

Appendix A: Review of Homelessness in Northampton (2019)



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The Strategy is based on the results of a review of homelessness in Northampton. This review was undertaken in October – November 2019.

The purpose of the review of homelessness is to:

1. Examine current levels of homelessness and housing need using available information. To include a breakdown of the causes of homelessness and of the households that become homeless and to consider if certain groups or types of household are at higher risk of homelessness or require specific intervention.
2. Identify current provision in the area; mapping services and activities and the resources available to the Council and its statutory and voluntary partners to prevent and relieve homelessness.
3. From the findings of 1 and 2, try to identify gaps and weaknesses in the provision currently available and estimate likely future levels of homelessness.

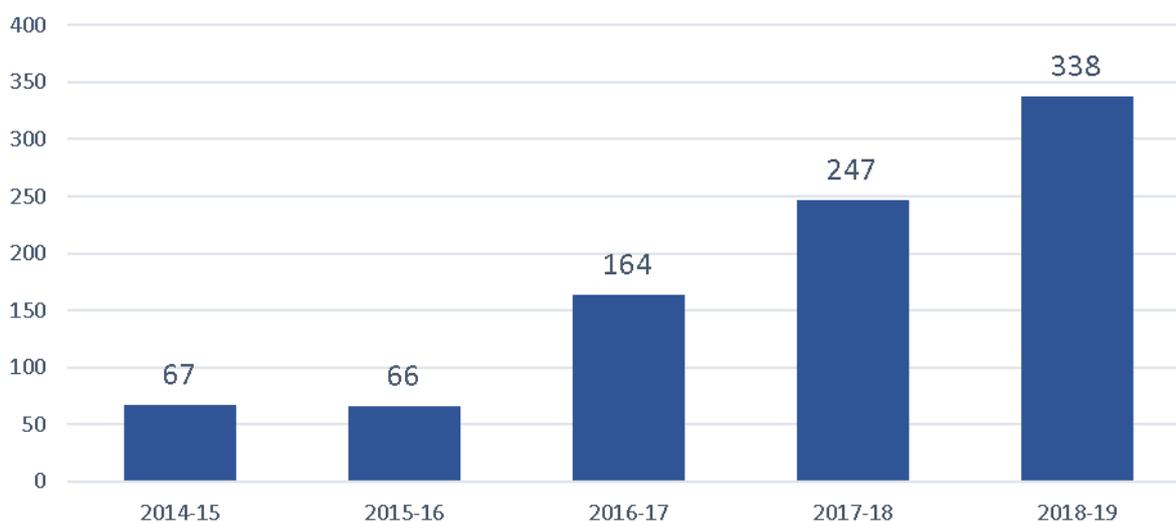
These findings will then help to inform the strategic objectives and action plan of the Homelessness and Rough Sleeping Strategy.

Main Duty Acceptances



1

Households in temporary accommodation



2

The two graphs above show main duty homeless acceptances and numbers in temporary accommodation over the past 5 years. The 2018-19 figure for accepted cases is far lower than previous years, but this figure was reported under the new duties of the Homelessness Reduction Act 2017, which came in to force on 3rd April 2018. Main duty acceptances still have equivalent criteria, but the process of reaching that point has changed as new additional duties can delay a main duty decision. Therefore, the lower figure for 2018-19 is likely to be at least partially due to a lag in accepted cases being reported.

¹ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness> - Table 784, and Corporate Performance Monitoring 2018-19

² Same sources as 1

TA Numbers support that idea, as they have continued to increase, reaching 338 by March 2019. This is more than 5 times the figure from the end of 2015-16 (66). Of the 338 households in TA at that time, 87% of them were accommodated under the Homelessness Reduction Act, with a small number of legacy cases remaining in TA.

TA Numbers Per 1000 Households ³	2014-15	2015-16	2016-17	2017-18
Northampton	0.73	0.71	1.73	2.57
East Midlands	0.35	0.39	0.52	0.63
England	2.85	3.12	3.32	3.44

The table above compares TA Numbers Per 1000 Households against national and regional figures. Equivalent 2018-19 data is not available. Northampton's most recent figure (2017-18) is lower than England but substantially higher than the East Midlands region.

Type of Temporary Accommodation ⁴	2014-15	2015-16	2016-17	2017-18	2018-19
Bed and breakfast (including shared annexe)	20	33	116	51	25
Hostels	-	-	--	--	
LA/HA stock	47	33	48	60	60
Other types (including private landlord)	-	-	--	136	252

The breakdown of TA numbers above, shows how these households are accommodated. There has been success in reducing numbers in B&B and increasing the amount of Council stock used as TA. However, the large increase in TA numbers has led to far higher use of self-contained nightly paid accommodation (252 households, 75% of TA). This growth, and the associated costs, are addressed in detail in the Temporary Accommodation Action Plan 2019.

Rough Sleeping

³ P1E Data – Live Tables on Homelessness

⁴ P1E Data/ Corporate Performance Monitoring

ROUGH SLEEPERS COUNT⁵	2014	2015	2016	2017	2018	2019
TOTAL	19	25	14	13	26	28
% CHANGE FROM PREVIOUS YEAR	111	32	-44	-7	100	8
NUMBERS IN NIGHT SHELTER ON THE NIGHT OF THE COUNT				11	17	14

Each year, we carry out an Annual Rough Sleepers Count in accordance with government criteria and guidance. The most recent Count took place at the end of November 2019. For the Count, rough sleepers are defined as: ‘People sleeping, about to bed down (sitting on / in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations or “bashes”).’

The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers. It does not include people who were rough sleeping in the area on a previous night or earlier in the evening but who were not there at the time of the Count. It does not include people wandering around, or empty sleeping sites. However, since the opening of Northampton’s Nightshelter in 2017 we have separately recorded the numbers in the Shelter on the night of the count.

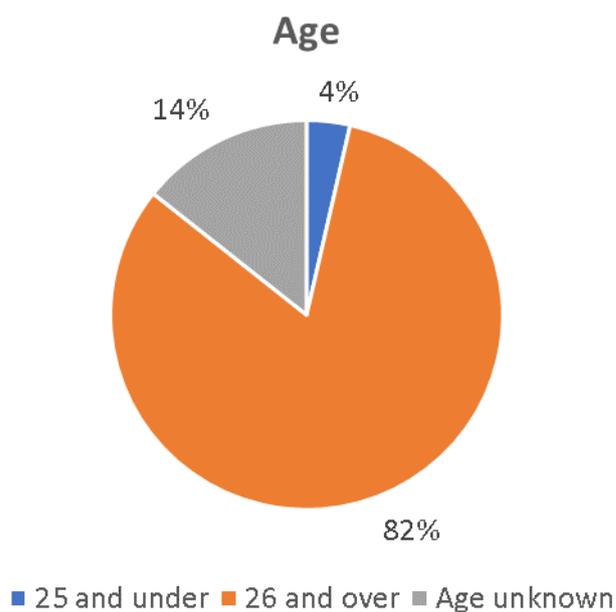
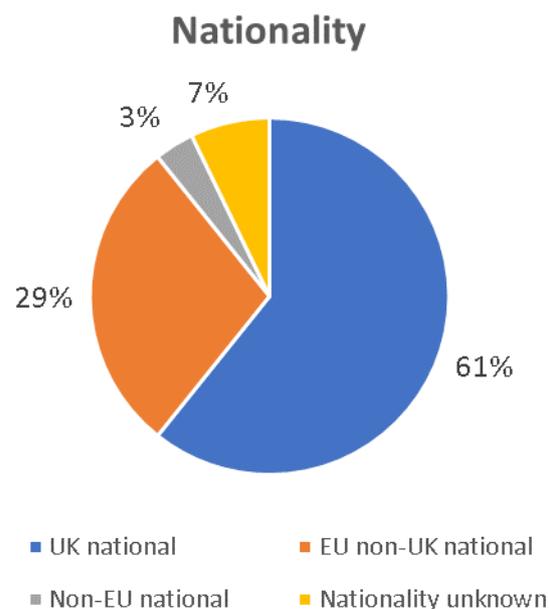
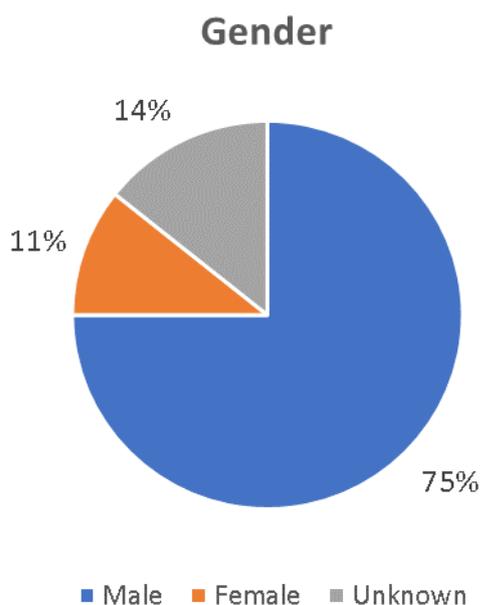
In the first 18 months, 220 homeless men spent an average of three weeks in the Nightshelter, and a total of 24 women were provided with emergency housing to prevent them from sleeping rough. Almost two thirds of these men, and most of these women, were helped to move on into settled accommodation.

2018-19	Q1	Q2	Q3	Q4
Number of referrals that are accepted by the Nightshelter	38	58	45	54
Number of people moved on successfully from the Nightshelter	19	29	27	17

The Rough Sleeping Count figure for 2018 showed a large increase from previous years, double the 2017 figure, and with more people using the Nightshelter. The 2019 Count number increased to 28 people. Most of these people were already known to our service. However, we recognise that the Count is only a snapshot figure. From intelligence gathered by street outreach teams as well as information from the public and local rough sleeping services, it is estimated that there are 50-60 people sleeping rough in Northampton on any one night.

⁵ MHCLG - <https://www.gov.uk/government/collections/homelessness-statistics#rough-sleeping>

Profile of Rough Sleepers - 2019 Count



The charts show the recorded gender, age, and nationality of the 28 people in the 2019 Rough Sleepers's Count. The data suggest the typical rough sleeper in Northampton is a British male over 26 years of age, though 8 of the recorded rough sleepers were EU nationals.

Support Needs – Rough Sleepers

Of the 51 people who are regularly sleeping rough in Northampton, the youngest is 23 and the oldest is 61. After identifying and assessing their needs, we have established that:

- 38 (75%) have mental health problems
- 34 (67%) have offending behaviour
- 26 (51%) have drug problems
- 22 (43%) have alcohol problems

We have also established that, of the 51 people who are regularly sleeping rough in Northampton:

- 3 do not fit within any of the above categories
- 1 fits within one of the above categories
- 14 fit within two of the above categories
- 30 fit within three of the above categories
- 3 fit within all four of the above categories

People who are staying in Northampton's Emergency Nightshelter

Although the men booked into the Nightshelter are not sleeping rough, they have a profile that is similar to the 51 people who do regularly sleep rough in Northampton.

The youngest person is aged 24 and the oldest person is aged 63.

Of the 18 guests in the Nightshelter:

- 15 are alcohol and/or drug dependant
- 11 have a diagnosed mental health condition
- 13 have a criminal conviction

Furthermore, of the 18 guests in the Nightshelter:

- 1 does not fit into any of the above categories
- 4 fit within one of the above categories
- 13 fit within two or more of the above categories

This information is clear evidence about the high level of need amongst rough sleepers in Northampton. Addressing these needs will be an important factor in a) helping people to access accommodation, but also b) to help those currently unable to do that manage better and access services they need regardless of their housing situation .

The provision of treatment for addiction and mental health will be key, and how these services interact with outreach and day centres. Information from local partners has also

highlighted the importance of improving the help available to access training and employment for rough sleepers and single homeless. All of the evidence gathered emphasises the need to offer a holistic support system for rough sleepers, day and night, to begin the transition of moving off the street. The Strategy will need to consider this provision and how it can be improved, and where it will be delivered.

Specific Client Groups

In addition to the identified rough sleepers, the council is aware of up to 25 Eastern Europeans who sleep in makeshift shelters or tent encampments on the outskirts of Northampton. The profile of rough sleepers from annual Counts also shows a consistent sizeable minority of EU nationals sleeping rough. The Strategy must consider how to improve engagement with these groups, for example through specialist intervention or services to address any language barrier.

This is an overview of households in Northampton who have a level of housing need that may make them more likely to become homeless or face the threat of homelessness. In addition this section contains relevant data about the local housing market.

Housing Needs Register⁶

	2013	2014	2015	2016	2017	2018
Number of Households on Register	3034	2093	2929	4100	2968	2,753

The total number of households on the Housing Needs Register in 2018 was broadly similar to the level in 2013, albeit the intervening years have seen large fluctuations. Typically, 50-60% of households on the Register have a 1 or 2 bedroom housing need.

Benefit Claims

Housing Benefit Claimants⁷

	Dec-14	Dec-15	Dec-16	Dec-17	May-18
Total Number of Claimants	16,647	15,841	14,716	14,026	13,956

	Tenure Type		Passported Status	
	Social Rented Sector	Private Rented Sector	Passported	Non-Passported (Standard Claims)
May 2018 - All HB claimants				
13,956	10,142	3,809	8,340	5,563

Figures from MHCLG show how housing benefit caseloads have changed in Northampton up to May 2018 (the latest figures available). The total number has reduced, but this will be partially due to the introduction of Universal Credit, which will eventually replace housing benefit. The vast majority of claimants in May 2018 were renting in the social rented sector (73%). However, there were still nearly 4000 claimants in the PRS, who have lower security of tenure and may be more likely to face the threat of eviction. They are also more exposed to the welfare reforms and any benefit freezes announced by central government.

⁶ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-rents-lettings-and-tenancies> - Table 600

⁷ <https://www.gov.uk/government/statistics/housing-benefit-caseload-statistics>

The total number of claimants (13,056) represents approximately 15% of all households in Northampton.

The table below shows how many households in Northampton have had the ‘Bedroom Tax’ applied, officially known as the Spare Room Subsidy Reduction. This is for social housing tenants of working age who are judged to be under-occupying their property. 872 households were affected by the Bedroom Tax in May 2018. The average reduction in their housing benefit was £16.24 per week.

Spare Room Subsidy Reduction (Bedroom Tax)

Not applied	Applied	Applied - average HB reduction amount
9,274	872	£16.24

Benefit Cap Households⁸

	Total	Up to £50	£50.01 to £100	£100.01 to £150	£150.01 to £200	£200.01 to £250	£250.01 to £300
Cumulative 2013-2019	734	414	197	77	25	7	9
February 2019	239	143	70	21			

In February 2019 there were 239 households in Northampton who had their benefits capped. This number will include some households who are already accepted homeless cases and are currently living in temporary accommodation.

Cumulatively, since the Benefit Cap was introduced in April 2013, 734 households have been capped at some point. The table above shows the amounts these households have had their Housing Benefit (or housing costs element of Universal Credit) reduced by, in order for their benefits to meet the cap. Over 100 households had reductions in their Housing Benefit of over £100. For any households in temporary accommodation this will make it far more difficult for them to move on to settled accommodation. For existing social or private rented tenants it will increase their risk of homelessness.

Possession Claims and Affordability

Landlord Possession Claims⁹

⁸ <https://www.gov.uk/government/statistics/benefit-cap-number-of-households-capped-to-february-2019>

	2014-15	2015-16	2016-17	2017-18	2018-19
Number of Possession Claims	685	759	732	691	660

A claim for possession is when the landlord makes a claim to the court to be granted an order for possession to evict the tenant. It will typically reflect a fairly high threat of homelessness because tenants who are able to find alternative housing more easily would often be expected to vacate on or before the expiry of a Section 21 Notice. When landlords pursue a claim for possession this is because the tenant has not left after a Section 21 Notice is issued. As the table shows the number of claims for possession has remained broadly consistent; the 2018-19 figure slightly lower than 5 years prior.

Mortgage Lender Possession Claims

	2014-15	2015-16	2016-17	2017-18	2018-19
Possession claims by mortgage lenders	147	85	88	82	77

The number of possession claims issued by mortgage lenders is far lower and has been declining. This reflects the high proportion of households who own outright and the current period of low interest rates and mortgage affordability.

Lower quartile house price to lower quartile earnings ratio

	2014	2015	2016	2017	2018
Northampton	6.72	7.08	7.22	8.35	8.66

Lower quartile house price – lower quartile earnings is a common measure of general housing affordability. Northampton's ratio has continued to increase for the last 5 years of available data.

Housing Stock and Supply

⁹ [Shelter Housing Databank](#)

Dwelling Stock¹⁰

	Local Authority (incl. owned by other LAs)	Private Registered Provider	Private sector	Total (P) ¹
Number of Dwellings – 2018	11,540	4,890	80,200	96,630
2014	11,980	4,220	77,030	93,260

83% of housing stock in Northampton is privately owned. The remaining 17% is owned either by Northampton Borough Council or by other Registered Providers. The table above shows how the makeup of dwelling stock has changed in a 5 year period. There was a decrease in the number of Council owned homes, partly due to tenants exercising their Right to Buy.

Council homes sold through Right to Buy¹¹

	14/15	15/16	16/17	17/18	18/19
Northampton	88	101	125	138	--

Additional Affordable housing supply – Completions¹²

	2015-16	2016-17	2017-18
Social Rent	30	40	32
Affordable Rent	11	97	91
Shared Ownership	0	70	59
Affordable Home Ownership	30	0	0
Total	71	207	182

The majority of additional affordable supply is built and owned by Registered Providers in the area and is for affordable rent or shared ownership. A consistent -albeit relatively small number- of units have been built for social rent in recent years.

¹⁰ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants> - Table 100

¹¹ [Shelter Housing Databank](https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants)

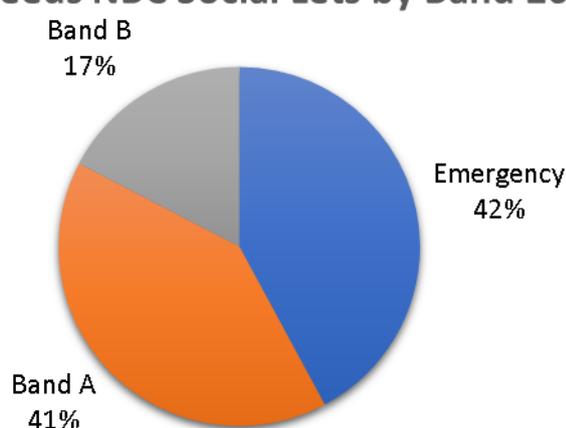
¹² <https://www.gov.uk/government/statistical-data-sets/live-tables-on-affordable-housing-supply> - Table 1011c

Social Lets

Lets ¹³	General Needs Social Rent PRP	Supported Housing Social Rent PRP	General Needs Affordable Rent PRP	Supported Housing Affordable Rent PRP	General Needs Social Rent LA	Supported Housing Social Rent LA	Total Lettings
2017-18	183	197	152	38	322	53	945
2016-17	226	231	80	-	410	87	1,034
2015-16	236	297	97	0	705	86	1421
2014-15	321	295	84	0	779	101	1580
2013-14	307	353	90	0	757	98	1605

Additional affordable supply is one factor in the number of social lets available per year, the main factor being the number of vacancies that become available in existing stock owned by the Council or RPs. The table above shows new social housing lettings over a 5 year period. Data from 2018-19 is not yet available. The figures show a clear pattern of declining lettings available, particularly general needs social rent properties. Between 2013-14 and 2017-18 the total number of lettings decreased by 41% (1605 – 945). This inevitably feeds through in to homeless acceptances and temporary accommodation numbers, as it reduces the number of properties available to prevent or discharge homelessness duties. The reduction in social lettings will therefore be a contributing factor to the increase in households in temporary accommodation.

General Needs NBC Social Lets by Band 2019



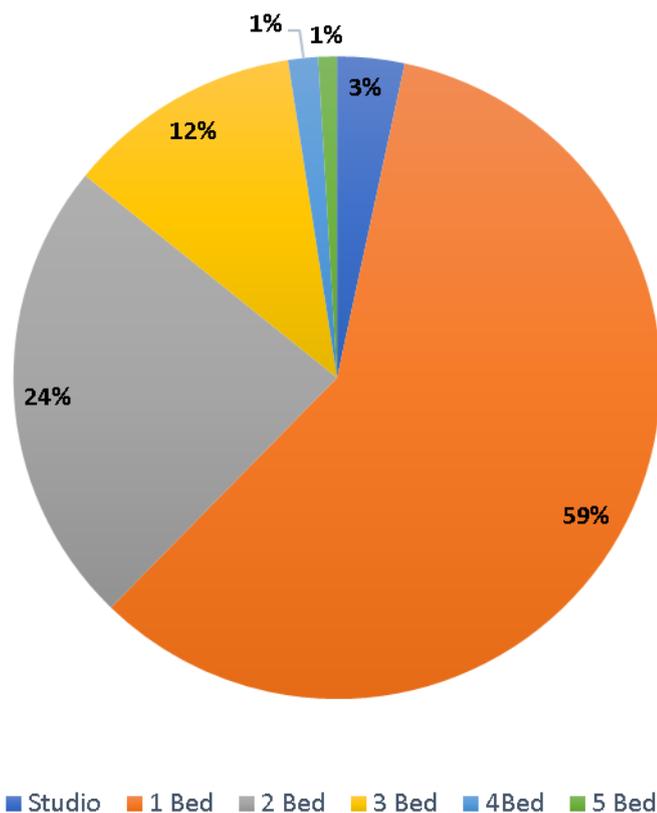
The pie chart above illustrates how these social lets are divided by band on the Housing Register. The data is taken from Jan-Aug 2019. Households in the Emergency Band or Band A were offered 83% of general needs lets in the period. Homeless households can be in any

¹³ <https://www.gov.uk/government/collections/rents-lettings-and-tenancies>

of the three bands depending on their exact circumstances but household owed the main housing duty (s193) are in the Emergency Band.

The chart below shows the same data set (general needs social rents Jan-Aug 2019) but with the breakdown of lets by bedroom size of the property. 86% of lets were for Studios, 1 beds or 2 bed homes, with 1 beds representing by far the biggest proportion.

General Needs Social Lets by Bedroom Size 2019



Tenure

Dwelling Stock by Tenure¹⁴

All households – 2011 Census		88,731
Owned		55,622
Owned outright		22,307
Owned with a mortgage or loan		33,315
Shared ownership (part owned and part rented)		1,134
Social rented		15,113
Rented from council (Local Authority)		11,319
Other		3,794
Private rented		15,817
Private landlord or letting agency		14,657
Other		1,160
Living rent free		1,045

The most comprehensive and accurate figures about tenure in Northampton are from the 2011 Census above. The ONS produces more recent estimates for two main forms of tenure, owned and private rented, but not in as much detail. The table below shows the estimates for 2017:

2017

Owner Occupied	Privately Rented
54,958	24,542

The estimates suggest that the number of owner occupier households has decreased slightly, whilst the number of privately rented households has grown by 55%. As the ending of private rented tenancies is a major cause of homelessness, this changing makeup of housing tenure is an important shift.

¹⁴ <https://www.nomisweb.co.uk/census/2011/KS402EW/view/1946157159?cols=measures> and <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/subnationaldwellingstockbytenureestimates>

Summary of Housing Need under Homelessness Reduction Act

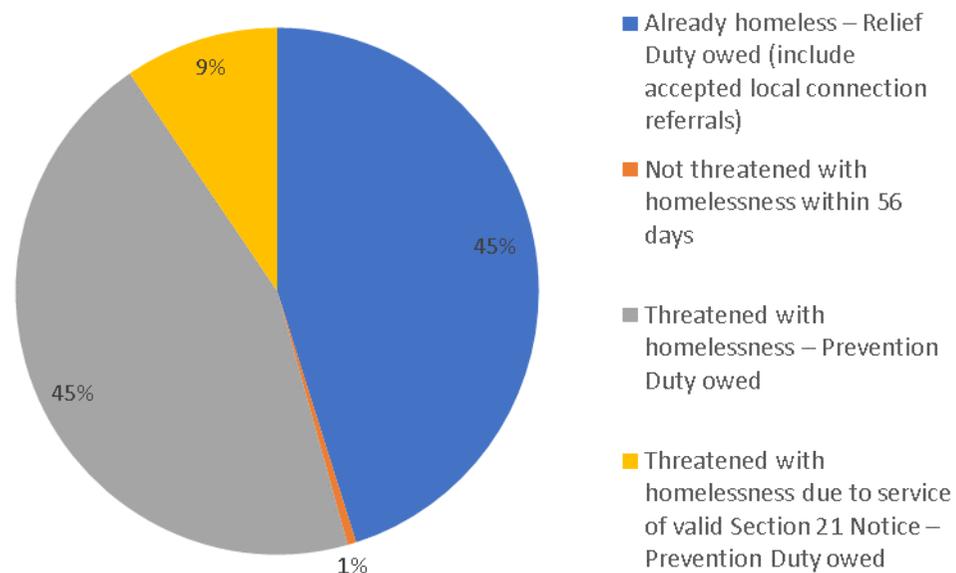
Since the Homelessness Reduction Act came in to force in April 2018, MHCLG introduced a new reporting specification; H-CLIC. The new specification is more comprehensive and allows us to capture more information on households who have approached with a housing problem. The data evaluated below is all taken from the Council's case management system Jigsaw and includes all opened cases from 3rd April 2018 to October 2019. No comparable data is available from previous years, but this period is sufficient to get an accurate overview of the types of households who are approaching our service.

Initial Assessments

Approaching cases are given an initial assessment to see if they are owed a duty, and if so, what duty. Some legacy cases are not included.

Initial Assessment	Number of Cases
Relief Duty owed - already homeless	1511
Not threatened with homelessness within 56 days	18
Prevention Duty owed - threatened with homelessness	1501
Prevention Duty owed - valid Section 21 Notice	319
Total	3349

A total of 3349 cases were assessed under the Homelessness Reduction Act over an 18 month period, approximately 186 cases per month on average, or 8-9 per working day. The majority (54%) were owed a prevention duty, including the 9% owed that duty specifically due to being served a valid s21 notice. 45% were owed



a relief duty. A small proportion were not owed any duty at all.

Accommodation at Time of Application and Last Settled

Type of Accommodation at time of application	Number of Cases	% of Total
Armed Forces accommodation	4	0.12%
Caravan / houseboat	51	1.52%
Council tenant	237	7.04%
Homeless on departure from institution: Custody	27	0.80%
Homeless on departure from institution: Hospital (general)	11	0.33%
Homeless on departure from institution: Hospital (psychiatric)	8	0.24%
Living with family	810	24.07%
Living with friends	256	7.61%
Looked after children placement	4	0.12%
NASS accommodation	5	0.15%
No fixed abode	300	8.92%
Other	144	4.28%
Owner-occupier	57	1.69%
Private rented sector: HMO	111	3.30%
Private rented sector: lodging (not with family or friends)	32	0.95%
Private rented sector: self-contained	1024	30.43%
Refuge	52	1.55%
Registered Provider tenant	77	2.29%
Rough sleeping (in judgement of assessor)	70	2.08%
Shared ownership	4	0.12%
Social rented supported housing or hostel	70	2.08%
Student accommodation	5	0.15%
Tied accommodation	6	0.18%

Total	3365
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There are 23 different types of accommodation that approaching applicants can be recorded as having at the time of the application. Only 5 types accounted for more than 5% of cases: private rented sector – self contained (30%), living with family (24%), no fixed abode (9%), living with friends (8%) and council tenant (7%). These five types of accommodation accounted for 78% of cases between them.

Last settled Accommodation	Number of Cases	% of Total
Armed Forces accommodation	4	0.12%
Council tenant	310	9.20%
Living with family or friends	932	27.66%
Lodging (not with family or friends)	54	1.60%
Looked after children placement	10	0.30%
Not known	150	4.45%
Other	161	4.78%
Owner-occupier	80	2.37%
Private rented sector	1385	41.10%
Registered Provider tenant	126	3.74%
Shared ownership	4	0.12%
Social rented or supported housing	140	4.15%
Tied accommodation	14	0.42%
Total	3370	

Last settled accommodation is where the household last had a settled home. It can be the same type of accommodation as their accommodation at the time of their application. For example, if a current council tenant approaches then it will be both. However, in some cases people used to have settled accommodation but then lost it. As the two tables show, a higher proportion of people had private rented sector accommodation as their last settled than their current accommodation, suggesting a number of people approached who had lost their previous tenancies and were now NFA or living with friends or family.

Main Causes of Homelessness

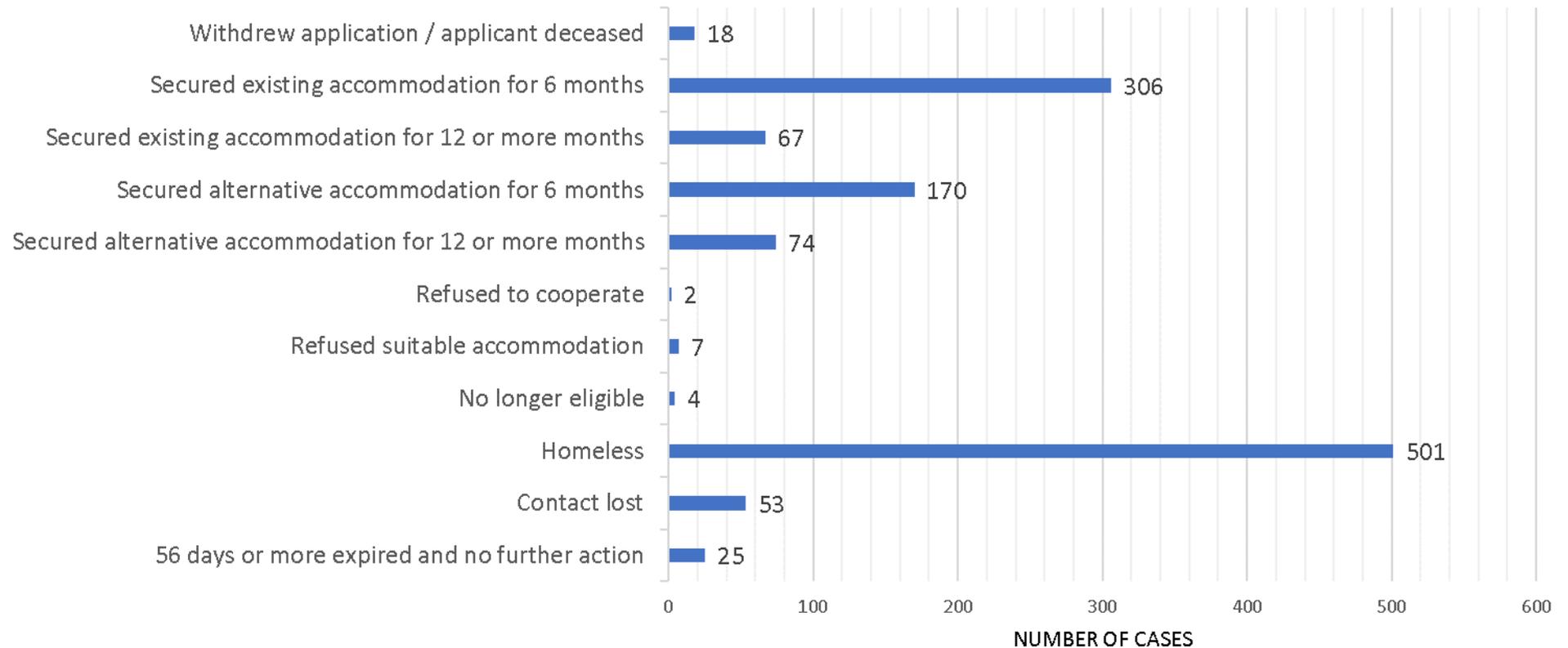
Main reason for losing their settled home	Number of Cases	% of Total
Domestic abuse	252	7.48%
End of private rented tenancy – assured shorthold tenancy	1044	31.01%
End of private rented tenancy – not assured shorthold tenancy	115	3.42%
End of social rented tenancy	292	8.67%
Eviction from supported housing	97	2.88%
Family no longer willing or able to accommodate	750	22.28%
Fire or flood / other emergency	10	0.30%
Friends no longer willing or able to accommodate	155	4.60%
Left HM Forces	4	0.12%
Left institution with no accommodation available	40	1.19%
Mortgage repossession	38	1.13%
Non-racially motivated / other motivated violence or harassment	29	0.86%
Other	347	10.31%
Property disrepair	4	0.12%
Racially motivated violence or harassment	2	0.06%
Relationship with partner ended (non-violent breakdown)	188	5.58%
Total	3367	

The table above shows the main causes of homelessness or the threat of homelessness for approaching households. The end of an assured shorthold tenancy and family exclusion are by far the biggest causes. As the end of an AST is the single biggest cause of homelessness, the table below shows in further detail the reasons for these tenancies ending. The landlord wishing to re-let or sell the property accounts for more than half of the the 1029 cases where a household was being evicted from a private sector tenancy.

Reason for loss of Assured Shorthold Tenancy	Number of Cases	% of Total
Breach of tenancy, not related to rent arrears	9	0.87%
Illegal eviction	3	0.29%
Landlord wishing to sell or re-let the property	558	54.23%
Other	164	15.94%
Rent arrears due to change in personal circumstances	70	6.80%
Rent arrears due to increase in rent	13	1.26%
Rent arrears due to reduction in employment income	56	5.44%
Rent arrears due to tenant difficulty budgeting or tenant making other payment(s)	115	11.18%
Rent arrears following changes in benefit entitlement	22	2.14%
Tenant abandoned property	16	1.55%
Tenant complained to the council/agent/landlord about disrepair	3	0.29%
Total	1029	

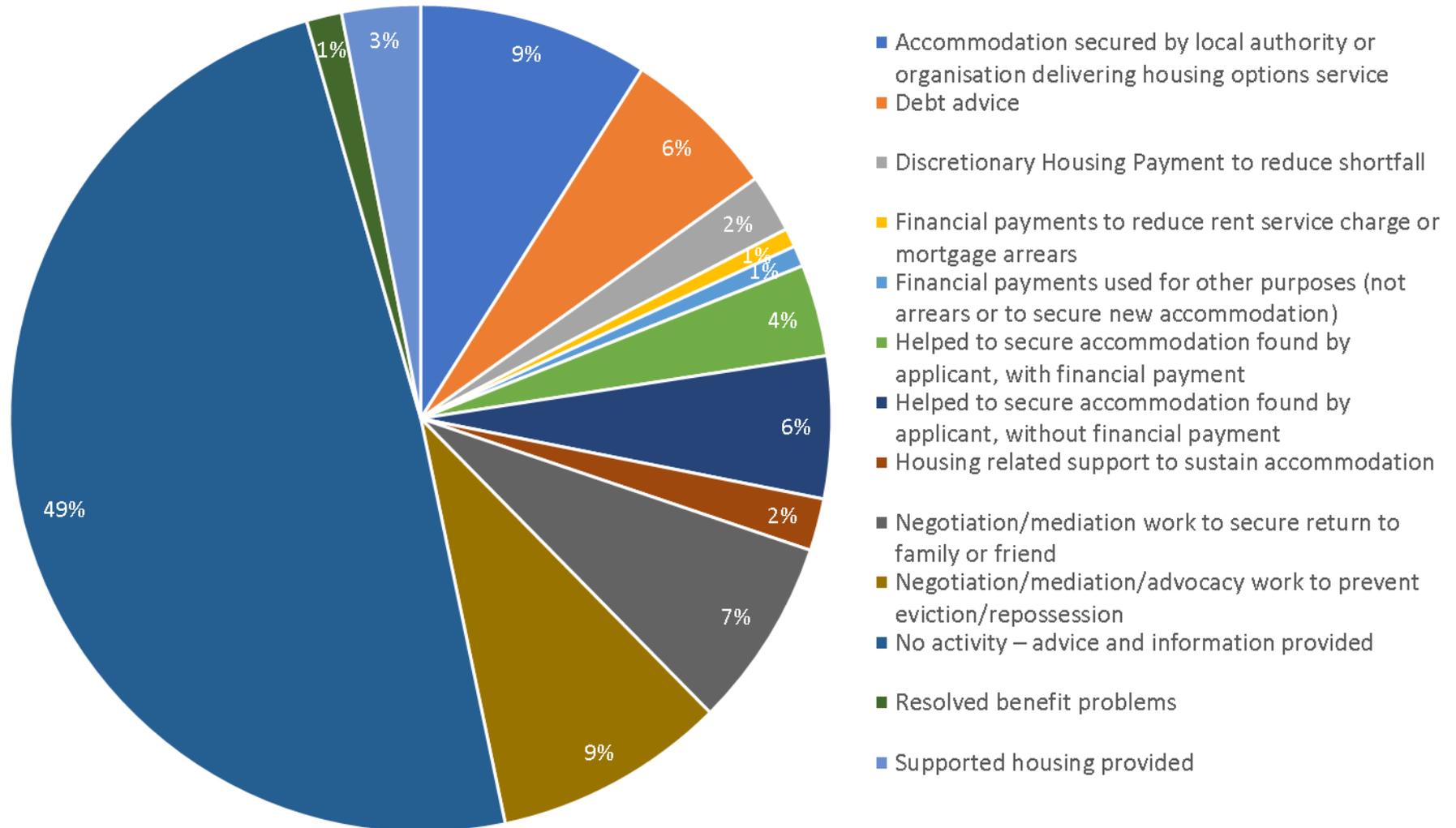
Prevention Duty

Reason for Prevention Duty Ending



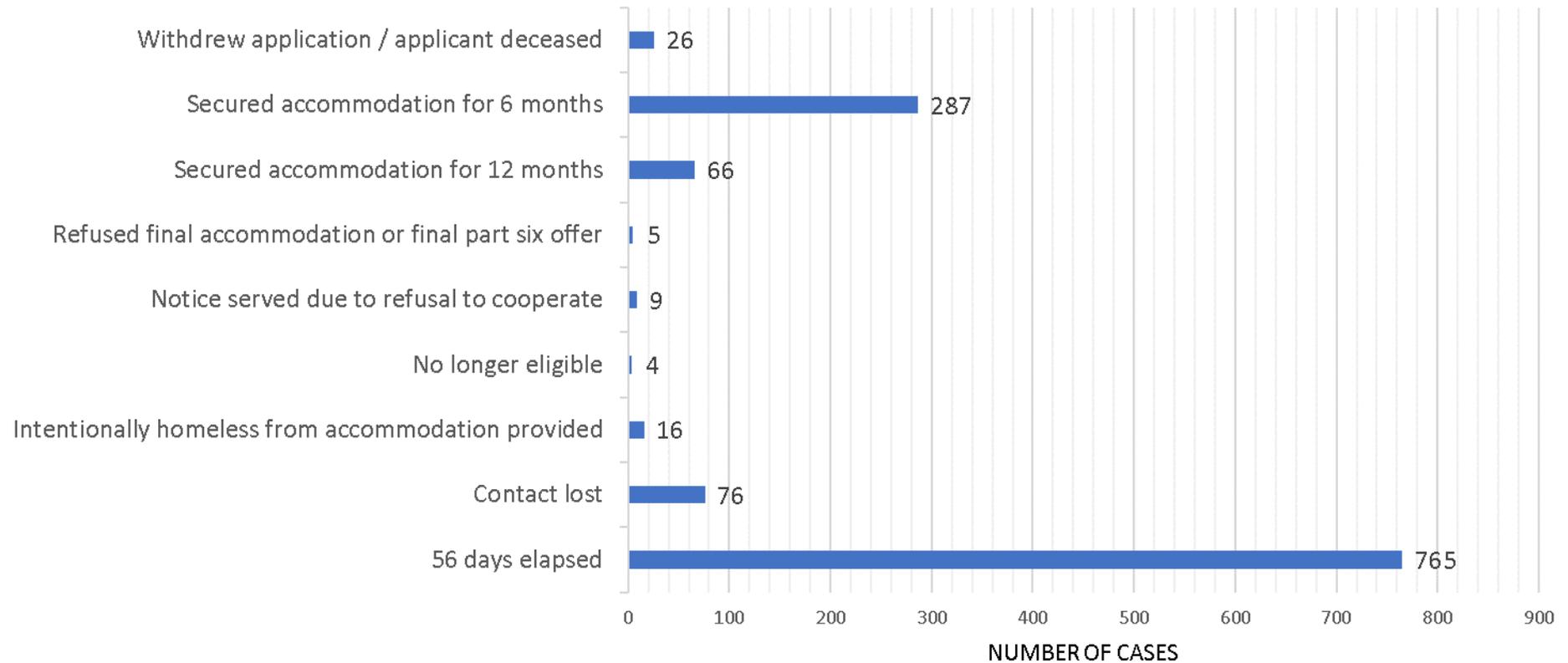
A total of 1227 cases had the prevention duty owed to them end during the period. The successful ‘Prevention Rate’ was 50%; 617 cases were able to either secure their existing accommodation or find alternative accommodation, for at least 6 months. 501 cases (41%) became homeless and were likely to have gone on to be owed a relief duty. The chart below shows the type of prevention activity used by the service.

Prevention Activity



Relief Duty

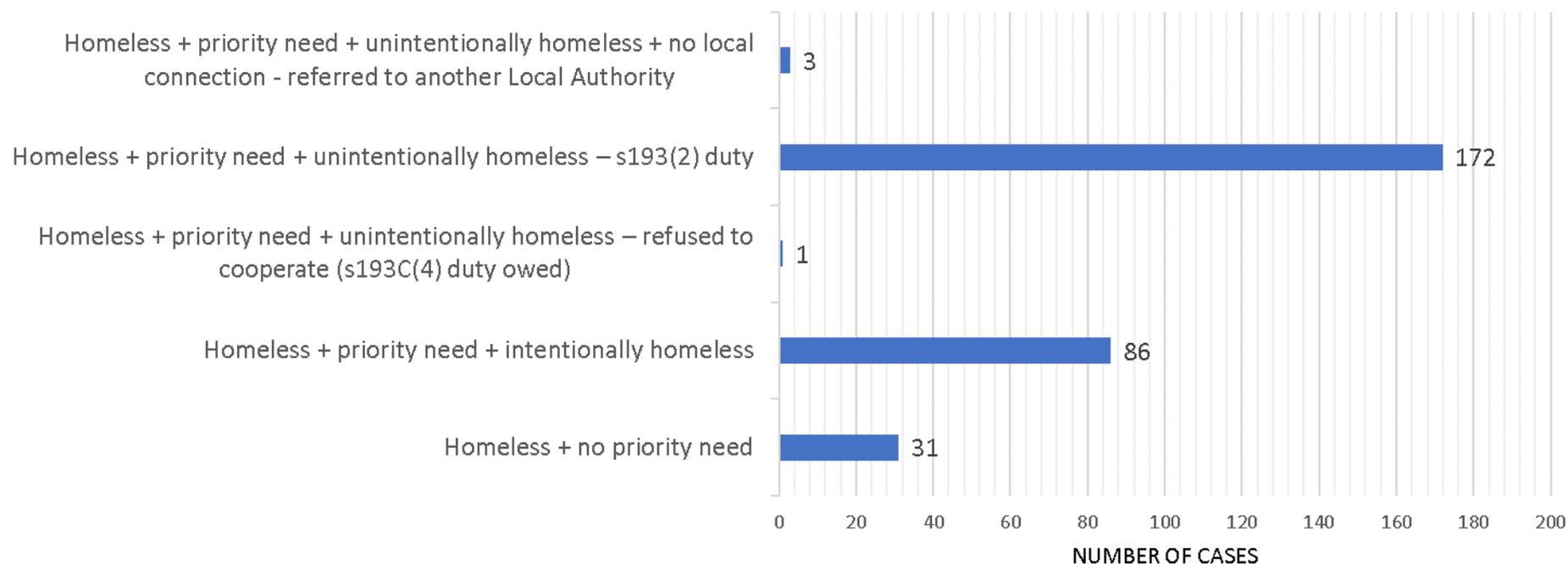
Reason for Relief Duty Ending



A total of 1254 cases had the relief duty owed to them end during the period. 28% had their homelessness successfully relieved (353 cases), by securing accommodation for at least 6 months. The vast majority had the duty end after 56 days elapsed. These cases will then have had a main duty decision made on their case.

Main Duty

Main Duty Decisions



293 cases were recorded as having main duty decisions during the period, far fewer than had their relief duty end due to 56 days expiring. The most common outcome was to be an accepted case owed the s193(2) main housing duty.

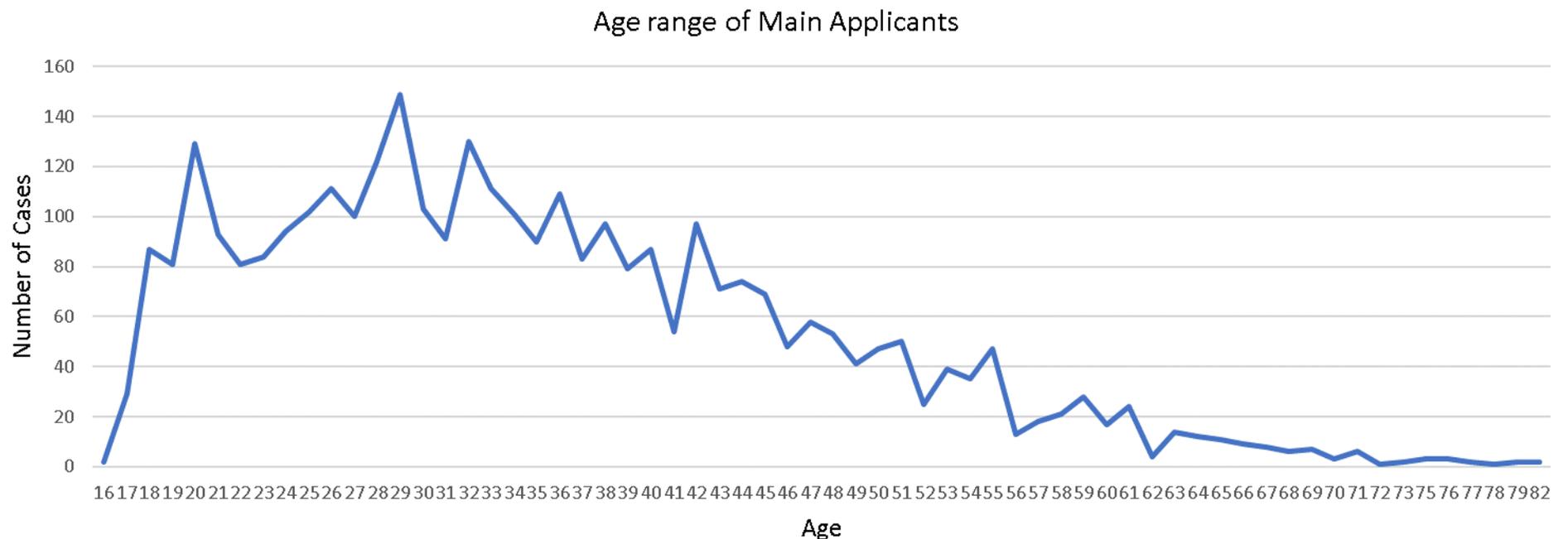
Of these cases, 245 were recorded as having a priority need. The reason for their priority need is shown in the table below. Households with dependent children accounted for 76% of these cases. A further 6 % were households that included a pregnant woman, leaving 18% of accepted cases that contained only adults and were mostly in priority need through their vulnerability. Physical disability or ill health was the main reason for priority need for single homeless cases, but mental health issues were also prominent.

Priority Need Category	Number of Cases	% of Total
Priority need: applicant aged 16 or 17 years	3	1.22%
Priority need: applicant is / household includes a pregnant woman	14	5.71%
Priority need: applicant is care leaver and aged 18 to 20 years	1	0.41%
Priority need: household includes dependent children	186	75.92%
Priority need: vulnerable as fled home because of violence / threat of violence (domestic abuse)	1	0.41%
Priority need: vulnerable as result of mental health problems	12	4.90%
Priority need: vulnerable as result of old age	1	0.41%
Priority need: vulnerable as result of physical disability / ill health	26	10.61%
Priority need: vulnerable for other special reason	1	0.41%
Total	245	

Demographics of NBC Service Users

This section looks in more detail at the types of households approaching the service with homelessness issues. The data is recorded for the main applicant, so does not include the ages/nationalities of partners, children, or any other household members.

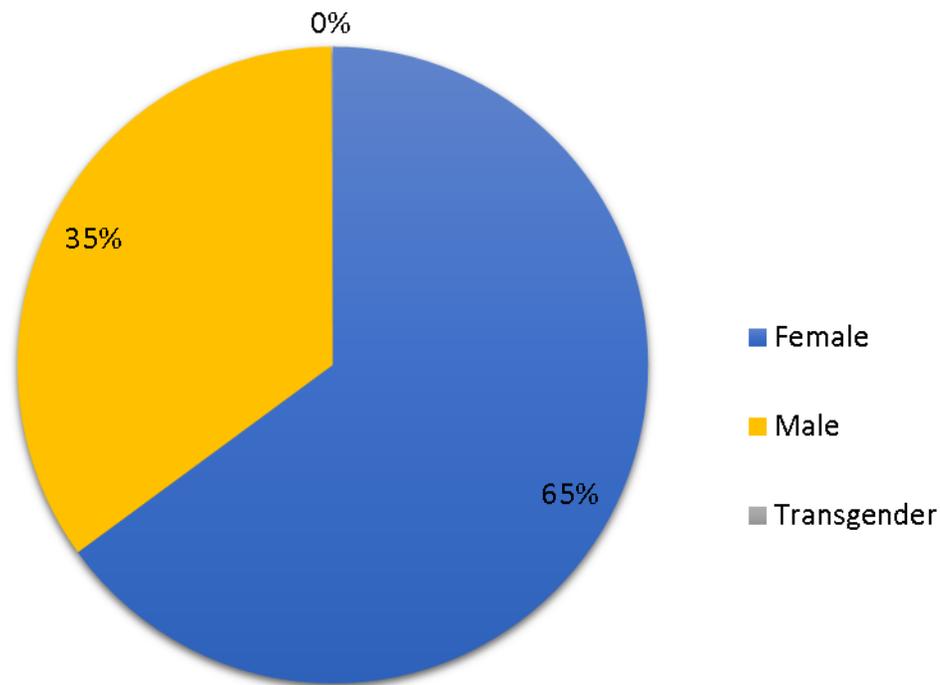
Age



Applicants ranged in age from 16 to 82 years old. As the graph shows, most were young adults of working age, 20s and 30s being most common. The young age profile of applicants represents the insecurity faced by many young people and the difficulty they can have accessing settled housing. There is also a clear spike of people in very early adulthood from 18-20, 20 being the second most common age. This is likely to be due

to breakdown of relationships with families and the upheaval of the transition to adulthood, exacerbated for those not in employment or education

Gender



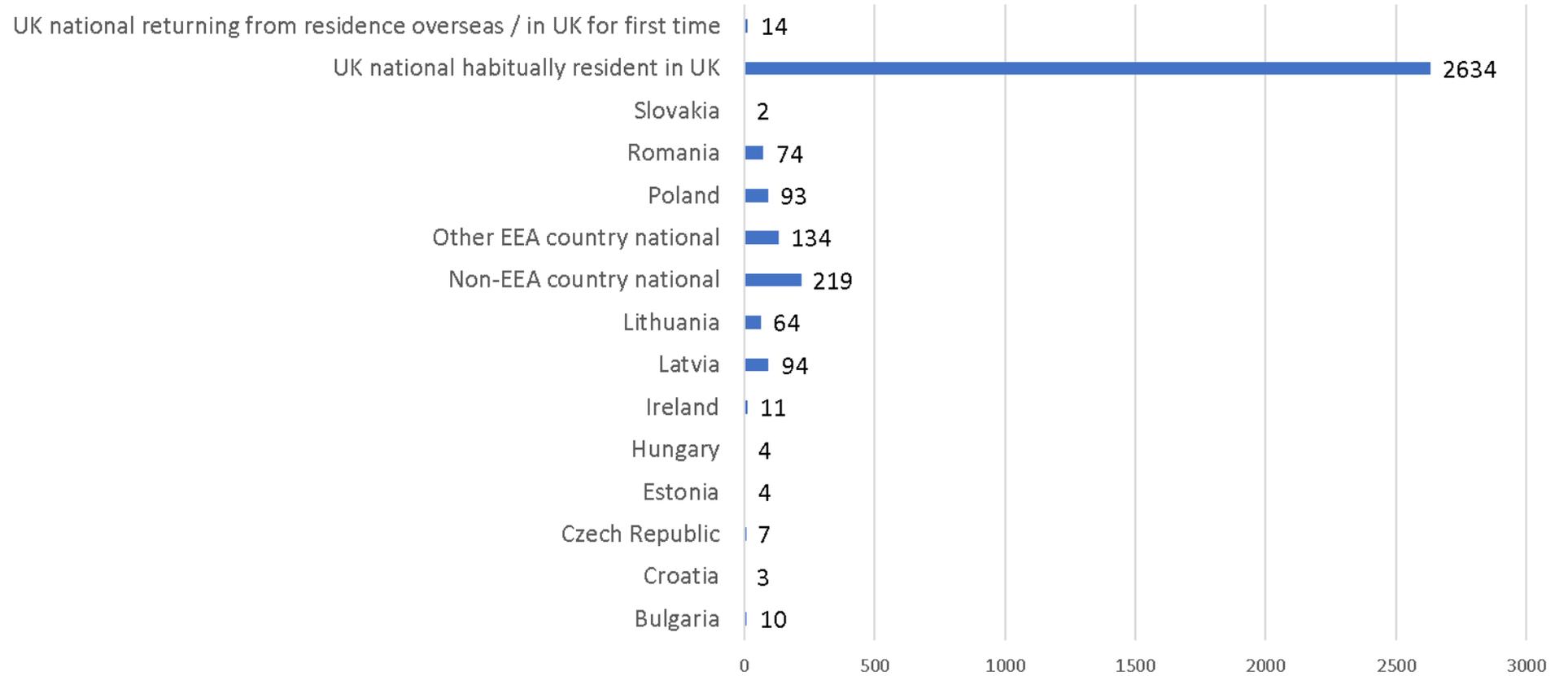
Approximately 2/3 of applicants were female, and 1/3 male.

Only 2 identified as transgender. However, this figure could well be underreported and local services suggest a larger number of transgender people have homelessness problems.

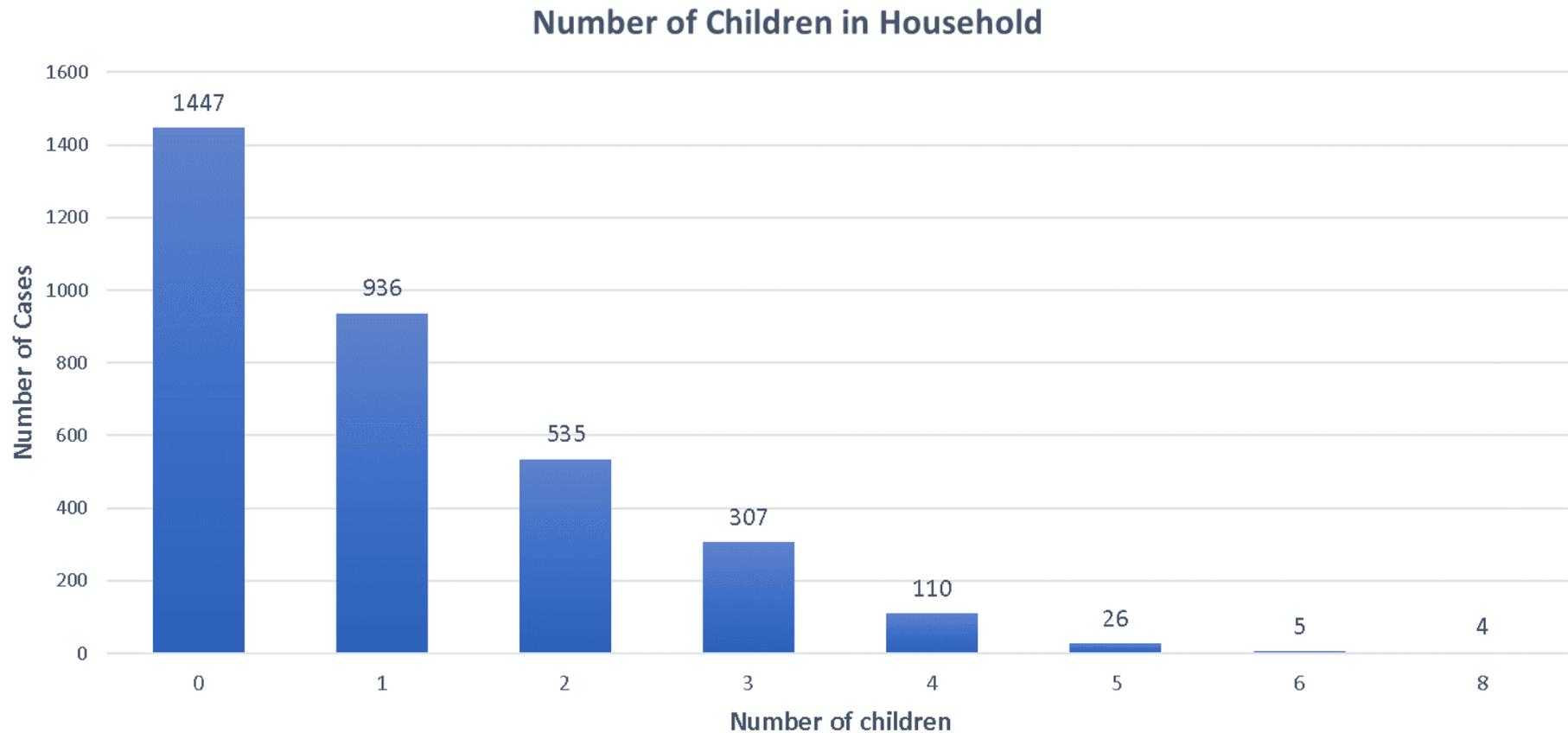
Nationality

The chart below shows the nationality of main applicants. 79% of applicants were UK nationals. 9% were from the countries of Romania, Poland, Lithuania or Latvia.

Nationality of Main Applicants



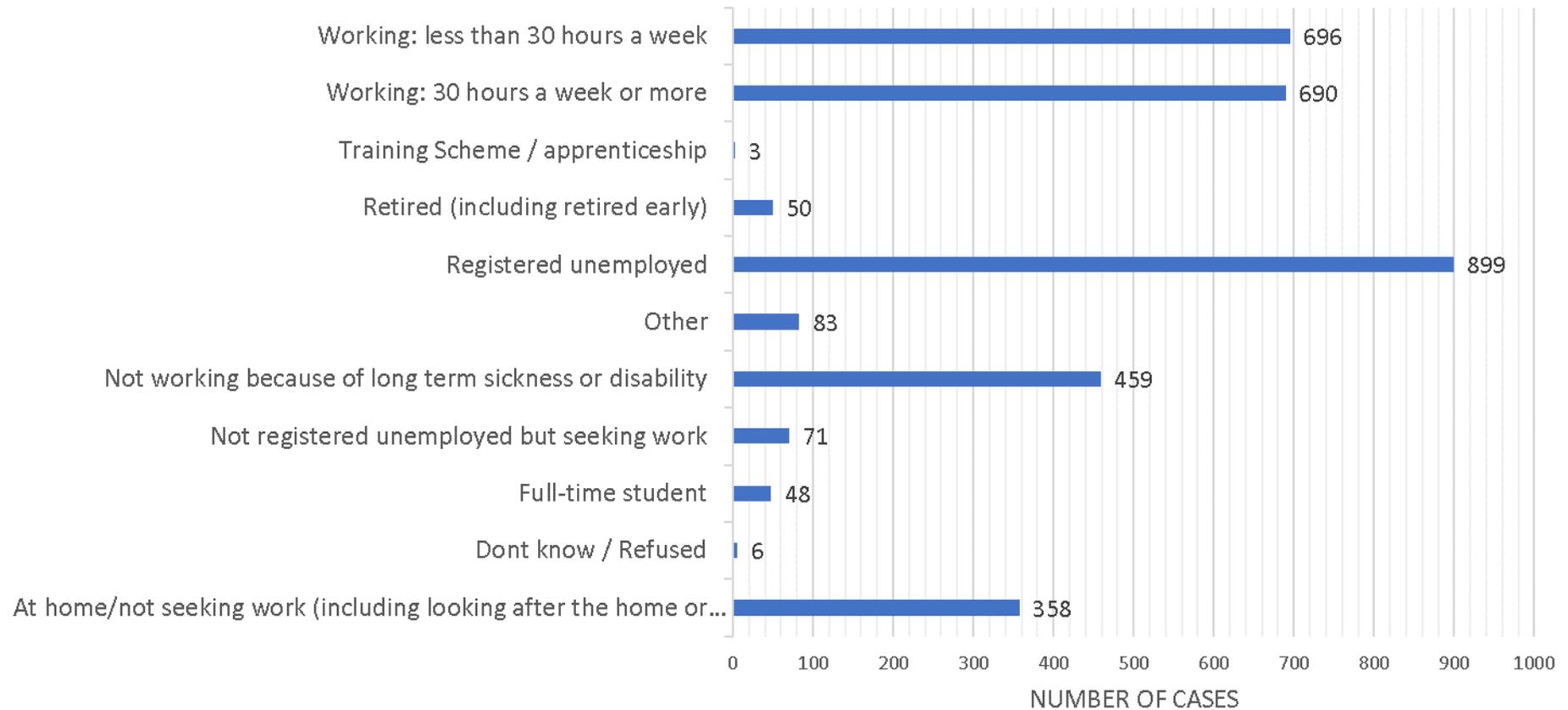
Household Composition



The chart above shows the composition of households who approached in terms of how many children were in each household. 43% of approaching households had no children. As additional data shows the vast majority of applicants also had no partner, this demonstrates the very high level of demand from single person households. There were 145 households with 4 or more children, but most families had 1 or two children.

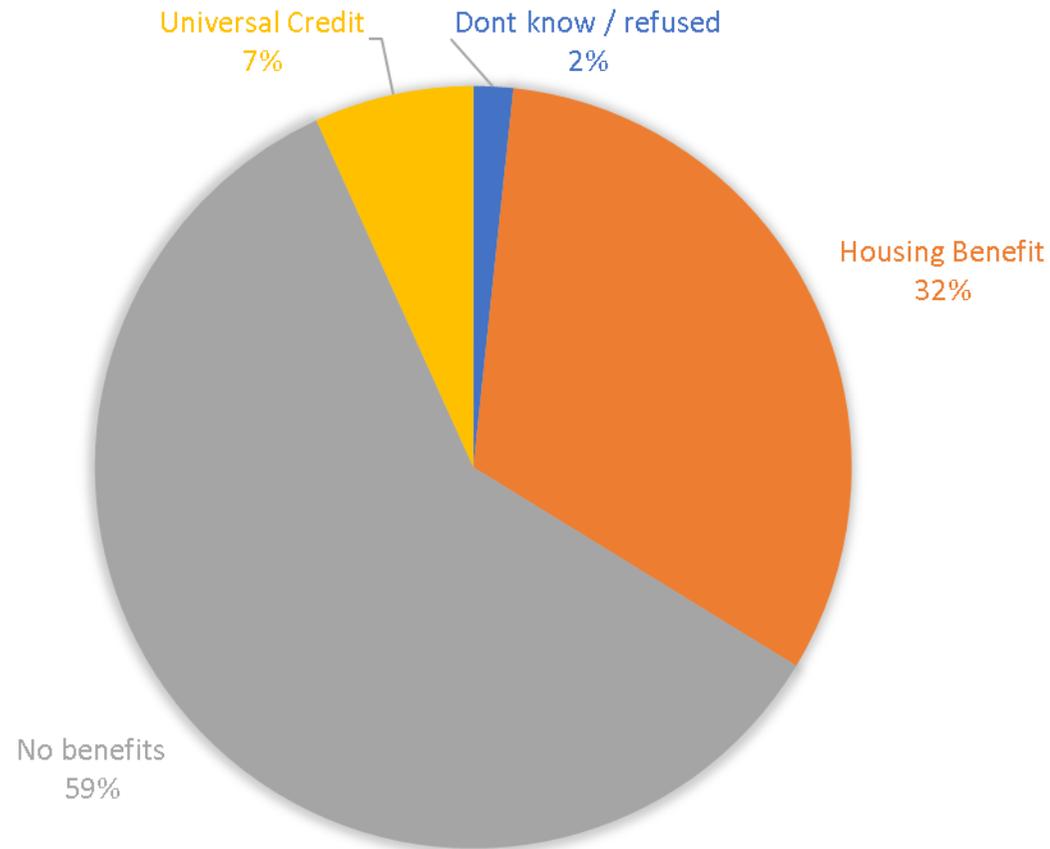
Employment and Benefits

Employment Status of Main Applicant



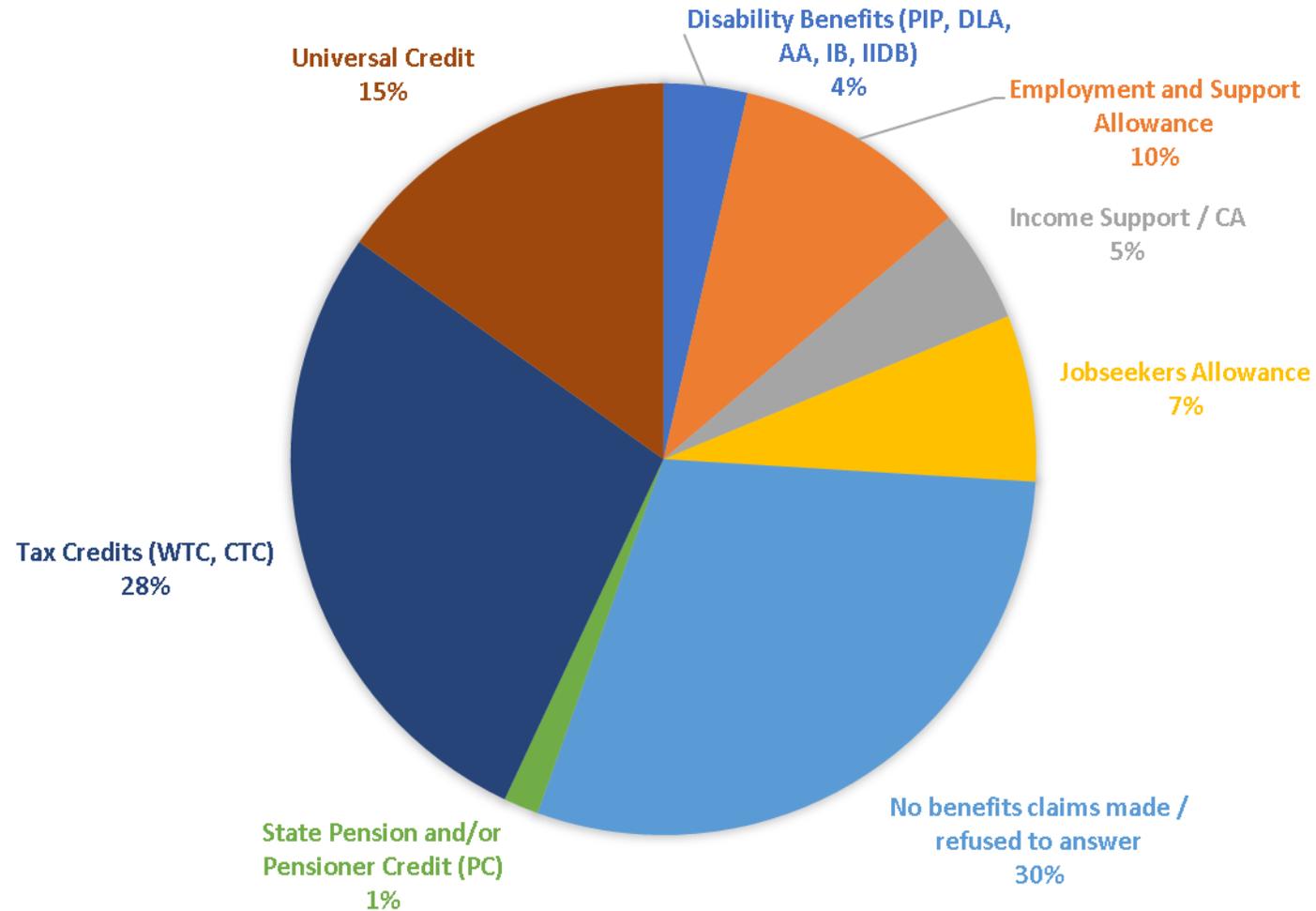
41% of main applicants were working, either full or part-time. 27% were registered unemployed. 14% were unable to work due to long term sickness or disability and 11% were at home not seeking work (e.g. full-time parents). These categories accounted for 93% of applicants.

Benefits towards housing costs



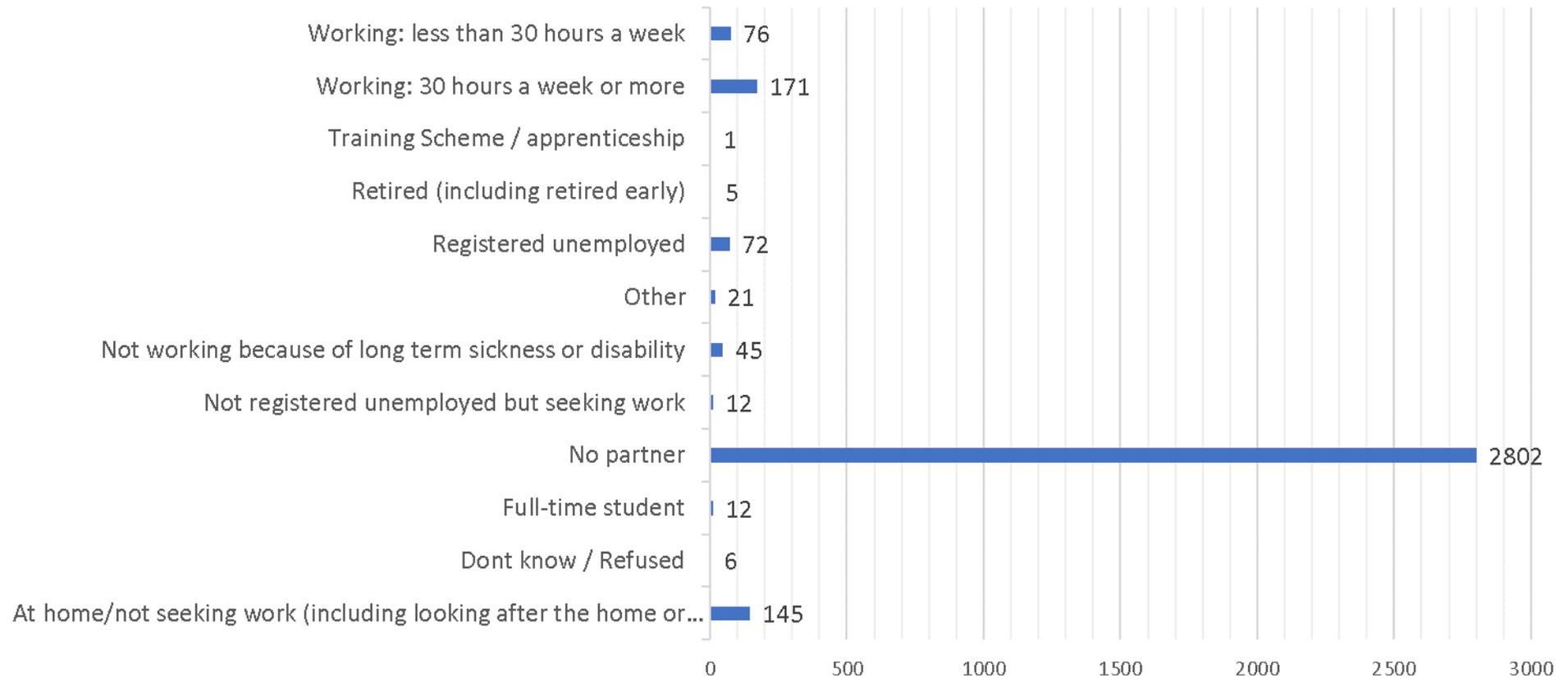
Most applicants had no current claim for housing benefit. Many will not have been in a position to have a claim due to their tenure if they were living with family or friends. A small proportion were already claiming Universal Credit for housing costs but this figure will grow as housing benefit cases are migrated over.

Other Benefits Claimed



The majority of households were claiming some form of benefits (70%), with Tax Credits being the most common. Tax Credits and Universal Credit are both available to working households to supplement low incomes.

Employment Status of Main Applicant's Partner



83% of main applicants had no partner, illustrating the predominance of single income households. Only 7% of households had a working partner.

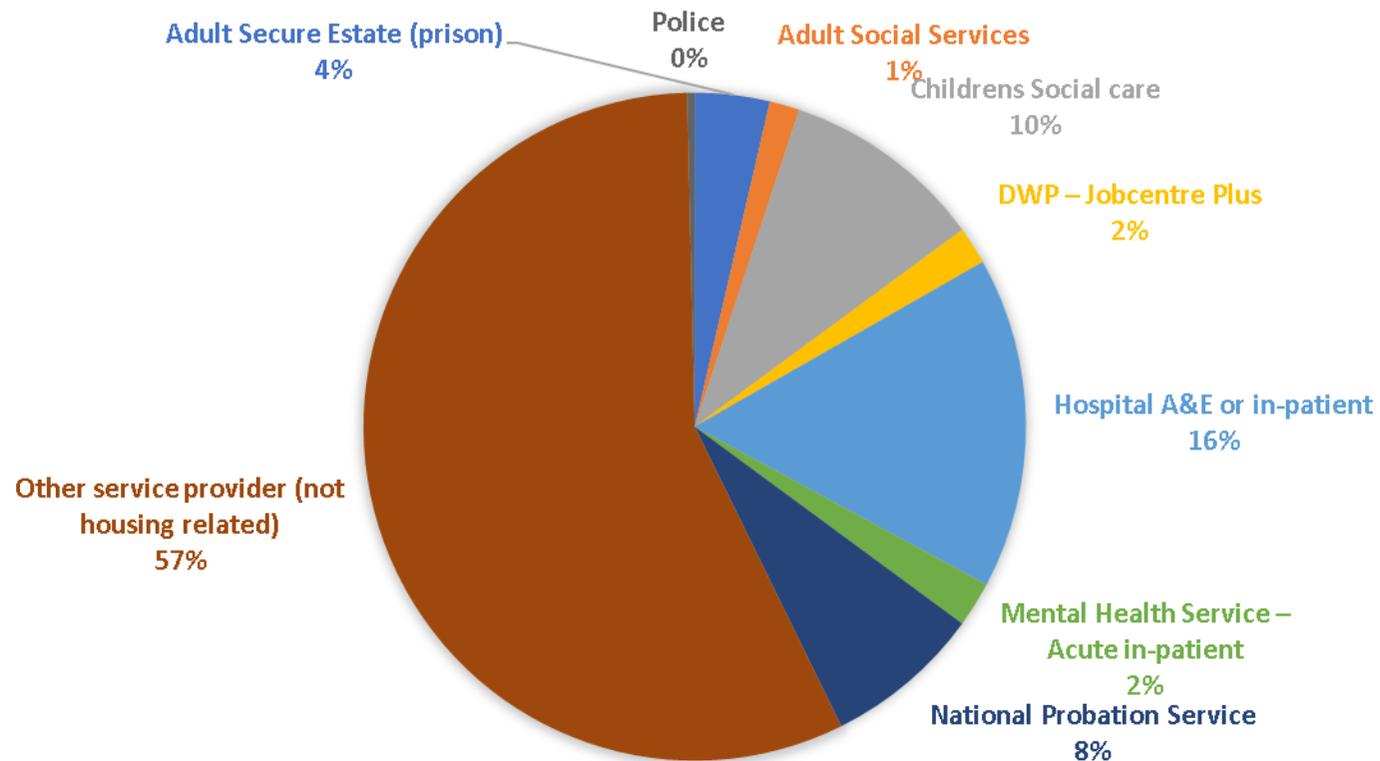
Support Needs

Support Need (of any household member)	Number of Cases	% of Total
Access to education, employment or training	44	1.63%
Alcohol dependency needs	57	2.11%
At risk of/has experienced abuse (non-domestic abuse)	5	0.18%
At risk of/has experienced sexual abuse/exploitation	2	0.07%
Care leaver aged Eighteen to Twenty years	8	0.30%
Drug dependency needs	59	2.18%
Former asylum seeker	3	0.11%
History of mental health problems	218	8.07%
History of repeat homelessness	8	0.30%
History of rough sleeping	16	0.59%
Learning disability	29	1.07%
No support needs	2012	74.44%
Offending history	17	0.63%
Old age	8	0.30%
Physical ill health and disability	180	6.66%
Served in HM Forces	6	0.22%
Young parent requiring support to manage independently	19	0.70%
Young person aged Sixteen to Seventeen years	12	0.44%
Total	2703	

Around three quarters of households had no members with support needs. A history of mental health problems was the most common type of support need, followed by physical ill health and disability. The need for mental health support was also evident amongst rough sleepers and accepted homeless cases.

Referrals into the Authority

The overwhelming majority of cases self-referred (3076 out of 3370), though this does not preclude their involvement with other agencies at the time of their application. 20 cases were referred by another local authority through a local connection referral. Of the 274 cases (8%) that were referred by an external agency or public body subject to the Duty to Refer, the following organisations made the referral:



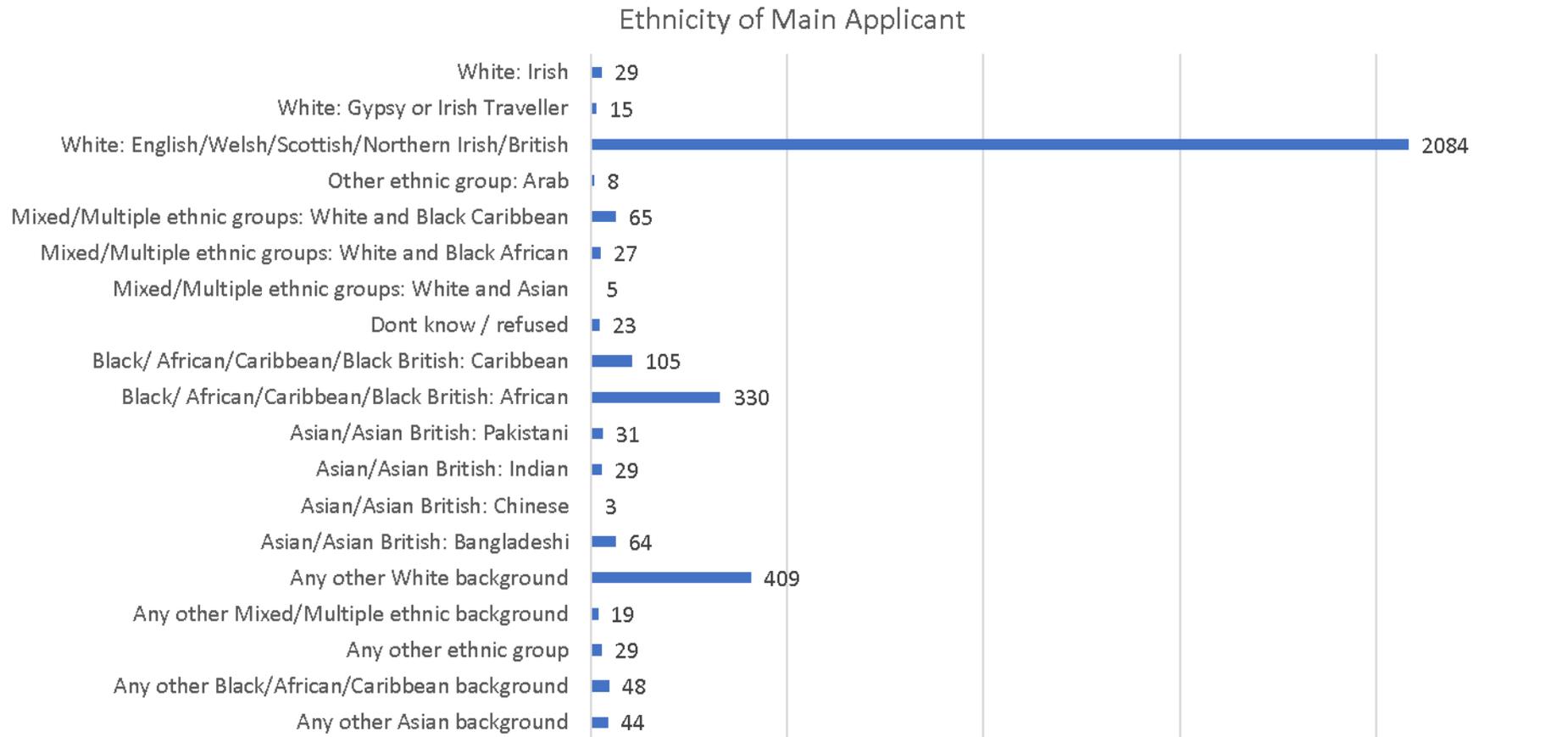
Sexual Orientation

	Number of Applicants	% of Total
Gay / Lesbian	38	1.13%
Heterosexual / Straight	3202	95.10%
Other	34	1.01%
Prefer not to say	93	2.76%
Grand Total	3367	

A small minority of people identified as gay/lesbian or other, though again this figure may be underreported. Of those that did give one of those two categories as their sexual orientation, 74% were women.

58% of people who gave their sexual orientation as gay/lesbian were under 26 years old, 18 being the most common age. As well as being younger, this group were also more likely to face homelessness due to family or friends no longer being willing or able to accommodate, albeit this comes from a small data set.

Ethnicity



62% of applicants were White British, Any other White Background comprised 12%, and Black/African/Caribbean/Black British: African 10%, by far the three most common ethnicities. Most other ethnicities comprised less than 1% of applicants.

Mapping Current Services and Provision

The table below shows organisations in Northampton that work with homeless households or single homeless people in some capacity or can help with support needs. Most do not provide accommodation. Registered Providers of housing offering general needs social lets are excluded as the provision from social lets is detailed separately. The table is not exhaustive, and there may be organisations who work with homeless households when it is not an explicit part of their remit, or who fund or assist the organisations included here. It does not include our statutory partners such as adult or children's social care. However, it is a summary of the types of services available in the district.

Name of Organisation	Organisation Category	Services Offered	Address	Accommodation
Job Centre Plus	Benefits	Claiming benefits & support with seeking work	Frances House, 21 Lower Mounts, NN1 3LY	-
Citizens Advice (Central and East Northamptonshire)	Advice Agency	Advice on debt, benefits, housing, legal issues, discrimination, employment, immigration, consumer and other problems.	Town Centre House 7/8 Mercers Row, NORTHAMPTON, Northamptonshire, NN1 2QL	-
The Community Law Service	Advice Agency	Casework service including representation at court / tribunal if necessary, in: Welfare Benefits, Immigration, Debt and Housing.	Northampton Advice Centre 49-53 Hazelwood Road, NN1 1LG <i>and</i> The Guildhall, NN1 1DE	-
The Bridge Project	Substance Misuse	Peer support for substance misuse (either in recovery or have recovered) – volunteering	63c Gold Street, Northampton, NN1 1RA	-

		opportunities, training, workshops, activities, group work, mentoring, advice on benefits, housing and employment		
Substance 2 Solutions (S2S)	Substance Misuse	Recovery support Peer led activities and key-skills	Spring House, 39 Billing Road, NN1 5BA	-
Alcoholics Anonymous	Substance Misuse	Recovery support – alcoholism	Meetings in various sites across Northampton	-
Narcotics Anonymous and Cocaine Anonymous	Substance Misuse	Recovery support for drug addiction	Meetings in various sites across Northampton	-
Family Support Link	Substance Misuse – Family Support	Support across Northamptonshire; to reduce the harm caused to families and individuals living with or caring for someone who is addicted to drugs and/or alcohol	West End House, 60 Oxford Street, Wellingborough, NN8 4JJ - Support groups in Northampton	-
Eve / Nene Valley Christian Family Refuge	Domestic Violence and Abuse	A domestic abuse charity. They have a refuge for women and their children who have escaped from domestic abuse, plus a domestic abuse recovery programme.	PO BOX 76, Northampton, NN1 5RL	Accommodated 34 women and 25 children in 2017-18. 81% occupancy rate.
NDAS – Northamptonshire Domestic Abuse Service	Domestic Violence and Abuse	Provide refuge services across Northamptonshire and advice and support – for men and women	13-15 Hazelwood Rd Northampton, NN1 1LG	26 units of refuge accommodation in 2017-18 including 5 units for women substance misuse issues. The male refuge can accommodate 3

				men and 1 child.72 refuge clients accommodated in 2017-18
Voice Northants/Sunflower Centre	Domestic Violence and Abuse	Offer specialist support for people who've experienced domestic abuse. Countywide. Includes safety planning and support for court proceedings.	-	-
Mind - Northampton	Mental Health	1:1 Support and drop in crisis café, counselling, peer support	Anchor House, 6-7 Regent Square, NN1 2NQ and Friends Meeting House, Wellington Street, NN1 3AS	-
Maple Access – GP Surgery	Mental Health/Rough Sleeping	Popular practice for people of no fixed abode (NFA). An armed forces veteran friendly accredited practice.	Maple Access Practice Maple House 17 - 19 Hazelwood Road NN1 1LG	-
Campbell House – NHFT	Mental Health	NHS community mental health services	Campbell House, Campbell Square, NN1 3EB	-
Aquarius	Gambling Addiction	Gambling intervention service offers support to people affected by their own gambling or the gambling of a family member 1:1 sessions or group sessions.	N/A	-

The Hope Centre	Day Centre	Provide food, advice and guidance, employability training, workshops and activities	Northampton Hope Centre Oasis House 35-37 Campbell Street NN1 3DS	-
Jesus Centre	Day Centre	Drop in service for the homeless Clothing, toiletries, blankets and sleeping bags. Food and drink. postal address service, valuable documents' storage and a hot lunch on a Monday. They offer showers, a laundry service and issue food bank vouchers.	Abington Square, Northampton, NN1 4AE	-
Countywide Traveller Unit	Gypsy and Traveller	A county council service that liaises with Gypsies and Travellers through a specialist multi-disciplinary team, including over housing issues.	-	-
Home Start Northampton	Family Support	Voluntary organisation promoting family welfare through support, friendship and practical help. To prevent family crisis and breakdown.	Martin House 24 Hazelwood Road Northampton NN1 1LN	-
RE: STORE Northampton	Foodbank/Crisis Support	Practical support for vulnerable people, including The Northampton Foodbank for families and individuals and Growbaby for families in need.	Central Vineyard 42 Sheep Street Northampton NN1 2LZ	-

The Lowdown	Young People	Counselling, sexual health and LGBTQ support services six days a week in Northampton for 11-25-year olds.	3 Kingswell Street, Northampton, NN1 1PP	-
Springs Family Centre	Young People	Two large youth clubs, a Jobs club for all, a project for young people getting into work, a music recording studio, a cooking course for young people	9 Tower Street, Kingdom Life Church, Northampton, NN1 2SN	-
NGAGE	Young People – drugs and alcohol	Provides information, education, advice and support to young people (10-18 years old) in relation to drug and alcohol use.	81 St Giles Street, Northampton, NN1 1JF	-
C2C Social Action	Current and ex-offenders	Support for men and women at any stage of the criminal justice system, including work programmes	First Floor, 9 Overstone Road, Northampton, NN1 3JL	-
Goodwill Solutions	Current and ex-offenders, veterans	Back to work programme for homeless including offenders. Run the Work Readiness Action Programme (WRAP), a £1.4 million Building Better Opportunities (BBO) project, engaging, supporting and helping people into employment.	Goodwill Solutions CIC Unit 1056 Moulton Park Deer Park Road Northampton NN3 6RX	-
SSAFA – Northamptonshire	Veterans	Support for all armed forces veterans	N/A – Online	-

Royal British Legion – Northampton	Veterans	Support for all armed forces veterans	N/A	-
100 Ladles (Action for Homelessness and Hunger)	Community Street Services / Rough Sleeping	A cooked meal every Saturday evening between 6.30-8.30pm in Northampton’s town centre for people who are homeless or sleeping rough.	N/A	-
Project 16:15	Community Street Services / Rough Sleeping	Daily breakfast provision, mainly in the town centre	N/A	-
Foundation Stones Project	Community Street Services / Rough Sleeping	Aiming to provide an additional shelter for rough sleepers. Also do street outreach.	N/A	-
Earths Lonely Angels	Community Street Services / Rough Sleeping	Mon, Wed and Fri meal on Abington Street	N/A	-
Midland Langar Seva Society	Community Street Services / Rough Sleeping	Sunday evening meal on Abington Street	N/A	-
Other independent street groups	Community Street Services / Rough Sleeping	Ad hoc basis	N/A	-
Oasis House – Midland Heart NAASH – Support	Supported Accommodation	Oasis House services are delivered in partnership with Northampton Borough council Northampton Hope Centre who provide day centre services to the homeless by providing meals,	35-37 Campbell Street Northampton NN1 3DS	48 units, with 9 direct access beds & 39 move on apartments. Plans to increase the number of units.

		clothing, training & activities. NAASH deliver accommodation related support: housing advice employment support substance misuse support medical services		
Amicus Trust	Supported Accommodation	Provide support and accommodation for single homeless across Northamptonshire. Access to education and training, mental health support	Various	Unknown number of units
Richmond Fellowship	Supported Accommodation	Provides supported housing for people with mental health and substance use problems across Northamptonshire. CAN Housing have 61 places and provide structured interventions through floating support.	William Tarry House 79 Spencer Street, NN5 5JX And 81 St Giles Street Northampton NN1	William Tarry House – 11 self-contained flats
Mayday Trust	Supported Accommodation	Provide support through a Personal Transitions Service, in addition to housing.	4 Broadmead Court St Albans Road Northampton NN3 2RU	Unknown number of units

Key Findings

- The number of homeless households for whom the Council has accepted a rehousing duty has increased significantly over the past few years. Together with a severe shortage of suitable move-on accommodation, this has resulted in a large increase in the number of homeless households (families and single people) living in temporary accommodation.
- Higher temporary accommodation numbers have resulted in the Council becoming increasingly reliant on expensive nightly-purchased temporary accommodation that is procured from private landlords.
- The increase in the number of homeless households accepted for rehousing is driven by two main causes: the ending of tenancies in the private rented sector and households being excluded by their parents or other members of their own family.
- This in turn is affected by: (a) diminishing affordability in the private rented sector and the structural problems that are making it difficult for households on a low income to access the private rented sector, and (b) the year-on-year decline in general needs social lettings and households' decreasing access to affordable housing.
- Although new homes are being built for affordable rent, this new housing supply has not kept pace with the steady decline in social lettings in recent years.
- Violent and non-violent relationship breakdown remains a main cause of homelessness.
- Since the 2011 Census, the increase in households renting privately and the decline in homeownership have continued, both in absolute numbers and proportionately.
- In line with the main causes of homelessness, most of the households approaching the Council when they are threatened with homelessness are living in the private rented sector or living with family or friends.
- The profile of the households approaching the Council for assistance under the homelessness legislation is disproportionately young (compared to all residents of Northampton) and disproportionately likely to be headed by a female main applicant.
- A notable aspect of the demographic profile of approaching households is the prevalence of single main applicants; only 17% had a partner in their household.
- A large minority of main applicants were in work (41%)
- Three quarters of households had no recorded support needs. Structural homelessness appears to be a bigger driver for approaching households than unmet support needs and personal causes of homelessness.

- Mental health problems are the most common support need overall and were very common among rough sleepers. Most rough sleepers had multiple support needs.
- Rough sleeping has increased and the Nightshelter continues to receive a steady stream of referrals. Although we acknowledge the limitations of the methodology that the Government has set for conducting Rough Sleeper Counts – and the fact that such Counts provide only a ‘snapshot’ figure that does not include everyone who is sleeping rough – we estimate (based on our six-days-a-week Outreach sessions and the intelligence we receive from local services) that, on any one night, 50 - 60 people sleep rough in Northampton.

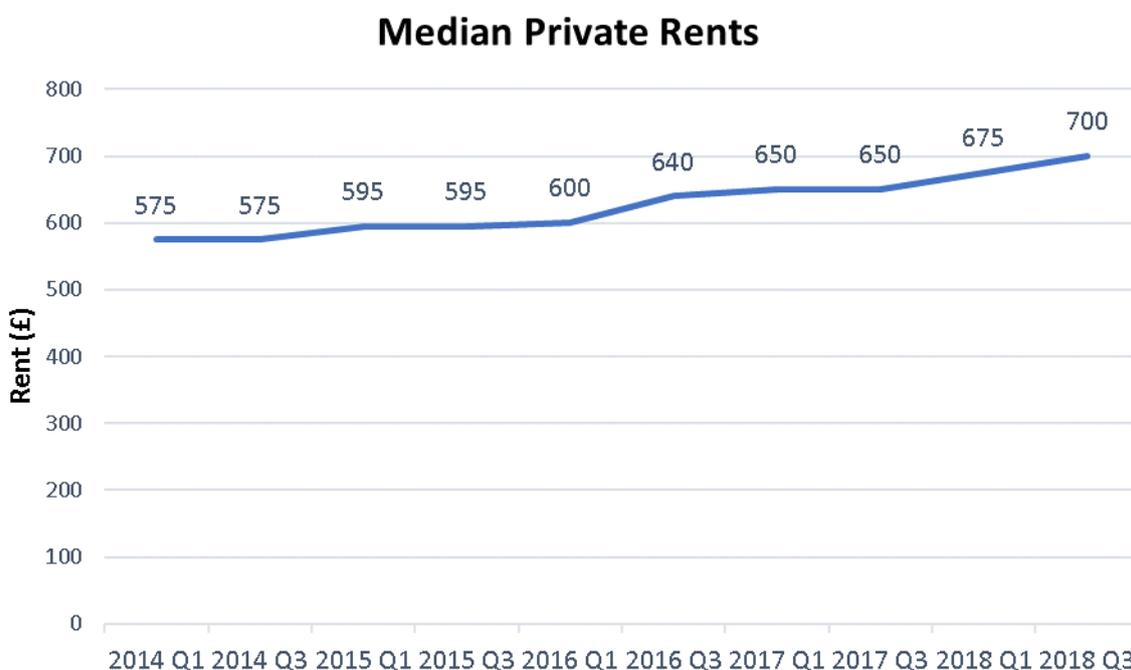
Future Levels of Homelessness

There are a range of factors that may affect future levels of homelessness. They will depend to a large extent on whether the key trends identified in the review are likely to continue over the next few years.

These trends are:

1. Worsening affordability in the private rented sector, leading to the eviction of households reliant on benefits for housing costs or limiting their ability to access the sector in the first place.
2. Lower numbers of general needs social lets, thereby creating fewer options for households affected by (1) and leading them to make a homelessness application and in some instances be accommodated in Temporary Accommodation.

For the first trend, PRS evictions have been driven by landlords seeking to sell or re-let at higher prices. Households becoming homeless due to parents asking them to leave is linked to this because it is affected by the increasing difficulty of household formation; younger households cannot secure their own accommodation in the PRS.



The above chart showing median private rents in Northampton. Together with the increase in house price-income ratios, this data suggests a consistent trend of worsening affordability. The increase in private rents shown above is in nominal terms, showing an increase of 17% from Q1 2016 to Q3 2018. For households dependent on benefits for their housing costs even a nominal increase of this size is significant because of the benefits freeze. Local housing allowance rates have been frozen from April 2016 through to April 2020. At the time of writing, there are indications this may end in 2020 and benefits will revert to increase in line with CPI. However, this is unlikely to increase affordability in the sector in any meaningful

way as LHA rates have fallen so far in relation to rents already. Furthermore, there are additional factors that will continue to affect the ability of lower earning households to rent privately, notably migration to Universal Credit.

The main ‘managed migration’ to Universal Credit is due to be completed by March 2023. The specific effects of the migration will not be known until it occurs, but evidence from the introduction of Universal Credit to date suggests a strong negative impact for tenants renting with benefits. There is a risk of this resulting in even more difficulty for tenants looking to access the PRS on low incomes. Therefore, there appears to be a strong likelihood of the first trend continuing over the lifetime of this Strategy.

For the second trend, reversing the decline in general needs social lets would require a substantial increase in affordable housing completions. An increase of that size is unlikely to occur over a relatively short period of time and would be very difficult over any time scale. As of November 2019, there is no evidence in the planning pipeline that there will be a large sustained increase in affordable housing supply. As a result, the expectation must be that the number general needs social lets will either remain broadly flat or continue to decline over the coming years.

In conclusion, as both main trends behind increasing homelessness look set to continue, future levels of homelessness are likely to be higher, without intervention. The Strategy will be developed with the intention of creating an action plan to address these causes and mitigate their effects on homeless households as far as realistically possible.