

AGENDA MANAGEMENT SHEET

Report Title:	Homelessness Strategy and Action Plan 2025-2029
Name of Committee:	Cabinet
Date of Meeting:	4 March 2025
Report Director:	Chief Officer - Communities and Homes
Portfolio:	Communities and Homes, Regulation and Safety
Ward Relevance:	All
Prior Consultation:	Rugby Homelessness Forum; Elected Members (email consultation); Portfolio Holder; Liberal Democrat housing representative and the meeting of Scrutiny Committee held on 19 November 2024
Contact Officer:	Dan Khan - Housing Advice and Benefits Team Manager (daniel.khan@rugby.gov.uk)
Public or Private:	Public
Report Subject to Call-In:	Yes
Report En-Bloc:	No
Forward Plan:	Yes
Corporate Priorities: (C) Climate (E) Economy (HC) Health and Communities (O) Organisation	<p>This report relates to the following priority(ies):</p> <p><input type="checkbox"/> Rugby is an environmentally sustainable place, where we work together to reduce and mitigate the effects of climate change. (C)</p> <p><input type="checkbox"/> Rugby has a diverse and resilient economy that benefits and enables opportunities for all residents. (E)</p> <p><input checked="" type="checkbox"/> Residents live healthy, independent lives, with the most vulnerable protected. (HC)</p> <p><input type="checkbox"/> Rugby Borough Council is a responsible, effective and efficient organisation. (O)</p> <p>Corporate Strategy 2021-2024</p> <p><input type="checkbox"/> This report does not specifically relate to any Council priorities but</p>
Summary:	The report proposes a new borough wide Homelessness Strategy for 2025-29.

The strategy (appendix 1), which is a statutory requirement, will be underpinned by an annual action plan, the development of which will align with annual budget setting and be implemented in partnership with the borough wide Homelessness Forum.

Financial Implications:

The Homelessness Prevention Grant (HPG) is an annual grant given to Local Authorities to support their homelessness prevention services.

The grant is ringfenced for activity relating to the prevention and relief of homelessness, targeting those most in need and to ensure local authorities are resourced to continue to implement the requirements of the Homelessness Reduction Act 2017.

The 2024/25 grant allocation for Rugby was £336,000, a 4% increase from the previous year. The Council also received a top up grant of £166,600 for 2024/25 that is subject to the same conditions as HPG.

Risk Management/Health and Safety Implications:

The proposed Homeless Strategy 2025-2029 sets out how we will support households who are likely to or have become homeless. We will manage risks of homelessness through early intervention and support. Offer tailored support to help people access relevant services. Advise on a range of housing options in both the social and private housing rented sectors. And work with our partners across the statutory and voluntary sector to secure the best outcomes for customers.

These actions will be monitored through our statistical returns to central government and through a new housing steering group.

Environmental Implications:

Whilst there are no direct environmental implications arising from this strategy. It is worth noting that the Council's Severe Weather Emergency Protocol (SWEP) provides emergency accommodation during severe weather (during extremes of both hot and cold) to those who sleep rough.

Placements are also provided through the Pathways project, year-round, with an increase in

provision during winter, so that rough sleepers can access accommodation and support, with a view to becoming equipped to maintain a future tenancy.

Legal Implications:

The 2002 Homelessness Act places a duty on Local Authorities to prepare a Homelessness Strategy based on a review of homelessness in their area. The strategy must be renewed every 5 years.

Equality and Diversity:

An Equality Impact Assessment has been completed and forms appendix 2 to this report.

Options:

1. Adopt the proposed strategy and action plan
2. Reject the proposed strategy and action plan and commission officers to present a revised version for consideration at a future meeting of Cabinet.

Recommendation:

IT BE RECOMMENDED TO COUNCIL THAT:

1. The Rugby Homelessness Strategy 2025 – 2029 and action plan (Appendix 1) be adopted; and
2. delegated authority be given to the Chief Officer (Communities and Homes) to update the Action Plan on an annual basis, in consultation with the Portfolio Holder for Communities and Homes and the Rugby Homelessness Forum.

Reasons for Recommendation:

The Council complies with the statutory requirement to publish a localised strategy setting out how it will address and prevent homelessness and rough sleeping in the borough.

Aligning an annual refresh of the action plan to the budget setting process will ensure that resulting actions will be deliverable.

Cabinet - 4 March 2025

Homelessness Strategy and action plan 2025-29

Public Report of the Chief Officer - Communities and Homes

Recommendation

IT BE RECOMMENDED TO COUNCIL THAT:

1. The Rugby Homelessness Strategy 2025 – 2029 and action plan (Appendix 1) be adopted; and
2. Delegated authority be given to the Chief Officer (Communities and Homes) to update the Action Plan on an annual basis, in consultation with the Portfolio Holder for Communities and Homes and Rugby Homelessness Forum.

1. Executive Summary

- 1.1 The Council has a statutory duty to publish a localised strategy setting out how it will address and prevent homelessness and rough sleeping in the borough. It also should, as good practice prepare an annual refresh of an action plan and align this to the budget setting process to ensure that resulting actions will be deliverable.
- 1.2 A collaborative approach has been taken to form this Rugby Homeless Strategy 2025-2029 with support and engagement from Rugby Homeless Forum, elected members and the government department for the Ministry of Housing, Communities and Local Government.
- 1.3 The cost of living, impacts of Covid-19 and hidden homelessness have been identified as areas of concern the Rugby Homeless Strategy 2025-2029 will need to focus upon through its aims detailed at section 5 and monitored through a newly established housing steering group.

2. Introduction

- 2.1 The 2002 Homelessness Act places a duty on Local Authorities to prepare a Homelessness Strategy based on a review of homelessness in their area. The strategy must be renewed every 5 years.
- 2.2 The proposed Homelessness Strategy 2025-29 has been developed in collaboration with the Rugby Homelessness Forum (a range of partners that seek to assist and prevent homelessness and rough sleeping in the borough) during mid and late 2024 and also during early 2025.

- 2.3 The strategy will be supported by an annual action plan which will be updated on an annual basis, in collaboration with the Rugby Homelessness Forum, and this will coincide with annual budget setting to ensure that resources are in place to deliver.
- 2.4 The strategy is also reflective of the objectives of the newly adopted corporate strategy as it seeks to deliver A Fair Rugby and supports efforts to reduce inequalities in the borough.
- 2.5 The most recent homelessness strategy for the borough was as part of a county wide one - *Preventing Homelessness in Warwickshire: a multi-agency approach* (2021). This was a collaborative effort between the district and borough councils as well as the county council. This was in response to the fundamental changes introduced by the Homelessness Reduction Act 2017 in the way Local Authorities assess and assist homeless applicants with a strong focus on prevention and a duty to refer.
- 2.6 The collaborative working continues across the county, with a statement of intent and an action plan due to be produced in 2025 with the help of all the district and borough councils. We are all reverting to delivering an individual homelessness and rough sleeping strategy, which is in keeping with the 2002 legislation requirements and is local to the borough, concentrating on meeting our own specific homelessness and housing needs.

3. Collaboration in the development of the Rugby Homelessness Strategy 2025-29

- 3.1 The strategy has been developed in consultation with the following key stakeholders represented in Rugby Homelessness Forum:
- Homeless Link
 - P3 Charity
 - Hope4 Charity
 - CGL (Change, Grow, Live)
 - Doorway
 - Futures Unlocked
 - Together UK
 - Rugby Job Centre (DWP)
 - Registered Providers
- 3.2 Elected Members were invited to comment and offer feedback on the broad aim of the strategy and the proposed priorities via an email consultation. This same consultation also invited ideas for inclusion in the action plan.
- 3.3 In keeping with legislative requirements and published best practice from the Local Government Association (*Making homelessness Strategies Happen*), a similar consultation took place with resulting input coming from public health and social services as well as the housing teams' central government advisor from the Ministry of Housing, Communities and Local Government (MHCLG).

- 3.4 The draft strategy was also presented to the Scrutiny Committee meeting on 19 November 2024. This was a further opportunity for Members to influence its development, having ensured that all Members had previously been consulted on the priorities via email, at the beginning of the strategy development. Comments and feedback were provided and incorporated into the proposed strategy. Items were raised on cost of living, impact of Covid-19 and hidden homelessness. Assurances were given that the Action Plan would address these issues alongside the proposed Housing Steering Group that will oversee implementation of the strategy as detailed in the Action Plan.

4. Continuing to collaborate with partners at a county level

- 4.1 During 2025, a county wide action plan will be developed alongside a new shared statement of intent, to ensure that the collaborative working between the districts, boroughs and with the Public Health Team continues to develop and prosper.
- 4.2 This is of particular importance when considering the recently published '*Independent investigation of the national health service in England*' (September 2024: the Right Hon. Professor the Lord Darzi of Denham), which cited homelessness as being a *public health catastrophe* (page 68).

5. Priorities of the new homelessness strategy

- 5.1 The overarching objective is to reduce homeless and sitting under this are 4 overarching priorities that are aligned with national priorities for addressing homelessness:

Prevention of homelessness – early intervention and support to help service users remain in their existing home and reduce the number of approaches to the Housing Advice Service to households who are in crisis.

Tailored support for our most vulnerable clients – work with partners to provide bespoke support to access relevant services and work with service users to develop and maintain independent living skills.

A variety of accommodation options to meet specific customer needs – deliver a range of housing options in both the social and private housing rented sectors.

Work with our partners across the statutory and voluntary sector to secure the best outcomes for clients – strengthen partnership working especially with Public Health to pool resources and co-ordinate services to overcome inequalities and gain positive outcomes

6. Performance Monitoring and the Delivery Plan

- 6.1 The Rugby Homelessness Forum and the proposed Housing Steering Group will monitor the recommended Action Plan quarterly and review the plan annually to reflect any developments and changes in legislations, practices and local service needs. The Rugby Homelessness Forum is a multiagency meeting set whose remit is to create a collaborative framework to address

homelessness in Rugby. The Housing Steering Group is a key objective of the homelessness strategy action plan which has a more specific purpose to monitor the delivery of the key objectives of the homelessness strategy. Its overall goal is help develop and create comprehensive and inclusive approach that addresses immediate and long housing and homelessness. Both groups will work in collaboration to ensure its objectives are met.

- 6.2 Yearly reviews and updating of the Action Plan will also be completed in consultation with the portfolio holder for Housing and Communities.
- 6.3 The Housing Advice and Benefits Team is pivotal in providing advice, conducting initial assessments for every household that approach the service regarding homelessness and processing homeless applications. To ensure performance is on par with industry standard, performance will be benchmarked and monitored using MHCLG Homelessness Case Level Information Collection (H-CLIC) Performance indicators.
- 6.4 This will also contribute towards Rugby's performance on the *Thriving Places Index (TPI)*, a set of indicators that measure the local conditions for wellbeing and whether they are being delivered fairly and sustainably. Housing's current TPI score is 4.78, which is similar to England on average.

7. Successes in tackling homelessness in Rugby over the last 5 years

7.1 Increased partnership working:

- Countywide Housing & Hospital Liaison Service improved working practices between the Council and local hospital by addressing patients' housing needs in advance. From April 2024 to date we've assisted with 19 hospital cases ensuring timely and adequate responses to help vulnerable people return to their homes with support and adaptations, or helping to secure more suitable alternative accommodation. This helped prevent delays and enable timely hospital discharges.
- Successful bidding secured £400,000 Rough Sleepers Initiative funding which enabled the expansion of the Outreach Team and development of Rugby Pathway Scheme which supported and provided accommodation to 33 people who are sleeping rough.

7.2 Increased supply of accommodation to meet temporary and permanent housing needs:

- New Private Sector Leasing Scheme, administered by the council bringing additional 32 properties into the portfolio of temporary accommodation.
- Completed review of Property Acquisition and Disposal Policy and delivery of additional 159 property acquisitions helping to increase the Housing Revenue Account housing supply to meet needs. The property breakdown for these acquisitions is as follows:

Property type	Number
1 bed	36
2 bed	75
3 bed	39
4 bed	9

7.3. Prevention and Relief

- Homelessness was either prevented or relieved for 796 households through mediation, financial assistance or securing accommodation the private or social rented housing.
- New Tenancy Coach scheme supported 429 tenants on a range of areas including income maximisation, utility setup and financial assistance.
- 86% of the households placed in temporary accommodation spent less than 6 months in TA between 2019/20-2023/24. The maximum length of stay of 6 weeks in B&B for all 134 households with children was met.

8. An overview of homelessness in Rugby 2019/20 – 2023/24

- 8.1 The number of households assessed as statutorily homeless (is assessed homeless or threatened with homelessness within 56 days) per year has been steady over the last 4 years, between 311 to 336 households.
- 8.2 The number was notably higher (546) in 2019/20 around the Covid period. Although the level of homeless presentations all of whom receive an initial assessment has dropped from 2,265 to 1,204 over the last 5 years, the number of households who are statutorily homeless remained below 29% of all approaches.
- 8.3 Following initial assessments, 36% of the households were owed a Prevention Duty, who were threatened with homelessness within 56 days. A further 86% of households were owed a Relief Duty, who were already homeless. And the main duties have significantly dropped because of proactive work to prevent homelessness through support by the service to find accommodation.
- 8.4 The top 3 reasons for loss of last settled home or threat of homelessness were due to –
 - Family or friends no longer willing or able to accommodate (30%),
 - End of private rented assured shorthold tenancy (20%), and
 - Domestic abuse (12%).
- 8.5 54% (1,016) of the homeless households had support needs, mainly mental health issues, problems, followed by physical ill health and disability and at risk of or have experienced domestic abuse. The majority of the applicants were also single adults. Single adults (61%) and Single parents with dependent children (27%) were the 2 most common household types accepted as statutorily homeless.

- 8.6 In terms of the profile of households accepted as statutorily homeless:
- (29%) were between 24-34 years old followed by those fell within the 18-24 (22%) and 35-44 (22%) age brackets.
 - 85% were UK nationals and described their ethnicity as White (84%).
 - 38% were registered unemployed; and
 - 29% were in either full or part-time employment.
- 8.7 The average number of people who are sleeping rough and supported by the Council and its partners per month has increased fourfold, from 2 rough sleepers in 2021/22 to 10 in 2023/24.
- 8.8 The latest release on Rough Sleeping Snapshot in England: Autumn 2023, shows that the number of people sleeping rough in a single night has increased regionally and nationally for a second year in a row. Although Rugby has experienced a reduction, the latest count of 13 rough sleepers at the time of developing this strategy shows that the number of people sleeping rough has more than doubled since the last count in 2023 (4) and has also exceeded the peak of 11 in 2019.
- 8.9 Based on the last 3 counts on a single night in Rugby, the majority of people who sleep rough are likely to be men, between 26-40 years of age and are mainly UK or EU nationals.

9. Conclusion

- 9.1 The proposed new Rugby Homelessness Strategy builds on the successes and partnerships built over the course of the previous Homelessness Strategies.
- 9.2 It paves the way for the Council to continue to work with its statutory and voluntary organisation partners by coordinating activities, sharing best practice and learning to effectively address homelessness in the borough.
- 9.3 Work will continue at a county level to maximise collaboration with Warwickshire Public Health to address health inequalities and achieve positive health outcomes for those who are homeless or at risk of homelessness.
- 9.4 The regular monitoring of the strategy action plan developed in consultation with key partners will ensure delivery of the proposed new homelessness strategy.
- 9.5 The annual review of the strategy action plan will ensure that resource is aligned to delivery

Name of Meeting: Cabinet

Date of Meeting: 4 March 2025

Subject Matter: Homelessness Strategy and Action Plan 2025-2029.

Originating Department: Communities and Homes

DO ANY BACKGROUND PAPERS APPLY ☒ **YES** ☐ **NO**

LIST OF BACKGROUND PAPERS

Doc No	Title of Document and Hyperlink
6	Minutes of Scrutiny Committee 19 November 2024 https://www.rugby.gov.uk/documents/20124/7291461/SC19NOV2024+Minutes.pdf/80b805ff-4ee8-696f-720c-668282d9c183?version=1.0&t=1734960140917

The background papers relating to reports on planning applications and which are open to public inspection under Section 100D of the Local Government Act 1972, consist of the planning applications, referred to in the reports, and all written responses to consultations made by the Local Planning Authority, in connection with those applications.

☐ Exempt information is contained in the following documents:

Doc No	Relevant Paragraph of Schedule 12A

Draft Version 23.01.2025

Rugby Borough Council Homelessness & Rough Sleeping Strategy

2025 – 2029

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Foreword

I am delighted to present the new Homeless Strategy on behalf of Rugby Borough Council (RBC) for the period 2025 – 2029.

Firstly, I would like to thank the hard work of RBC staff and officers who work so hard to provide support for the most vulnerable of our residents. This is a pivotal time for the provision of housing in this country, with a new national government drive to increase housing delivery, and as the administration at RBC , continues to embed and deliver its corporate strategy vision, I am very conscious that these issues will align to alleviate the detrimental impact of homelessness on our community.

Working in partnership is key to delivery of the new strategy and we must acknowledge the hard work of our partners in alleviating the impact of not having a proper place to call home on so many people in our wider community.

We are making good progress to reduce the number of main duty homeless acceptances accepted under section 193 of the Housing Act 1996 (as amended) through proactive prevention work, and as we increase the supply of affordable housing by providing 100 new council owned homes at the newly named Navigation Way on the site of the former Biart Place (which will be ready for occupation in early 2026) we are reducing costs to the council from having to use temporary accommodation.

We will also refresh the Housing Allocations Policy in 2025 which sets out the eligibility criteria for households, who are in housing need, to access social housing. The creation of a new landlords' forum of private rented sector landlords will provide an opportunity to work more closely with local landlords and in doing so will seek to deliver further housing solutions for those in need.

We want to continue to work with other housing providers, both Registered Providers and the private sector to provide good quality, affordable housing that meets residents needs across the Borough whether in the town or in our parishes and villages. Tackling inequality is a key feature of our new Corporate Strategy 2025-35 and this strategy is one of many ways in which we will deliver it.

My thanks to everyone who is preparing and delivering this strategy and its implementation and to Cllr Noreen New, the Liberal Democrat lead on Housing.

Introduction

Local Authorities have statutory duties to assist people who are homeless or threatened with homelessness. Appendix 2 provides an explanation of these duties. Part 7 of the Housing Act 1996 defines someone as 'homeless' if there is no accommodation available for their occupation, or if it is not reasonable for them to continue to occupy the accommodation they have. A person is threatened with homelessness, if it is likely that they will become homeless within 56 days or have been issued an eviction notice under Section 21 of the Housing Act 1988, which is due to expire within 56 days. Homelessness legislation and the Code of Guidance shape the way homelessness services are designed and delivered by Local Authorities.

The Government funding arrangement for statutory homelessness duties include a combination of the Homelessness Prevention Grant, Housing Benefit Temporary Accommodation Subsidy reimbursed by the Department for Work and Pensions (DWP) and the Local Government Finance Settlement. There are also other programmes available which allocate or receive bids from Local Authorities for funding such as the Rough Sleeping Initiative.

Both individual and structural factors can cause or exacerbate homelessness. These factors are often interrelated and reinforced by one another. On the individual level issues such as relationship breakdown, mental health problems, substance misuse and experience of violence, abuse and neglect can lead to homelessness. On structural level poverty, inequality, unemployment, housing supply and affordability can lead to or compound homelessness.

Due to multiple disadvantages faced by homeless households across various policy areas such as housing, health, education, welfare benefits, social care, migration, crime and employment it is imperative that homelessness is addressed with a joint and multi-agency approach. In line with Rugby Borough Council Corporate Strategies key objectives that Rugby Borough Council is a responsible, effective and efficient organization to help residents live healthy, independent lives, with the most vulnerable protected.

The new strategy builds on the successes and partnerships built over the course of the previous Homelessness Strategy 2015-18 and paves the way for the Council to continue to work with statutory and voluntary organisation partners by coordinating activities, sharing best practice and learning. Also, by maximizing on collaborations with Warwickshire Public Health and partnerships for Safe Accommodation and Violence Against Women and Girls (VAWG) the Council can address health inequalities, achieve positive health outcomes and provide access to safe accommodation for those who are homeless or at risk of homelessness in the borough.

The Council is a member of the **Warwickshire Homelessness Strategic Group** formed in 2019 in response to the fundamental changes introduced by the Homelessness Reduction Act 2017 in the way Local Authorities assess and assist homeless applicants, with a strong focus on prevention. This officer group is non statutory and commissions countywide homelessness services and reports to the statutory Warwickshire Health and Wellbeing Board. It also published a *Preventing Homelessness in Warwickshire: a multi-agency approach* in 2021 focusing on health, financial inclusion, young people, domestic abuse and offending.

The **Rugby Homelessness Forum** brings together local statutory and voluntary organisations to prevent and tackle homelessness in the borough. The Forum provides a platform for partners to collaborate, develop and promote solutions to issues affecting those who are homeless or at risk of homelessness in Rugby. This multi-agency partnership has helped shape this strategy and will play a crucial role in delivering it over the next five years.

The **Rugby Homelessness Strategy 2025 – 2029 Action Plan** will be monitored quarterly and reviewed annually by the Council and its partners to deliver on the following priorities:

- *Prevention of homelessness*
- *Tailored support for our most vulnerable clients*
- *A variety of accommodation options to meet specific customer needs*

Warwickshire Homelessness Strategy Group	Rugby Homelessness Forum
<ul style="list-style-type: none"> ▪ Warwickshire County Council, Social Care and Public Health ▪ North Warwickshire Borough Council ▪ Nuneaton & Bedworth Borough Council ▪ Rugby Borough Council ▪ Stratford-on-Avon District Council ▪ Warwick District Council ▪ Warwickshire Police ▪ Probation 	<ul style="list-style-type: none"> ▪ Rugby Borough Council ▪ Homeless Link ▪ P3 Charity ▪ Hope4 Charity ▪ CGL (Change, Grow, Live) ▪ Doorway ▪ Futures Unlocked ▪ Together UK ▪ Rugby Job Centre (DWP)

Work with our partners across the statutory and voluntary and community sector to secure the best outcomes for clients

Our Partners

- Platform Housing
- SAGE Housing
- Warwickshire Rural Housing
- WHG
- Sanctuary Housing Association
- PA Housing

Housing Delivery Partners (cont)

Housing Delivery Partners

- Rugby Borough Council
- London and Quadrant Housing Trust
- Bromford Housing
- Citizen
- Clarion Housing
- Heylo Housing
- Midland Heart
- Orbit Homes

Our achievements over the last 5 years 2022-2024

New Homes

4,852 homes were delivered. Of which, 1,033 were affordable (21%). The Council will continue to seek 20%-30% of all new homes to be affordable, where the sites meet the thresholds outlined in the Local Plan.

Private Sector Housing Leasing Scheme (temporary accommodation)

231 properties have been leased, increasing the range of housing options available to customers which also helped raise property standards in the private sector and bring empty properties back

Property Acquisition and Disposal Policy

Completed 105 property acquisitions over the last 5 years, increasing the housing supply for applicants on the Housing Waiting List.

Length of Stay in Temporary Accommodation (TA)

86% of households placed in temporary accommodation spent less than 6 months in temporary accommodation between 2019/20-2023/24. The maximum stay of 6 weeks for all 134 households with children in B&B was also

Warwickshire

Homelessness Strategy Group

Was formed in 2019 providing a platform for a joined-up approach to tackling homelessness on a county and local level.

Homelessness Reduction Act 2017 (HRA)

Full implementation of the HRA 2017 legislation embedding the early intervention and prevention approach into service delivery and new responsibilities introduced by the Act.

Statutory Duties

The Council successfully ended duties to 796 (42%) households who were owed a Prevention or Relief Duty by helping them to remain in existing accommodation or securing accommodation in the social or private rented sector

Main Duty Owed

The number of applicants to whom the Council owes Main Duty has declined by 84% over the last 5 years due to the successful outcomes preventing homeless through Prevention and Relief Duties

Housing & Hospital Liaison Service

This service enables timely hospital discharge by providing housing related support ensuring patients have access to suitable and safe accommodation upon discharge.

Rough Sleepers Initiative (RSI) Funding 2022-25

Secured £400K delivering positive outcomes including expansion of the Housing Outreach Team and a new Rugby Pathway Scheme which supported and provided accommodation to 33 rough sleepers.

Next Step Accommodation Programme (NSAP)

Part of MHCLG 'Everyone In' initiative helping rough sleepers supported during pandemic to remain off the streets by providing accommodation and support. The funding helped support 15 rough sleepers into accommodation.

Early Intervention - Outreach

Since April 2023, Outreach Officers engaged with 139 customers during multiple surgeries held at various partner venues including the Food Bank, Job Centre

Tenancy Ready

Tenancy Coach, a new innovative support programme assisted 429 tenants on a range of areas including income maximisation, form filling and utility set up since its inception in December 2022.

Impact of homelessness

The impact of homelessness especially on health have been documented in various studies including the publication by Shelter in 2004, *Sick and Tired - The Impact of Temporary Accommodation on the Health of Homeless Families* and the most recent report on the *Independent Investigation of the National Health Service 2024 (by ARA DARZI, Paul Hamlyn Chair of Surgery, Imperial College London Consultant Surgeon & Independent Member of the House of Lords)* which identifies significant health inequalities faced by homeless households in temporary accommodation and those who are rough sleeping.

The stress of not having a secure home often combined with poor living conditions, inappropriate for the health and social needs of the household, impact both physically and mentally. Homeless households living in temporary accommodation are far more likely to be vulnerable to diseases such as bronchitis and tuberculosis, and existing physical health conditions such as asthma, are often exacerbated. Depression, increased visits to doctors or hospitals, negative impact on children's education and development are also documented.¹

People who are rough sleeping are particularly vulnerable. They *experience some of the most severe health inequalities and report much poorer health than the general population. Many have co-occurring mental ill health and substance misuse needs, physical health needs, and have experienced significant trauma in their lives.*² Studies in the 2024 report above found 64% of homeless hospital inpatients had three or more physical health co-morbidities and 82% had a mental health diagnosis.

The longer a person spends rough sleeping, the more complex their needs become. Rough sleeping over a long period leads to a higher likelihood of premature death. The average age at death of people who experience homelessness is 45.4 years for men and 43.2 years for women.³

The proposed new '**ending homelessness unit**' with a cross-government taskforce which will produce a long-term cross-government strategy to address homelessness is welcome. This will enable a multifaceted approach to address homelessness where households face multiple exclusions and challenges in accessing services.

In recent years household finances have been significantly hit by **the cost of living crisis**, driven by high levels of inflation, increasing living costs and steep increase in the cost of fuel. The impact of the crisis is disproportionately felt by those who are already struggling

¹ Shelter, *The impact of homelessness and bad housing on children's education*, November 2020.

² Guidance- Health matters: rough sleeping Updated 11 February 2020

³ Office for National Statistics Deaths of homeless people in England and Wales: 2021 registrations

financially and who are therefore at a greater risk of homelessness. This has led to increased pressure on Council's homelessness and other services and is expected to continue. Going forward, working in partnership with statutory services and the voluntary sector will be key to address pressures and challenges to service delivery.

Legislation Update

There have been several legislative updates during the period of the Council's last homelessness strategy. This has changed the way the Council's homelessness services are delivered. With the new government in place since July 2024, other changes are expected to follow during the lifetime of this new strategy. Key changes that have (and continue to) shaped the way homelessness services are provided and potential new provisions that are likely to make an impact are as follows:

The Homelessness Reduction Act 2017 imposed new duties on local authorities requiring statutory homelessness services to focus on prevention of homelessness with a more person-centered and collaborative approach. It includes:

- New duties called Prevention Duty and Relief Duty requiring Councils to take reasonable steps to help eligible applicants regardless of their priority to prevent homelessness within 56 days or if they are already homeless help them secure suitable accommodation;
- Requirement to carry out an assessment and create personalised housing plan;
- Duty on public bodies to people who they know are threatened with homelessness; and
- Right of applicants for a review of any part of the legislation.

The Tenant Fees Act 2019 aims to reduce costs in the private rented sector by capping tenancy deposits and introducing 'permitted' fees that landlords and agents are allowed to charge tenants.

Domestic Abuse Act 2021 introduces a statutory definition emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse. The Act also grants homeless victims of domestic abuse automatic priority need status for homelessness assistance.

It also places a duty on Local Authorities to provide accommodation-based support to victims of domestic abuse and their children in refuges and other safe accommodation. In addition, the Act protects the victim's secure lifetime or assured tenancy when being rehoused by social landlords.

Renters' Rights Bill 2024 seeks to create a fairer and more secure private rented sector. It aims to abolish Section 21 of Housing Act 1988 also known as 'no fault' evictions. The landlords instead will be required to provide tenants with 'reasonable' grounds for ending their tenancy e.g. breaking rental agreement and change of use. Amongst many other provisions, the bill also includes:

- A new Private Rented Sector Landlord Ombudsman;

- Making it illegal for landlords and agents to discriminate against prospective tenants in receipt of benefits or with children;
- End the practice of rental bidding by prohibiting landlords and agents from asking for or accepting offers above the advertised rent;
- Apply the Decent Homes Standard and Awaab's Law to the private rented sector, and;
- Strengthen local authority enforcement.

An expected reform of the **National Planning Policy Framework** will place more emphasis on presumption in favour of development with mandatory target for 1.5 million homes nationally for the next 5 years.

National Context

The latest Crisis Report December 2023 into the scale of homelessness found that there were 309,000 homeless people in England. This is based on recorded homelessness by Local Authorities on households living in temporary accommodation and those who are rough sleeping. During 2023/24, local authorities recorded around 336,000 (out of 348,000) households who were owed statutory homelessness duties by Local Authorities following initial homelessness assessments.

In England, the number of households owed a homelessness duty has increased by 36,520, an 11% increase over the last 5 years. The main reasons for loss of home or being threatened with homelessness include *Family or friends no longer willing or able to accommodate, End of private rented tenancy (assured shorthold), Domestic abuse and Non-violent relationship breakdown with partner*. The proportion of homeless households owed a duty and needing support has also increased (by 41,710) from 46.6% in 2019/20 to 54% in 2023/24. History of mental health problems and physical ill health and disability are the most common support needs cited by households owed a duty.

The latest government release⁴ on rough sleeping snapshot in England estimated that 3,989 people were sleeping rough on a single night in Autumn 2023.⁵ An increase by more than a quarter for two years in a row. Of the total 82% were men, 82% were over 26 years of age and 62% were from UK.

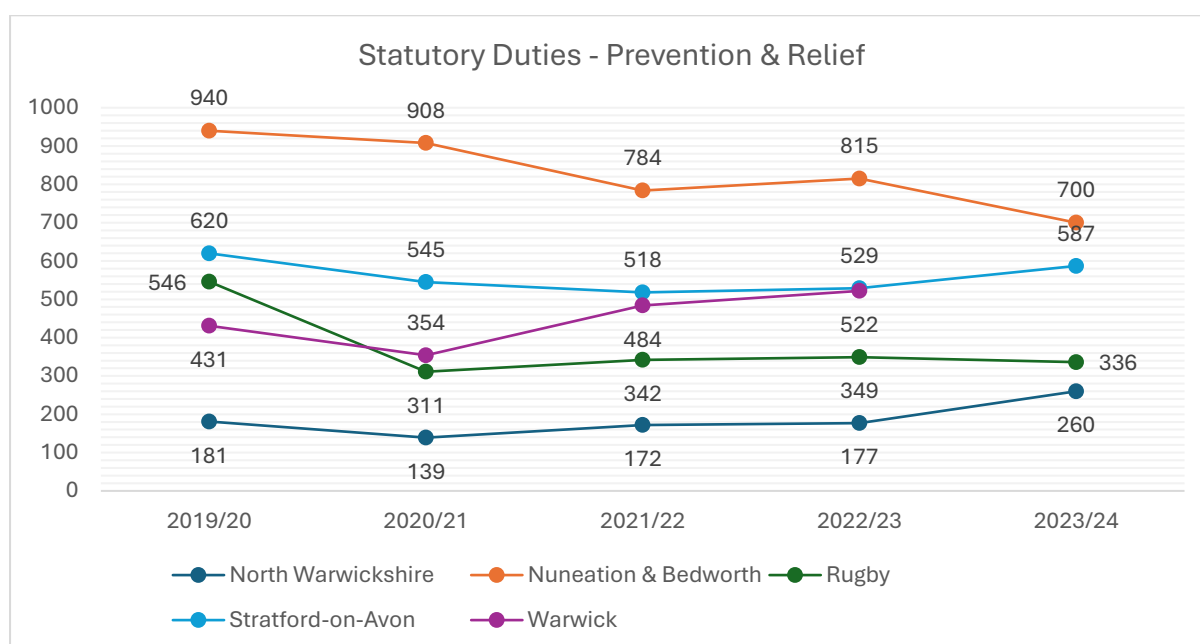
⁴ Rough sleeping snapshot in England: autumn 2023

⁵ At 4,751, the number of people sleeping rough reached its peak in 2017.

Local context

The chart below illustrates the number of households owed a Prevention or Relief Duty following initial assessments across Warwickshire over the last 5 years. Notably, the beginning of the period was marked by the Covid pandemic in 2019. Rugby, like all boroughs in the County experienced a significant number of households owed a duty during 2019/20. Of the 2,874 applications assessed across the County, 95% (2,718) were owed a Duty. 20% (567) of which were owed by Rugby.

However, in Rugby, following a sharp drop (43%-243) since 2019/20, the number of households owed a Duty following initial assessments has remained stable with an average of 335 households owed a duty per year.⁶



The top 3 reasons for loss of last settled home or threat of homelessness were due to family or friends no longer willing or able to accommodate (30%), end of private rented assured shorthold tenancy (20%) and domestic abuse (12%). Households owed a Prevention Duty were mainly threatened with homelessness due to end of private rented tenancy, whilst those who were already homeless and owed a Relief Duty mainly lost their homes due to family or friends no longer willing or able to accommodate or are fleeing from domestic violence.

A significant proportion of households owed a statutory duty were Single Adults (61%) or single parent with dependent children (27%). 29% were between the age 24 and 34. A majority of the main applicants reported their ethnicity as 'White' (84%). 38% (721)⁷ of

⁶ Total Duty owed in 2021/22 is an average of 2022/23 and 2023/24.

⁷ Data for 2021/22 is an average of 2022/23 and 2023/24

households accepted as owed a Duty were registered unemployed and only 13% (249) were in full-time employment.

The table below provides an overview of the demographics and profile of households in Rugby, who were owed a Prevention and Relief Duty following initial homelessness assessments. Please note that 2021/22 data is not available.

Profile		2019/20 to 2023/24	% of Total	2022/23	2023/24	% Change
Age	16-17	13	0.8	7	1	-85.0
	18-24	345	22.4	73	72	-1.3
	25-34	452	29.3	101	87	-13.8
	35-44	351	22.8	82	85	3.6
	45-54	199	12.9	41	53	29.2
	55-64	127	8.2	31	28	-9.6
	65-74	40	2.6	10	6	-40
	75+	14	0.9	3	4	33.3
	Not known	1	0.1	1	0	-100
Nationality	UK	1311	85.0	290	259	-10.6
	EEA	124	8.0	22	31	40.9
	Non-EEA	104	6.7	37	46	24.3
	Ireland	3	0.9	0	0	0
Ethnicity	White	1281	83.7	277	266	-3.9
	Black / African / Caribbean / Black British	99	6.4	21	28	33.3
	Mixed / Multiple ethnic groups	81	5.2	26	17	-34.6
	Asian / Asian British	39	2.5	14	15	7.14
	Not known	24	1.5	5	3	-40
	Other ethnic groups	18	1.1	6	7	16.6
Household Type	Single adult	946	61%	224 100 16 9	198	-11.6%
	Single parent with dependent children	421	27%		93	-7%
	Couple with dependent children	95	6%		27	68.7%
	Other (not defined on MHCLG data)	80	5%		18	100%
Main Applicant – Work Status	Registered unemployed	585	37.9	124	149	20.1
	Full-time work	262	16.0	61	48	-21.3
	Part-time work	203	13.1	53	35	-33.9
	Not working - long-term illness / disability	197	12.7	37	49	32.4

Appendix 1

	Not seeking work / at home	100	6.4	16	21	31.2
	Not registered unemployed - seeking work	47	3.0	6	6	0
	Retired	37	2.3	10	7	-30
	Student / training	13	0.8	3	2	-33.3
	Other	71	4.6	31	17	-45.1
	Not known	27	1.7	8	2	-75

Homelessness Assessments in Rugby

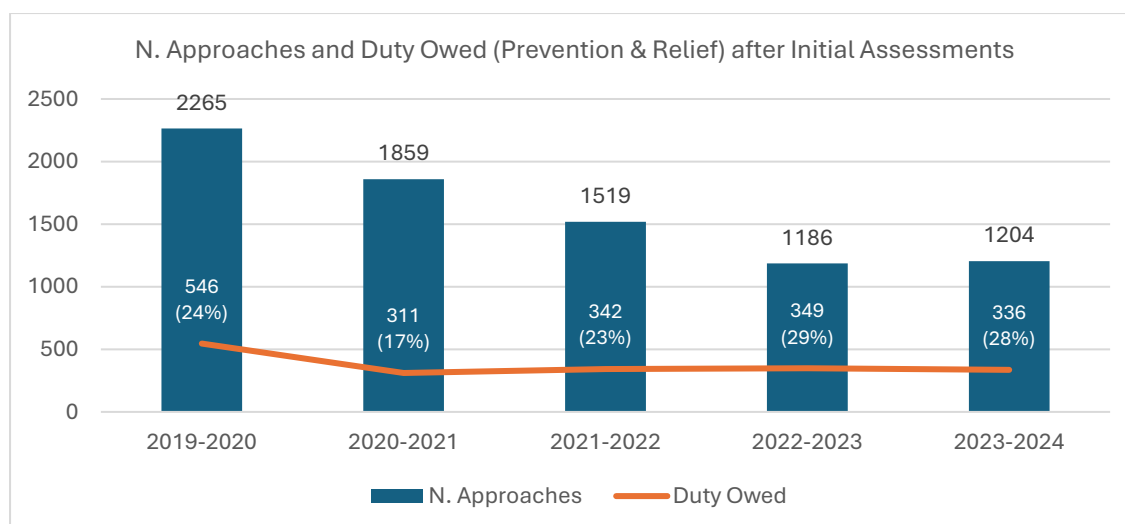
The Housing Advice and Benefits Team (HABT) is responsible for providing advice and assistance to anyone who approaches the Council for housing assistance. Households may approach directly or referred by internal or external services. Some public authorities have statutory Duty to Refer with consent of the service users where they are considered homeless or at risk of homelessness. The specified public authorities subject to the duty to refer are:

- Prisons
- young offender institutions
- secure training centres
- secure colleges
- youth offending teams
- probation services (including community rehabilitation companies)
- Jobcentres in England
- social service authorities (both adult and children's)
- emergency departments
- urgent treatment centres
- hospitals in their function of providing inpatient care
- Secretary of State for defence in relation to members of the regular armed forces

Every household that presents to HABT has an initial assessment to determine their circumstances and what duty under Part 7 Housing Act 1996, Homelessness Act 2022 and Homelessness Reduction Act 2017, if any, is owed to them. New duties introduced in HRA 2017 meant that more people will be eligible for assistance from local authorities.

2019/20 experienced a 27% increase from previous year in the level of assessments completed. Although there has been a reduction in the overall number of approaches year on year since (except small increase in 2023/24), the proportion of households owed a Prevention or Relief Duty following initial assessments has remained steady below 30%.⁸

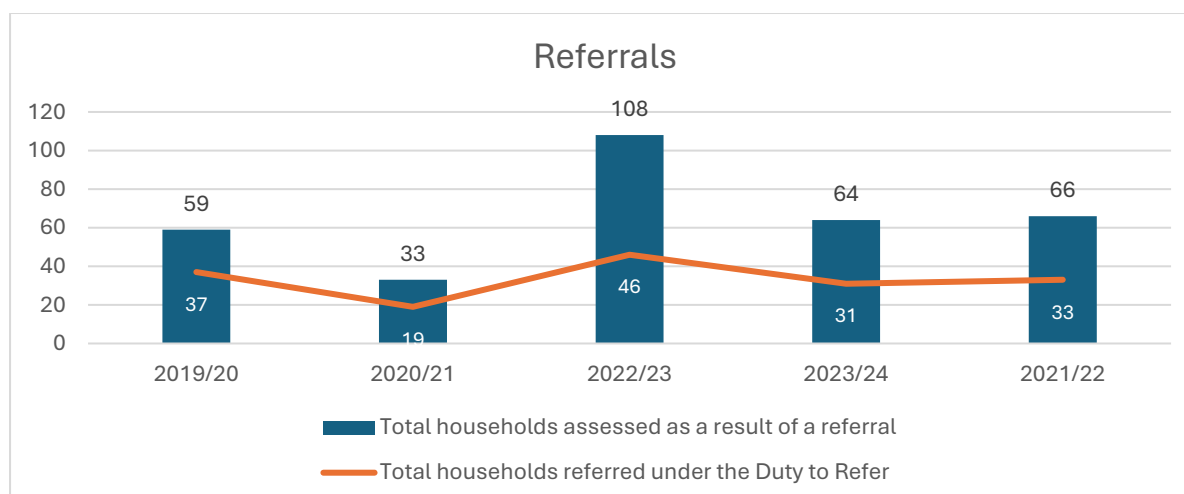
⁸ The data for total households owed a Duty for 2021-22 is an average of 2022-23 and 2023-24



The large number of households who are not owed a duty would still receive advice and support from HAST in terms of information, signposting and referrals to other services.

What is the table telling us – what does it mean for Rugby? Is it that the trend of presentations made has reduced, the resulting duty owed remains fairly constant.

At 82% (1,554), most of the approaches were directly made by households themselves. Only 18% (330)⁹ of the applicants assessed were referred by agencies of which 59% (196) are subject to Duty to Refer. Most of the referrals under Duty to Refer came from The Probation Service, Adult and Children Social Services. The remaining 41% (134) of referrals came from agencies not subject to Duty to Refer such as Supported housing, hub or Housing Related Support Provider, Refuge Provider and other non-housing related provider such as Citizen Advice Bureau/Debt Advice Agency and community based mental health services.

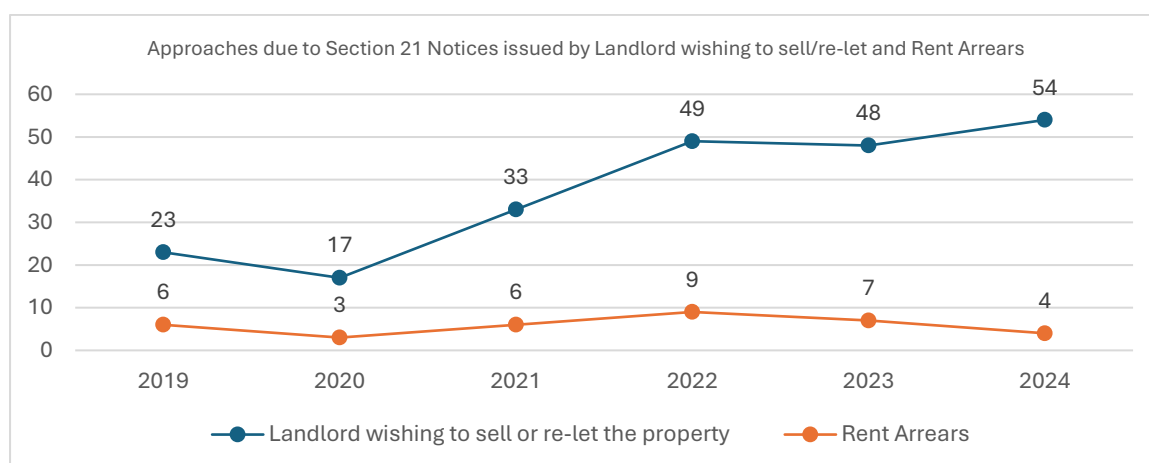


⁹ Data for 2021/22 is an average of data available for the 4 years between 2019/20 – 2023/24.

Reasons for an increase in homeless assessments in Rugby

There has been a marked increase in the number of people approaching the Housing Service who had received Section 21 No Fault Eviction Notice due to landlords wishing to sell or re-let their property. This could be attributed to the cost-of-living crisis since 2021 and the 2022 mini budget crisis that led to a significant increase in mortgage rates which became unaffordable to many homeowners and landlords. The chart below shows that the Notices issued due to rent arrears were low, which may have been reported by households under landlords wishing to relet/sell as they were not able to meet the increased rental costs. The overall number of households owed a Prevention Duty who were issued valid Section 21 Notice over the last 5 years made up 16% (89) of all Prevention Duties most of which is likely to due to landlord wishing to sell or re-let the property.

Action : The Council will seek to prevent homelessness as set out in the Action Plan 'Prevention of Homelessness' (1-6)

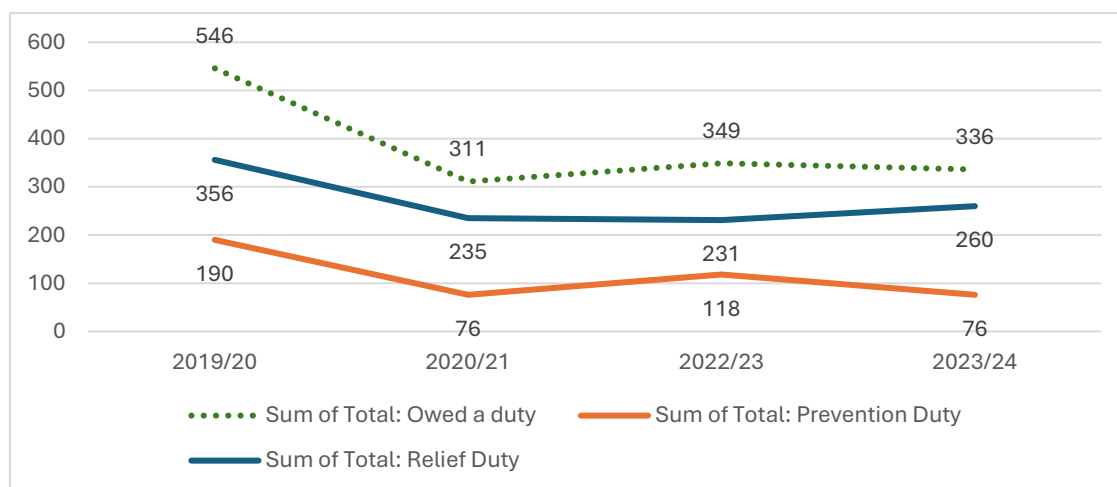


What this means for Rugby – trend of private landlords withdrawing from the market. This increases the importance of formulating positive relationships with those landlords who remain in the marketplace to enable us to effectively discharge our duty into the private sector, where appropriate to do so.

Homelessness Duty and Outcome in Rugby

Of all approaches made to the Council 23% (1,884) were assessed as being owed a Prevention or Relief Duty by the Council. Of which, 30% (557) were Prevention Duties and 70% (1,327) Relief Duties. As the number of Relief Duties remains consistently higher over the last 5 years, it indicates that the Council is reaching fewer households at their

preventative stages where support needs could potentially be identified early and enabling a more targeted approach and interventions to prevent homelessness.



However, the Council successfully prevented homelessness for 217 households by either helping applicants remain in their existing (92) or securing alternative accommodation (125). Of those who were owed a Relief Duty, the Council helped additional 579 households into secure accommodation.

The main activities that led to successful ending of prevention and relief duties involved:

- Social or private rented housing secured by the Housing Advice and Service Team accepted by the applicants.
- Financial payments to fund rent deposits or reduce rent arrears
- Helping applicants on to the Council's housing register,
- Mediation, negotiation and advocacy; and
- Referral to supported accommodation.

Over the last 5 years, social rented housing is the main type of accommodation secured to end Prevention and Relief Duties successfully, followed by private rented accommodation.

	Prevention Duty	Relief Duty	Total
Private Rented Sector	79 – 36%	144 – 25%	223 (28%)
Social Rented Sector	99 – 46%	334 – 58%	433 (54%)
Staying with friends or family	23 – 11%	47 – 8%	70 (8%)
Temporary Accommodation	0	1 – 0.1%	1 (0.1%)
Owner-occupier	3 – 1%	0	3 (0.3%)
Other	13 – 6%	45 – 8%	58 (7%)
Not known	0	8 – 1%	8 (1%)
Total	217 (27%)	579 (73%)	796

What does this mean for Rugby? Social housing remains a hugely valuable tool in discharging our homelessness duties. This underlines the importance of working closely and collaboratively with registered providers operating in the borough and with developing and acquiring stock for the Council's Housing Revenue Account (HRA).

Where duties ended unsuccessfully, they were due to a number reasons ranging from households' lack of engagement with the process, becoming intentionally homeless, losing contact, chaotic lifestyle that hinders meaningful participation in the process or opting out due to factors such as resolve housing problem by themselves. In all cases, the Housing Service provides support in terms of advice, signposting and referral to other services or agencies if appropriate.

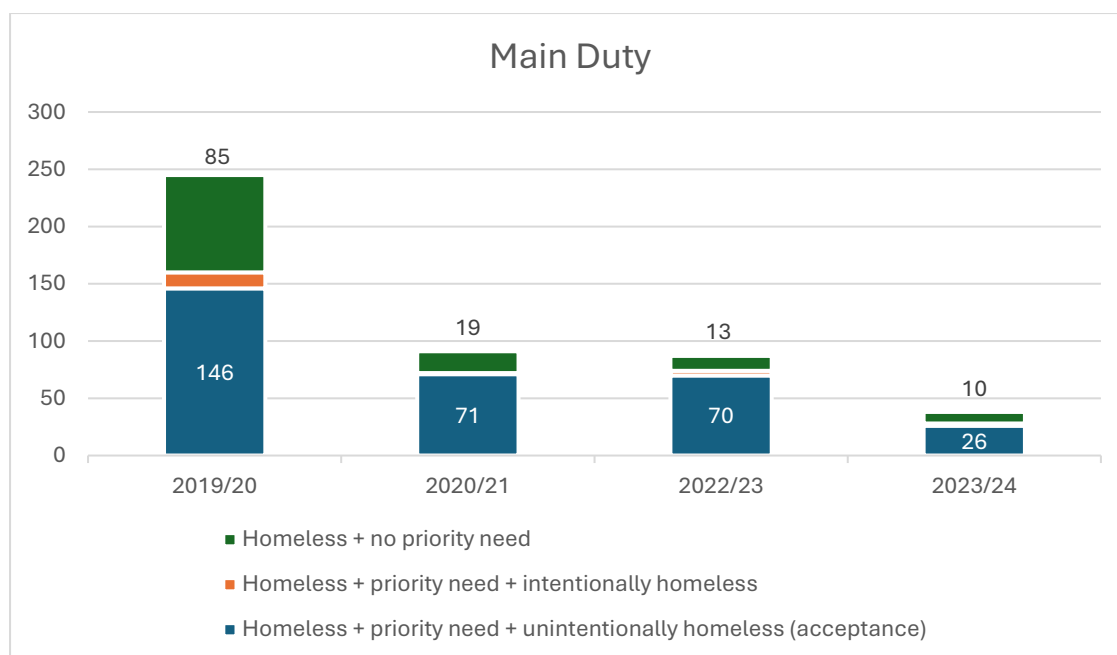
Main Duty

If homelessness has not been relieved within 56 days of Relief Duty, the Council must establish if it owes a Main Duty to the household. That is, they are eligible, unintentionally homeless and in priority need (individuals or households with greater vulnerability as defined in the Housing Act 1996).

The proportion of households owed a Main Duty has declined sharply by 84%, from 245 households in 2019/20 to 38 in 2023/24. This is hugely successful reflecting the activities undertaken as part of Relief and Prevention Duties.

What this means for Rugby – underlines the importance of prevention

Of the 313 households owed a Main Duty, 259 (83%) accepted social housing offer and 10 (3%) private rented sector offer successfully ending Main Duties owed by the Council. For the 44 remaining households the Main Duty ended due to refusal of Housing Act 1996 Part 6 social housing offer (13), became intentionally homeless from Temporary Accommodation (23) and voluntarily ceased to occupy or ceased to be eligible (8).



The table above shows that successful activities to prevent homeless at the relief and prevention stage has dramatically reduced the levels of decisions needed at main duty stage which is positive to ensuring people can be helped out of homelessness at a much early stage.

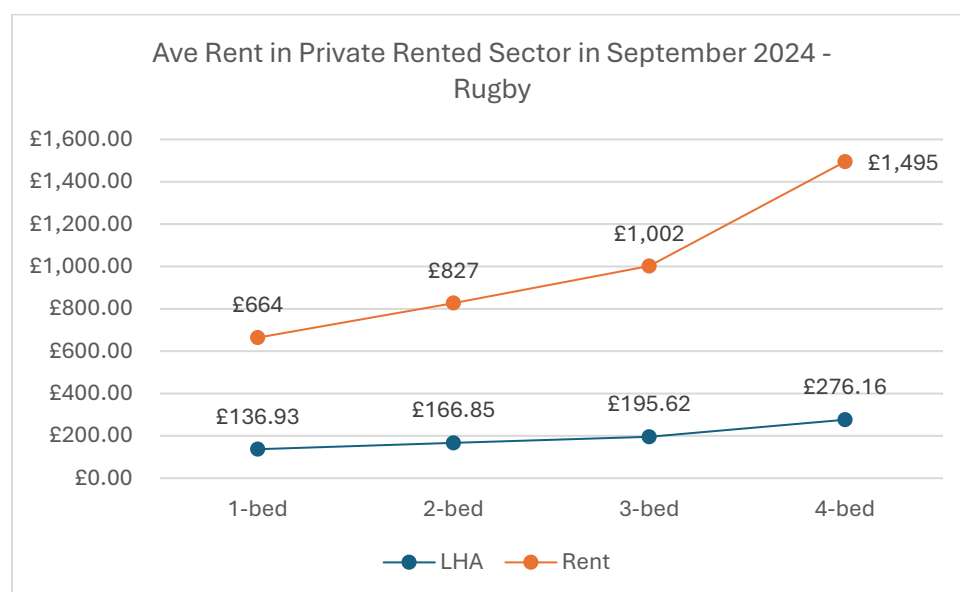
Action : The Council will seek to prevent main duty acceptances by working to prevent homelessness and provide accommodation solutions as set out in the Action Plan 'Provision of Accommodation' (1-4).

Affordability

The average price of a home bought with a mortgage in Rugby was £306,000 in August 2024¹⁰. An increase from the average of £297,000 in August 2023. This is higher than West Midlands, which experienced a lower increase from £261,000 to £254,000 in the same period.¹¹

The average monthly private rent in Rugby was £996 in September 2024. An 8.2% increase from £865 in September 2023. Across the West Midlands, the average monthly rent was £896, up from £823 a year earlier. During the same period, the average rent for England was £1,336 in September 2024, up 8.5% (£105).

The chart below illustrates the gap between Local Housing Allowance Rates (LHA is the amount of housing benefit for the Rugby area for Rugby & East BRMA & Coventry BRMA) and average rent claimants are expected to meet. The LHAs cover between 19-21% of the average rent across different bedsizes. As rents continue to increase and without any significant increase in LHA rates, private sector rents will remain unaffordable for households on low income.

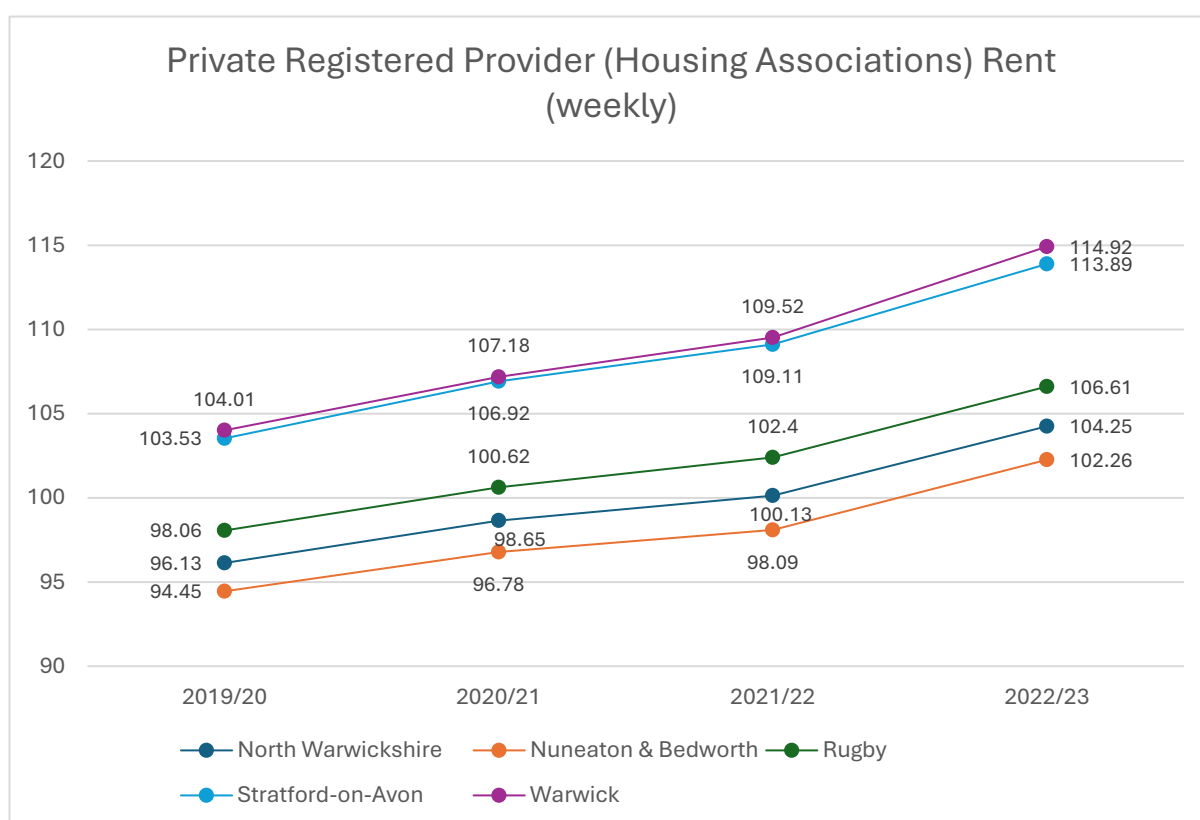
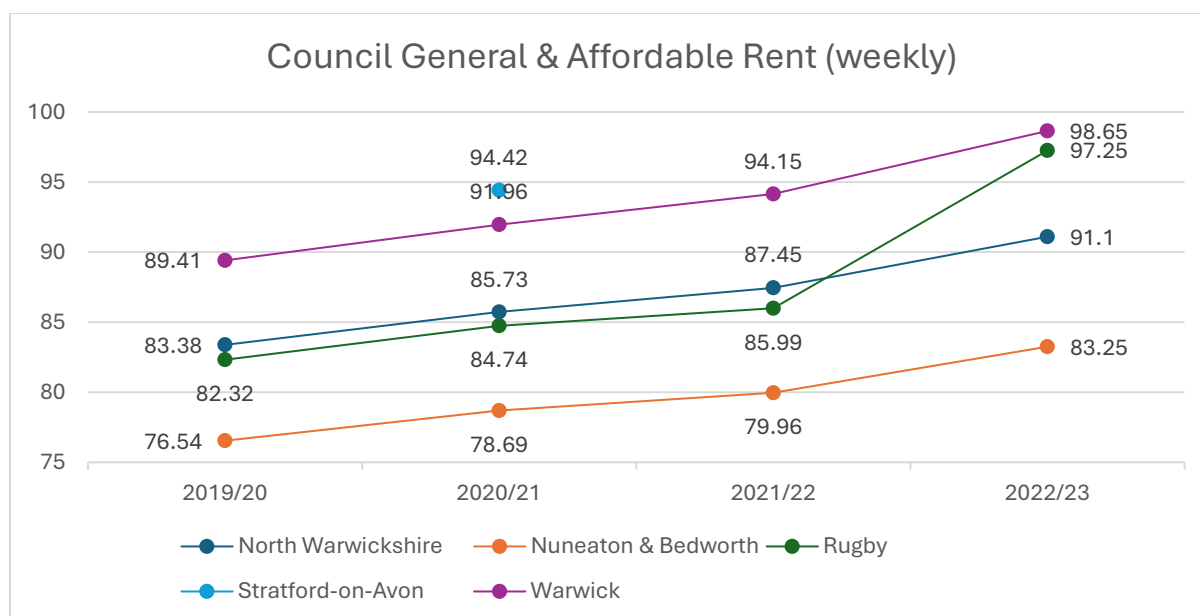


The charts below show continued increase in rents across Warwickshire for both Council and Housing Association properties.¹² However, compared to private rented sector, social housing remains the choice of accommodation for the majority of homeless households due to the comparative low levels of rent.

¹⁰ Office for National Statistics – provisional data

¹¹ Office for National Statistics

¹² Government Statistics



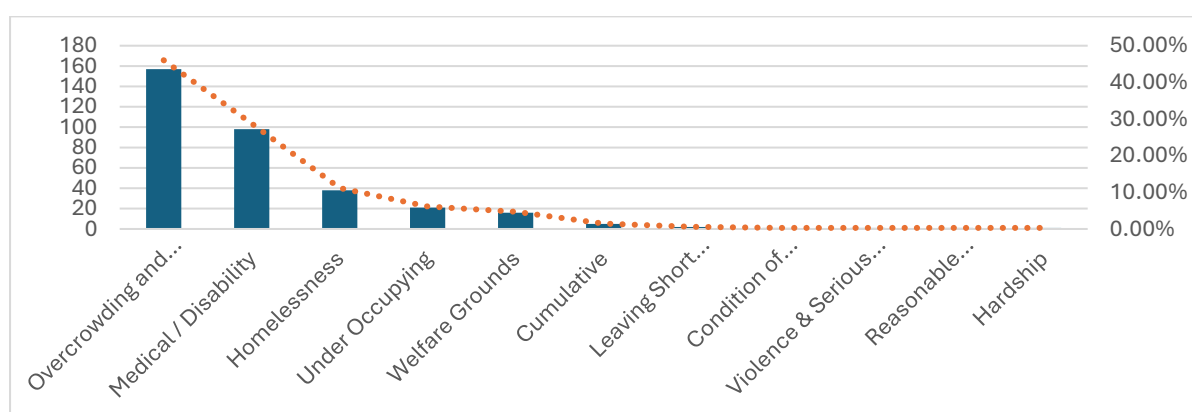
Housing Options in Rugby

Over the last 5 years, 38% of the households owed a duty following initial assessments were registered unemployed and 16% were in full-time unemployment. 18% of the households had support needs, the majority of whom reported mental health problems, physical ill health, disability or domestic abuse. The unemployment rate for Rugby at this time was 12.9% in the year ending December 2023.

Affordability combined with cost-of-living crisis reduces housing options especially for those who or on low income and have support needs. Social rented housing is therefore often a preferred option for service users due to lower level of rents and security of tenure.

Waiting List

Currently¹³ there are 341 applicants on the Council Housing Waiting List. 11% (38), applicants have been assessed with Reasonable Preference¹⁴, (awarded higher priority based on their housing need) of which Homelessness applicants make up the 3rd largest group on the List followed by Overcrowding and Size (46%) and Medical /Disability (29%).

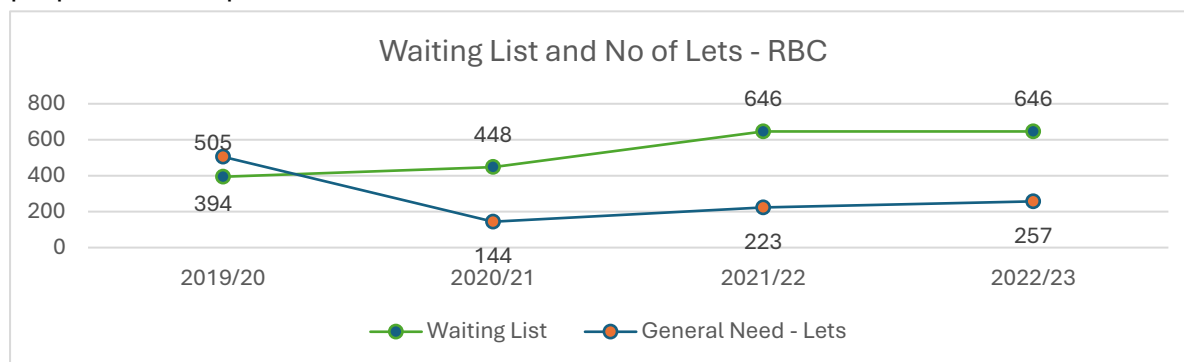


MHCLG Local Authority Housing Statistics show that the demand for social rented housing has increased by 69% since 2019/20. Although the proportion of lets has increased from 32% to 40% between 2020/21 and 2022/23, demand continues to exceed supply, as only over one third of the demand was met during this period. The disproportionate low number of lets during 2019/20 is likely to be due to exceptional circumstances during the Covid pandemic, whereby landlords were unable to let

¹³ As at 18 October 2024

¹⁴ 'Reasonable Preference' refers to level of priority given to applicants under certain circumstances

properties for a period of 12 weeks



The Council has been delivering various initiatives to increase housing options for both private and social housing.

Acquisition – The Council is seeking to Increase the supply of additional suitable affordable housing and temporary accommodation owned and managed by the Council. This includes the purchase of new build S106 properties, open market purchases and buying back properties sold under the Right To Buy scheme.

The review of Property Acquisition and Disposal Policy was completed in 2022. Over the last 5 years the Council completed 159 property acquisitions increasing housing supply for those in housing need. The property type and amount delivered in this time period by:

Property type	Number
1 bed	36
2 bed	75
3 bed	39
4 bed	9

Private Sector Leasing Scheme – The scheme was implemented in 2022. The Council leases properties from the Private Sector to help meet our interim accommodation needs to applicants who are homeless. This helps us to ensure we have suitable accommodation available in line with legislation and to help reduce our reliance on nightly paid accommodation.

Private Rented Sector – Homelessness legislation considers the private rented sector to be a suitable housing option subject to meeting suitability criteria. The Council helps secure and provides financial assistance to households to access and remain in private rented sector.

Continued investment in improving the housing stock to ensure that remains fit for purpose

Supported Accommodation – can be interim to long-term accommodation for various vulnerable groups ranging from care leavers, ex-offenders, rough sleepers, people fleeing violence, have history of substance misuse and mental health conditions.

Countywide provision is available for those needing supported accommodation. Doorway and P3 Places to Stay provide accommodation for people experiencing or at risk of homelessness. Hope4 also provide short to medium term accommodation for offenders under probation supervision, young care leavers/asylum seekers and people with mental health problems.

The reduction in County level funding to provide support services and the inadequate provision of in-borough supported / move on accommodation make it challenging to maintain engagement with vulnerable client groups and help them remain in accommodation usually away from social networks and support services. This may be further compounded by the new Supported Housing (Regulatory Oversight) Act 2023.

The Act allows the government to create a new set of standards and introduces licensing regulations applicable to supported accommodation that are exempt from the housing benefit cap. The regulations are currently in draft stage and how service providers will respond to new requirements on licensing and new standards is unknown. The requirement on Local Authorities to carry out a review of supported exempt accommodation in their area and publish a supported housing strategy provides an opportunity to address demand for and supply of all types of supported accommodation at local or county level.

Action : The Council will seek to increase the supply of accommodation options and solutions as set out in the Action Plan 'Provision of Accommodation' (1-4).

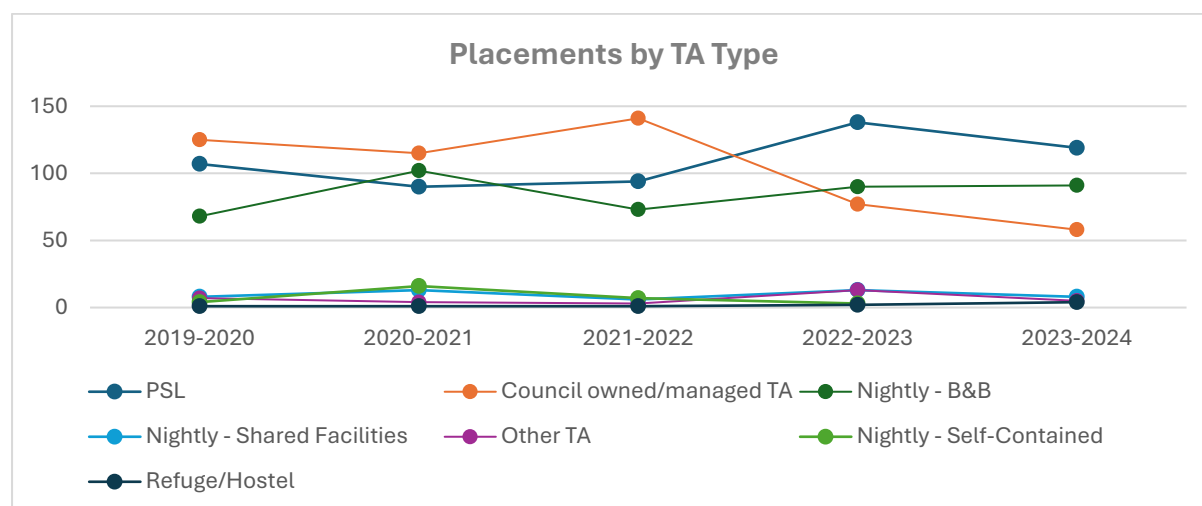
Temporary Accommodation

Over the last 5 years, 1,607 households were placed in Temporary Accommodation. The top 3 accommodation types used for placements were Private Sector Lease (PSL) (34%), Council owned/managed TA (32%) and Bed & Breakfast (B&Bs) (26%).

Mostly, Single Adults (58% -940) and Single Adults with Dependent Children (25% - 404) were placed in TA. The number of children in B&Bs has increased by 54%, from 39 in 2019/20 to 60 children in 2023/24. Notably, 86% of the households including all households with dependent children, spent less than 6 months across all types of temporary accommodation.

Despite the success in maintaining a reduced length of stay in TA, the Council spent on average £64,284.68 per year on B&B provision over the last 5 years. In 2021/22 the spending reached a peak of £78,106.48. However, a 26% reduction was achieved by the end of 2023/24, just below the spending level of 2019/20 (£58,795.46).

On occasion, the council can use its own housing stock as a means for temporary accommodation provision. However, this is a complex arrangement and only by exception when it can be clearly demonstrated that the ring fence between Housing Revenue Account activities and General fund activities (of which homelessness is) are clearly ringfenced. Increasing housing supply will continue to be a priority during the lifecycle of this strategy.



Placements in hostels and refuges have been very low, with 5 and 4 placements respectively. Almost half of the placements (4) were made recently in 2023/24. The low level of placements has been due to the work of the designated team of outreach support through the Rugby Pathways scheme (see below) coupled with specialist officers in the service finding accommodation for people experiencing domestic abuse.

Rough Sleeping

In Rugby, the average number of rough sleepers supported by the Council and its partners per month has increased fourfold, from 2 rough sleepers in 2021/22 to 10 in 2023/24.¹⁵

The latest release on Rough Sleeping Snapshot in England: autumn 2023, published in February 2024 shows that the number of people sleeping rough in a single night has increased regionally and nationally for a second year in a row. Although Rugby has experienced a reduction in the number of people sleeping rough on a single night which peaked 11 in 2019, the latest count of 13 rough sleepers at the time of developing this strategy shows that the number of rough sleepers has more than doubled since the last count in 2023 and has also exceeded the peak of 2019.

Rough sleeping on a single night in Autumn

	2019	2020	2021	2022	2023
N. Warwickshire	0	0	0	0	0
Nuneaton & Bedworth	8	6	1-4	3	10
Rugby	11	4	3	6	4
Stratford-on-Avon	6	4	1-4	4	2
Warwick	21	4	6	11	7
West Midlands	319	214	213	250	256
England	4,266	2,688	2,440	3,069	3,898

Based

on single night counts over the last 3 years in Rugby, the majority of rough sleepers are likely to be men, between 26-40 years of age and are mainly UK or EU nationals.

		Gender		Age				Nationality			
Year	Total	Men	Women	18-25	26-40	40+	Not known	UK	EU	Non EU	Not known
2022	6	5	1	0	1	5	0	4	2	0	0
2023	4	4	0	0	3	0	1	0	3	0	1
2024	13	13	0	1	9	3	0	4	5	1	3
Total	23	22	1	1	13	8	1	8	10	1	4
%		96	4	4	57	35	4	35	44	4	17

Services for Rough Sleepers

The Homelessness Awareness Panel made up of the Housing Service Outreach Team, statutory and voluntary organisations provide coordinated services for those found to be sleeping rough in the borough. The Panel meets regularly to discuss progress in terms of support and accommodation for rough sleeper clients.

The Council successfully secured £400K of Rough Sleepers Initiative funding for the period of 2022 to 2025. The funding has been a lifeline in redesigning existing and

¹⁵ The Ministry of Housing, Communities and Local Government (MHCLG) collects monthly data from local authorities via DELTA. This is designed to understand local authority progress against ending rough sleeping.

delivering new services that are crucial in keeping people safe, supported and off the streets. The following outcomes were achieved:

A proactive service for rough sleepers with a focus on early intervention and prevention. This involved the **restructure and expansion** of the Housing Outreach Team providing outreach, floating and accommodation support; and

A new **Rugby Pathway Scheme** (Outreach Team) for long term entrenched rough sleepers with complex needs. The Scheme is based on Housing First model with dedicated support to help a small cohort of rough sleepers at a time to transition into settled accommodation. To date, 33 rough sleepers have been supported into secure accommodation. The Council provides self-contained accommodation from its own stock on licence agreement to enable transition to independent living.

In addition **Next Steps Accommodation Programme (NASP)** part of ‘Everyone In’ initiative introduced during Covid pandemic helped fund a dedicated officer to help 15 rough sleepers remain off the street and into secure accommodation through person centred planning and support package to develop skills for independent living.

Securing further central government funding to ensure continuity of the support and building on the successes to date will be a priority during the course of this new strategy, as the increase in the number of rough sleepers is expected to continue in line with national trends.

In addition to the above, the newly created role for an Outreach Worker has been crucial in identifying opportunities for early interventions. Since April 2023, surgeries had been held at various locations managed by partner organisations including the Job Centre, Food Bank and Citizens Advice Centre which resulted in engagement with 135 service users.

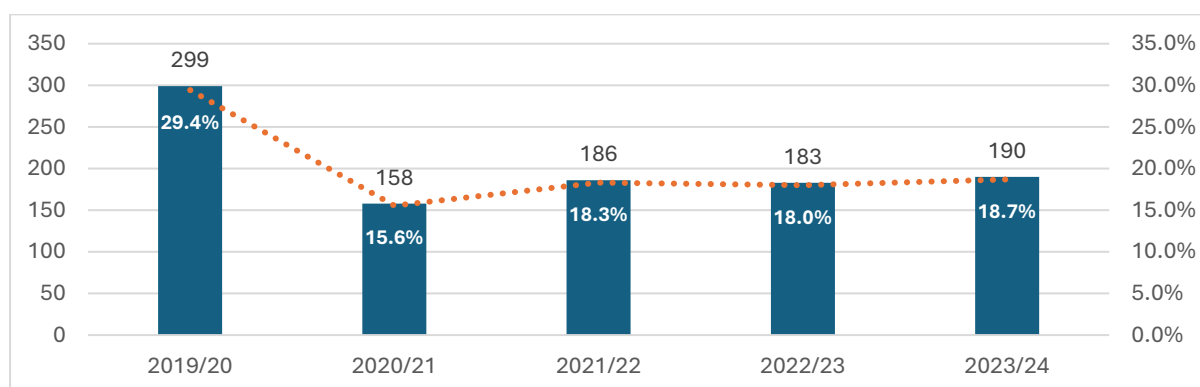
The Council’s Severe Weather Emergency Protocol (SWEP) provides emergency accommodation during severe weather. Also, winter placements are provided throughout winter months, during which individuals can access accommodation and support. This provides further opportunities to engage with most entrenched rough sleepers in the borough and closely support them in identifying long term solutions.

Action : The Council will seek to work in partnership to prevent rough sleeping as set out in the Action Plan ‘Partnership and Support’ (1-4)

Supporting those who are homeless or threatened with homelessness

54% (1,016) of the households owed a Duty had support needs. The majority of them had a history of mental health problems, followed by physical ill health and disability and at risk of or have experienced domestic abuse. A majority of the applicants were also either single adults or single parents with dependent children.

At 299 applicants, the number of households needing support reached its peak in 2019/20, which declined by -47% in 2020/21 (158). However, following an 18% increase between 2020/21 and 2021/22, the number of households owed a duty needing support remained steady and below 2019/20 level over the last 3 years.



The Council works with statutory and voluntary organisations to provide a range of services to households who are at risk of or are already homeless. The table on page 8 gives an overview of the services available from the Council and its partners which are delivered in the form of:

- **Advice and guidance:** information provided on the range of options available to service users in terms of housing, welfare benefits, skills, employment and getting specialist help.
- **Floating support:** for those who need support to manage and maintain their accommodation if it is at risk.
- **Accommodation based support** for homeless households with low to medium support needs, providing a short-term safe place and tailored support with an aim to secure longer-term suitable accommodation. This is available for both young people and those aged 25 years and over.
- **Financial Support** to eligible homeowners, private sector and housing association tenants to remain at home by providing various grants such as Disability Facilities Grant, Hospital Discharge Grants (hospital liaison officers have this budget), Home Safety Grants and Warm and Safer Homes Grants.

- **Financial support** to secure or help remain in existing accommodation by such as rent deposit, from homeless prevention fund for rent arrears, pay rent deposits.
- **Specialist support** for vulnerable groups such as people who have experienced or at risk of violence and abuse, people with substance misuse, ex-offenders and people with mental health problems and/or disabilities.
- **Dedicated resource** to support those who are sleeping rough including the provision of safe place in severe weather conditions and cold weather provisions
- **Housing Pathways Scheme** – interim accommodation and intensive support to help entrenched rough sleepers who may have experienced trauma and repeat homelessness come off the street.
- **Pathways for vulnerable groups** – to help prevent homelessness, transform lives and develop independent living skills by providing coordinated support. Cohorts include those with mental health and/or substance misuse problems, leaving criminal justice system and rough sleepers.
- **Outreach Team** - Rough Sleepers Solutions Officers work with people identified as sleeping rough by providing information, advice and arranging referral to support services.
- **Hospital Discharge** - County wide Hospital Liaison Officers working with hospital discharge teams and Housing Service to ensure patients who are homeless or at risk of homelessness have accommodation and/or support before discharge.

Services for households who are homeless or are threatened with homelessness		Service Level	Young People	Single Adults 25+	Families	Rough Sleepers	Special Need Groups
General advice & Support	Rugby Council Homelessness & Prevention Team	Local				√	√
	Rugby Citizens Advice Bureau	Local				√	√
	Housing Benefits Team	Local					
	Rugby Job Centre (DWP)	Local					
	P3 – Navigator Hubs for general advice and support	County				√	√
	Together SWiFT – for people with disabilities	County					√
	Doorway – supports homeless young people	County					
	Rugby Hope4 Centre	Local					
Accommodation based support	HEART financial assistance for aids and adaptations, improving home conditions and hospital discharge	County					
	Disability Facilities Grant- help homeowners carry out adaptations	Local					
	Hosing and Hospital Liaison Service	County					
Floating Support/ Outreach	Rugby Council Rough Sleeper Solution Officers	Local				√	
	Rugby Council Tenancy Coaches	Local					
	St Basils	County					
	Hospital Liaison Officer (Countywide)	County					
	Together – Disability Floating Support including Mental Health	County					√

	P3 – Floating Support	County					√
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Services for households who are homeless or are threatened with homelessness in Rugby

Services for households who are homeless or threatened with homelessness		Service Level	Young People	Single Adults 25+	Families	Rough Sleepers	Special Need Groups
Specialist Support	SWEP – Severe Weather Emergency Provision	Local				√	
	Cold weather provision	Local				√	
	RoSA – support for victims of sexual abuse or violence	County					√
	Blue Sky Centre Sexual Assault Referral Centre	County					√
	Futures Unlocked – support for ex-offenders	County					√
	Nacro (pre and post probation) – West Midlands	Regional					√
	Change, Grow, Live - recovery focused drug and alcohol services	County					√
	Rugby Wellbeing Hub for people with mental illness or impairment	Local					√
Supported Accommodation	Doorway	County					√
	Coventry and Warwickshire YMCA	County					
	Langley Trust – Ex offenders	County					
	Joy Homes in-borough supported accommodation	County					
	P3 – Young People Supported Accommodation	County					
	P3 – Accommodation based HRS Service for adults 25+ years	County					
	Rugby Housing Pathway – entrenched and repeat homelessness	Local					
General Need Accommodation	Housing Allocation Scheme for access to Social Rented Housing	Local					
	Rugby Council Private Sector Leasing Scheme	Local					

	Council Financial Assistance to help secure Private Rented housing	Local					
	Intermediate Home Products e.g. Intermediate Rent and Shared Ownership	Local					
	Financial assistance to help remain in existing accommodation	Local					

Our Priorities and Action Plan

This strategy identifies four key priority areas which will shape the way the Council will work with its partners to address homelessness in the borough. These priorities are informed by the homelessness evidence base, feedback from service users, members of staff and partners represented in the Rugby Homelessness Forum.

The priorities are focused on preventing homelessness, supporting households who are already homeless or threatened with homelessness and ensuring a range of options available to alleviate homelessness. Homelessness is complex and requires a multi-agency approach. Collaboration with partner agencies, such as Public Health to achieve positive health outcomes for homeless households who are more likely to experience health problems and inequality than the general population is key.¹⁶ We will deliver these priorities through our Action Plan as set out on page 35.

The Council will work with its partners in the following priority areas:

1. The prevention of homelessness

- Contract with Citizens Advice Bureau (CAB) providing money advice support for financial inclusion
- Ensuring support to access social housing and private sector accommodation is accessible to all key customer groups;
 - single people
 - support for rough sleepers
 - support for families
 - support for victims of domestic abuse
 - veterans and their families
- Housing services – tenancy coaches and tenancy sustainment work to ensure customers are tenancy ready and can sustain accommodation
- Work to prevent and relieve the main causes of homelessness in Rugby as identified in the evidence review (private sector accommodation and relationship breakdowns and eviction from relatives & family homes)
- Engagement with support providers and mental health services for vulnerable users
- Early engagement and open lines of communications with Registered Providers (RPs)
- Increasing supply and access to supported housing for young people
- Ensuring robust and effective delivery of the Joint Housing Protocol for homeless young people and care leavers
- Effective utilising our homelessness prevention grant to help customers to sustain their tenancy
- Mediation to prevent friends and family evictions including upstream prevention work (preventing negative outcomes before reaching crisis point)

¹⁶ Independent Investigation of the National Health Service Report - 2024

2. Tailored support for our most vulnerable clients

- Disabled Facilities Grant
- Rough sleepers
- Pathways customers and customers with complex needs
- Hospital discharge customers
- Prison release customers
- IDVA trained staff to provide support for DA & to access further support services
- Homes for Ukraine scheme
- Close liaison with the Home Office and Migration services
- Continued review of the pledge for Afghans, Syria & all asylum dispersal customers

3. Ensure that we enable a variety of accommodation options to meet specific customer needs

- Rent deposit & Rent in advance policy
- Acquisitions strategy and links to the corporate asset management strategy
- Strategic enabling with RP's and Homes England
- Landlords Forum & engagement with key stakeholders
- Work with housing providers to secure new housing developments & alternative accommodation options
- Keep the Private Sector Leasing scheme under review (PSL) based on housing and homeless service need
- Reciprocal arrangements with other LA's alongside county wide partnership working
- Review Housing Allocations policy biannually
- Ensure we are looking to increase social housing supply

4. work with our partners across the statutory and VCS to secure the best outcomes for clients

- Work collaboratively with all key partner agencies
- Citizens Advice Bureau
- Hope 4 and P3, providing support & assistance to vulnerable customers
- Working to support the Warwickshire authorities joined up Warwickshire homelessness strategy
- Public health, working with and supporting referrals from medical providers and hospital discharge cases
- Housing Related Support
- Setting up an internal officer group reviewing the strategies action plan & measuring its key objectives (annual review and assessment alongside an updated evidence base of service demand)
- Develop a collaborative action plan developed with the Councils key stakeholders

- Work with and support work with community groups and voluntary sector across the district, in line with governance reporting, annual review of our priorities and reviewing and measuring outcomes for households to help us measure success

Appendix 1

Rugby Homelessness Strategy 2025 – 2029 Action Plan

	Prevention of Homelessness	Target or Achieve by and responsible person
Action 1	Recruit an Early Intervention and Housing Options Apprenticeship using Homeless Prevention Grant Funding	Q1 2025 HABT Manager
Action 2	Develop a Rent Deposit Scheme	Q2 2025 HABT Manager & Team Leader
Action 3	Develop pathways for vulnerable groups including <ul style="list-style-type: none"> - Victims of domestic abuse - Ukraine and asylum dispersal cases - Rough sleepers 	Q3 2025 HABT Team Leader and supervisor
Action 4	Review young homelessness crisis pathway intervention and develop joined up approach with social services	Q1 2026 HABT Manager
Action 5	Continue to develop early intervention and long term recovery housing options for rough sleepers alongside our pathway accommodation model	Q3 2025 - HABT team leader and pathway supervisor
Action 6	Review team training and team development to prepare for upcoming legislation changes such as the Renters Reform Bill	Q2 2025 Service manager and Team Leader

	Provision of Accommodation	Target or Achieve By
Action 1	Draft and implement a Temporary Accommodation Policy	Q4 2025 HABT Manager
Action 2	Conduct a feasibility study on demand, potential sites and opportunities for in-borough hostel and supported accommodation provision for a range of special needs group with low to high support needs.	Q1 2027 HABT Manager
Action 3	Bring back units under Private Sector Leasing Scheme	Ongoing yearly action alongside needs of the service
Action 4	Complete acquisitions for additional social housing	30 per annum led by HABT Manager
Action 5	Conduct a review of Re-Designation of existing housing stock to meet housing need and demand	2027 – HABT manager and waiting list supervisor

Partnership and Support

Target or
Achieve
by

Action 1	Work collaboratively with Warwickshire councils to manage the reduction in supporting people funding on outreach homelessness services	Q1 2025 HABT Manager
Action 2	Work with the Warwickshire Councils and public health to agree an action plan for collaborative working to address health inequalities for those facing homelessness	Q2 2026 – HABT Manager
Action 3	Set up an internal officer group as a steering group to monitor delivery of key objectives and review latest challenges (meeting quarterly with annual review)	Q3 2025 HABT Manager
Action 4	Community engagement/ Service user consultation to inform annual review of the proposed strategy	Q4 of each year – HABT Manager & Team Leader

Create efficiencies

Target or
achieve
by

Action 1	Review processes to increase operational efficiency	Q4 each year alongside KPI data – HABT Manager
Action 2	Review IT requirements to increase operational efficiency	2025-2029
Action 3	Review reporting data and quality to increasingly use performance data to inform budgets and service delivery	Q3 2025 – HABT Manager
Action 4	Training plan for the team to ensure continuous development	2025-2029
Action 5	Seek to agree budget for a Housing Review and Quality Assurance Officer	Q1 2025 – HABT Manager
Action 6	Review and management out of hours provision	Q1 2025 – HABT Manager
Action 7	Continue to needs and demand of temporary accommodation provision including the reduction in the use of B&B	Each quarter review for each year of the strategy
Action 8	Develop a system for collecting data on homeless data to help inform future strategies, the quarterly and annual review of the action plan and operational service delivery	Each quarter review – by HABT Manager
Action 9	Create a sustainability plan to help ensure long term success of action plan initiatives	Yearly review by HABT Manager

Appendix 2

Statutory Homelessness Duties Explained

Local Authorities have a series of duties if a person meet the statutory definition of homelessness and are eligible for assistance

Irrespective of any duties owed and priority need, anyone seeking assistance will be provided with advice and support

Prevention Duty

Local authorities have a duty to take reasonable steps to prevent an applicant's homelessness.

The prevention duty is owed to all eligible applicants threatened with homelessness in the next 56 days, irrespective of 'local connection', 'priority need' or 'intentional homelessness'.

The duty is also owed where a valid Section 21 notice has been served which expires within 56 days.

The prevention duty may mean for example, negotiating with a landlord or family member, providing mediation, helping to reduce rent arrears, or securing alternative accommodation before a household becomes homeless.

Relief Duty

Local authorities have a duty to take reasonable steps to relieve an applicant's homelessness.

The relief duty is owed to all eligible applicants who are homeless, irrespective of 'priority need' or 'intentional homelessness'. At the Relief stage applicants with no 'local connection' to the local authority where they have made their request for homelessness assistance can be referred to a 'local authority where they do have a 'local connection'.

If the local authority has reason to believe the applicant is in priority need, it may have a duty to provide interim accommodation during the relief duty.

The duty lasts up to 56 days but may be extended if no main duty is owed.

The relief duty may mean for example, helping an applicant to secure housing in the private sector with tenancy for 6 or more

Main Duty

The main duty is owed to applicants whose homelessness has not been prevented or relieved, who are homeless through no fault of their own, and who are in priority need.

It places a duty on the local authority to secure an accommodation for their occupation until the Duty is ended. That duty is ended successfully when an applicant accepts an offer of social housing or a private rented tenancy for 12-months. The main duty can end unsuccessfully if for example the applicant abandons or loses their temporary accommodation provided to meet the main duty; refuses a suitable offer of accommodation or ceases to be eligible.

Applicants who are in priority need but are intentionally homeless may receive advice and assistance, and temporary accommodation for a short period of time whilst they make alternative

Key Terms

- **Eligibility** for homelessness assistance depends on immigration and residence status. Different rules apply for British and Irish nationals, and for people from abroad.
- A **Section 21** eviction notice is a legal route through which landlords can evict tenants who have an assured shorthold tenancy.
- People in **priority need** include those who are: pregnant or have children; care leavers aged 18 to 21; aged 16 or 17 and not owed a Children Act duty; homeless as a result of domestic abuse; homeless due to flood, fire or other disaster; and those deemed by the local authority to be 'vulnerable' due to, for example, mental or physical disabilities, old age, having been in custody or the armed forces.
- **Duty to Refer** Homelessness Reduction Act 2017 places a duty on specified public authorities to refer service users who they think may be homeless or threatened with homelessness to local authority homelessness/housing options teams. This is designed to encourage public authorities to work together and build strong partnerships to intervene and prevent homelessness by considering the housing needs of their service users.

Disclaimer

Local Authorities report detailed information on homelessness applications to the Ministry of Housing, Communities and Local Government (MHCLG) through Homelessness Case Level Information Collection (H-CLIC).

Government Homelessness Statutory Statistical Releases are based on these submissions. Data used in this strategy detailing homelessness activities and homeless applicants are mostly based on the above statistical releases.

However, where the above source is cited in this strategy, the data should be treated with caution as the statistical submission to government for Rugby Borough Council 2021/22 does not appear to have collated. The most likely reason for this is the pressures brought about by the covid 19 pandemic and the reallocation of resource to manage the emergency response. It is believed the absence of this data has not distorted the overall homeless picture and efforts over the next 12 months by the housing steering group will be taken to try and extrapolate information from IT systems to obtain this data.

To compensate for the missing data and enable an overview of the level of homelessness and relevant activities in Rugby over the last 5 years, the average of 2022/23 and 2023/24 data has been used.

EQUALITY IMPACT ASSESSMENT (EqIA)

Context

1. The Public Sector Equality Duty as set out under section 149 of the Equality Act 2010 requires Rugby Borough Council when making decisions to have due regard to the following:
 - eliminating unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Act,
 - advancing equality of opportunity between people who share a protected characteristic and those who do not,
 - fostering good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.
2. The characteristics protected by the Equality Act are:
 - age
 - disability
 - gender reassignment
 - marriage/civil partnership
 - pregnancy/maternity
 - race
 - religion/belief
 - sex/gender
 - sexual orientation
3. In addition to the above-protected characteristics, you should consider the crosscutting elements of the proposed policy, such as impact on social inequalities and impact on carers who look after older people or people with disabilities as part of this assessment.
4. The Equality Impact Assessment (EqIA) document is a tool that enables RBC to test and analyse the nature and impact of what it is currently doing or is planning to do in the future. It can be used flexibly for reviewing existing arrangements but in particular should enable identification where further consultation, engagement and data is required.
5. The questions will enable you to record your findings.
6. Where the EqIA relates to a continuing project, it must be reviewed and updated at each stage of the decision.
7. Once completed and signed off the EqIA will be published [online](#).
8. An EqIA must accompany all **Key Decisions** and **Cabinet Reports**.
9. For further information, refer to the EqIA guidance for staff.
10. For advice and support, contact:
Rebecca Ewers
Corporate Equality & Diversity Officer
rebecca.ewers@rugby.gov.uk
01788 533509

Equality Impact Assessment

Service Area	Housing Advice and Benefits
Policy/Service being assessed	Rugby Homelessness Strategy 2025-30
Is this a new or existing policy/service? If existing policy/service please state date of last assessment	New proposed strategy
EqlA Review Team – List of members	Daniel Khan, Elaine Howard and Weronika Krakowiak
Date of this assessment	23/01/2024
Signature of responsible officer (to be signed after the EqlA has been completed)	Daniel Khan

A copy of this Equality Impact Assessment report, including relevant data and information to be forwarded to the Chief Officer for Legal and Governance.

Details of Strategy/ Service/ Policy to be analysed

<u>Stage 1 – Policy to be analysed</u>	
(1) Describe the main aims, objectives and purpose of the Strategy/Service/Policy (or decision)?	<p>The proposed strategy has for aims as follows:</p> <p>Prevention of homelessness – early intervention and support to help service users remain in their existing home and reduce the number of approaches to the Housing Service to households who are actually homeless.</p> <p>Tailored support for our most vulnerable clients – work with partners to provide bespoke support to access relevant services and work with service users to develop and maintain independent living skills.</p> <p>A variety of accommodation options to meet specific customer needs – deliver a range of housing options in both the social and private housing rented sectors.</p> <p>Work with our partners across the statutory and VCS to secure the best outcomes for clients – strengthen partnership working especially with Public Health to pool resources and co-ordinate services to overcome health inequalities and gain positive outcomes for the service users.</p>

<p>(2) How does it fit with Rugby Borough Council's Corporate priorities and your service area priorities?</p>	<p>The proposed strategy fit with the following Corporate Priorities:</p> <p>A Fair Rugby, as the strategy seeks to reduce inequalities by preventing and relieving homelessness for those who are or at risk of becoming homeless. It also improves property conditions and brings back empty homes back into use through the Private Sector Leasing Scheme providing accommodation for those accepted as owed a homelessness duty.</p> <p>A Healthier Rugby, one of the priority of the proposed strategy is to prevent homelessness by intervening early before households reach crisis point. It will also continue to contribute towards A Healthier Rugby through</p> <ul style="list-style-type: none"> - The proposed recruitment of a homelessness Intervention Officer - Planned collaboration with Warwickshire Public health on reducing health inequalities; and - Other existing frameworks including Housing & Hospital Liaison and coordinated multi agency support for the cohort to achieve positive health outcomes for those who are homeless or at risk of homelessness.
<p>(3) What are the expected outcomes you are hoping to achieve?</p>	<p>The strategy Action Plan 2025-30 will be reviewed annually and the outcomes it aims to achieve include:</p> <ul style="list-style-type: none"> - Reduced homelessness through early interventions - Positive health outcomes and access to health services through close working relationship with Warwickshire Public Health - Better support for vulnerable groups through co-ordinated services with internal and external partners.
<p>(4) Does or will the policy or decision affect:</p> <ul style="list-style-type: none"> • Customers • Employees • Wider community or groups 	<p>The strategy seeks to work in partnership with key stakeholders to build on its successes and continue to provide advice, support and a range of housing options to those assessed as homeless or threatened with homelessness. The proposed strategy priorities and its Action Plan will not affect any groups.</p>

Appendix 2

(5) Will the policy or decision involve substantial changes in resources?	A recruitment of Early Intervention Officer and Housing Options Apprenticeship. The costs will be using Homelessness Prevention Grant, a yearly funding received from the Government to run homelessness services. The housing service will continue to seek other funding available from the Government such as Rough Sleepers Initiative.
<u>Stage 2 – Evidence about user population and consultation</u>	As a minimum you must consider what is known about the population likely to be affected which will support your understanding of the impact of the policy, e.g. service uptake/usage, customer satisfaction surveys, staffing data, performance data, research information (national, regional and local data sources).

(1) What does the data tell you about the groups this policy or decision impacts?

Possible data sources:

- national statistics/census data
- local statistics
- evaluations
- analysis of complaints
- user feedback
- outcomes from consultation/community voice
- Council published information, service data
- [District and Ward Profile – Warwickshire Observatory](#)
- [Office of National Statistics](#)
- [Fingertips health profiles](#)
- [Indices of Multiple Deprivation](#)
- [RBC Annual Workforce Equality Report](#)

Data from the last 5 financial years have been used to inform the proposed strategy using internal and external sources mainly, the Council's case management system Jigsaw and government annual Statutory Homelessness Statistical Releases.

The number of households who are statutorily homeless (assessed as homeless or threatened with homelessness within 56 days) have remained steady over the last 4 years between 311 and 349 households. Notably, this is lower than 546 households recorded in 2019/20. This is consistent with Councils across the County which experienced higher cases of homelessness during the Covid-19 pandemic.

Majority (86%) of the households approached the Council when they were already homeless as opposed to when their circumstances were at preventative stage (36%). The top 3 reasons for loss of last settled home or threat of homelessness were due to –

- Family or friends no longer willing or able to accommodate (30%),
- End of private rented assured shorthold tenancy (20%), and
- Domestic abuse (12%).

Households accepted as Statutorily Homeless were mostly:

- Between 24-34 years old (29%), followed by 18-24 (22%) and 35-44 (22%) year olds,
- UK nationals (85%). Over the last 2 years there has been a 10% drop in this group whilst main applicants with both EEA and non-EEA nationalities increased by 41% and 24% respectively. An increase of 9 applicants in both EEA and non-EEA nationalities.
- White (84%),
- Single adult (61%), and
- Registered unemployed (38%). 29% were either in full or part-time employment.

The table overleaf provides a profile households accepted as statutorily homeless over the last 5 years. Please note the 2021/22 data is not available from the government statistical returns.

Appendix 2

Profile		2019/20 to 2023/24	% of Total	2022/23	2023/24	% Change
Age	16-17	13	0.8	7	1	-85.0
	18-24	345	22.4	73	72	-1.3
	25-34	452	29.3	101	87	-13.8
	35-44	351	22.8	82	85	3.6
	45-54	199	12.9	41	53	29.2
	55-64	127	8.2	31	28	-9.6
	65-74	40	2.6	10	6	-40
	75+	14	0.9	3	4	33.3
	Not known	1	0.1	1	0	-100
Nationality	UK	1311	85.0	290	259	-10.6
	EEA	124	8.0	22	31	40.9
	Non-EEA	104	6.7	37	46	24.3
	Ireland	3	0.9	0	0	0
Ethnicity	White	1281	83.7	277	266	-3.9
	Black / African / Caribbean / Black British	99	6.4	21	28	33.3
	Mixed / Multiple ethnic groups	81	5.2	26	17	-34.6
	Asian / Asian British	39	2.5	14	15	7.14
	Not known	24	1.5	5	3	-40
	Other ethnic groups	18	1.1	6	7	16.6
Household Type	Single adult	946	61%	224	198	-11.6%
	Single parent with dependent children	421	27%	100	93	-7%
	Couple with dependent children	95	6%	16	27	68.7%
	other	80	5%	9	18	100%

Appendix 2

Profile		2019/20 to 2023/24	% of Total	2022/23	2023/24	% Change
Main Status	Work					
	Registered unemployed	585	37.9	124	149	20.1
	Full-time work	262	16.0	61	48	-21.3
	Part-time work	203	13.1	53	35	-33.9
	Not working - long-term illness / disability	197	12.7	37	49	32.4
	Not seeking work / at home	100	6.4	16	21	31.2
	Not registered unemployed - seeking work	47	3.0	6	6	0
	Retired	37	2.3	10	7	-30
	Student / training	13	0.8	3	2	-33.3
	Other	71	4.6	31	17	-45.1
	Not known	27	1.7	8	2	-75
	Rough sleeping					
	The average number of rough sleepers supported by the Council and its partners per month has increased fourfold, from 2 rough sleepers in 2021/22 to 10 in 2023/24.					
	Rough Sleeping Snapshot in England 2023, shows that the number of people sleeping rough in a single night has increased regionally and nationally for a second year in a row. Although Rugby has experienced a reduction from 11 in 2019 to 4 in 2023, the latest count of 13 rough sleepers at the time of developing this strategy shows that the number of people sleeping rough has more than doubled since the last count in 2023 and has also exceeded the peak of 2019.					
	Based on single night counts over the last 3 years in Rugby, the majority of rough sleepers are likely to be men, between 26-40 years of age and are mainly UK or EU nationals.					

Appendix 2

	<p>Rough sleeping snapshot 2022-2024</p> <table> <tr> <th rowspan="2">Year</th><th rowspan="2">Total</th><th colspan="2">Gender</th><th colspan="4">Age</th><th colspan="4">Nationality</th></tr> <tr> <th>Men</th><th>Women</th><th>18-25</th><th>26-40</th><th>40+</th><th>Not known</th><th>UK</th><th>EU</th><th>Non EU</th><th>Not known</th></tr> <tr> <td>2022</td><td>6</td><td>5</td><td>1</td><td>0</td><td>1</td><td>5</td><td>0</td><td>4</td><td>2</td><td>0</td><td>0</td></tr> <tr> <td>2023</td><td>4</td><td>4</td><td>0</td><td>0</td><td>3</td><td>0</td><td>1</td><td>0</td><td>3</td><td>0</td><td>1</td></tr> <tr> <td>2024</td><td>13</td><td>13</td><td>0</td><td>1</td><td>9</td><td>3</td><td>0</td><td>4</td><td>5</td><td>1</td><td>3</td></tr> <tr> <td>Total</td><td>23</td><td>22</td><td>1</td><td>1</td><td>13</td><td>8</td><td>1</td><td>8</td><td>10</td><td>1</td><td>4</td></tr> <tr> <td colspan="2">%</td><td>96</td><td>4</td><td>4</td><td>57</td><td>35</td><td>4</td><td>35</td><td>44</td><td>4</td><td>17</td></tr> </table>											Year	Total	Gender		Age				Nationality				Men	Women	18-25	26-40	40+	Not known	UK	EU	Non EU	Not known	2022	6	5	1	0	1	5	0	4	2	0	0	2023	4	4	0	0	3	0	1	0	3	0	1	2024	13	13	0	1	9	3	0	4	5	1	3	Total	23	22	1	1	13	8	1	8	10	1	4	%		96	4	4	57	35	4	35	44	4	17
Year	Total	Gender		Age				Nationality																																																																																					
		Men	Women	18-25	26-40	40+	Not known	UK	EU	Non EU	Not known																																																																																		
2022	6	5	1	0	1	5	0	4	2	0	0																																																																																		
2023	4	4	0	0	3	0	1	0	3	0	1																																																																																		
2024	13	13	0	1	9	3	0	4	5	1	3																																																																																		
Total	23	22	1	1	13	8	1	8	10	1	4																																																																																		
%		96	4	4	57	35	4	35	44	4	17																																																																																		
<p>(2a) Have you consulted or involved those groups that are likely to be affected by the strategy/ service/policy you want to implement?</p> <p>If yes, please state which groups were involved in the consultation and what were their views and how have their views influenced the policy/decision?</p>	n/a																																																																																												
<p>(2b) If you have not consulted or engaged with communities that are likely to be affected by the policy/decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary.</p>	<p>To inform the proposed strategy, the Council has consulted with grassroots agencies, statutory partners and members of the Rugby Homelessness Forum extensively who closely work with communities and vulnerable groups. Feedback from stakeholders and available data on service users shaped the strategy. The proposed Action Plan includes actions for Year 1.</p> <p>Regular annual reviews will be undertaken during the lifespan of the proposed strategy. This will include community engagement and service user consultations. Proceeding Action Plans will reflect outcome of the reviews and implemented over the lifetime of the strategy.</p>																																																																																												

Stage 3 – Analysis of impact			
<p>(1) Protected Characteristics From your data and consultations is there any positive, adverse or negative impact identified for any particular group, which could amount to discrimination?</p> <p>If yes, identify the groups and how they are affected.</p>	Protected Characteristic	Nature of Impact Positive, Neutral, Adverse (explain why)	Extent of impact Low, medium, high
	Age	Positive No discriminatory impact identified, all approaches are assessed and given advice and support dependent upon outcomes of the assessments. The proposed strategy and Action Plan seeks to prevent and relieve homelessness with co-ordinated services esp for most vulnerable groups.	Medium
	Disability	As above	As above
	Sex	As above	As above
	Gender reassignment	As above	As above
	Marriage/civil partnership	As above	As above
	Pregnancy/maternity	As above	As above
	Race	As above	As above
	Religion/belief	As above	As above
	Sexual Orientation	As above	As above

Appendix 2

(2) <u>Cross cutting themes</u> (a) Are your proposals likely to impact on social inequalities e.g. child poverty, geographically disadvantaged communities? If yes, please explain how?	Description of impact	Nature of impact Positive, Neutral, Adverse (explain why)	Extent of impact Low, medium, high
	Socio-economic e.g.: child poverty, income level, education level, working hours/occupation, family/social support, access to good nutrition	Positive Multi-agency approach to tackling homelessness in Rugby will involve referrals to support services, advice and support to develop independent living skills such as budgeting and income maximisation. Focus on increased partnership working with Warwickshire Public Health will enable address health inequalities and positive outcomes for service users.	Medium

Appendix 2

	<p>Environmental e.g.: housing status, transport links, geography, access to services, air quality, noise pollution</p>	<p>Positive As part of the proposed strategy, the Council will continue to explore and provide a range of housing options for its service users. The Private Sector Leasing Scheme, acquisitions and the Rugby Pathway are examples of schemes that help increase housing supply and support most vulnerable groups to move on to settled homes. The Severe Extreme Weather Provision (SWEP) Policy also helps provide winter placements and support to those sleeping rough. It provides opportunities to engage with this cohort to provide additional support and/or refer to relevant services.</p>	<p>Medium</p>
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Appendix 2

<p>(3) Using the information gathered in stages 2 and 3, what will the positive impact of the strategy/policy be on equality?</p>	<p>Over the last 5 years, 54% (1,016) of the households assessed as statutorily homeless had support needs. The majority of them had a history of mental health problems, followed by physical ill health and disability and at risk of or have experienced domestic abuse. A majority of the applicants were also single adults (61% - 933).</p> <p>The proposed strategy embodies partnership working and coordinated services especially for those who are most vulnerable. The outcome of the recently reviewed Allocations Policy also underpins this by allocating highest band to homeless applicants to whom the Council has a duty find a secure home. The Policy also takes into consideration sex overcrowding due to a child over the age of 10 but not yet 16 who is transitioning and is receiving specific medical treatment.</p>
<p>(4) Are there any obvious barriers to accessing the service? If yes, how can they be overcome?</p>	<p>n/a</p>
<p>(5) What Equality Monitoring Data will be collected to analyse impact? How will the Equality Monitoring Data collected be used?</p> <p>If no Equality Monitoring Data is being collected, why not?</p> <p>For support with this section, please refer to the Equality Monitoring Guidance.</p>	<p>More than a thousand households approach The Housing Advice & Benefits Team for advice and/or support re homelessness every year. Initial assessments are completed for everyone who approaches the service, as part of which equality data are also collected.</p> <p>Data on all protected groups are collected and used to determine targeting resources and in government data submissions.</p>
<p>(6) Complete this section if any medium or high adverse impacts were identified in 3.1.</p> <p>Outline any actions that will be taken to mitigate the negative impacts identified in 3.1 to ensure that no discrimination is taking place.</p>	<p>n/a</p>

<u>Stage 4 – Action Planning, Review and Monitoring</u>	
<p>(1) Data analysis What does feedback from Equality Monitoring Data gathered tell you about impact on groups? Were there any unforeseen impacts (positive or negative)?</p> <p>The feedback/data should be used to inform your Action Plan in (2)</p>	<p>Reliable data is crucial in understanding the level of homelessness in the borough, communities affected, identifying needs and measuring performance. Over the last 5 years, data reported via MCHLG Homelessness Case Level Information Collection (H-CLIC) included missing data.</p> <p>Missing data can impact on performance management, service improvement and delivering proactive and responsive that addresses needs of the service users.</p>

If No Further Action is required then go to – Review and Monitoring

(2) Action Planning – Specify any changes or improvements that can be made to the service or policy to mitigate or eradicate negative or adverse impact on specific groups, including resource implications.

EqlA Action Plan

Action	Lead Officer	Date for completion	Resource requirements	Comments
Staff refresher training to improve homelessness data collection and recording	Elaine Howard	2025 – 2029 continuous	Existing resources	This is to address missing data, if significantly high can affect service provision and understanding of issues.
Community engagement/ Service user consultation to inform annual review of the proposed strategy	Daniel Khan	2025-2026	Existing resources	Ensure service provision reflects local needs.

Appendix 2

	Action	Lead Officer	Date for completion	Resource requirements	Comments
	Review reporting data and quality to increasingly use performance data to inform budgets and service delivery	Daniel Khan	End 2025	Existing Resources	Embed and promote data led decision making and service delivery
	Seek to agree budget for a Housing Review and Quality Assurance Officer	Daniel Khan	End 2025	Business Case	As above
<p>(3) Review and Monitoring</p> <p>State how and when you will monitor policy and Action Plan. Will you make any changes to the Equality Data that you are collecting or how you are collecting/using the data?</p>	<p>The Rugby Homelessness Forum and the proposed Housing Steering Group will monitor the recommended Action Plan quarterly and review the plan annually to reflect any developments and changes in legislations, practices and local service needs. Yearly reviews and updating of the Action Plan will also be completed in consultation with the portfolio holder for Housing and Communities.</p> <p>The Housing Advice and Benefits Team collects equality data from all households who approach the service with regards to homelessness. If budget agreed, the proposed Housing Review and Quality Assurance Officer will review housing data collections and submissions. The role will also ensure that the equality data are captured as per relevant guidance.</p>				

Please annotate your policy with the following statement:

‘An Equality Impact Assessment on this policy was undertaken on 23/01/2025 and will be reviewed on 23/01/2026