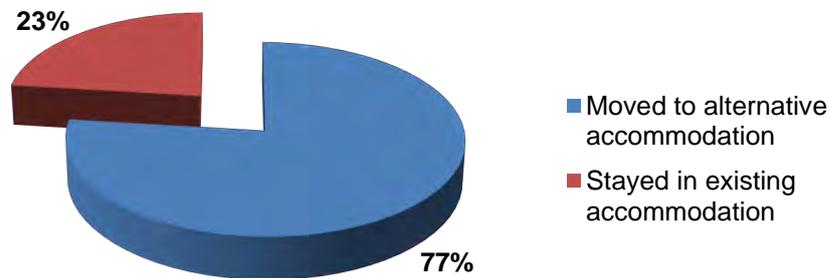
The Council's role is instrumental in securing accommodation for customers at risk of homelessness, either through our partnerships with local housing associations or through our work with the Private Rented Sector. Additionally, the local social inclusion partnership is a vital resource providing appropriate supported housing for people who may otherwise find themselves homeless.

The Council may have been less successful under the prevention duty – in comparative terms - in its efforts to keep people in their existing homes. In many cases, however, sustaining existing accommodation is not appropriate or it is simply not possible. Nevertheless, the future Preventing Homelessness & Rough Sleeping Strategy will explore actions that may contribute to increasing the proportion of households that are enabled to remain in their existing accommodation, wherever it is safe, suitable, and practical for them to do so.

Accommodation Outcome Ending the Prevention Duty

The Council can prevent homelessness by proactive casework interventions that will enable households to stay in their existing accommodation or by securing alternative accommodation.

Moved to alternative accommodation	230
Stayed in existing accommodation	69

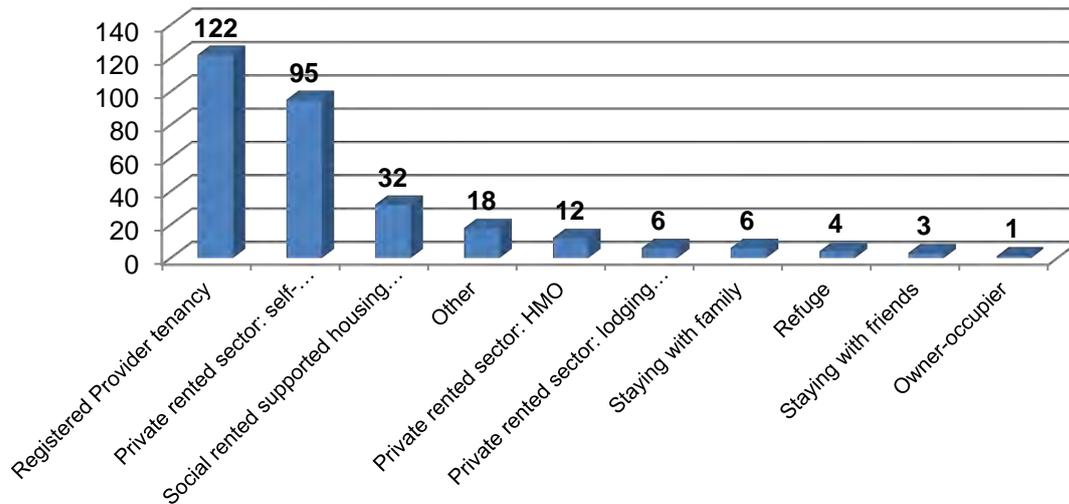


In terms of outcomes, the majority of successful casework interventions resulted in the households being moved to alternative accommodation. The future Preventing Homelessness & Rough Sleeping Strategy will include actions designed to ensure that people are only required to move where absolutely necessary, with the first point of customer contact being focused on identifiable options and interventions that are suitable and appropriate, and which may be necessary to enable the household to remain in their existing accommodation.

Ending the Prevention Duty: Accommodation Outcomes for Households Assisted to Move to Alternative Accommodation

Accommodation outcome following Prevention Duty	Total Cases	% of Total Cases
Registered Provider tenancy	122	41
Private rented sector: self-contained	95	32
Social rented supported housing or hostel	32	11
Other	18	6
Private rented sector: HMO	12	4
Private rented sector: lodging (not with family or friends)	6	2
Staying with family	6	2
Refuge	4	1
Staying with friends	3	1
Owner-occupier	1	0
Total	299	

Accommodation Outcomes: End of Prevention Duty



The primary accommodation solutions sourced for people who were threatened with homelessness were in either the social rented or private rented sectors. It is also apparent that the majority of successful outcomes related to people being moved to alternative accommodation. Furthermore, the majority of households who were threatened with homelessness in the first place, had been served notice in either the social or private rented sectors. There is an identifiable issue associated with the movement within the rented sectors that is suggested when considering these figures in the round. On balance, it seems appropriate to consider actions for a new Preventing Homelessness & Rough Sleeping Strategy that will address this, and with the aim to reduce this potential churn within the rented sector.

The Council will also target work specifically with Registered Provider partners to reduce the number of households who are threatened with homelessness in the area as a result of being served notice to quit rented social housing.

This is explored further in the comparative benchmarking data later in the evidence base.

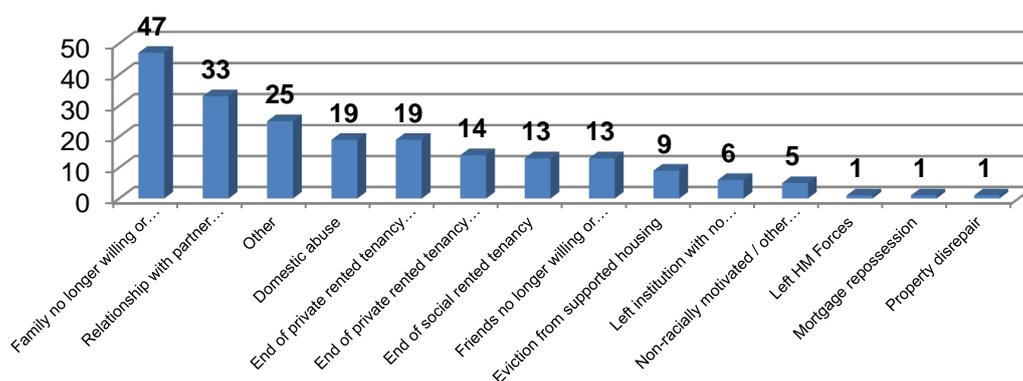
The Duty to Relieve Homelessness

The Homelessness Reduction Act 2017 introduced a new duty requiring local housing authorities to take action to relieve homelessness for people already experiencing homelessness, so that the local authority must support people for 56 days by securing accommodation or helping them to secure accommodation.

Summary of Relief Activity - Main Reason for Loss of Home

Main reason for loss of settled home	Total Cases	% of Total Cases
Family no longer willing or able to accommodate	47	23
Relationship with partner ended (non-violent breakdown)	33	16
Other	25	12
Domestic abuse	19	9
End of private rented tenancy - assured shorthold tenancy	19	9
End of private rented tenancy - not assured shorthold tenancy	14	7
End of social rented tenancy	13	6
Friends no longer willing or able to accommodate	13	6
Eviction from supported housing	9	4
Left institution with no accommodation available	6	3
Non-racially motivated / other motivated violence or harassment	5	2
Left HM Forces	1	0
Mortgage repossession	1	0
Property disrepair	1	0
Total	206	

Main Reason for Loss of Last Settled Home: Total Cases Triggering Relief Duty



Family eviction and relationship breakdown accounted for 39% of all cases requiring support under the duty to relieve homelessness.

The data also demonstrates a high level of reporting reason “other”, which is something that the Council will actively seek to reduce to ensure, wherever possible, meaningful reasons are being recorded.

Domestic abuse was a factor in 9% of cases and reflects that people facing violent situations are homeless at the point of presentation. It is vital that services are geared to support customers fleeing domestic abuse and the Council works in close partnership with other agencies, including the local Crisis Centre, to ensure that people at risk of violence in their home do not have to return and are adequately supported to leave violent partners.

End of Private Rented Sector tenancies, and end of rented social tenancies, accounted for 16% and 6% of the relief duty caseload. This is concerning, and indicates there may be more that the Council can do to work proactively with landlords in the borough to prevent homelessness occurring when tenancies end. This will be a feature of future housing related strategies.

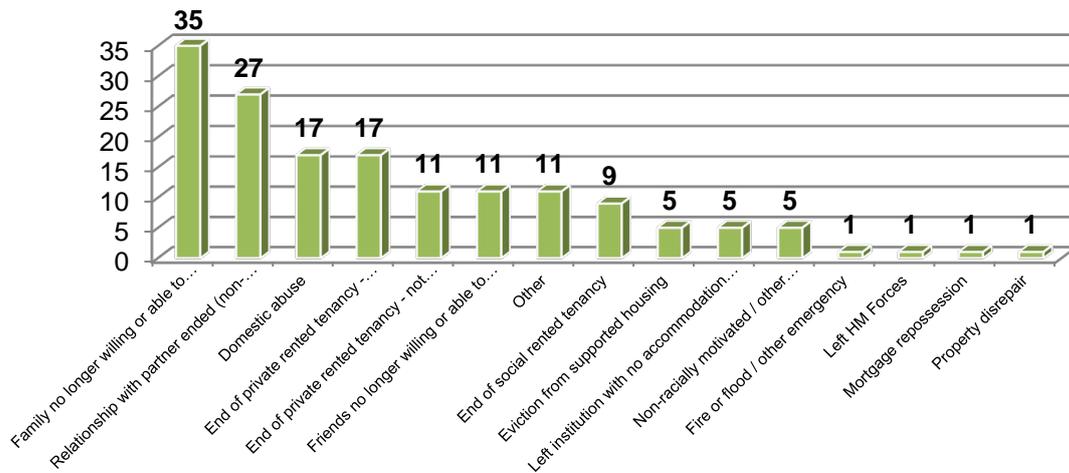
Similarly, it is a concern that there were 6 instances where people were homeless and triggered the duty to relieve homelessness, as a result of leaving an institution, and 1 instance where leaving the army resulted in homelessness. These situations should be preventable and the Council will work with its partners to try and reduce - and end - instances where people become homeless in these circumstances.

The Council will work with voluntary and statutory partners in the interests of reducing homelessness resulting from all main causes.

Ending the Relief Duty: Main Reason for Loss of a Settled Home for Households Where Homelessness Was Relieved

Main reason for loss of settled home	Total Cases Supported into Accommodation Under the Relief Duty	% of Total Cases Supported into Accommodation Under the Relief Duty
Family no longer willing or able to accommodate	35	22
Relationship with partner ended (non-violent breakdown)	27	17
Domestic abuse	17	11
End of private rented tenancy - assured shorthold tenancy	17	11
End of private rented tenancy - not assured shorthold tenancy	11	7
Friends no longer willing or able to accommodate	11	7
Other	11	7
End of social rented tenancy	9	6
Eviction from supported housing	5	3
Left institution with no accommodation available	5	3
Non-racially motivated / other motivated violence or harassment	5	3
Fire or flood / other emergency	1	1
Left HM Forces	1	1
Mortgage repossession	1	1
Property disrepair	1	1
Total	157	

Main Reason for Loss of Last Settled Home: Total Cases Supported into Accommodation Under the Relief Duty

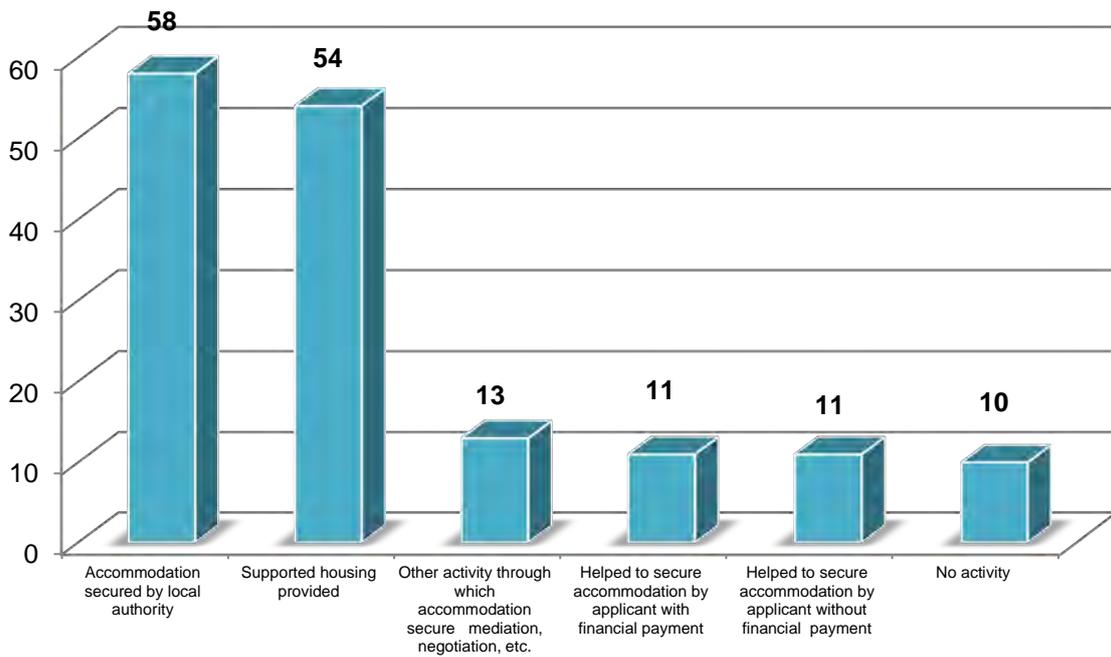


The Council will work with voluntary and statutory partners in the interests of reducing homelessness resulting from all main causes.

Ending the Relief Duty: Successful Interventions Resulting in the End of the Relief Duty

Accommodation Secured:	Total Cases	% of Total Cases
Accommodation secured by local authority	58	37
Supported housing provided	54	34
Other activity through which accommodation secure mediation, negotiation, etc.	13	8
Helped to secure accommodation by applicant with financial payment	11	7
Helped to secure accommodation by applicant without financial payment	11	7
No activity	10	6
Total	157	

Accommodation Secured to End Relief Duty: Total Cases



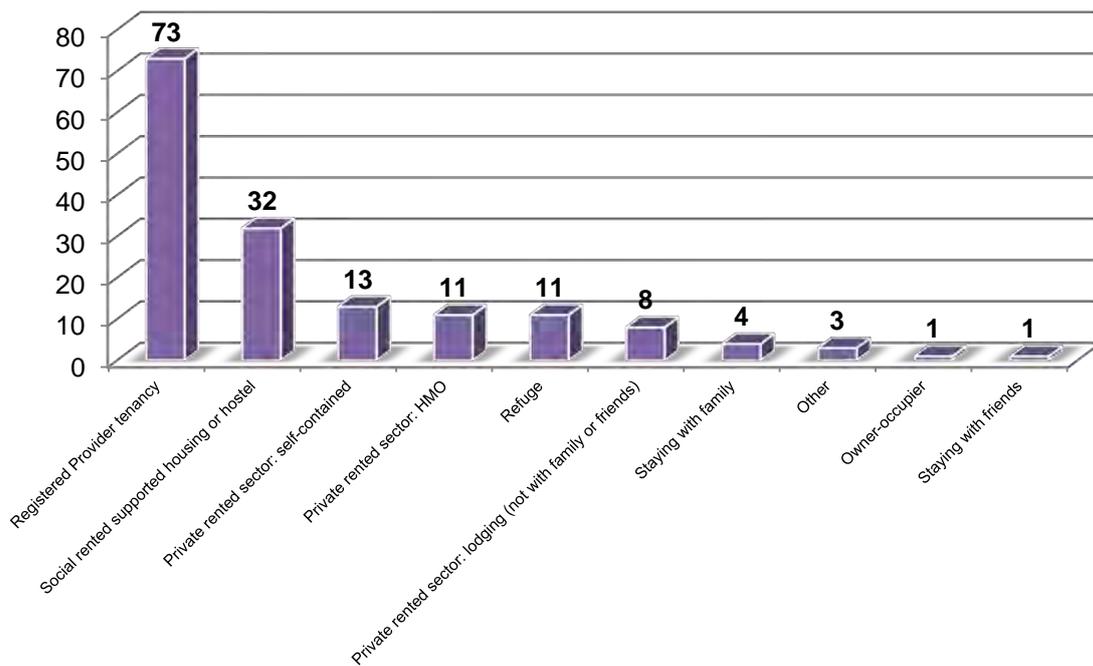
The Council has played an instrumental role in securing accommodation for households who were homeless under the duty to relieve homelessness, in addition to local housing associations, private rented sector landlords, and supported accommodation providers.

Ending the Relief Duty: Accommodation Outcomes

This section deals with accommodation outcomes for households where homelessness was relieved. The Housing Options team secured the following accommodation outcomes for households threatened with homeless under the relief duty:

Accommodation outcome following Relief Duty	Total Cases	% of Total Cases
Registered Provider tenancy	73	46
Social rented supported housing or hostel	32	20
Private rented sector: self-contained	13	8
Private rented sector: HMO	11	7
Refuge	11	7
Private rented sector: lodging (not with family or friends)	8	5
Staying with family	4	3
Other	3	2
Owner-occupier	1	1
Staying with friends	1	1
Total	157	

Accommodation Outcome: Total Cases For Whom Duty to Relieve Homelessness Ended With Accommodation Offer



The majority of households supported into accommodation to end the duty to relieve homelessness were assisted into rented social housing. This equated to 46% of accommodation outcomes. A further 20% of accommodation outcomes for this group were secured in supported housing.

Access to Private Rented Sector accommodation, either self-contained or in shared houses, or through private lodging arrangements, accounted for 20% of the accommodation outcomes for this group.

Closed Cases

The number of cases where either the duty to prevent or the duty to relieve homelessness had been triggered, and those cases were subsequently closed down for other reasons, are included below:

Prevention Cases:

Reasons	Number
Contact lost	50
56 days or more expired and no further contact	5
No longer eligible	1
Application withdrawn	1
Total	57

Relief Cases:

Reasons	Number
Contact lost	52
Application withdrawn	4
Local Connection referral	2
Total	58

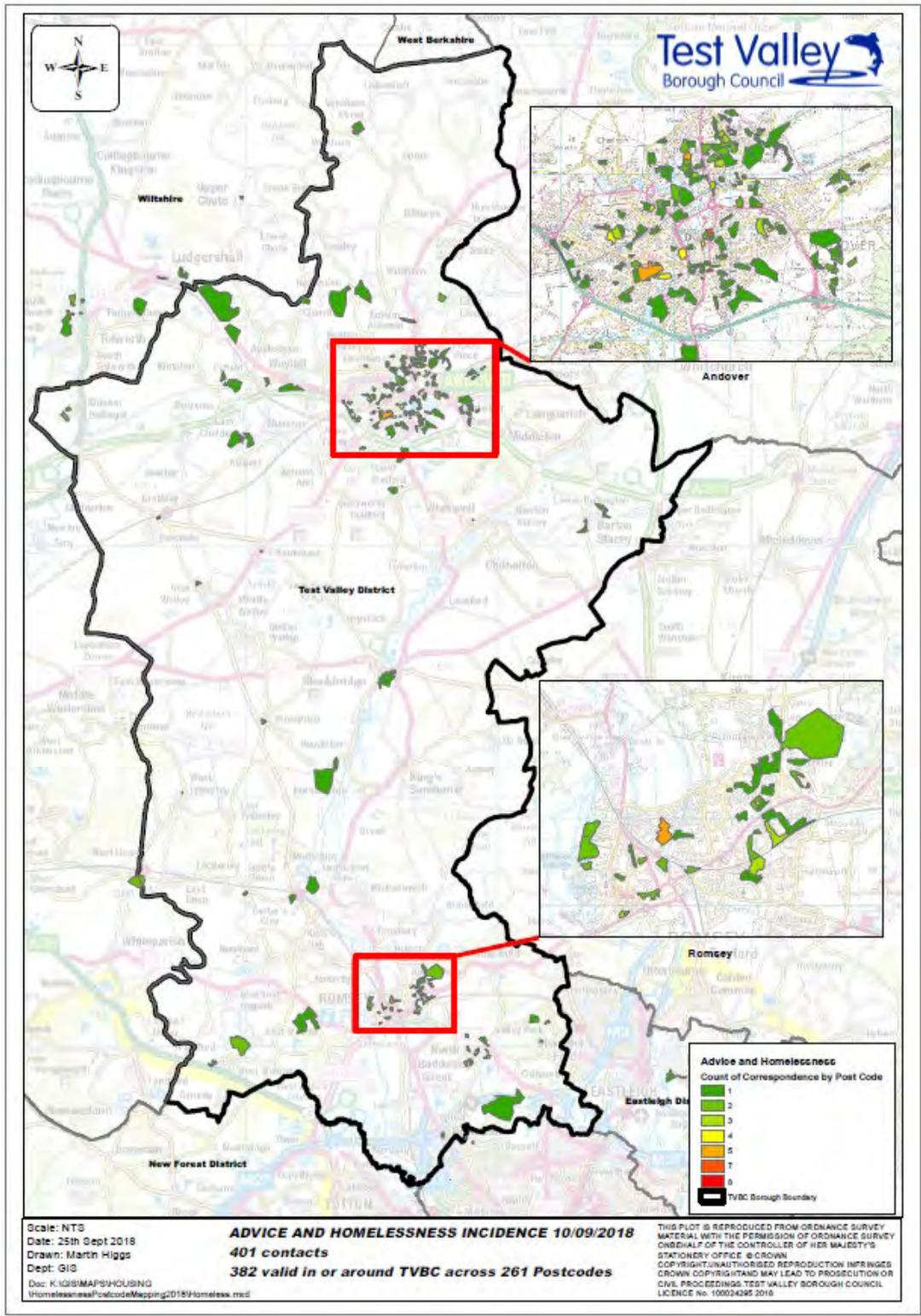
Contact was lost with households in 102 cases between April 2018 and August 2019, which represented the primary reason why cases were closed down. The Council encourages all customers it is supporting with regard to homelessness and related issues to maintain contact and to advise the Council of any changes in their circumstances. Regrettably, this does not always happen and it is therefore not possible to record a more useful outcome against those cases.

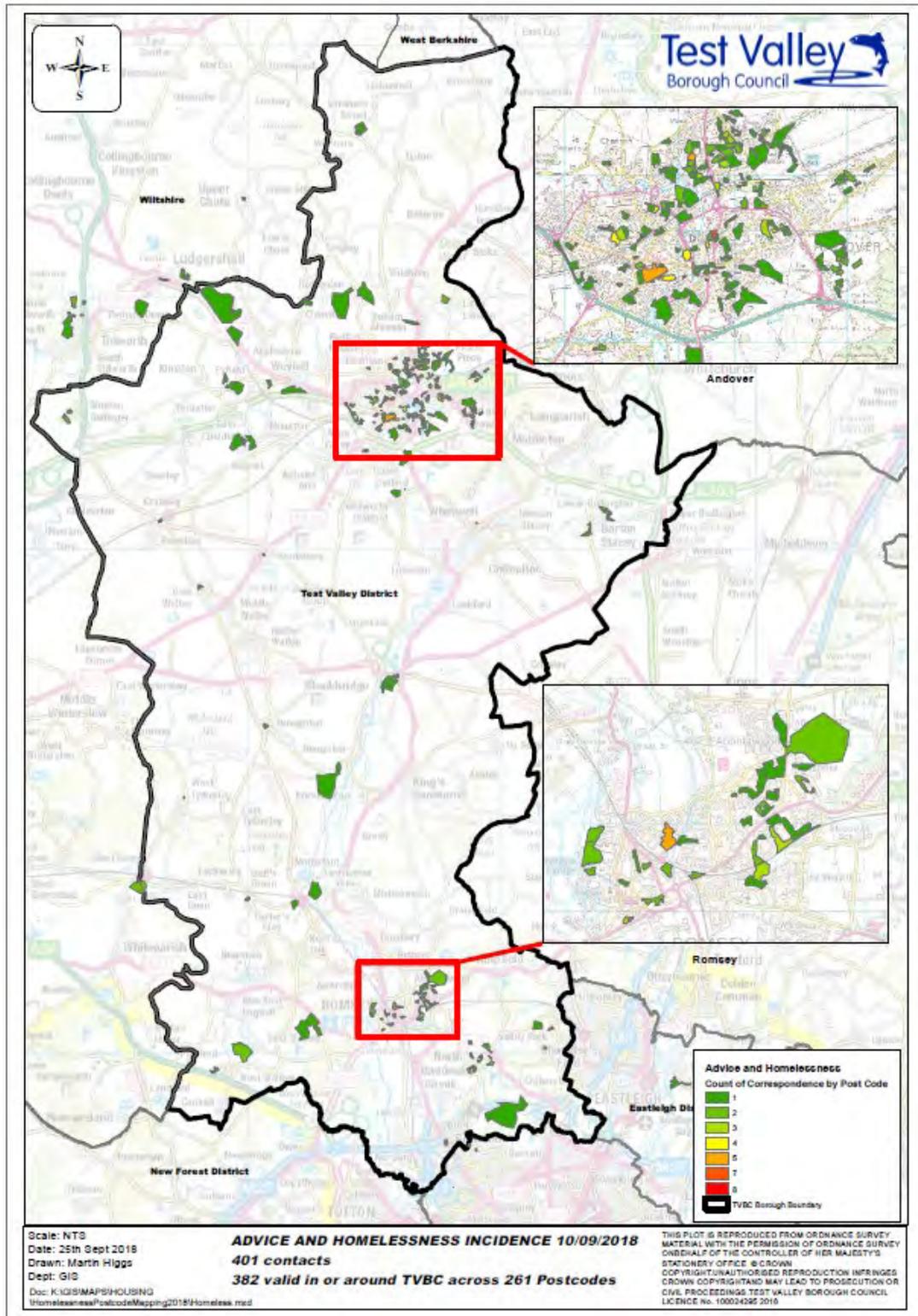
In a negligible number of instances, we can see that customers choose to withdraw their applications (often because they had resolved their situations themselves), the prevention duty expired (and neither the Council nor the customer had been able to successfully resolve their situation), the case was referred to another local authority where the customer had a local connection, or the customer ceased to be eligible as a result of immigration restrictions.

Location of Households Supported by the Housing Service

Since April 2018, the Council's Housing Service has been involved in place based activity. This has involved taking the service 'on the road' to where people may be most likely to access it. In part, this work has been informed by locations where people are most likely to seek support, and/or by locations where the Council knows people may be sleeping rough or where people in housing need may congregate. The Council's future housing related strategies will continue this approach, reaching out to partner agencies to deliver multi-agency "pop-up hubs" to promote the support that is available across a range of agencies.

Taking the data from Housing Services' casework, and from the Housing Register, and mapping this across the borough, demonstrates that there are hotspots in the borough that generate the most demand. The following maps demonstrate where households are living at the time they seek assistance, or where they are living whilst registered on the Council's Housing Register:





It is not surprising that the borough's main population centres drive the highest levels of demand. It is also true that the areas of highest deprivation in the borough have a correspondingly high level of demand for housing related support from the Council. Additionally, there are pockets of demand in other parts of the borough, including

more rural locations, where the local housing markets are most expensive and available housing options are limited.

Future housing related strategies will continue to support a place based ethos and the Council will continue to work with partners in the interests of developing a predictive indices where different indicators can be mapped out and local hotspots identified and targeted with positive and proactive support.

Temporary/Alternative Accommodation Portfolio

The Council plays a proactive role in securing alternative accommodation for people who may otherwise be homeless or where they are experiencing homelessness. The accommodation that is offered to prevent or relieve homelessness can be categorised in 2 different ways, accommodation offered;

- under a **statutory duty** to accommodate the households, and
- to **prevent and relieve homelessness** (other than under a legal accommodation duty)

Statutory Duty to Accommodate

The Council has a duty to provide temporary accommodation for households who are homeless, eligible, in priority need, and who are not homeless intentionally. In situations where the Council is satisfied that a household meets these criteria, it will be under the “main duty” to house them in temporary accommodation until more settled accommodation can be secured to end the “main duty”. This can be either in the private rented sector (through a compulsory accommodation offer known as a Private Rented Sector Offer) or with a local housing association (known as a compulsory Part 6 offer). In either case, where someone does not believe the accommodation they have been offered is suitable, they can request a review of the Council’s decision to end its duty with that accommodation offer.

In cases where the Council has reason to believe the person may be homeless, eligible, and in priority need, it is under a duty to provide temporary “interim” accommodation while it undertakes investigations to satisfy itself what duties may be owed, if any, in the longer term. In establishing the suitability of temporary “interim” accommodation, the Council can take into account the temporary nature of the accommodation that is being offered. The offer of temporary “interim” accommodation can be refused by the household it is offered to, but the Council may determine that it has discharged its duty to offer interim temporary accommodation to them.

The introduction of the Homelessness Reduction Act in April 2018 included new 56 day duties to prevent and to relieve homelessness. This was a radical change to statutory homelessness provisions, however, the temporary accommodation duties described above, remain despite those changes. The “interim” duty described applies for qualifying households whilst the Council works with them to “relieve homelessness”, whilst the “main duty” temporary accommodation only applies where all efforts to “relieve homelessness” have been unsuccessful and the Council establishes an ongoing responsibility to secure settled accommodation for the household.

Accommodation to Prevent and/or Relieve Homelessness

In addition to the temporary accommodation duties set out in homelessness legislation, the Council also makes use of different types of accommodation to prevent homelessness. This is not accommodation that is offered under a legal duty to provide temporary accommodation; rather it may simply support the Council to meet the needs of households who may otherwise be at risk of homelessness.

The Council makes use of a range of accommodation types to assist in meeting its duties to both prevent and relieve homelessness, including to provide temporary accommodation.

The Council will call on a range of alternative accommodation including rented accommodation in the private rented sector, accommodation owned and managed by Registered Providers on temporary lets, and in more permanent stock, along with supported housing in the local area. Supported housing options include local refuge provision, direct access emergency accommodation, and temporary accommodation for families offered by the Council in partnership with Aster Housing. Where necessary, the Council may use bed and breakfast accommodation but it constantly strives to ensure this is only as a last resort in all cases.

Where accommodation is secured and it is considered to be suitable for the households, and it is reasonable to expect that it will be available for at least six months, the Council may discharge its duty to prevent homelessness, relieve homelessness, or to provide either “interim” or “main duty” temporary accommodation, depending at what stage in the homelessness assessment process the household is. When settled accommodation is secured prior to an applicant becoming homeless, or while they remain subject to the duty to relieve homelessness, the Council’s duty will cease and the households will not progress to the “main duty”.

The table below details the Council’s alternative accommodation portfolio.

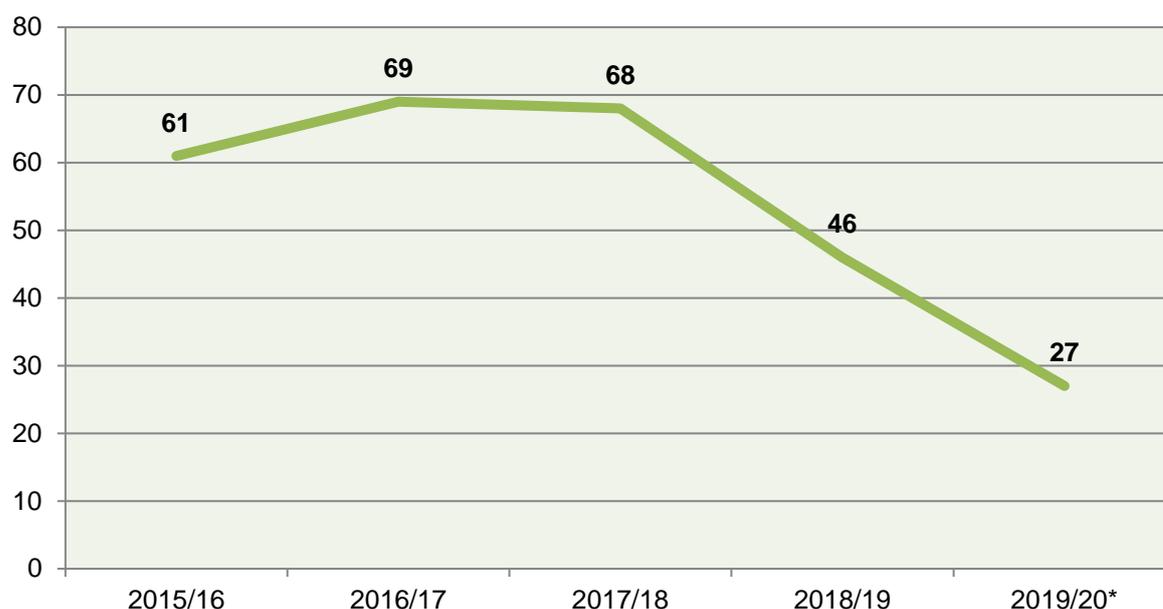
	Type of accommodation (and options for placement)	Number of Units
The Family Hostel, Junction Road	Interim/main duty	12
Dene Court – emergency beds	Interim/emergency/main duty	6
Andover Crisis and Support Centre & move –on units	Alternative /Interim/emergency	23
Registered Provider housing portfolio and accommodation provided on Assured Shorthold Tenancy terms	Alternative	174
Dene Court - Stage 1 and Prospect Court	Alternative/main duty	23
Supported Housing	Alternative/main duty	
• Single People (Bridge House, Stubbs Court, Turin Court).		18
• Young People (River House /Sarum House)		26
• Mental Health (Salisbury Road/ Launcelot Close)		9
• Eastfield Lodge – Young mothers		8
Total		299

Number of Households in Temporary Accommodation Who Were Owed the Main Housing Duty under Part 7 of the Housing Act 1996 Before Commencement of the Homelessness Reduction Act (Legacy Cases):

Year	Number of households owed the 'main housing duty' in temporary accommodation (snapshot at year end)	Increase/reduction in the number of households in temporary accommodation on previous year
2015/16	61	
2016/17	69	+13%
2017/18	68	-1%
2018/19	46	-32%
2019/20*	27	-41%

**2019/20 figure relates to a snapshot at August 2019.*

Number of Households Owed the 'Main Housing Duty' in Temporary Accommodation (Snapshot at Year End)



*2019/20 figure relates to a snapshot at August 2019.

The Council has successfully reduced the use of temporary accommodation under the main housing duty since the introduction of the Homelessness Reduction Act.

Length of Time in Temporary Accommodation

Type	Approx. average time (months) in temporary accommodation
Junction Road, Family Hostel	8 months
Dene Court – Stage 1 accommodation	6-12 months
Supported Housing Stage 1 & Stage 2	6 -24 months
Temporary accommodation owed the main housing duty	24-28 months
Registered Provider housing portfolio and accommodation provided on Assured Shorthold Tenancy terms	24-28 months

The Council has recognised that whilst it performs well in securing alternative accommodation for households who are homeless or threatened with homelessness, it needs to improve its performance in relation to assisting these households to move on into more settled housing options (where they are in temporary accommodation and particularly temporary accommodation provided under the main housing duty), including moving into accommodation in the Private Rented Sector where it is available and suitable for those households to move to.

The Council will begin to more actively exercise the power to end the main housing duty with compulsory offers of Private Rented Sector accommodation to reduce pressure on existing accommodation options for people at risk of homelessness or experiencing homelessness. The Council has a Private Rented Sector Offer Policy and will ensure that all housing officers are trained to ensure we actively advise, discuss and implement this wherever it may be appropriate to do so to ensure throughput in temporary accommodation.

This approach will complement the existing support being offered through the Housing Register – however - it will also contribute to breaking the link between being threatened with homelessness or experiencing homelessness and securing a Part 6 offer. The evidence base has demonstrated that there is currently an over-reliance on the Housing Register to meet homelessness demand, and the Council must more proactively use all available options at its disposal to end homelessness duties moving forward.

The Council has agreed to invest in its own in-house Resettlement Service to be introduced in 2019/20, and this will work flexibly between Andover and Romsey offices, with a specific remit to support the Council to deliver on Personal Housing Plans and work with families and single households in alternative accommodation provided by the Council. The Resettlement Service role will be to assist people to manage tenancies, to sustain accommodation, and/or to move-on to more settled housing solutions. This will form a key plank in the future Preventing Homelessness & Rough Sleeping Strategy.

Bed and Breakfast

The cost of Bed and Breakfast Accommodation

Bed and breakfast forms part of the Council’s suite of options when seeking to actively prevent rough sleeping in the area, and where all other options within the single homelessness pathway locally cannot be accessed (usually due to demand and lack of vacancies).

	2015-16	2016-17	2017-18	2018-19	Total
Households placed in B&B	486	32	31	60	609
Gross Cost of B&B	£805,395	£29,170	£44,073	£111,293	£989,931
Net cost of B&B*	£195,768	-£299	£14,743	£27,302	£237,514

**The net bed and breakfast cost includes contributions from households placed in bed and breakfast, housing benefit and the central government subsidy.*

The total cost of bed and breakfast is significant, however, the Council recovers a large proportion of that cost (approximately 76%) through a central government rebate and client charges. Nevertheless, maintaining a low level of the use of bed and breakfast remains a priority.

The Council can consider meeting its commitment to ensure that no-one leaves the Council's offices to sleep rough without first being made an offer of some form of emergency accommodation with short term bed and breakfast placements. These are often accommodation offers made to people who are not owed any accommodation duty under the provisions of homelessness legislation, because they would not fulfil the criteria for 'priority need'.

Whilst this position does increase costs in the provision of accommodation, particularly in the context of the provision of bed and breakfast for people who are not owed any homelessness accommodation duty, the longer term and wider savings to the public purse that are avoided as a result, and that are otherwise associated with rough sleeping, mean that securing short term bed and breakfast placements makes financial sense. The Council also takes the view that no-one should have to sleep rough and endorses the national commitment to end rough sleeping. Preventing and relieving rough sleeping will remain a high priority for the Council's future Preventing Homelessness & Rough Sleeping Strategy.

Use of Bed and Breakfast

	2015/16	2016/17	2017/18	2018/19	2019/20 to date	Total
Households placed in B&B	12	32	31	60	28	163

Bed and breakfast can occasionally be used to assist households that are owed statutory homelessness accommodation duties. In some cases, households with children or where family members are pregnant have been placed into bed and breakfast and this has happened on 23 occasions in the past 12 months. 6 of these families resided in bed and breakfast accommodation for longer than 6 weeks before moving on to more suitable accommodation.

Since the implementation of the Homelessness Reduction Act in April 2018, 88 households have been placed in bed and breakfast accommodation. Of which, 31 (35%) were single households. In 2017/18, single households accounted for 16% (5) of households placed in bed and breakfast.

This type of accommodation is not considered suitable for households with dependent children or where a household member is pregnant. The Homelessness (Suitability of Accommodation) (England) Order 2003 sets out that bed and breakfast is only to be used for households with dependent children or a pregnant household member in an emergency, and then for not longer than a period of 6 weeks. The

Council aims to minimise the use of bed and breakfast for this group, whilst seeking to ensure we are absolutely minimising temporary accommodation placements that put local residents out of area (and all of the upheaval that can cause). Reducing the use of bed and breakfast will form part of the future priorities in the Council's housing related strategies.

Rent Deposit Loan Scheme/Bonds

Rent Deposit Loan Scheme

One of the key prevention tools for reducing homelessness and avoiding the use of bed and breakfast is the Rent Deposit Loan Scheme (RDLS). The table below details the number of households assisted by the RDLS, the cost to the Council of loans provided to applicants under the scheme and income received from applicants.

Use and cost of the Rent Deposit Loan Scheme

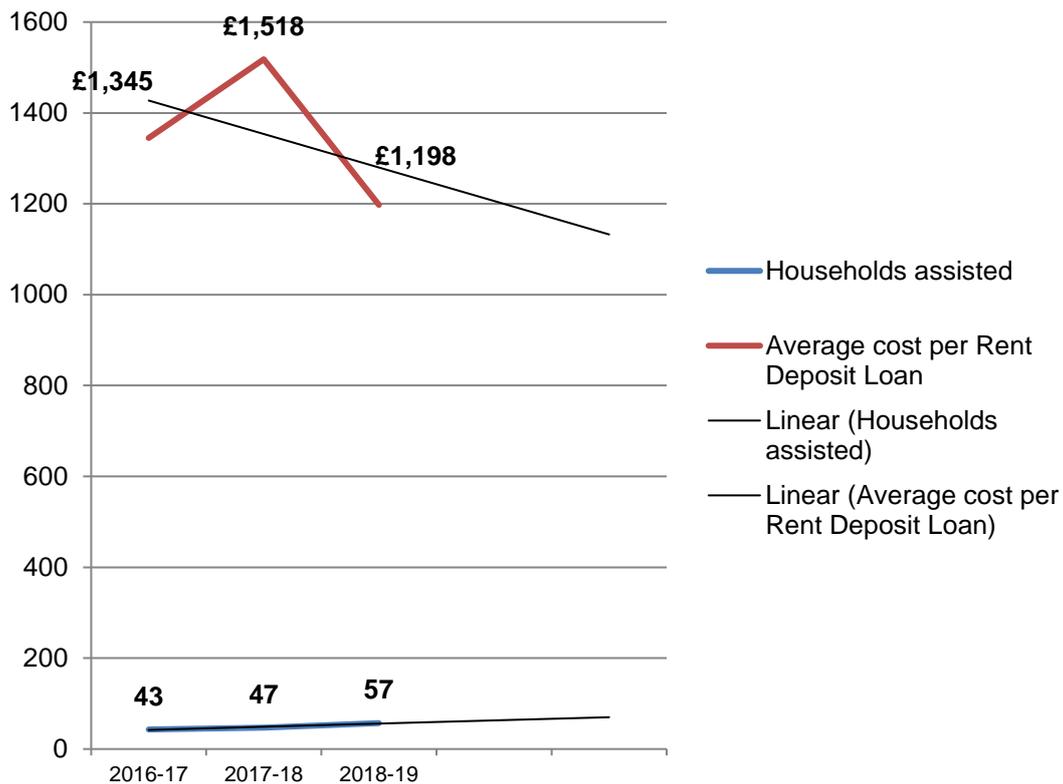
	2003-2016	2016-17	2017-18	2018-19	Total
Households assisted	1,171	43	47	57	1,318
Loans Provided**	1,279,360	57,835	71,348	68,265	1,476,808
Income/loans recovered	1,022,308	57,835	70,228	70,861	1,221,232
Net cost of RDLS	257,052	£0	1,120	-£2,596	255,576

***includes monies recovered against previous years debts*

The net cost of the RDLS scheme since 2003 to 2019 is £255,576. This is an average cost of £194 per loan compared with £390 per household in bed and breakfast. The RDLS provides good quality accommodation on assured shorthold tenancies of at least 6 months, in an area applicants choose to live in.

During the period 2003–2016 the RDLS recovery rate was 80%. The Council has recovered the equivalent of 83% of RDLS loans provided since 2003.

The average cost per rent deposit loan and the number of households assisted for each of the past 3 financial years is set out in the graph below along with linear forecast lines:



The graph demonstrates a positive increasing trend in people helped through the scheme and this is the result of a considerable amount of work by the Housing Service to support both landlords and tenants. The graph also demonstrates the fluctuations in average levels of Rent Deposit Loans and this is an unpredictable factor in the work of the Housing Service. The level of average loans reflects the size and type of accommodation being secured to meet the needs of different household types, and remains a challenging indicator to predict as it is entirely demand led. Basic housing market factors such as increases or decreases in market rents do not necessarily reflect the trends in the level of outlay the Council makes on a case by case basis in any given year.

The Rent Deposit Scheme is in the process of being revamped and with a view that, as part of the Council's wider Private Rented Sector Access Project work, the Housing Service aims to reduce the level of cash deposits funded in future, and move towards an increasing level of cashless bonds to indemnify landlords. This will form part of a new offer of increased support and following on from consultation work undertaken with the Private Rented Sector over the last 18 months.

Accessing the Private Rented Sector remains a vital part of the Council's strategic response to preventing and relieving homelessness and will form a fundamental aspect of the Council's future strategic aims around homelessness activity.

Discretionary Housing Payments

The Council makes use of its Discretionary Housing Payment (DHP) budget to prevent homelessness. There are four main uses for DHP in Test Valley, and the table below indicates the number of awards in each area.

Use of DHP

Purpose of DHP	Number of Awards in 2018/19
To help with short term rental costs while claimant secures and moves to alternative accommodation	34
To help with short term rental costs while the claimant seek employment	6
To help with on-going rental costs for disabled person in adapted accommodation	0
To help with on-going rental costs for any other reason	212
Total	252

Overall expenditure and data on the number of households assisted is set out below:

Year	Allocation	Amount Spent	No of customers assisted
2015/16	£127,431	£95,840	190
2016/17	£150,378	£150,368	223
2017/18	£210,577 plus additional £35,000 from Council reserves	£237,377	201
2018/19	191,883	240,956	187
Total	715,269	724,541	801

The average DHP claim payment was £905 per household.

There is a significant range in the level of claims and the Council has identified that there are some high level claims resulting from housing association tenants who are in considerable amounts of rent arrears. This is an area the Council is working on with its housing association partners and will form part of the future housing strategies.

DHP and Welfare Reform

A breakdown of the DHP Award Statistics for 2018/19 is set out below. DHP funding for 2018/19 has been increased by £25,000.

Impact of Welfare Reforms	Number of Awards	Value of Awards
Benefit Cap	36	33,053
Social Sector Size Criteria	62	41,031
Local Housing Allowance restriction	33	31,197
Other - Not Impacted by Reforms	121	141,402
Total	252	246,683

43% of DHP claims in 2018/19 resulted from households affected by welfare reforms, with the majority (57%) claiming DHP as a result of a range of other factors.

For some households, DHP may be awarded more than once in a year. They are generally awarded for a period of 13 weeks at a time, and so the total figure of 252 claims represents multiple awards in some cases.

Overall, 187 households received DHP during 2018/19. This, along with the fact that some households required more than 1 award, is a clear indication of demand and that people are facing financial hardship in the area. In each case, there is a potential risk of homelessness. The Housing Service works with the Council's Revenues Service, and wider partners, to support households at risk.

Rough Sleeping

The Council undertakes autumn rough sleeping estimates in accordance with national guidance, and the resulting figure is submitted to the government each year. The official estimates represent a snapshot on a given night. Test Valley and the other Hampshire districts coordinate their official snapshots so that they happen on the same night each year. This is in the interests of preventing double counting.

National guidance provides for local authorities to either undertake an estimate or a count. In Test Valley, and in light of the large and predominantly rural geography of the area, the Council and its partners recognise that people who sleep rough are not always visible and that an agreed estimate is an appropriate way to establish an accurate snapshot.

Rough sleepers might bed down in parks, woodlands, or in locations that are inaccessible or potentially unsafe to enter. Sometimes people prefer to sleep rough in hidden sites to reduce their vulnerability to assault.

To establish the local estimate for Test Valley, the Council brings together partners to identify who was sleeping out on the chosen night and uses a range of information to determine a figure. This includes using intelligence from statutory and voluntary sector agencies.

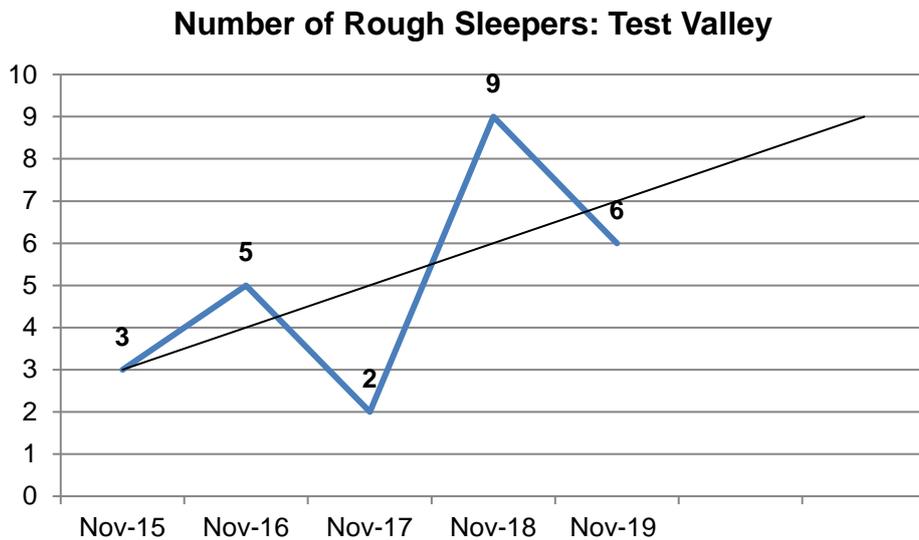
Test Valley's estimates are not guesses – far from it – the process is evidence based and considers intelligence from a range of sources. The Council and its partners work together to establish a figure that includes all people who fall within the definition of rough sleeping, even if they were not seen on the night in question.

The organisation responsible for publishing the national guidance on official rough sleeping figures is the charity, Homeless Link. Homeless Link are a national membership charity, and receive funding from the Ministry for Housing, Communities & Local Government to provide support to the voluntary sector and local authorities. The rough sleeping estimate toolkit published by Homeless Link can be downloaded here:

<https://www.homeless.org.uk/our-work/resources/counts-and-estimates-evaluating-extent-of-rough-sleeping>

The table and graph below set out the annual snapshot for Test Valley in recent years (including the latterly inserted figure for autumn 2019):

Year	Number of rough sleepers
Nov 2015	3
Nov 2016	5
Nov 2017	2
Nov 2018	9
Nov 2019	6



We can see from the table that the level of rough sleeping fluctuates, and whilst this is true of the annual estimated snapshot, it is also very often true of any given night. The overall linear trend forecast is that rough sleeping has been, and will continue to, increase. It is the Council's mission to ensure this is not the case and the new strategies will focus on this including measures to ensure the level does not increase.

Tackling rough sleeping remains a priority for Test Valley and it is considered in further detail later in the homelessness benchmarking section of the evidence base. This includes comparing Test Valley data with that of other local authorities, the county, region and national picture, and reviewing forecast trends across those comparators.

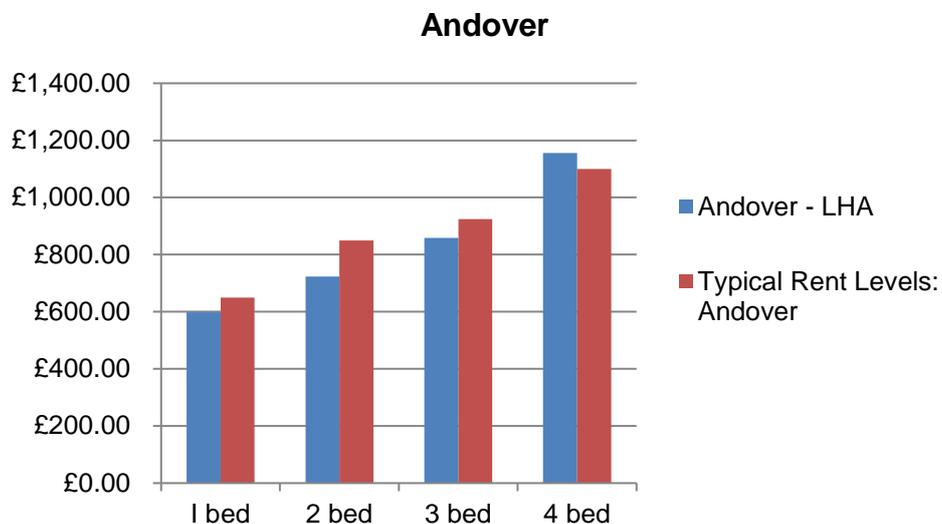
Rough sleeping is a highly complex issue and one that can only be resolved in partnership. No single agency can tackle it successfully working on their own. The future Preventing Homelessness & Rough Sleeping Strategy will contain actions setting out how the Council will work in partnership to prevent and relieve rough sleeping in the future. This will be aligned to the government's Rough Sleeping Strategy.

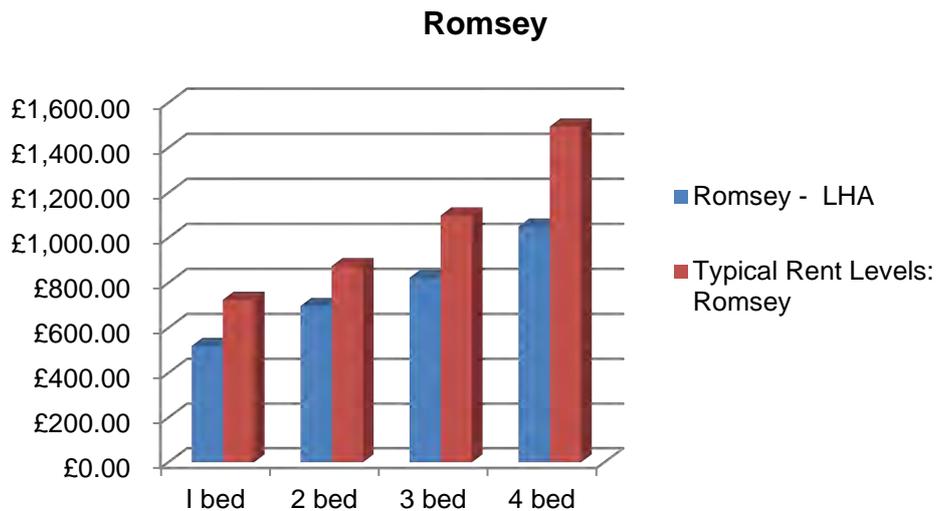
Local Housing Markets, Local Housing Allowance and Accessing the Private Rented Sector

Monthly rates	1 bed	2 bed	3 bed	4 bed
Andover - LHA	£598.17	£722.97	£858.22	£1,155.48
Typical rent levels	£650	£850	£925	£1,100
Romsey - LHA	£520.13	£697.97	£823.42	£1,050.40
Typical rent levels	£725	£875	£1,100	£1,495

The table above demonstrates a disconnect between the Local Housing Allowance levels and the amount of rent that is typically charged in the market for different sized units of private rented sector accommodation.

The graphs below use the same data to illustrate clearly where there are identifiable disconnects between the level of Local Housing Allowance and the typical levels of rent in each of the main population centres:





The table and graphs above demonstrate the affordability challenges for people on low incomes, and that the issue is most acute in the south of the borough, where the Broad Rental Market Area (BRMA) against which the Local Housing Allowance is set, represents the Southampton housing market costs. In Southampton, the private rented sector typically has much lower rents than landlords can achieve when renting properties out to people in Romsey, and this disconnect between rents and benefit levels is at its most stark here.

Welfare reforms have meant that the Local Housing Allowance has been set at the 30th percentile of rents within each BRMA, and additionally, the level of Local Housing Allowance has been frozen so that it is not subject to increases to help it keep pace with rising market rents.

The affordability of accommodation in the private rented sector is a key factor driving demand for advice and assistance in the local area. Moreover, local partnerships may be able to do more to support people to maximise their incomes and reach their earning potential in order to sustain themselves in the market.

In April 2018, Test Valley began a journey to deliver “strengths-based” assessments to achieve a more holistic understanding of individual customers. This was with a view to growing customers’ potential, in the interests of building confidence and dealing with the underlying causes of homelessness. The ultimate aim of the new approach is to achieve sustainable, self-reliant solutions, in partnership with the customer and with support from the wider system of public services. This remains a work in progress but customer consultation has highlighted that the new way of working is being well received by the people we are supporting.

Resources: Preventing & Relieving Homelessness

Partnerships

Partnerships are a key resource. The Council works in partnership with a range of agencies and organisations to maximise the resources available to prevent and tackle homelessness. Examples of partners the Council works with include:

- Alabare – Christian Care Centres
- Amber Foundation
- Andover Crisis and Support Centre
- Andover and Romsey Citizen’s Advice Bureaux
- Andover Family Learning Project
- Christians Against Poverty
- Children and Adult Services (including social care, mental health, drugs misuse and learning disability teams)
- Community Mental Health Team
- Inclusion – Drug and Alcohol Service
- Department of Work and Pensions (DWP)
- Domestic Abuse Services
- Family Support Services
- Community Support Providers – Together , Two Saints
- Food Banks – Andover and Romsey
- Leaving Care Team
- Hampshire County Council
- Hampshire Home Choice
- Job Centre Plus
- MIND
- National Landlords’ Association
- Private Landlords and Letting Agencies
- Probation Service and Youth Offending Teams
- Registered Providers (Housing Associations)
- Sanctuary Housing Association - Bridge House – Drug and Alcohol Project
- The Bridge Project
- Together

- Two Saints
- Unity (Formerly Test Valley Community Services)
- Valley Churches
- Victim Support Services
- Yellow Brick Road Projects
- Youth in Romsey
- Youth Support Service

This is not an exhaustive list and new partnerships are forming all the time, where there are identifiable merits in working together. The Council's Housing Service actively reaches out to the wider system and welcomes the engagement and support of a wide range of interested parties.

Social / Affordable Housing

There are approximately 7,775 affordable housing properties in the borough, 174 Registered Provider units of alternative accommodation that are used specifically for homelessness prevention, and 107 units of supported housing.

The supported housing in the borough comprises:

- 23 units at Andover Crisis and Support Centre
- 25 units at Dene Court Direct Access Hostel and Prospect Court
- 16 move on accommodation units at Bridge House, Stubbs and Turin Court
- 26 units of young person's accommodation
- 9 units of mental health supported accommodation
- 8 units of young mothers' accommodation

In addition, there is a limited tenancy support service supporting up to 20 households at any one time.

Test Valley Borough Council: Staffing

12 Housing Options Officers (9 FTEs) form a team providing a housing options and homelessness prevention service in the Andover and Romsey offices.

Additionally, through short term funding gained as a result of successful bids to MHCLG, the Council employs a Landlord Liaison Officer and a Tenant Liaison Officer to deliver an 18 month Private Rented Sector Access Project.

The Council is also in the process of developing an in-house "Resettlement Service", which will comprise 2.5 FTE Resettlement Officers. These officers will work with households in temporary accommodation to support them to move on, and will also support the delivery of effective personal housing plans for vulnerable customers.

Preventing Homelessness: Financial Resources

The Council commits significant financial resources to meeting its statutory homeless duties and prevention activities and these are summarised below:

Expenditure	2016/17	2017/18	2018/19
Salary Costs	222,150	294,526*	336,360*
Bed & Breakfast	29,170	44,073	111,293
Service Controlled Costs including Housing Revenue Grants	166,649	226,142	242,096
Total Expenditure	417,969	564,741	689,749
Income			
Bed and breakfast subsidy/hostel	29,469	29,330	83,991
Homelessness Reserve Funding		49,941	106,225
Total Income	29,469	79,271	190,216
Total	388,500	485,470	499,533
Note – Transfer of grants received from Reserves		165,445	289,042

**Note: Salary cost increases in 2017/18 and 2018/19 due to 2 temporary Housing Options Officers funded from Reserves. Post holders started mid year 2017/18.*

Flexible Homelessness Support Grant and New Burdens Funding

The Council is responsible for spending its allocated resources according to local priorities and in the interests of its residents. The Flexible Homelessness Support Grant and New Burdens funding received from government is ring-fenced for

prevention of homelessness and to cover some of the administrative costs associated with the introduction of the Homelessness Reduction Act 2017.

The Flexible Homelessness Support Grant and New Burdens funding are placed into a Homelessness Reserve to be allocated for the specific purposes of preventing and relieving homelessness.

	2016/17	2017/18	2018/19	Total
Flexible Homelessness Support Grant	£168,124	£194,446	£201,000	£563,570
New Burdens Funding	£33,000	£30,400	£32,000	£95,400
Total	£201,124	£224,846	£233,000	£658,970

Ministry of Housing, Communities and Local Government (MHCLG) funding

In 2019, the Council was successful in conceiving, draft and submitting successful bids for the following funding streams from the MHCLG:

- *Private Rented Sector bid* - £177,000 to launch a 'local lettings agency' model across Test Valley and Winchester City Council areas that will enable better access and sustainability of tenancies for people who are homeless or at risk of becoming homeless. The project includes the provision of a range of incentives for landlords, and additionally, it will deliver pre-tenancy training for households who are at risk of, or who have experienced, rough sleeping.
- *Rough Sleeping Initiative* – £45,000 to support and increase capacity to provide emergency stays in supported housing locally, including a multi-agency hub approach that offers tailored support. This project includes the provision of specialist health and well being support through funding a Complex Needs worker and increasing the number of Housing First units in Test Valley by building on the Council funded pilot.
- *Rapid Rehousing Pathway* - £48,500 to deliver a supported lettings model through resettlement support and providing tenancy support to individuals being offered accommodation in the private rented sector or with local housing associations.

Housing Revenue Grants

The Council has agreed revenue funding for 2018-2021 for The Andover Crisis and Support Centre (£36,472), and to Two Saints to support Dene Court (£31,970). Both organisations are key partners in helping the Council achieve actions set out in the Preventing Homelessness Strategy, and will continue to be vital partners in the delivery of the Council's future housing related strategies.

The Council has also supported Yellow Brick Road Projects (YBRP) to deliver the Young Mums Matter Course (£2,000) in 2018/19. The Course runs over 12 weeks and offers the opportunity for households to learn how to manage independently and

successfully as a family, covering Home Matters (preparing for a tenancy), Money Matters (budgeting, housing benefit, debt and spending), Work Matters (CV writing, interview techniques, and local college visits) and Youth Matters (sexual health, emotional well Being, internet safety and building positive relationships). Young Mums Matter is an accredited course.

In 2019/20 the Council has also provided YBRP with a one-off grant (£9,000) to employ a link worker (Growing Together Programme Facilitator) to work with applicants completing the You Matters pre-tenancy training programme and assisting them to secure accommodation in the private rented sector fulfilling targets set in the MHCLG Private Rented Sector Access Project bid.

In 2018/19, the Council provided Unity with £9,000 grant funding to deliver a link worker service to households who were homeless or threatened with homelessness, where case intervention could result in the prevention of eviction. This scheme targeted clients with complex needs. The support provided, included help with budgeting/finance and debt management, support with benefit and Universal Credit claims, referrals to mental health, alcohol and/or substance misuse services, family support, social isolation and referrals to MIND where appropriate. Further grant funding of £9,750 was made available in 2019/20 for the continuation of the service, which will cease with the introduction of the Housing Services' in house Resettlement Service.

The Social Inclusion Service Model

Hampshire County Council (HCC) concluded its Transformation to 2019 (T19) review of spending and resources in December 2018. The County approved a £1.8 million reduction in HCC spending on Social Inclusion Services from 1 August 2019. The social inclusion services cluster includes stage 1 direct access hostel accommodation, stage 2 supported move-on accommodation, outreach support for rough sleepers and low level tenancy support.

Since April 2018, the Council has experienced a significant increase in demand for housing and homelessness services, coinciding with the introduction of the Homelessness Reduction Act. This has been demonstrated elsewhere within the evidence base.

The Council considered the impact of the County Council's decision to reduce spending in the area of social inclusion, and agreed that ring-fenced funding from MHCLG could be targeted to support aspects of the social inclusion service cluster.

The Council responded to identified pressures by investing in those accommodation related services within the cluster that were otherwise at risk of closure, alongside ensuring local outreach capacity is available to work with people rough sleeping or at risk of rough sleeping.

As referenced earlier, the Council also agreed to invest in its own in-house, targeted, Resettlement Service provision, as part of the Council's Housing Options team. This will support the Council in light of increased demand and new statutory

requirements, and builds on the evaluation of new approaches delivered as part of the 2018/19 Housing Options Developmental Pilot.

For the purposes of the evidence base, it should be noted that the ring-fenced funding from MHCLG that has been targeted for investment in local services by the Council, is short term funding with no guarantee about the future levels of the funding the Council will receive. The Council will continue to review available funding and make decisions accordingly, and will seek to influence the County Council in any future spending reviews it may make where decisions may affect the level of services available for vulnerable people in Test Valley.

The Housing Service will also continue to liaise with the MHCLG in the interests of identifying future opportunities to participate in funding rounds, where they could support meeting an identified need in Test Valley.

Housing Support Pathways

Supported housing provides accommodation and support pathways for young people, single homeless people, people with mental health needs, teenage parents, and victims of domestic abuse. The aim of these pathways, through the provision of a range of services, is to support customers at different stages of their journey to independence.

Young People:

The Hampshire joint working housing protocol was reviewed in May 2019 and outlines the agreed practices, responsibilities and roles of partner councils in Hampshire, within a framework of services for young people who are identified as being homeless or threatened with homelessness.

The protocol has been developed with due regard to statutory guidance on operational joint working in the context of 16 & 17 year olds, and the lessons arising from the high profile House of Lords judgement in the case of *G v Southwark*, which resulted in joint statutory guidance being issued by the Department for Education and the then Department for Communities and Local Government (later to become MHCLG).

Hampshire County Council's Young People Supported Housing Service stipulates that the initial point of contact for young people with housing issues is usually through the Gateway Agency (Hampshire County Council). The Service provides staged accommodation and supported lodgings services. These services will be re-commissioned in March 2020.

Current supported housing options for 16-24 year olds in Test Valley are:

- 16 units at Sarum House
- 10 units at River House

Single Homelessness and Rough Sleeping

Assessment for households accessing Social Inclusion Services in Test Valley are made by the Council's Housing Options Team, with a referral made to a suitable project:

- Stage 1 - Direct Access Hostel (Two Saints-Dene Court), Prospect Court and Outreach services (25 units)
- Stage 2 - Prospect Court (Two Saints), Bridge House, Stubbs and Turin Court (16 units)
- Stage 3 - Independent living through Hampshire Home Choice (Housing Register) or private rented sector with community support
- Additional support through the Single Homeless Outreach Worker and Complex Needs Worker, working out of The Bridge.

Mental Health Needs

Mental health accommodation services were reviewed and a new service introduced in April 2016. The County Council commission services and the provider, Together, delivers a range of supported accommodation and community support.

Housing Options staff interview applicants and make referrals to Hampshire County Council who assess and allocate suitable accommodation within Test Valley and across Hampshire:

- Stage 1 – Residential and specialist placements.
- Stage 2 - Salisbury Road (5 units) / 137 Launcelot Close (4 units) projects.
- Stage 3 - Independent living through Hampshire Home Choice or private rented sector with community support.
- Wellbeing centre in Andover promoting healthy lifestyles, preparation for employment, along with advice and support for carers.

The evidence base has demonstrated that mental health support needs are a significant feature affecting individuals and families who present to the Council for advice and assistance because they are either homeless or threatened with homelessness.

Teenage Parents

Teenage parents threatened with homelessness are assessed by the Housing Options Team. Customers with support needs are referred to the Council's family hostel at Junction Road. The accommodation options within this aspect of the local housing and support pathways could be:

- Stage 1 – Junction Road hostel (12 units) and move on flats at The Junction (6 units) or supported lodgings or mother and baby placements through Children’s Services.
- Stage 2 – temporary accommodation at Eastfield Lodge (8 self contained units for families with young children), and Station Road, Romsey.
- Stage 3 - Independent living through Hampshire Home Choice or private rented sector with community support accessed through the Council’s Rent Deposit Loan / Rent Bond Scheme.

Before moving on from Stage 1 or Stage 2 accommodation, households are encouraged to complete the Young Mums Matter programme covering housing, finance/budgeting, careers advice, personal safety and sexual health and pre-tenancy training.

Domestic Abuse

The Hampshire Domestic Abuse Service provides support and interventions for families affected by domestic abuse. Through two providers, Stop Domestic Abuse and the Hampton Trust, the service can support and work with victims, children and perpetrators of abuse.

Referrals are made through a Single Point of Contact (SPOC) to the Andover Crisis and Support Centre (ACSC), to access a range of support services. There are monthly housing options drop-in sessions to ensure residents are supported and to assess and review housing options:

- Stage 1 - ACSC or alternative refuge accommodation (19 units)
- Stage 2 - ACSC move-on accommodation, with support (4 units)
- Stage 3 – Temporary housing, RDLS or Independent living through Hampshire Home Choice.
- Stop Domestic Abuse Provides refuge accommodation for women and children and provides support services for women, children, young people and men living in the community.

In addition, target hardening is available through the scheme which, where appropriate, can support victims of domestic abuse to remain in their homes.

Housing Options and Employment

Delivering the “strengths-based” approach, and delivering forward thinking personal housing plans with support from Job Centre Plus (JCP) staff, engages customers to change behaviours and gives them the best opportunity to cope, adapt and thrive.

Housing Options staff work proactively with JCP colleagues, who are co-located in the Council’s Beech Hurst offices. The joint working aims to help people in a holistic way, supporting customers back into work or training, maximising incomes and helping people to become increasingly self-reliant.

JCP staff are also proactively identifying people at risk of homelessness at the earliest opportunity through their job coach roles and actively refer people who are identified as at risk of homeless (or homeless) through the Duty to Refer process to enable the Housing Options team to respond, engage and support those people.

The Housing Service is also part of the Test Valley Employment and Skills Zone. This is a partnership of organisations, including Registered Providers, JCP, Andover College, local Family Support Service and Supporting Families Lead, and a range of voluntary organisations working in partnership to support ‘out of work’ residents with training, work placements and employment opportunities. The aim is to maximise incomes and work in a coordinated way in the interests of getting people into the labour market and helping people to progress in their careers.

Service Mapping

In April 2018, the Council mapped out local services and produced a directory of services detailing local homelessness and support services.

The “*Help That Is Available*” leaflet can be downloaded at the link below:

<https://www.testvalley.gov.uk/housingandenvironmentalhealth/housing/housing-advice-leaflets>

As part of the Council’s consultation in developing this evidence base and framing new priorities for the future housing related strategies, it has been identified that a wide range of services are being offered by local Registered Providers. These services will also be mapped in future to ensure that local tenants are aware of the help that is available from different landlords and how to go about accessing it.

The Council will endeavour to ensure that its housing advice literature, including the “*Help That Is Available*” leaflet are kept as up to date as possible.

Achievements of the Outgoing Housing Strategy & Preventing Homelessness Strategy 2016-2019

The list below is not exhaustive. It identifies just some of the achievements of the outgoing housing related strategies, and reflect a considerable amount of effort across partnerships to secure positive outcomes for local people and for the local area:

- Prevented 1,337 households from becoming homeless.
- Assisted 200 households to secure private rented accommodation through the Rent Deposit Loan scheme (RDLS) and a further 155 households through negotiation with private landlords and letting agents.
- Recovered 83% of funds loaned through the RDLS.
- Delivered a total of 733 new affordable homes (against a target of 200 per year) for the three year period 2016-2019.
- Built on existing services and continuously improved our service delivery through a 'developmental pilot' now adopted as 'business as usual'.
- Introduced strength-based assessments and worked with customers to understand their strengths, and with the aim to support them holistically to achieve their goals and grow their potential to thrive.
- Worked with partners to identify people who may be at risk of homelessness at the earliest opportunity and embedded the Duty or Refer.
- Bolstered our strategic approach to tackling homelessness by introducing a Rough Sleeping Action Plan that was approved by Cabinet in March 2019.
- Developed place-based services in the community, targeting activity by reviewing data in the context of postcodes and mapping demand.
- Delivered place-based services using colocation and partnership working opportunities to increase prevention activity and build relationships with a range of agencies.
- Successfully negotiated continuation of key services under the Hampshire County Council funded Social Inclusion Service cluster.
- Delivered a transformational staff training programme including "advantaged thinking", team roles and behavioural change, "5 Dysfunctions of a Team" assessments, Coaching, Motivational Interviewing and "Chimp Management" training.
- Successfully drew down over £270,000 of new government funding to prevent and relieve homelessness, including:
 - Through a Private Rented Sector Access Fund bid, to launch a 'local lettings agency' model across Test Valley and Winchester City Council areas.
 - Through the Rough Sleeping Initiative Fund bid, to deliver increased emergency bed provision, a multi-agency hub and a specialist health and wellbeing officer.

- Through the Rapid Rehousing Pathways Fund bid to deliver a supported lettings model providing tenancy support to individuals being offered accommodation in the private rented sector or with local housing associations.
- Introduced a 'Housing First' pilot bringing 4 households inside from the street into a supportive environment through an innovative new service model.
- Supported the Young Mums Matter pre-tenancy programme to enable the programme to continue from 2016-2019.
- Supported Andover Crisis and Support Centre (Refuge) and Dene Court (direct access hostel) with funding.
- Provided financial assistance to the Andover Crisis and Support Service to continue to deliver the 'Freedom Programme' in 2019 for 45 households.
- Set up Service User focus groups to help inform service delivery based on the lived experience of our customers.
- Led the way by making an explicit commitment to prevent and relieve rough sleeping, through the pledge that *'no one will leave the council offices and sleep rough without being made an offer of emergency accommodation first'*.
- Maintained the Council's positive track record of supporting members of the Armed Forces, veterans and their families.
- Made targeted use of Discretionary Housing Payment funding to prevent homelessness including committing additional resources from Council reserves to top up the DHP allocation in 2017/18 and 2018/19.
- Supported local agencies (Unity & Yellow Brick Road Projects) to deliver innovative and bespoke pilots through developmental pilot in 2018/19.
- Completed 284 Disabled Facilities Grants to enable people with identified mobility needs associated with their disability, to remain in their homes with aids and adaptations.
- Paid Home Improvement Grants totalling £22,840 to assist people with energy efficiency works in their homes and to support people to prevent slips, trips and falls in their homes.
- Served 2 remedial notices to ensure housing health and safety hazards were addressed in the private rented sector, where those landlords did not actively cooperate with our requests to improve the accommodation they were renting out to tenants.
- Responded to 119 service requests resulting from the conditions of rented accommodation.
- Produced a Statement of Intent to facilitate access for local residents to government Energy Company Obligation (ECO) funding to reduce fuel poverty and increase energy efficiency in residential homes.
- Licensed 13 Houses in Multiple Occupation.

This is not an exhaustive list. The Council will continue to work with its partners to deliver positive outcomes, innovative new services, and effective and efficient approaches to meeting locally identified housing need.

Consultation

This evidence base is being produced against the backdrop of consultation undertaken by the Council in developing its Corporate Plan 2019 to 2023. During the Corporate Plan development process, the Council spoke to over 2,000 residents, along with engaging a range of other stakeholders for their views, and determined its key priorities for the future of the borough in that context.

As set out earlier in the evidence base, the Corporate Plan, “Growing Our Potential”, includes housing related matters within its key priorities, reflecting the feedback received during the consultation process. The overarching “People” priority includes endorsing work with communities to delivery the right supply of homes, taking a positive approach to supporting people including building upon their strengths, and improving outcomes for people who are homeless or at risk of homelessness.

It is evident from this review, that these are key areas for the Council and that its future housing related strategies must actively contribute to delivering against these priority areas.

The Housing Service maintains a regular dialogue with partner agencies, both informally and formally, and works closely with a range of organisations across both the statutory and voluntary sectors. These close working relationships have also supported the Council in developing local priorities and have helped the Housing Service to deliver continuous improvement.

In this wider context, the Council has consulted widely as part of its work to develop this evidence base, in the interests of developing targeted strategies that deliver. The bullet points below highlight just some of the engagement work undertaken in producing this evidence base:

- Preventing Homelessness Forum Partner Workshops
- Private Rented Sector Landlords and Letting Agents Forums
- Registered Provider Consultation Workshops
- Service User Consultations including Service User Focus Groups
- Affordable Housing Supplementary Planning Document Consultation (engaging both developers and Registered Providers)
- Overview and Scrutiny Committee Round Table Discussion
- Elected Member Consultation Workshop
- Officer Management Team Consultation Workshop
- Association of Town and Parish Councils Annual General Meeting Discussions (Rural Housing & Community Planning)
- Test Valley Partnership Workshops
- Housing Options Team Consultation Workshop

Whilst it is not practical to reproduce the results of all of the work that has been undertaken to harness the views of various stakeholders, this section will provide more detailed feedback received from Registered Providers, Private Rented Sector

Landlords & Letting Agents, the Multi-Agency Preventing Homelessness Forum, and perhaps most importantly, service users themselves.

It is important to note that the detail captured below is not intended to reflect any specific individual or organisational view, rather it is intended to set out the range of feedback received during the consultation process from a range of stakeholders. It should not be considered exhaustive.

Registered Provider Consultation Event:
Housing Strategy & Preventing Homelessness & Rough Sleeping Strategy
16th September 2019

Summary of Workshop Discussions:

- Affordability is an issue.
 - *Affordable rents.*
 - *Gap in determining affordability at start of process (Housing Application).*

- S106 agreements need to be adequately aligned to TVBC requirements.
- Level of refusals of tenancy offers has been an issue for RP partners.
- Pre- eviction processes could be improved – they vary from landlord to landlord. Should we work towards a common protocol this must balance benefits with staff resource implications – it is important we get this right.
- There was a view that the area needs more rural exception sites to meet rural housing need and to contribute to the sustainability of village communities.
- There needs to be greater buy in from other agencies including mental health and social care where appropriate.
- Good practice sharing is important, including from other local authority areas.
- There is an identifiable shortage of older persons housing that meets need whilst giving older people what they really want.
 - *Understand this need.*
 - *Understand the need of those under-occupying social housing and what it is that they really want.*

- Bungalows remain popular options for older people, albeit they are ‘land hungry’ and not always easy to deliver.
- Local authority land and RP owned land provides opportunities and there was interest in entering into joint ventures where Council owned land could be put forward for development – including with regard to the Andover town centre regeneration opportunities. RPs have secured Homes England funding to secure more affordable housing and would be interested in targeting this funding at joint ventures.

- 1-bed need could be met with maisonette style accommodation that looks like a 2-bed house, to move away from blocks of flats and associated management issues that can arise where there are concentrations of 1 bed units.
- Affordable Rent is generating affordability issues. Many units are unaffordable and particularly affecting 1-bed, 3-beds and 4-beds. This is associated with welfare benefit initiatives such as the benefit cap and also the challenge people on low incomes face in meeting 80% OMV (or thereabouts).
- S106 agreements should be used to ensure we are getting what we want, including around housing need and capping rents.
- New tenants are most likely to fall into arrears and some partners are targeting resource at new tenants – maximising income and providing support to get the tenancy off on the right footing.
- Information on the Housing Register might help influence bidding behaviour to ensure people were bidding for properties they could afford – a discussion happened regarding potential income thresholds under which people would be advised not to apply for affordable rent properties, but those people could be prioritised for social rent properties. Practicalities of doing this may prove to be challenging.
- One partner RP will be undertaking an affordability project later in the year with the aim to really understand the issues.
- The merits of putting people through a process at the point of joining the Housing Register was discussed but determined to be impractical and not a best use of resources – however, more could be done at earlier stages to prepare people for the reality of affordable housing, including how they might be impacted by different rent levels within the sector.
- Affordability calculators are in use already by RPs and also available on the TVBC website.
- People bid for properties, and once nominated, the RPs cannot make contact with them.
- One RP partners has experience of developing bespoke schemes comprising large apartments including space within the apartments to store buggies etc. These have proved popular with a range of age groups.
- Mixed schemes can also work with older persons, younger people and people with low level support needs, making a more attractive and diverse community than traditional older persons schemes.
- Location is important – people want to be where they are now, close to their centres of interest, and/or close to the town centre – town centre redevelopment opportunities could be considered.
- RP evictions – discussion around the data from the experimental homelessness statistics produced by government (*included later in the evidence base*), and accuracy of reporting across Hampshire and/or some Councils may not be triggering homelessness applications in the same way as TVBC when an RP tenant is threatened with homelessness.
 - *Query over level of new development and whether this may have exposed Test Valley to higher levels of Affordable Rent, and hence subsequent affordability challenges for tenants in this area.*

- Also – need to resolve what the level of evictions arising may be and other data from RPs. This was requested by TVBC after the meeting to be considered in framing new housing related strategies.
- Notices Seeking Possession are being triggered after 4 weeks, and where the tenant is on affordable rent this can mean in the region of £900 arrears at that point. The delay could be longer if waiting for Universal Credit which doesn't then materialise in terms of rental payment.
- More work to be undertaken with RPs to determine why this might be an outlier in the context of TVBC's benchmarking work.
- Also, work to review Pre-Eviction protocols to standardise the approach to involving TVBC.
- Commitment from all to continue to work together on this issue.
- The group noted that the data used to benchmark is experimental and that the RPs present operate consistently across a number of the local authority areas included in the benchmarking.

Emerging Priorities from the RP Consultation Event:

- Delivery of all types of affordable housing and ongoing work to tackle the underlying causes of housing need and homelessness.
- RP data to contribute to support TVBC to develop evidence led policy in a range of areas.
- Increased partnership working to prevent homelessness and address underlying issues that result in tenancy non-compliance and homelessness.
- Use of land to support affordable housing development.
- Understanding the needs, aspirations and intentions of older people.
- Increased levels of social rent was an agreed priority area and further work may be required on a site by site basis to establish ways forward to deliver this – including bespoke negotiations, changing the mix on sites, making changes to S106 agreements.
- More work to address affordability challenges, including within 'affordable housing' itself.
- Develop a directory of the services that RPs provide (e.g. tenancy support, welfare benefits et cetera).
- Develop an effective and common pre-eviction protocol with all RPs operating in the area to prevent homelessness.

Private Landlord & Letting Agents Forum, May 2019

Question 1: *What are the main challenges / barriers for Landlords & Letting Agents in letting to households on low incomes?*

- Dealing with Universal Credit & how it affects the payment of rent
- Rent arrears from day one
- Finding good tenants (keeping property in good order)
- Cost of evictions

- Mortgage & insurance companies dictate terms. Premiums go up, therefore rents go up
- Mortgage companies often do not allow an AST longer than 12 months
- Not enough leeway for Landlords to cover the risks of letting to high risk tenants. High risk/vulnerable tenants cannot be helped by PRS.
- Impact of so many properties being sold – impact of sales over long period.
- Scale of under-supply is not being recognised
- Level of rents (LHA)
- Historic perceptions

Question 2: *Are we offering the right level of incentives & support to overcome them?*

- From today's presentation it appears that times are changing at TVBC & good incentives & support are on the table

Question 3: *If no, what else do you think we could sensibly consider developing in the coming months & years as part of our future plans?*

- Cashless Bond to cover more than 5 weeks & arrears.
- TVBC should retain the 3 months a year relief from Council Tax for vacant houses – this makes owning a house to let in Test Valley more attractive than other areas, who charge Council Tax the moment a tenanted home becomes vacant.
- Hotline/'Bat' phone is a must
- Tenant vetting by the Council
- Approach Letting Agents to disseminate Council information to their 'landlord list' e.g. inform those Landlords of the TVBC Private Landlords Forum, to keep up-to-date with legislation & good practice
- Use social media for the same reason as above
- TVBC must comment on national green/white paper consultations
- Letting agency run by TVBC
- Research/survey of how many Landlords are planning to sell & over what period
- Support in dealing with inappropriate behaviour during tenancy
- TVBC to have monthly topic talks i.e. on homelessness et cetera
- Promote TVBC as a champion authority on landlord support
- Training sessions for tenants first, landlords second – focus on what makes a successful tenancy
- TVBC should consider leasing (on a medium or long term basis) houses available for letting, so that they can sub-let to potential tenants who would find difficulty in renting in the private sector.

Question 4: *In general, what is your perception of the quality of private rented homes in the borough, & what do you think we could do to encourage better quality & higher standards in rented accommodation?*

- We only know our own properties & therefore do not have a view about the standard of properties across the borough. We feel that our own properties provide high standards of accommodation.
- Keep holding these forums, because the information provided helps us maintain high standards
- Ask Letting Agents to pass Council information to their Landlords, including information regarding access to grants. Ask Letting Agents to encourage their Landlords to attend these Forums.
- Run social media campaigns to provide Council information to Landlords

Question 5: Having heard about our proposed changes to the Private Sector Renewal & Enforcement Policy, do you think it goes far enough?

- Minimum room sizes are of concern i.e. they must not be too small. Too small accommodation affects both mental & physical health
- We encourage the move to more efficient EPC ratings
- We encourage the 'talk to us first' approach of the Council towards Landlords – keep doing it

Question 6: What emerging trends are you aware of that might impact on the prevention & relief of homelessness in the local area?

- Lack of direct payment of rent to Landlord for those tenants on benefits
- Fear of the long process of making a tenant homeless in order to evict them due to bad behaviour (disturbing other tenants & neighbours)
- Section 21 notices and government consultation – concerns about difficulties to evict tenant when the Landlord wants to sell the property
- Ageing population – affecting types of housing required
- National policies too 'big city centred' – lack of central government understanding of the impact of legislation

Question 7: What have we been doing well, that you would not want us to change?

- Disabled Facilities Grants – easy process – team fantastic
- Good support from Housing Options team
- Housing Benefit team helpful
- The 'educational' value of these forums is invaluable. TVBC should be commended for these Forums, as they work well & the Council should hold more of them
- Love the idea of a 'Council Letting Agent', because it will make Landlords more confident to let to vulnerable people
- We are happy that you consult & listen to private landlords & we would not want this to change
- Educating tenants on how to look after a property & how to manage a tenancy & communicate with Landlords & Letting Agents

Homelessness & Rough Sleeping Strategy Consultation Event
June 2019: Workshop Discussion results

Question 1: *How can we get wider recognition from, & really practical engagement with, the wider system (housing doesn't resolve underlying issues)?*

- Identifying which agencies are not currently participating & targeting them for the consultation process
- Develop a 'Task Force' – a campaign to recruit & target more agencies. Develop a 'Task & Action Group' linked directly to the strategy, learning from other organisations/agencies by having reps from each. Sharing good practice
- Need for more local contact with families & households
- Mental Health is a prevalent support need – exploring working with health in different ways to deliver the right services including for people with co-occurring conditions or those who use drugs and/or alcohol but have yet to receive a mental health diagnosis
- Be curious, not furious – better conversations / managing expectations
- More engagement with support services
- Information sharing between agencies
- Being proactive rather than reactive
- Attending partner agencies team meetings / work shadowing / giving brief presentations

Question 2: *What are the emerging trends for your agencies that might relate to, or impact on, preventing & relieving homelessness - & what might we be able to do to help?*

- Young people being evicted due to high expectations of housing provider
- Changes in benefit system having a negative impact on those in supported accommodation – unaffordable accommodation
- 'Gap' between those coming out of supported accommodation & going into move on accommodation (support ongoing). Difficulty in getting back that level of support
- Landlord portal with DWP
- Tenancy support / money management & employment & training
- Volunteer councillors
- Pre-tenancy support

Question 3: *How can we further develop our strengths-based approach & deliver forward thinking personal housing plans that engage people to change their behaviour & thrive?*

- Make more use of what is already in existence – collaborative working – tool kit
- Pre-Tenancy training – Life Skills
- More person-centred

- Explore deeper issues
- Explore barriers
- Managing expectations
- Customers taking responsibility
- Motivating customers

Question 4: *Imagine there is a magic wand .. what would you do to reduce homelessness pressures (& you cannot use 'housing supply' or anything related to that in your answer)?*

- Early intervention – schools / education and using different methods to disseminate messages
- More time to spend with customers
- More resources / staffing
- More emphasis on partnership working
- Mental Health support to meet identified need, including those who may not have a mental health diagnosis at the time they are presenting
- More specialised projects including Housing First

Question 5: *If we were focused on housing supply, what do you think we need most?*

- More supported housing options – mental health & young people, and ensure adequate emergency accommodation options
- General needs
- Specialists within teams – learning disability / addictions / domestic abuse / violence / mental health

Question 6: *What would your top 3 priorities be?*

- Education Promotion & engagement of a 'Task Force'
- Identifying resources
- Analysing the 'gap' – finding solutions to accommodate the gap that applicants have fallen through
- Early intervention / education
- Effective partnership work
- Individual taking ownership of their journey
- Multi agency engagement / partnership – communication, resources, education
- Multi agency group case work
- Sharing of paperwork e.g. personalised assessments and Personal Housing Plans
- Understanding what the underlying factors are – preventing wider engagement – for both clients & professionals
- Need to better understand & make better use of existing tools – make genuine collaboration 'business as usual'
- Better & increased awareness & promotion of services available
- Mental health support & accommodation

- More time & resources to support customers
- Housing supply to meet demands

Independent Expert: Service User Consultation
October & November 2019: Common Themes & Stories

“During October, JenkinsDuval interviewed a number of clients. Interviews were based on a guide sheet but essentially were in-depth discussions around the homelessness experiences of the individual. A total of 10 face to face interviews were carried out. All clients talked freely, and we are truly grateful for the time they took to talk to us, and for their openness and honesty.”

Key themes emerging from anonymised stories of service users were:

- 1) Enduring mental health issues. Many of those we met with had lapses in mental health, leading them to lose accommodation.
- 2) Family breakdown - a key theme, leading to homelessness. Living in already overcrowded situations, where a final crisis is enough to trigger a request to leave by a family member.
- 3) Repeat homeless episodes are common among single homelessness cohort.
- 4) Rent arrears preventing people from bidding for properties through Hampshire Home Choice.
- 5) Family history of homelessness / occupying the same hostels.
- 6) Good service from the Council – no negative comments were made about the Council at all and many spoke very highly of the service they received and named specific officers who were very helpful.
- 7) Realistic aspirations of a local flat – expectations of move on times and the type of accommodation they anticipated were very realistic.
- 8) Very Positive feedback on the Young Mum Matters programme, both for its content and the meaningful occupation that it gave clients during the day.
- 9) Difficulty accessing Private Rented Sector.
- 10) Lack of cooking facilities in bed and breakfast placements make for expensive (and unhealthy) living.
- 11) Lack of options to do something meaningful during the day for those people placed into emergency bed spaces.
- 12) The new homelessness strategy should consider the impact local “giving” has on sustaining rough sleeping, and explore how the work of the church can be positively harnessed.

Benchmarking Performance: Statutory Homelessness April 2018 to December 2018

Comparator Data: Analysis of England, South East, & Hampshire

This section sets out detailed analysis of data published by the Ministry for Housing, Communities and Local Government, regarding the activities of local authorities in administering homelessness duties. It focuses solely on data available at the time of writing, in the context of local authority level activity under the recently expanded statutory provisions of the Housing Act 1996, Part 7, following the introduction of the Homelessness Reduction Act 2017.

At the time the analysis was undertaken, 3 quarters of 2018/19 data was available. For this reason, this section amalgamates reported data between 1st April 2018 and 31st December 2018.

The data has been published by the MHCLG as Experimental Data to reflect that it is being reported through new data capture systems and under a radically altered statutory framework. MHCLG will work with local authorities to improve data quality prior to removing “Experimental” status.

Whilst the data is published as “Experimental”, nevertheless, it is the best data we have against which to benchmark our performance under the amended homelessness legislation. It is also the best data available in this context, to help us understand where we might be experiencing outlying demand pressures.

Whilst TVBC can be confident in its own data, it cannot verify or confirm the quality of those authorities it is benchmarking itself against, and in some instances, we have had to extrapolate and aggregate individual local authority data where data was missing from the published returns.

Due to the relatively short timescale of the available comparative data (from April to December 2018), there is only limited trend data. We have opted to limit our focus here on the data available post-Homelessness Reduction Act commencement, because it is difficult to adequately compare data reported under the previous statutory framework as new duties are no longer directly comparable. Conclusions arising from such a comparison would risk being distorted.

The analysis provides context in terms of demand, performance and approaches, including household types, support needs and reasons for approaching the Council for support. To provide meaningful comparisons, the data has been collated such that it includes figures representing England, the South East, collated figures

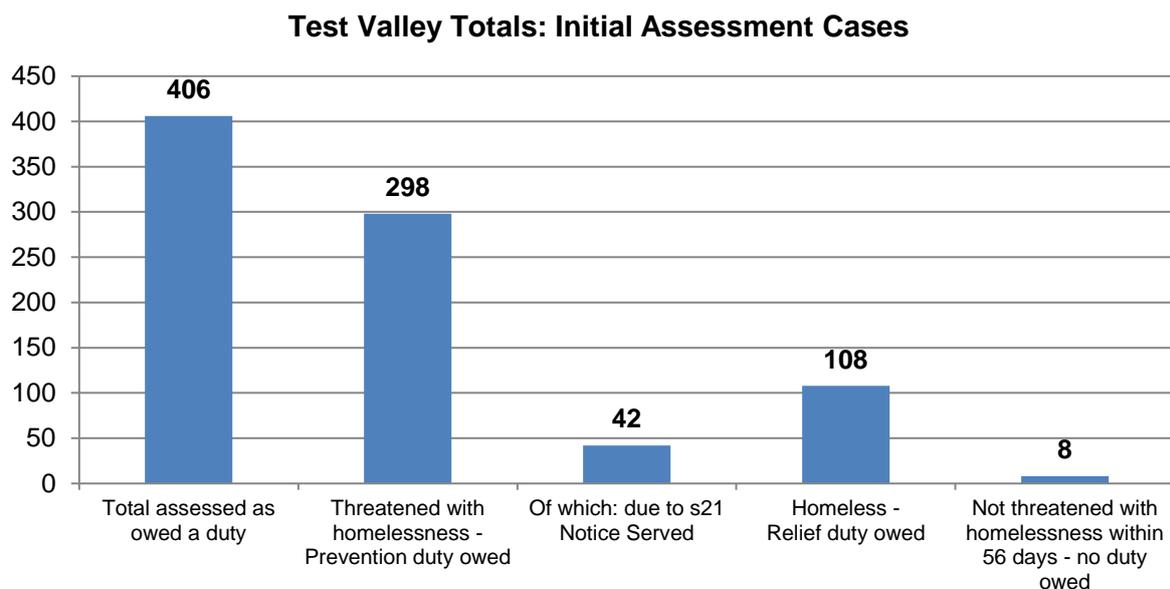
representing Hampshire (in the context of 11 district housing authorities forming the Hampshire County Council area), and then in more granular detail reflecting each of the 11 Hampshire districts including Test Valley.

All of the data has been taken from the MHCLG Homelessness Statistics. This represents a collection of datasets relating to homelessness and rough sleeping. The data used here can be downloaded in its entirety at the link below, and contains individual local authority level data for all 326 local housing authorities in England (please note this data has undergone analysis by TVBC to inform the way it has been presented below):

<https://www.gov.uk/government/collections/homelessness-statistics>

Data from Live Table Data: A1

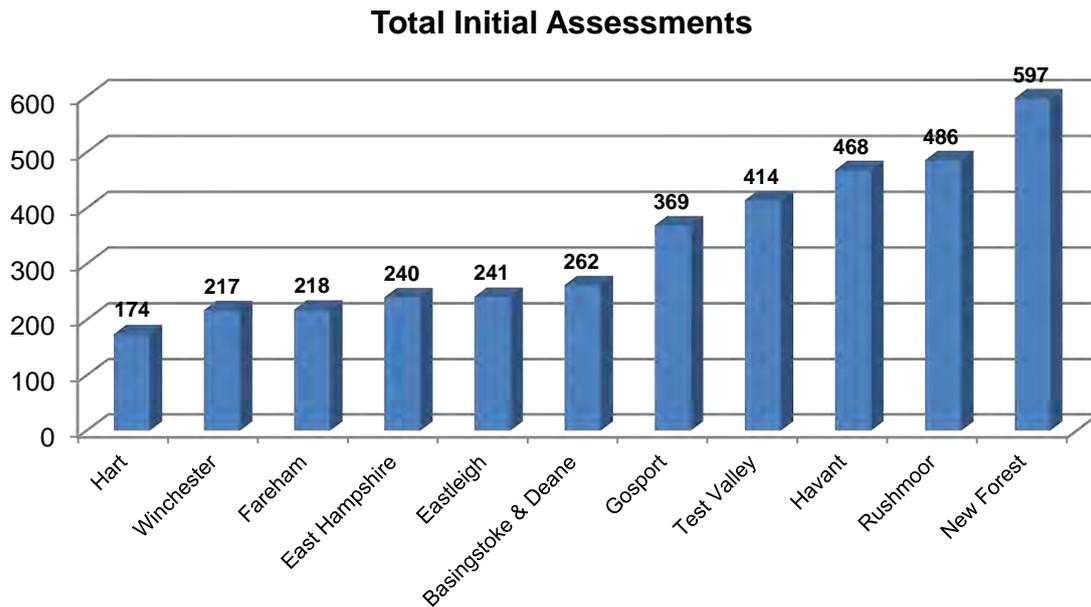
Initial Assessment Data: Test Valley Total Cases



- 15% of all initial assessment cases where the household was threatened with homelessness, resulted from notices being served to bring Private Rented Sector (PRS) tenancies to an end (42 cases in total).
- The majority of households assessed as owed a duty to either prevent or relieve homelessness at initial assessment, were threatened with homelessness within 56 days (73% of all cases) rather than being homeless at the point of approach.
- Very few cases initially assessed were found not to be threatened with homelessness (just under 2% of all initial assessment cases or 8 individual households in total).

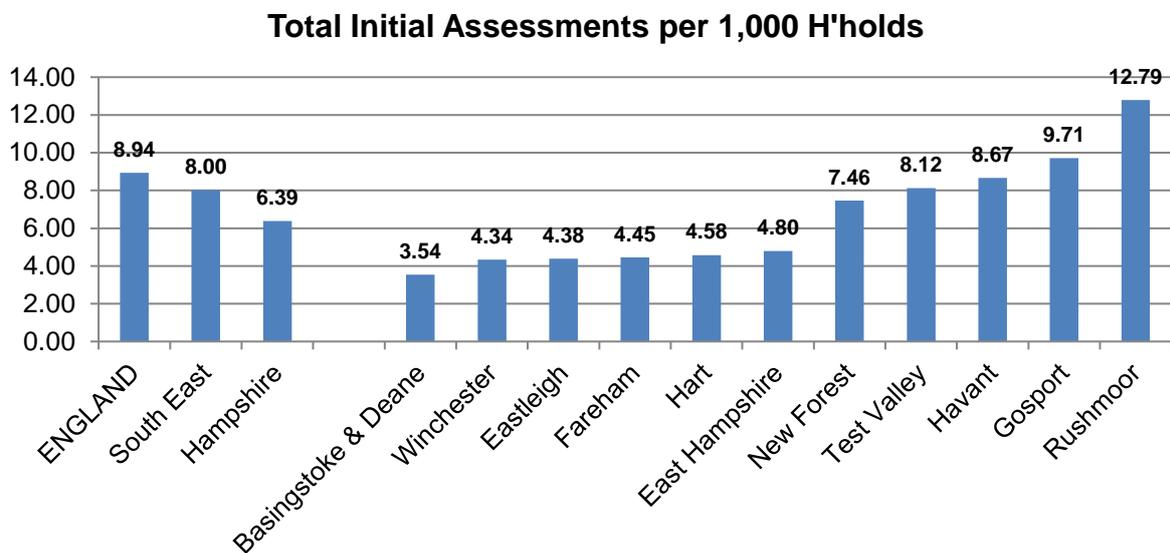
- 27% of all cases that were assessed as being owed a duty were already homeless (108 cases) either because they had lost their accommodation, they were living in unsuitable circumstances such that it was unreasonable for them to remain doing so, or they were moving between addresses with no fixed place to stay.

Initial Assessment Data: Total Initial Assessments



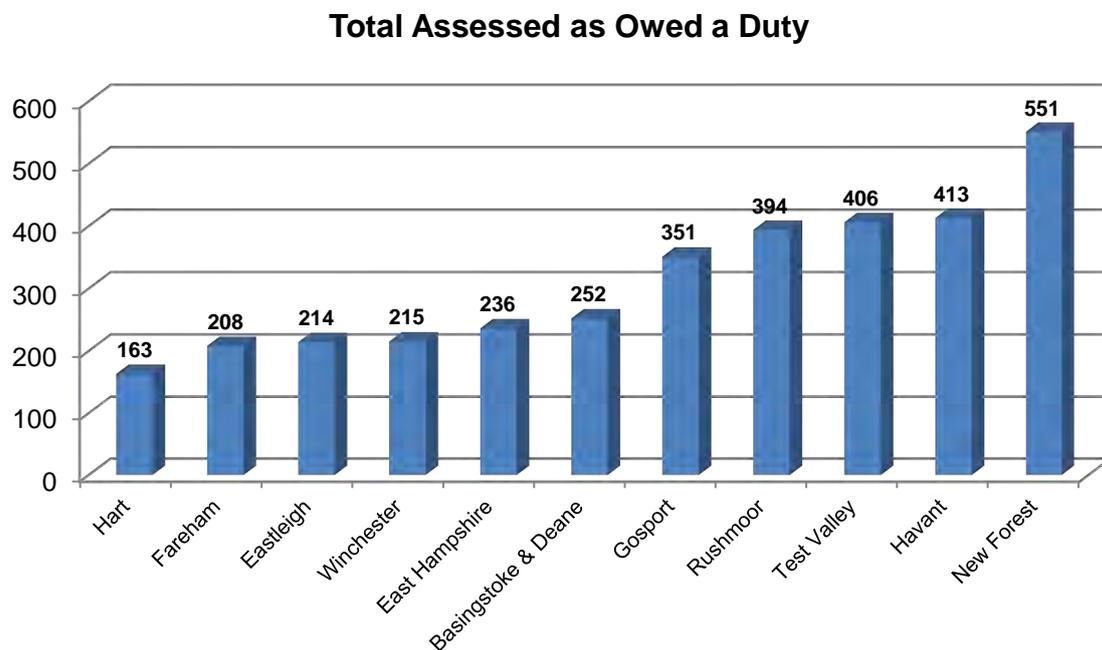
- There were a total 3,686 initial assessments in Hampshire between April and December 2018.
- Of those, Test Valley undertook 414 initial assessments, representing 11% of the County total.
- According to 2018 population estimates, Test Valley has the 5th highest number of households out of the 11 Hampshire districts (51,000 households in Test Valley), with Havant (54,000), Eastleigh (55,000), Basingstoke & Deane (74,000), and New Forest (80,000) having a larger number of households comprising their populations.

Initial Assessment Data: Total Initial Assessments per 1,000 Households (including comparators England, South East and Hampshire)



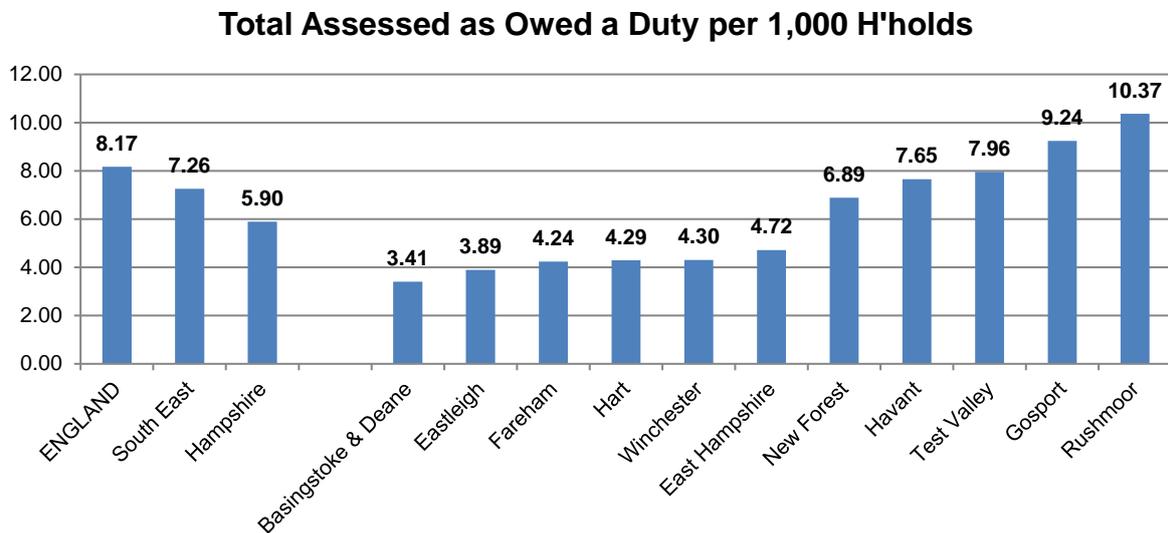
- Test Valley undertook a rate of initial assessments per 1,000 households that was below the national figure, but was higher than the regional and countywide figures.
- Havant, Gosport and Rushmoor reported the highest levels of initial assessments per 1,000 households of all Hampshire districts, with Test Valley reporting the 4th highest level.
- The relatively high level of initial assessments in Test Valley correlates to the increase in footfall demand experienced by the Council's Housing Service during 2018/19. Earlier in this evidence base, we established that the level of demand on the Council's housing triage service had increased by 41% during 2018/19.

Initial Assessment Data: Total Initial Assessments Resulting in Duty to Prevent or Relieve Homelessness



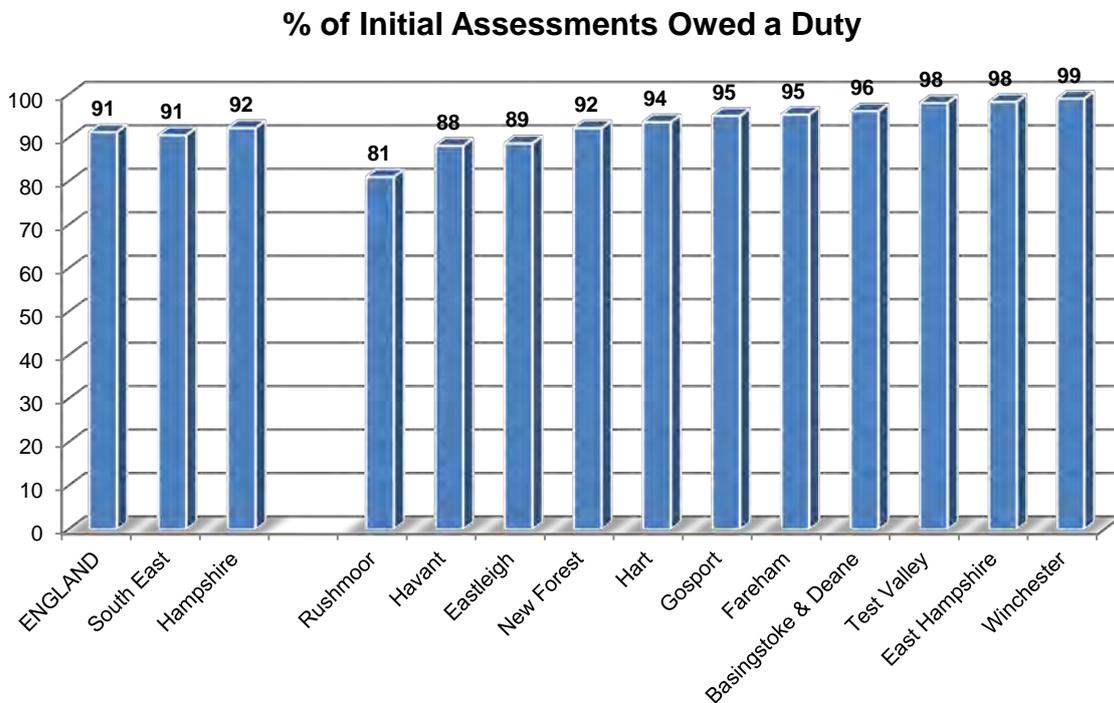
- Of 3,686 initial assessments across Hampshire between April and December 2018, 3,403 (or 92%) were assessed as being owed a duty.
- As demonstrated above, in Test Valley, 98% of cases were assessed as being owed a duty.
- Test Valley assessed the third highest number of households as being owed a statutory duty. The 406 cases assessed as owed a duty at initial assessment by Test Valley represented 12% of the total number of duty cases in Hampshire.

Initial Assessment Data: Total Initial Assessments Resulting in Duty to Prevent or Relieve Homelessness per 1,000 Households (including comparators England, South East and Hampshire)



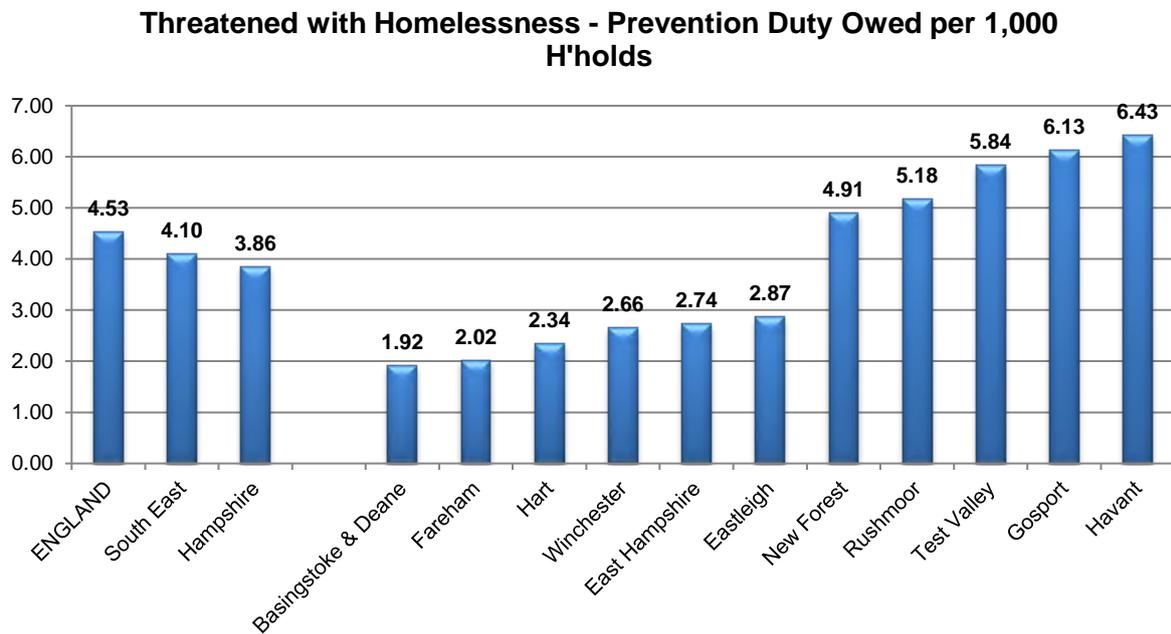
- Test Valley initial assessments resulted in a higher level of cases being owed a legal duty than the regional and countywide figures may otherwise suggest, but a lower level than the national figure indicates. The Test Valley position (7.96) sits between the higher national figure (8.17) and lower regional figure (7.26).
- In context with the other Hampshire districts, the chart demonstrates that Test Valley reported the third highest level of initial assessments resulting in a duty owed per 1,000 households.
- Test Valley operates an open and accessible housing service and in accordance with legal requirements. The Council does not seek to “gate-keep” applications and using a strengths-based ethos, seeks to support households presenting for assistance. Whilst regular case audits will continue to consider decision making on a case by case basis, audits to date indicate that the Council is accepting duties to prevent and relieve homelessness appropriately.

Initial Assessment Data: The Percentage of Initial Assessments Owed a Duty to Prevent or Relieve Homelessness (including comparators England, South East and Hampshire)



- There is a range of 18% between Rushmoor at one end of the Hampshire spectrum, with just 81% of cases owed a duty, and Winchester at the other with 99% of cases owed a duty.
- Test Valley assessed 98% of cases to be owed a duty to either prevent or relieve homelessness at initial assessment, and this is a higher percentage than the national, regional or countywide figures may otherwise suggest. The data in the chart above suggests there may be outliers captured in data reported to government that could potentially distort the national, regional and countywide figures. Case audits will continue to monitor our decision making to ensure we are not conferring duties to people who do not meet the appropriate criteria.

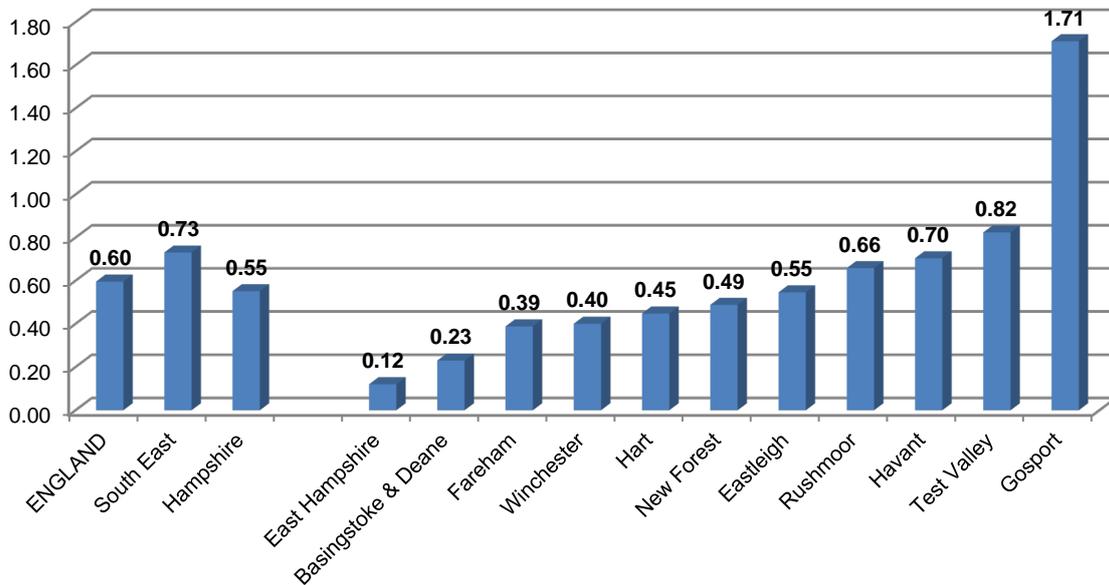
Initial Assessment Data: Prevention Duty Owed Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley accepted the duty to prevent homelessness was owed to 5.84 households per 1,000 households in the borough. This was the third highest rate of all Hampshire districts and exceeded the national, regional and countywide comparators.
- There is a huge difference between the per 1,000 household levels of prevention duty owed between Hampshire districts. Basingstoke and Deane, Fareham, Hart, Winchester, East Hampshire and Eastleigh all demonstrate levels significantly lower than the national, regional, and countywide figures, and significantly lower than the other 5 Hampshire districts.

Initial Assessment Data: Prevention Duty Owed Due to End of Private Rented Sector Tenancy (Section 21 Notice Served) Per 1,000 Households (including comparators England, South East and Hampshire)

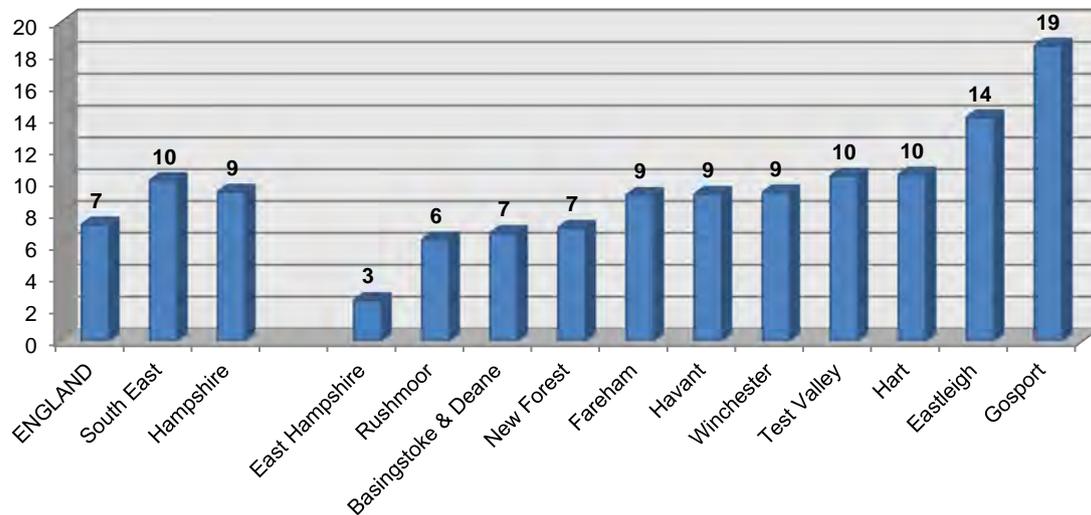
Prevention Duty Owed: Service of Section 21 Notice per 1,000 H'holds



- Test Valley has the second highest rate of prevention duty owed per 1,000 households in Hampshire as a result of people being asked to leave PRS accommodation.
- The level in Test Valley is above the national, regional and countywide level and confirms challenges the Council is aware of in seeking to prevent homelessness from the PRS.
- The Council is working actively with the PRS, including delivering a MHCLG funded PRS Access Project to improve access to the sector for people on low incomes and reduce instances of homelessness resulting from the PRS.

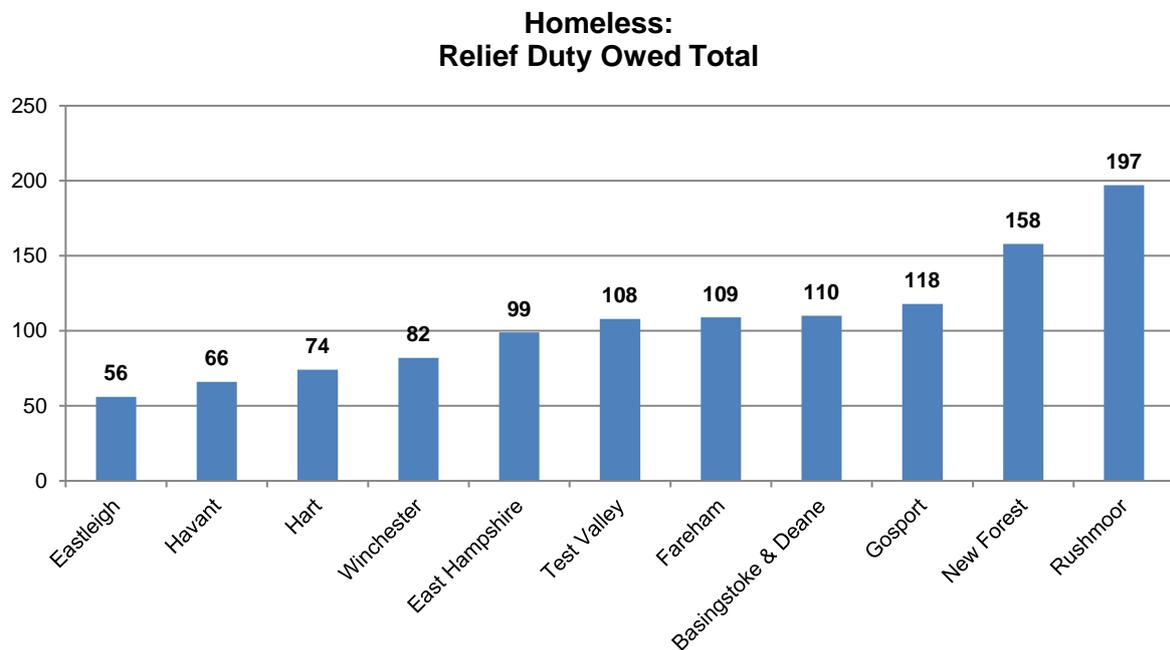
Initial Assessment Data: Prevention Duty Owed Due to End of Private Rented Sector Tenancy (Section 21 Notice Serviced) as a Percentage of all Prevention Duty Cases (including comparators England, South East and Hampshire)

% of Prevention Duty Cases: Section 21 Notice



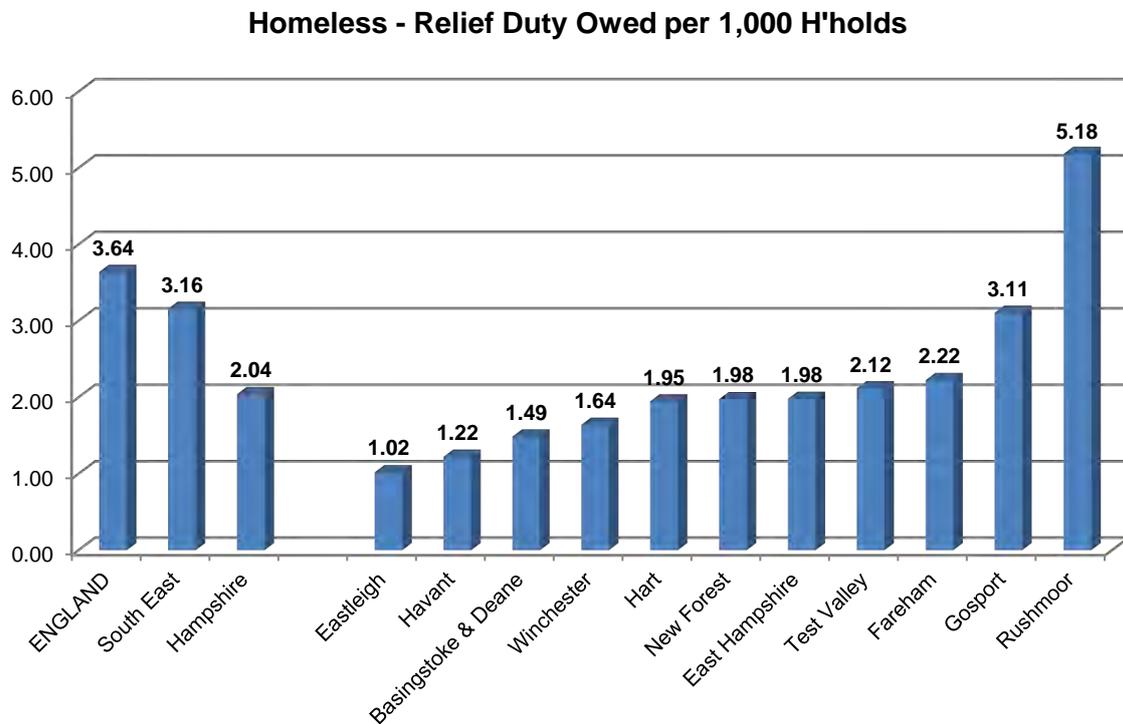
- 10% of prevention duty cases in Test Valley arise from people being served notice to leave their PRS accommodation. This is the 3rd highest percentage of caseload in Hampshire.
- The percentage of prevention duty cases resulting from notices in the PRS reflects the regional picture and is only slightly higher than the collated countywide figure. It remains that the percentage is 3% higher than the national figure.

Initial Assessment Data: Total Number of Households Assessed as Owed Duty to Relieve Homelessness



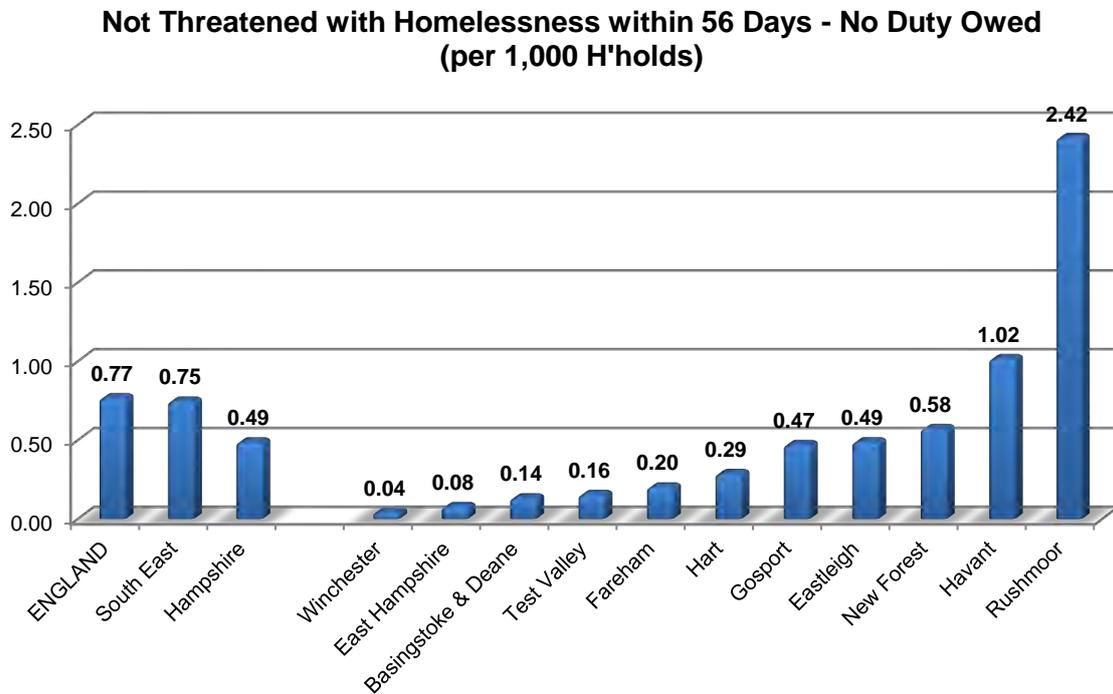
- 1,177 households were owed a duty to relieve homelessness between April and December 2018. This means those households were already statutorily homeless at the point of their initial assessment.
- 9% of those cases were in Test Valley (a total of 108 cases).
- The range of caseloads owed the duty to relieve homelessness across the county was large, with Rushmoor reporting 197 cases (the highest level), which was 141 more cases than Eastleigh reported (where there were 56 cases reported representing the lowest level across Hampshire).

Initial Assessment Data: Relief Duty Owed Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley reported a considerably lower rate of initial assessments resulting in the relief duty owed than the national and regional picture may otherwise suggest, and a slightly higher rate than the county figures (which will have been impacted by the considerable level relief duty cases reported by Rushmoor).
- The Council is actively working to intervene as early as possible to prevent homelessness and proactively assists single people to prevent them hitting the street. This activity, despite increasing demands, has resulted in a comparably lower level of relief duty owed than may otherwise be expected.

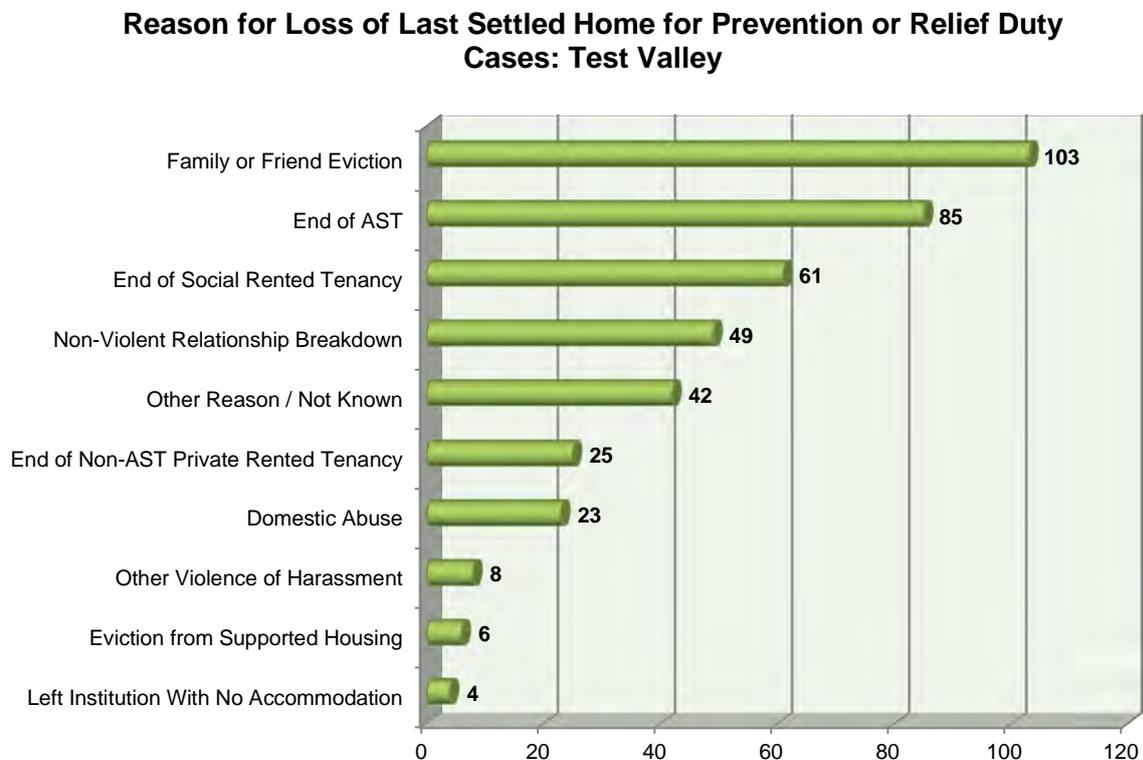
Initial Assessment Data: No Duty Owed – No Threat of Homelessness Within 56 Days - Per 1,000 Households (including comparators England, South East and Hampshire)



- With the exception of Havant and Rushmoor, Hampshire districts reported a considerably lower level of people triggering an initial assessment who were then found not to be threatened with homelessness, than the national and regional figures may otherwise suggest.
- The low level of initial assessments in Test Valley that result in a decision that no duty is owed as the households is not threatened with homelessness, suggests that people presenting to the Council for an initial assessment are identified to be genuinely homeless or threatened with homelessness.
- Test Valley will also support households who are threatened with homelessness outside the statutory 56 days.

Data from Live Table: A2

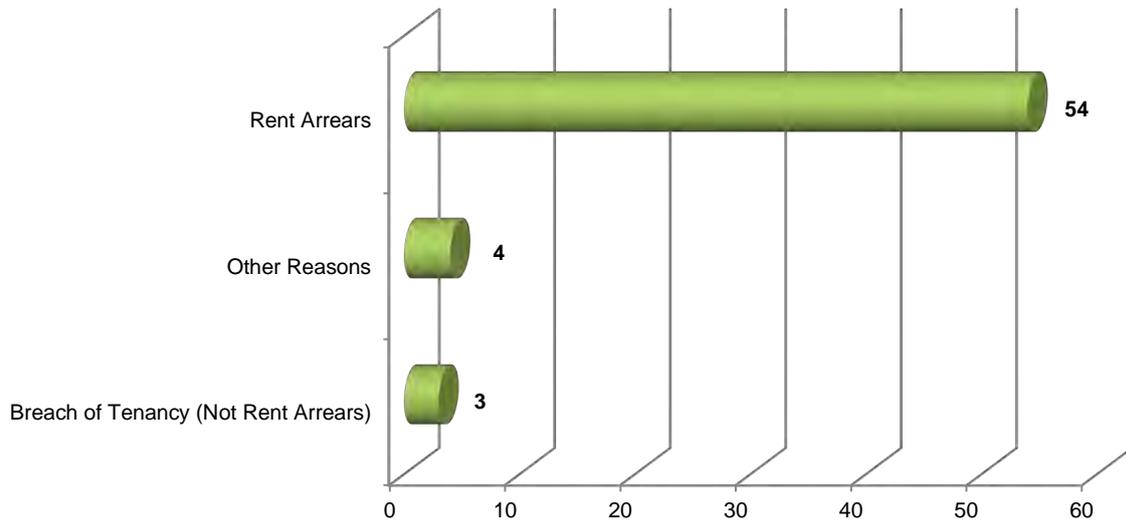
Reason for Loss of Last Settled Home for Households Owed a Prevention or Relief Duty: Test Valley Breakdown



- 25% of all initial assessment duty owed cases resulted from family or friend eviction.
- 20% of all initial assessment duty owed cases resulted from end of private rented sector tenancies. Another 6% of cases resulted from the end of PRS tenancies that were not associated with Assured Shorthold Tenancy.
- 15% of all initial assessment duty owed cases resulted from end of housing association tenancies.
- These 3 reasons accounted for the duty to prevent or relieve homelessness being owed for households in 60% of all cases.
- Another 12% of all initial assessment duty owed cases resulted from non-violent relationship breakdowns.
- These will be key areas for a future Preventing Homelessness & Rough Sleeping strategy to consider, including setting out positive actions the Council will take in its efforts to reduce these key drivers (representing 78% of initial assessments resulting in a duty being owed) of homelessness in the area.

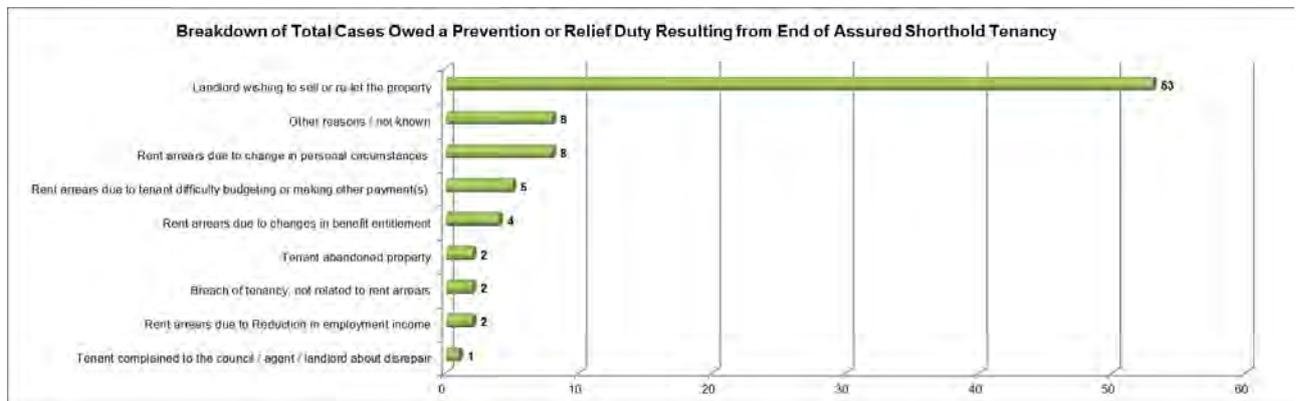
Reason for Loss of Last Settled Home for Households Owed a Prevention or Relief Duty: Breakdown of Cases Where Duty Arisen Due to End of Social Tenancy (Test Valley)

Breakdown of Total Cases Owed a Prevention or Relief Duty Resulting from End of Social Tenancy



- More work will be undertaken with housing association partners to understand the issues associated with end of social tenancies in the borough, particularly in the context of rent arrears to ensure that housing association tenants are being adequately supported and that incomes are being maximised for those households.
- There is an identifiable need to revisit and revise pre- eviction approaches with housing associations, whilst ensuring the response is proportionate and the Council's Housing Service is engaged in the process at the right time.
- Pressures on the Council's Discretionary Housing Payments (DHP) budget will also be explored as part of the new strategic approach to reduce the number of large single claims and ensure the resource can be targeted to maximum effect and only where absolutely necessary. Detail associated with DHPs in Test Valley has been provided earlier in the evidence base.

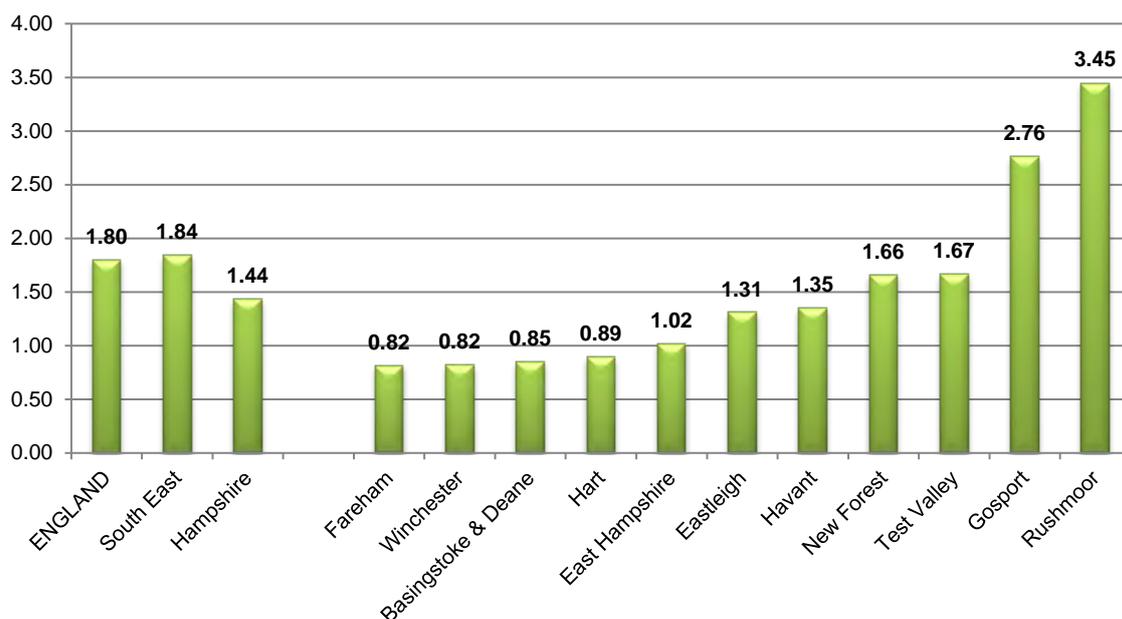
Reason for Loss of Last Settled Home for Households Owed a Prevention or Relief Duty: Breakdown of Cases Where Duty Arisen Due to End of Private Rented Sector Accommodation (Test Valley)



- 62% of all cases where the prevention or relief duty was owed related to end of PRS tenancies due to the landlord seeking to either sell or re-let the property.
- Rent arrears and other financial related matters affecting the tenant, accounted for a further 22% of prevention or relief duty cases. This included 5% of cases associated with changes to welfare benefit entitlements.

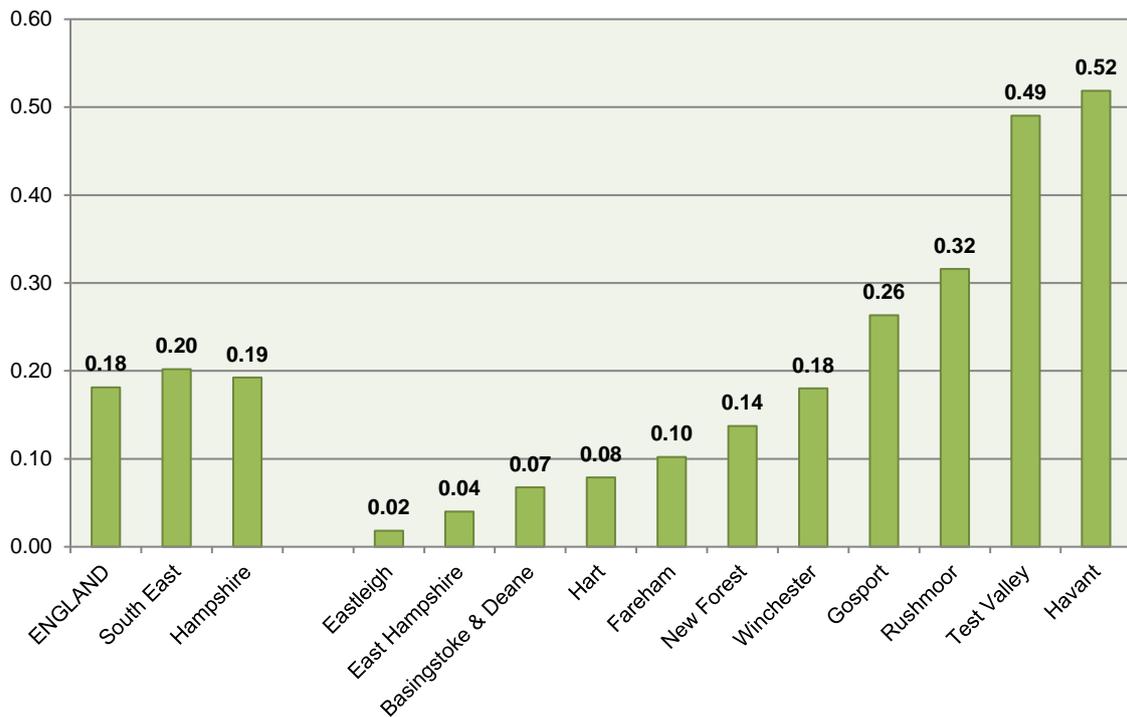
Series of Charts Demonstrating Reason for Loss of Last Settled Home for Households Owed a Prevention or Relief Duty: Per 1,000 Households (including comparators England, South East and Hampshire)

End of AST per 1,000 H'holds



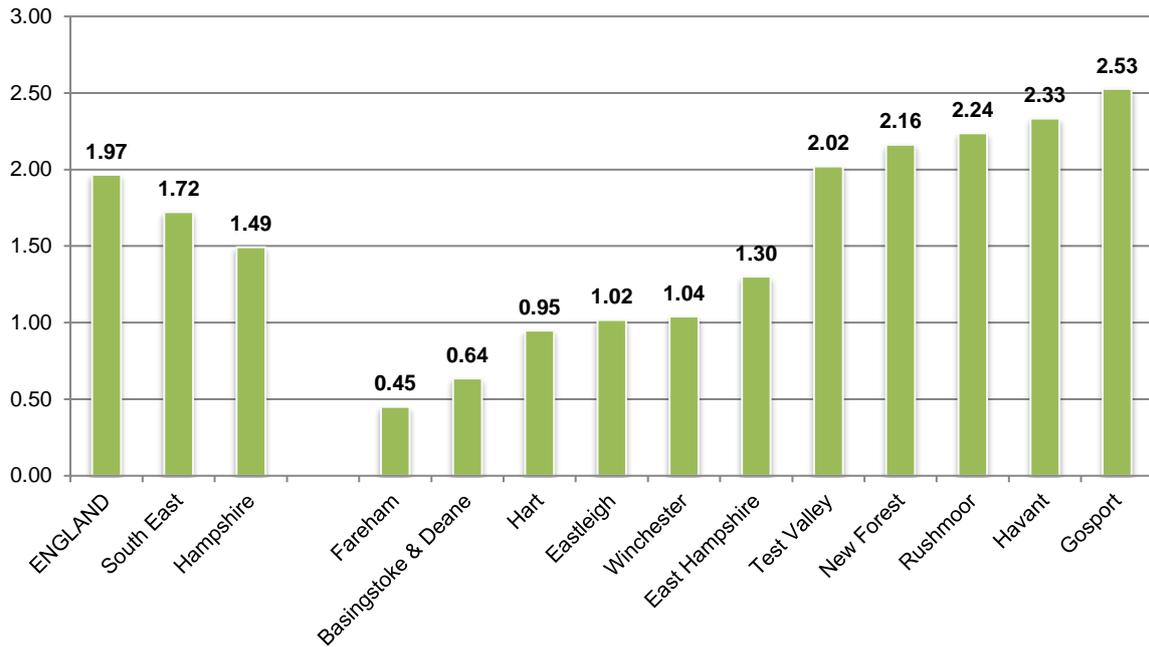
- End of AST has been reviewed in detail above.
- Test Valley reported a level that was lower than the national and regional figures, but slightly higher than the countywide situation.
- Working with the PRS remains a key priority for the Council to both meet demand and reduce demand for accommodation and homelessness services.

End of Non-AST Private Rented Tenancy per 1,000 H'holds



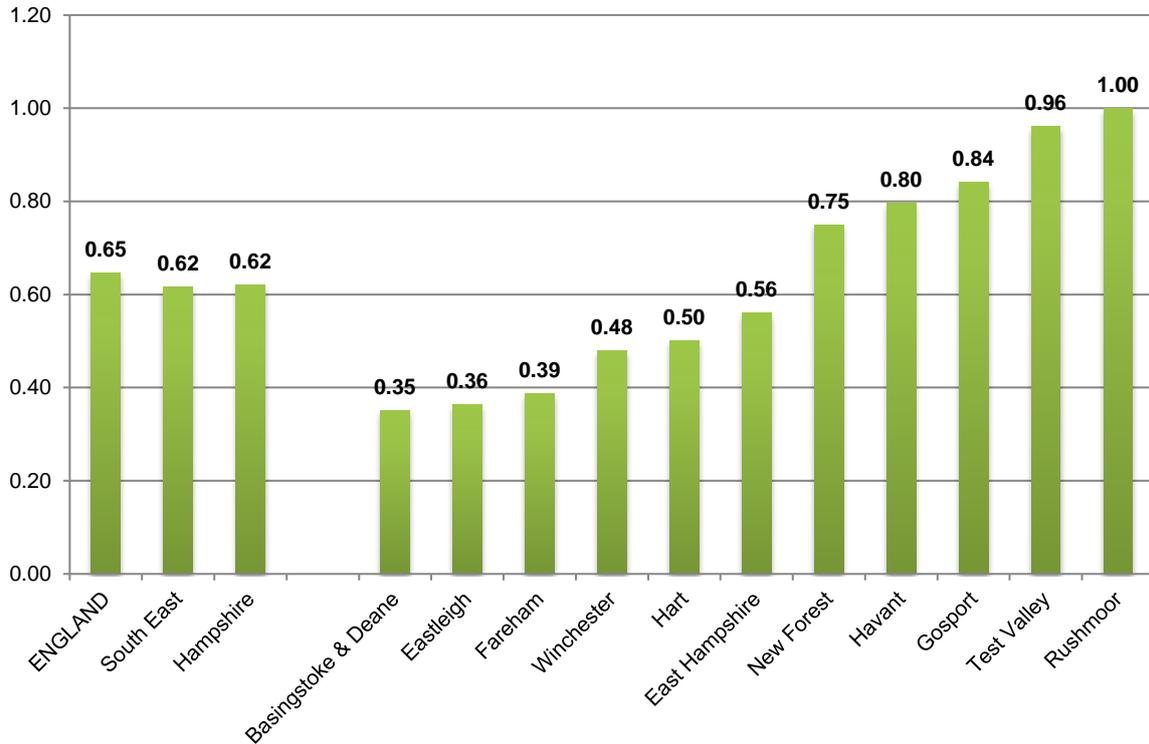
- These figures represent a relatively small number of cases, however, Test Valley had the second highest level of end of non-AST private rented sector accommodation triggering either prevention or relief duties in the county, and with a rate higher than national, regional and countywide indicators.

Family or Friends Eviction Per 1,000 H'holds



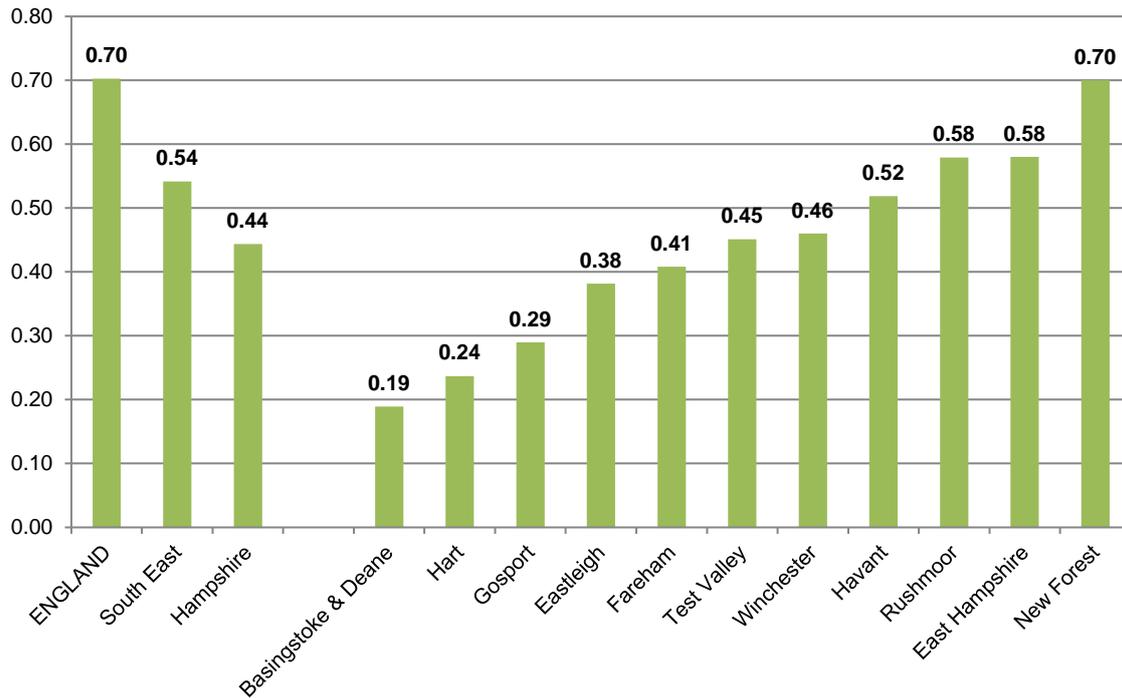
- The level in Test Valley reflects the situation nationally, but is higher than the regional and county figures. Test Valley has the 5th highest level of the 11 Hampshire districts.
- As the main cause of homelessness in Test Valley, reducing instances of relative or friend eviction resulting in homelessness will form part of the future Preventing Homelessness & Rough Sleeping strategy.

Non-Violent Relationship Breakdown with Partner Per 1,000 H'holds



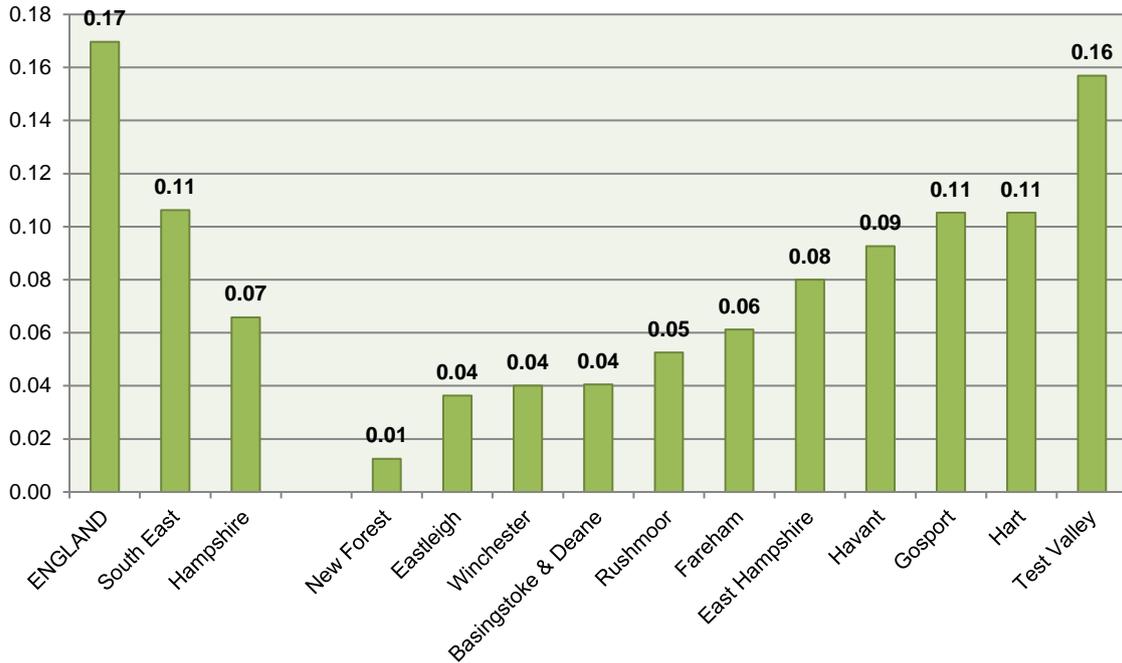
- Test Valley reported the 2nd highest level of all 11 Hampshire districts, and a higher level than the national, regional and countywide figures may otherwise suggest. This is an area that the new strategy will consider in terms of practical actions to reduce the pressure on the Council to meet housing need arising when relationships end.

Domestic Abuse Per 1,000 H'holds



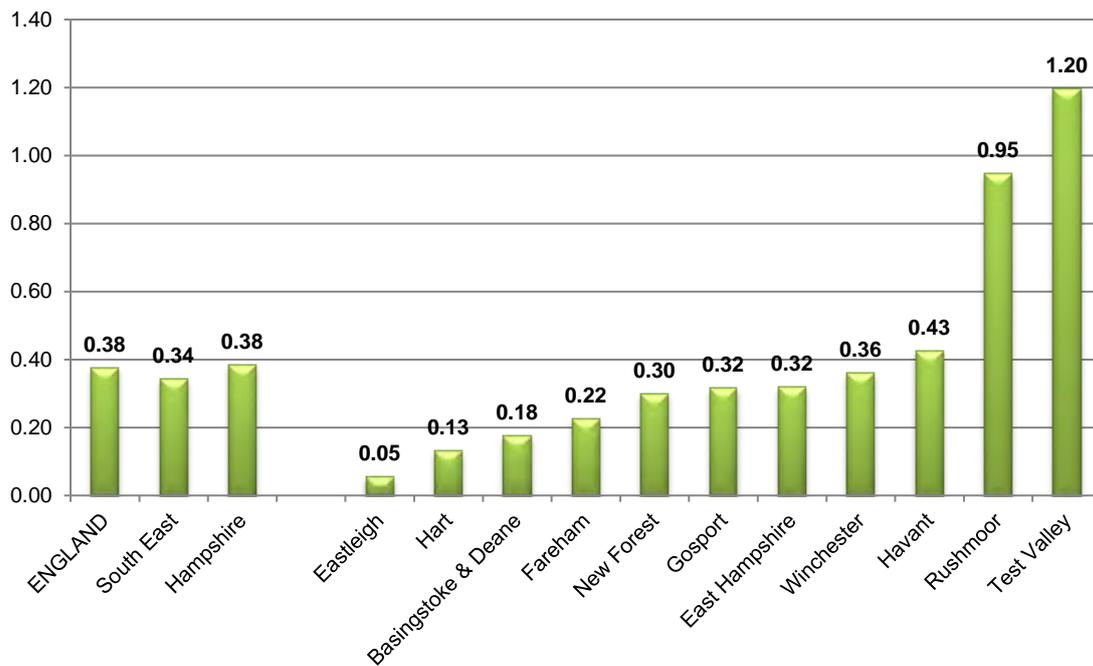
- Test Valley does not report a disproportionate level of homelessness presentations arising from domestic abuse, and enjoys close working relationships with the local Crisis Centre and the Police.
- The Council will continue to work in partnership to support people experiencing domestic abuse, and in the interests of ensuring they do not face homelessness as a result of their experience or protracted periods of uncertainty associated with their future housing options.

Other Violence or Harrassment Per 1,000 H'holds



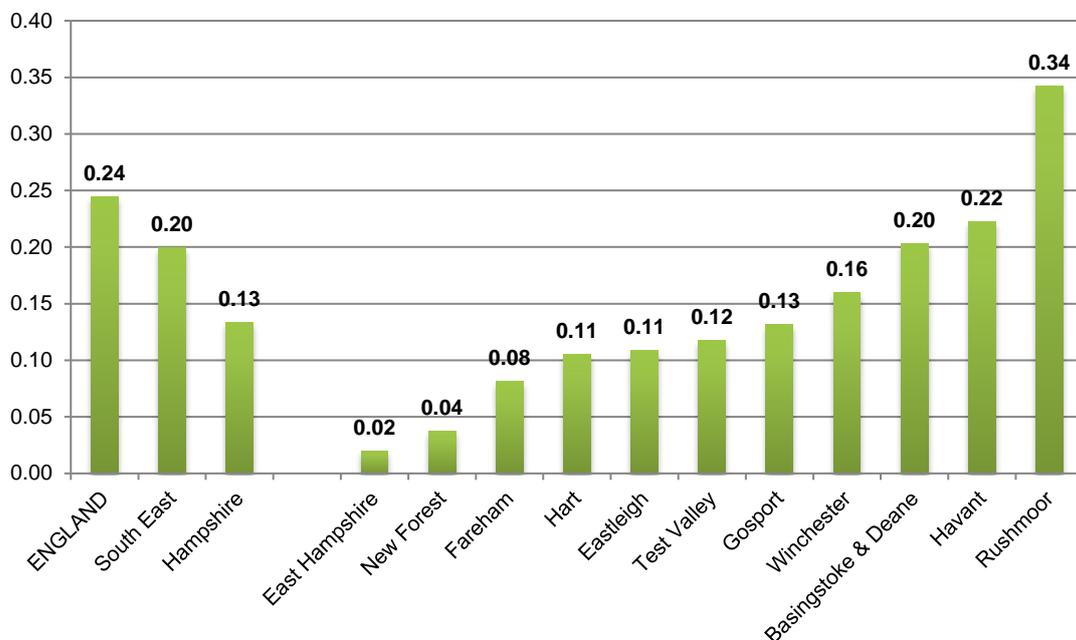
- The level reported by Test Valley relates to just 1 case. The Council will continue to monitor cases arising in this context with a view to ensuring all appropriate action is taken against landlords who use retaliatory eviction to punish tenants who report issues in the properties they reside in.

End of Social Rented Tenancy Per 1,000 H'holds



- The level in Test Valley exceeds all other comparator indicators. It is not clear what the driver for this has been.
- The Council will work with housing association partners to better understand this outlying indicator and take action accordingly. This specific driver of local homelessness demand has also been considered earlier in this section and within the body of the evidence base.
- Local housing association partners have already, as part of our consultation process, been asked to provide information to support the Council to understand the figures above in context, and to lead on standard protocol and practice development that reduces demand for homelessness support (either to deal with the threat of homelessness or to relieve homelessness) arising from housing association tenancies being brought to an end in the borough.

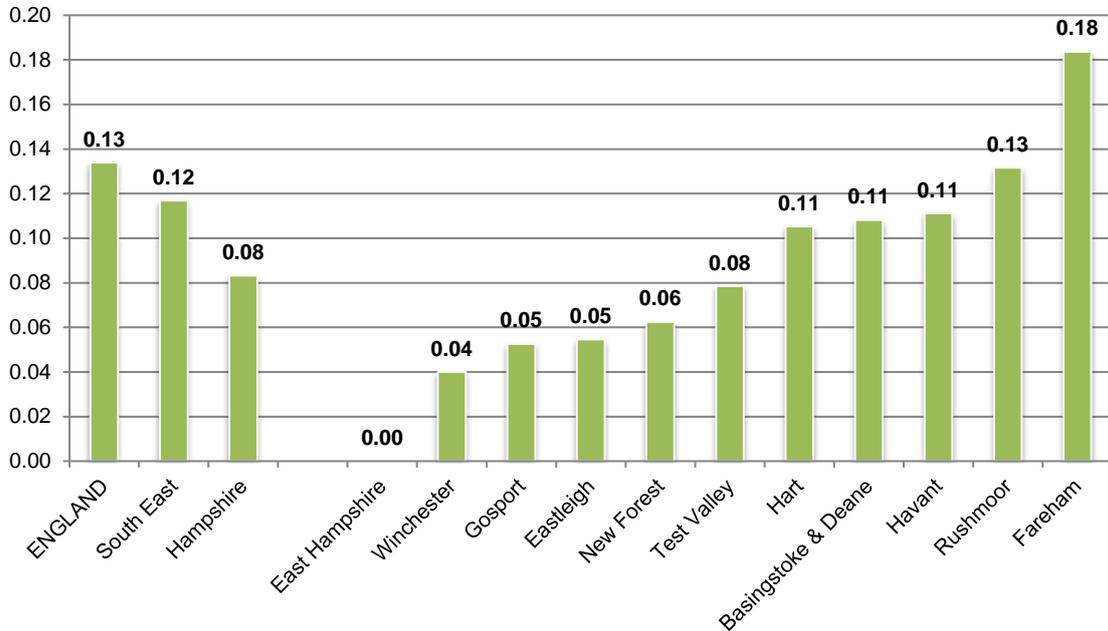
Eviction from Supported Housing Per 1,000 H'holds



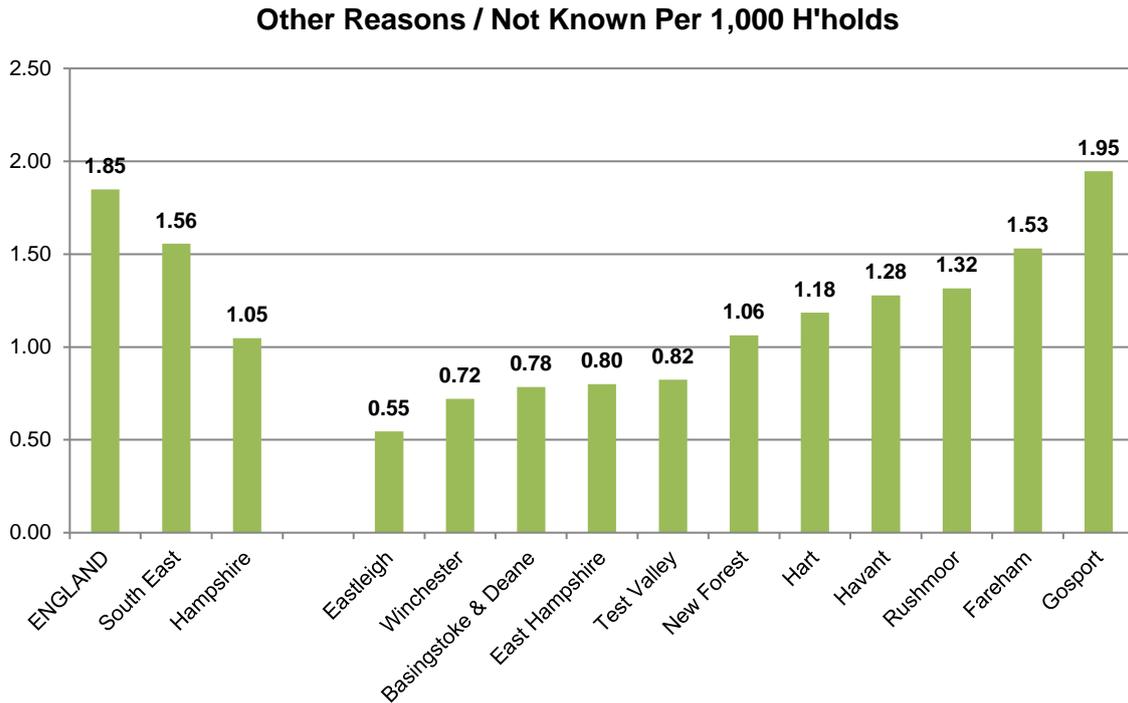
- Test Valley reported 6 cases between April and December 2018, where a duty was triggered due to eviction from supported housing.
- In every case, local services were dealing with individuals with highly complex, multiple support needs.
- The level per 1,000 households in Test Valley ranked 6th in the county against the other 11 districts and was below the national, regional and countywide comparators.
- The Council continues to work in partnership with local support housing provider, Two Saints, along with commissioning officers within Adult Services at Hampshire County Council, to deliver high quality local services that promote social inclusion and contribute to preventing homelessness and relieving rough sleeping.

- Social inclusion services will continue to be a priority for the Council in developing future strategy.

Left Institution Per 1,000 H'holds



- The level in Test Valley represents 4 individual cases. These included discharge from custody and discharge from hospital. The Council will continue to work to prevent homelessness occurring when people are discharged from institutions and to promote the Duty to Refer in the interests of early identification and early warning of people who may face homelessness at the end of their stay in an institution.
- The level in Test Valley reflected the countywide comparator, and was lower than the national and regional pictures. Test Valley reported the 5th lowest level of all 11 Hampshire districts.



- Whilst the level of cases reported as “other” by Test Valley is lower than the national, regional and county comparators, nevertheless, the Council should aim to reduce the number of cases reported as “other” across all relevant indicators.

Data Live Table: A3

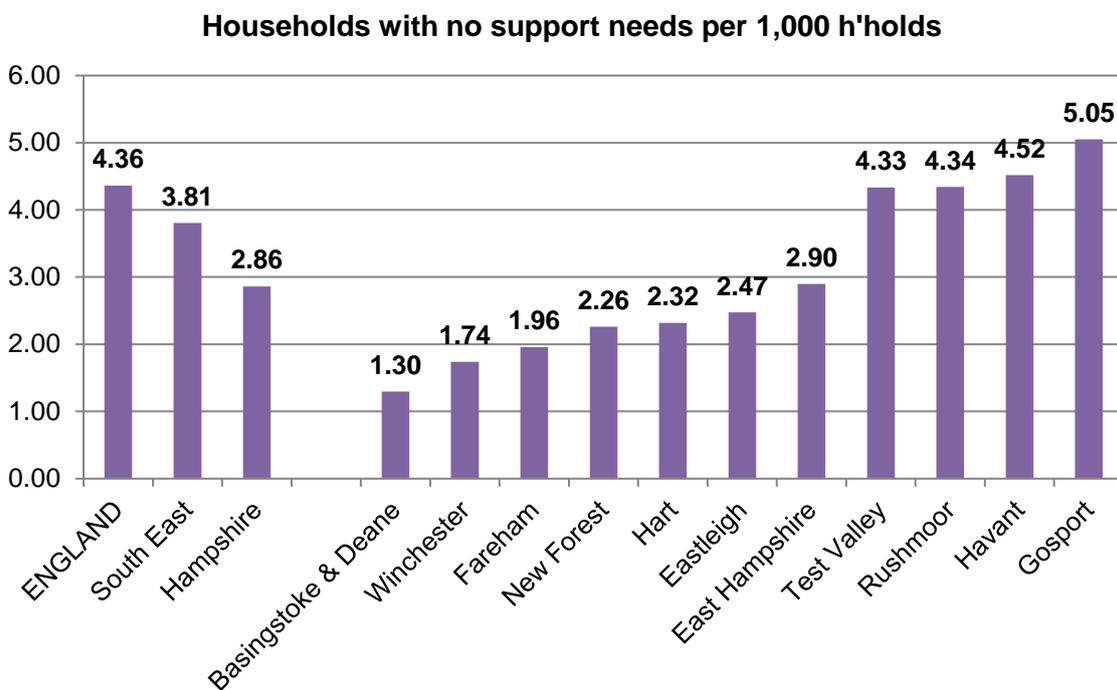
Series of Charts Demonstrating Levels of Support Needs (Including Multiple Support Needs) of Households Owed a Prevention or Relief Duty: Per 1,000 Households (including comparators England, South East and Hampshire)

This section demonstrates that there is a wide range of needs affecting the people supported by the Council’s housing services. In summary the main factors leading to assessed support needs were as follows:

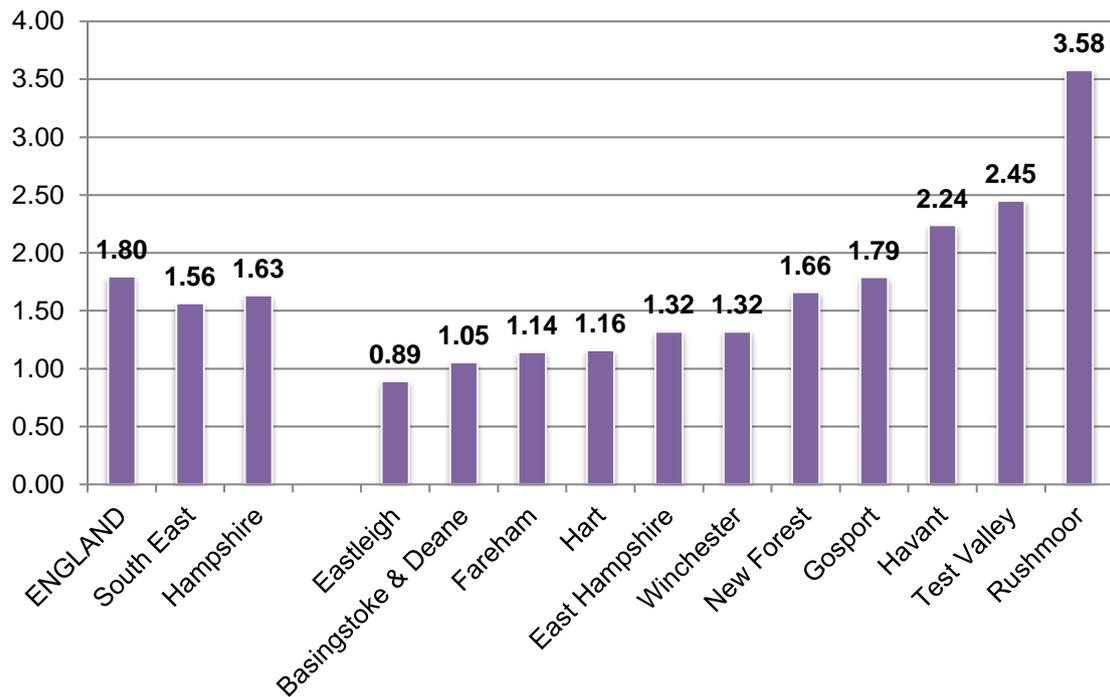
- 46% of all households triggering duties to prevent or to relieve homelessness in Test Valley were assessed as having 1 or more support need.
- 22% of all households triggering duties to prevent or to relieve homelessness in Test Valley had an assessed support need due to a history of mental ill health. *Mental ill health was by far the highest single contributory factor to support needs identified at initial assessments for people who were either homeless or threatened with homelessness in Test Valley.*
- Support needs associated with drugs and/or alcohol use accounted for a further 10% of households triggering prevention or relief of homelessness duties (5% for drugs and 5% for alcohol respectively).

- 10% of all households had an assessed support need associated with physical ill health and disability.
- 6% of all households triggering either prevention or relief of homelessness duties in Test Valley had a support need associated with the impacts of domestic abuse.
- 6% of all households triggering either prevention or relief of homelessness duties in Test Valley had support needs associated with being aged 18 to 25 and requiring support to live and manage independently.

Key data is analysed below, including where it is strategically relevant to be fed through into future strategy.

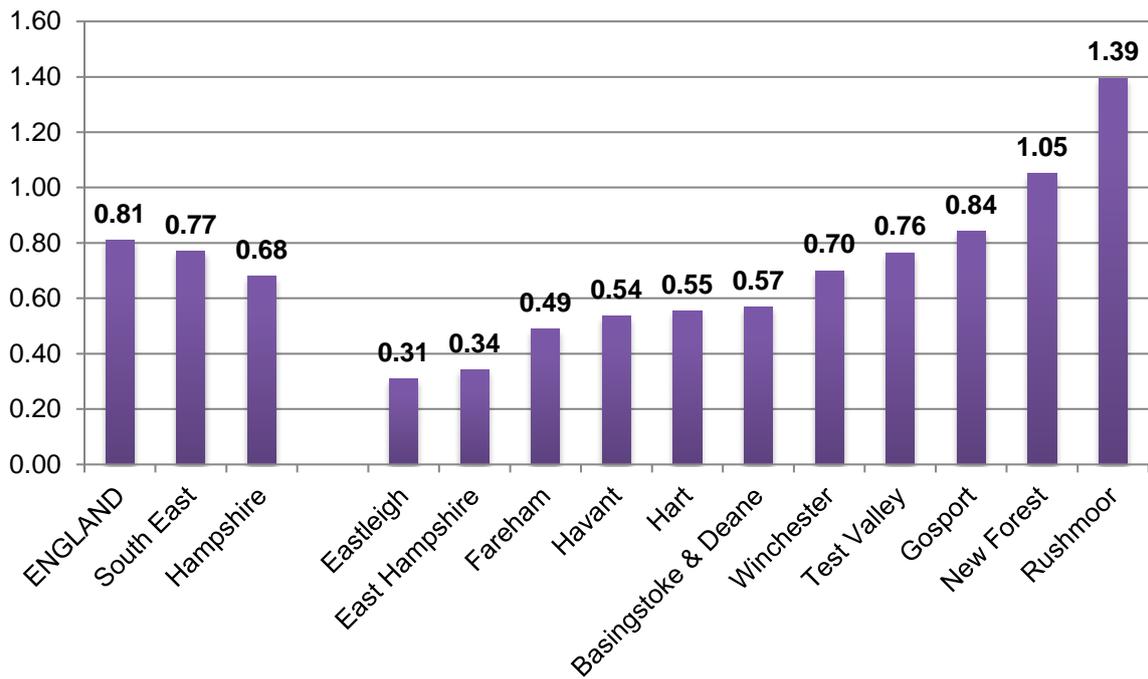


Households with 1 support need per 1,000 h'holds

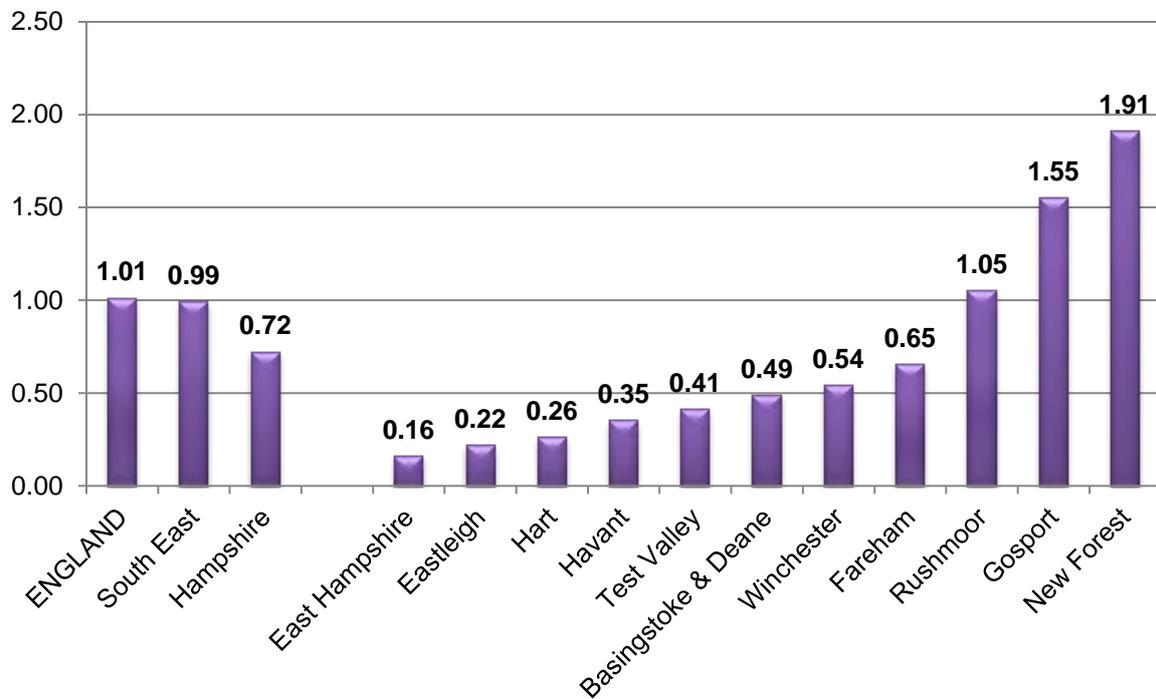


- Test Valley reports a high level of cases where the household was affected by at least 1 support need.
- Those with 1 support need identified per 1,000 households was higher than the national, regional and county comparator data, and was the second highest in the county when compared with the other Hampshire districts.
- The levels of cases per 1,000 households with 2 or more support needs is lower than the level of cases with 1 support need, yet still notable and the Council and its partners must have a response to meet the needs for support including for people with multiple support needs, and particularly with regard to mental health.

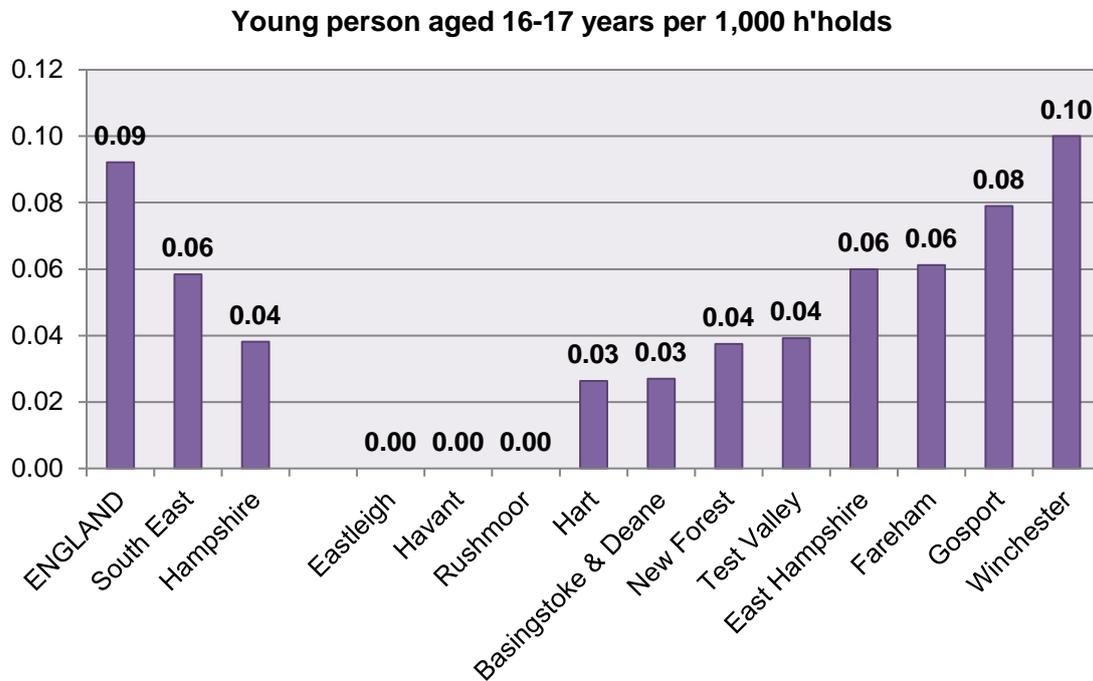
Households with 2 support needs per 1,000 h'holds



Households with 3 or more support needs per 1,000 h'holds

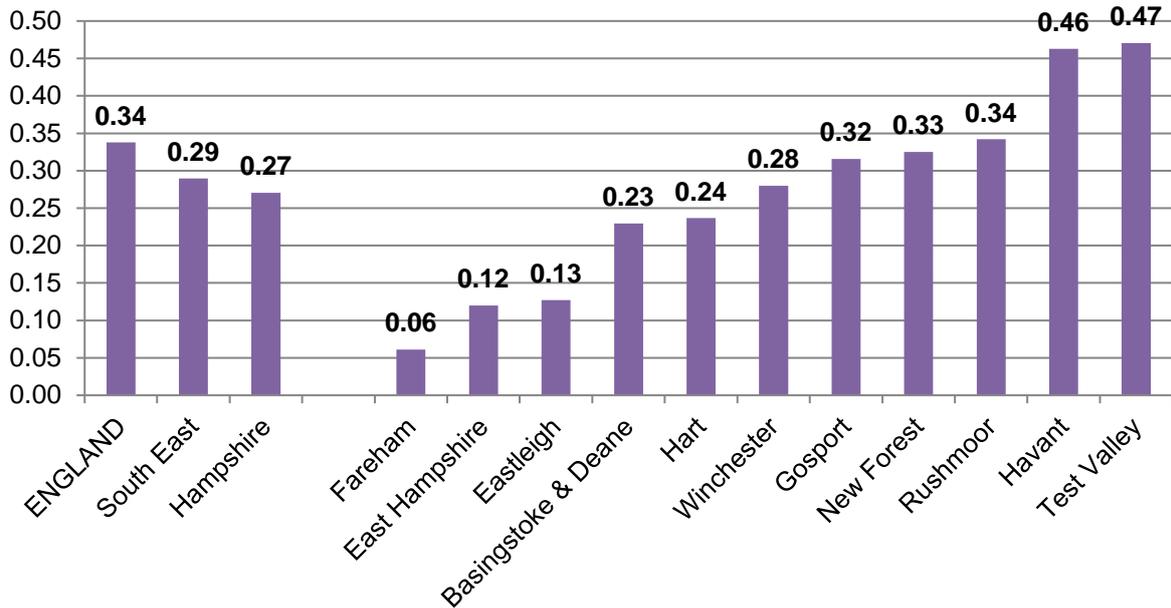


Series of Charts Demonstrating Types of Support Needs of Households Owed a Prevention or Relief Duty: Per 1,000 Households (including comparators England, South East and Hampshire)



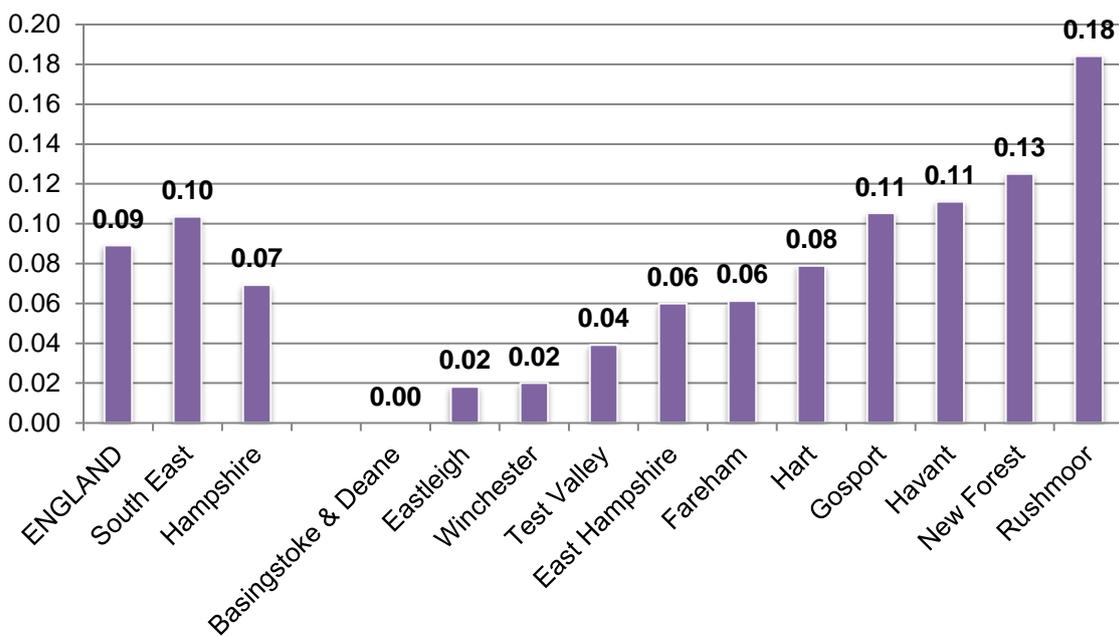
- The level reported by Test Valley represents 2 cases where a 16/17 year old triggered a duty to either prevent or relieve homelessness.
- Tackling youth homelessness is a priority for Test Valley and officers have worked with the County Council's Children's Services to update the Hampshire Joint Working Protocol and assisted in the development of a countywide action plan, aspects of which will form part of the future Preventing Homelessness & Rough Sleeping strategy for Test Valley.

Young person aged 18-25 years requiring support to manage independently per 1,000 h'holds

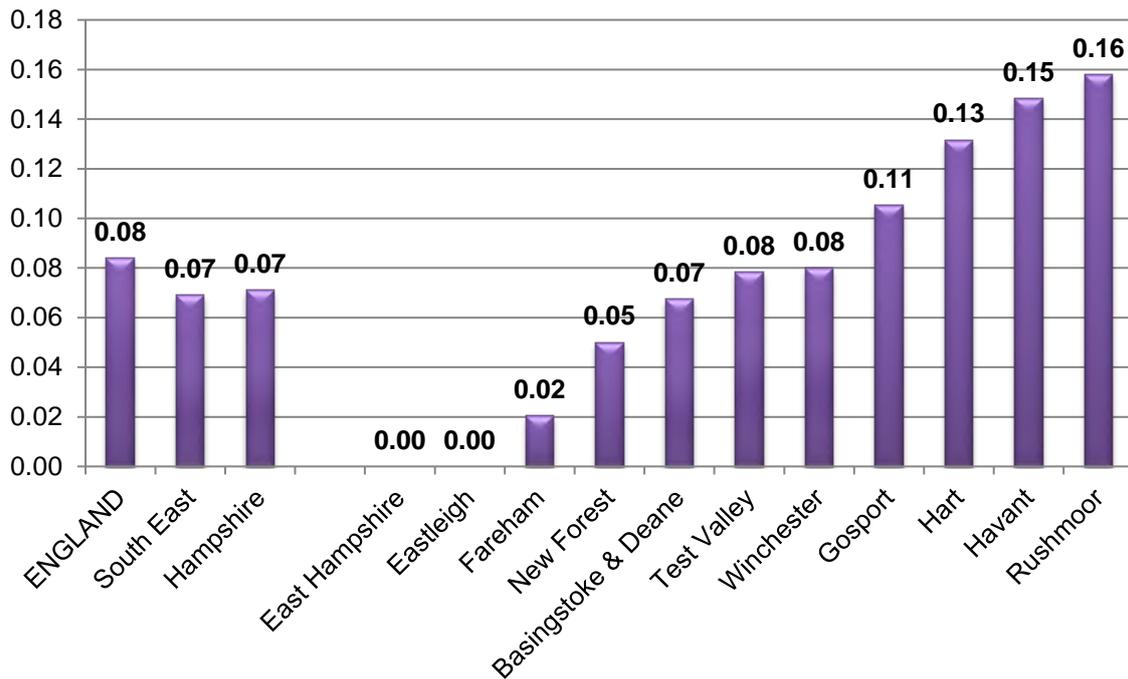


- Test Valley caseload reflects a high number of young people. The of support needs arising from the person being aged 18-25 years and requiring support to manage independently is higher than the other Hampshire districts and higher than the national, regional and countywide comparators.

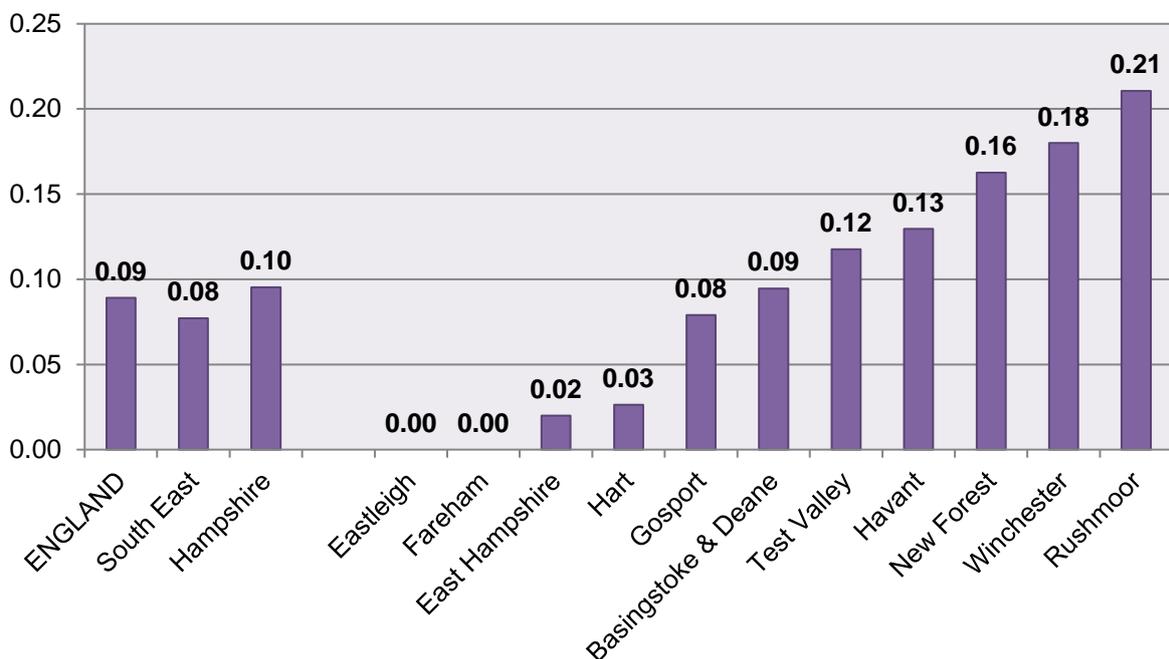
Young parent requiring support to manage independently per 1,000 h'holds



Care leaver aged 18-20 years per 1,000 h'holds

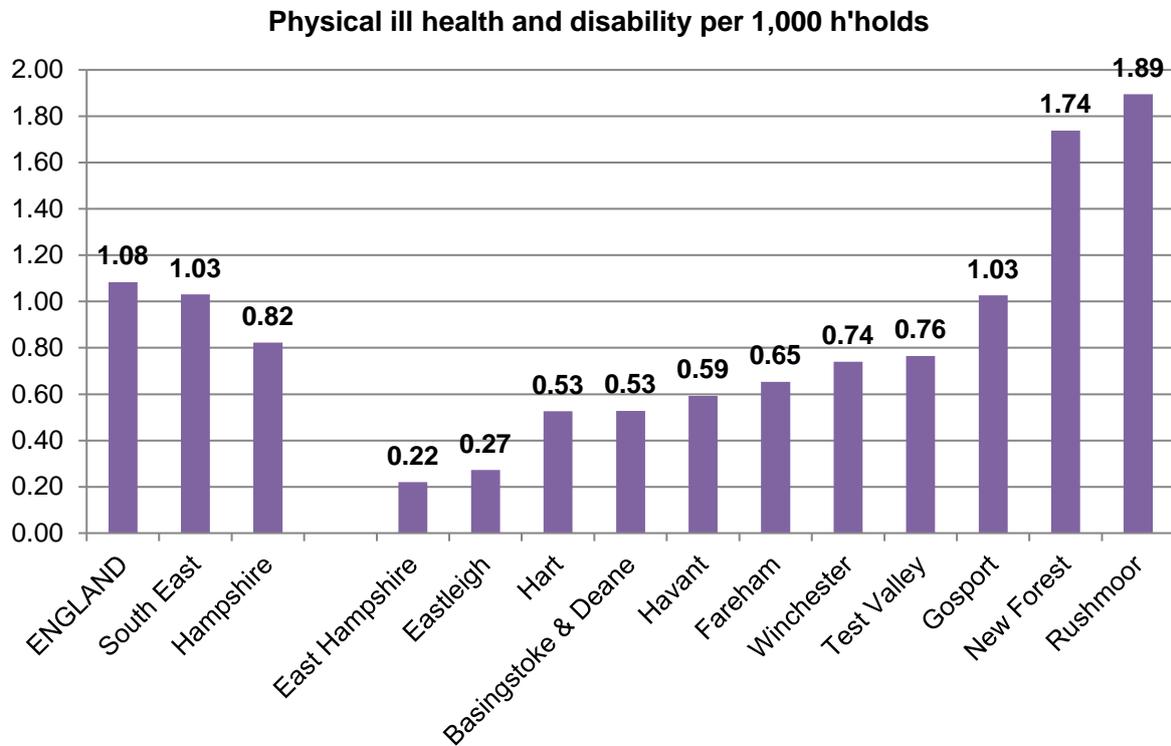


Care leaver aged 21+ years per 1,000 h'holds



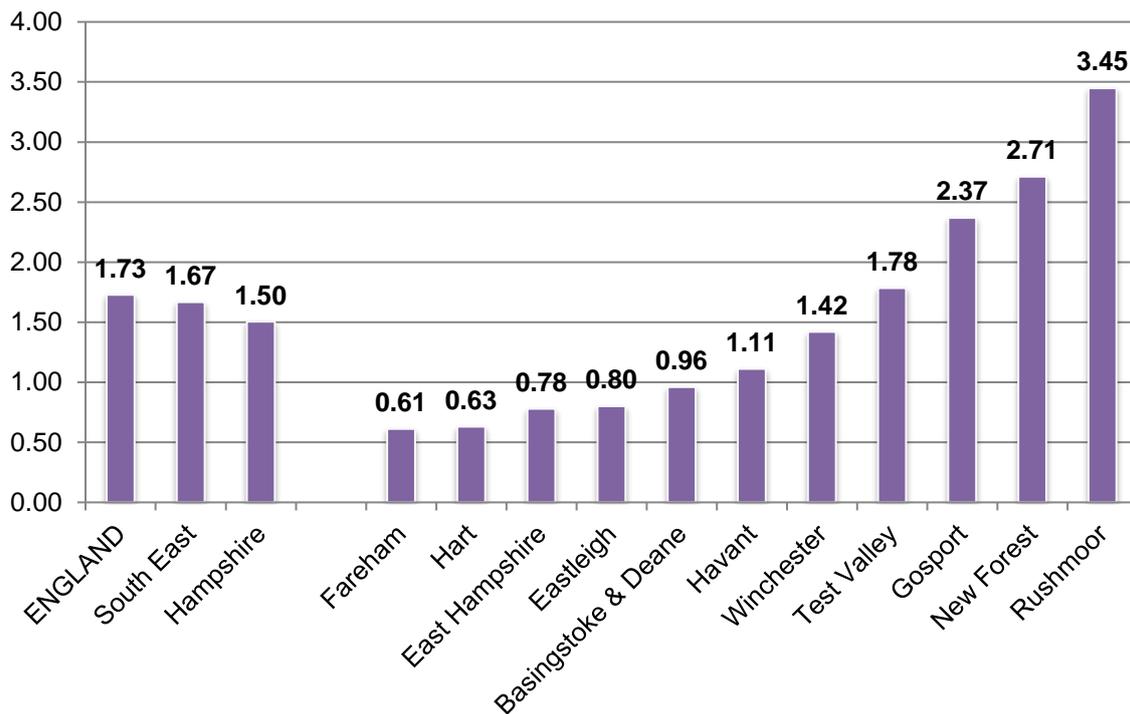
- The charts above demonstrate that whilst demand is not excessive or outlying in Test Valley, there are young people facing homelessness who require support, not least to manage independently. This will form part of future strategy considerations albeit the Council cannot, in isolation, meet this need (which is not likely to be addressed by offers of accommodation alone).

- It is vital that in meeting the accommodation needs of young people, they are not set up to fail because their support needs are not being adequately addressed.



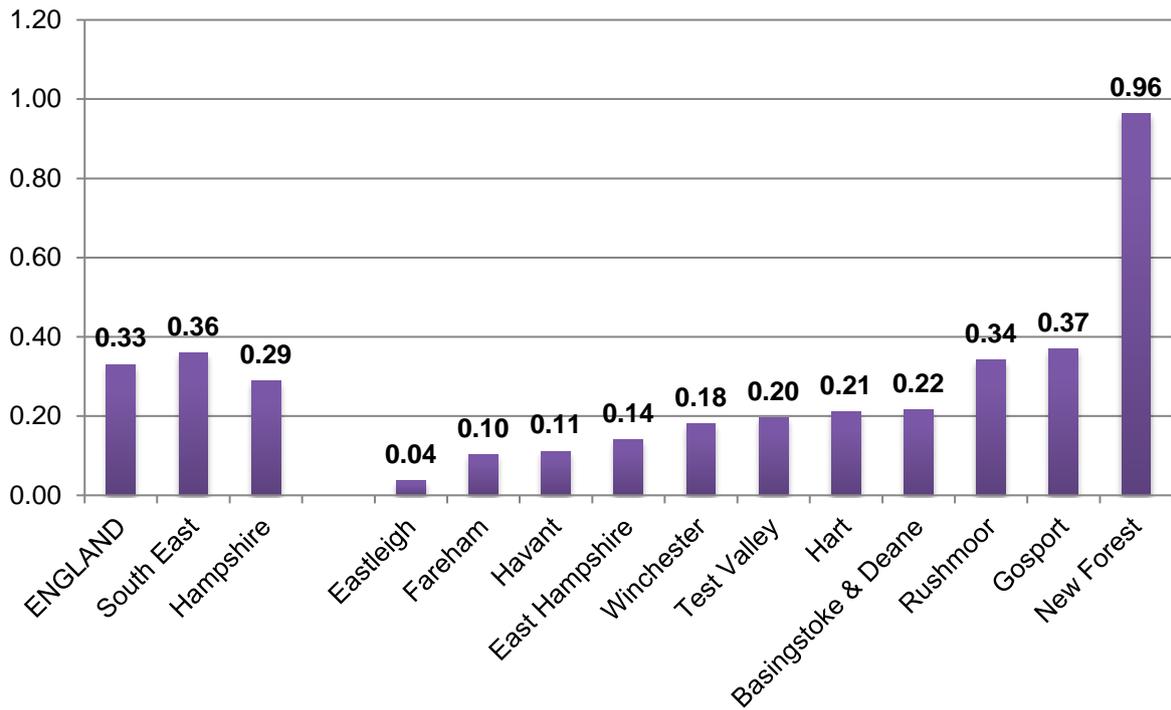
- Services must be geared up to meeting the needs of people with physical health conditions including disabilities. This includes ensuring there are accommodation options both temporary and more settled, and appropriate support to adapt properties where appropriate, so that people affected by homelessness can be suitably placed or enabled to remain in their current accommodation so that it is manageable and appropriate.
- Moreover, there needs to be suitable accommodation options for people with mobility needs and as part of the Council's housing enabling function, future strategy should ensure it is adequately taking into account physical health needs and developing more lifetime homes.

History of mental health problems per 1,000 h'holds



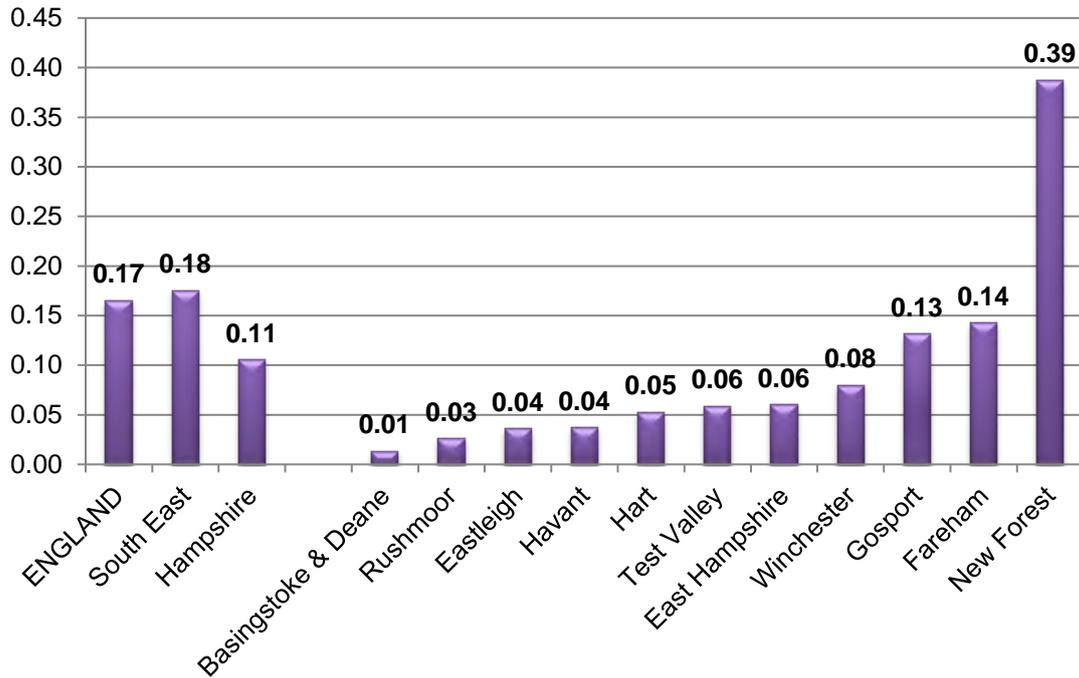
- Mental health needs are a common feature of Housing Services' caseload. In Test Valley, 22% of cases assessed at the initial stages of a homelessness application had a history of mental health identified as a support need.
- Mental health support is vital to facilitate sustainable solutions for people with complex needs.
- The level of mental health support needs among the caseload in Test Valley exceeds the national, regional and countywide comparators. Only Rushmoor, New Forest and Gosport have higher levels of mental health support needs within homelessness prevention/relief duty caseloads.
- Partnership working to meet identified mental health needs, including undiagnosed mental health needs, is vital. The provision of bricks and mortar alone is insufficient to tackle acute and/or enduring mental health problems. This includes where people have co-occurring conditions such as behavioural, mental health and addiction (drugs and alcohol support needs affected 10% of cases with assessed support needs).

Learning disability per 1,000 h'holds



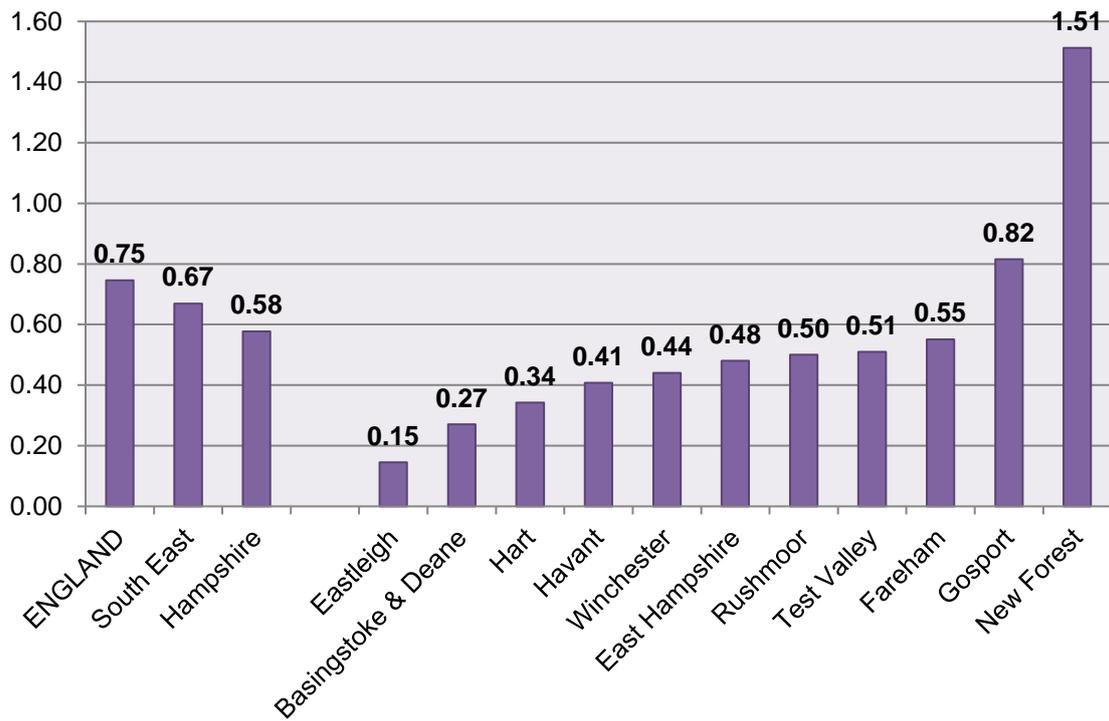
- Learning disabilities form low numbers of cases within Test Valley's case load, however, the level reported above reflects 10 individual cases.
- Local services need to be geared up to identify and assist people affected by learning disabilities.

At risk of / has experienced sexual abuse / exploitation per 1,000 h'holds



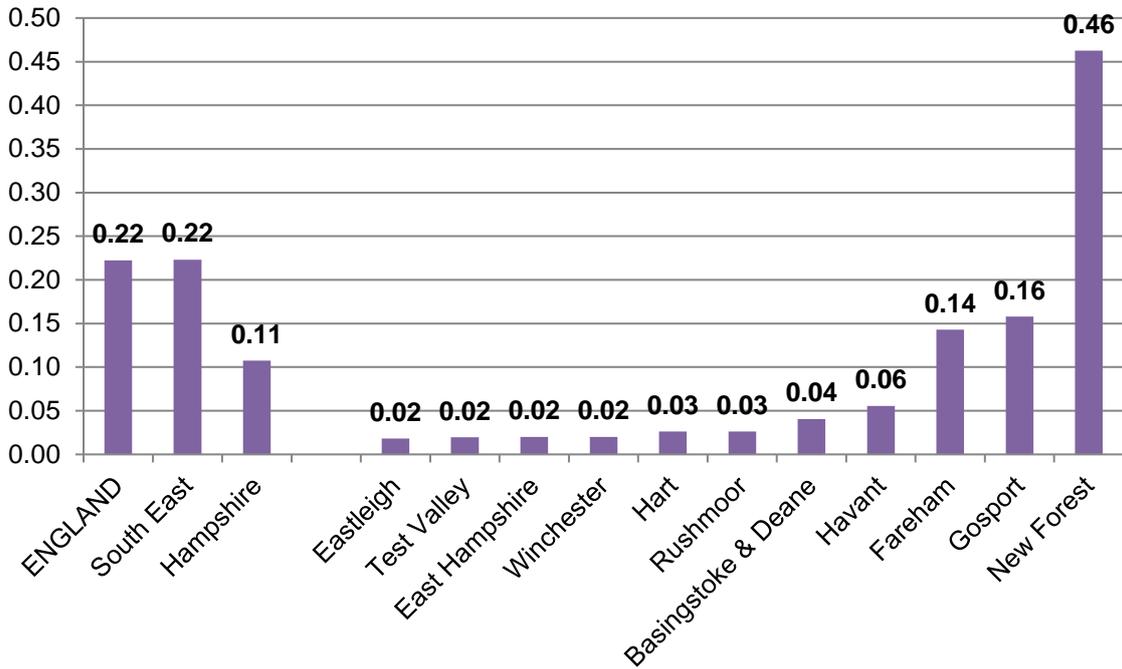
- Between April and December 2018 there were 3 cases reported where the person had experience of sexual abuse and/or sexual exploitation.
- Services need to be able to address matters arising in a sensitive and appropriate way.

At risk of / has experienced domestic abuse per 1,000 h'holds

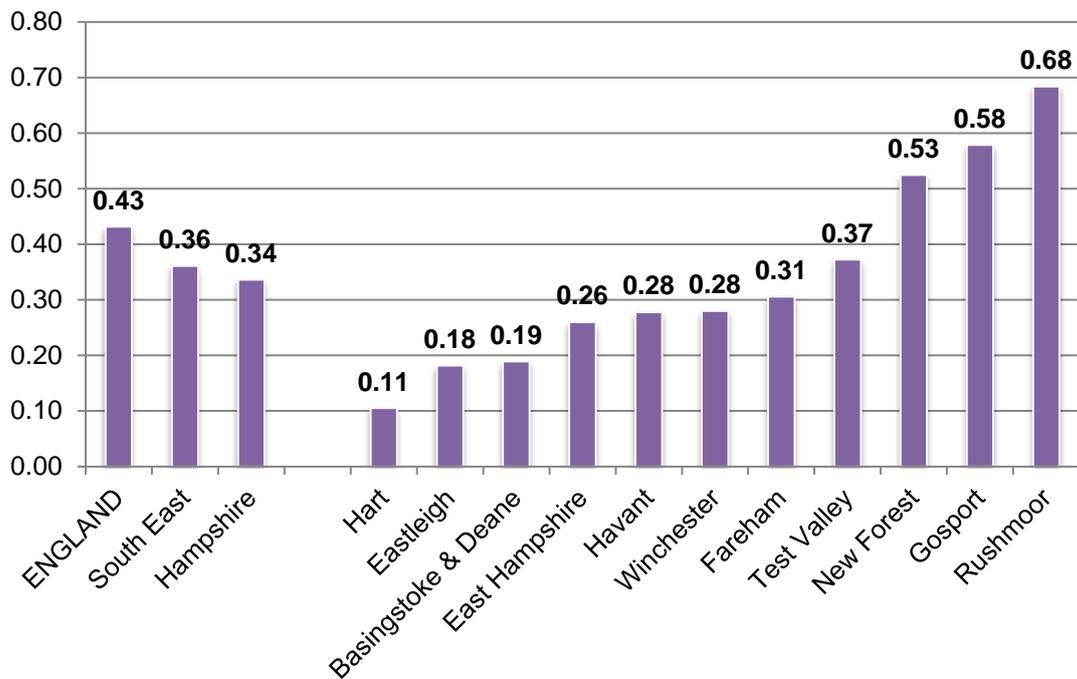


- Test Valley caseload reporting suggests that as a support need, there is a lower level per 1,000 households than national, regional, and countywide data would otherwise suggest.
- Ongoing partnership working with Crisis Centre, Police and Hampshire County Council is vital to ensure that where domestic abuse is an issue for people presenting to the Council for help, the Council and its partners can respond appropriately and supportively.

At risk of / has experienced abuse (non-domestic abuse) per 1,000 h'holds

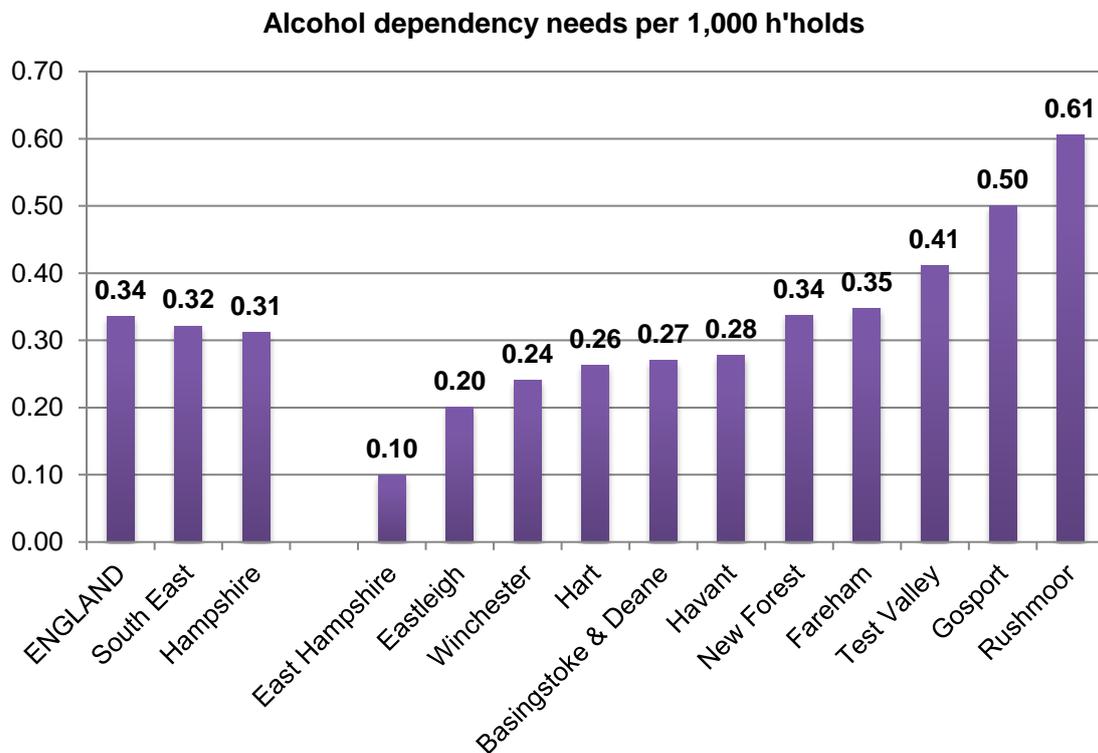


Drug dependency needs per 1,000 h'holds



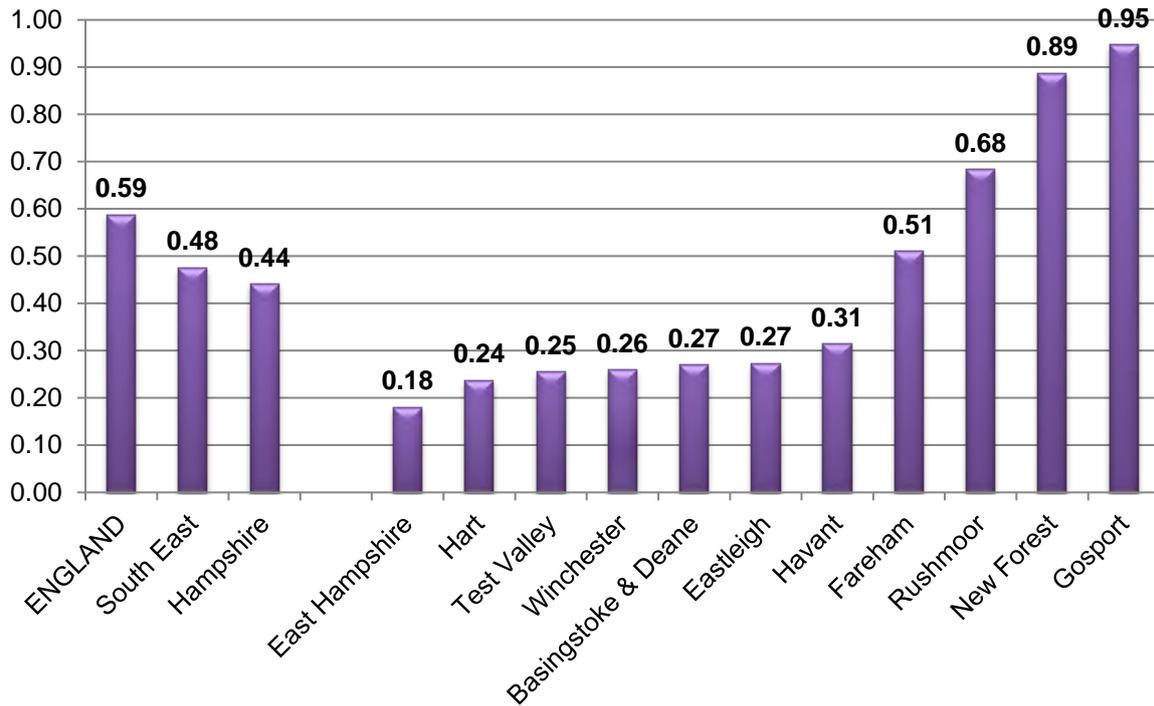
- Test Valley reports a higher level of support needs associated with drug dependency than the regional and countywide figures may otherwise suggest, but a lower level than the national comparator.

- Test Valley reported the 4th highest level of all 11 Hampshire districts.
- Drug (and alcohol) services remain important to the local safety net, not only to bring people inside from the street, but to prevent homelessness and ensure accommodation options are sustainable and people are helped to thrive.



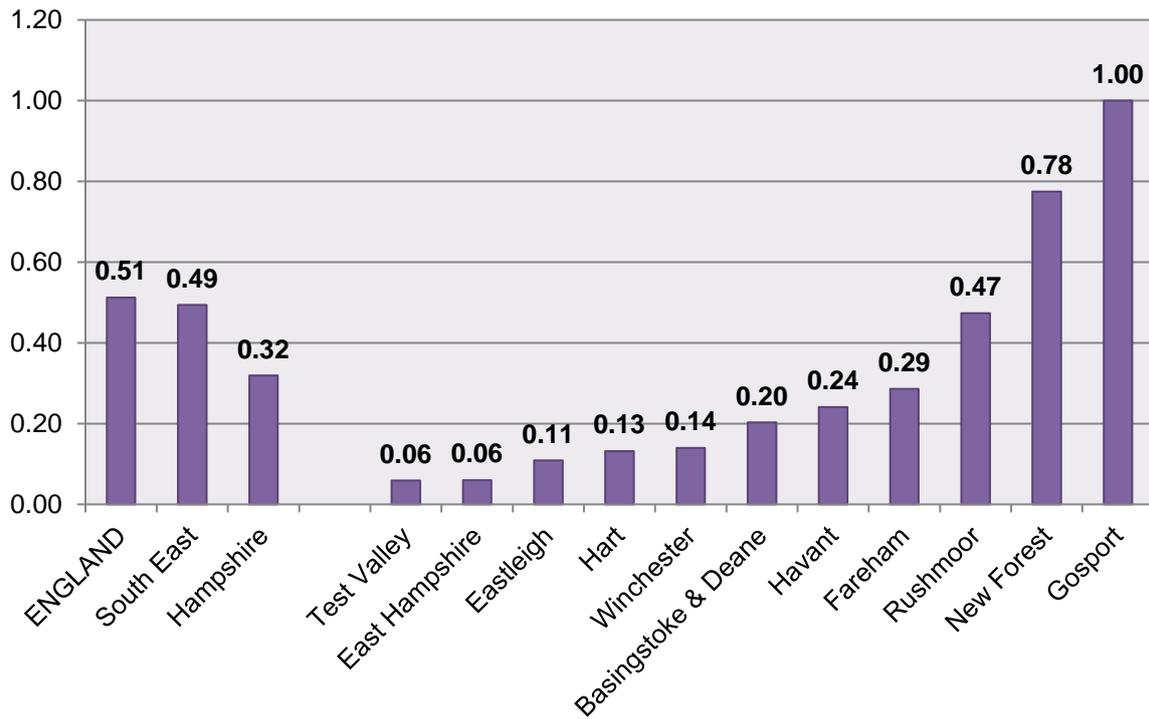
- Test Valley reports a higher level of support needs associated with alcohol dependency than the national, regional and countywide data may otherwise suggest, and the 3rd highest level of all 11 Hampshire districts.
- As noted above, appropriate services to support people with alcohol (and drug) dependency needs are vital to ensure the local safety net can prevent and tackle homelessness in all its forms, and to deliver sustainable solutions for people that contribute to their capacity to thrive.

Offending history per 1,000 h'holds



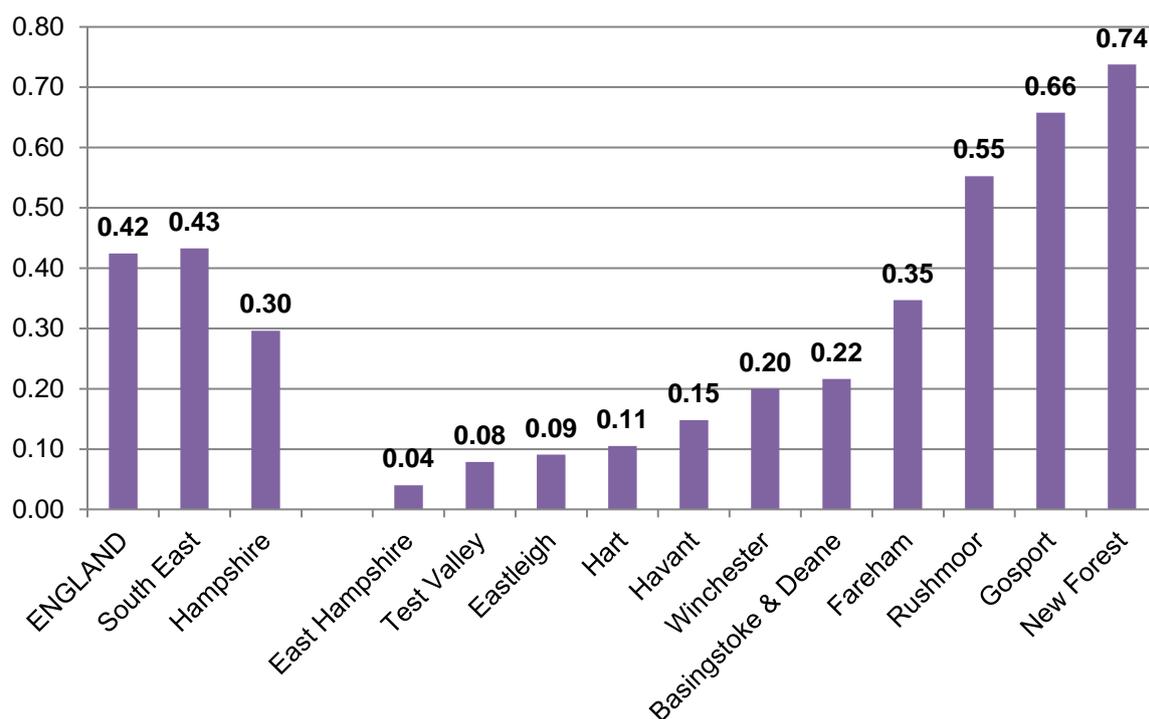
- Identifiable support needs as a direct result of offending histories were relatively low in Test Valley. Nevertheless, services must be able to support people with offending histories to prevent and relieve homelessness, prevent recidivism, and to contribute to sustainable solutions that support both individuals, families and communities.

History of repeat homelessness per 1,000 h'holds



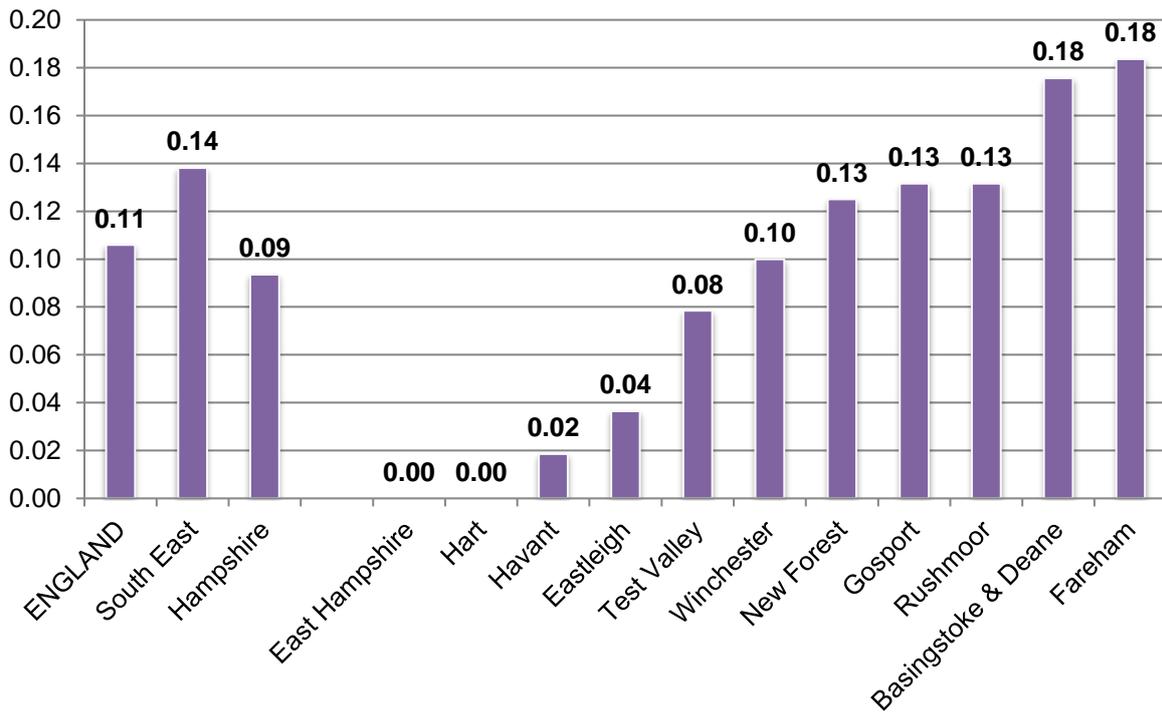
- Repeat homelessness as an identified support need was low in Test Valley during the period analysed. The Council's strengths-based approach to assessments has been well received by customers and developed a joint focus for both the Housing Service and the customer, regarding what the real problems are that contribute to housing crises.
- The level in Test Valley was low against all comparators, however, it is vital the Council is not complacent in seeking to avoid repeat homelessness and ensure all interventions are sustainable for the people being supported.

History of rough sleeping per 1,000 h'holds



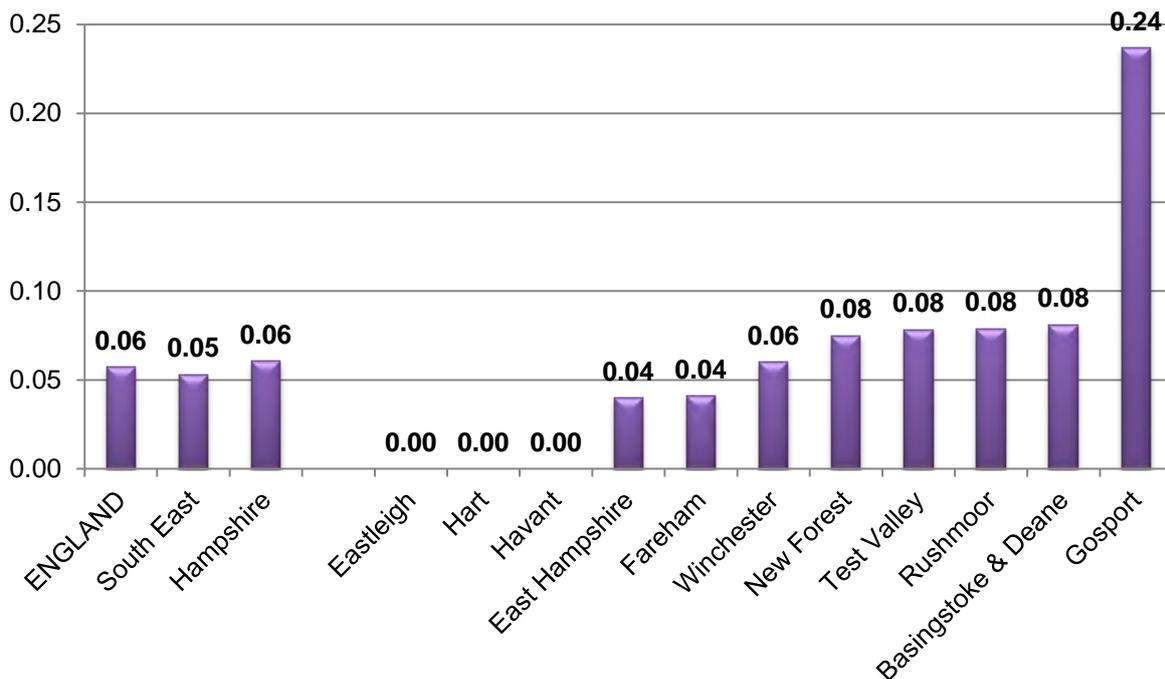
- Whilst comparatively low level, the Council reported 4 cases of support needs associated with a history of rough sleeping between April and December 2018.
- Preventing and relieving rough sleeping is a priority for Test Valley and the Council has committed to offering accommodation to any resident who may otherwise sleep rough in the borough regardless of 'priority need'.
- The chart above could suggest that those people who find themselves on the street in the borough (9 rough sleepers were estimated in the autumn 2018 snapshot), may be new to the street. The Council will continue to prioritise partnership working and invest in services that aim to end rough sleeping.
- The Council has published a rough sleeping action plan and invested considerable resources and funds in services to prevent and relieve street homelessness. This includes recent successful bids to MHCLG and associated projects being delivered in partnership with Two Saints.

Old age per 1,000 h'holds

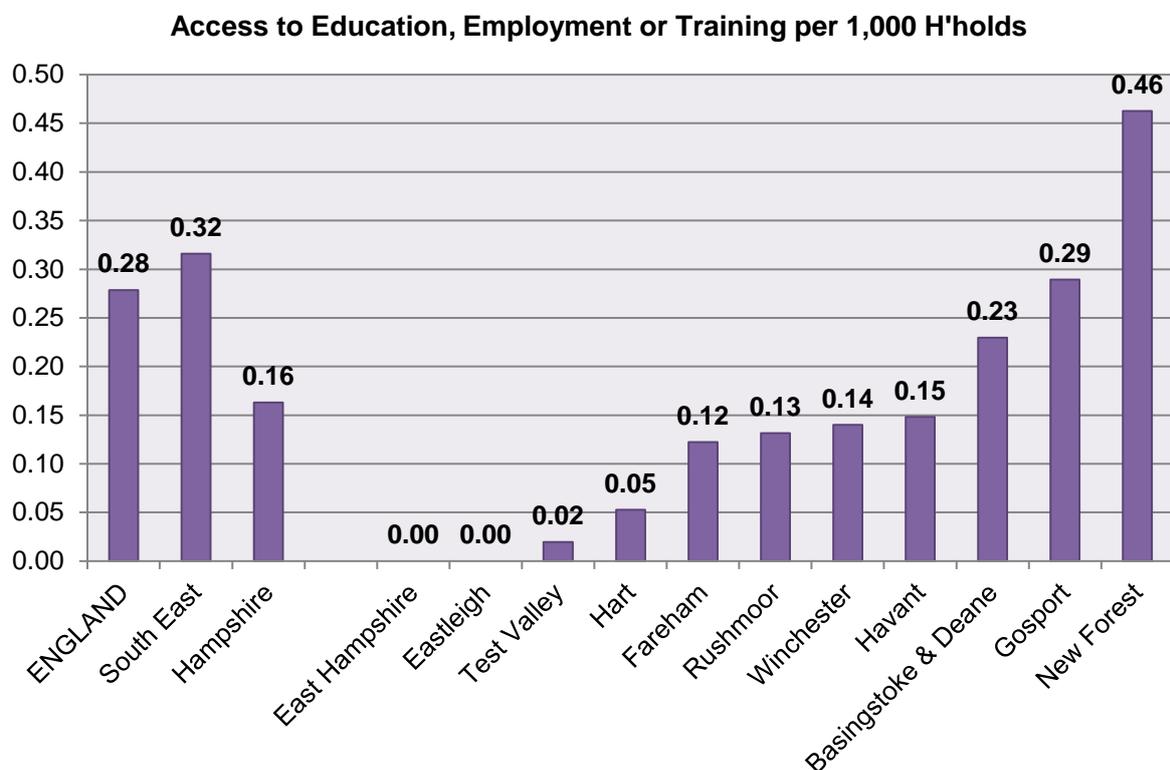


- Whilst levels in Test Valley are comparatively low, meeting the needs (including support needs) of older persons is something that has come through a number of separate elements of this review and will form part of the future Housing Strategy for Test Valley.

Served in HM Forces per 1,000 h'holds

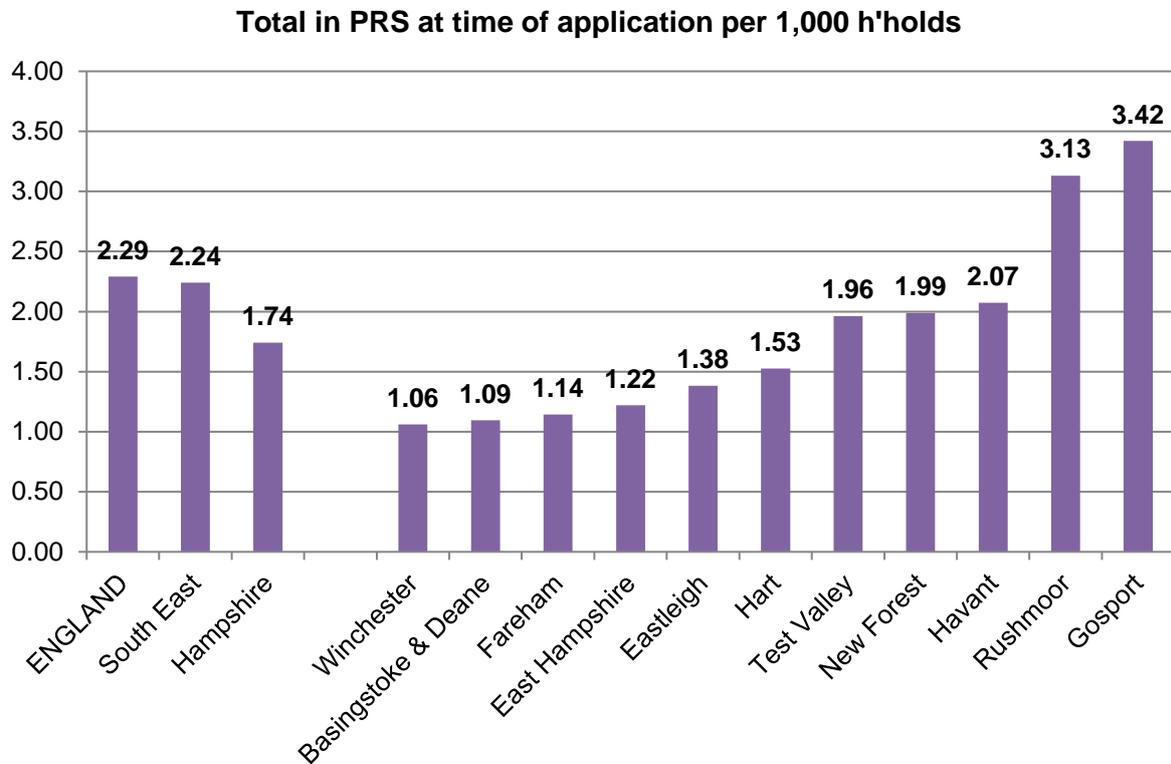


- Whilst the level of support needs associated with having served in Her Majesty's Armed Forces are higher than the national, regional and countywide comparators, and Test Valley demonstrates a level that is 4th highest of all 11 Hampshire districts, there were just 4 individual cases where the duty to prevent or relieve homelessness was triggered between April and December 2018.
- As set out in the earlier section focused on members or Her Majesty's Forces (and veterans), the Council has signed up to the Military Covenant at national and local level, and has supported this client group to access accommodation solutions through a range of means.
- Meeting the needs of members of the Armed Forces and veterans remains a priority for the Council, which will continue to deliver services in keeping with the Covenant, guidance and best practice for this group.



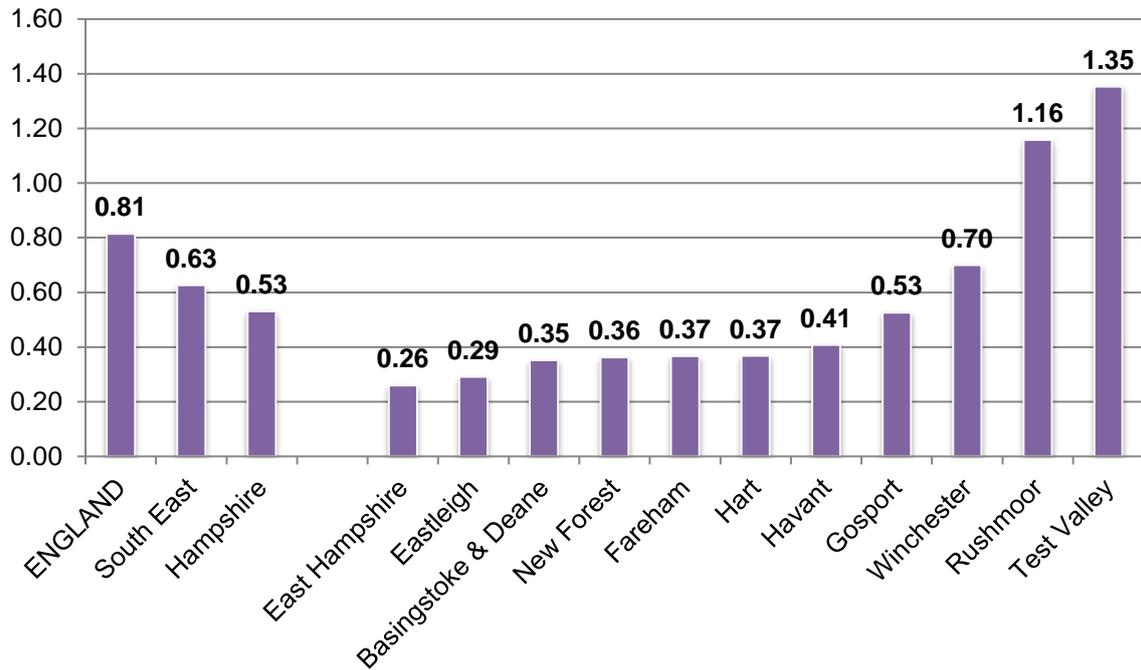
- Whilst the level of support needs arising from access to education, training and employment reported between April and December 2018 are relatively low, the Council is mindful that the rurality of the borough, along with pockets of deprivation and a high cost housing market across most of the borough, creates barriers to accessing services.

Series of Charts Demonstrating Accommodation of Households at the time of Application : Per 1,000 Households (including comparators England, South East and Hampshire)



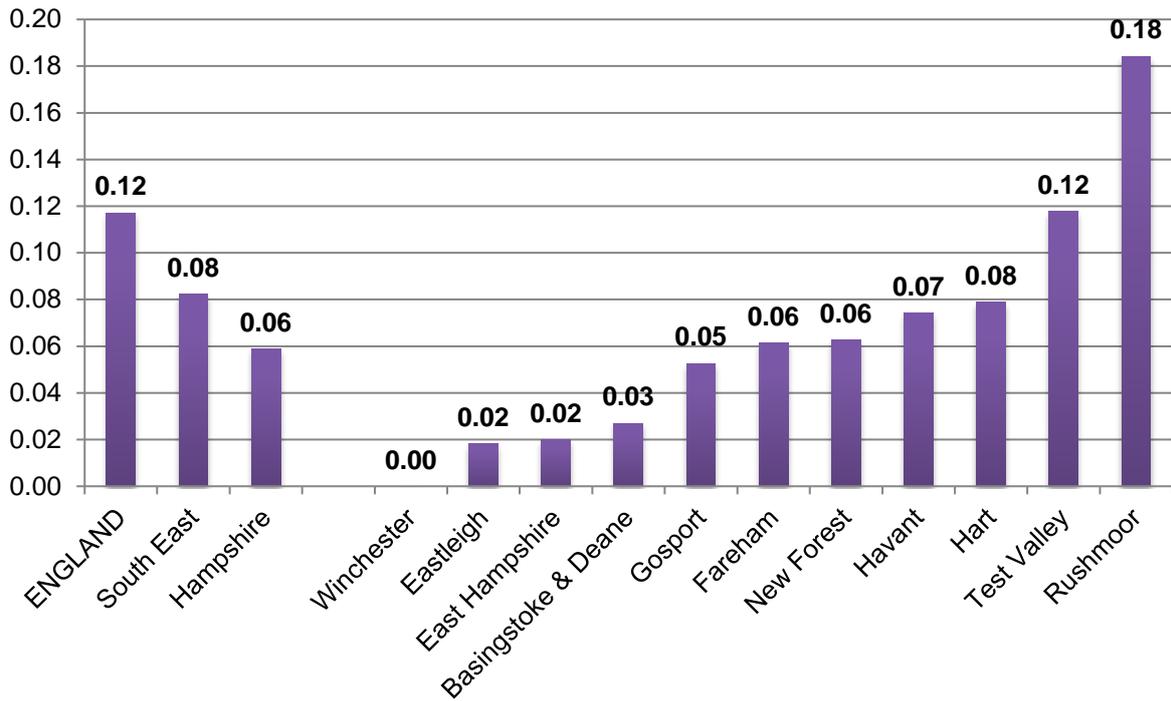
- Whilst a significant number of households present from the Private Rented Sector, and the level in Test Valley is above the Hampshire figure, it remains below the national and regional data comparison. Test Valley reported the 5th highest level in Hampshire.
- Joint work with the PRS as a strategic partner will continue and the Council continues to develop its local offer for the PRS in terms of support and incentives that are geared to prevent and tackle homelessness, whilst making a good business case for local landlords to work with the Council to meet housing need.

Total in social rented sector at time of application per 1,000 h'holds



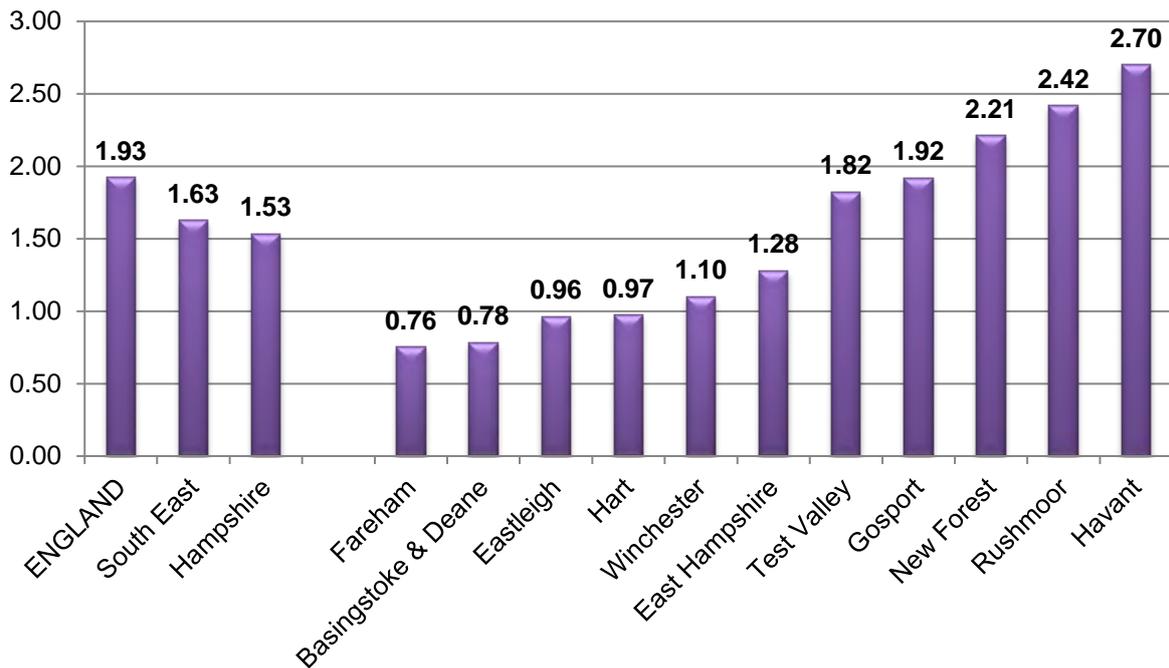
- The level of customers who are living in the social rented sector at the time of triggering a duty to prevent homelessness is very high in Test Valley.
- The level suggests a disproportionate level of people at risk of homelessness in the borough as a result of action taken by a Registered Provider(s).
- This is difficult to understand where our main Registered Provider partners in the borough operate across other Hampshire areas and take a uniform approach to housing management across those operating areas.
- This area requires further exploration to understand the figures and housing association colleagues are being actively consulted in this context with a view to addressing this trend.

Owner-occupier / shared ownership per 1,000 h'holds



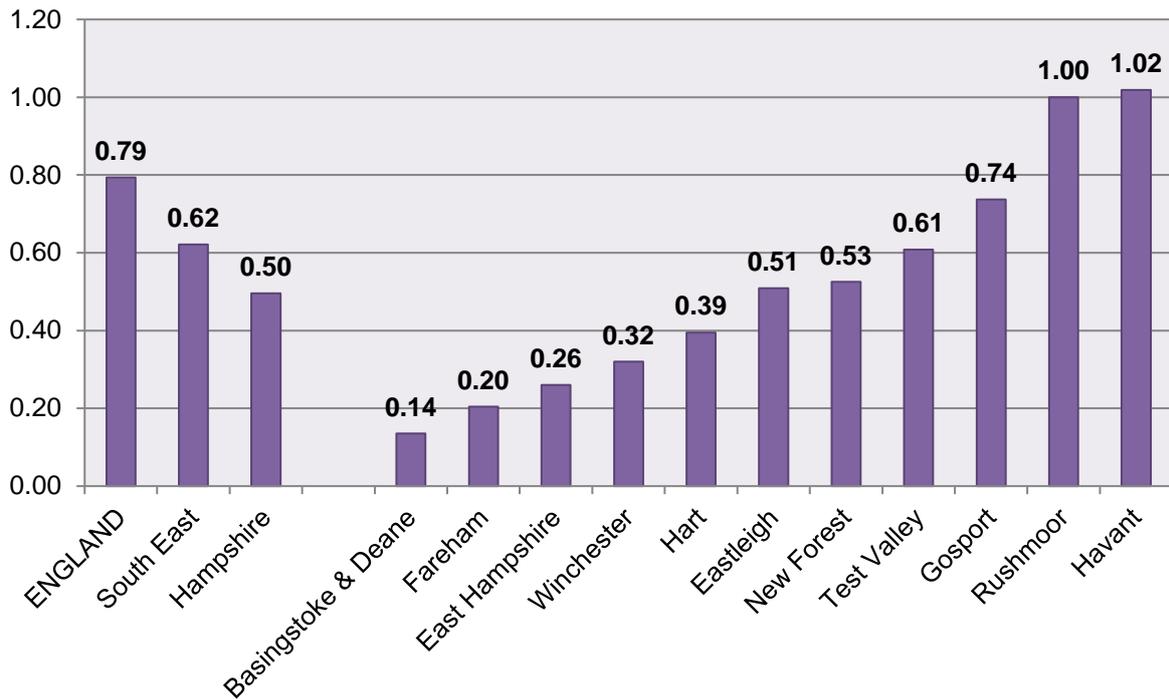
- The level of people in owner occupation or shared ownership who were threatened with homelessness reflects the national picture but exceeds the regional and countywide data.
- The per 1,000 households level in Test Valley reflects just 6 households presenting from owner-occupation (including shared ownership).
-

Living with family per 1,000 h'holds



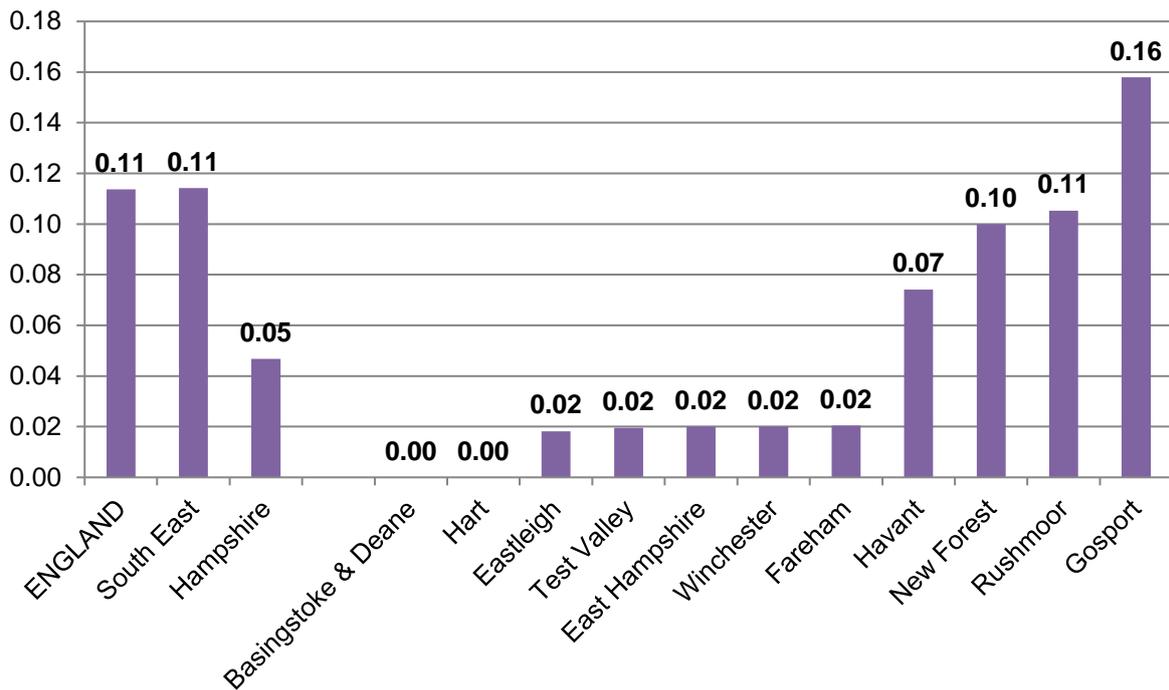
- Test Valley has a significant number of households who presented as threatened with homelessness resulting from being asked to leave by family (a total 93 households). This is largely associated with concealed households being asked to leave and/or family situations changing such that older children in the household are asked to leave.
- The Test Valley figure sits between the national and regional levels, and represents the 5th highest level in Hampshire.
- The Council should ensure it is undertaking home visits that are geared to preventing homelessness in these situations, and that officers are skilled in mediating in family disputes.

Living with friends per 1,000 h'holds



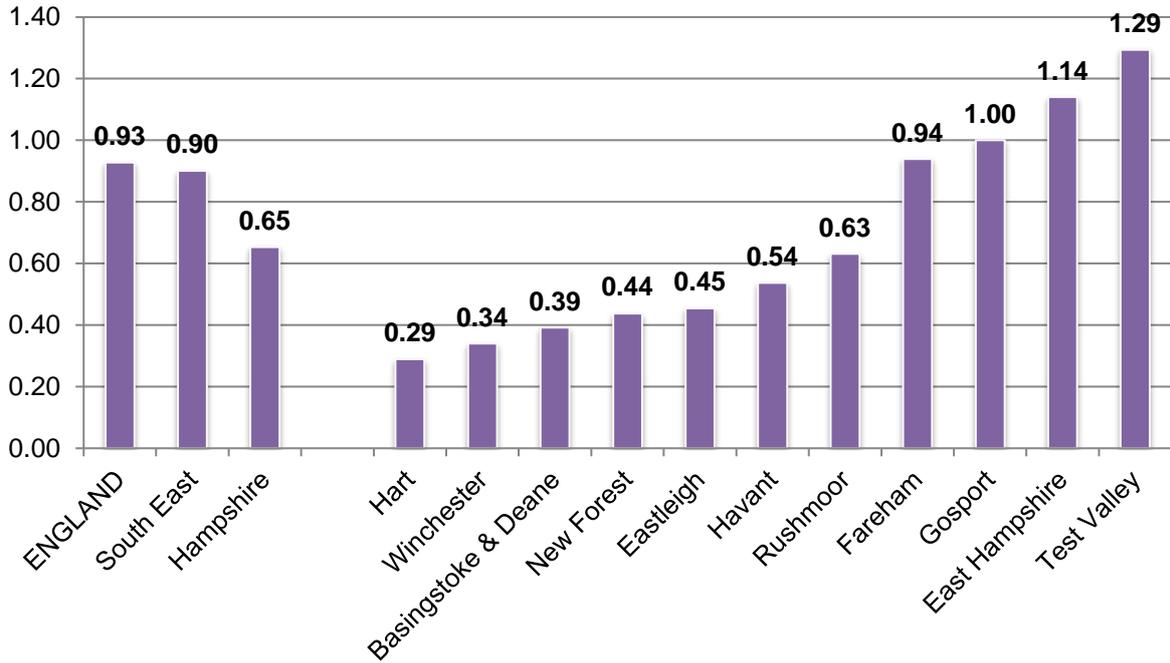
- Whilst the level of people presenting who were living with friends at the time of their application is above the countywide level, it is below the national and regional trends.
- Test Valley reported the 4th highest level of people threatened with homelessness as a result of being asked to leave by friends of the 11 Hampshire districts (a total of 31 households).
- The Council must ensure it is proactive in supporting people who are being asked to leave by friends, in the interests of preventing homelessness and rough sleeping.

Temporary accommodation per 1,000 h'holds



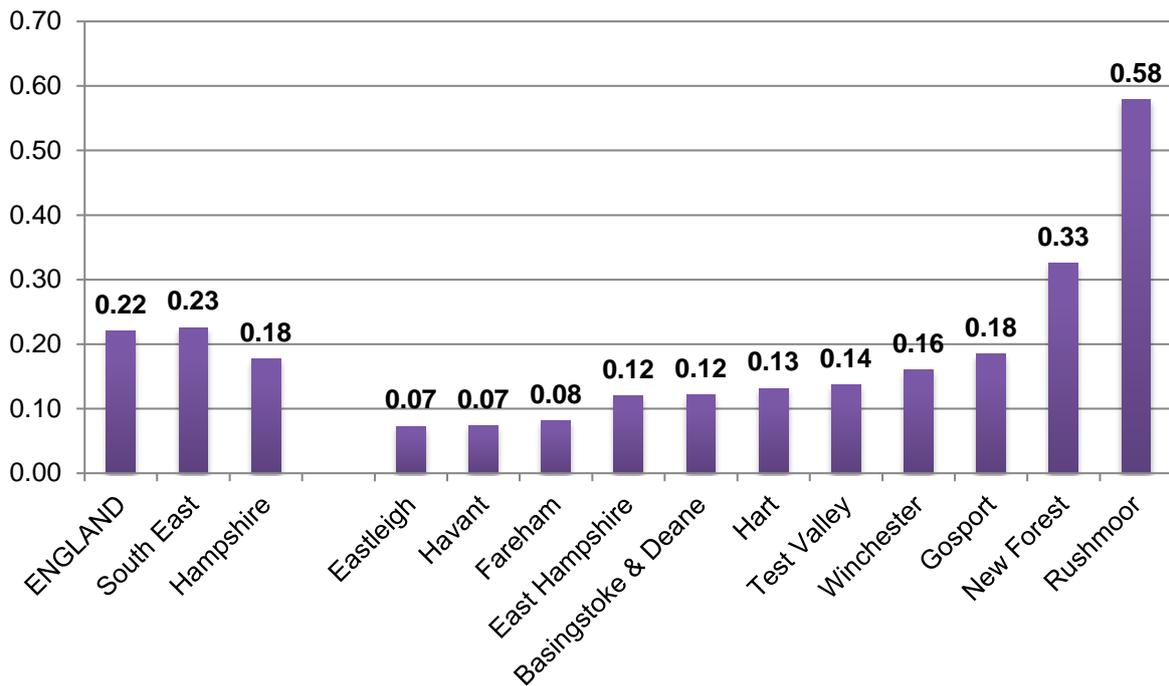
- The level of demand arising from people who are threatened with homelessness from temporary accommodation is low in Test Valley.
- The Council received an application from 1 household between April to December 2018, who was at the time of application residing in temporary accommodation.
- The Council is in the process of introducing a Resettlement Service as part of its ongoing investment in housing services. This will target support at people in temporary accommodation, including actively supporting people to move on from temporary accommodation into more settled housing solutions. This should assist the ongoing minimisation of homelessness arising from households who have already been supported through the statutory homelessness route.

**No fixed
abode per 1,000 h'holds**



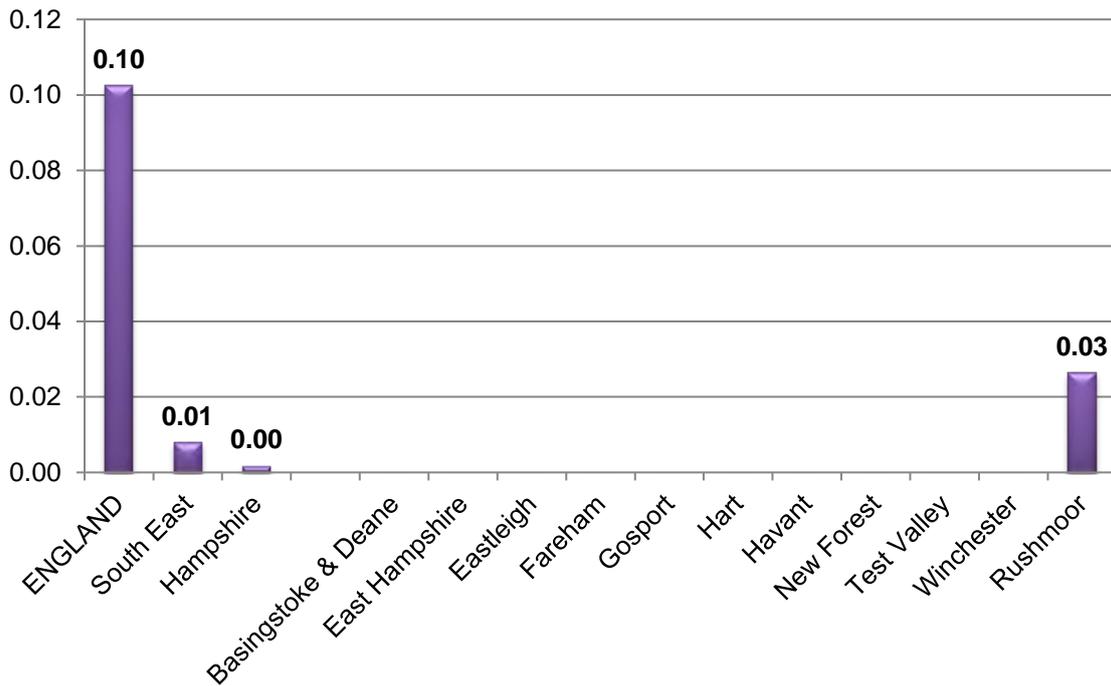
- Test Valley reports a higher level of presentation from people who state they are of no fixed abode than the rest of the 11 Hampshire districts, the countywide picture, and the national and regional levels.
- The level in Test Valley reflects 66 individuals between April and December 2018.
- This remains a significant challenge for the Council in its efforts to prevent and tackle rough sleeping in the area.
- The new Preventing Homelessness & Rough Sleeping Strategy will include actions that will seek to address this with partner agencies.

Rough sleeping per 1,000 h'holds



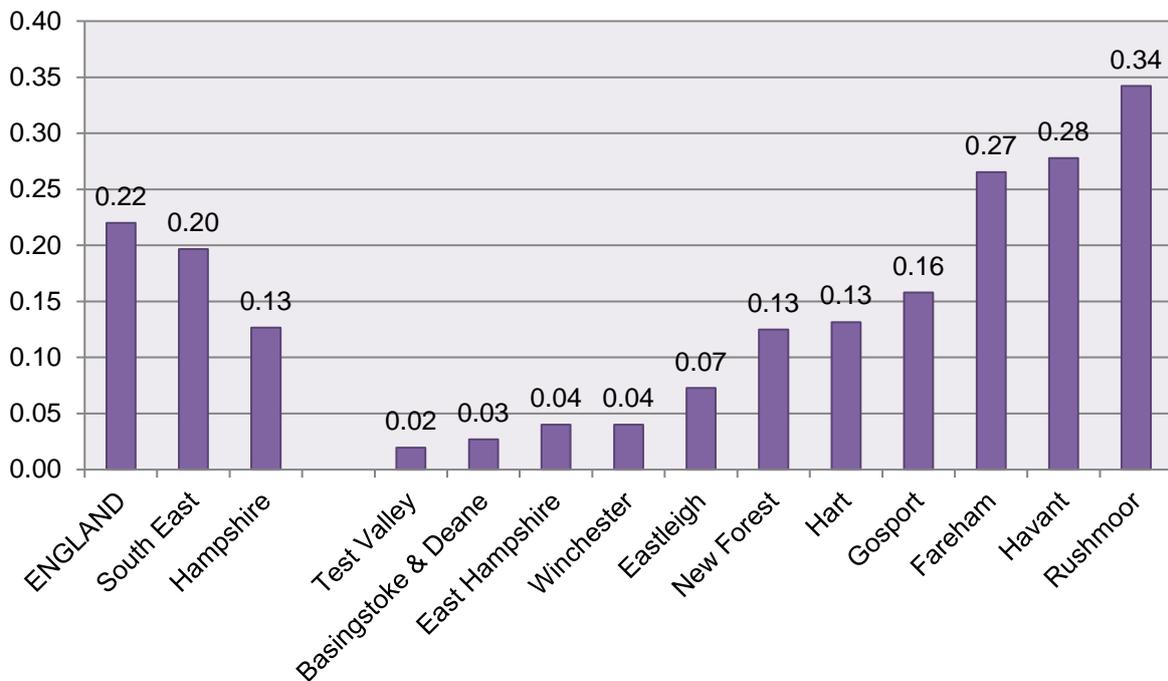
- The level of people rough sleeping at the time they triggered a homelessness duties was lower than the countywide figure and lower than both the national and regional levels.
- Test Valley reported the 5th highest level of all 11 Hampshire districts, but we can see that this was largely in keeping (or below) the majority of Councils in Hampshire.
- The level in Test Valley related to 7 individuals.
- The new Preventing Homelessness & Rough Sleeping strategy will include a series of actions that will relate to preventing and relieving rough sleeping, and these will be aligned to the government's Rough Sleeping Strategy.

NASS accommodation per 1,000 h'holds



- The Council received no applications from anyone leaving National Asylum Seeker Support accommodation.

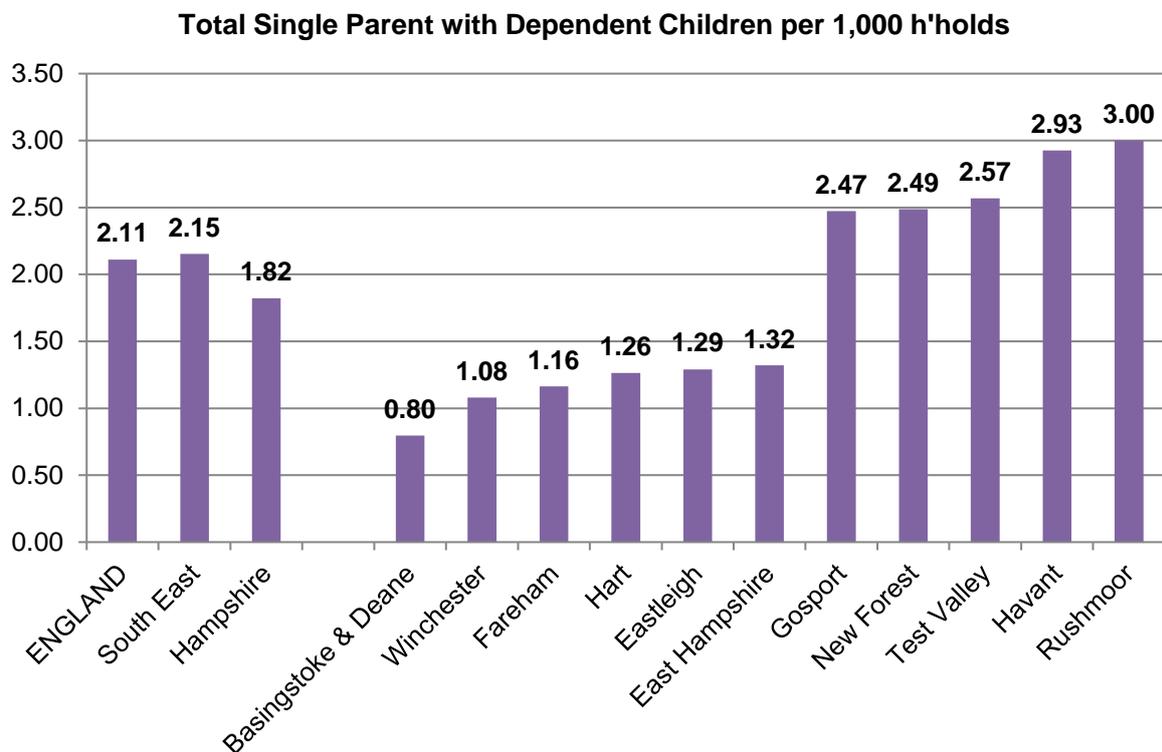
Total homeless from institution per 1,000 h'holds



- Between April and December 2018, Test Valley reported 1 household who was homeless as a result of leaving an institution.

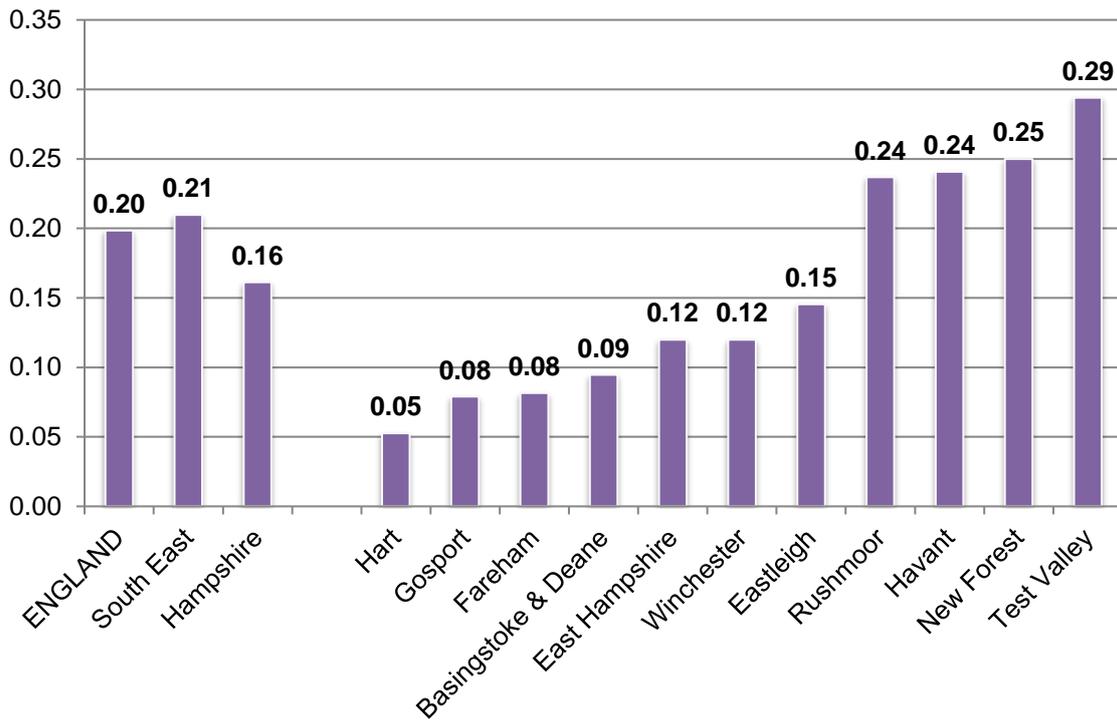
- The Council and its partners should expect the level to be zero, and we will continue to work proactively with other statutory services to ensure the number of people facing homelessness as a result of leaving an institution is minimised.
- The level reported in Test Valley was the lowest in the county and below both regional and national levels.

Series of Charts Demonstrating Household Type at Time of Application for Households Owed a Prevention or Relief Duty: Per 1,000 Households (including comparators England, South East and Hampshire)



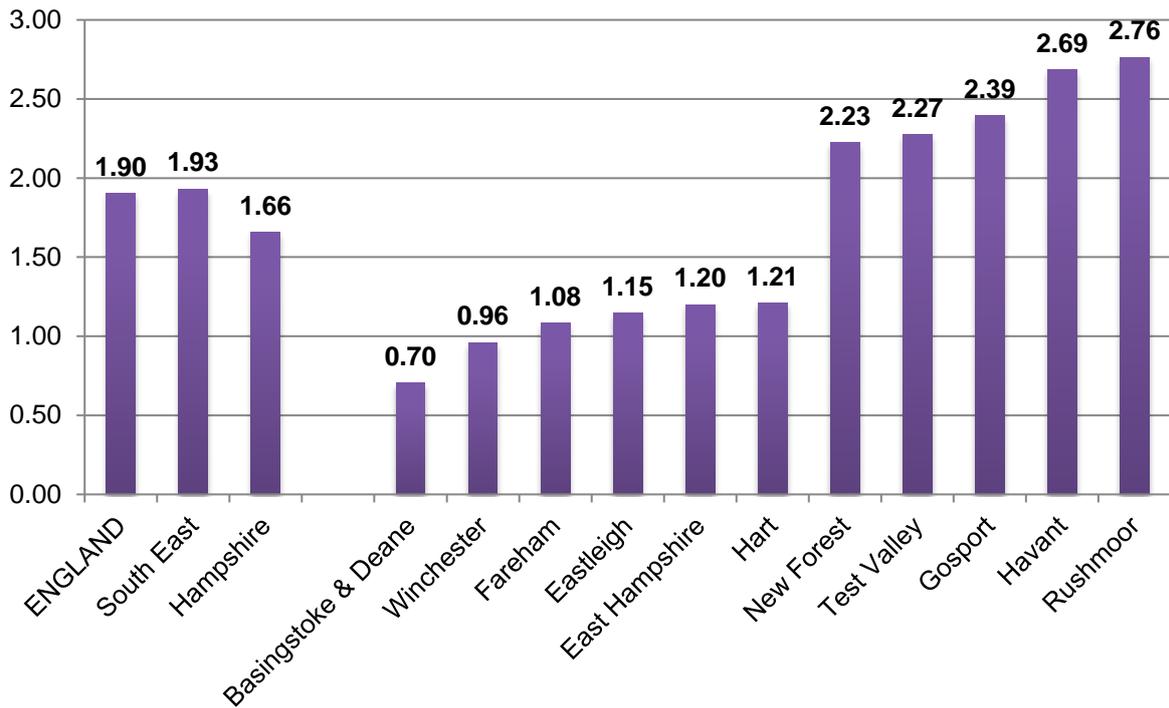
- 131 single parents with dependent children triggered homelessness duties in Test Valley between April and December 2018, representing 32% of total demand.
- The level per 1,000 households was the 3rd highest in the county and above both the national and regional levels.

Single male parent per 1,000 h'holds



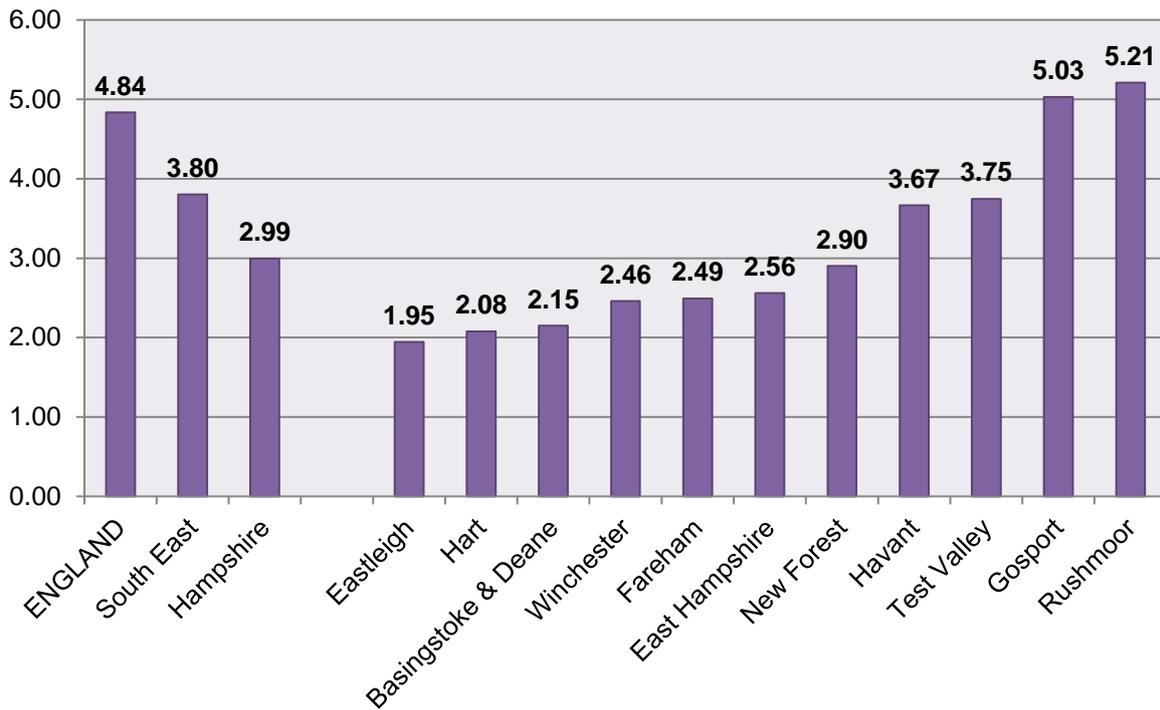
- 15 single male parents with dependent children were reported in Test Valley between April and December 2018.
- This equates to the highest level per 1,000 households in a district across the Hampshire County Council area.

Single female parent per 1,000 h'holds

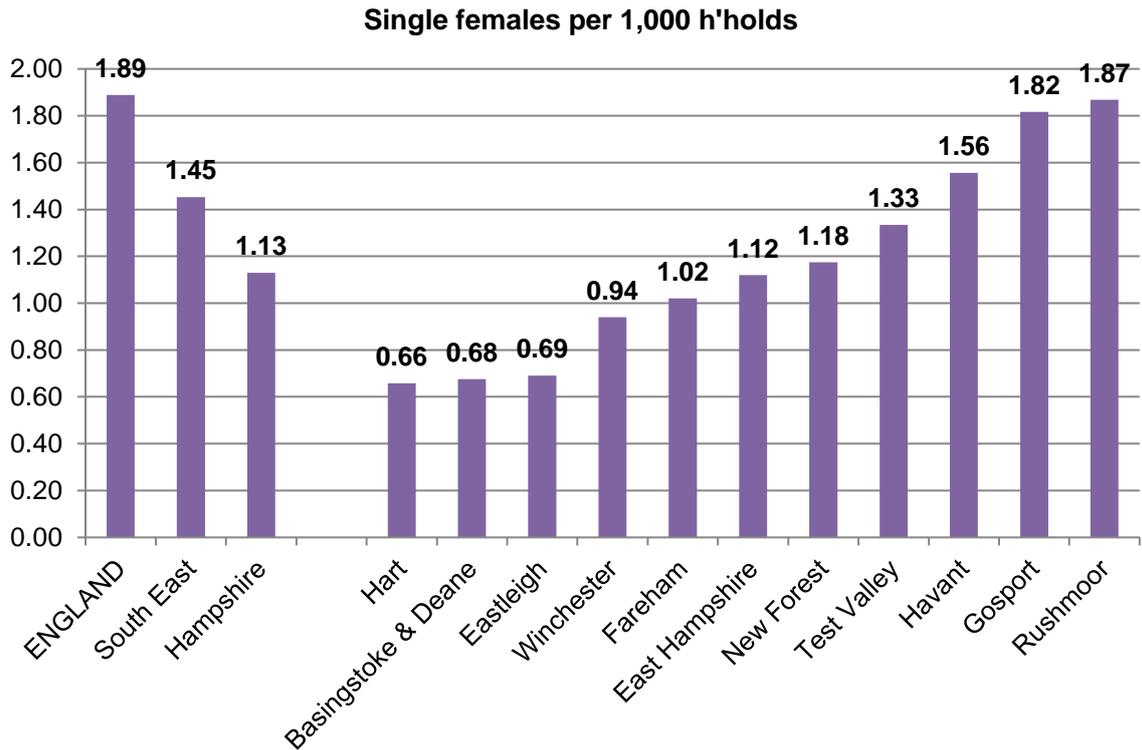


- 116 single parent females with dependent children were reported in Test Valley between April and December 2019.
- The per 1,000 households level was above the national, regional and countywide figures, and Test Valley reported the 4th highest level in the county.

Total single adults per 1,000 h'holds

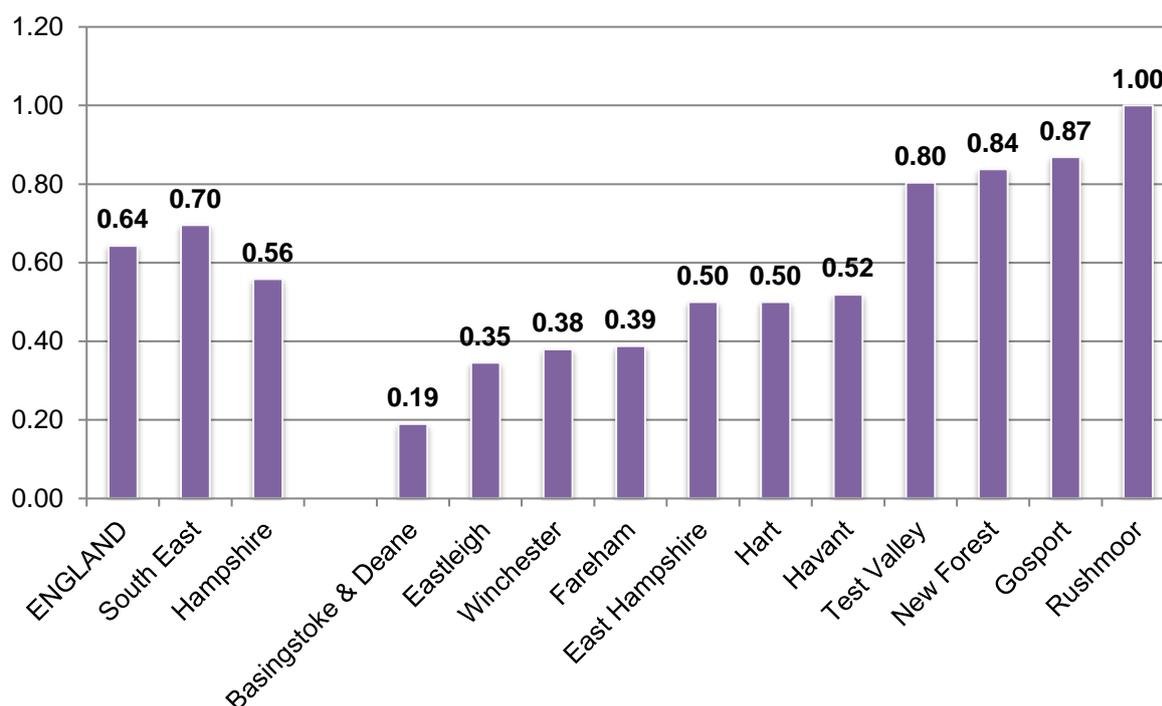


- The level of single adults reported in Test Valley was the 3rd highest in the county, but the level seems proportionate when compared to the national and regional data.
- Demand from single adults is a key factor for the borough in its ongoing efforts to prevent and relieve rough sleeping in the local area.
- 47% of all homelessness cases (either prevention or relief duty) arose from single adults.



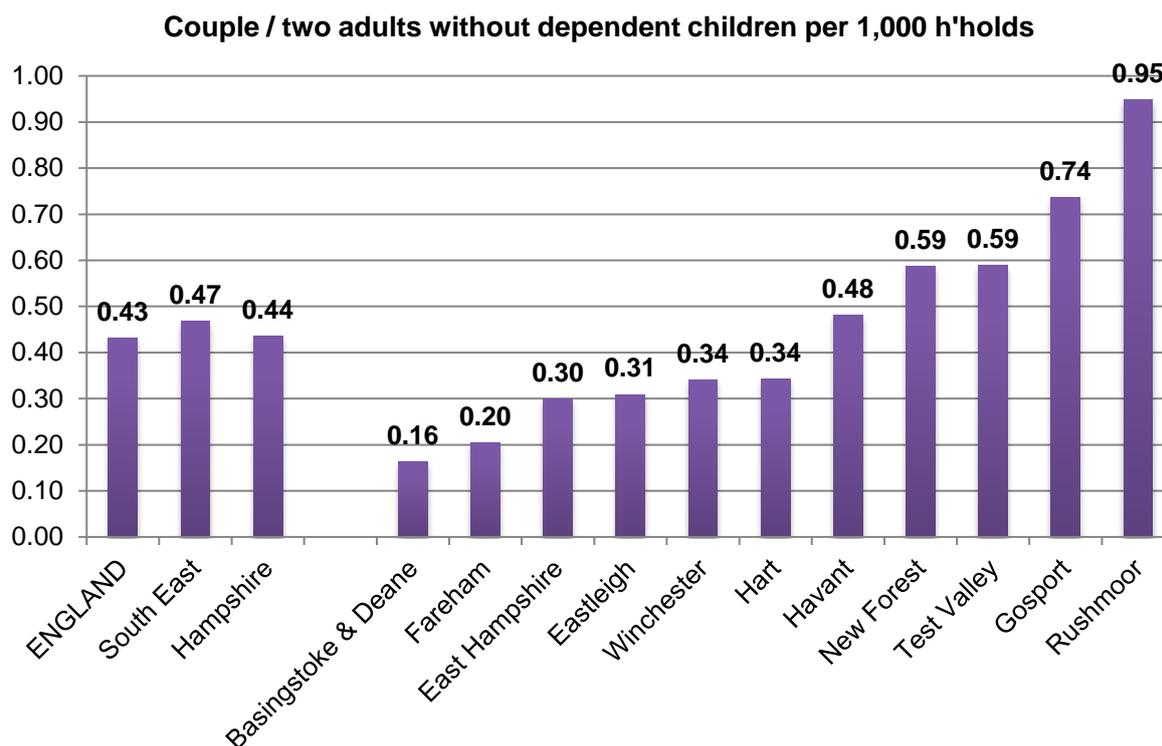
- 68 single females were reported triggering homelessness duties in Test Valley between April and December 2019.
- The level in Test Valley per 1,000 households was lower than the national and regional picture but above the countywide figure.
- Test Valley reported the 4th highest level of the 11 Hampshire districts.
- Whilst the chart above does not represent females rough sleeping, it is important to recognise that single women can be particularly vulnerable when homeless. The future Preventing Homelessness & Rough Sleeping strategy will seek to ensure adequate arrangements are in place to prevent female rough sleeping.

Couple / two adults with dependent children per 1,000 h'holds



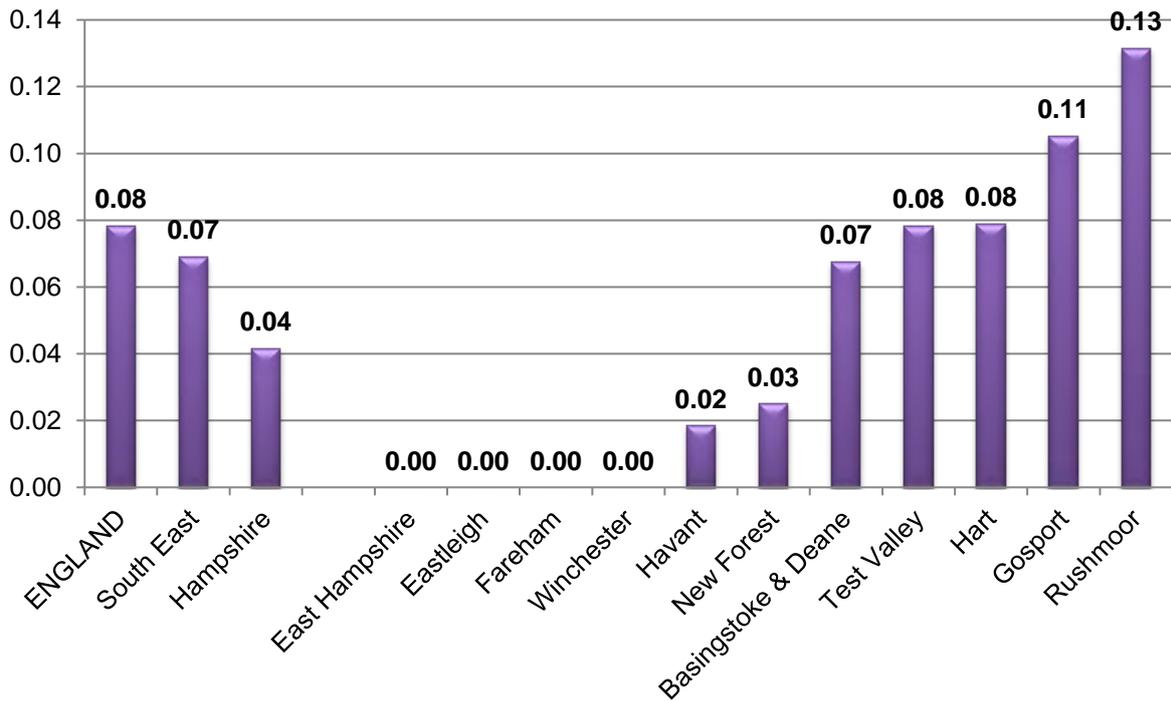
- 41 couples with dependent children triggered homelessness duties in Test Valley between April and December 2019, representing 10% of total demand.
- The level reported in Test Valley was higher than the national, regional and countywide figures per 1,000 households, and the 4th highest of all 11 Hampshire districts.

In total, households with children accounted for 42% of demand. Future strategies will seek to ensure there is adequate and appropriate provision for families with children, including in the context of the provision of suitable temporary accommodation.



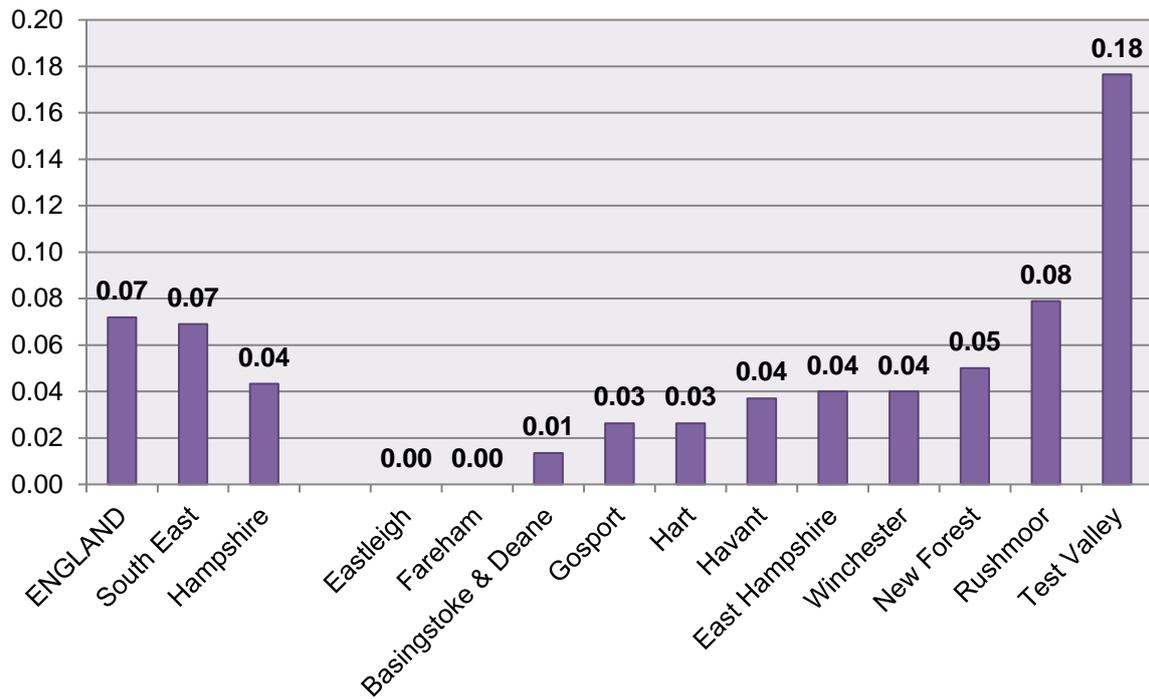
- 30 couples with no dependent children presented to the Council under the provision of homelessness legislation between April and December 2019.
- On a per 1,000 households basis this was above the national, regional and countywide levels, and the (joint) 3rd highest level of the 11 Hampshire districts.
- As with single adults, couples with no dependent children may not be in 'priority need' and hence potentially at greater risk of rough sleeping. The future housing strategies will address these issues, continuing the Council's pledge to offer accommodation to anyone who may otherwise sleep rough, regardless of 'priority need'.

Three or more adults with dependent children per 1,000 h'holds



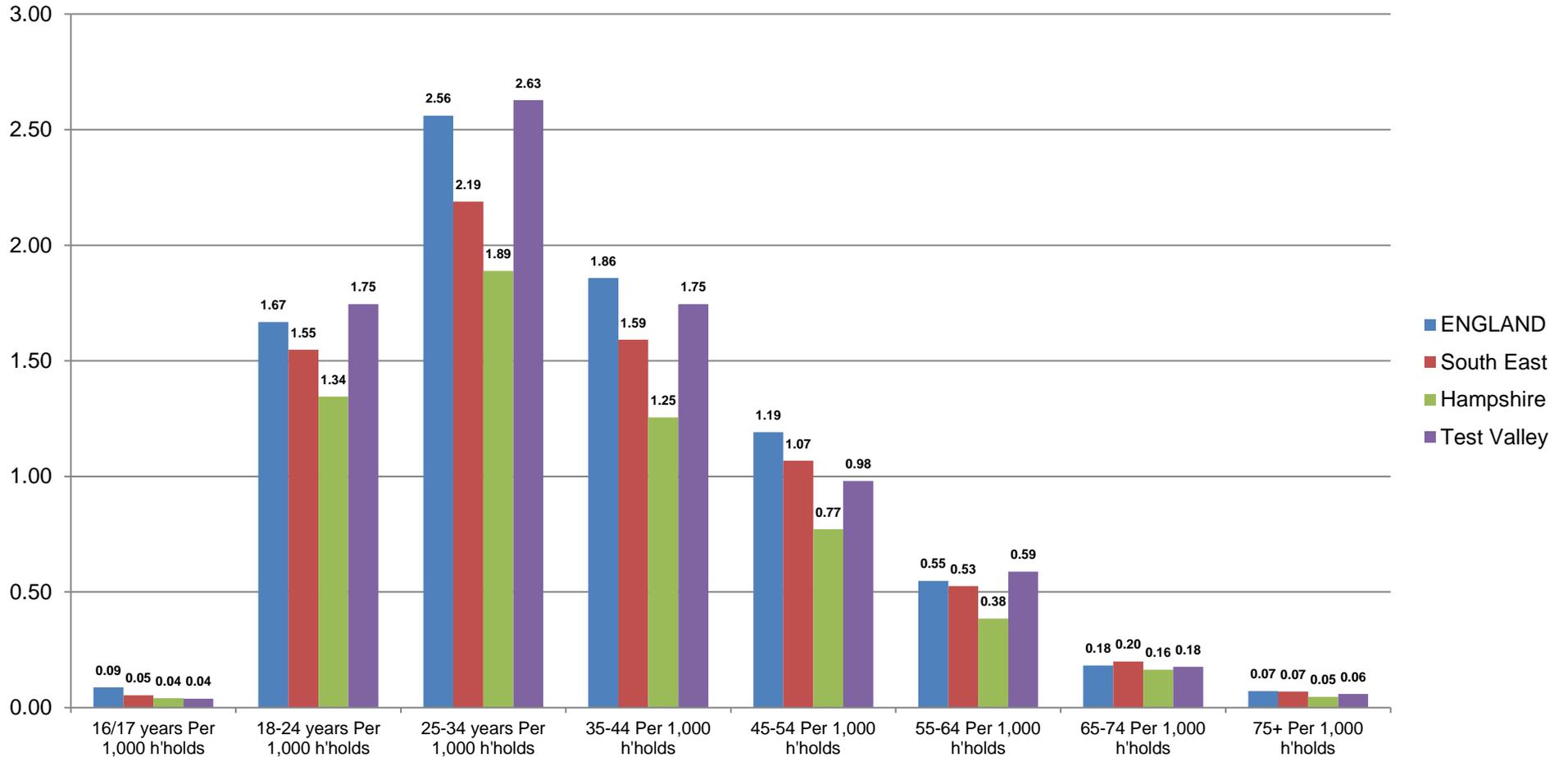
- The number of households with 3 or more adults plus dependent children is low across the county, with only 4 households presenting in Test Valley between April and December 2019.
- The level in Test Valley per 1,000 households reflects the national and regional pictures, but is marginally higher than the countywide level.

Three or more adults without dependent children per 1,000 h'holds



- Whilst the comparative level looks high in the chart above, in reality, this reflects a total number of 9 households where there were 3 adults and no 'dependent' children.
- Test Valley continues to be proactive in all cases of homelessness, to prevent homelessness and rough sleeping. The future strategies will contain actions to build on this.

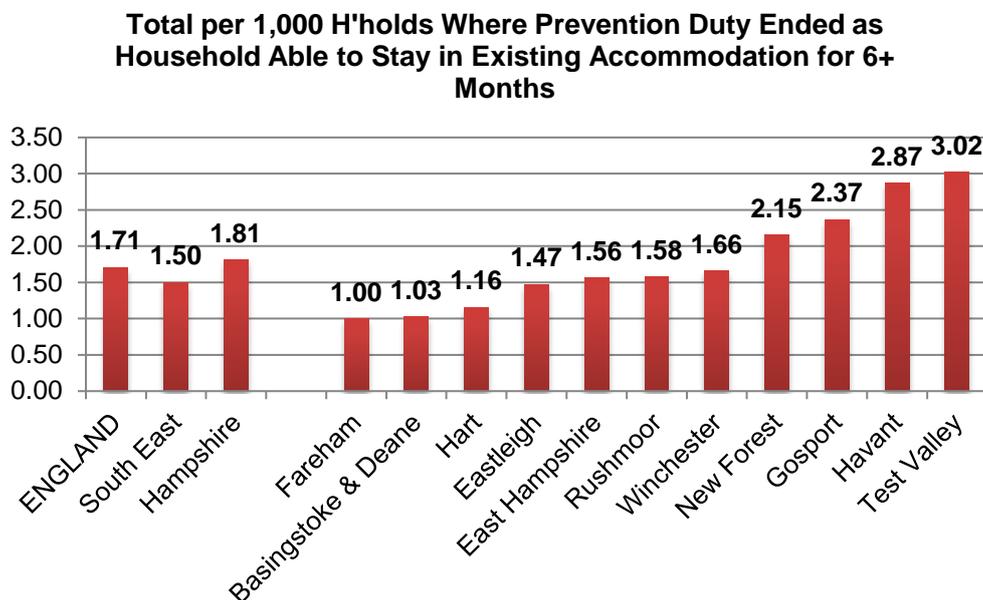
Initial Assessment Data Chart Demonstrating Age of Main Applicants Owed a Prevention or Relief Duty: Per 1,000 Households (including comparators England, South East and Hampshire County Aggregated Figures)



- Test Valley reported a higher level of 18 to 34 year olds presenting than the national, regional and countywide figures may otherwise suggest, and relatively high levels of people aged 35 to 44 and 44 to 55 years.
- Test Valley reported a slightly higher level of people aged 55 to 64 years of age.
- The majority of people seeking support are of working age.

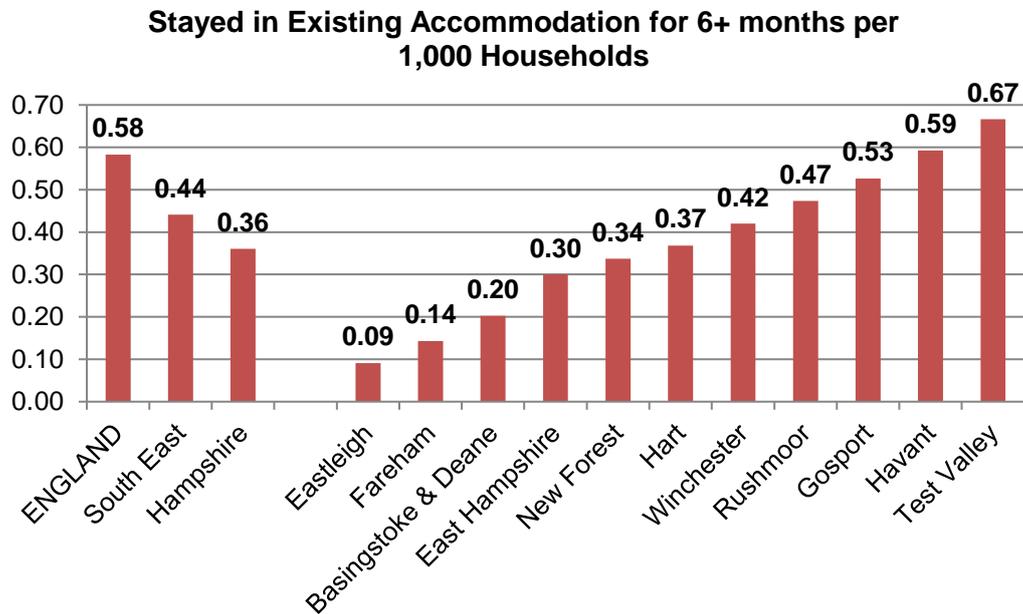
Data From Live Table: P1

Reason for Households' Prevention Duty Ending: Household Secured Accommodation for 6+ Months - Per 1,000 Households (including comparators England, South East and Hampshire)



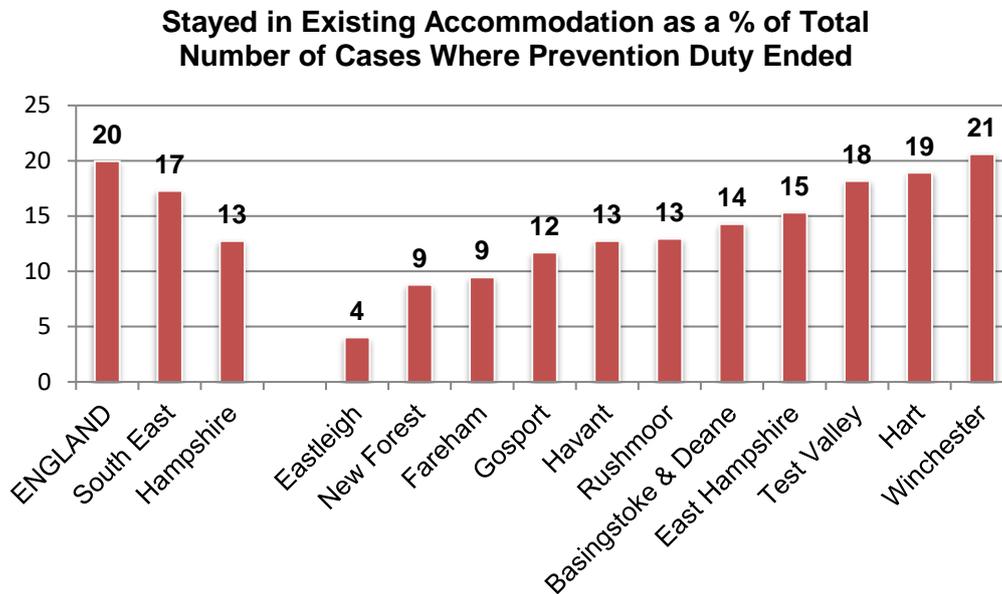
- Test Valley has demonstrated a comparatively successful approach to preventing homelessness by enabling people to remain in their existing accommodation or securing alternative accommodation.
- On a per 1,000 household basis, the Council exceeded the national, regional and countywide levels, and reported the highest level of all 11 Hampshire districts.

Reason for Households' Prevention Duty Ending: Household Able to Stay in Existing Accommodation for 6+ Months - Per 1,000 Households (including comparators England, South East and Hampshire)



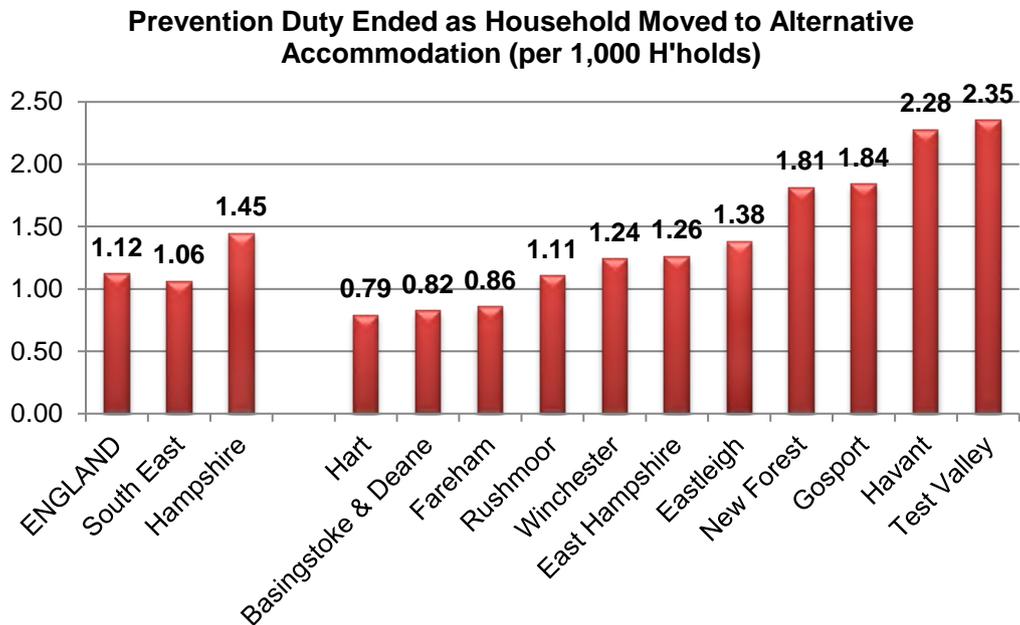
- Test Valley has been successful at enabling people to remain in their existing accommodation, achieving a higher number per 1,000 households than the national, regional and countywide figures may otherwise suggest.
- Test Valley reported the highest level of households able to remain in their existing accommodation of all Hampshire districts.

Reason for Households' Prevention Duty Ending: Household Able to Stay in Existing Accommodation for 6+ Months as % of All Cases Where the Prevention Duty Ended (including comparators England, South East and Hampshire)



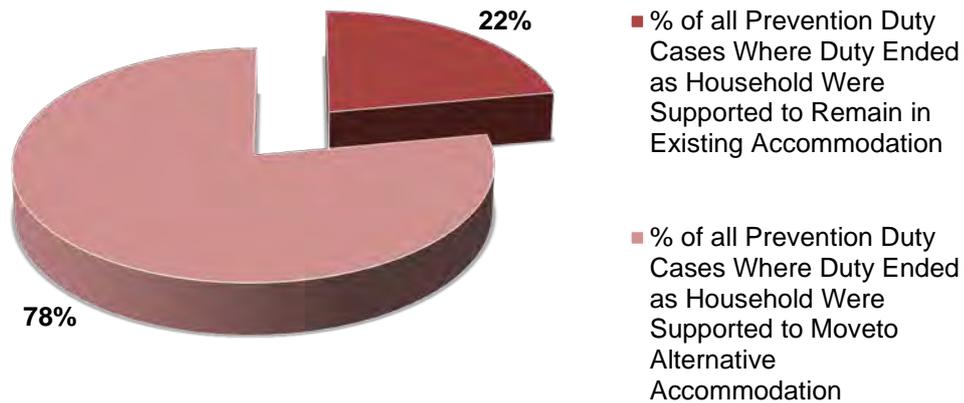
- Test Valley enabled 18% of cases where the prevention duty was ended, to remain in their existing accommodation.
- Whilst Test Valley's performance, as demonstrated in the previous chart, is comparatively very good, it remains a priority area for the new strategies to explore how we can do more to enable people to remain in their existing homes where it is appropriate and suitable for them to do so.

Reason for Households' Prevention Duty Ending: Household Moved to Alternative Accommodation - Per 1,000 Households (including comparators England, South East and Hampshire)



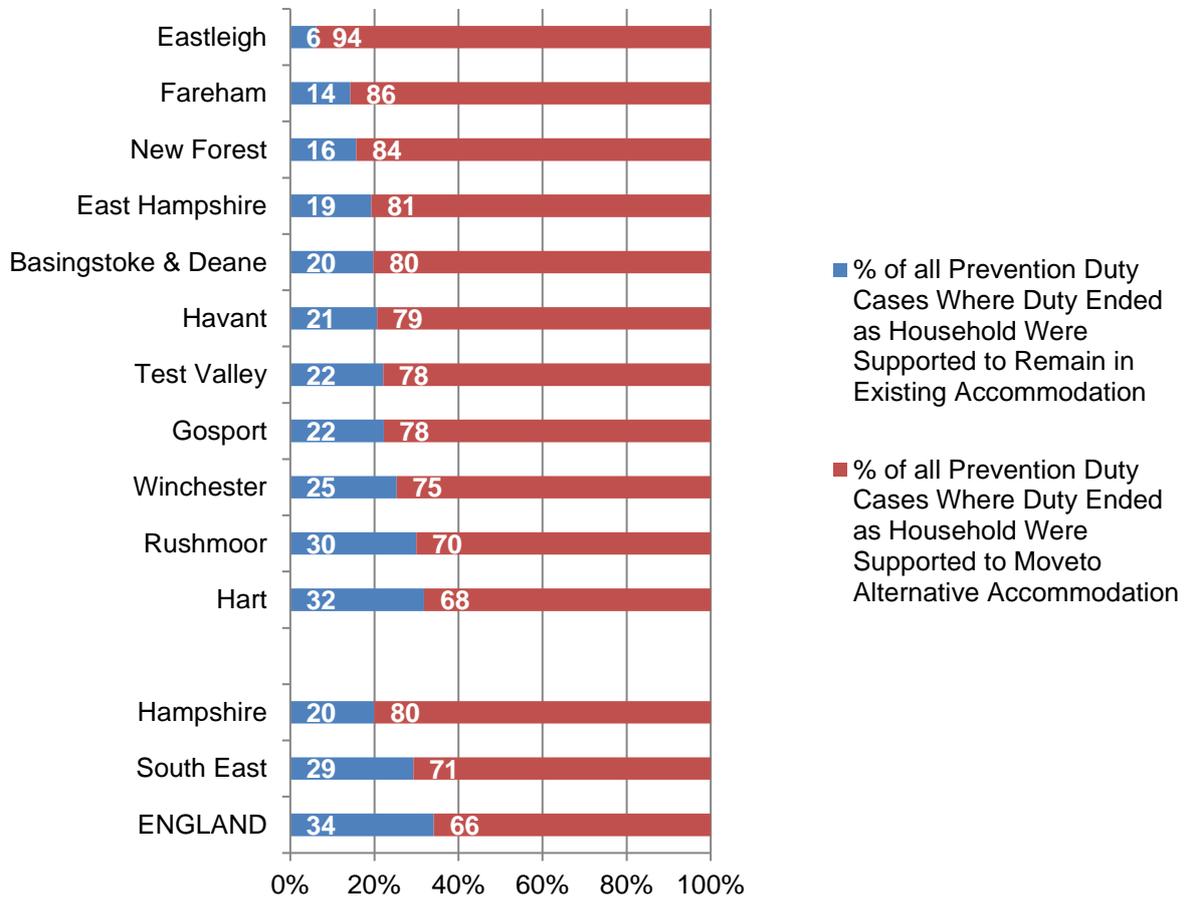
- Test Valley has been successful at securing accommodation for people for whom the prevention duty ended during the period, exceeding all other comparators in the chart above.

Test Valley: Percentage of Prevention Duty Cases Where Duty Ended as a Result of the Household Being Able to Remain in their Existing Accommodation Versus Duty Ended Through Securing Alternative Accommodation



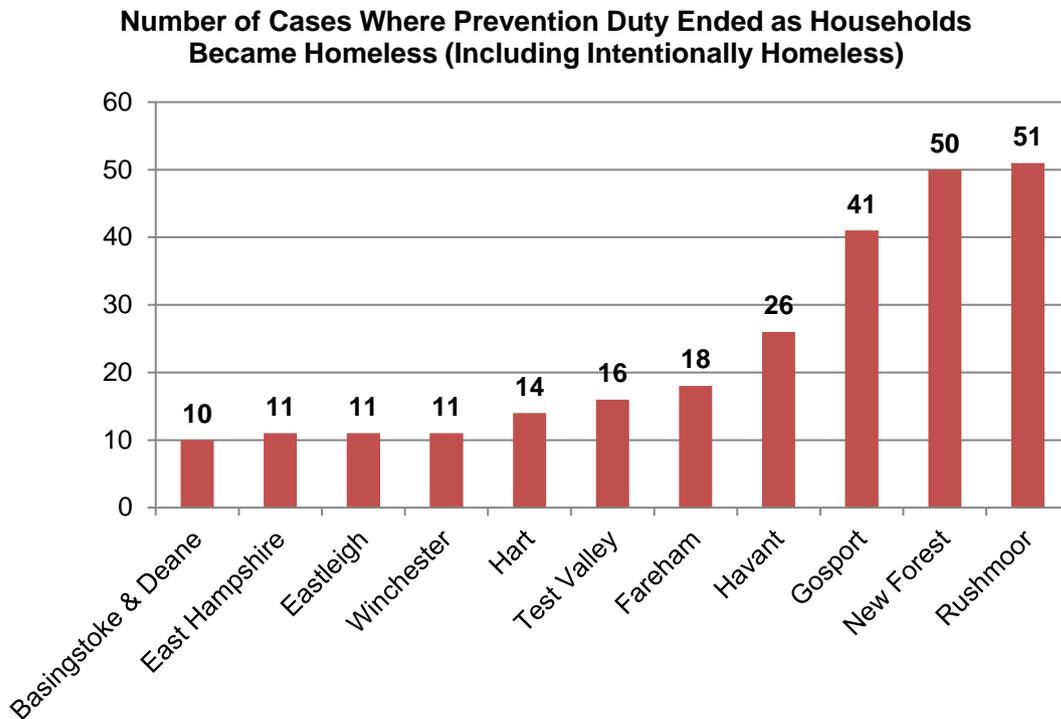
- In the majority of cases, the prevention duty was ended because the Council secured alternative accommodation for the household.
- As expressed above, the Council will actively work to establish whether it is possible and appropriate to increase the percentage of cases where people are enabled to remain in their existing homes (in the context of the relatively high level of per 1,000 household cases enabled to remain in their existing homes that was demonstrated earlier in this section of the review).

COMPARISON: Percentages of Prevention Duty Cases Where Duty Ended as a Result of the Household Being Able to Remain in their Existing Accommodation Versus Duty Ended Through Securing Alternative Accommodation (including comparators England, South East and Hampshire)



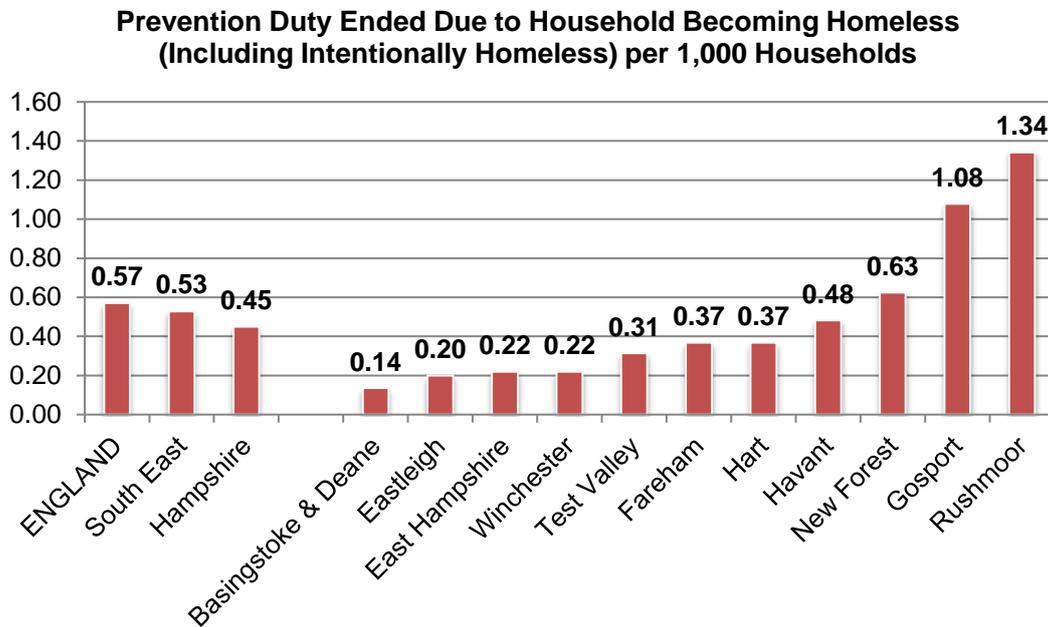
- The series of charts above demonstrates that although Test Valley achieved a high comparative level of successful prevention work, it may be able to do yet more to enable people to remain in their existing homes (albeit already exceeding the levels achieved relative to other comparators included above on a per 1,000 households basis).

Number of Prevention Duty Cases Where Duty Ended as a Result of the Household Becoming Homeless (Including Intentionally Homeless): Hampshire Data



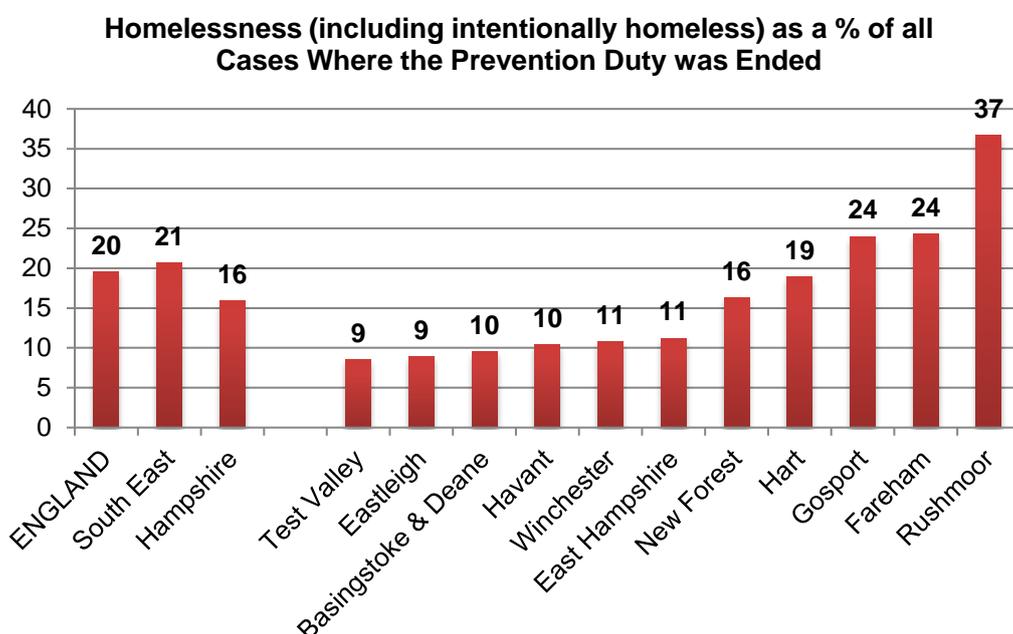
- In terms of the overall caseload, 16 cases represented 8.5% of all cases where the prevention duty ended.
- In 16 of 187 cases, the prevention duty ended and the Council had been unsuccessful in preventing the household becoming homeless.
- Test Valley's comparative performance on total case numbers, as expressed above, ranks it in the middle of the 11 Hampshire districts.
- 91.5% success in terms of preventing homelessness under the prevention duty is an excellent indication of the work of the Housing team and suggests a very strong base from which to grown our potential to prevent an even higher proportion of cases from experiencing homelessness.

Prevention Duty Cases Where Duty Ended as a Result of the Household Becoming Homeless (Including Intentionally Homeless) Per 1,000 Households: Hampshire Data (including comparators England, South East and Hampshire)



- Test Valley reported just 0.31 cases where the household became homeless, per 1,000 households in the borough, and this was well below the national, regional and countywide figures, ranking Test Valley 5th of the 11 Hampshire districts.

Percentage of all Prevention Duty Cases: Cases Ending in Homelessness (Including Intentional Homelessness (including comparators England, South East and Hampshire))



- As expressed above, the percentage for Test Valley was 8.5% (figures have been rounded up in the chart here).

Other Outcomes Where the Prevention Duty Ended

	Refused suitable accommodation offer	Refused to cooperate	Contact lost	Withdrew application / applicant deceased	56 days elapsed and no further action	No longer eligible	Not known
ENGLAND	440	300	6280	2890	4030	790	130
South East	40	30	690	390	740	60	10
Hampshire	4	3	174	62	84	4	0
Basingstoke & Deane	3	1	9	1	5	0	0
East Hampshire	0	0	6	1	2	0	0
Eastleigh	0	0	16	4	10	2	0
Fareham	0	0	1	3	3	0	0
Gosport	0	1	19	14	5	1	0
Hart	0	0	12	2	1	1	0
Havant	1	1	34	17	17	0	0
New Forest	0	0	40	16	29	0	0
Rushmoor	0	0	21	3	4	0	0
Test Valley	0	0	16	1	0	0	0
Winchester	0	0	0	0	8	0	0

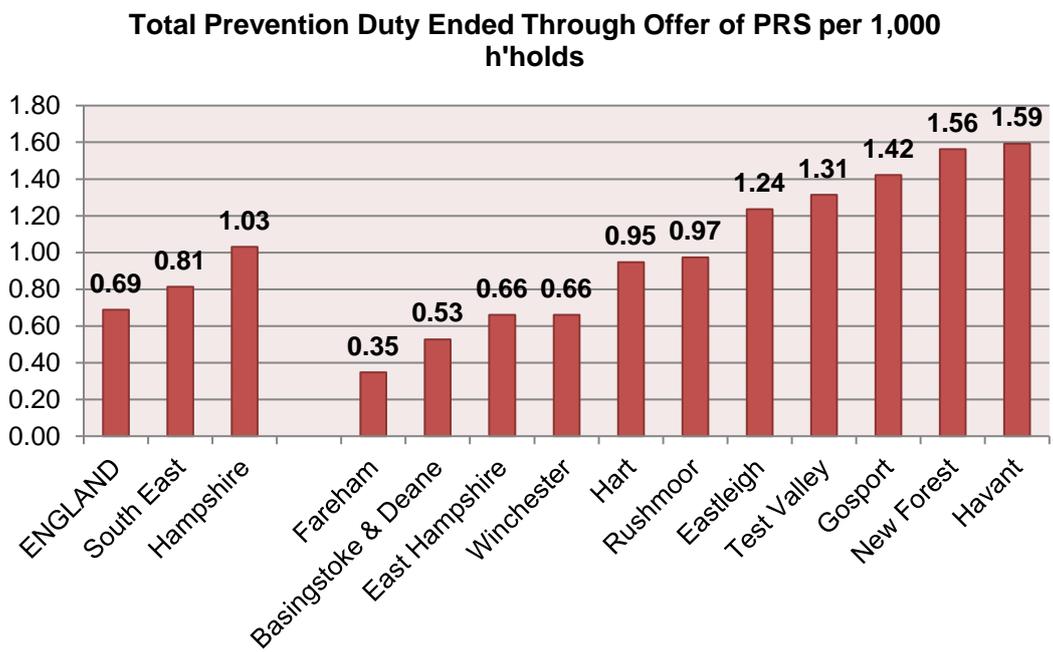
- Test Valley lost contact with 16 households during the prevention duty, and 1 application was withdrawn.

Data from Live Table: P2 Type of Accommodation Secured for Households at End of Prevention Duty

This section will focus particularly on access to PRS and social rented sector as these are the 2 main successful routes through which homelessness is prevented for those households who are unable to remain in their existing accommodation. It also considers where accommodation has been secured with friends or with relatives, however, this is less common as a successful prevention outcome.

Other options such as owner occupation have such a negligible impact on prevention of homelessness across the country, and particularly across Hampshire, that it has not been included here.

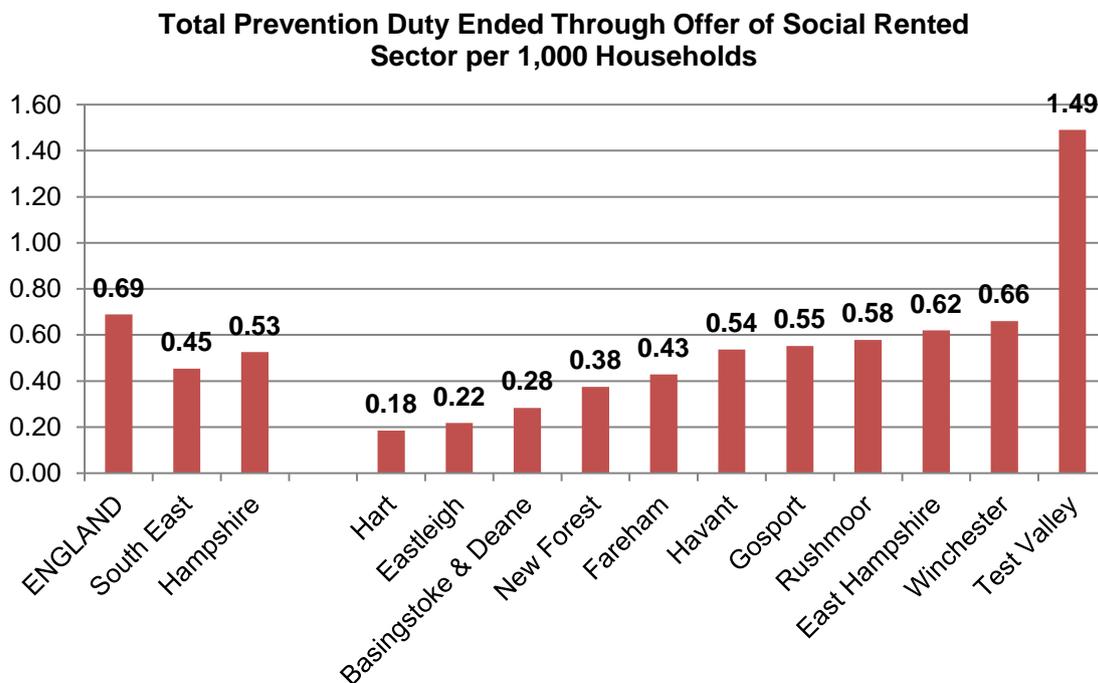
Prevention Duty Ended Through Offer of Private Rented Sector Accommodation Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley has a higher level of success in securing Private Rented Sector accommodation than the national, regional or countywide figures may otherwise suggest, and reported the 4th highest level of all 11 Hampshire districts.
- The per 1,000 households figure above represents 67 households.

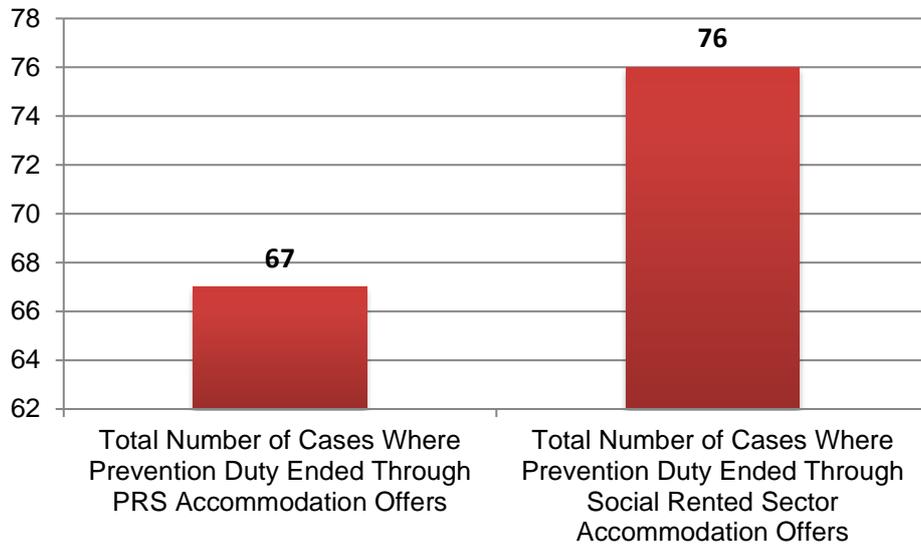
- When considered in the context of the level of households who present for support from the Private Rented Sector (110 households between April and December 2018 either due to end of AST or another reason), it is clear that there may be more the Council can do to persuade landlords to work with them to prevent homelessness by enabling people to remain in their existing accommodation. The new strategy will explore ways to reduce the level of 'churn' created in the Private Rented Sector.
- Having said that, it is important to recognise that in some cases, landlords determine to sell their properties, and in these type of instances, it may not be possible to enable the tenant to remain in their existing home(s).

Prevention Duty Ended Through Offer of Social Rented Sector Accommodation Per 1,000 Households (including comparators England, South East and Hampshire)

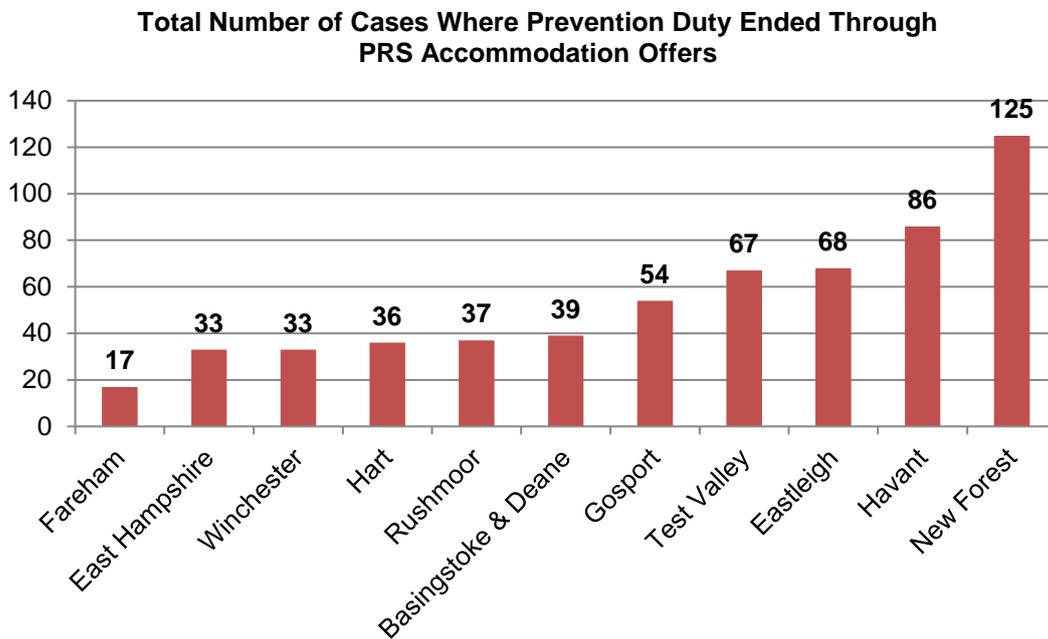


- Test Valley prevented a high number of cases (76 households) becoming homeless through nominations to housing association homes.
- The level per 1,000 households is far higher than the comparators demonstrated in the chart above.
- The Council will review this as part of its new strategies to ensure it is not creating any perverse incentive to present to the Council as threatened with homelessness within 56 days, in order to increase the chance of being housed in the social rented sector.

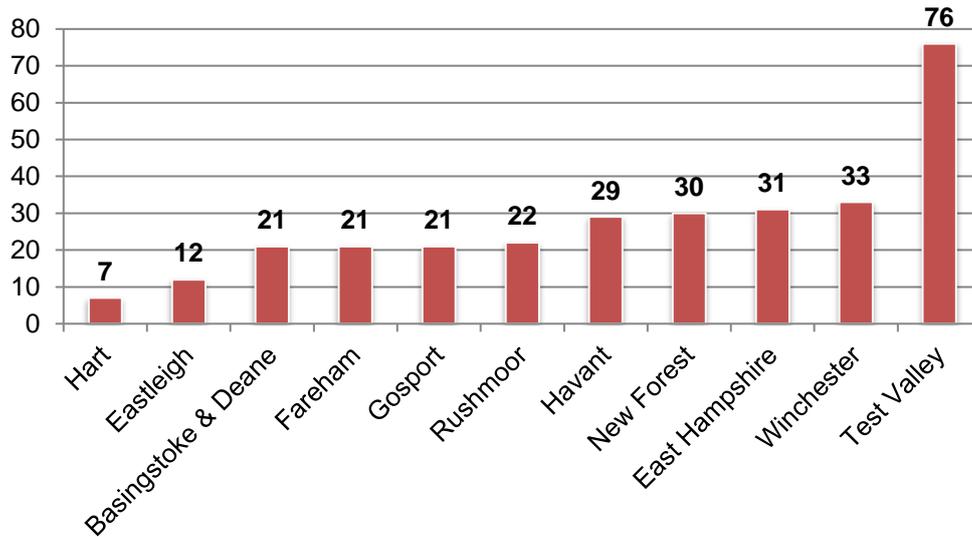
Prevention Duty Ended Through PRS and Social Rented Sector in Test Valley – Total Caseload Numbers



Prevention Duty Ended Through PRS and Social Rented Sector in Test Valley – Total Caseload Numbers: Hampshire Comparator Data



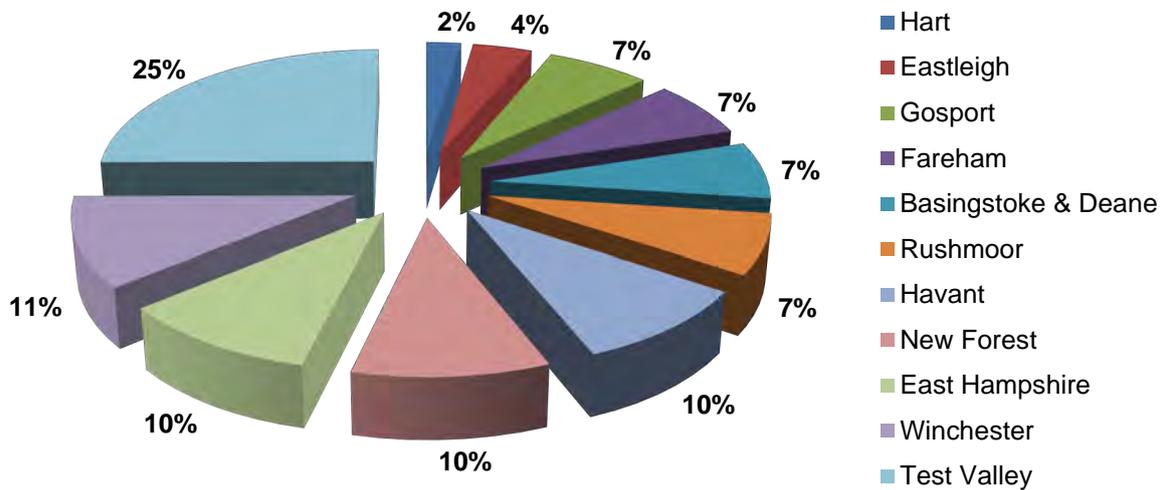
Total Number of Cases Where Prevention Duty Ended Through Social Rented Sector Accommodation Offers



- The chart above further demonstrates that Test Valley is making a significantly higher number of offers through the Housing Register to end the prevention duty than the other 10 Hampshire districts.
- This is likely to be contributing to the Council's successful homelessness prevention model, however, it should be reviewed and monitored to establish whether advantage is conferred by triggering the prevention duty, and whether this has any impact on demand.

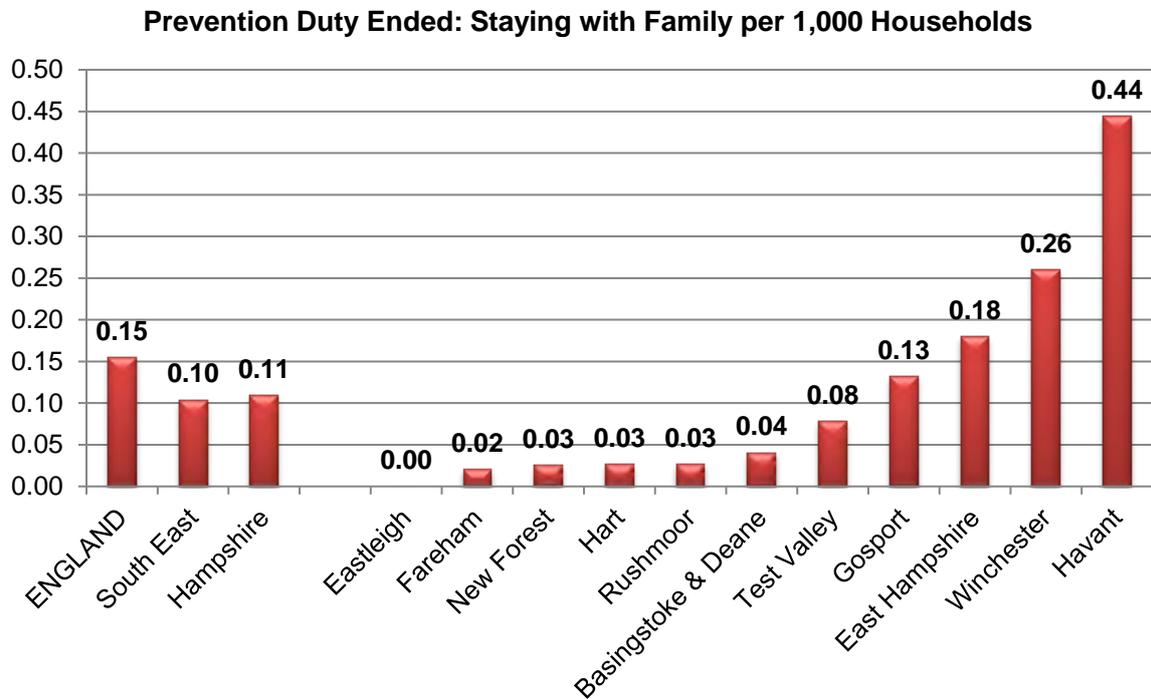
Percentage of Total Social Rented Sector Offers Ending the Prevention Duty in Hampshire by District

% Of Prevention Duty Ending in Hampshire Through Offers of Social Rented Accommodation: District %s



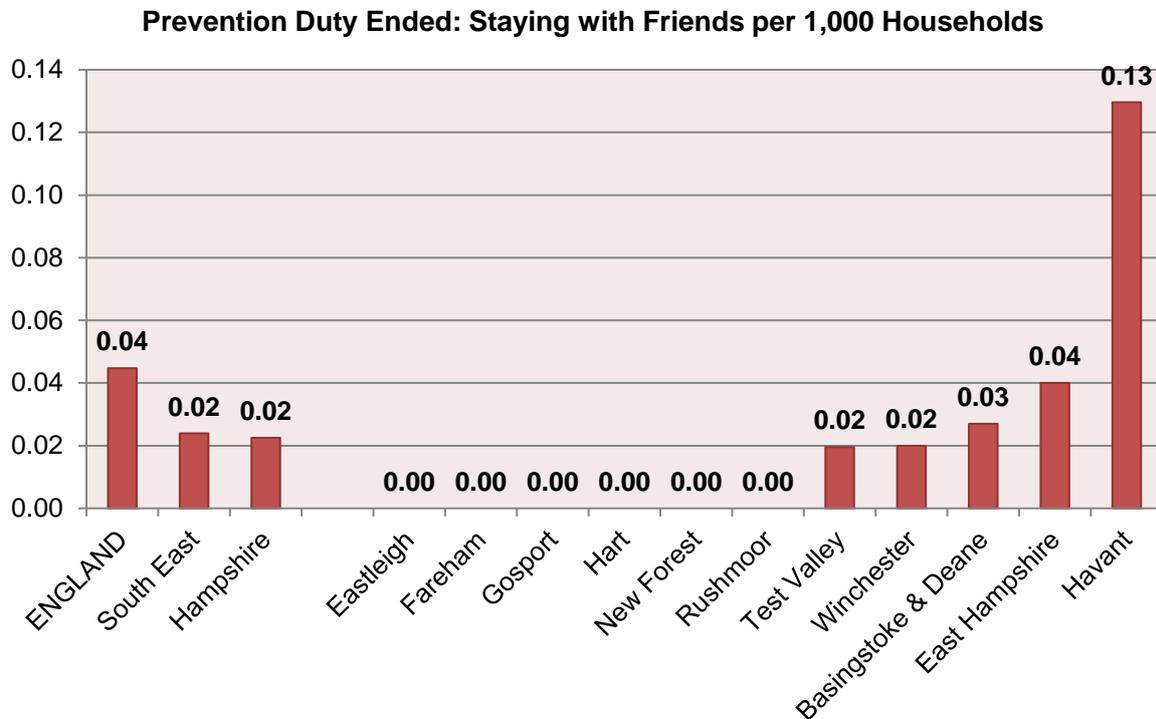
- Test Valley reported the largest percentage of prevention duty cases where the duty was ended through an offer of social rented accommodation.

Prevention Duty Ended Through Accommodation Secured with Family Per 1,000 Households (including comparators England, South East and Hampshire)



- There were only 63 cases reported across Hampshire between April and December 2018, where the prevention duty ended as the person was offered accommodation with family.
- The figure for Test Valley represents just 4 households.
- The securing of accommodation with family has a negligible impact on the prevention of homelessness in this area.

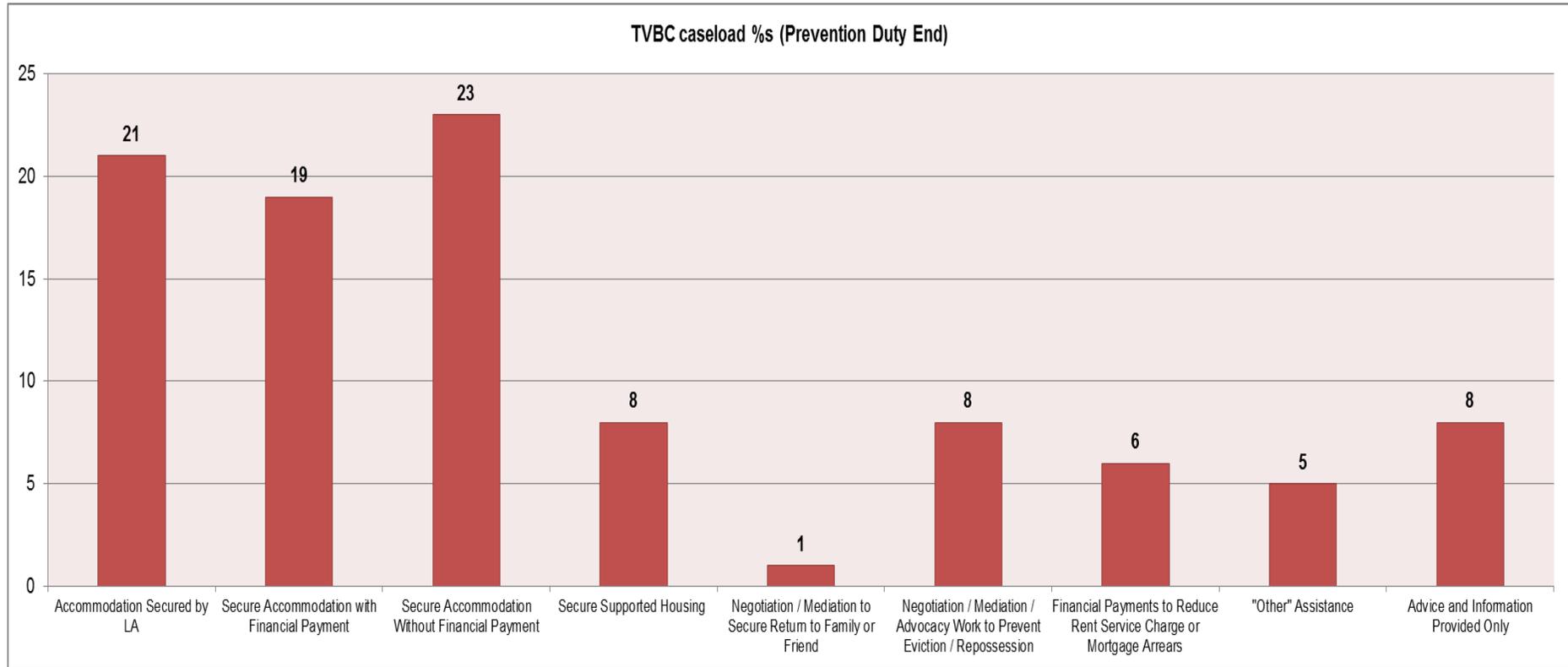
Prevention Duty Ended Through Accommodation Secured with Friends Per 1,000 Households (including comparators England, South East and Hampshire)



- There were just 13 households reported across Hampshire where the prevention duty was ended through accommodation secured with friends. 1 of those households related to Test Valley.

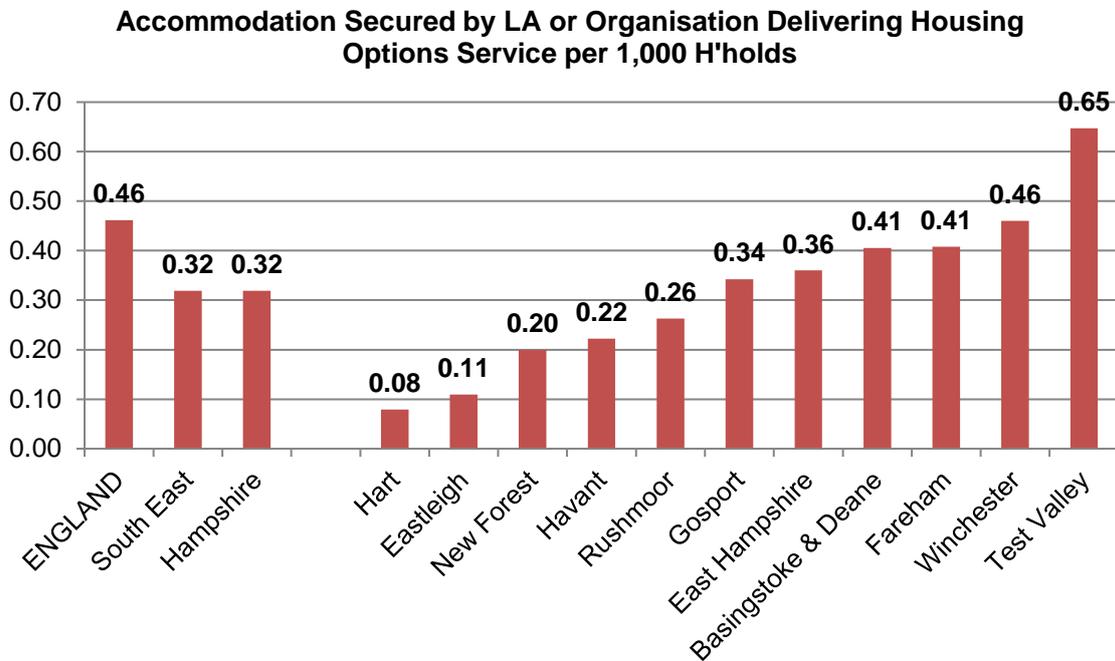
Data from Live Table: P3 Main prevention activity that resulted in accommodation secured for households at end of prevention duty by local authority

Percentages For Successful Interventions Resulting in the End of the Prevention Duty in Test Valley



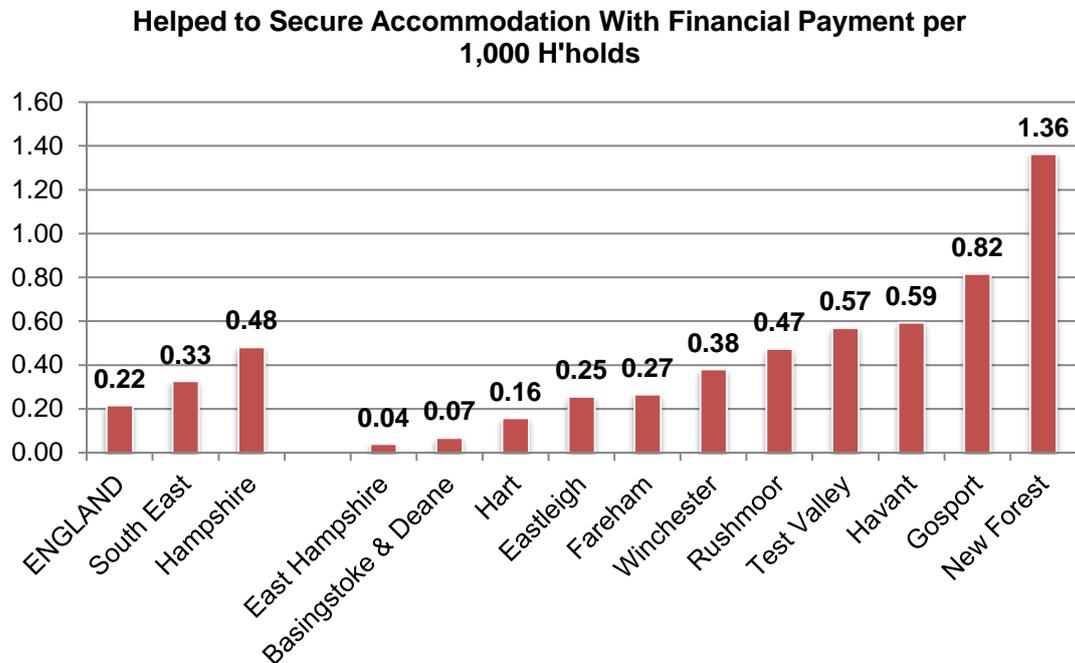
- Test Valley uses a range of measures to prevent homelessness. Those measures that result in people remaining in their existing accommodation are demonstrably less likely to result in the prevention duty ending. Those measures that result in alternative accommodation being secured are more likely to lead to a successful outcome.

Main Prevention Activity Resulting in Accommodation Secured: Accommodation Secured by Local Authority or Organisation Delivering Housing Options Service per 1,000 Households (including comparators England, South East and Hampshire)



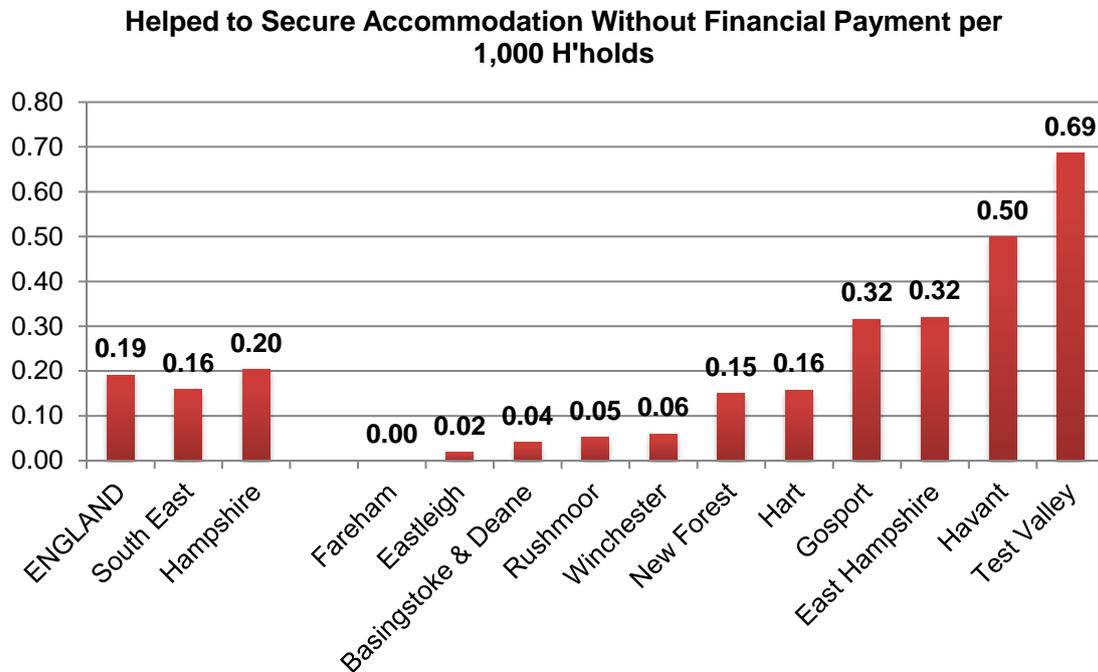
- TVBC is instrumental in securing accommodation for people threatened with homelessness in the borough and reports a higher level per 1,000 households than the comparators expressed in the chart above.

Main Prevention Activity Resulting in Accommodation Secured: Accommodation Secured by Help to Secure Accommodation, With Financial Payment per 1,000 Households (including comparators England, South East and Hampshire)



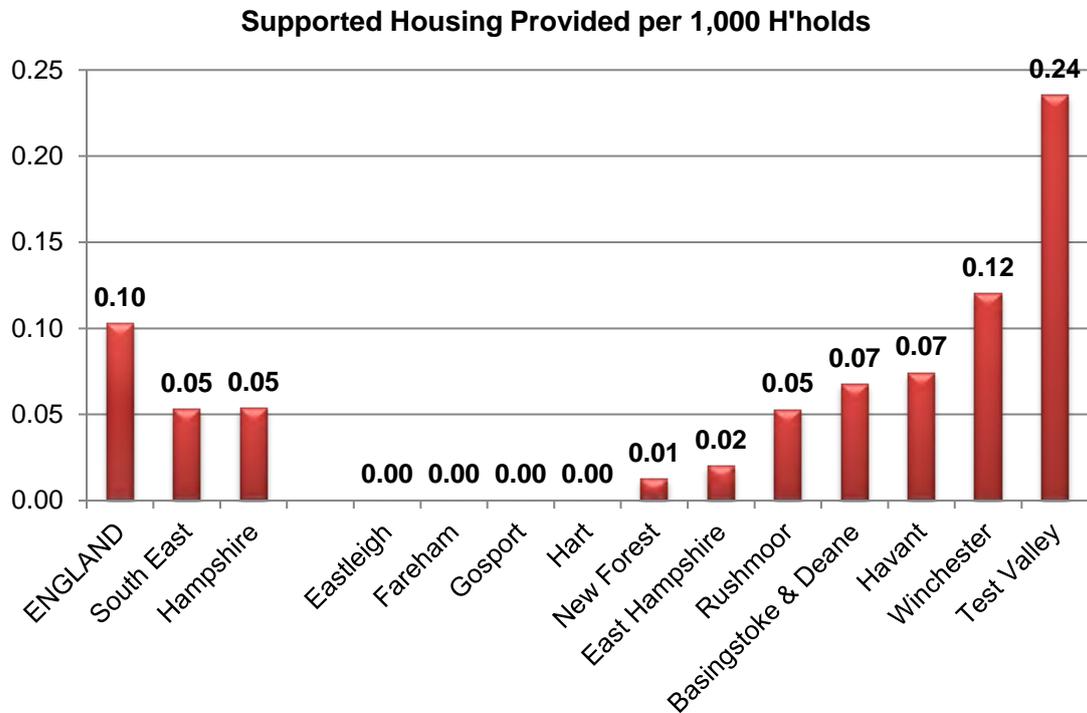
- Financial payments generally relate to accessing the Private Rented Sector where often rent in advance and rent deposit is required.
- Test Valley provided financial payments per 1,000 households at a level above the national, regional and countywide figures, and was the 4th highest of the Hampshire districts.
- Test Valley has a demonstrably successful model and it is appropriate that it continues to review and develop the package of incentives it is providing for private landlords who work with the Council to accommodate households on low incomes. This includes continuing a transition to fewer cash deposits and more cashless bonds with increased support.

Main Prevention Activity Resulting in Accommodation Secured: Accommodation Secured by Help to Secure Accommodation, Without Financial Payment per 1,000 Households (including comparators England, South East and Hampshire)



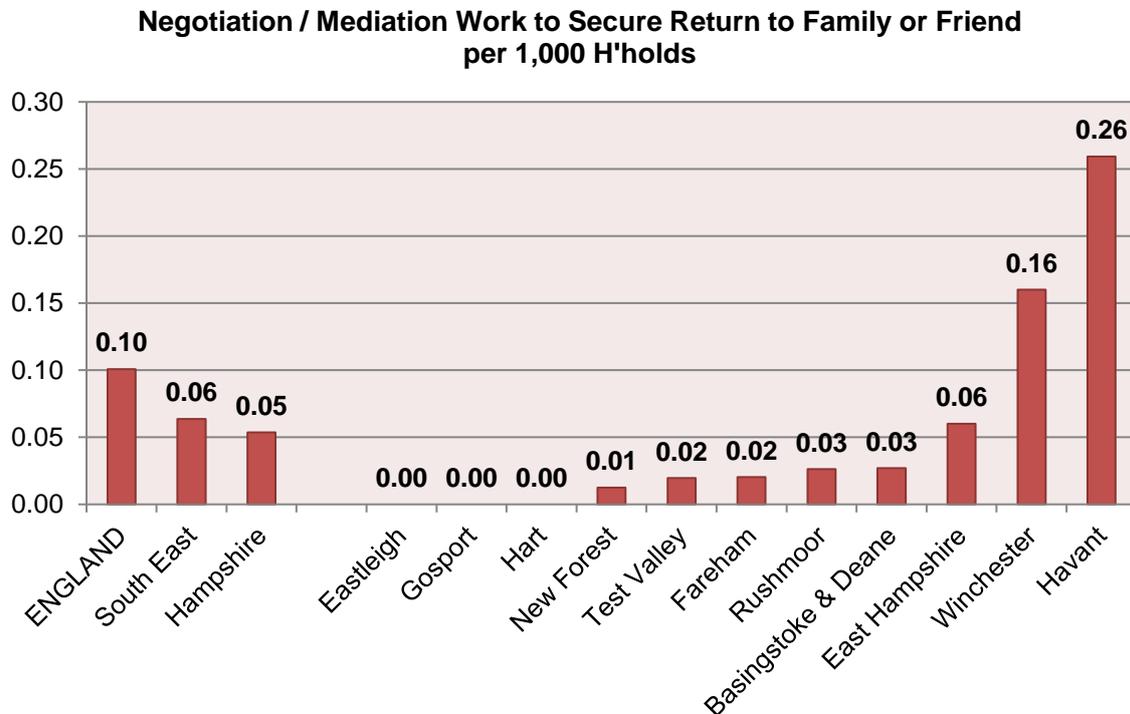
- Following on from the previous chart, Test Valley has also had a significant amount of success in securing accommodation without the Council making a financial payment.
- The level reported between April and December 2018 was higher than all other comparators.

Main Prevention Activity Resulting in Accommodation Secured: Accommodation Secured by Help to Secure Supported Accommodation, per 1,000 Households (including comparators England, South East and Hampshire)



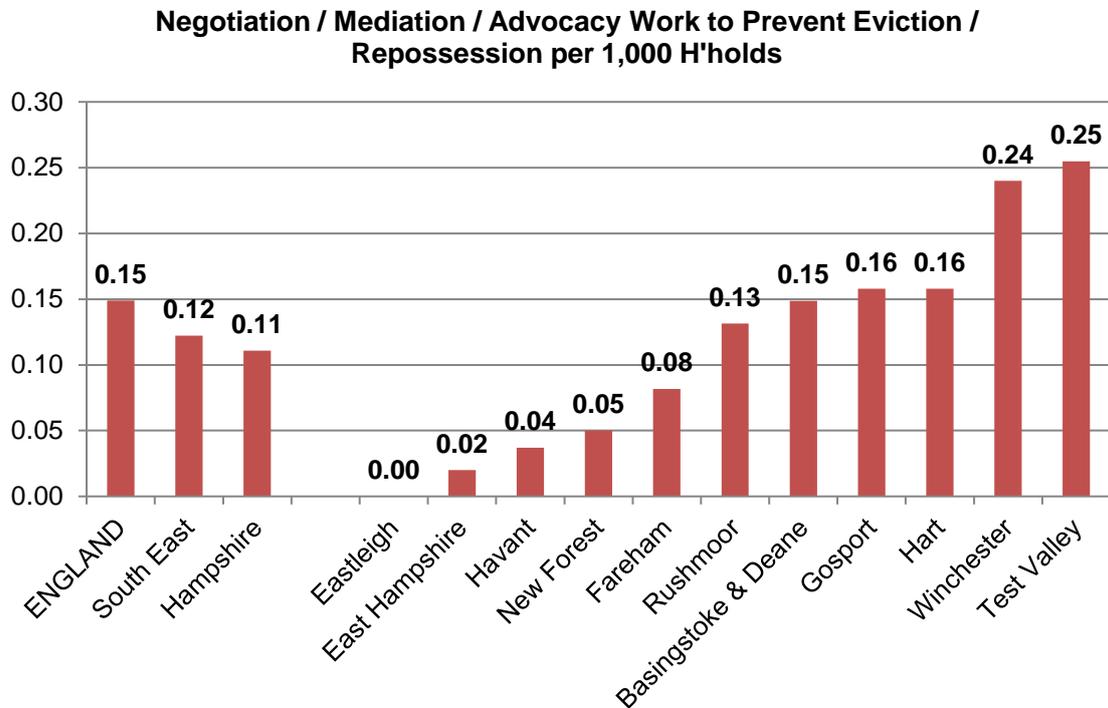
- Through close partnership working, including through the local social inclusion partnership, Test Valley has been able to demonstrate a high level of success in preventing homelessness through offers of supported housing.
- The Council continues to invest in this area to prevent homelessness and in the interests of reducing rough sleeping.

Main Prevention Activity Resulting in Accommodation Secured: Negotiation / Mediation to Secure Return to Family or Friend per 1,000 Households (including comparators England, South East and Hampshire)



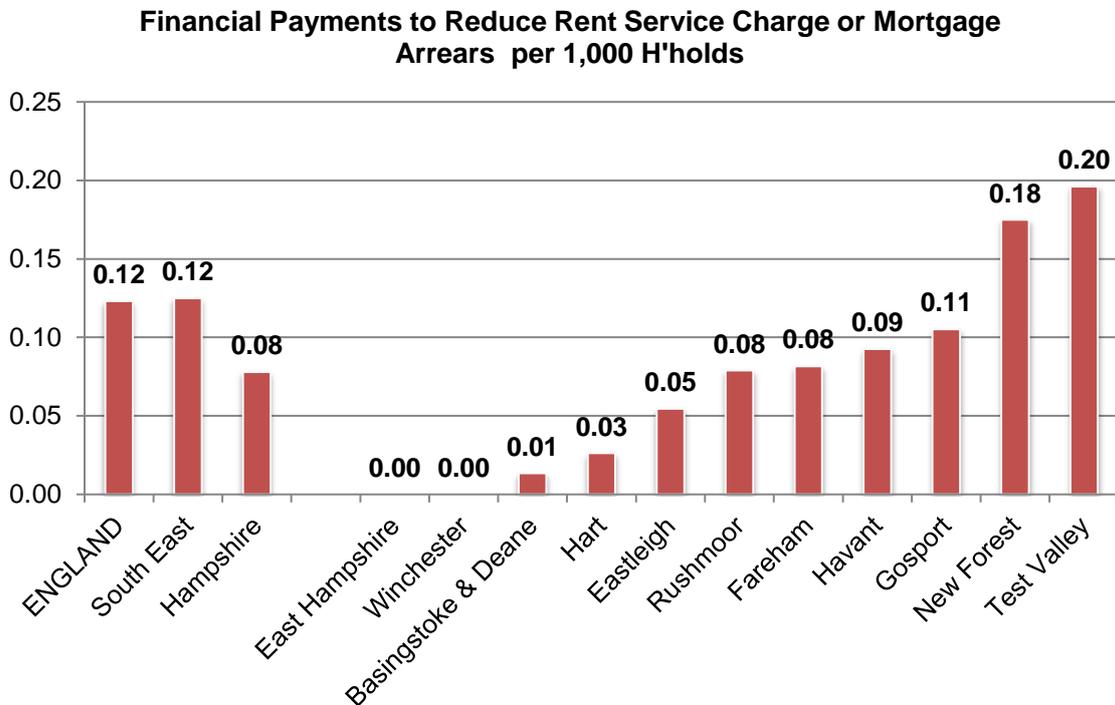
- There may be more the Council can do to improve the level of success it has through negotiating with excluders. However, the longevity of negotiating stays may be questionable and the Council currently seeks to deliver sustainable, genuine outcomes for people at risk of homelessness.
- This will be explored in the new Preventing Homelessness & Rough Sleeping Strategy.

Main Prevention Activity Resulting in Accommodation Secured: Negotiation / Mediation / Advocacy Work to Prevent Eviction / Repossession per 1,000 Households (including comparators England, South East and Hampshire)



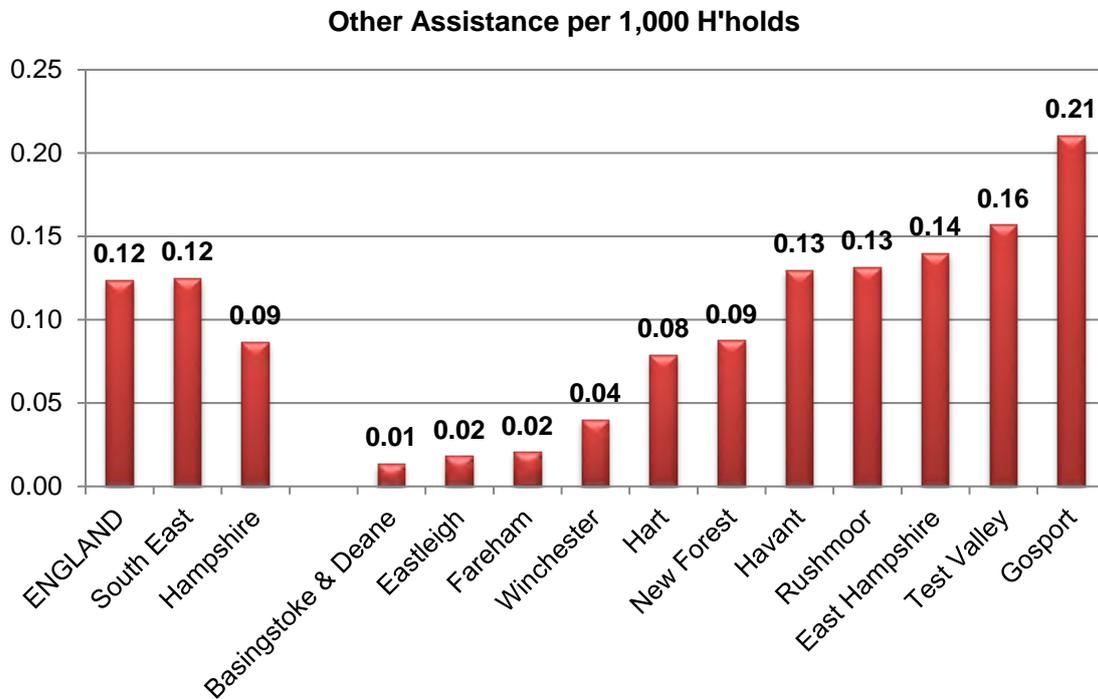
- Test Valley is successful in negotiating to prevent eviction or repossession, demonstrating a higher level per 1,000 households than the comparators included in the chart above.

Main Prevention Activity Resulting in Accommodation Secured: Financial Payments to Reduce Rent, Service Charge or Mortgage Arrears per 1,000 Households (including comparators England, South East and Hampshire)



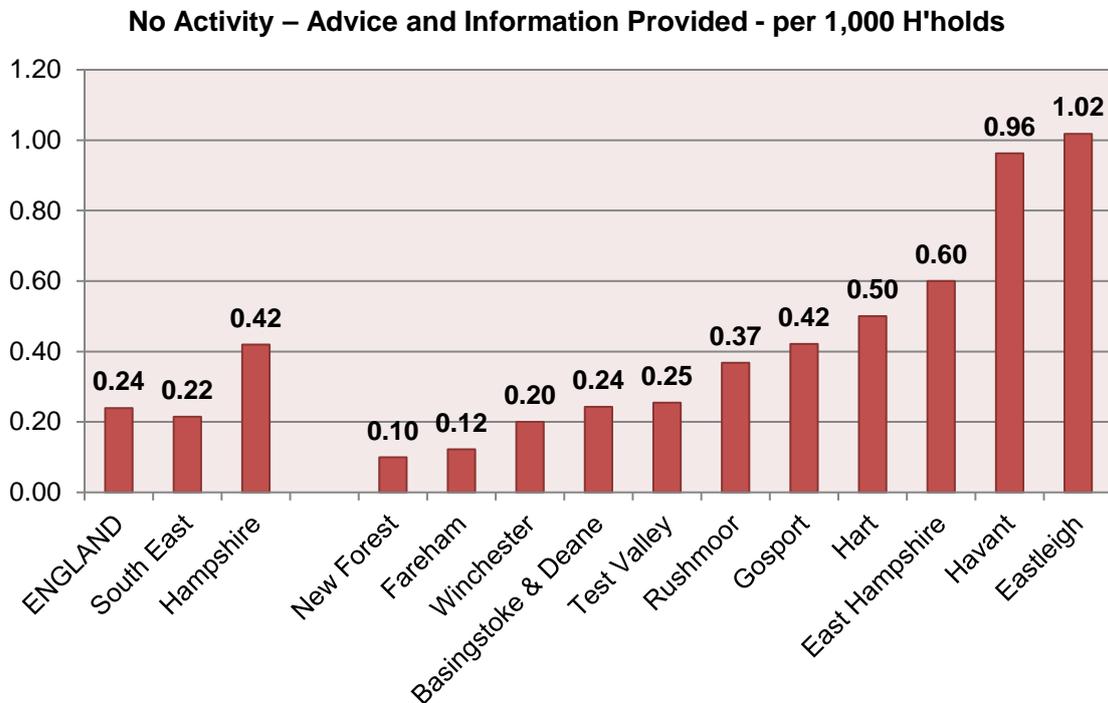
- Test Valley has adopted a proactive 'invest to save' ethos and will make small payments where this will prevent homelessness.
- The chart above demonstrates the success this has had in relative terms, and the Council will continue to take a proactive and pragmatic approach on a case by case basis, to stop people losing their homes.

Main Prevention Activity Resulting in Accommodation Secured: Other Assistance per 1,000 Households (including comparators England, South East and Hampshire)



- The Council will continue to review cases reported as “other” to minimise the use of “other” as a reporting option and to ensure where it is used, it is used appropriately.

Main Prevention Activity Resulting in Accommodation Secured: No Activity – Advice and Assistance per 1,000 Households (including comparators England, South East and Hampshire)

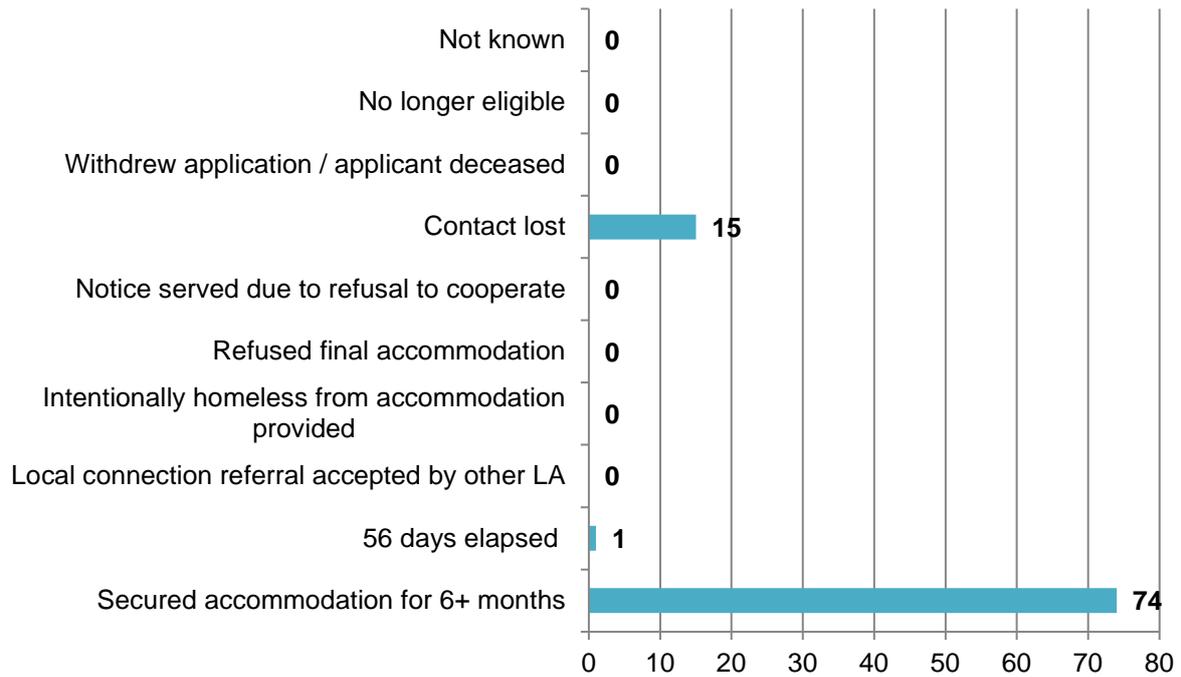


- Test Valley’s case working is predominantly proactive and geared towards identifying how people can address a range of issues so that they can thrive.
- The Council reported a level of advice and assistance only resulting in the end of the prevention duty that was higher than the national and regional picture, but lower than the countywide data.

Data from Live Table: R1 – Reasons For Households’ Relief Duty Ending

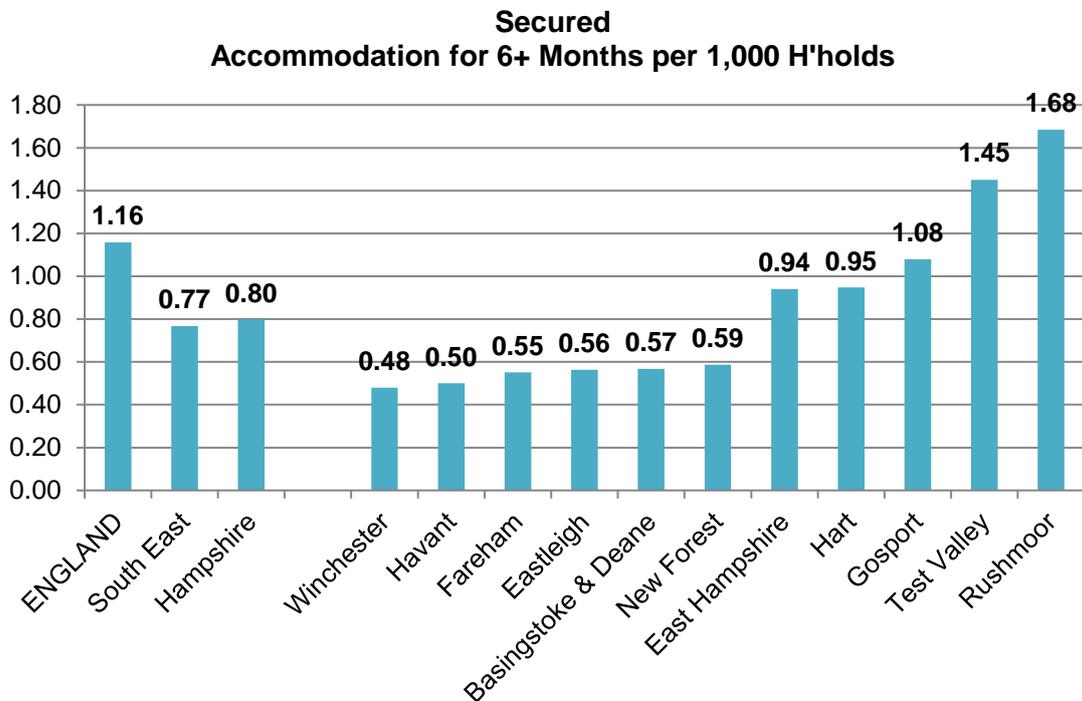
This section will focus on 3 main reasons the relief duty was reported to have ended in Test Valley (and across Hampshire, the South East and England) – “accommodation secured for 6+ months”, “56 days elapsed” or “contact lost”.

First, the chart below demonstrates caseload levels for each reason the relief duty was ended in Test Valley during the period:



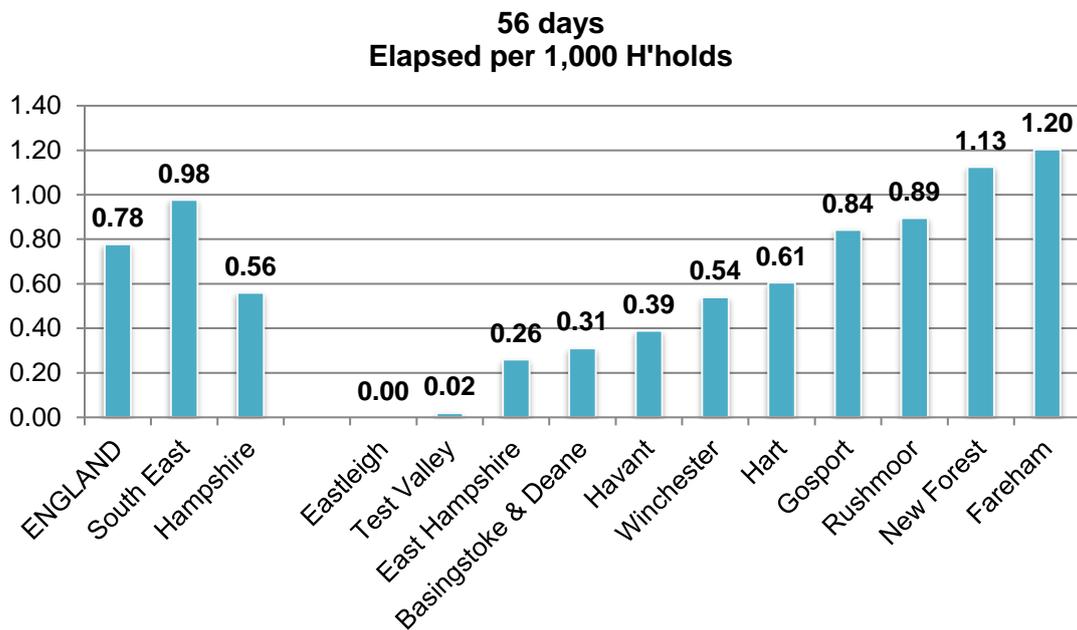
- Test Valley resolved homelessness for its customers by securing accommodation for them.
- This is in keeping with the Council's commitment to end rough sleeping and to secure accommodation for anyone who is homeless.

Relief Duty Ended Due to Accommodation Being Secured for 6+ Months Per 1,000 Households (including comparators England, South East and Hampshire)



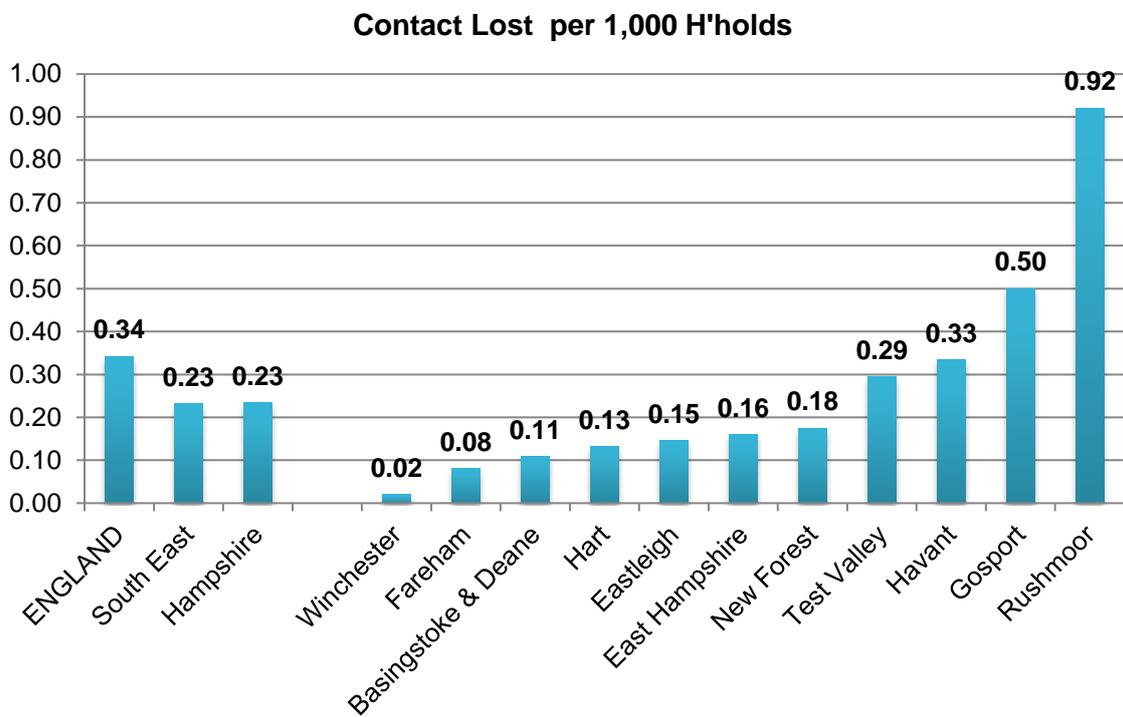
- Test Valley reported a high level of cases where it ended the relief duty through accommodation offers per 1,000 households, significantly exceeding the level reported nationally, regionally and across the county.
- The Council makes offers of accommodation to people who are homeless and who are not in priority need, and has invested in local services to meet this need.
- Only Rushmoor Borough Council reported a higher level per 1,000 households.

Relief Duty Ended Due to 56 Days Elapsed Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley reported very low levels (1 case in total) of people who are homeless and for whom the 56 day duty to relieve homelessness came to an end because of time elapsed.
- Test Valley takes a proactive approach to supporting people under the relief duty with the aim to bring it to an end, with a positive outcome, as quickly as practicably possible.

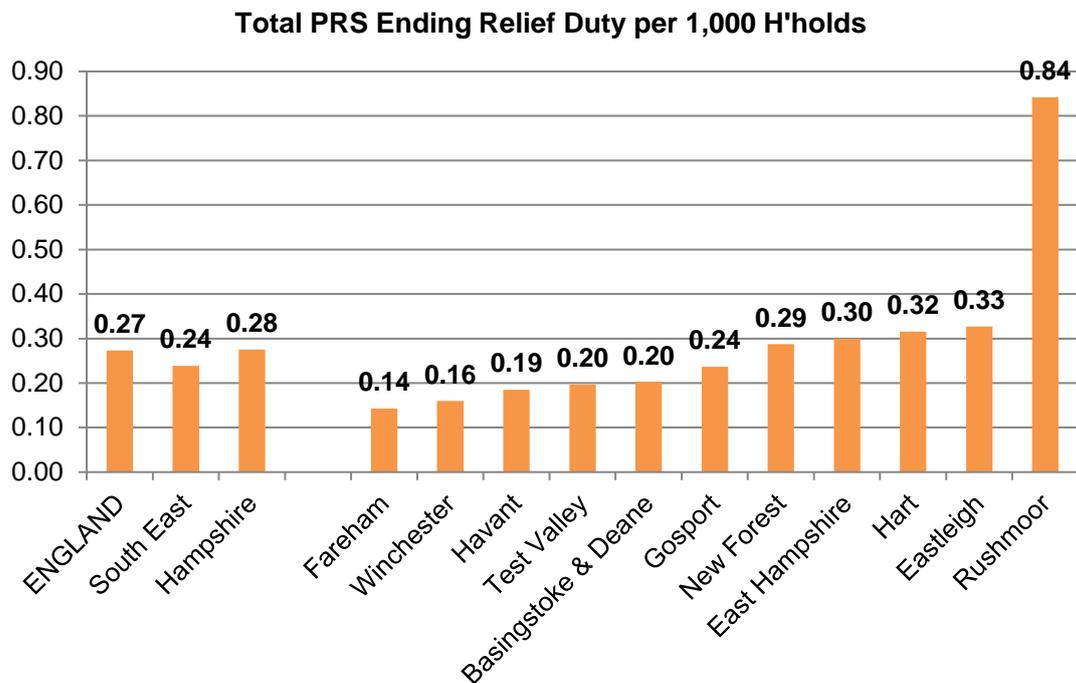
Relief Duty Ended Due to Contact Lost Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley reports a lower level of cases where contact was lost through the relief duty than the national figure, but a higher level than the regional and countywide data may otherwise suggest.

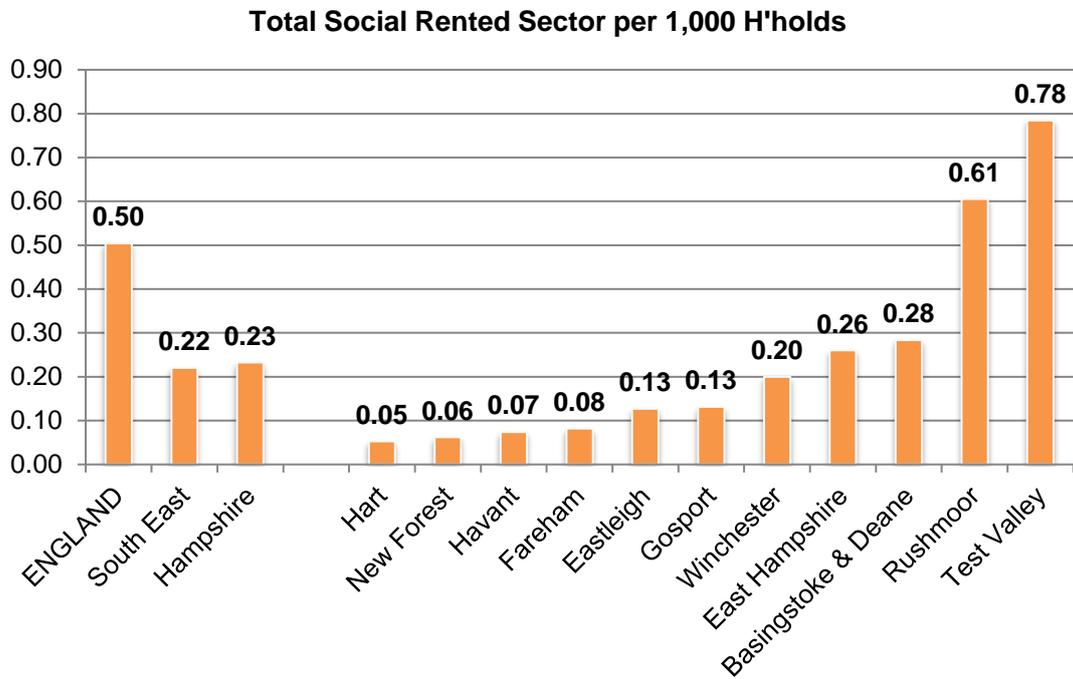
Data from Live Table: R2 – Type of Accommodation Secured for Households at the End of the Relief Duty

Private Rented Sector Accommodation Secured at the End of the Relief Duty per 1,000 Households (including comparators England, South East and Hampshire)



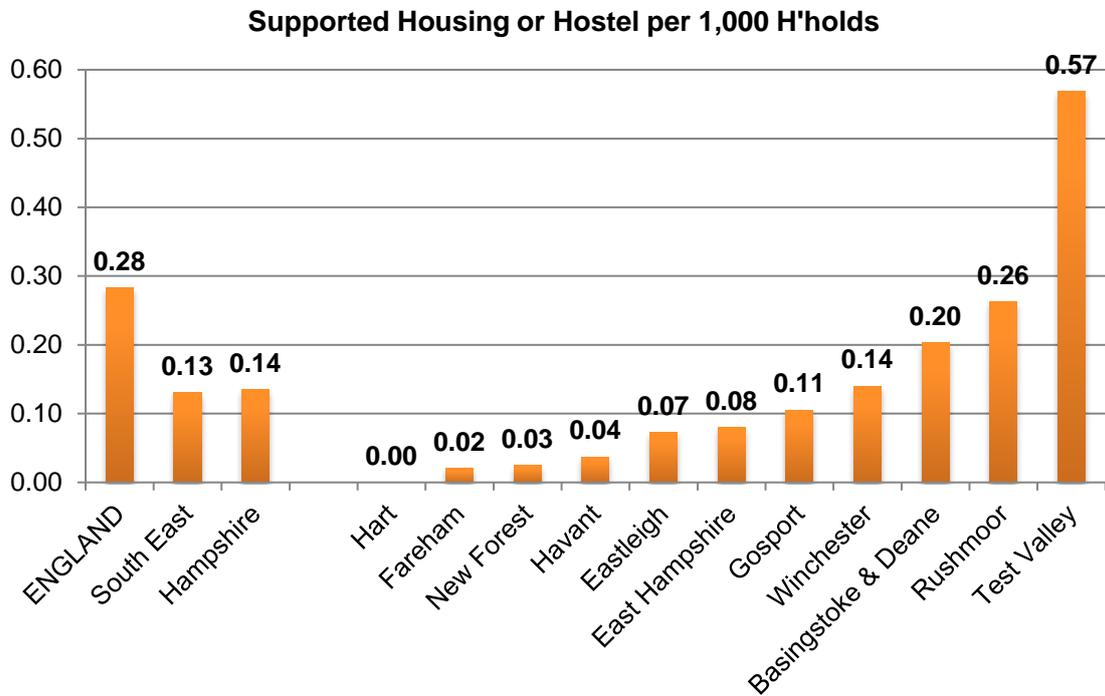
- Test Valley secured Private Rented Sector accommodation for a comparatively low level of households under the relief duty.
- Due to the vulnerability (including multiple support needs) of customers owed the relief duty, the duty is predominantly ended in either the social rented sector or with offers of supported housing.
- The Council will continue to work with the Private Rented Sector to improve access to rented accommodation for customers and this will form part of our future strategies.

Social Rented Sector Accommodation Secured at the End of the Relief Duty per 1,000 Households (including comparators England, South East and Hampshire)



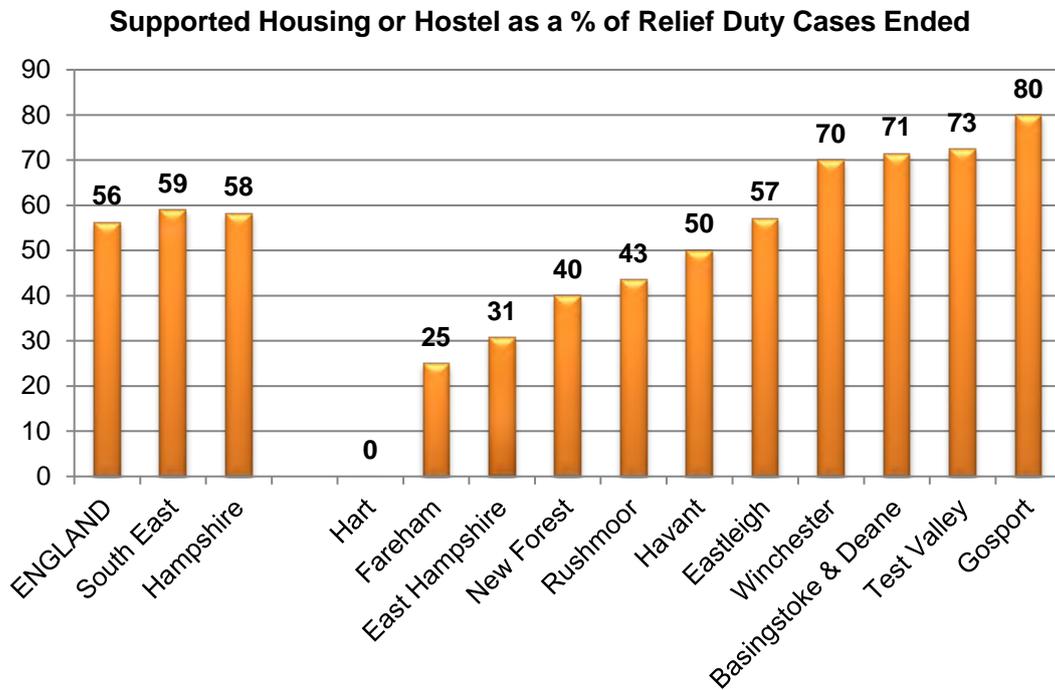
- Test Valley reported a high level of social rented sector accommodation offers resulting in the relief duty ending.

Supported Housing or Hostel Accommodation Secured at the End of the Relief Duty per 1,000 Households (including comparators England, South East and Hampshire)

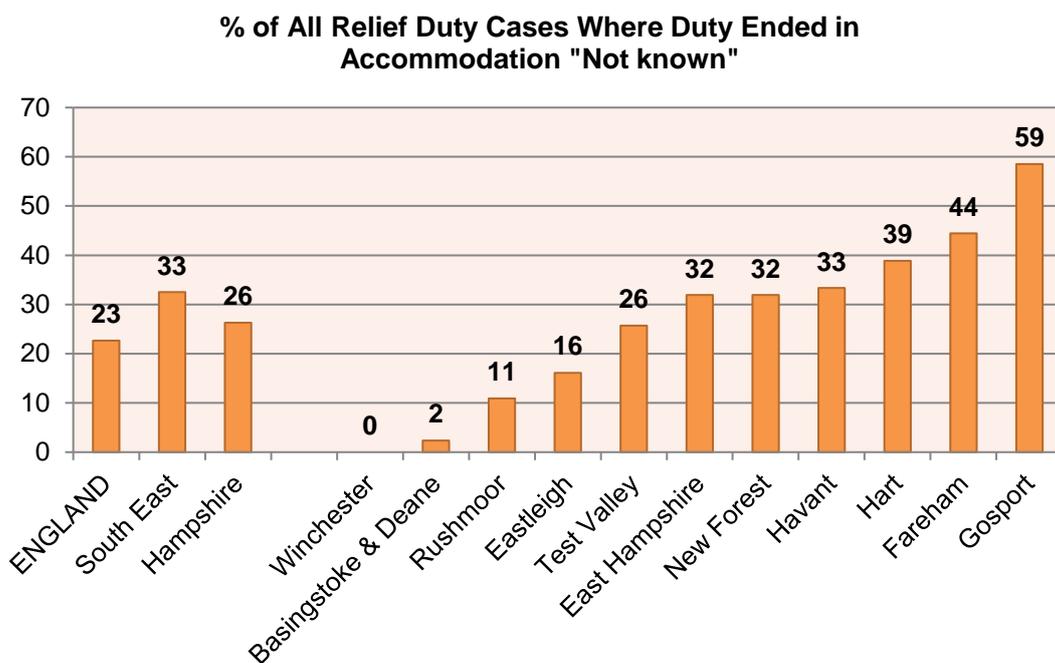


- Working in partnership, and investing in local services, has enabled Test Valley to report a high level of relief duty cases where the duty was ended with an offer of supported housing. This is also expressed as a percentage comparison in the chart below:

Supported Housing or Hostel Accommodation Secured at the End of the Relief Duty as a Percentage of All Case Where Relief Duty Ended (including comparators England, South East and Hampshire)



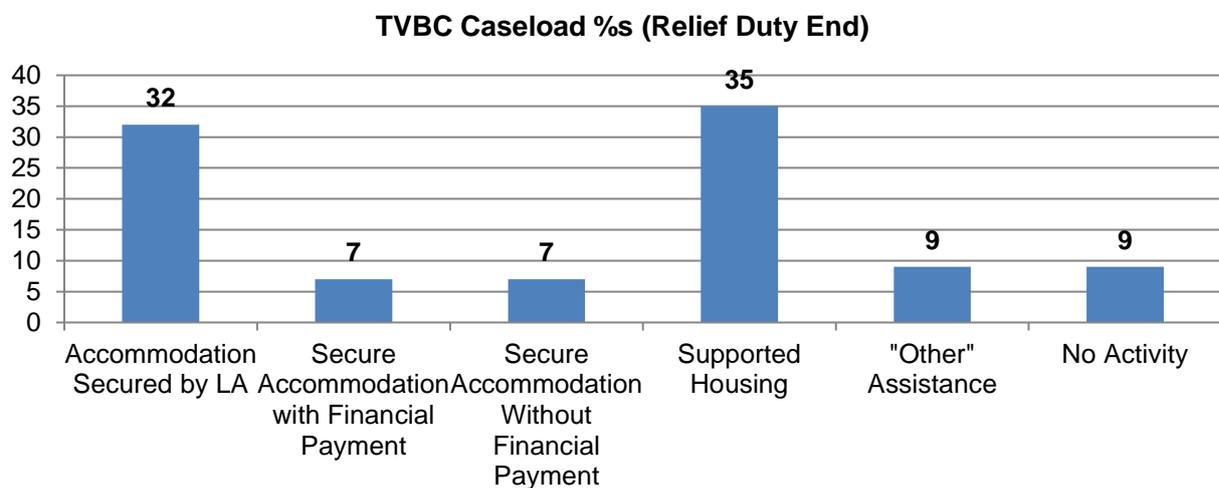
Percentage of All Case Where Relief Duty Ended and Accommodation Was "Not Known" (including comparators England, South East and Hampshire)



- Test Valley reported a level within the range of the national, regional and countywide comparators, and a relatively low level compared with 6 other Hampshire districts.
- Along with cases where contact was lost, cases where the duty ended in “accommodation not known” will be reviewed to get underneath the data and understand those individual cases, to identify any learning that could be used to improve the service being provided.

Data from Live Table: R3 – Main Relief Activity That Resulted in Accommodation Secured for Households at End of Relief Duty

Percentages For Successful Interventions Resulting in the End of the Relief Duty in Test Valley

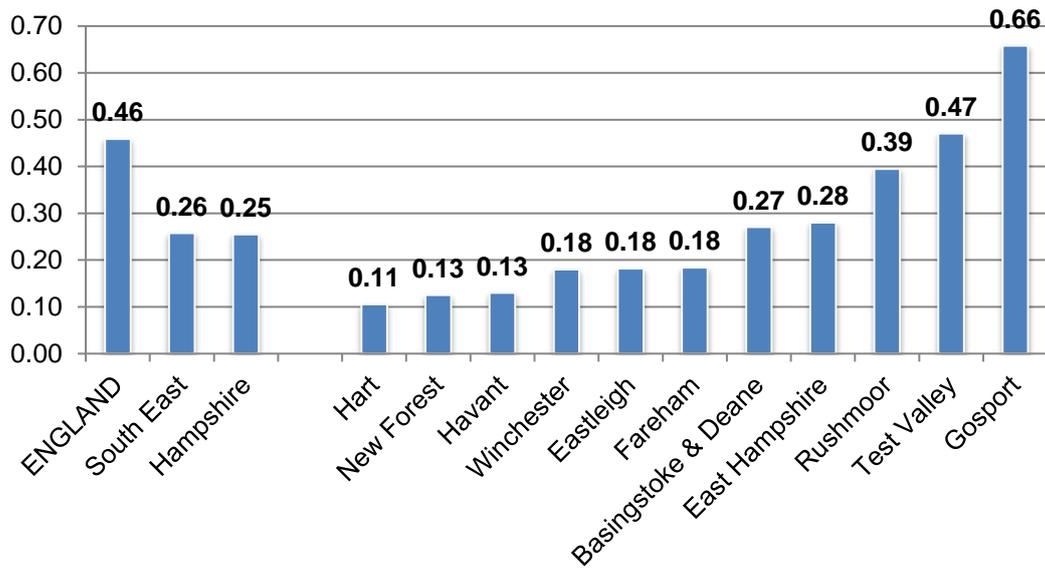


- Housing association tenancies and supported housing are the 2 primary measures through which Test Valley brings the relief duty to an end.
- This means that in the majority of cases, accommodation is secured to stop the households being homeless.

Main Activity Resulting in Accommodation Secured Ending the Relief Duty: Accommodation Secured by Local Authority or Organisation Delivering Housing Options Service per 1,000 Households (including comparators England, South East and Hampshire)

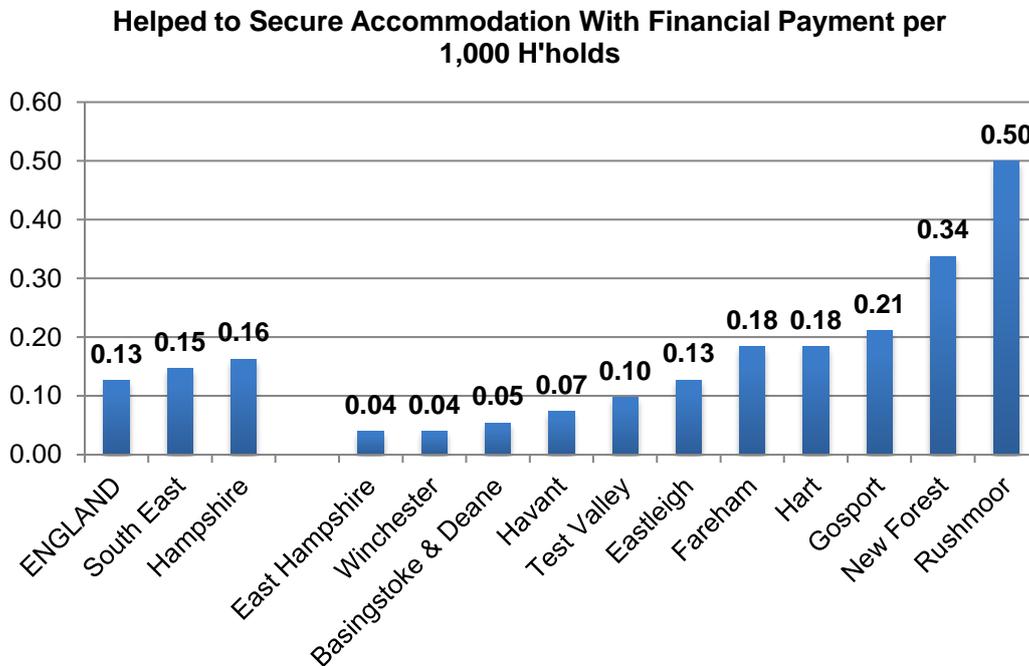
The following series of charts reviews the interventions used to end the relief duty:

**Accommodation Secured by LA or Organisation Delivering
Housing Options Service per 1,000 H'holds**



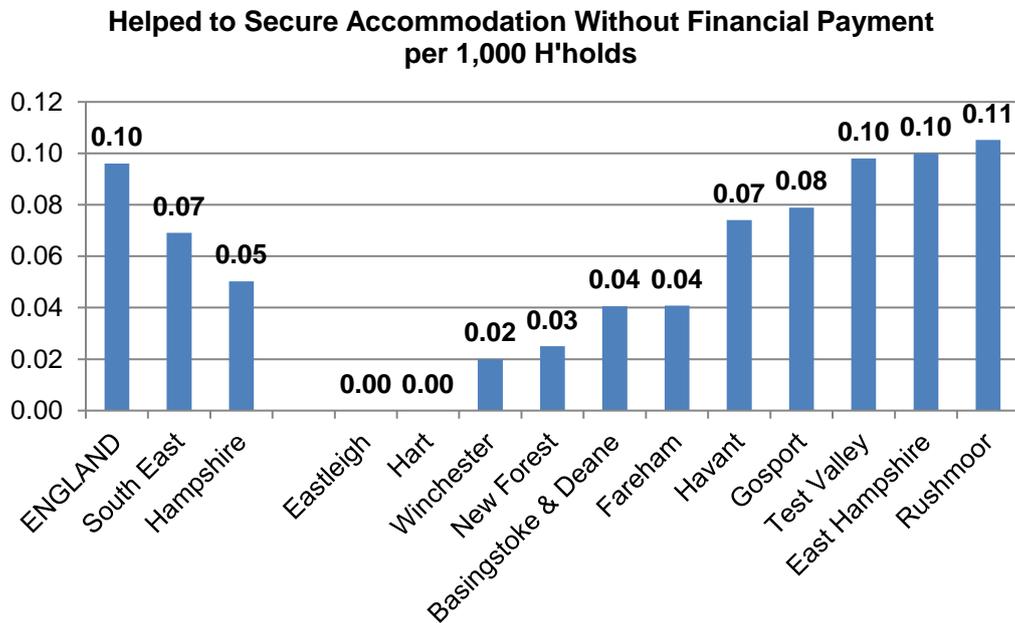
- Test Valley's Housing Services play an instrumental role in securing accommodation for people who are homeless in the local area, reporting a higher level than national, regional and countywide data would otherwise suggest.

Main Activity Resulting in Accommodation Secured Ending the Relief Duty: Accommodation Secured by Help to Secure Accommodation, With Financial Payment per 1,000 Households (including comparators England, South East and Hampshire)

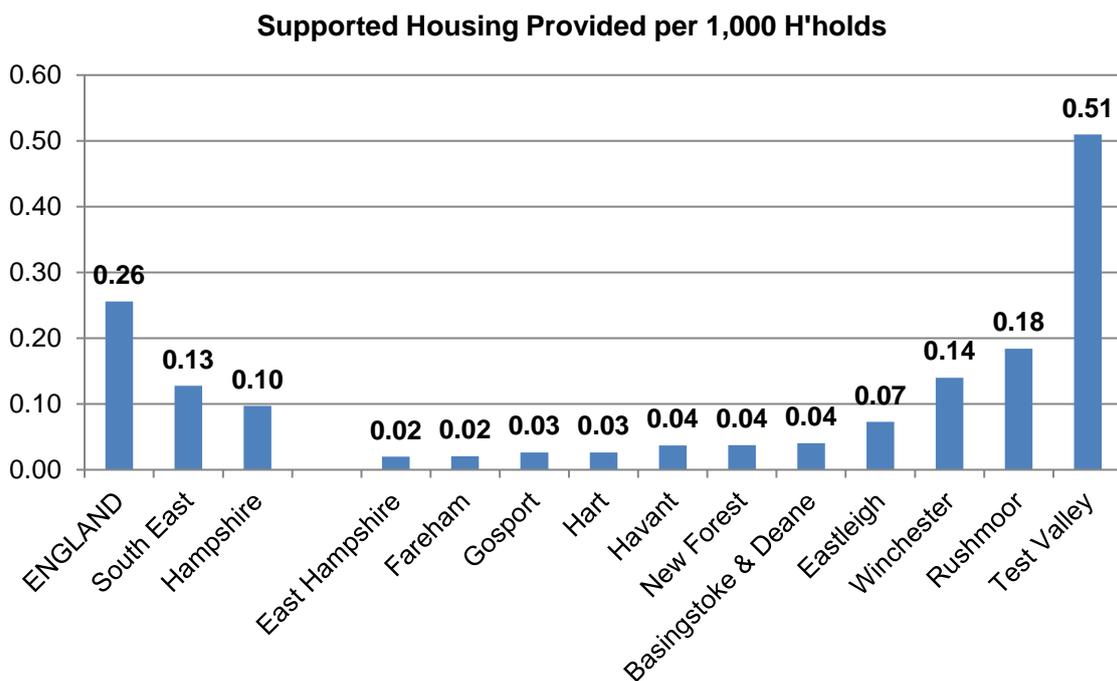


- Test Valley primarily sources accommodation to end the relief duty through the Housing Register or supported housing. This means that financial payments are required in fewer cases, albeit the Council will work to increase access to the Private Rented Sector for households owed the duty to relieve homelessness.

Main Activity Resulting in Accommodation Secured Ending the Relief Duty: Without Financial Payment per 1,000 Households (including comparators England, South East and Hampshire)

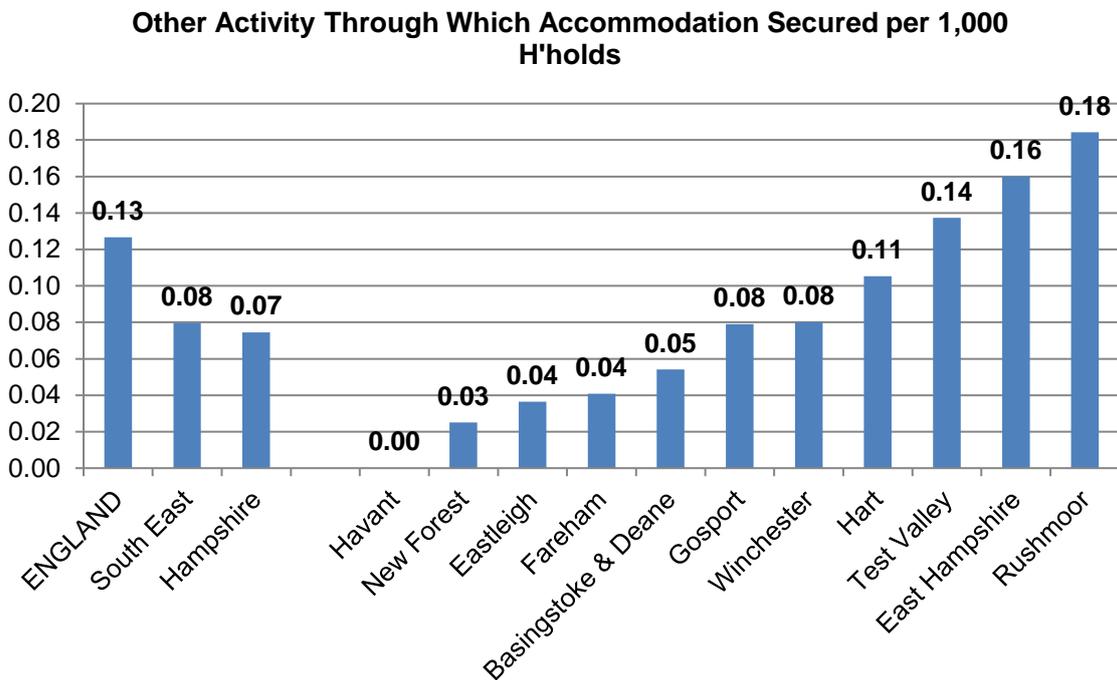


Main Activity Resulting in Accommodation Secured Ending the Relief Duty: Accommodation Secured by Help to Secure Supported Accommodation, per 1,000 Households (including comparators England, South East and Hampshire)

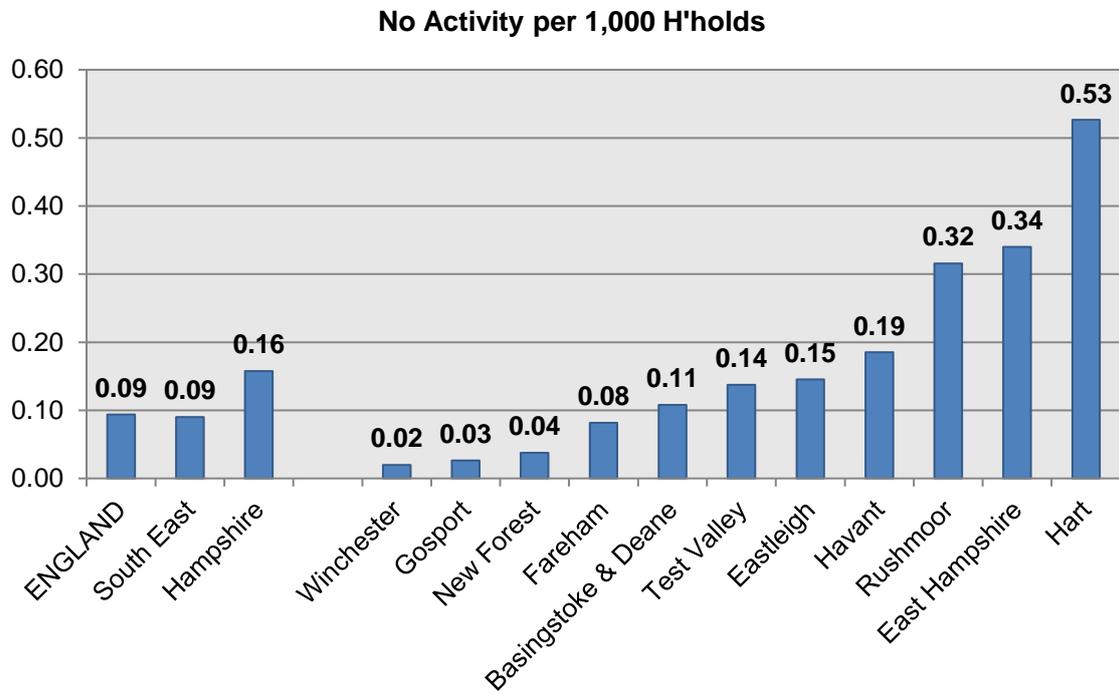


- As referenced earlier, Test Valley actively works in partnership with local supported housing providers to secure accommodation to end the relief duty. The Council reports levels far in excess of all other comparator indicators as expressed in the chart above, and in securing supported accommodation for people who are homeless, the Council also ensures that a range of support needs are being met for an increasingly complex client group.

Main Activity Resulting in Accommodation Secured Ending the Relief Duty: Other Assistance per 1,000 Households (including comparators England, South East and Hampshire)

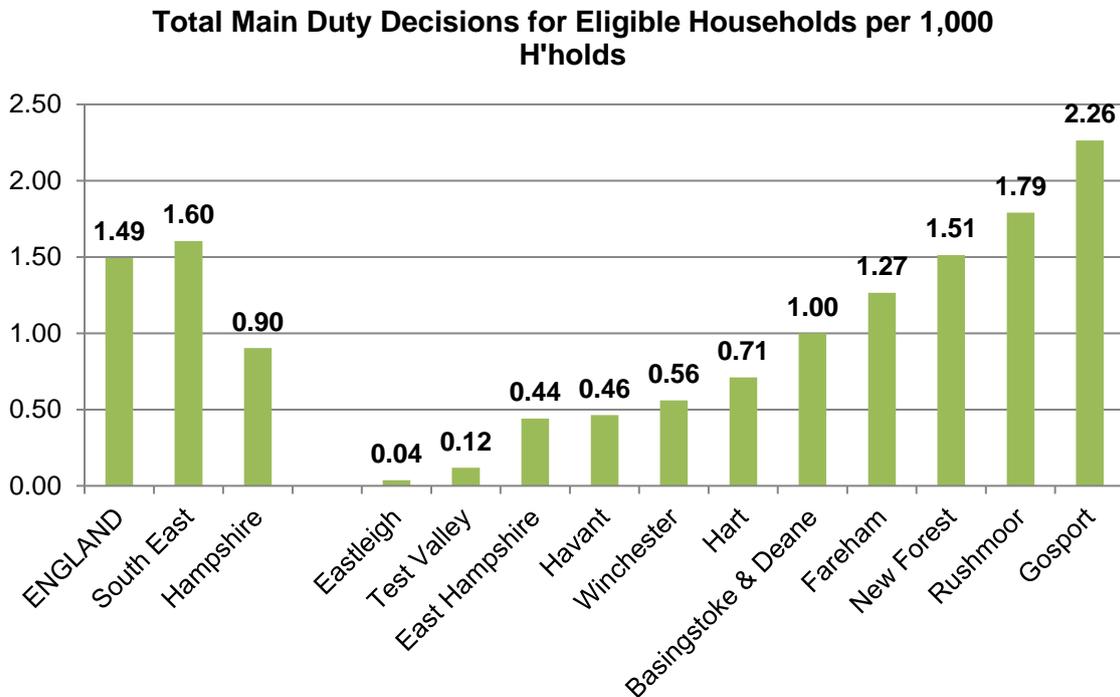


Main Activity Resulting in Accommodation Secured Ending the Relief Duty: No Activity per 1,000 Households (including comparators England, South East and Hampshire)



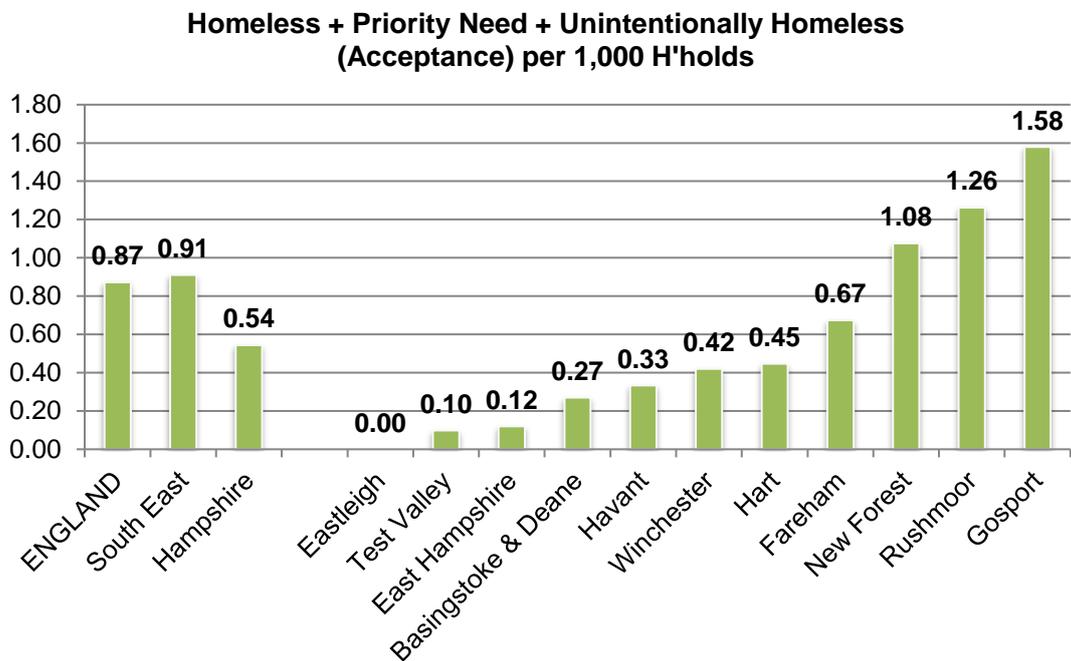
Data from Live Table: MD1 – Outcome of Main Duty Decision for Eligible Households

Total Main Duty Decisions Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



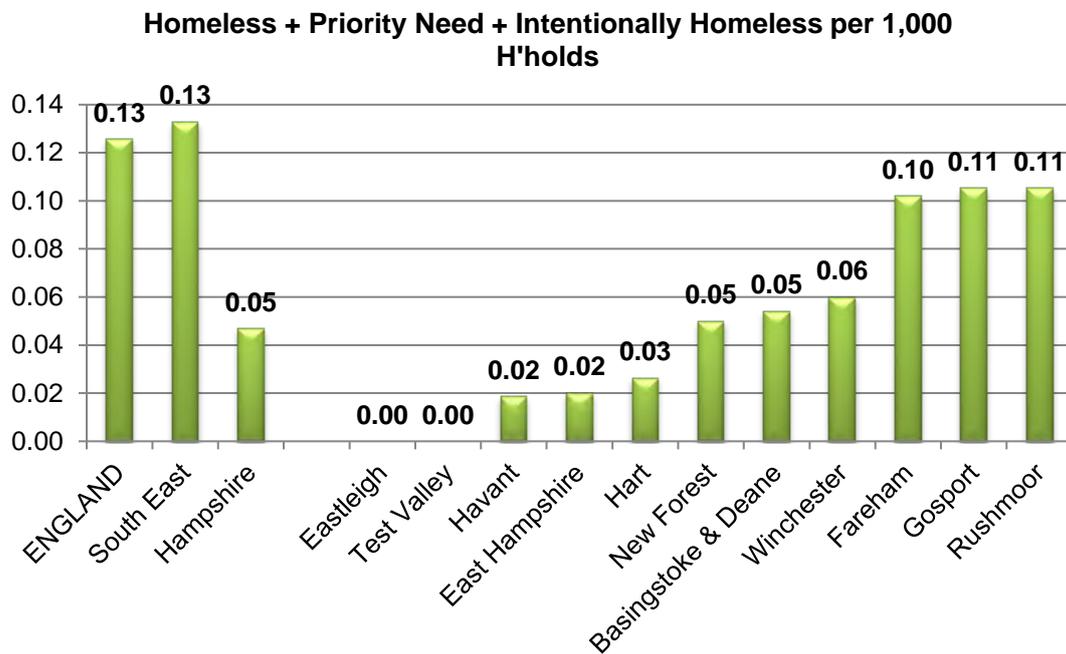
- Test Valley’s successful transition to the new statutory framework, along with its proactive approach to preventing and relieving homelessness, have resulted in very low levels of cases that progress to a main duty decision.
- Test Valley reports significantly lower levels of main duty decisions than the national, regional and countywide comparators. It is a position that the Council will build on through its new housing strategies, to increase the potential to prevent and relieve homelessness for more and more people.

Main Duty Acceptances Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



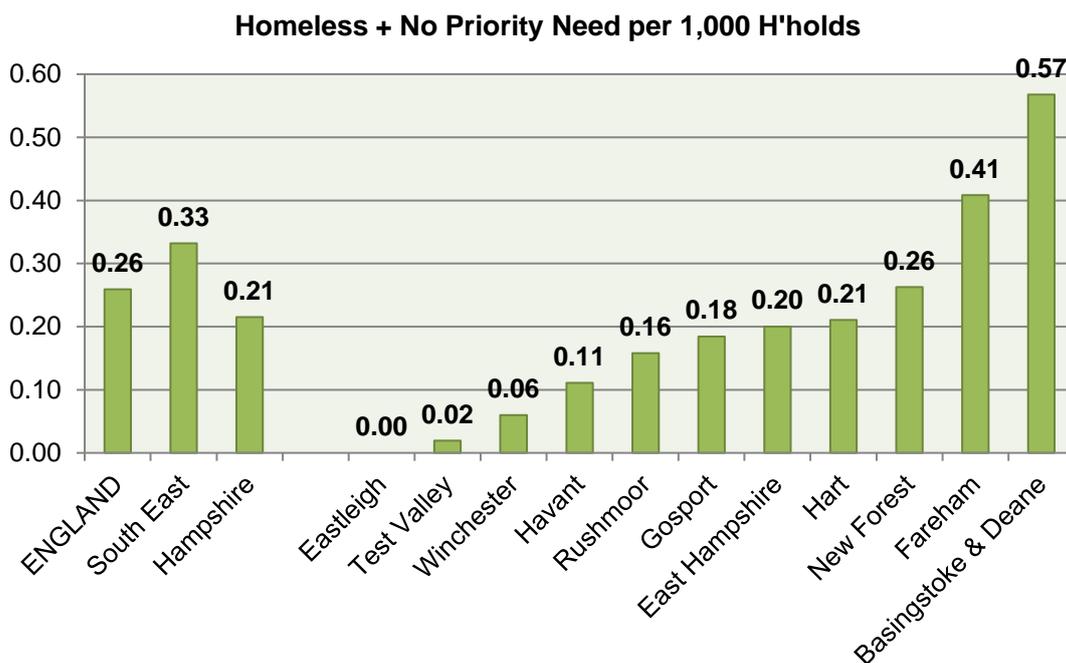
- Test Valley has dramatically reduced the number of statutory homelessness acceptances since April 2018, and this success is reflected in the chart above which demonstrates a very low level of acceptances per 1,000 households in the borough.
- The Council addresses the vast majority of cases it works with through the prevention and relief duty stages, with positive casework intervention resulting in outcomes for customers.

Intentional Homelessness Decisions Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



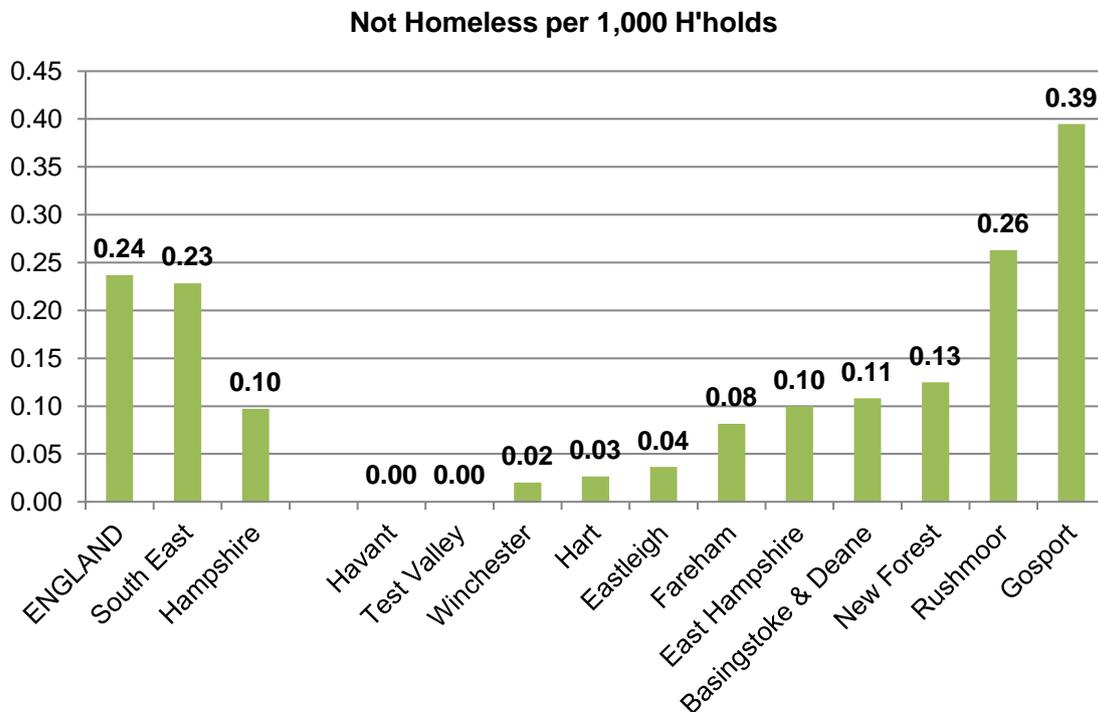
- Proactive work by the housing team has resulted in no cases of intentional homelessness recorded by Test Valley between April and December 2018.

No Priority Need Decisions Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley is committed to supported any resident who may be homeless or threatened with homelessness regardless of priority need.
- Between April and December 2018, just 1 household was found not to be in 'priority need', albeit they were still offered support from the Council to tackle their homelessness.
- Test Valley reported a negligible level of no priority need and a level that was well below national, regional and countywide comparators. Only Eastleigh Borough Council reported a lower level per 1,000 households in their area.

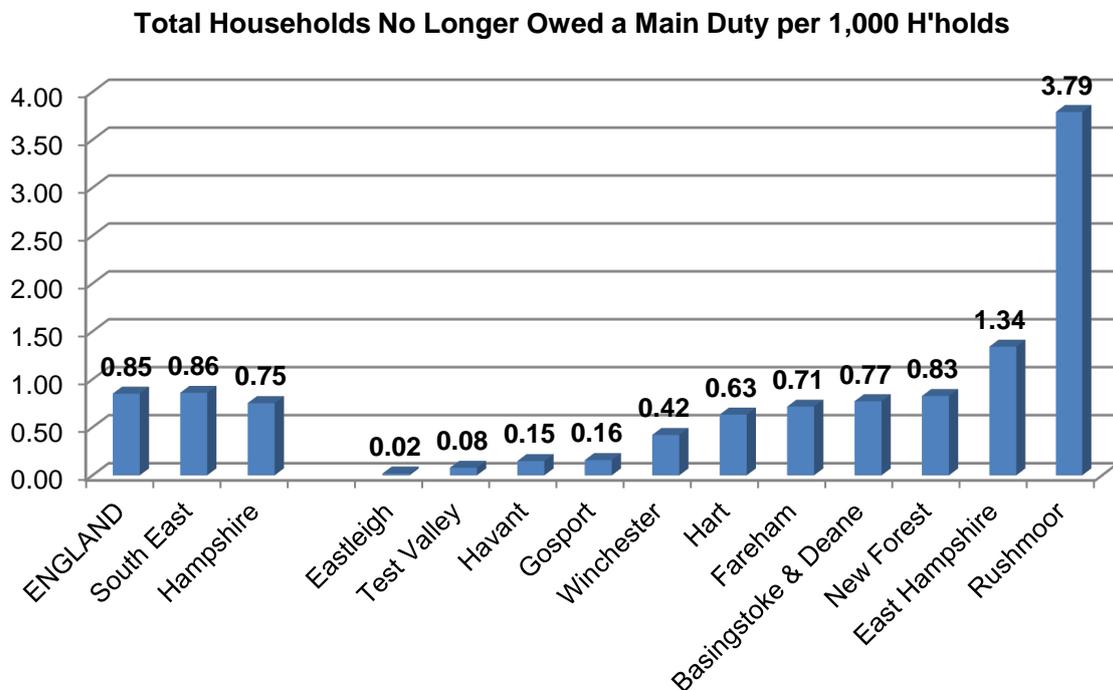
Not Homeless Decisions Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



- The Council made no “not homeless” decisions between April and December 2018.

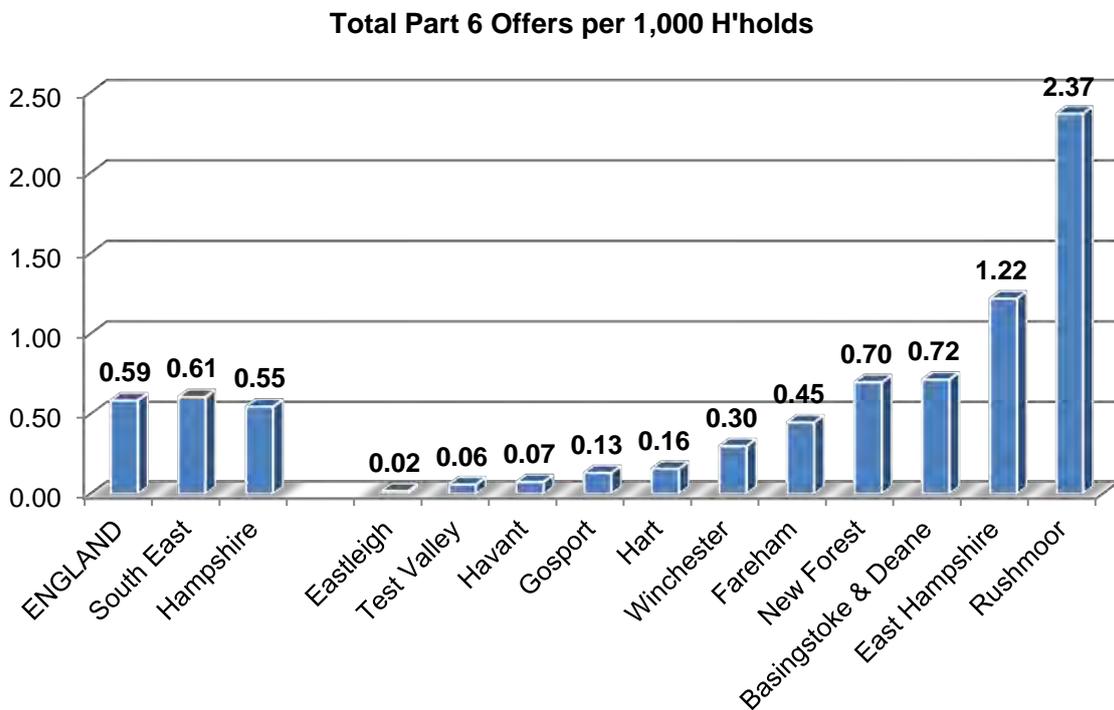
Data from Live Table: MD2 – Outcome of Households No Longer Owed a Duty

Total Households No Longer Owed a Main Duty Per 1,000 Households (including comparators England, South East and Hampshire)

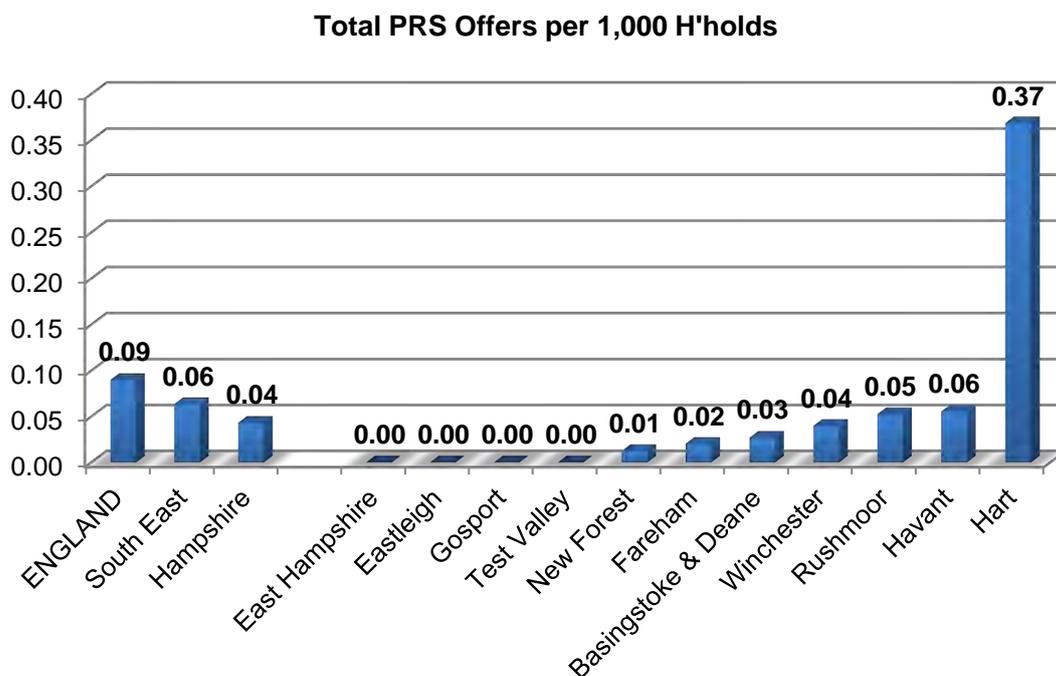


- The main housing duty was ended in 4 cases during the period April to December 2018. This was through offers of settled accommodation that brought the duty to an end.
- With so few households being accepted under the main duty, we can reasonably expect this number to be low, however, the Council is aware that it needs to review how it is working with households in temporary accommodation to ensure throughput in local temporary accommodation schemes, to support meeting new demand from households coming through the system.
- The Council is in the process of developing a Resettlement Service and this will form part of the new strategic approach to preventing and relieving homelessness in Test Valley.

Main Duty Ended With Part 6 Offer: Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)

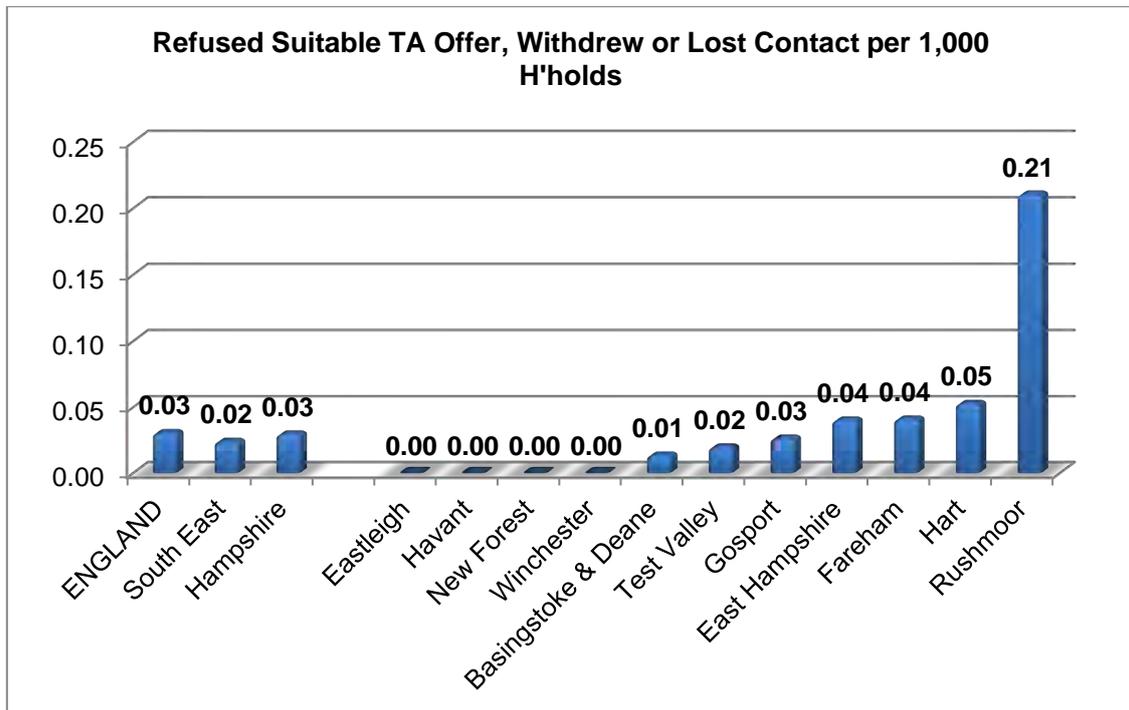


Main Duty Ended With Private Rented Sector Offer: Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)

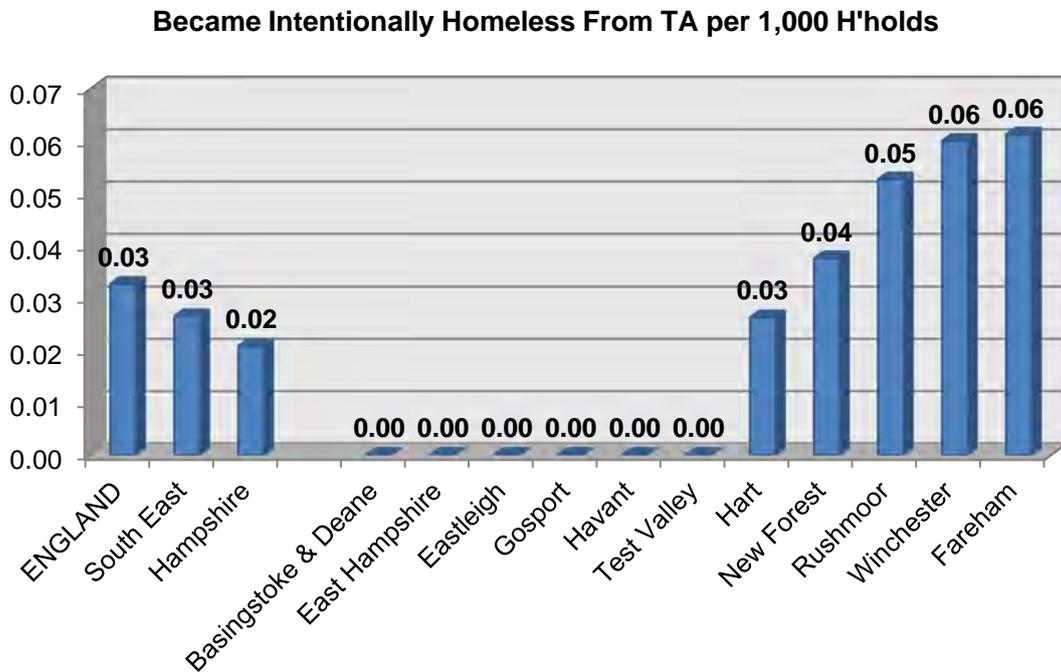


- Test Valley has not, historically, been making significant use of the power to make compulsory offers of Private Rented Sector accommodation to end the main housing duty.
- The Council has a Private Rented Sector Offer Policy and the Housing Service will be making compulsory offers to bring the main duty to an end as part of its new Resettlement Service.

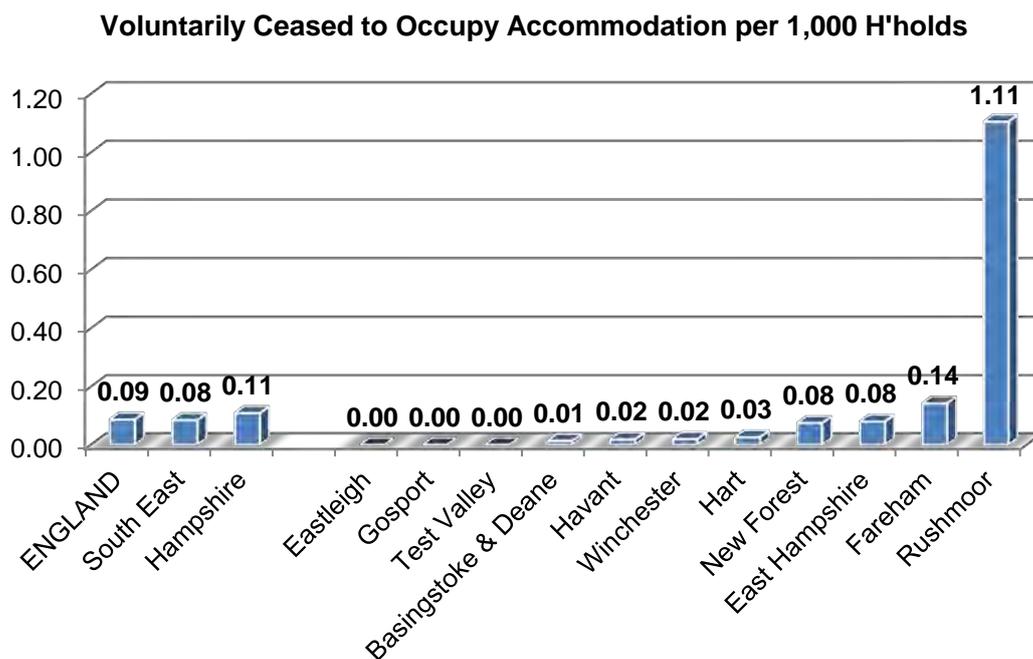
Main Duty Ended Due to Refusal of Suitable TA / Withdrew Application / Lost Contact: Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



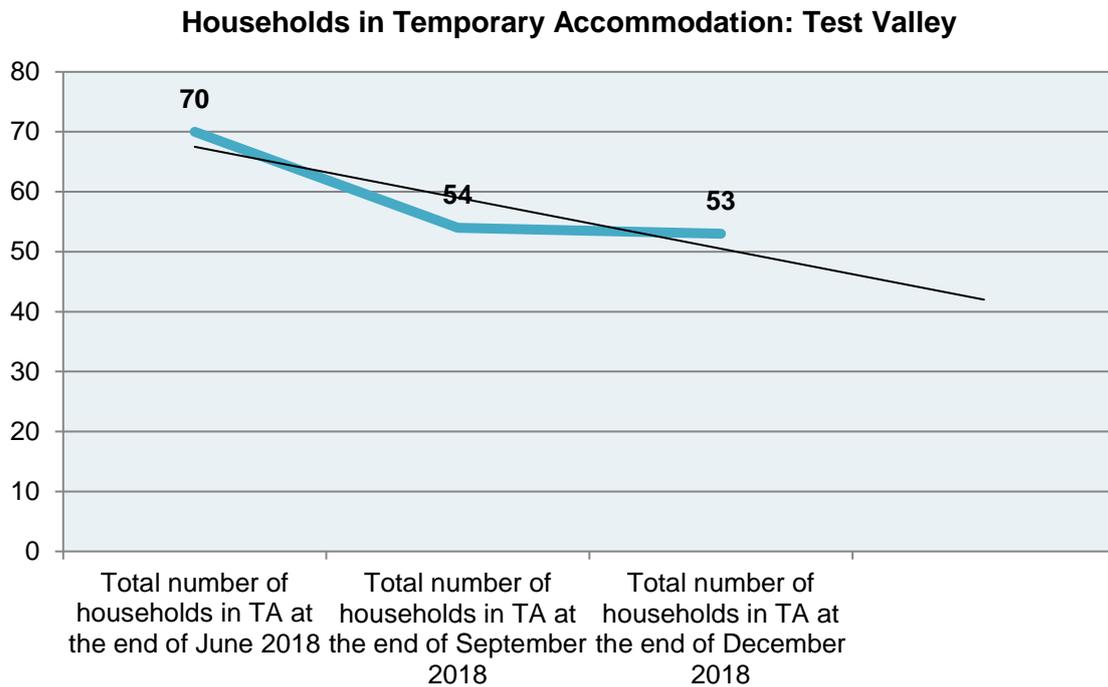
Main Duty Ended Became Intentionally Homeless From TA: Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)



Main Duty Ended Due to Voluntarily Ceasing to Occupy Accommodation: Benchmarked Per 1,000 Households (including comparators England, South East and Hampshire)

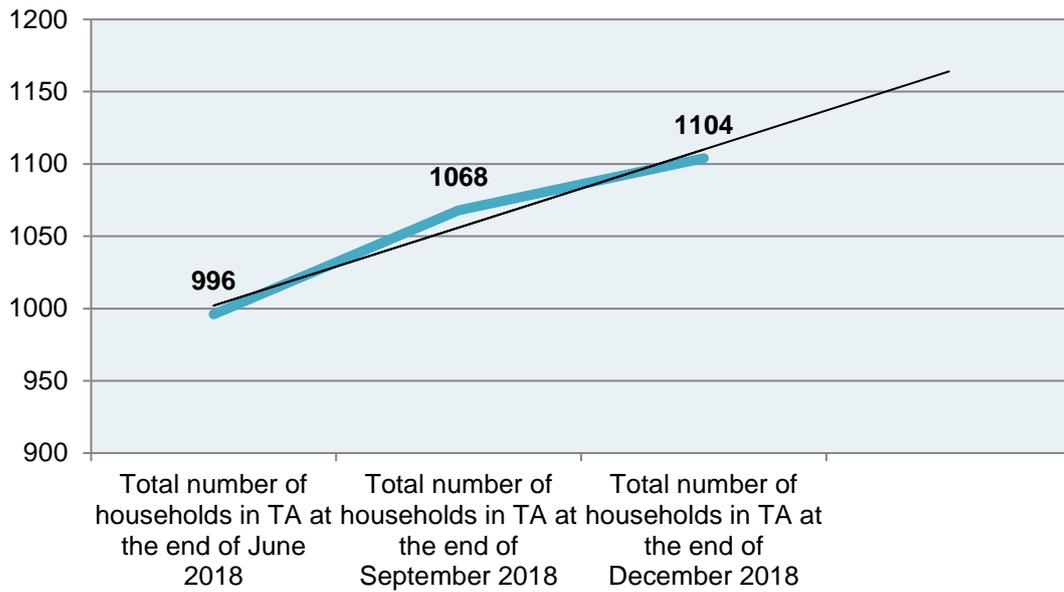


Data from Live Table: TA1 – Households in Temporary Accommodation



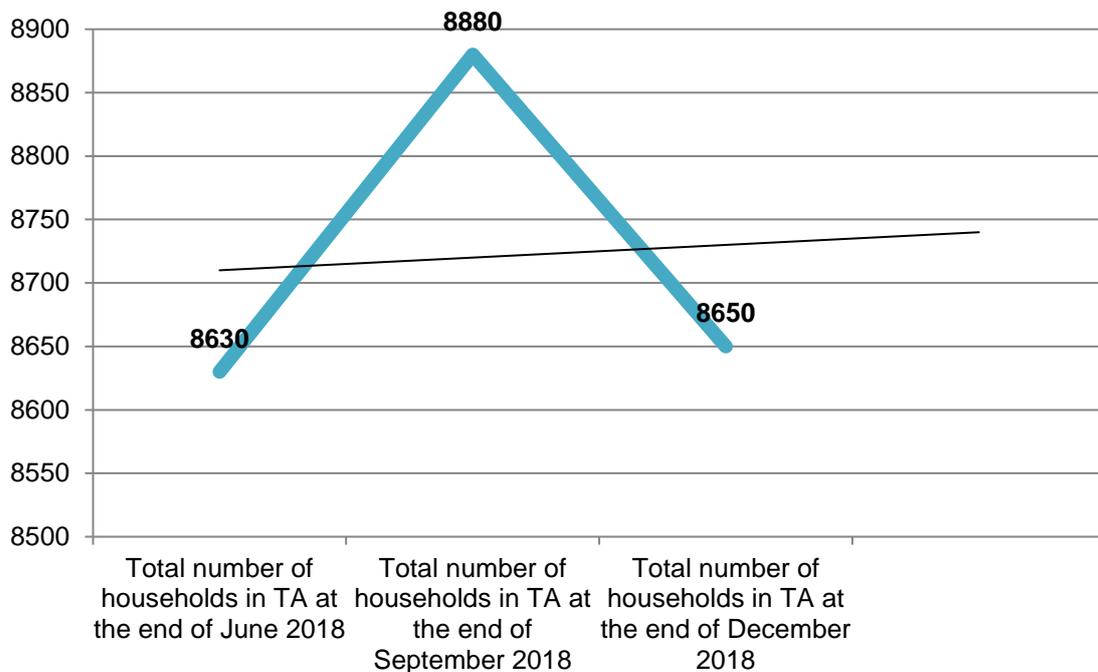
- The Council has reported a steady reduction in the number of households in temporary accommodation since the introduction of the Homelessness Reduction Act 2017 in April 2018.
- Whilst the level of reduction is not anticipated to continue over an extended period, the current trajectory suggests an ongoing reduction can be expected in the immediate future.
- The new Preventing Homelessness & Rough Sleeping Strategy will include actions intended to continue to contribute to reducing the number of people in temporary accommodation that has been provided under the provisions of homelessness legislation.

Households in Temporary Accommodation: Hampshire

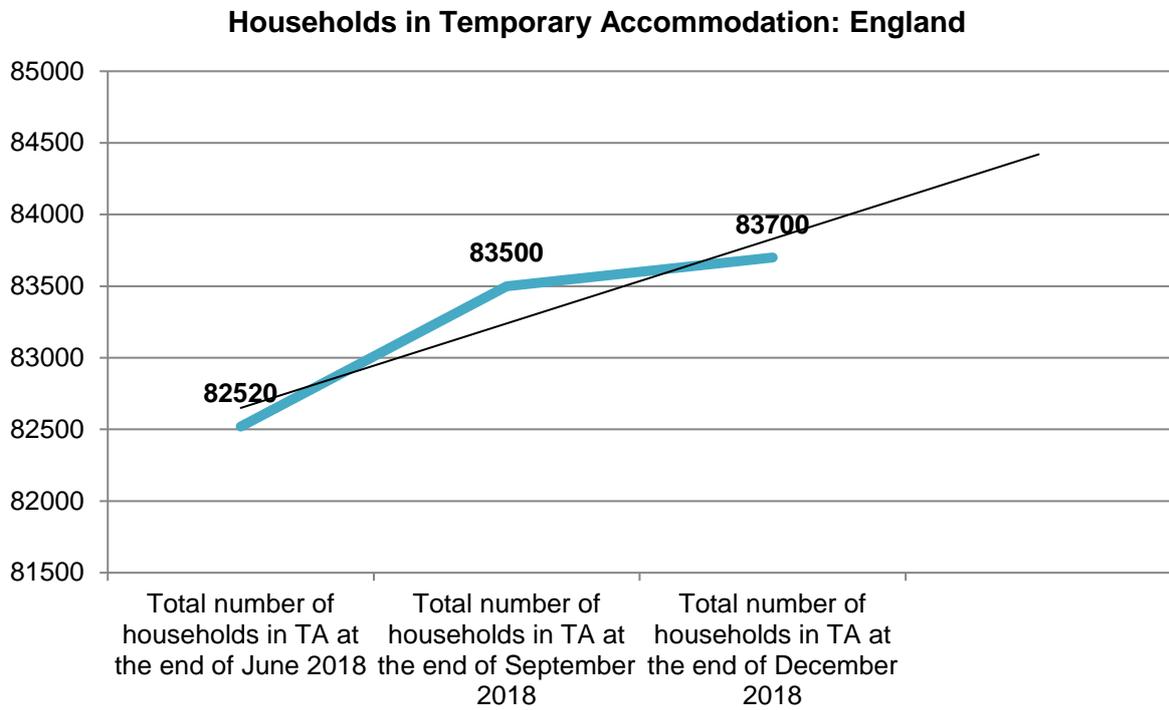


- Whilst temporary accommodation use has been reducing in Test Valley, it has dramatically increased in other parts of the county, resulting in an overall increase each quarter between April and December 2018. If the current trend continues in the county, there will be increasing numbers of households in temporary accommodation, with some areas having significant numbers of households placed under homelessness legislation.

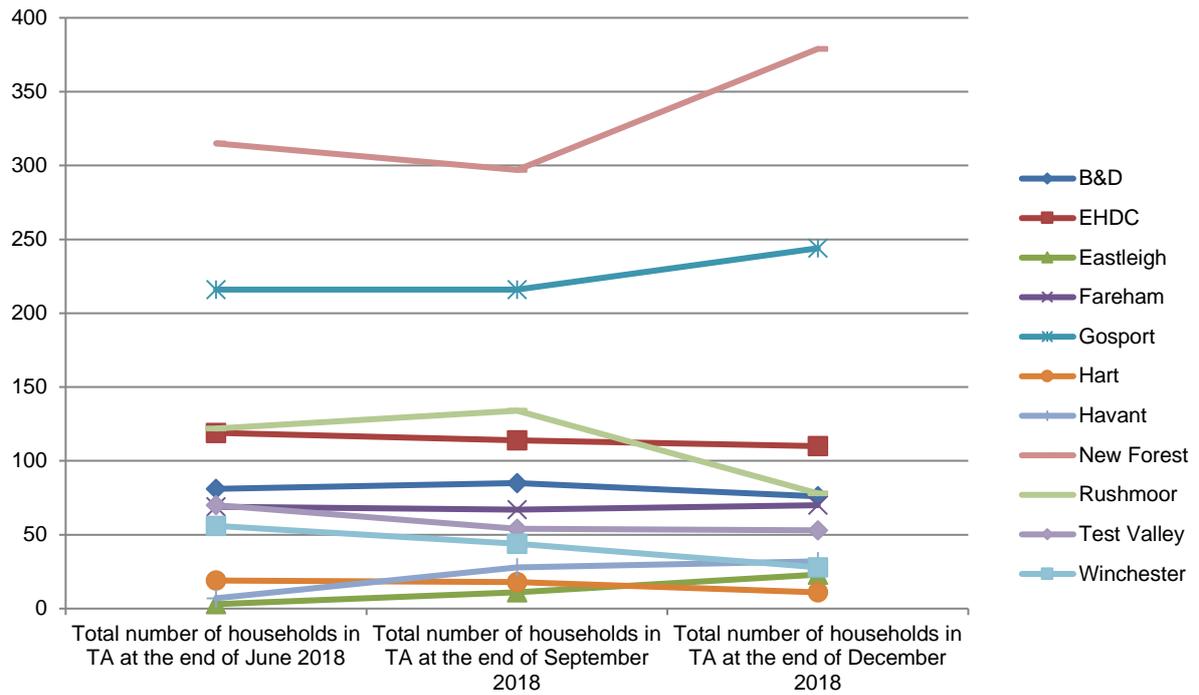
Households in Temporary Accommodation: South East



- The regional trend has been less consistent, albeit demonstrating an increasing trend across the 3 quarters in the graph above.



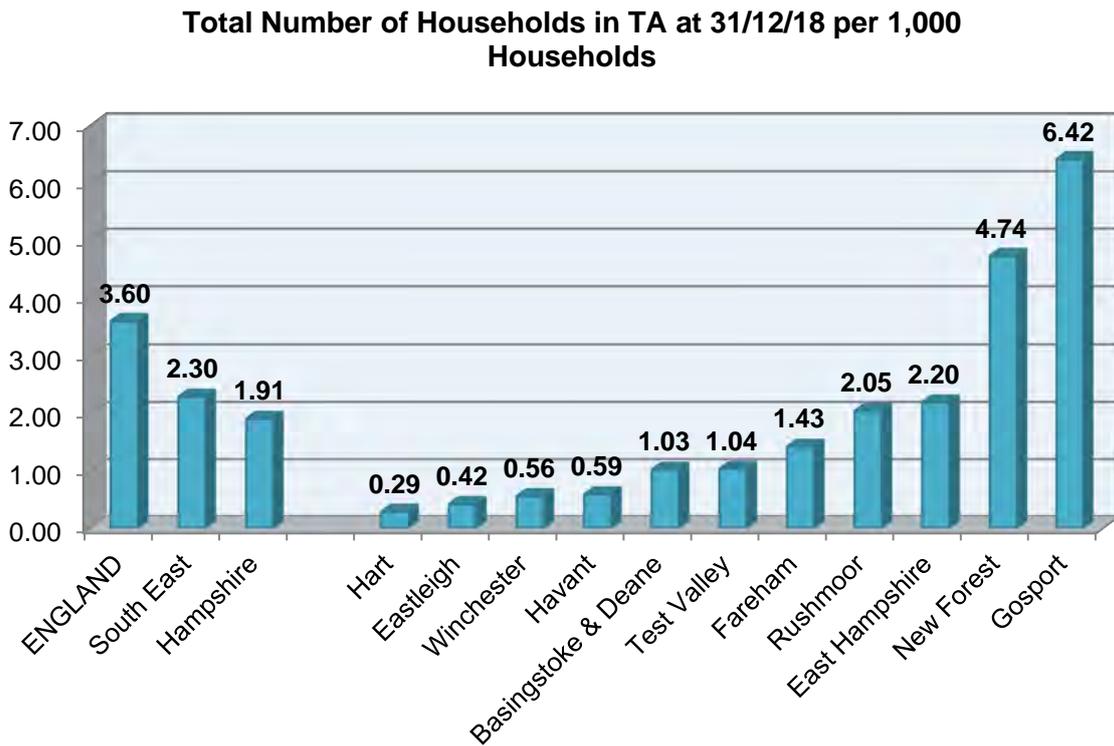
- England demonstrates a clearly increasing trend in the numbers of households in temporary accommodation during the time period April to December 2018.
- Test Valley has reduced the number of households in temporary accommodation against the national, regional and countywide trends that would otherwise suggest the number should have increased.



- Different trends were reported by different boroughs, with some local authorities in Hampshire reporting incredibly high levels of temporary accommodation use and large increasing trends.

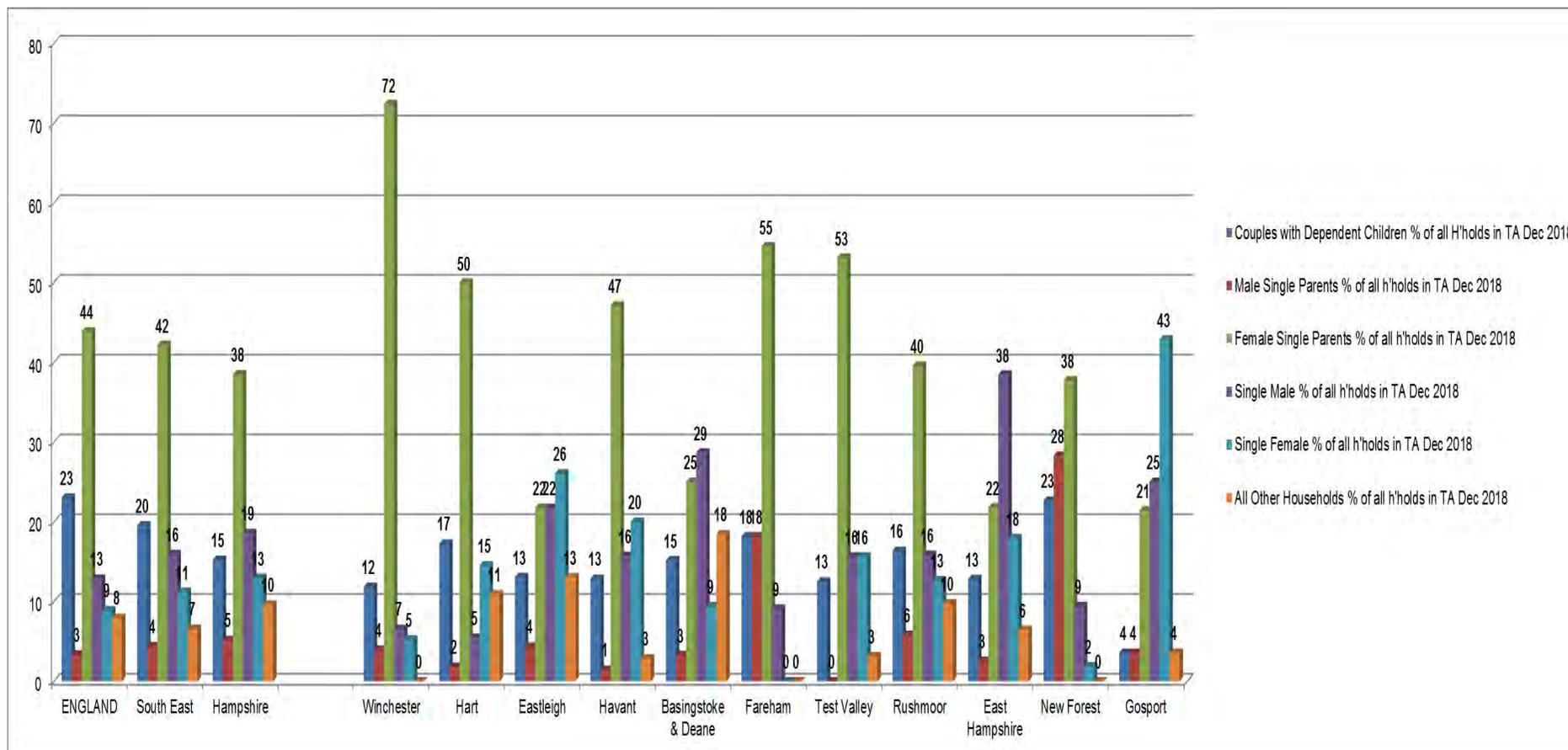
Data from Live Table: TA2 – Household type of households in temporary accommodation

Total Number of Households in Temporary Accommodation at 31 December 2018 (snapshot) Per 1,000 Households (including comparators England, South East and Hampshire)



- Test Valley has a relatively low level of households in temporary accommodation, and reported a level that was significantly lower than the national, regional and countywide data.

Households in Temporary Accommodation at 31 December 2018 by Household Type (snapshot) as a Percentage of all Households in TA (including comparators England, South East and Hampshire)



Households in Temporary Accommodation at 31 December 2018 by Household Type (snapshot) as a Percentage of all Households in TA (including comparators England, South East and Hampshire)

	Couples with Dependent Children % of all H'holds in TA	Male Single Parents % of all H'holds in TA	Female Single Parents % of all H'holds in TA	Single Male % of all H'holds in TA	Single Female % of all H'holds in TA	All Other H'holds % of all H'holds in TA
ENGLAND	23	3	44	13	9	8
South East	20	4	42	16	11	7
Hampshire	15	5	38	19	13	10

Winchester	12	4	72	7	5	0
Hart	17	2	50	5	15	11
Eastleigh	13	4	22	22	26	13
Havant	13	1	47	16	20	3
Basingstoke & Deane	15	3	25	29	9	18
Fareham	18	18	55	9	0	0
Test Valley	13	0	53	16	16	3
Rushmoor	16	6	40	16	13	10
East Hampshire	13	3	22	38	18	6
New Forest	23	28	38	9	2	0
Gosport	4	4	21	25	43	4

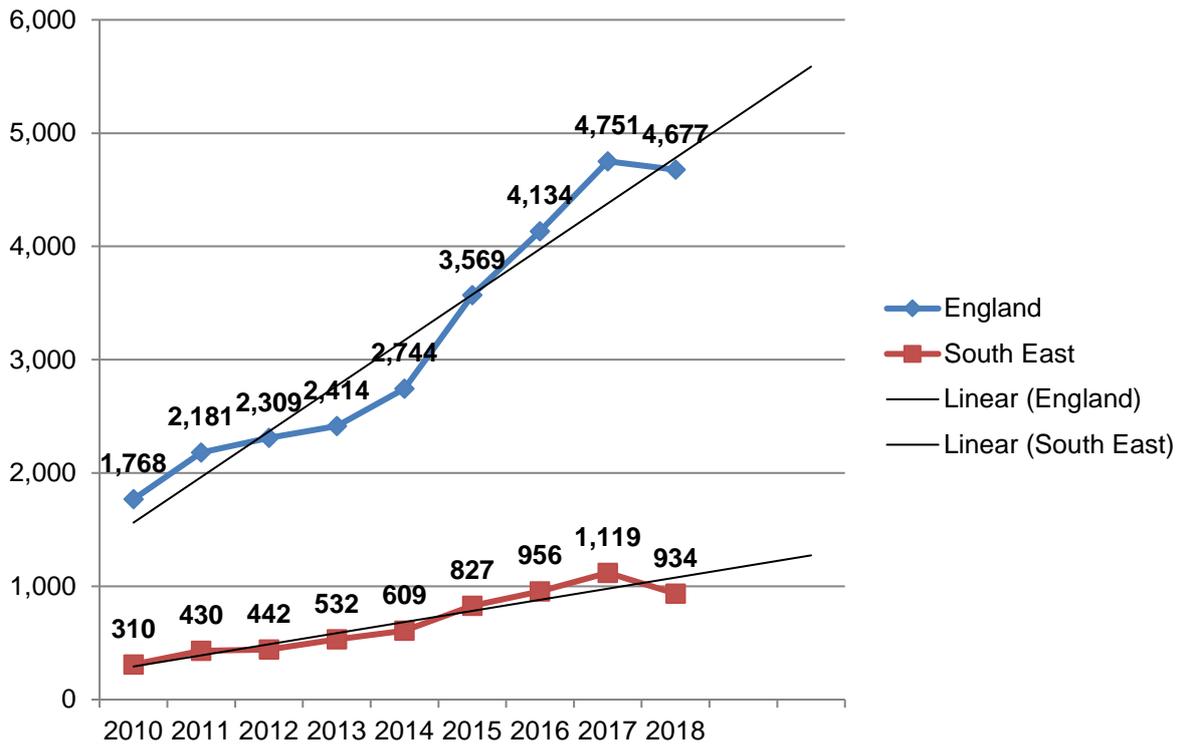
- The majority of households in temporary accommodation in Test Valley have children.
- There is a significant number (32%) of single people in temporary accommodation in Test Valley.
- There is a range of temporary accommodation composition in terms of the types of households living in temporary accommodation from district to district across Hampshire.

Data from MHCLG Live Tables on Rough Sleeping

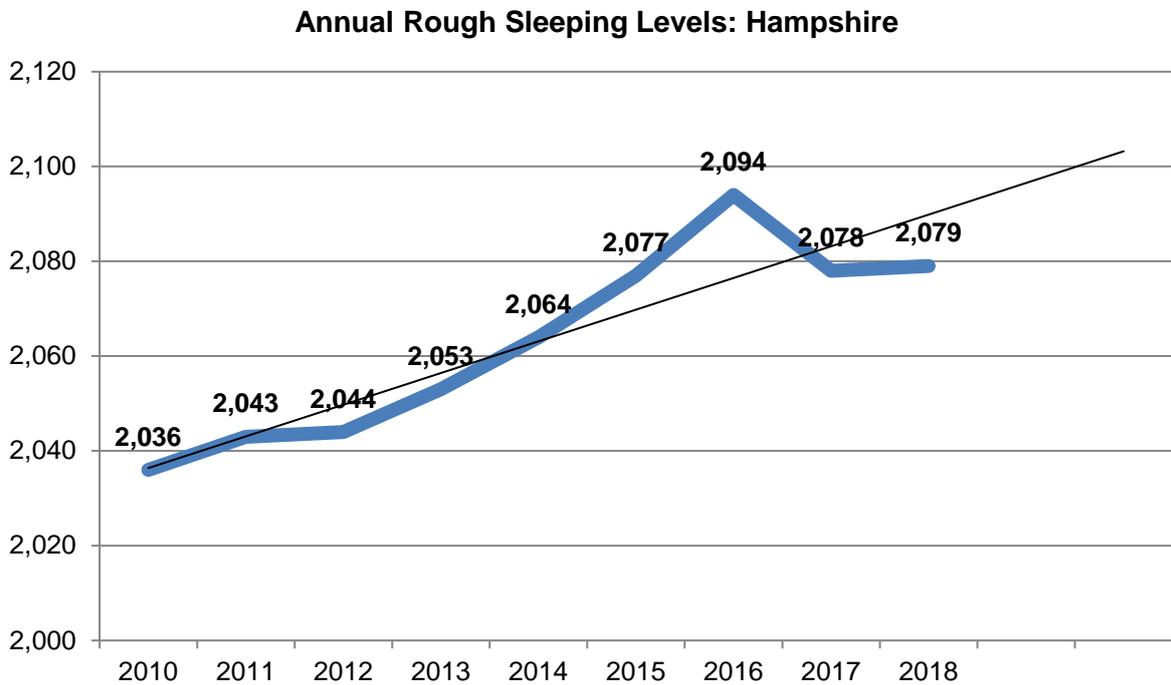
Rough Sleeping Levels Since 2010: National, Regional, Hampshire and Hampshire District Level Data

	2010	2011	2012	2013	2014	2015	2016	2017	2018	% Change 2010 to 2018
England	1,768	2,181	2,309	2,414	2,744	3,569	4,134	4,751	4,677	165
South East	310	430	442	532	609	827	956	1,119	934	201
Hampshire	31	41	39	51	64	67	82	70	69	123
B&DBC	3	4	8	5	8	20	26	15	8	167
EHDC	3	2	2	2	1	1	2	2	4	33
Eastleigh	2	3	2	2	1	0	0	0	0	-100
Fareham	6	3	1	8	8	6	18	10	19	217
Gosport	4	2	1	6	1	4	6	9	0	-100
Hart	0	1	1	1	1	1	0	1	0	0
Havant	5	3	3	0	3	10	8	10	5	0
New Forest	1	4	4	3	9	2	4	7	8	700
Rushmoor	0	3	4	7	11	15	9	5	8	-
Test Valley	2	7	6	6	7	3	5	2	9	350
Winchester	5	9	7	11	14	5	4	9	8	60

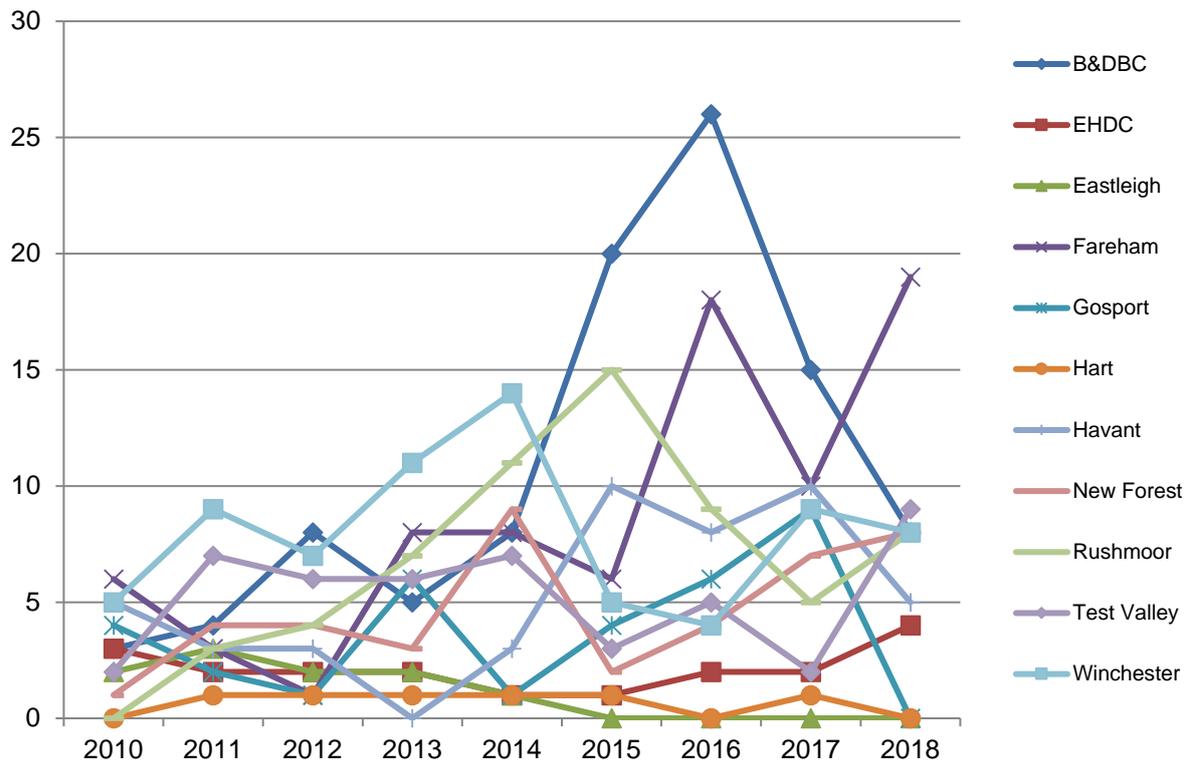
Trends in Rough Sleeping Levels: England & the South East



Trends in Rough Sleeping Levels: Hampshire

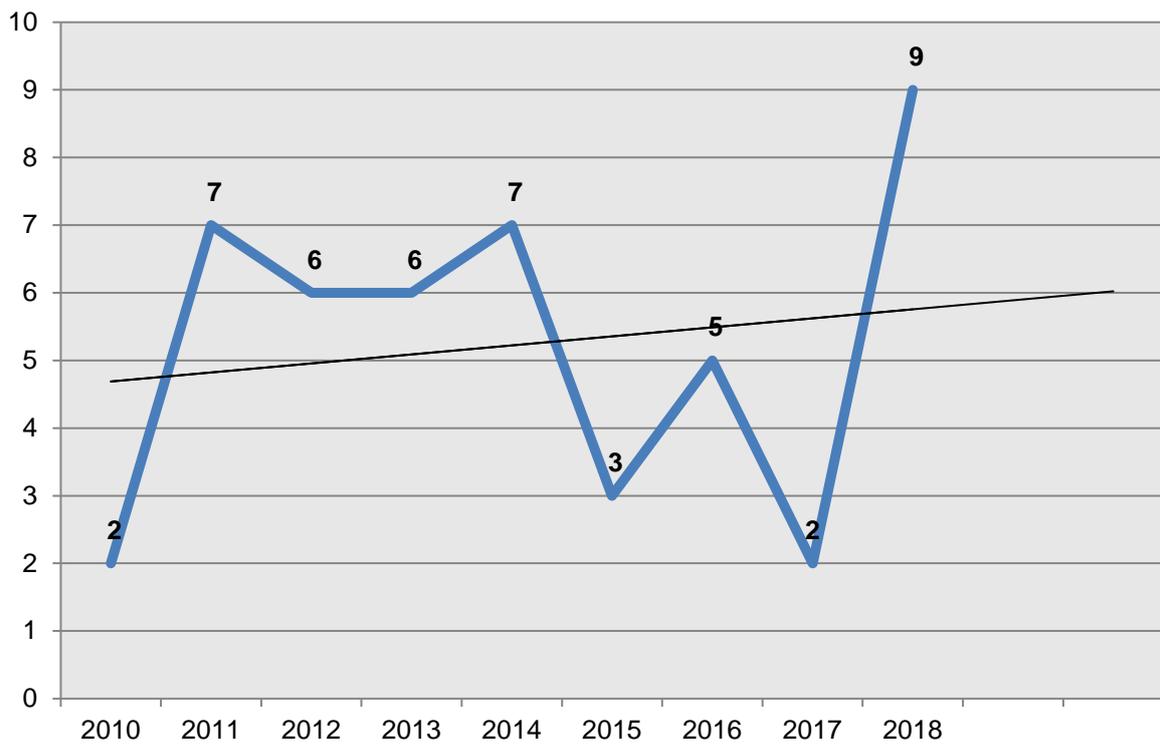


Trends in Rough Sleeping Levels: Hampshire Districts



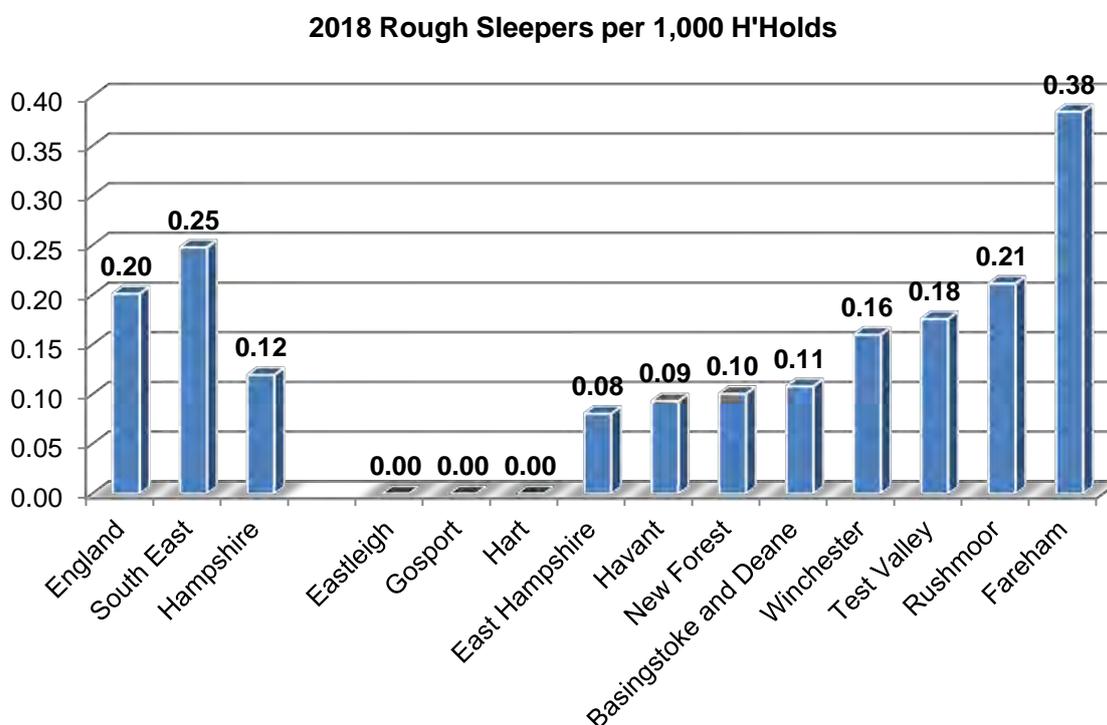
Trends in Rough Sleeping Levels: Test Valley

Rough Sleeping Levels in Test Valley: 2010 to 2018



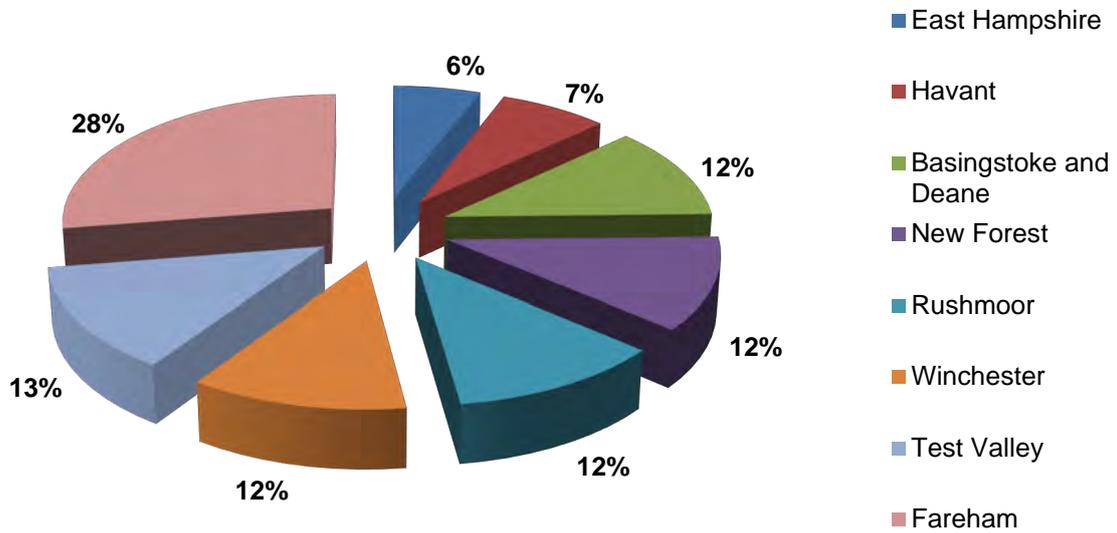
- Test Valley is actively working with a range of partners to prevent and tackle rough sleeping in the borough.
- It is an ongoing challenge, along with differentiating street homelessness from street activity (the latter giving an impression of homelessness, while the former represents people actually living on the street).
- Rough sleeping and street activity cannot be resolved by the Council acting in isolation and requires a partnership approach across a range of services, and with support from the wider community. Tackling rough sleeping will be considered as part of the Council's future housing strategies.
- The evidence base has already demonstrated a significant range of support needs that are being identified at initial assessment by the Housing Service, these include mental and physical health, addiction and other challenges that make it harder for affected people to manage independently. These, often unmet, support needs, directly contribute to single homelessness pressures in Test Valley.
- Whilst the housing market is a challenge, rough sleeping is not always necessarily a "housing market" issue. In some cases, even where accommodation is available, there are huge challenges around getting engagement from vulnerable people, winning trust, and ultimately getting people to accept offers of accommodation and support. These can be fundamental obstacles to bringing people inside and/or to preventing homelessness and rough sleeping.
- The future strategies will consider actions that will encourage people to contact services at the earliest possible stage, whilst actively encouraging the wider system to take a proactive role in assertively (and tenaciously) supporting people who require support, but where their circumstances are such that getting their engagement requires a resource intensive multi-agency commitment.

Number of Rough Sleepers per 1,000 Households (including comparators England, South East and Hampshire)



- In the autumn 2018 rough sleeping estimate, which was produced in accordance with national guidance, Test Valley reported a level of rough sleeping per 1,000 households that was below both the national and regional figures. The report of 9 rough sleepers represented a snapshot on an individual night and must be understood in that context.
- In the wider context of Hampshire, Test Valley reported a higher level of rough sleeping per 1,000 households than the level for the county as a whole, and reported the 3rd highest level of all 11 Hampshire districts.
- The level of rough sleeping in Test Valley fluctuates constantly. The cohort of rough sleepers in the area is typified by multiple support needs, including alcohol and drug dependency, and often both mental and physical health related issues.
- The autumn 2018 estimate was undertaken by the Council in close association and with support from statutory and voluntary sector agencies, against a backdrop of increasing investment by the Borough Council in its front line services.
- Tackling rough sleeping will form a key element of the future Preventing Homelessness & Rough Sleeping Strategy for the borough.

Percentage Breakdown: Total Rough Sleeping in Hampshire at Autumn 2018 by District

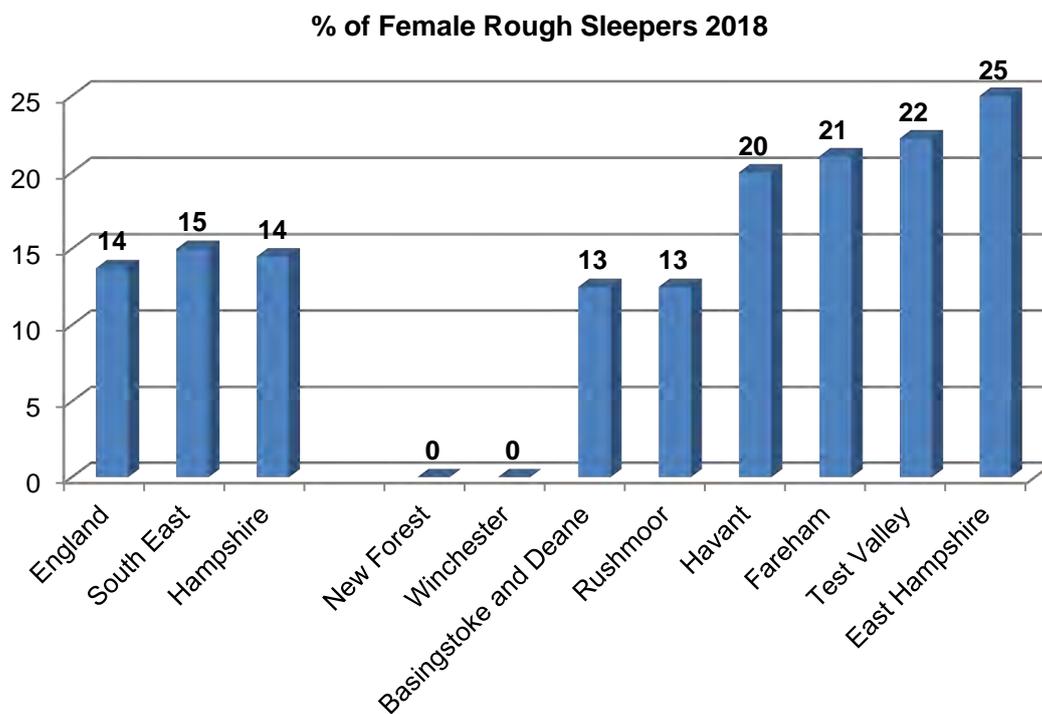


Eastleigh, Gosport & Hart reported no rough sleepers in their official counts/estimates in Autumn 2018.

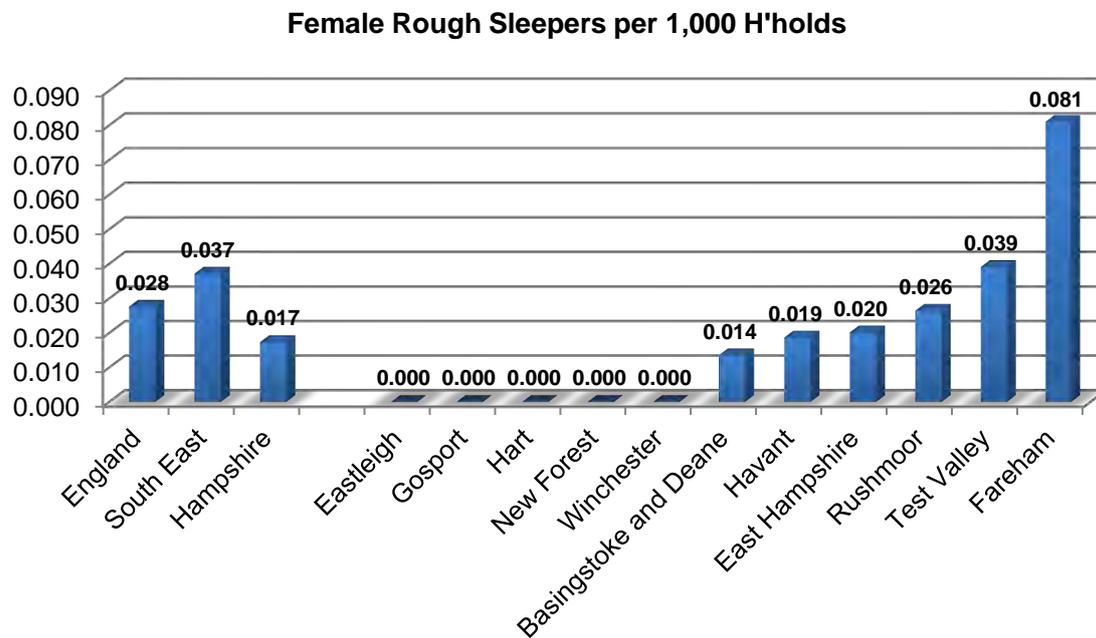
Gender of Rough Sleepers: England, South East, Hampshire and by Hampshire District

Local authority / Region	Male	% Male	Female	% Female
England	3937	84	642	14
South East	782	84	140	15
Hampshire	59	86	10	14
Basingstoke and Deane	7	88	1	13
East Hampshire	3	75	1	25
Eastleigh	0		0	
Fareham	15	79	4	21
Gosport	0		0	
Hart	0		0	
Havant	4	80	1	20
New Forest	8	100	0	0
Rushmoor	7	88	1	13
Test Valley	7	78	2	22
Winchester	8	100	0	0

Percentage of Female Rough Sleepers: England, South East, Hampshire and District



Female Rough Sleepers Per 1,000 Households: (including comparators England, South East and Hampshire)



- The analysis suggests that the level of female rough sleeping in Test Valley reflects the level we might expect based on the regional picture, however, (and even with just 2 individuals in total) it remains higher than the national and countywide levels.
- Rough sleeping is particularly risky for females and the Council is committed to bringing any resident inside who finds themselves on the street.
- Part of the future Preventing Homelessness & Rough Sleeping Strategy will be looking at how to ensure people engage with the Council's housing service at the earliest possible opportunity, including ensuring that specified (and other) public bodies are actively engaging with the Duty to Refer.

Non-UK Nationals & Rough Sleeping: Autumn 2018

Official data demonstrates a very limited amount of ineligible foreign nationals sleeping rough in Hampshire. The table below demonstrates the levels of non-UK and non-EU nationals rough sleeping in the area in 2018.

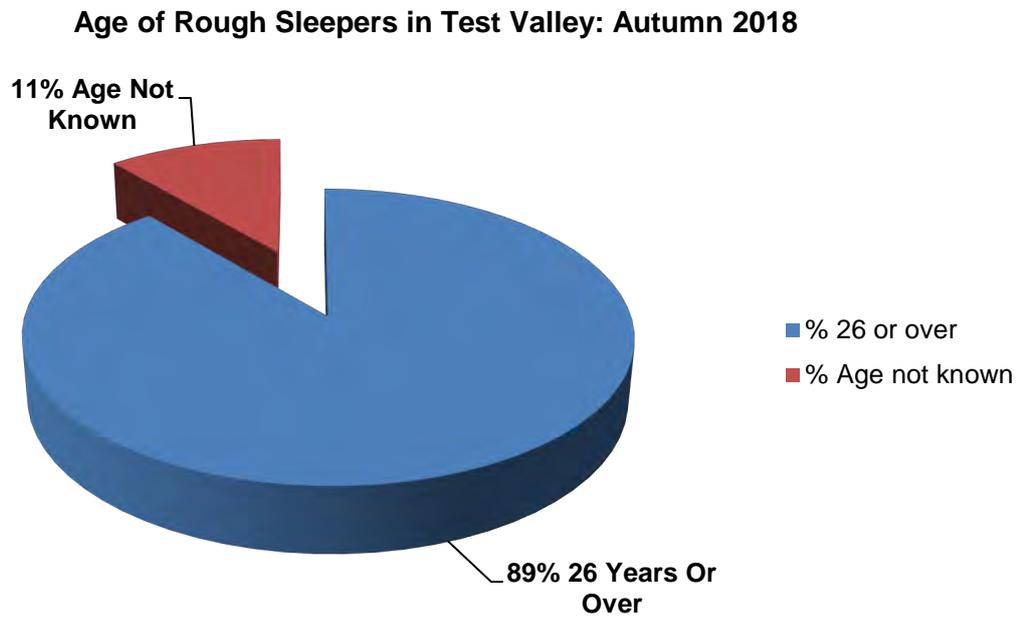
2018					
	Total	UK nationals	EU, non-UK nationals	Non-EU nationals	Nationality not known
England	4,677	3,013	1,048	153	463
South East	934	703	126	16	89
Hampshire	69	62	1	1	5
Basingstoke and Deane	8	8	0	0	0
East Hampshire	4	4	0	0	0
Eastleigh	0	0	0	0	0
Fareham	19	17	1	1	0
Gosport	0	0	0	0	0
Hart	0	0	0	0	0
Havant	5	0	0	0	5
New Forest	8	8	0	0	0
Rushmoor	8	8	0	0	0
Test Valley	9	9	0	0	0
Winchester	8	8	0	0	0

Rough Sleeping Data – Age Range of Rough Sleepers: Autumn 2018

	2018										
	Total	Under 18	18 - 25	% 18-25	18-25 Per 1,000 h'holds	26 or over	% 26 or over	26+ per 1,000 h'holds	Age not known	% Age not known	Age not known per 1,000 h'holds
England	4677	1	295	6	0.013	3744	80	0.161	637	14	0.027
South East	934	0	65	7	0.017	786	84	0.209	83	9	0.022
Hampshire	69	0	7	10	0.012	57	83	0.099	5	7	0.009
Basingstoke and Deane	8	0	1	13	0.014	7	88	0.095	0	0	0.000
East Hampshire	4	0	0	0	0.000	4	100	0.081	0	0	0.000
Eastleigh	0	0	0		0.000	0		0.000	0		0.000
Fareham	19	0	4	21	0.081	15	79	0.304	0	0	0.000
Gosport	0	0	0		0.000	0		0.000	0		0.000
Hart	0	0	0		0.000	0		0.000	0		0.000
Havant	5	0	0	0	0.000	3	60	0.056	2	40	0.037
New Forest	8	0	1	13	0.013	7	88	0.088	0	0	0.000
Rushmoor	8	0	1	13	0.026	5	63	0.132	2	25	0.053
Test Valley	9	0	0	0	0.000	8	89	0.156	1	11	0.020
Winchester	8	0	0	0	0.000	8	100	0.160	0	0	0.000

- Rough sleepers in Test Valley are typically over 26 years of age.

Age Range of Rough Sleepers in Test Valley: Autumn 2018



There were no rough sleepers identified in the Autumn 2018 Official Estimate who were either under 18, or between 18 and 25 years of age.

Key Emerging Priorities

This body of work covers an extensive amount of data and research, and yet it is not the whole picture. The Council has thoroughly reviewed its approach to housing delivery, housing standards, homelessness and working in partnership as part of this lengthy piece of work, and identified a set of key priorities that will act as overarching themes for the future housing related strategies.

Delivering against these themes will directly contribute to the success of the Corporate Plan, and each theme identified will be augmented within delivery plans for both the Housing Strategy, and the Preventing Homelessness & Rough Sleeping Strategy.

The key priorities for the **Housing Strategy 2020 to 2025** that have been identified from the comprehensive review are:

1. **Enabling** the delivery of new homes that people can afford and meeting different types of need in our communities
2. **Improving** access and quality of existing housing
3. **Meeting the challenge** of an ageing population
4. **Preventing & relieving** homelessness & rough sleeping

The key priorities for the **Preventing Homelessness & Rough Sleeping Strategy 2020 to 2023** that have been identified from the comprehensive review are:

1. **Improving** health & wellbeing, building on skills, empowering communities to thrive
2. **Driving** innovation across the local system of public services through effective partnership arrangements
3. **Supporting** people to remain in their homes, or to move into the right accommodation at the right time
4. **Developing** local partnerships to ensure no-one has to sleep rough in Test Valley

The Council has consulted widely and considered a significant amount of data and evidence. The new strategies will be framed in this context.

