

**Nuneaton and Bedworth  
Borough Council  
Homelessness Review 2023**

# NBBC Homeless Review 2023

This Homelessness Review examines homelessness in Nuneaton and Bedworth during the last 4 years. It enables us to identify and understand the trends in homelessness that are used to shape homelessness and rough sleeper services and priorities for the next 5 years.

The Homelessness Reduction Act 2017 (HRA) introduced new processes and terminology for the way local authorities manage homelessness applications.

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

The Act focusses on prevention, it places duty on local authorities to intervene early and attempt to prevent homelessness. If prevention cannot be achieved the local authority must relieve homelessness; this means helping the homeless individual/household to find suitable accommodation with at least a six-month tenancy.

## Homelessness duties:

### Advice and Assistance:

Anyone can approach the Council for housing and homelessness advice and assistance.

### Prevention Duty:

A prevention duty is owed when the Council is satisfied a person/household is eligible and threatened with homelessness within 56 days. Working with the homeless applicant a personalised housing plan is created that determines what prevention activities are required to prevent the applicant becoming homeless. Prevention duty ends:

- If the prevention activities remove the homelessness threat
- After 56 days if the applicant becomes homeless
- If the applicant refuses an offer of suitable accommodation

### Relief Duty:

Relief duty is owed when the Council is satisfied a person/household is eligible and is homeless. The Council has a duty to assess and provide a personalised housing plan. The duty ends:

- If the relief activities work and the applicant is no longer homeless
- If suitable accommodation is available for six months
- If the applicant deliberately and unreasonably refuses to cooperate
- If the applicant refuses a suitable offer of accommodation

### Main Duty:

The 'main' duty is defined in section 193 Housing Act 1996 and applied to priority need homeless applicants only. Homeless applicants are excluded from the full duty if they:

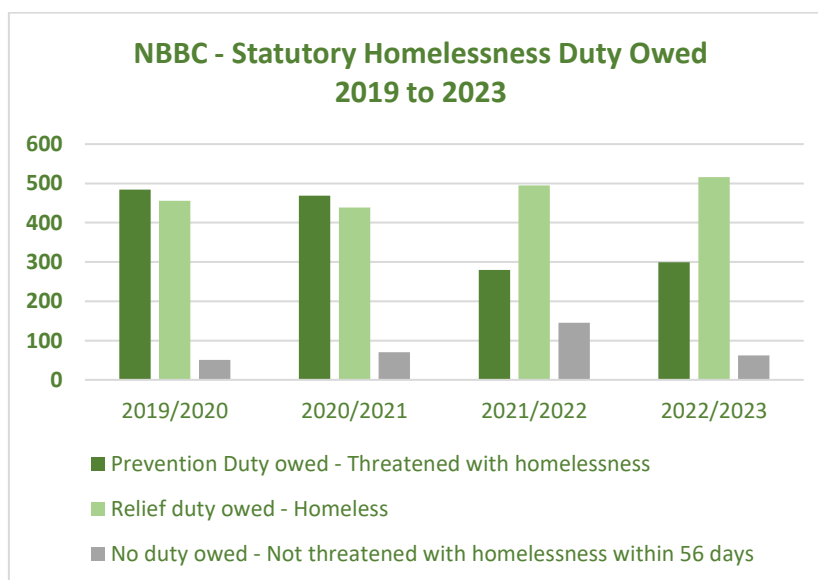
- Deliberately and unreasonable refuse to cooperate, in this case they are still entitled to a 'final offer' of a 6-month private sector tenancy
- Refuse a final offer of suitable accommodation at the relief stage

The Homelessness Reduction Act (HRA), enacted April 2018, placed new statutory duties on local authorities and extended many of the responsibilities set out in the Housing Act 1996. The legislative changes focus on homelessness prevention, this approach has been adopted and is fully embedded into the Housing Solutions service.

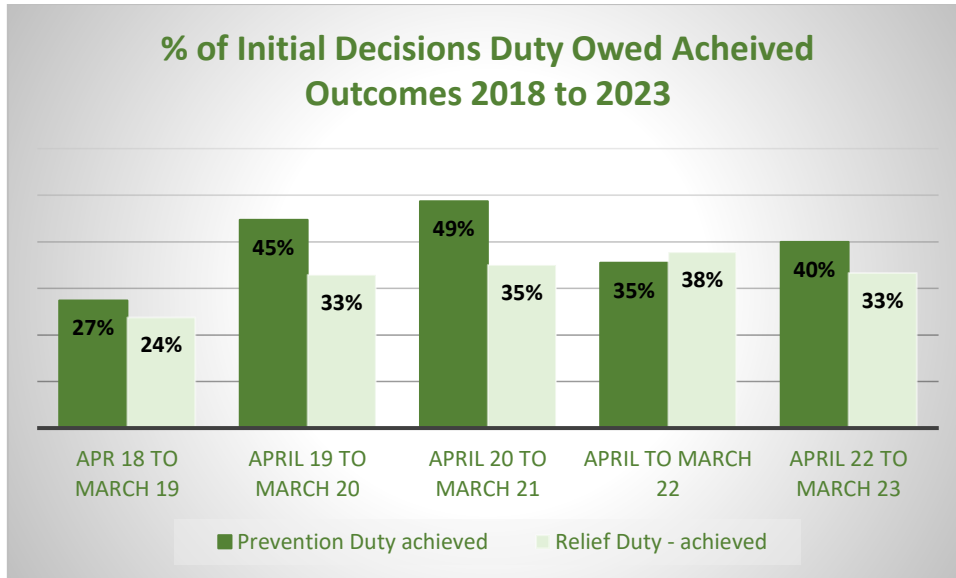
The Housing Solution Team completed a total of 3767 initial assessments of homeless households during 1 April 2019 to 31 March 2023. In reality, a much higher number of people contacted the team, but not all contacts led to a homeless application as many were resolved with advice and assistance.

NBBC Initial assessments of statutory homelessness duties owed 2019 - 2023	2019/2020	2020/2021	2021/2022	2022/2023	Total 2019 to 2023
Households Assessed	990	989	915	873	3767
% Total owed a duty	94.4%	92.8%	84.2%	92.9%	
% Prevention Duty owed	48.6%	48.0%	30.4%	34.1%	
% Relief duty owed	45.8%	44.9%	53.8%	58.8%	
% No duty owed	5.6%	7.2%	15.8%	7.2%	

DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

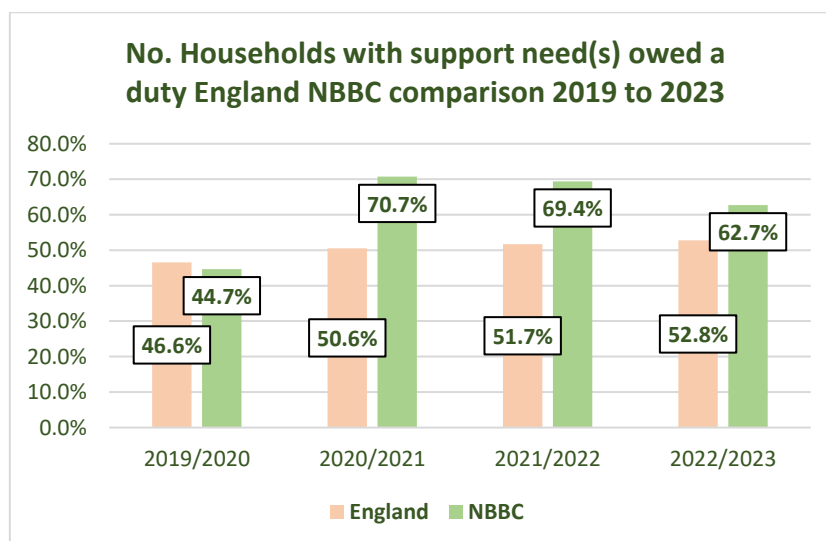


The number of initial assessments remained high for the last 4 years; duties owed were similarly split between prevention and relief, however, between 2021/2022 and 2022/2023, the Borough saw an increase of almost 14% of homeless applicants declined for prevention duties and increased for relief duties.

### Homelessness and support needs

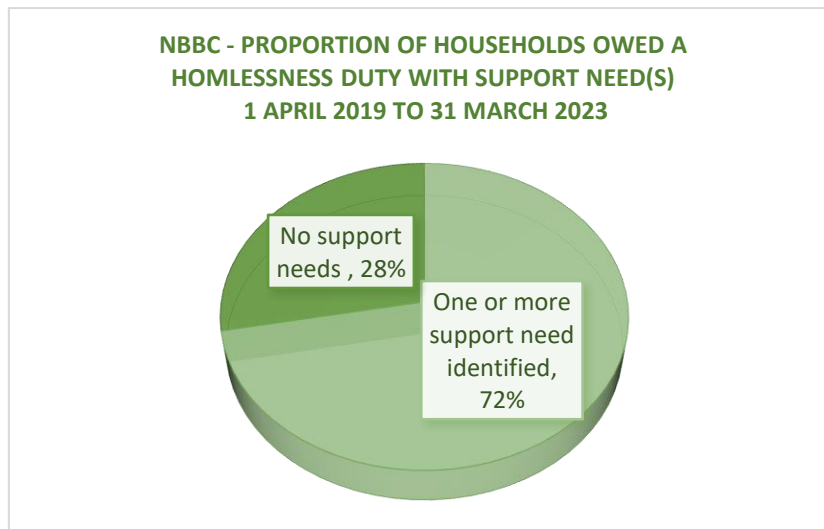
Since the introduction of the HRA, the number of households in the Borough owed a homelessness duty identifying as having one or more support needs has been consistently higher than the percentages for England as a whole. Over the last 4 years more than 70% of applicants owed a homeless duty in the Borough identified as having one or more support needs compared with 46% across all England

The charts below show the proportion of homeless households identifying with at least one support need in Nuneaton and Bedworth compared with the figures for England.



*DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023*

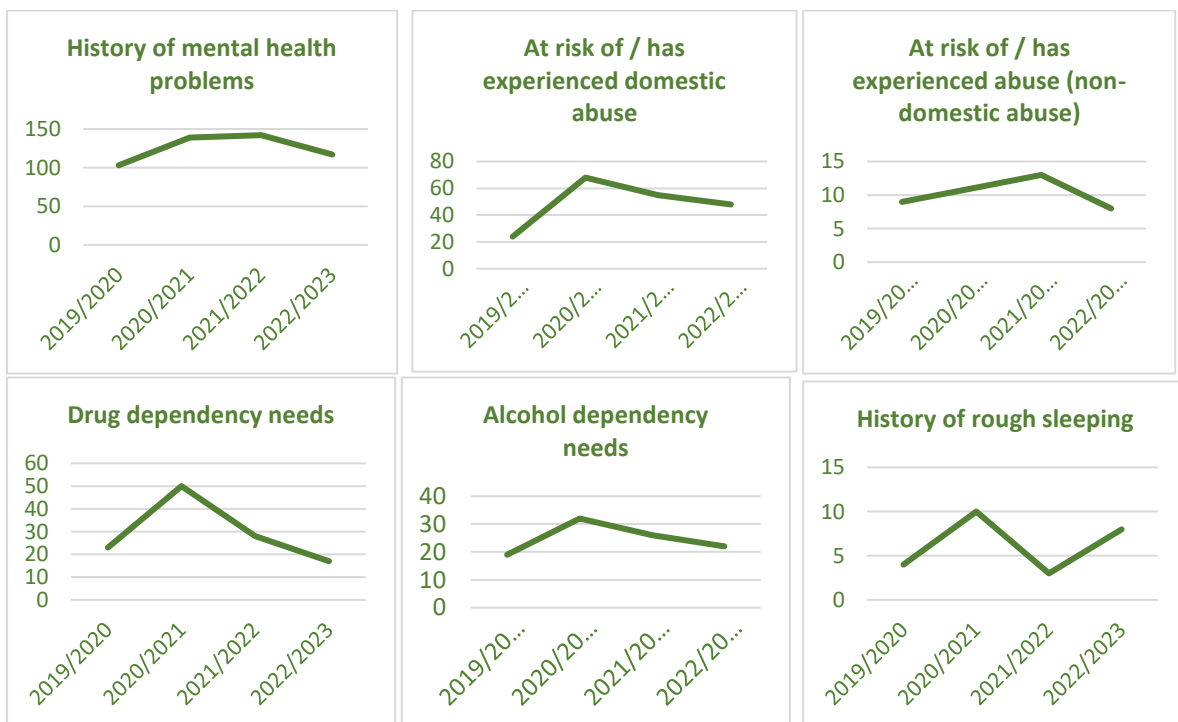
The chart below shows the local level comparing those with and without support needs.

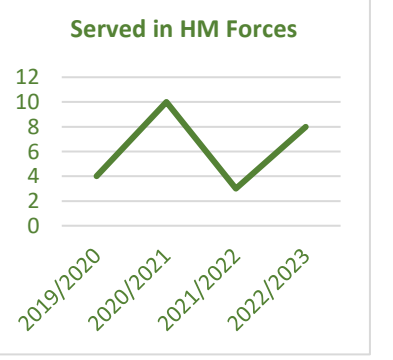
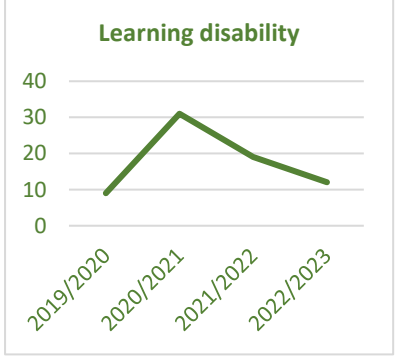
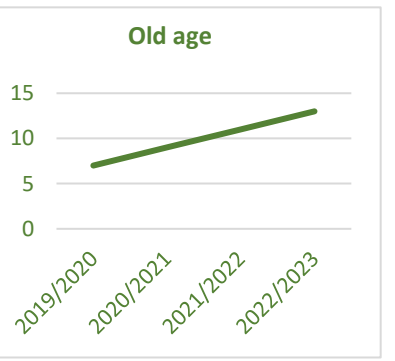
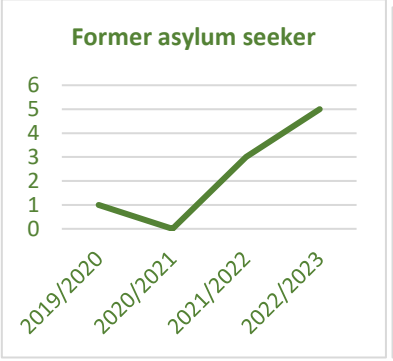
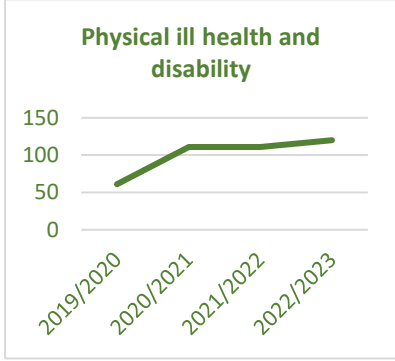
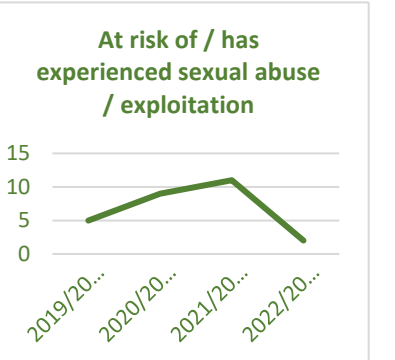
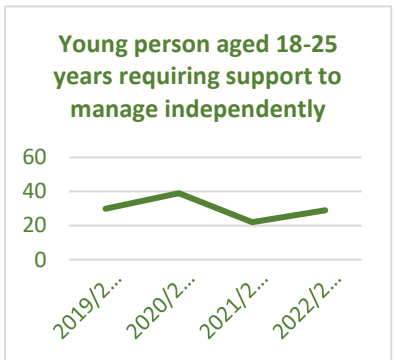


DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

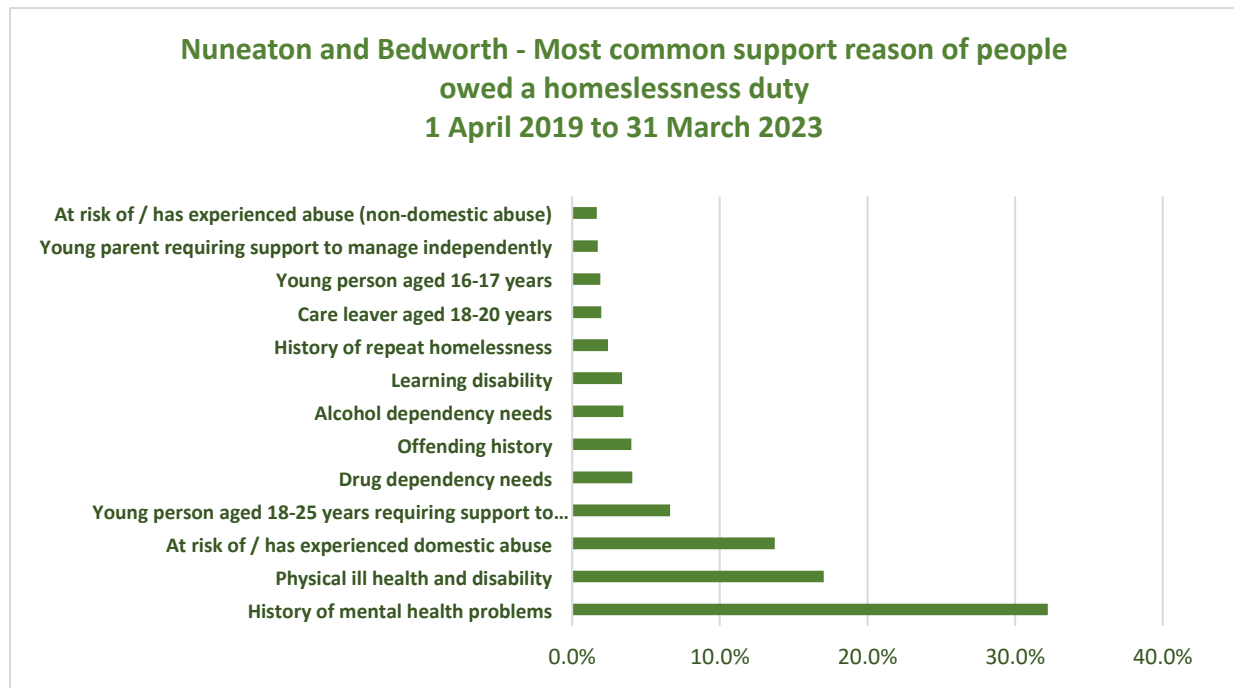
The most common support need of households owed a homelessness duty in Nuneaton and Bedworth and England is mental ill health; over the last 4 years around 32% of all homeless applicants in the borough identified as having mental health support needs. This is followed by people with physical ill health and disability and then thirdly with the most marked increase is the number of people identifying as having a support need due to being at risk of, or who have experienced domestic abuse, this is an increase of over 127% between April 2019 and March 2023.

Below are the charts showing trends in individual support areas:





The chart below collates the most common support needs recorded during 2019 to 2023:



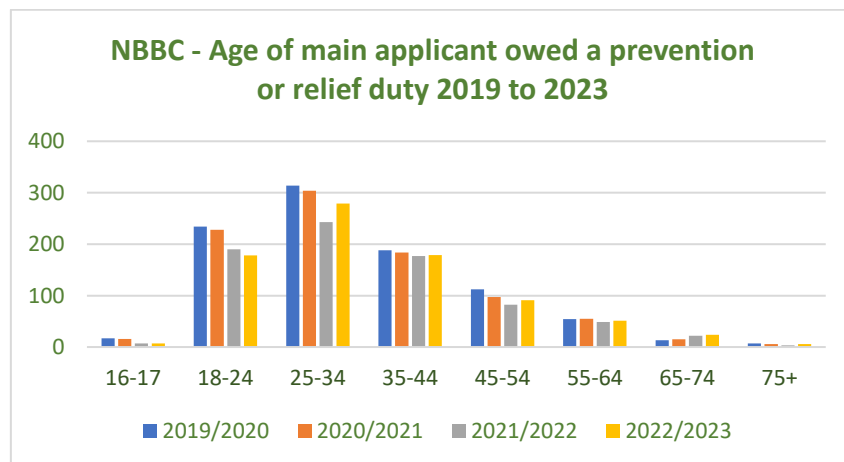
DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

Further analysis shows if combining the substance misuse groups, it became one of the five most common support needs. The reality is that many applicants have multiple and complex needs, mental ill health underlies many other related support needs.

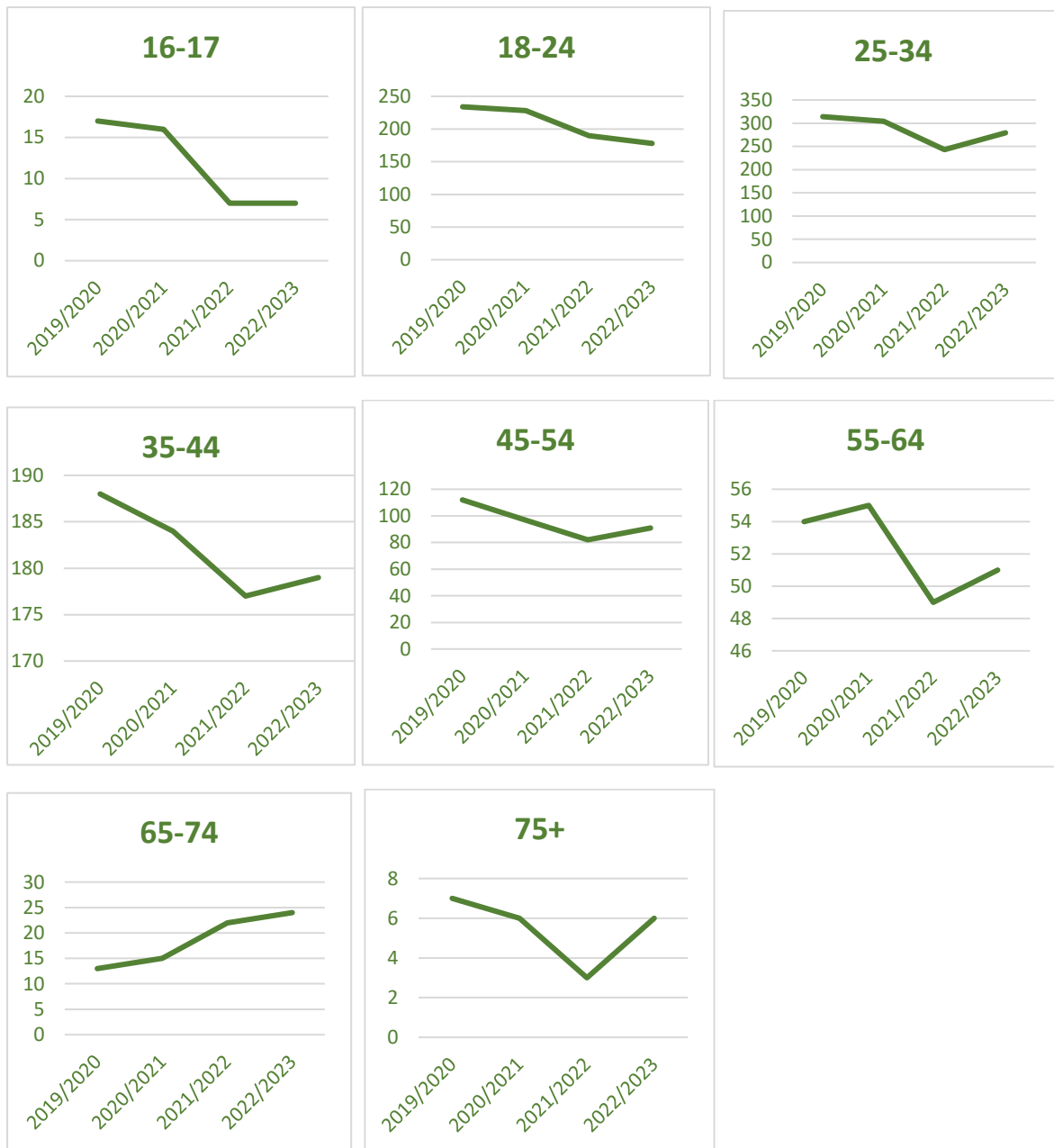
### Homelessness and Age

The highest band of applicants owed a homelessness duty is to those aged 25 to 34 years; more than two thirds of all applicants owed a prevention or relief duty between 2019 and 2023 fall into the 25 to 64 age group and over 24% fall into the 18 to 24. This indicates homelessness tends to affect working age households, often with children.

The graph below shows the age range for all Nuneaton and Bedworth homeless applicants owed a duty between 1 April 2023 and 31 March 2023.



Below are graphs showing the trend by age group for the last 4 years:



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

The age of the main applicant has been consistent across the 4 years since our last strategy was published; the highest number of those owed a duty remained in the age bracket 25 to 34, the two age groups either side of this 18 to 24 and 35 to 44 were consistent and make up a similar percentage of those owed a duty.

In the other age bands the figures are reasonable low but it is noticeable to the drop in the number of 16 to 17 year olds and the increase of those aged 65 to 74 and over 75 years.

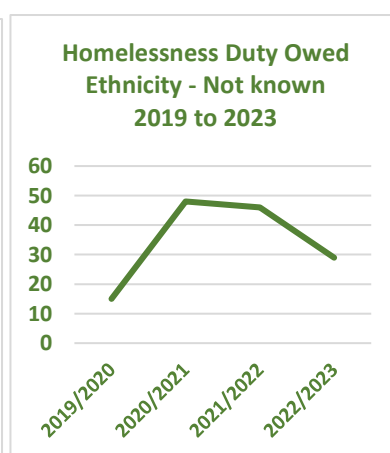
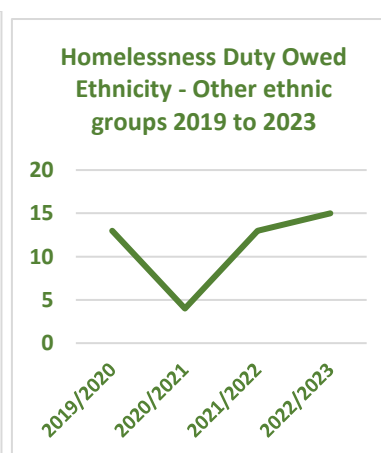
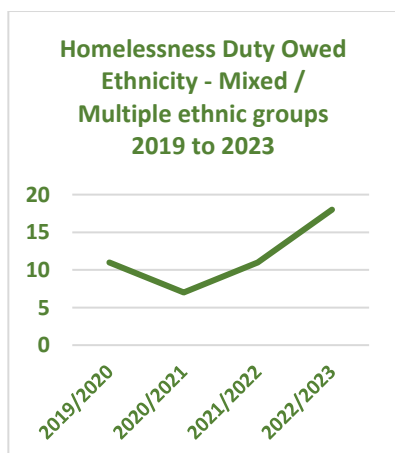
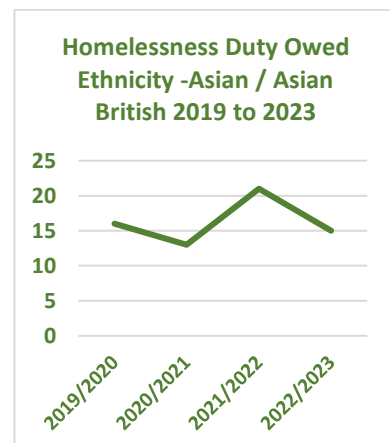
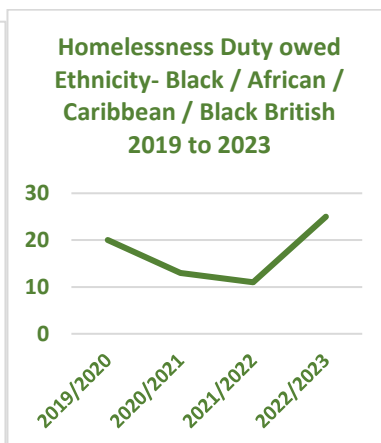
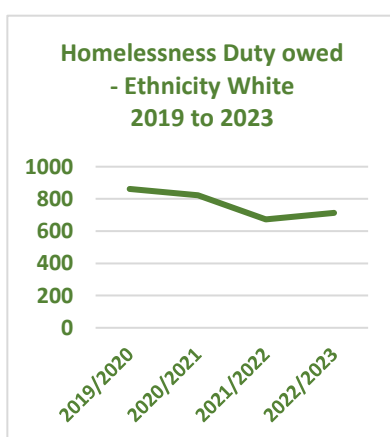
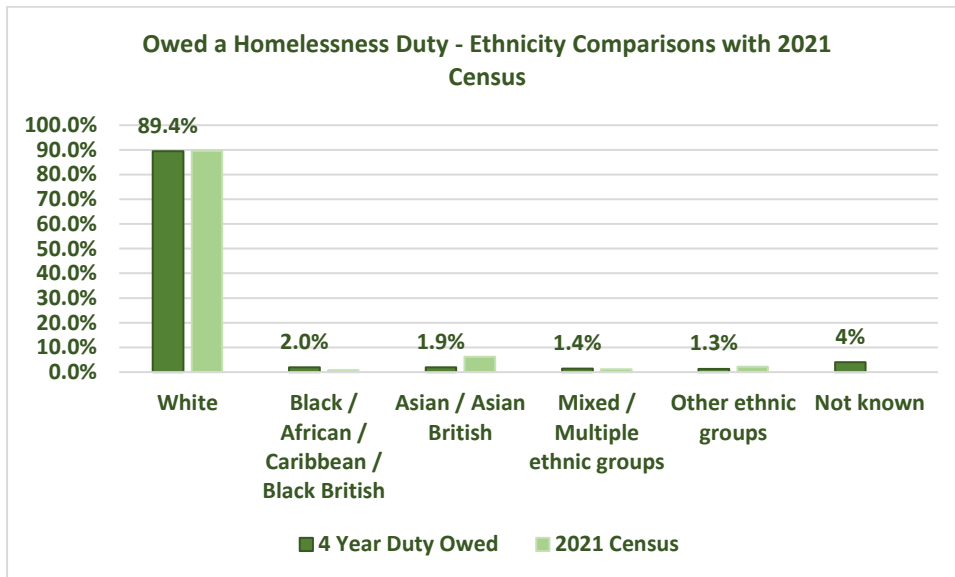
### Homelessness and ethnicity

The most common ethnicity of the main applicant owned a housing prevention or relief duty is White, at 89.4%, this is reflective of the ethnicity of the Borough as recorded in the 2021 Census that



reported 89.5% of the population of Nuneaton and Bedworth consider reported their ethnic origin as White.

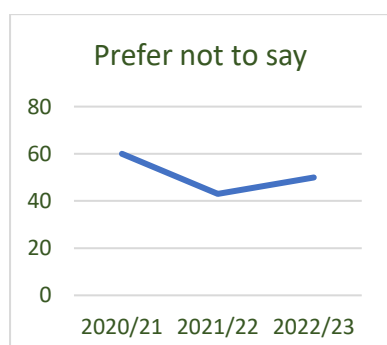
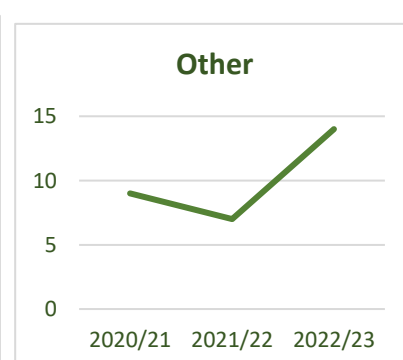
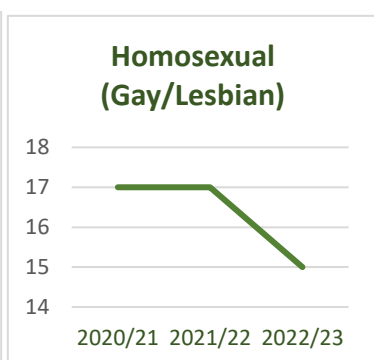
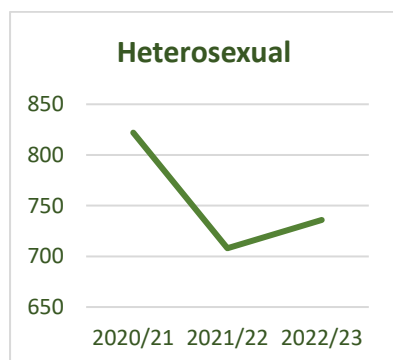
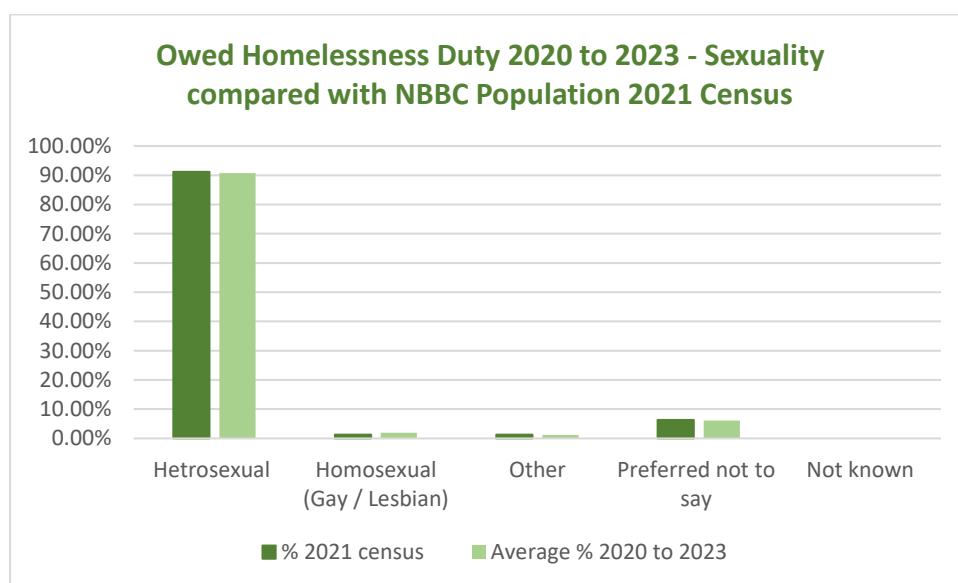
Below is a graph comparing ethnicity with the 2021 census data:



## Homelessness and sexual identification

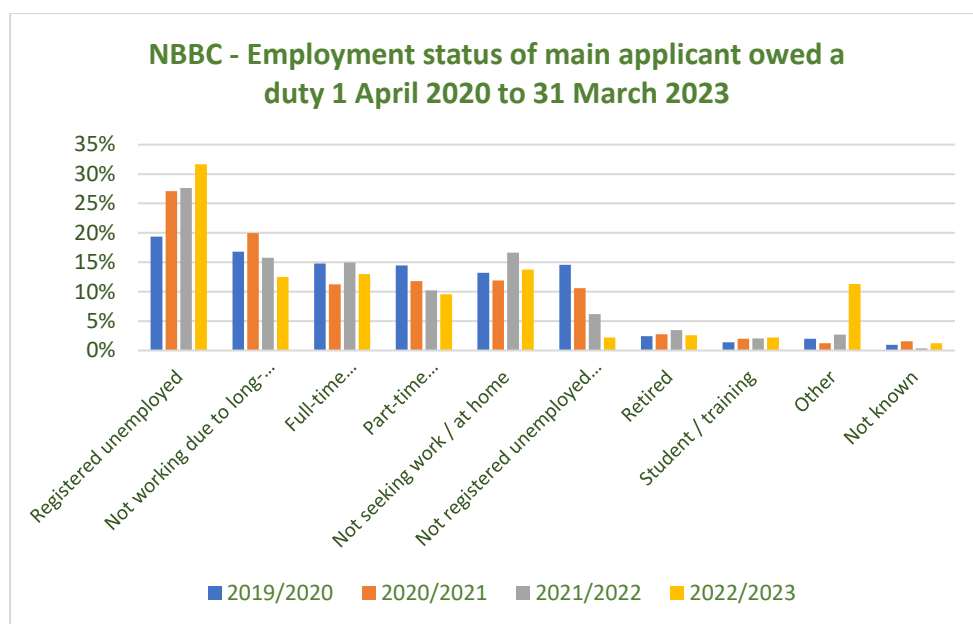
Understanding the specific housing issues facing the LGBTQ+ community is important and helps to shape the advice, assistance, and accommodation options available. The following information has been recorded through the homelessness data collection to government.

Between 2020 to 2023, a total of 90% of applicants owed a prevention or relief duty identified as heterosexual or straight and 2% as homosexual (Gay or Lesbian). The remaining 6% of applicants chose not to disclose, with 2% selecting 'Other'. The number of homeless households owed a duty is consistent with the population of the borough as per the 2021 census data.



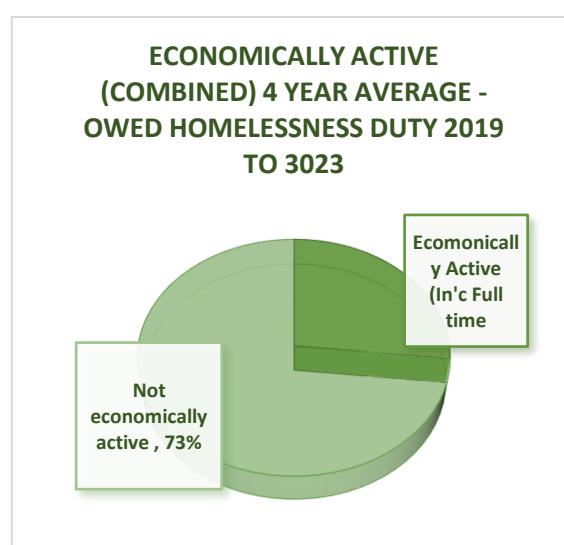
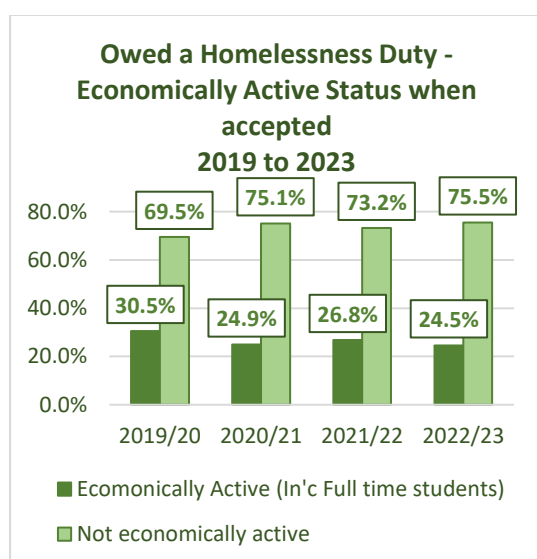
## Homelessness and employment status:

Looking at the totals for the 3 years 2020 to 2023 almost 60% of applicants owed a homelessness duty were classed as not working: 30% were registered unemployed, 16% not able to work due to ill health or disability and 16% were at home not seeking work. 24% were working either full or part time.



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

Below are two charts showing economic status when accepted for a homelessness duty and a comparison based on the information from the 2021 census:



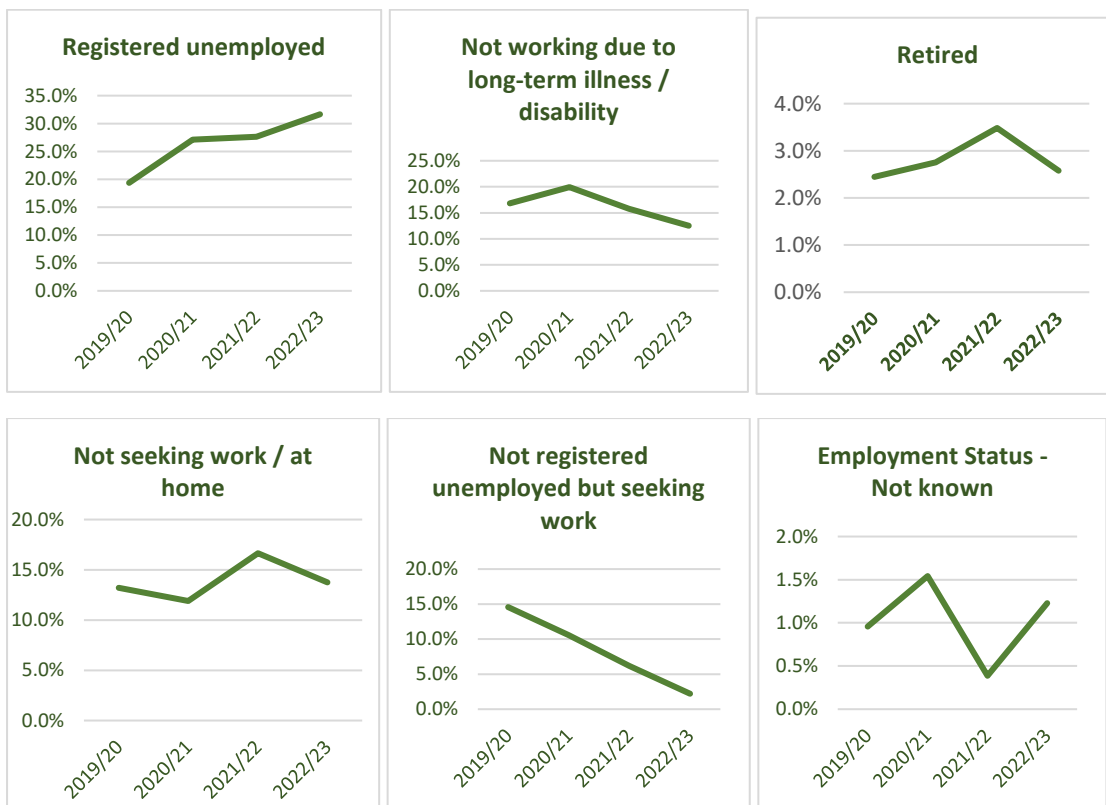
By combining the economically inactive categories to compare with those classed as economically active, those in full time and part time employment, and full-time students, it shows that on average

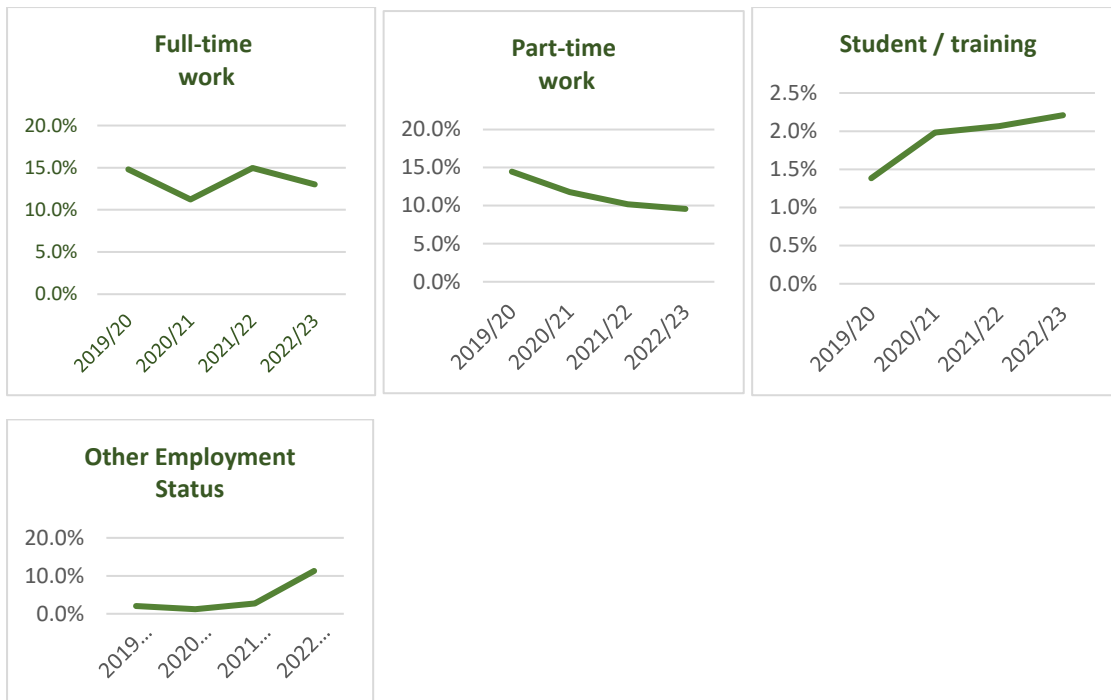
across the 4 years over 73% of those owed a homelessness duty are not economically active. This is starkly different to the percentage for the borough recorded in the last census in 2021, only 42% of the adult population in Nuneaton and Bedworth were considered economically inactive.

This shows there is a clear link between unemployment and homelessness, whilst it may appear a little obvious that people who are not working are less likely to be able to afford private housing, it also must be noted that being homeless makes it more difficult for people to secure employment.

According to Shelter the lack of a stable and settled home makes it extremely difficult for individuals to find and maintain employment. Being homeless can present issues which act as barriers to finding work; poor health both physical and mental is very common amongst homeless people, and especially amongst rough sleepers; other barriers such as drug and alcohol misuse, lack of skills training and education, employment history, gaps in employment and inability to provide job references are just a few that reduce the chances of homeless people finding and maintaining a job. This is more profound, and a contributory factor for those experiencing repeat homelessness as their issues become further entrenched.

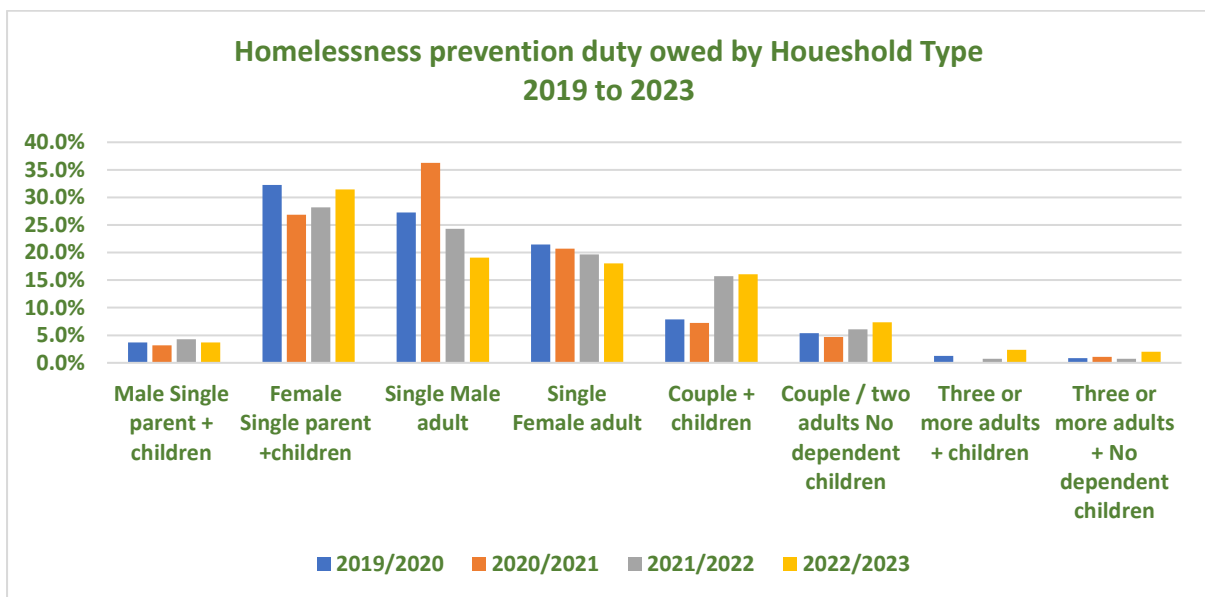
**Below are the charts showing trends of employment status for the last 4 years:**





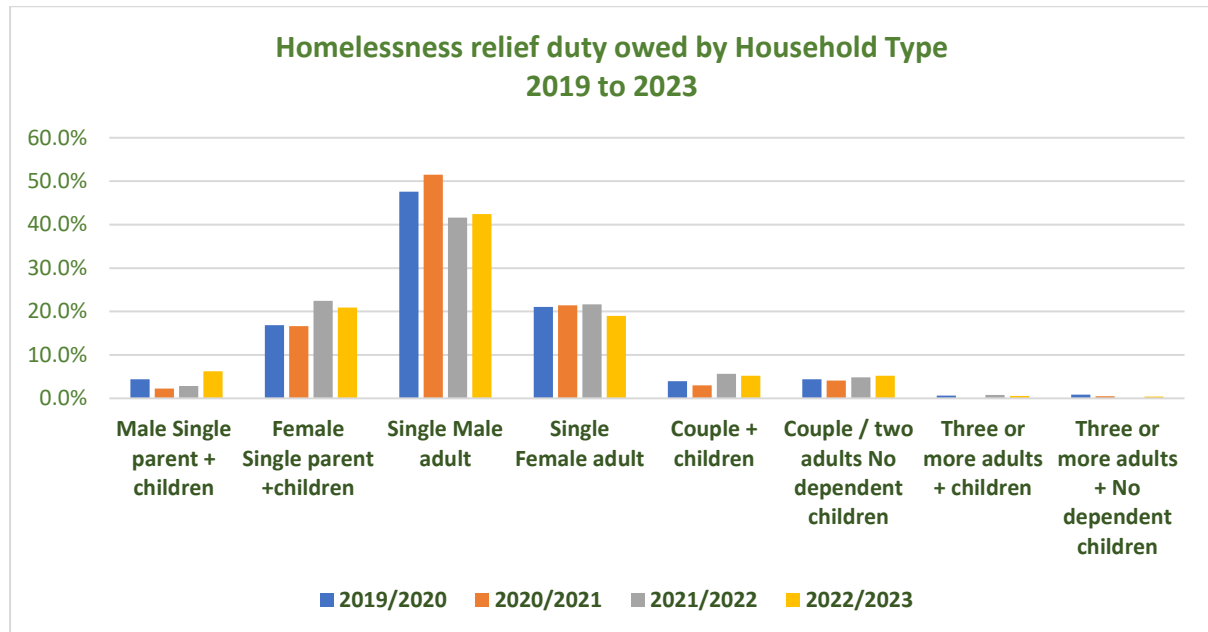
## Homelessness and household composition

### Prevention duty owed:



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

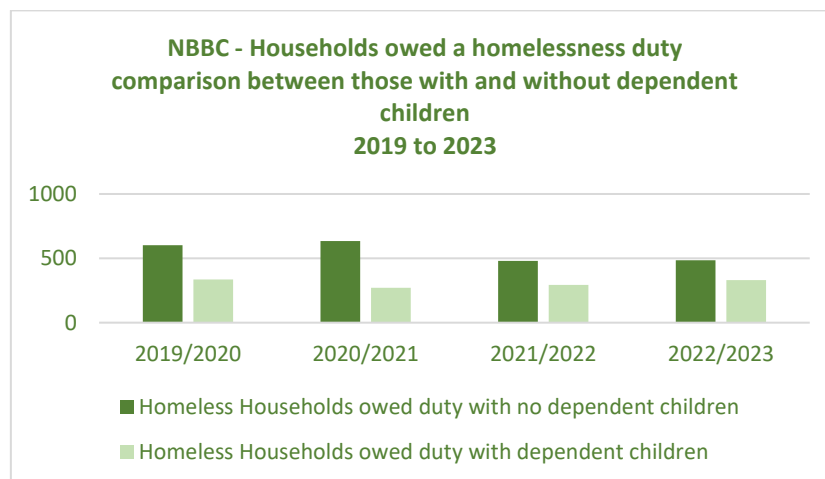
## Relief duty owed:



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

The charts above show that single male homeless applicants continue to form the largest percentage of those owed a homeless duty between 2019 to 2023, however those single males owed a prevention duty decreased substantially in the last 2 year from the peak in 2020/2021.

The number of households owed a duty with dependent children remains lower than households without dependent children throughout the 4-year period.



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

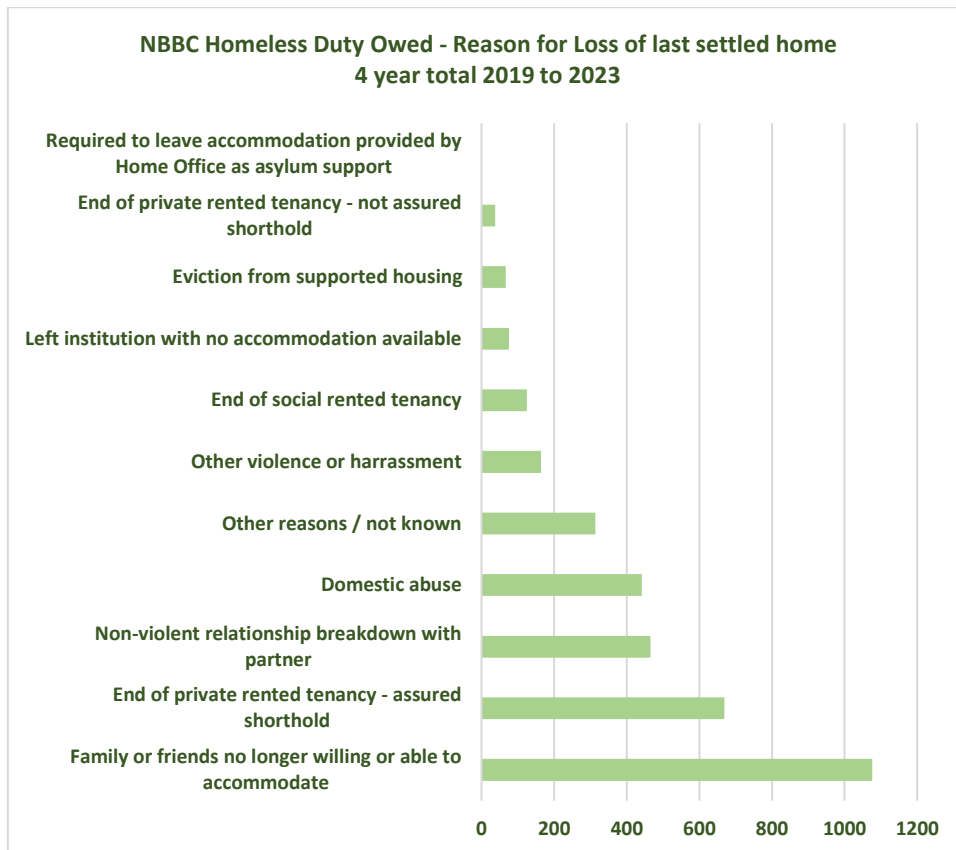
The number of couples with dependent children owed a duty has continued to increase since 2021. There are almost half as many single female applicants owed a duty during the same period as male, the number of single parent females with dependent children owed a duty remained constant.

## Homeless duty owed – reasons for loss of last settled home.

The four main causes of homelessness over the four years from 1 April 2019 to 31 March 2023 have been:

- Family or friends no longer willing or able to accommodate - main reason relief duty owed.
- End of a private rented assured shorthold tenancy - main reason prevention duty.
- Domestic abuse
- Non-violent relationship breakdown

The charts showing the main reasons for loss of last settled home to those owed homelessness duties for the last 4 years collectively and the four main reasons by year and homelessness duty owed.



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

**Main four reasons for loss of last settled home – homelessness prevention duty owed 2019 to 2023:**



*DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023*

Below graphs show the trends in reason over the last 4 years for those owed a prevention duty:



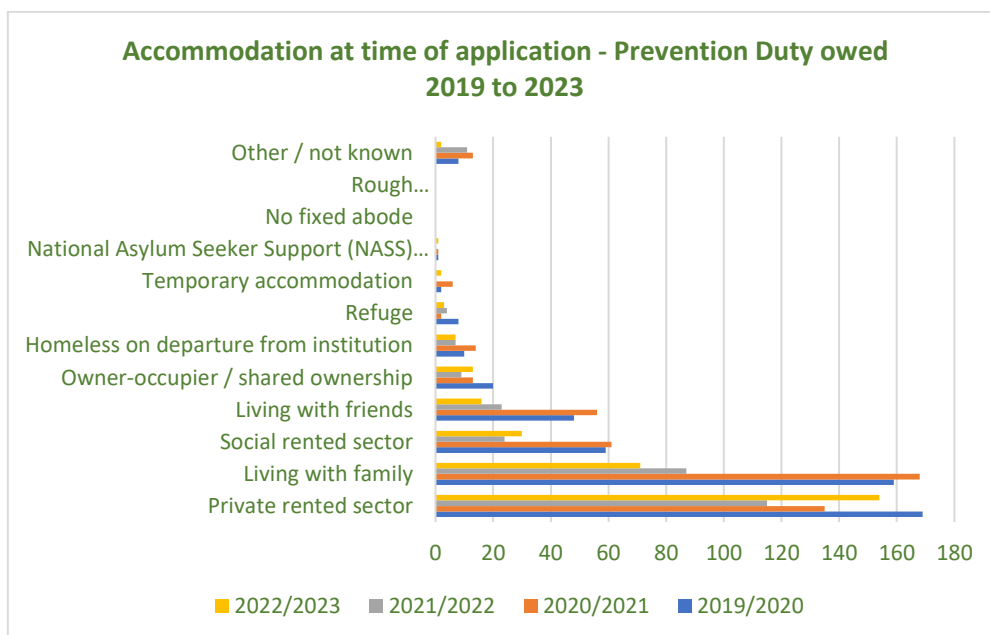




### Accommodation type occupied at time of prevention duty:

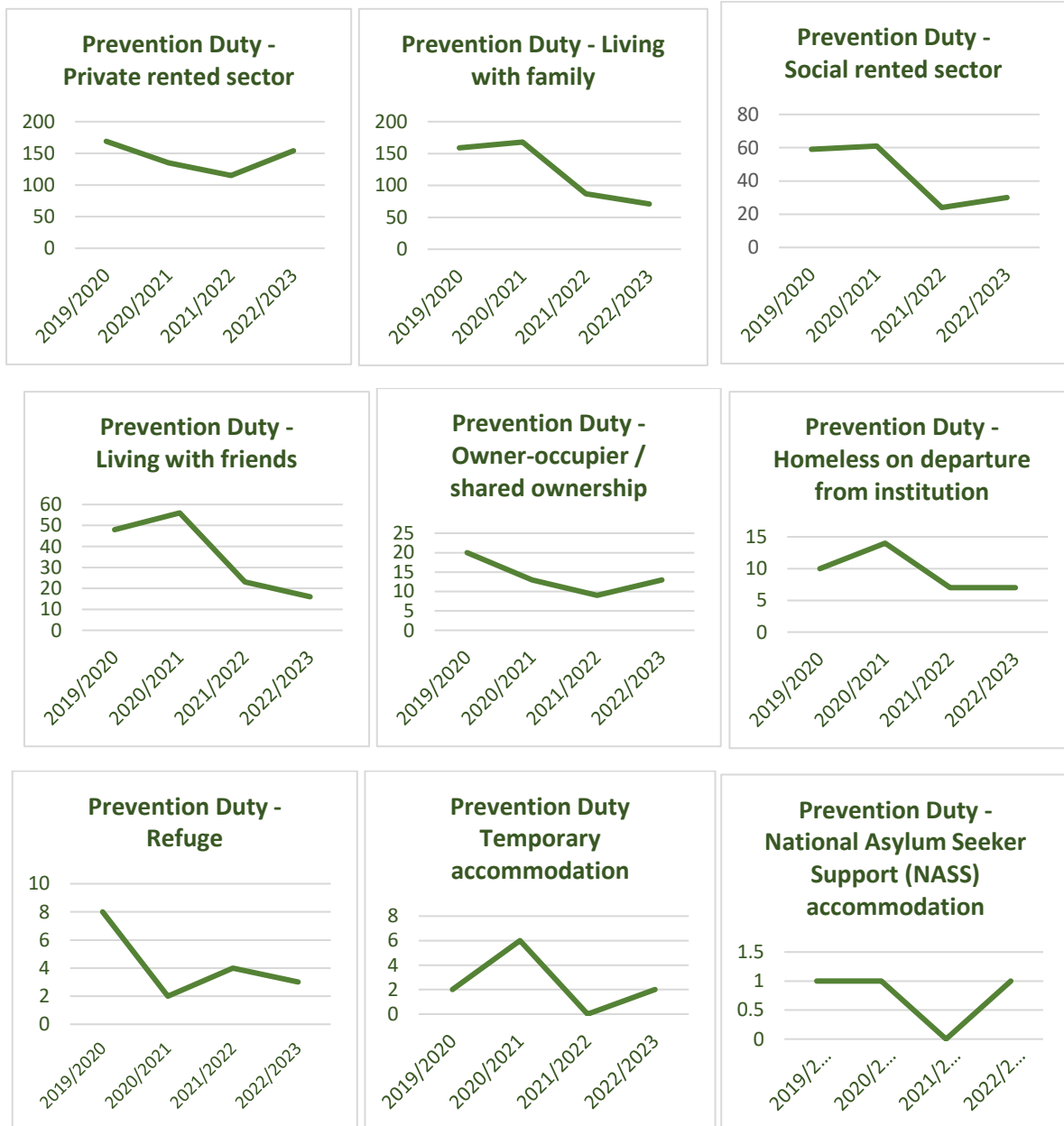
The type of accommodation occupied at the point a prevention duty is accepted has been predominantly, renting in the private sector and living with family. The other two main reasons are living with friends and renting in the social housing sector:

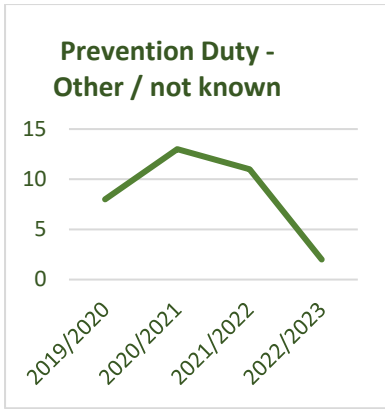
#### Accommodation type:



Below are charts that show the trends by accommodation at point prevention duty accepted over the last 4 years:

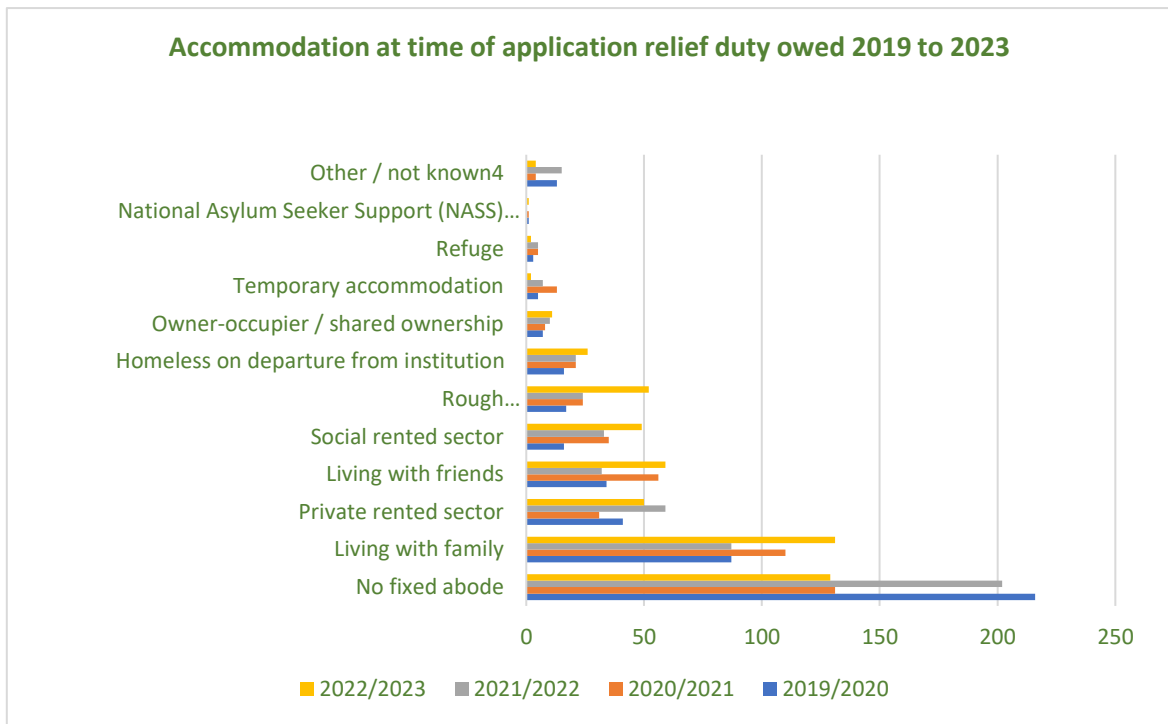
**Prevention Duty – Type of Accommodation 4-year trends:**





Below are charts that show the trends by accommodation at point **relief duty** accepted over the last 4 years:

**Relief Duty – Type of Accommodation 4-year trends:**



DLUHC Statutory Homelessness Statistic Reports financial years 1 April 2019 to 31 March 2023

Below are charts that show the trends by accommodation type at point relief duty over the last 4 years:



Living arrangements of households owed a relief duty is as expected different from those at the prevention duty stage and reflects the circumstances and acute housing need of households at this stage. At the relief stage, we can see higher proportions of applicants coming from insecure housing or without accommodation. The numbers of people at risk of or who are rough sleeping are higher.

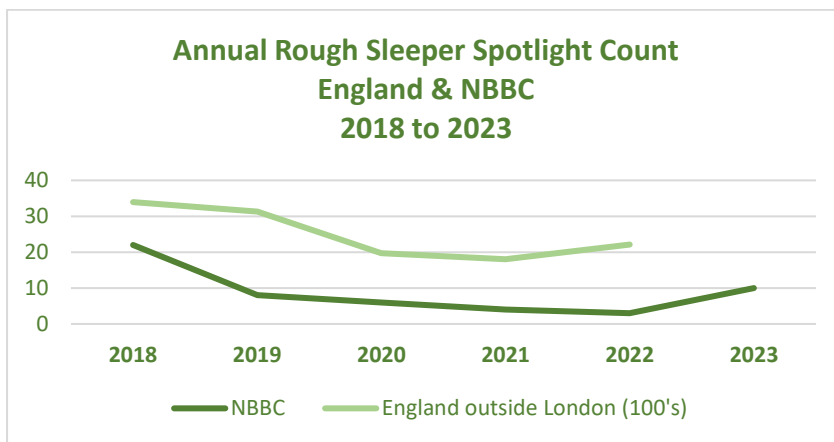
### Rough Sleepers:

Rough Sleeping is the most visible and acute form of homelessness; rough sleepers are extremely vulnerable and often have a history of repeat homelessness and struggle to break the cycle. In 2018 the Government published the Rough Sleeping Strategy to reduce rough sleeping numbers and more importantly to change the lives of some of the most vulnerable people in our society. This has been driven and delivered by the hard work and collaboration of local councils, central government, the voluntary, community and faith sectors and other delivery partners.

In September 2022 the Government published a refreshed strategy, Ending Rough Sleeping for Good. It focuses on a “four-pronged approach” of prevention, intervention, recovery and ensuring a joined-up transparent approach supported by over £2 billion worth of funding available up to 2025.

**The graph below shows the number of people sleeping rough reported during our annual Rough Sleeper Count from 2019 to 2023.**

Since autumn 2010, all local authorities have been required to carry out an annual rough sleeper snapshot count and submit their findings to DLUHC; to indicate the number of people sleeping rough in their area on a ‘typical’ night between 1st October and 30th November.

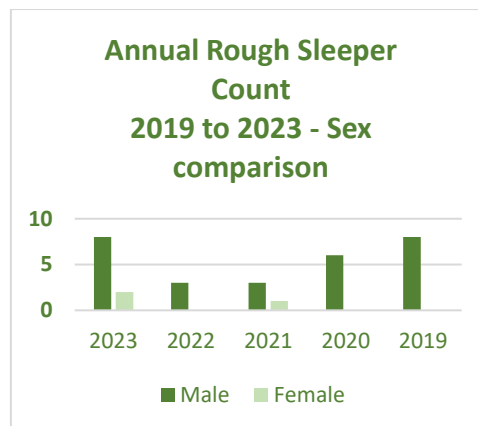
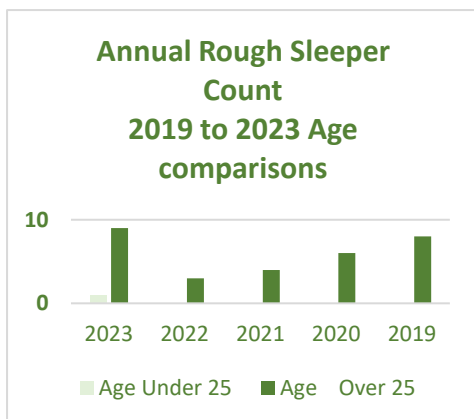


### Rough Sleeper Count basic demographic collected 2019 to 2022:

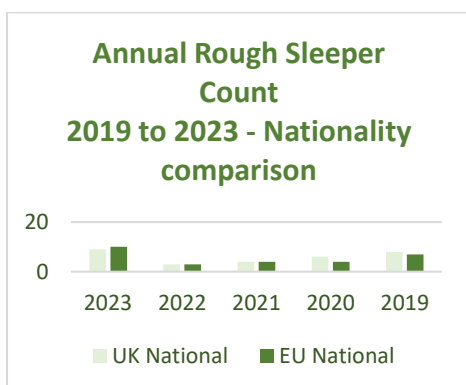
The data collected and submitted is very basic; below are the comparison by age, sex and nationality. The age data ranges changed in 2021, for these graphs the age bands of over 25 and under 25 have been used.

**Age:**

**Sex:**



#### Nationality:



Below is an overview of the latest count in 2023, due to our increased gathering of information and knowledge of those sleeping rough in the borough we can give a more detailed profile of those sleeping rough.

#### Annual Spotlight count 2023:

- 10 people either known to be or found bedded down during our annual rough sleeper count in 2023.
- Eight male and two female
- Age range:
  - All sexes 24 to 59 years of age
  - Men 24 to 59 years
  - Women 34 & 41 years
- Average age of Rough Sleepers in borough 2023 is 40.
- Two people seen bedded down during spotlight count.
- Two people evidenced as bedded down by partners.
- Six well known entrenched rough sleepers not visible on night of count.

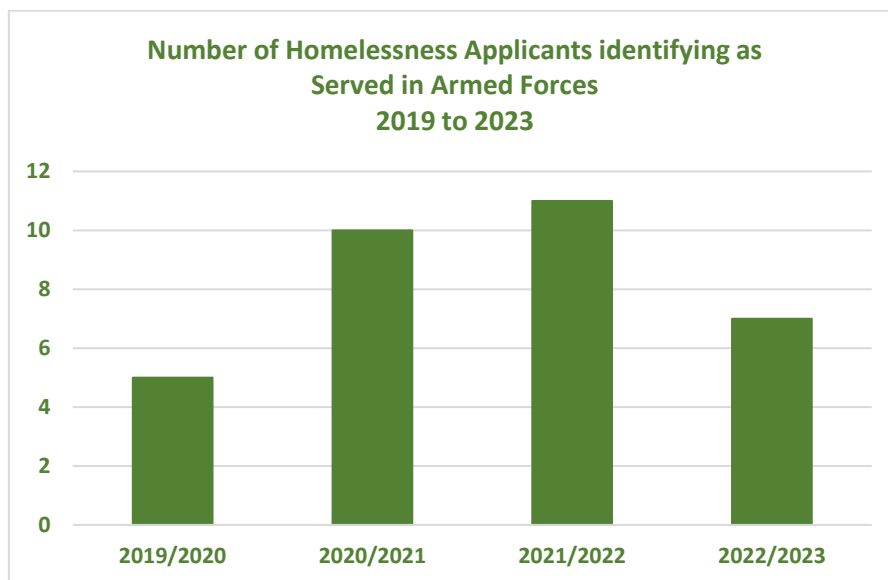
A further 15 people were considered by partners to be potentially sleeping rough; they are considered to be the “hidden homeless” who occasionally sleep out; are regular “sofa surfers” or choose to remain well hidden from, and refuse to engage with the street outreach services. These people were not included in annual count as there was insufficient evidence of being seen bedded down, and they failed to meet the definition of rough sleeping.

Those sleeping rough or considered at risk of sleeping rough are reviewed; partners share their current involvement with individuals and discussions take place to consider any additional support needed from other partners.

### Homelessness Applications identifying as - Served in Armed Forces

Over the 4 year period between April 2019 and March 2023 the borough received 33 homelessness applications from people identifying as serving in the armed forces.

**Below is a chart showing the distribution and trend of homeless applications for the last 4 years:**



### Gypsies, Travellers, and Travelling Show People:

The borough has no evidence over the last 4 years of homelessness applications from households within these communities.

The Housing Act 2004 and the National Planning Policy Framework places a duty on all local authorities to undertake regular assessments of the accommodation needs of Gypsies and Travellers either living in or resorting to their area. Whilst local authorities have the powers to provide, they are under no statutory duty to make provisions for Gypsies and Travellers.

Nuneaton and Bedworth recognise that the culture needs of Gypsies, Travellers, and Travelling Show People may differ from the rest of the population, and that it is important that consideration is given to culturally specific differences when considering residential provisions for the borough. The Borough Plan therefore considers the residential requirements of all parts of our community including specific provisions for Gypsies and Travellers.

According to the 2021 Census the number of people identifying as White: Gypsy or Irish Traveller ethnicity living in Nuneaton and Bedworth is 94.

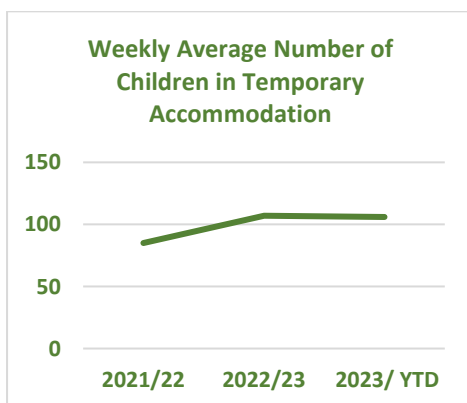
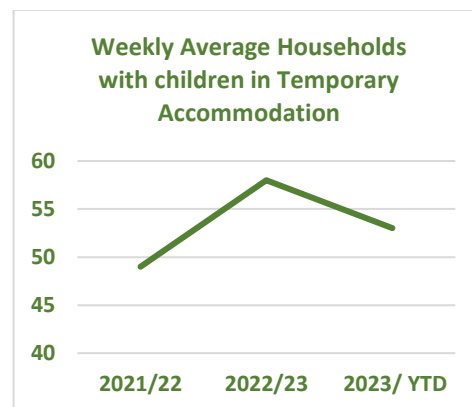
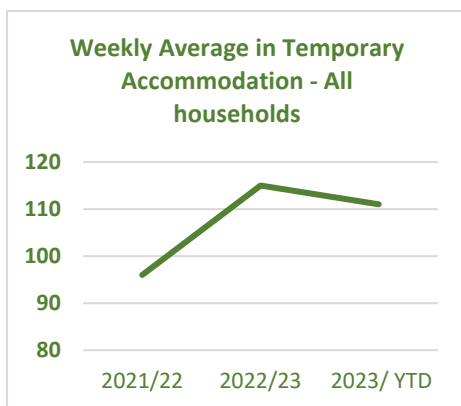
In 2021 the borough commissioned a new Gypsies, Travellers, and Travelling Show People Accommodation Assessment (GTAA), in 2016 the previous assessment concluded the GTAA must be refreshed every 5 years to ensure that pitch and pitch provision remains appropriate.

### Use of Temporary Accommodation:

The lack of affordable rented accommodation and the rising cost of private sector accommodation has increased the level of homelessness in the borough which in turn has increased the need for temporary accommodation. As a result, we have increased the number of council owned temporary accommodation in an attempt to prevent the need to use expensive hotel and B&Bs often outside of the borough which is an expensive cost to the Borough.

Below shows the average numbers of households, families with dependent children and children in all temporary accommodation per week for the last 3 years up to February 2024:

Average per week in Temporary Accommodation	Children	All households	Households with children
2021/22	85	96	49
2022/23	107	115	58
2023/ YTD	106	111	53





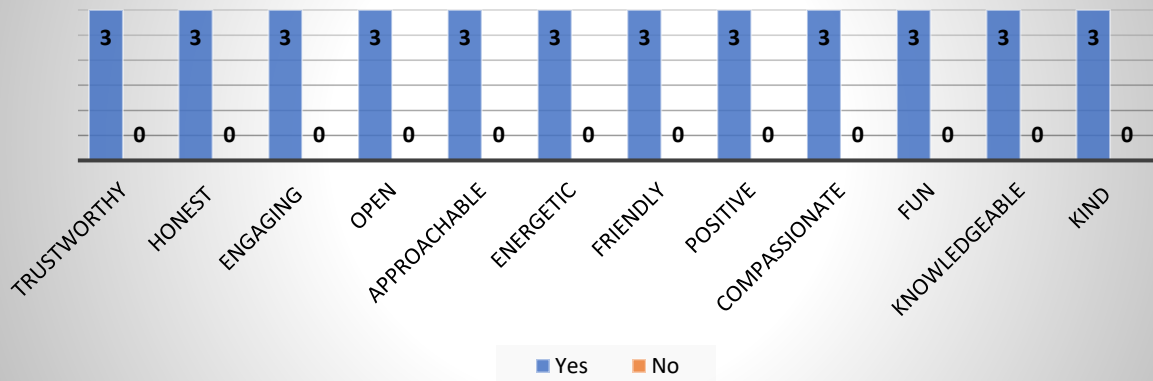
## Partners photographs and stories:

The following is additional information and photographs have been supplied by our Partners P3 and Doorway as part of our review of services for homelessness people in our Borough.

### P3 – Rough Sleeper Initiative The Gables: Quotes from Peer Review at The Gables RSI Hostel - January 2024

<b>Peer Review Report</b>	
<b>The Gables 24/01/2024</b>	
Please explain your answer: 'Does your accommodation feel safe? '	<p><i>"Staff are always coming and checking on me and all issues raised are dealt with and on our doors, we have locks, and the cameras outside make us feel safe" "Just feel safe"</i></p> <p><i>"Cuckooed and was stolen from, so coming here I got to start from scratch, and now I got my life back together since I been here."</i></p> <p><i>"Night times staff check on you and if there was people in gardens".</i></p> <p><i>"Locked doors, office with staff and cameras everywhere"</i></p>
Do you have any comments on the standard of the communal spaces at your accommodation?	<p><i>"Always nice and clean, all throughout the house"</i></p> <p><i>"Up to scratch, it's all tidy and clean"</i></p> <p><i>"We all tidied up after ourselves, Played cards and entertained each other with music and all socialising, it was good".</i></p> <p><i>"All was clean and tidy" "No everything is clean and tidy, food easily accessible".</i></p>
Please explain your answer: 'Would you recommend this service? '	<p><i>"Yeah, I would recommend others, because when I came out of prison they saved my life"</i></p> <p><i>"I'd recommend it for having support workers to help and support you."</i></p> <p><i>"Yes because of the support"</i></p>
Do you have any other comments, feedback or suggestions in regards to Customer Service?	<p><i>"No, all is good"</i></p> <p><i>"They make you feel like you're part of a family"</i></p> <p><i>"Fixed all my problems straight away and they offer a lot of fun things to do like baking cakes and play monopoly together"</i></p>
Is there anything we can do to improve your experience?	<p><i>"No, everything is all good"</i></p> <p><i>"Staff here are brilliant"</i></p> <p><i>"No it's all good, the only problem is staying out two nights a week"</i></p>
Please explain your answer: 'Would you recommend this service? '	<p><i>"Yeah I would recommend others, because when I came out of prison they saved my life"</i></p> <p><i>"I'd recommend it for having support workers to help and support you"</i></p> <p><i>"Yes because of the support"</i></p>

### The Gables Peer Review 2024 - Customer Service



Can you describe this service in three words or less:

*Safe and happy*

*Helpful, supportive and caring*

*Excellent, welcoming*

What were your first impressions about your P3 accommodation?

*Lucky, because it was everything I needed*

*Clean and tidy, bathrooms are*

*Vague about the building, I saw it has character*

*Very fine. comfortable, felt safe*

*Easy to find, staff are friendly and I felt welcomed straight away*



**Christmas at the RSI Hostel**



**Jewellery making at the RSI Hostel**, the person who made this bracelet said the activity had distracted him from drinking alcohol *"I've had a lovely afternoon making jewellery, I was going to go to the pub, but I am glad I did this instead, it was much nicer"*.



**Halloween at the RSI Hostel**

## Doorway Young Persons 18 to 25 years

### Preventing homelessness:

- *A young person came to see us as he was threatened with eviction by his private landlord. He had fallen into arrears due to sickness absence from work due to mental health and so had reduced pay. We sorted out an appointment for medication for his mental health and also sorted out payment for his shortfall in rent through a grant. The landlord withdrew the notice following this. We are continuing to work with him to address his mental health and stay in work, but he is still struggling.*
- *Young person was being evicted by from a homelessness provider due to non-payment of service charge. Doorway checked with the provider if the eviction would go ahead if the young person set up a standing order and they said no. A Doorway member of staff took the young person to the bank and showed her how to do this, the eviction was cancelled.*



**Halloween at Doorway (staff permissions to be confirmed – Carol Gallagher advised all YPs have given their consent).**