

Homelessness and Rough Sleeping Review

2024



1. Introduction

Aim

This review will inform future strategy development by describing the homelessness situation in Chorley and assessing gaps or duplications in provision. It considers local and national trends and aims to ensure we can respond to homelessness effectively in the foreseeable future.

About

This review supports both the Prevention of Homelessness Strategy and the Housing Strategy which seek to identify both short-term strategies to overcome challenges identified in the homelessness review but also longer-term strategies to develop community resilience to the underlying causes of homelessness.

Housing Strategy Priorities

- Supply enough homes, support a balanced housing market, and ensure good access to affordable housing.
- Ensure homes across all tenures are safe, secure, and high quality.
- Promote resident wellbeing and settled communities including supporting people to remain independent in their own homes.
- Prevent and reduce homelessness.

The [Homelessness Act 2002](#) places a statutory duty on all local housing authorities to carry out a homelessness review for their area and, in consultation with local partners and stakeholders, formulate and publish a Homelessness Strategy based on the results of that review, at least every five years. The act mandates that the strategy includes actions around three objectives:

- Preventing homelessness
- Securing sufficient accommodation
- Ensuring satisfactory support is available.

The [Homelessness Reduction Act 2017](#) introduced legal duties for housing authorities, making amendments to the Housing Act 1996 Part 7 (Homelessness). This focuses on the prevention and relief of homelessness, regardless of priority status and providing personal housing plans.

Definitions

Homeless: A person is homeless when they have no home available to reasonably occupy. This extends beyond those who are roofless to include those who are sofa surfing, in unfit housing, facing domestic violence or other circumstances where they have nowhere to reasonably occupy.

Threatened with homelessness: If within the next 56 days someone is likely to become homeless (as above), they are considered 'threatened with homelessness'.

Presentation: A presentation is when an individual or household contacts the council either by email, phone, or in person to inform us that they are either homeless or threatened with homelessness.

Prevention of homelessness: Homelessness prevention refers to policies, practices, and interventions that reduce the likelihood that someone will experience homelessness.

Prevention Duty: This duty applies if the local authority is satisfied the applicant is at risk of homelessness within 56 days and eligible for assistance. The local authority will then have a duty to take reasonable steps to help the applicant to secure accommodation which will be available for at least six months or assist the applicant to remain in their current residence.

Homelessness Relief: Homelessness relief is action taken to help resolve homelessness. It is where the authority has been unable to prevent homelessness but will help someone to secure accommodation.

Relief Duty: This duty applies when a local authority is satisfied that an applicant is homeless and eligible for assistance and will, therefore, take reasonable steps to help the applicant secure accommodation that will be available for at least six months.

Priority need: Refers to special reasons why the local authority must provide help to individuals who are homeless or facing homelessness. Examples of priority need are provided in the [homelessness code of guidance](#).

Intentionally homeless: Refers to a situation where a person deliberately does something, or fails to do something, which results in them losing their accommodation.

Main Housing Duty: The main housing duty is a duty owed by the local authority to someone who is homeless, eligible, has a priority need and is not intentionally homeless. The main housing duty is a duty to provide temporary accommodation until such time as the duty is ended, either by an offer of settled accommodation or for another specified reason.

Section 21 notice: is when a landlord serves their tenant with at least two months' notice to leave the property this is often known as a 'no-fault' eviction, they do not have to provide any reasoning for the eviction.

2. Current and future levels of homelessness

2.1 Current levels of homelessness and rough sleeping in Chorley

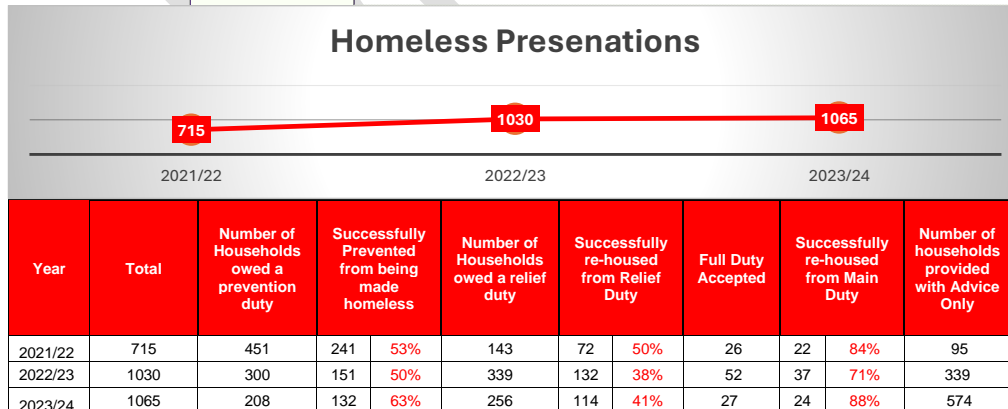
Data gathered from local caseload records is considered below to describe the current homelessness situation in Chorley. This data is placed alongside regional and national data to illustrate the levels of homelessness and rough sleeping in Chorley in the regional and national contexts. Equality data is also reported and placed alongside baseline data to assess the relative levels of representation across various groups for potential inequalities.

Covid 19

In 2020, all Local Authorities across the country implemented additional measures to safeguard rough sleepers of Covid 19, with "The Everyone In" initiative, ensuring people sleeping rough were safely accommodated. Over this period, we would have seen an increase in our temporary accommodation figures.

Between August 2020 and May 2021 additional restrictions on evictions were also implemented resulting in less presentations from renters in the social sector. Because of this extraordinary circumstances, we will remove data from this period (2020/21) in our review.

Homelessness Presentations



Commented [LJ1]: I think in all cases we'll need to add a footnote about Covid/All In for 20/21 and 21/22. Or, add in a paragraph called "Covid-19" to explain what happened during Covid and how this might skew figures.

Commented [LM2R1]: I will add this

Presenting Reasons

Presenting Reasons - Application Date	2021/22		2022/23		2023/24	
Advice Only - presenting reasons not recorded	162	23%	443	43%	566	53%
Departure from institution: Custody	2	0%	18	2%	15	1%
Departure from institution: Hospital (psychiatric)	1	0%	3	0%	2	0%
Domestic abuse - victim	80	11%	56	5%	49	5%
Domestic abuse - alleged perpetrator excluded from property	2	0%	18	2%	5	0%
End of private rented tenancy - not assured shorthold tenancy	10	1%	58	6%	16	2%
Family no longer willing or able to accommodate	121	17%	134	13%	104	10%
End of private rented tenancy - assured shorthold tenancy	109	15%	105	10%	117	11%
End of social rented tenancy	34	5%	23	2%	27	3%
Eviction from supported housing	21	3%	37	4%	32	3%
Fire or flood / other emergency	4	1%	2	0%	2	0%
Friends no longer willing or able to accommodate	27	4%	41	4%	25	2%
Home no longer suitable due to disability / ill health	8	1%	10	1%	8	1%
Left HM Forces	1	0%	1	0%	1	0%
Loss of tied accommodation	0	0%	0	0%	3	0%
Left institution with no accommodation available	2	0%	0	0%	0	0%
Mortgage repossession or sale of owner occupier property	4	1%	3	0%	5	0%
Non-racially motivated / other motivated violence or harassment	14	2%	7	1%	6	1%
Not known due to last settled accommodation Not known	0	0%	0	0%	2	0%
Other	44	6%	0	0%	0	0%
Property disrepair	2	0%	4	0%	3	0%
Racially motivated violence or harassment	0	0%	0	0%	1	0%
Relationship with partner ended (non-violent breakdown)	63	9%	55	5%	35	3%
Required to leave accommodation provided by Home Office as asylum support	4	1%	12	1%	32	3%
Voluntarily left accommodation to relocate	0	0%	0	0%	9	1%
	715		1030		1065	

There has been an increase of 32% in presentations since 2021 with more applications being dealt with at an earlier stage. Data shows approximately 50% of cases in 2023/2024 were closed with advice provided in comparison to only 23% of cases being closed as advice only in 2021.

Commented [LJ3]: How does this compare to 2019/20?

Reasons for Loss of Accommodation

Commented [LJ4]: % too

Loss of AST	2021/22		2022/23		2023/24	
Breach of tenancy, not related to rent arrears	4	4%	1	1%	3	3%
Illegal eviction	7	6%	2	2%	1	1%
Landlord wishing to re-let the property	9	8%	10	10%	7	6%
Landlord wishing to sell the property	49	45%	68	65%	67	57%
Other	9	8%	15	14%	14	12%
Rent arrears due to change in personal circumstances	10	9%	3	3%	4	3%
Rent arrears due to increase in rent	1	1%	1	1%	4	3%
Rent arrears due to reduction in employment income	6	5%	1	1%	3	3%
Rent arrears due to tenant difficulty budgeting or tenant making other payment(s) or due to shortfall between benefit and rent	5	4%	2	2%	3	3%
Rent arrears following changes in benefit entitlement	2	2%	0	0%	1	1%
Tenant abandoned property	5	4%	2	1%	9	8%
Tenant complained to the council/agent/landlord about disrepair	2	2%	0	0%	1	1%
	109		105		117	
Loss of Social Housing	2021/22		2022/23		2023/24	
Breach of tenancy, not related to rent arrears	3	9%	6	26%	3	11%
Other	5	15%	6	26%	4	15%
Rent arrears due to change in personal circumstances	12	35%	4	17%	9	33%
Rent arrears due to increase in rent	0	0%	0	0%	0	0%
Rent arrears due to reduction in employment income	1	3%	0	0%	1	4%
Rent arrears due to tenant difficulty budgeting or tenant making other payment(s) or due to shortfall between benefit and rent	8	24%	1	4%	2	7%
Rent arrears following changes in benefit entitlement	1	3%	2	9%	3	11%
Tenant abandoned property	4	12%	4	17%	5	19%
	34		23		27	
Loss of Supported Accommodation	2021/22		2022/23		2023/24	
No longer eligible for supported housing	4	19%	3	8%	3	9%
Other	1	5%	5	14%	2	6%
Other breach of tenancy or licence, not related to rent	15	71%	28	76%	27	84%
Rent arrears	1	5%	1	3%	0	0%
	21		37		32	

Comparing 2021/22 with 2023/24, the total number of people presenting as homeless increased by 32%. When the Homeless Reduction Act (HRA) was implemented in 2018, it changed how cases were recorded. A new requirement was placed on Local Authorities to provide support to prevent and relieve homelessness within 56 days. The duty could not come to an end prior to this resulting in an increase in the length of time cases where open. The council was also bound to record what support and actions were discussed and offered.

Commented [LJ5]: Add a footnote to explain changes in methodology?

Between 2022 and 2024 there has been a shift in the number of advice cases recorded with advice being given at earlier stages and cases closing more quickly. Changes within the council's Housing Options team in 2021 resulted in cases being recorded differently and we observed an increase in the number of cases recorded as relief rather than prevention, and you will see from the table above.

Preventing homelessness is becoming increasingly challenging with lack of suitable properties and rent increases adding to the pressure on Local Authority homeless services.

We have seen an increase of presentations due to private landlords wishing to sell their properties. Some of these sales have been prompted by the Renter (Reform) Bill which may abolish Section 21 evictions (no-fault evictions). An increase in mortgage interest rates is also having an impact on housing supply in the private rented sector and an increase in households wanting to access affordable housing within this sector.

Caseload breakdown 2022/23

Area	Total initial assessments	Total owed a prevention or relief duty	Threatened with homelessness within 56 days - Prevention duty owed	Homeless - Relief duty
Blackpool	1736	1685 (97%)	760 (44%)	925 (53%)
Blackburn with Darwen	1,029	962 (93%)	583 (57%)	379 (37%)
Burnley	622	622 (100%)	234 (38%)	388 (62%)
Chorley	532	527 (99%)	242 (45%)	285 (54%)
Fylde	292	292 (100%)	127 (43%)	165 (57%)
Hyndburn	270	270 (100%)	136 (50%)	134 (50%)
Lancaster	TBC	TBC	TBC	TBC
Pendle	702	356 (51%)	244 (35%)	112 (16%)
Preston	1070	715 (67%)	297 (28%)	418 (39%)
Ribble Valley	76	76 (100%)	22 (29%)	54 (71%)
Rosendale	543	537 (99%)	465 (87%)	72 (13%)
South Ribble	537	519 (97%)	253 (47%)	266 (50%)
West Lancashire	245	245 (100%)	90 (37%)	155 (63%)
Wyre	446	437 (98%)	313 (70%)	124 (28%)
Lancashire 14 (Awaiting data for Lancaster)	7030	6528	3469	3059
Northwest	46,250	44,930 (97%)	19,890 (43%)	25,030 (54%)
ENGLAND	311,990	298,430 (96%)	140,790 (45%)	157,640 (51%)

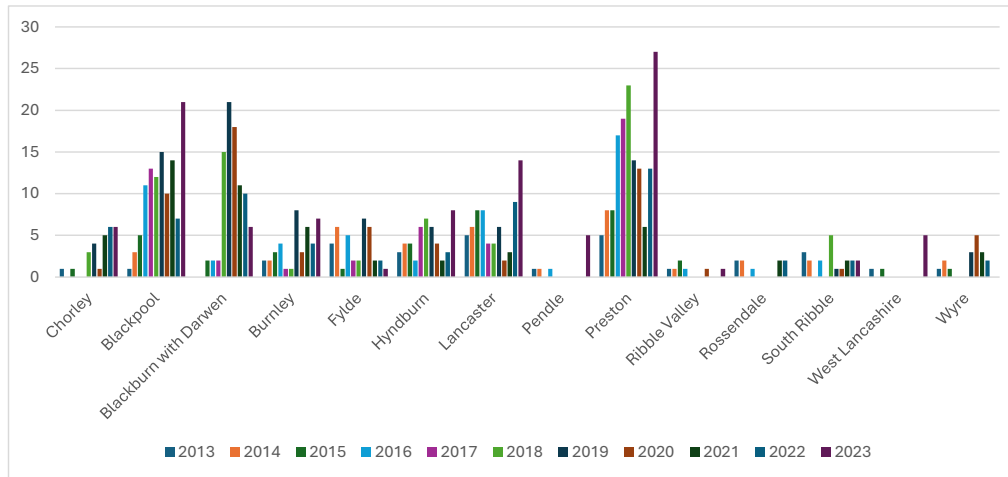
Commented [LJ6]: Can you also enter as % too?

Commented [LJ7]: Can you add a footnote about where this data is from

When compared with regional and national trends Chorley has an average caseload of relief and prevention duty cases. Latest data provided by Ministry of Housing, Communities & Local Government (MHCLG).

Commented [LJ8]: They are now called something else that doesn't mention Levelling UP!

Rough Sleeping throughout Lancashire 2013 -2023



	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Blackpool	1	3	5	11	13	12	15	10	14	7	21
Blackburn with Darwen	0	0	2	2	2	15	21	18	11	10	6
Burnley	2	2	3	4	1	1	8	3	6	4	7
Chorley	1	0	1	0	0	3	4	1	5	6	6
Fylde	4	6	1	5	2	2	7	6	2	2	1
Hyndburn	3	4	4	2	6	7	6	4	2	3	8
Lancaster	5	6	8	8	4	4	6	2	3	9	14
Pendle	1	1	0	1	0	0	0	0	0	0	5
Preston	5	8	8	17	19	23	14	13	6	13	27
Ribble Valley	1	1	2	1	0	0	0	1	0	0	1
Rossendale	2	2	0	1	0	0	0	0	2	2	0
South Ribble	3	2	0	2	0	5	1	1	2	2	2
West Lancashire	1	0	1	0	0	0	0	0	0	0	5
Wyre	1	2	1	0	0	0	3	5	3	2	0
Lancashire 14	30	37	36	54	47	72	85	64	56	60	103

Rough sleeping is the most visible form of homelessness and can have significant long-term impacts to both mental and physical health of the individuals. As the length of time sleeping rough increases, so does the likelihood of developing complex needs and the longer spent the greater the degree of complexity. This makes it significantly more effective and efficient to intervene at the earliest opportunity.

Since autumn 2010, all local authorities have been required to submit an annual snapshot figure to MHCLG to indicate the number of people sleeping rough in their area on a 'typical' night between 1st October and 30th November. There are three different approaches housing authorities can take to complete annual rough sleeping snapshot estimate.

1. **Count-based estimate:** This is a full physical count of the area, after midnight on the chosen 'typical' night
2. **Evidence-based estimate:** Following the chosen 'typical' night, you hold an estimate meeting with partner agencies to agree an intelligence-led estimated total number of people who slept rough on that 'typical' night
3. **Evidence-based estimate**, including a spotlight count: After midnight on your chosen 'typical' night, you carry out a smaller physical count of only hotspot areas. Following the 'typical' night, you then hold an estimate meeting (as described above) discussing those not seen during the hotspot count.

Usual practice is to alternate the way data is collected each year, however 2022 and 2023 where both evidence-based estimates (2 Four of the six people reported as sleeping rough in 2023 in Chorley were reported from Chorley Help the Homeless and not known to the council's Housing Solutions Team.).

October 2024, we conducted a count-based estimate, this is a physical count of the number of people seen sleeping rough in the local authority area on a 'typical' night". The snapshot of the count was zero people seen bedding down to sleep.

The statistics for all other LA areas in Lancashire will be published between February and March 2025.

The Rough Sleeper Provision at Cotswold House was introduced as part of Severe Weather Emergency Protocol (SWEP) programme from October to March each year. Over the last few years in Chorley this provision has been available all year to prevent rough sleeping regardless the weather conditions. There are 4 beds available every night of the year, increasing to up to 8 beds available each night in the winter months if required.

Commissioned Services

We have a number of commissioned services that assist in fulfilling our duties including:

KEY Youth Charity – assist with preventing homelessness for 16 to 25 years old's by providing help to people before they hit crisis point, providing housing tenancy training, mediation, resolving family issues, support and advice on education and preparing to live independently and pre-tenancy training.

Chorley Help the Homeless are local charity who support those at risk of or affected by being homeless in the borough of Chorley.

Preston Care and Repair – are an organisation that delivers the Sanctuary Scheme, which aims to enable households at risk of domestic abuse to remain in their own homes safely.

Citizen Advice Bureau – provide a variety of housing support including budgeting, debt and benefit advice, along with some general housing advice.

Staff Changes

Since the last homelessness review there have been several changes to the Housing team at the council. A number of externally funded posts were deleted, commissioned services ended and temporary staffing arrangements were put in place to respond to specific needs., To stabilise the service a full Service Review was launched over the summer of 2024 and changes were implemented in September.

As part of the service review, it was recognised partnership working with landlords of all tenures required a more dedicated approach. A new post of Permanent Housing Co-ordinator was created to help manage, improve and sustain these relationships to prevent homelesses

Commented [LJ9]: Why are these two years estimates?

Service Summary 2023/2024

From 1st April 2023 to 31st March 2024, there was 1065 presentations to Chorley Council of households which were either homeless or threatened with homelessness. 551 of these presentations completed housing assessments, to determine if the council had a requirement to help and assist in finding alternative accommodation or assist with helping them to remain in their current accommodation.

Out of the 551, 208 presented as threatened with homelessness. Of these 208 households, 130 were prevented from losing their home, meaning we prevented 62% of households from becoming homeless.

Out of the 551, 343 presented as already homeless or became homeless as we were unable to successfully prevent them from becoming homeless. 115 of the 343 households (33%) were assisted into settled accommodation.

