

Carlisle City Council

Homelessness and Rough Sleeping Review

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Review of homelessness and rough sleeping in Carlisle

It is a statutory requirement contained within the Homelessness Act 2002 that every local authority undertakes a Homelessness Review outlining the main causes of homelessness in its area. The purpose of the review is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness in order to inform the development of the strategy.

Successes since the last review

The [2015-20](#) Inter-agency Homelessness Strategy set out 4 key priority areas:

1. Delivery of appropriate flexible accommodation and support pathways
2. Address multiple exclusion homelessness (MEH) and rough sleeping
3. Increase and improve positive outcomes for young people experiencing homelessness
4. Prevent homelessness

Throughout the course of that strategy we have:

- Worked with Cumbria County Council to develop the young person's pathway services and young person's homelessness protocol
- Extend the No Second Night Out (NSNO) provision
- Established rehousing pathways and support projects focused on adults facing exclusion and at risk of rough sleeping
- Reviewed and established a rent in advance and bond scheme
- Prepared and reacted to the Homelessness Reduction Act 2017
- Improved the capacity of the Homeless Prevention and Accommodation Services, upgrading IT systems, training, integrated service delivery and prevention focused activities

The actions have contributed towards:

- 2,212 households being prevented from becoming homeless
- 1,048 households supported in emergency accommodation, 18% of which with dependent children
- 357 households assisted to access private sector accommodation
- 211 flooded households assisted
- 70% reduction in main duty homeless acceptances
- Supported 48 individuals rough sleeping or at risk of rough sleeping with complex needs
- Supported 514 victims of domestic abuse and their children who were at direct risk of homelessness as a result
- £8.16 million in benefit gains to vulnerable households
- Supported 957 households to move into affordable long-term housing to meet their needs

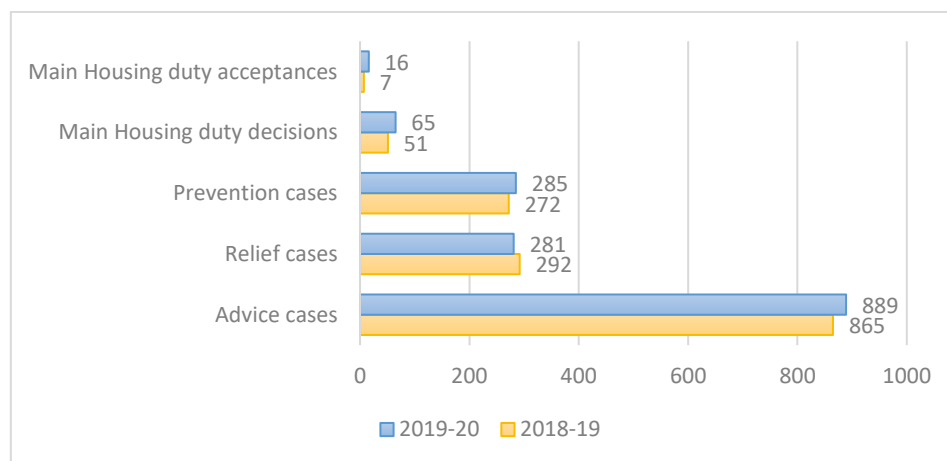
Applications, acceptances and prevention

The chart below shows the levels of statutory homelessness presentations over 2018/19 and 2019/20. The data shows that the number of households seeking advice and those owed prevention, relief and a full homelessness duty has remained consistent during the first two years of the newly implemented Homelessness Reduction Act 2017.

It is worth noting that Homelessness in Carlisle has reduced by 6% between 2015 and 2020.

Although there is an increase in main duty housing acceptances (shown below), there is a 70% reduction in main duty acceptances since 2015 (from 53 to 16) which is in line with government expectations and the aims of the new duties.

Figure 1: Advice, prevention, relief, and full duty



In terms of the statutory homeless decisions, the percentage of main duty acceptances has remained consistent over the past five years but remains lower than the national and regional levels; with a quarter of all decisions being accepted a full housing duty.

In 2019/20, 55% of all cases were assisted at the prevention stage, which is 6% higher than the national average, and 9% higher than the Cumbrian average.

The percentage of intentionally homeless decisions in Carlisle has increased from 3% in 2015 to 25% in 2020, with the national average being 7% in 2020 and the Cumbrian average 14%. This increase, apparent only following the implementation of the Homeless Reduction Act 2017 reflects the increase in applicants with complex needs, with exclusion / engagement issues and rehousing challenges / barriers that are unable to be resolved within the 56-day relief period.

This also reflects the demographic that Carlisle has 43% more single males at the relief stage than the national average; and significantly more people leaving an institution (mainly prison) as homeless in 2019/20 than the national average, as highlighted below (table 1 & 2 and figure 6).

Figure 2: Comparative main duty decision and acceptance data

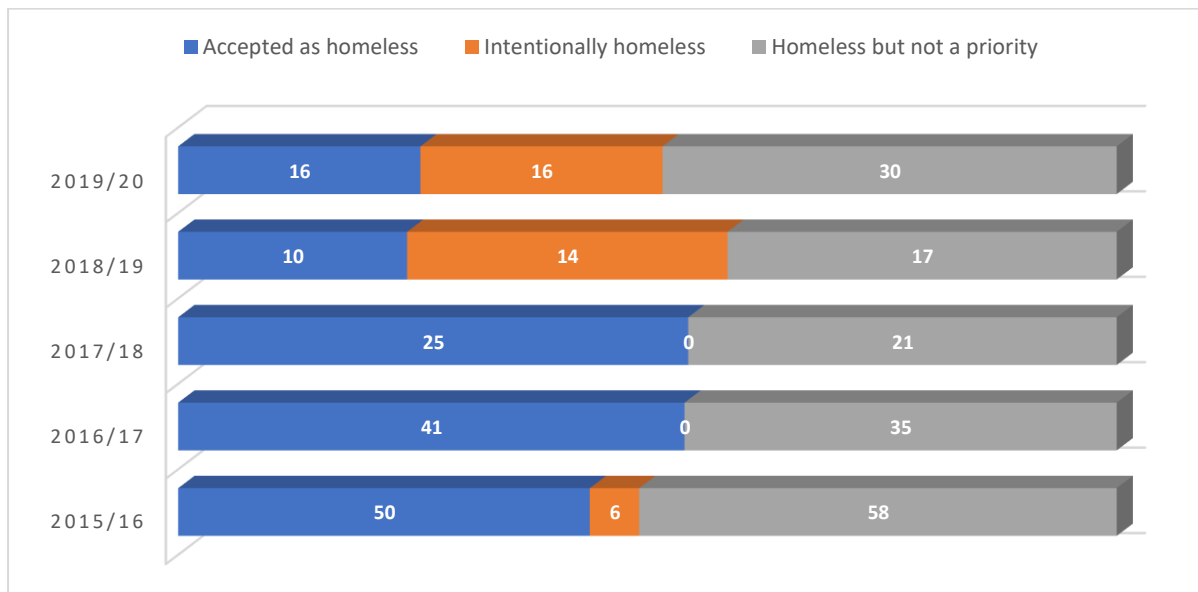
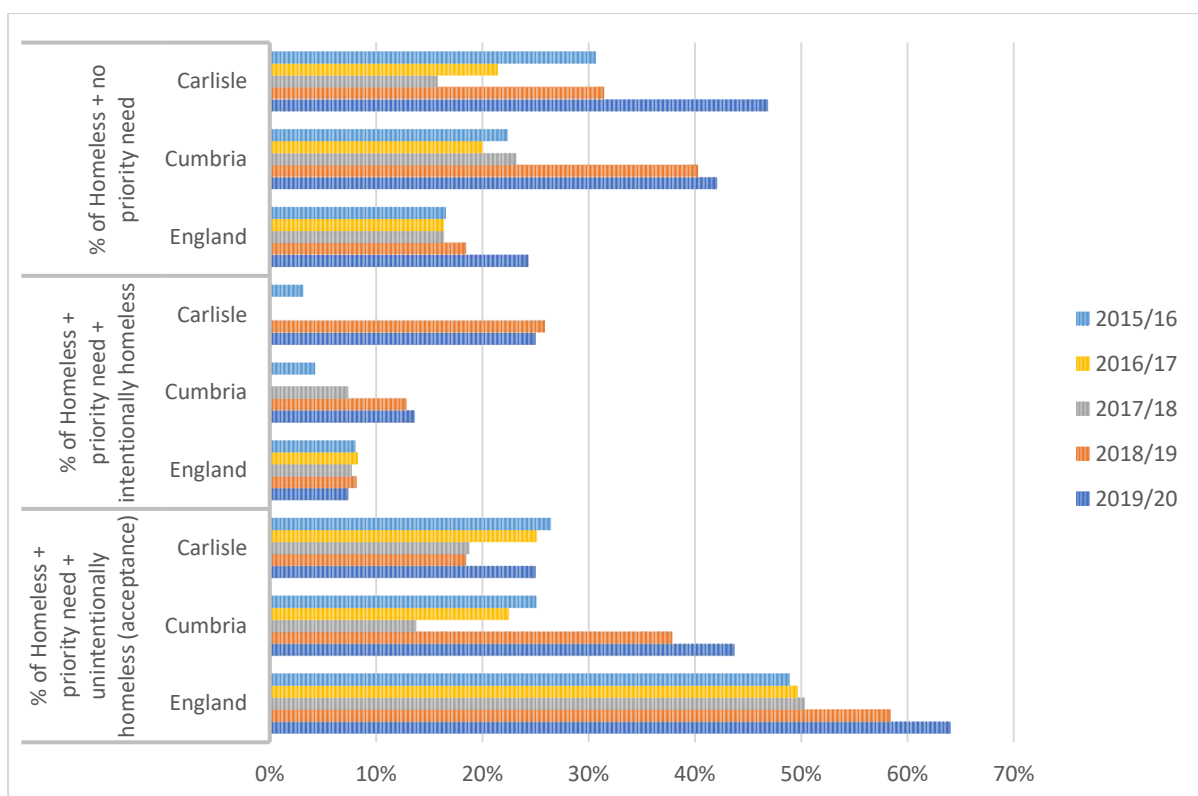


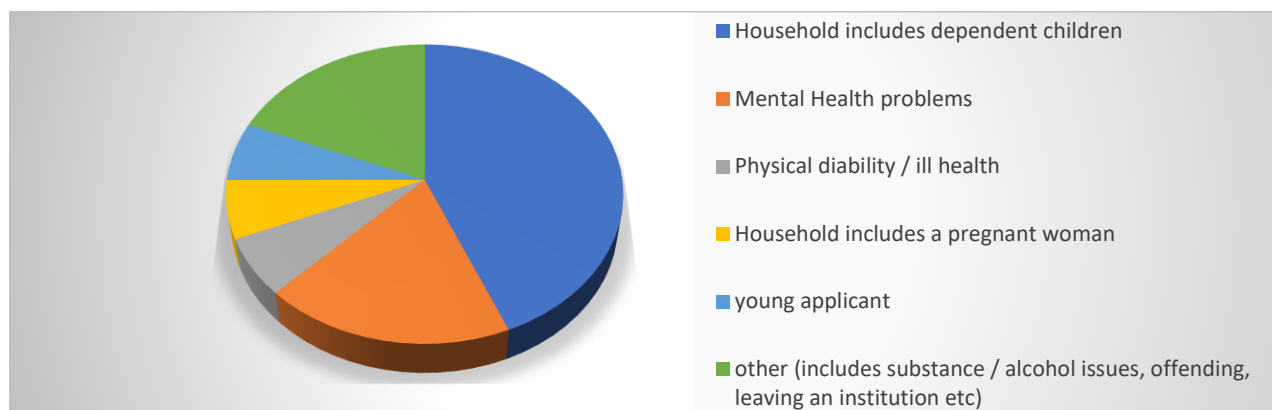
Figure 3: Comparative main duty decision and acceptance data



Priority need categories

Analysis of the statutory homelessness decisions and outcomes for 19/20 highlights that the main priority need of households owed a main duty are:

Figure 4: Main priority need of households owed a main duty



The presence of dependent children in the household has been the primary reason for priority need over the last five years; accounting for 44% of acceptances in 2019/20.

Following that the most significant accepted priority groups in order are:

- Vulnerable as a result of mental illness / disability
- Pregnant woman, no other children
- Other: drug and alcohol issues / offending / history of homelessness / rough sleeping

Those households leaving an institution as homeless in Carlisle is significantly higher than national and regional levels, both at the prevention and relief duty stage:

Table 1: Percentage of households leaving an institution homeless

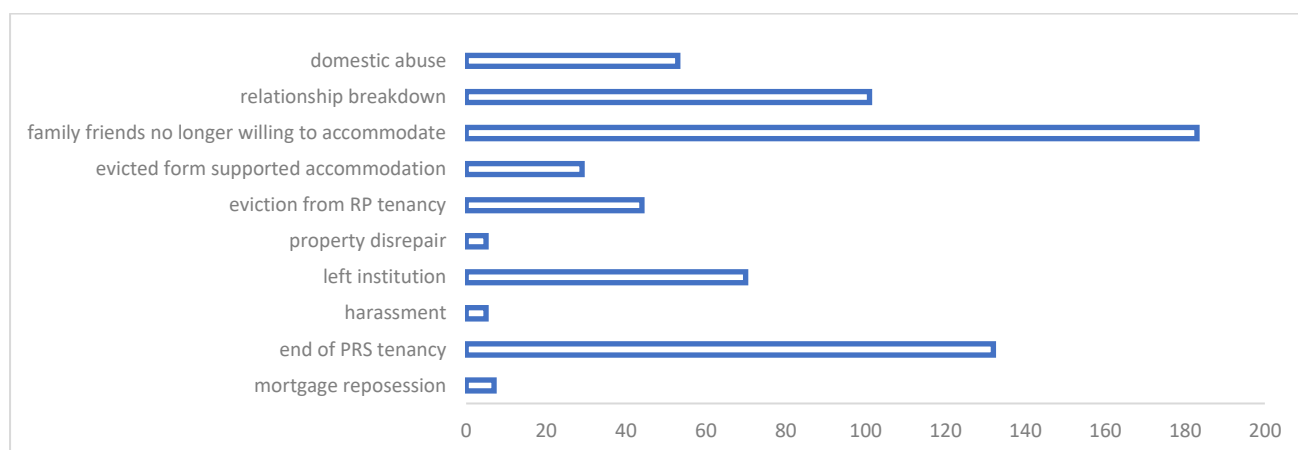
2019/20	England	North-west	Cumbria	Carlisle
Prevention duty	1%	1%	3%	5%
Relief duty	3%	5%	6%	11%

This is as a result of prison releases, and despite the high levels of public duty to referrals received from the prison and offender services, there is more that needs to be developed to address this – particularly at the relief stage.

Causes of homelessness and main support needs (2019/20)

The data below identifies the main reasons for households falling into homelessness in Carlisle. The most common cause of homelessness cases that we accept a duty towards is as a result of friends and family no longer willing to accommodate, which aligns to the national and regional picture; this has also been the consistent highest reason for homelessness over the past five years.

Figure 5: Main reason for homelessness 19/20



In 2019/20, we saw an increase in the number of applicants presenting who are homeless as a result of a private rented sector tenancy ending at the prevention stage; this is 36% higher than the national average.

The data allows us to profile the most common characteristics of those who are accepted as homeless in the district:

- White
- Households with dependent children
- Lone female parent
- Aged 25-34
- Long term sick or unemployed

Young People and Care Leavers

The number of young people under 35 years has increased over the past five years, specifically those who have higher longer term supported accommodation needs including care leavers, young pregnant females or young families. This rise is attributed to a lack of specialist provision in the City to meet these needs, and a lack of specialist emergency accommodation outside of the local authority emergency temporary accommodation.

Table 2: Main support needs 19/20 with comparative data

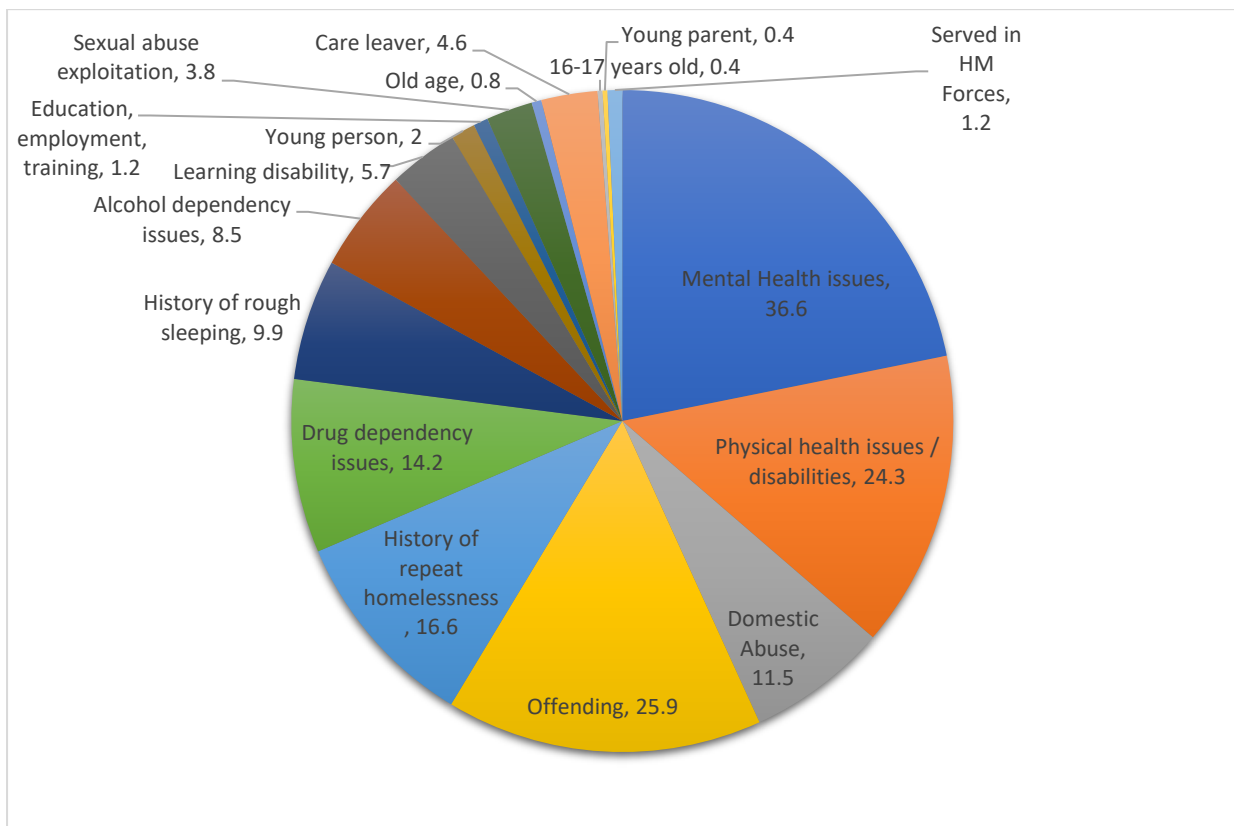
19/20	England	NW	Cumbria	Carlisle
Total households with support needs owed a duty:	47%	51%	74%	60%
prevention:	49%	48%	46%	55%
friends/family	24%	22%	21%	25%

Relationship breakdown	6%	7%	10%	13%
end of private rented	22%	28%	29%	30%
domestic abuse	6%	6%	9%	6%
left institution	1%	1%	3%	5%
relief:	46%	48%	50%	45%
friends/family	28%	28%	26%	29%
relationship breakdown	10%	11%	15%	17%
end of private rented	10%	10%	9%	10%
domestic abuse	13%	12%	12%	12%
left institution	3%	5%	6%	11%
main support needs:				
domestic abuse	9%	10%	16%	10%
offending	8%	11%	25%	26%
rough sleeping	5%	6%	12%	10%
young person	4%	4%	6%	4%
care leaver	2%	3%	4%	5%

In 2019/20, the number of care leavers presenting as homeless in Carlisle was higher than the national average at 5%.

The main support needs of homeless applicants (% of prevention and relief) in Carlisle in 2019/20 are:

Figure 6: Main support needs 19/20 with comparative data



In 2019/20, 1% of homeless presentations in Carlisle were leaving HM Forces, this is consistent with the national average.

Domestic Abuse

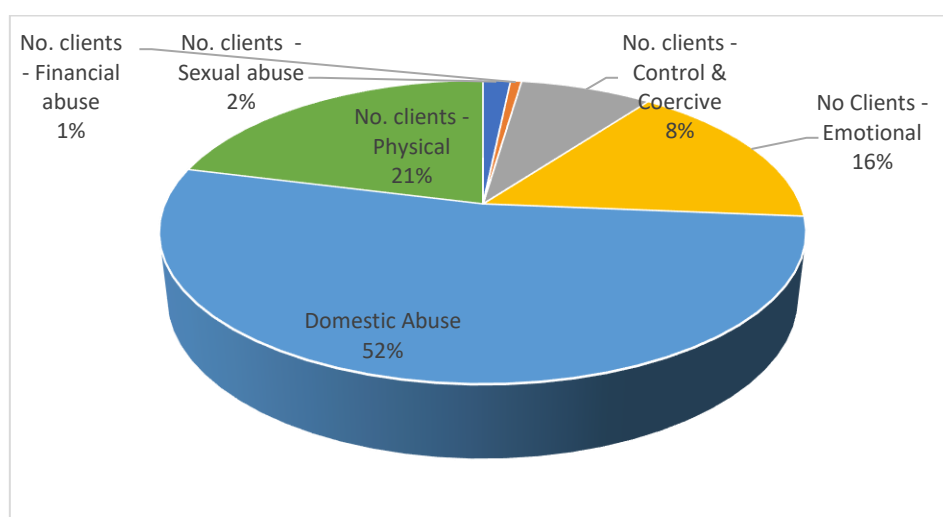
12% of all homeless presentations in Carlisle in 2019/20 were as a result of domestic abuse which is higher than the national average (9%).

Carlisle has externally funded (MHCLG) fixed term specialist officers in place to deliver support interventions specifically to those at risk of homelessness as a result of domestic abuse; to date 514 victims and their children have been supported with a range of preventative interventions both in the community, where safe and appropriate to remain at home, and in emergency temporary accommodation when needed to leave in a crisis with support to move on positively.

The data collated allows us to profile the most common characteristics of those who are at risk of homelessness as a result of domestic abuse in the district:

- 94% of victims are female
- 49% of victims have dependents
- 51% of victims have mental health issues
- 30% of victims have substance / alcohol misuse issues
- 30% of victims have a history of complex relationships / prior abuse

Figure 7: Breakdown of domestic abuse profile



Households in temporary accommodation (TA)

The table below shows a snapshot of the number of households in temporary accommodation as at 31 March for the last 5 years. From 2015 – 2020 there has been:

Table 3: Snapshot of those in TA on 31 March from 2015 - 2020

TA	2015	2016	2017	2018	2019	2020
Carlisle	31	23 (not fully operational due to flood)	23 (not fully operational due to flood recovery)	28 (not fully operational due to flood recovery)	29	29 (not fully operational due to C19 restrictions)
Per 1000 households	0.3	0.2	0.2	0.3	0.3	0.3

England per 1000 households	0.4	0.2	0.2	0.3	0.3	
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1,048 households have been supported in emergency temporary accommodation (TA) over the five-year period, which equates to 20% of all homeless cases and has remained static throughout the period despite the external factors impacting on availability i.e. local flooding and Covid-19.

In terms of those households accessing TA, 83% are single person households, which is a 16% increase over the period.

Key data of note over the five-year period:

- Average weekly length of stay has reduced from 10 weeks to 8 weeks
- Positive move on has increased from 66% to 71%
- The number of 16/17 year old being accommodated has reduced from 13 to 1
- Domestic abuse placements have increased from 12 to 25; and account for 14% of all placements
- 63% of all placements are for those aged under 35 years
- 27% of all placements are as a result of relationship breakdowns
- Rough sleeper (and those at risk of) placements have increased from 30 to 47; and account for 27% of all placements

Rough Sleeping (RS)

The official annual rough sleeper figures and comparative homelessness figures reported to government are:

Table 4: Official annual snapshot rough sleeper count data

RS numbers	2015	2016	2017	2018	2019
Carlisle	0	1	1	3	5
Cumbria	9	11	7	6	31
North West	220	313	434	428	349
England	3569	4134	4751	4677	4266

Table 5: Homeless and rough sleeping numbers 2018 – 2020, with per 100 household comparators

Homeless numbers	2018/19	2019/20	Homeless per 1000 households (19/20)	RS per 1000 households (19/20)
Carlisle	514	507	4.7	0.05
Cumbria	2075	2151	4.3	0.06
North West	40070	41970	6.0	0.05
England	292690	304290	5.4	0.08

In addition to the official annual snapshot figure, Carlisle has specialist officers delivering focused projects in relation to rough sleeping funded by the MHCLG since 2018; to date 48 individuals have supported with a range of interventions and issues, via a new pathway model of integrated support to get off the streets in to longer term supported tenancies.

The data collated allows us to profile the most common characteristics of those who are rough sleeping in the district:

- White
- Single no dependent children
- Aged 25-44
- Mental health issues
- Offending history
- History of leaving an institution
- Drug and / or alcohol misuse issues
- Long term sick or unemployed
- History of repeat homelessness
- History of exclusion from services
- Historical or current safeguarding / abuse risk factors linked to complex relationships
- Limited rehousing options