

**Homeless households  
assessed and owed a duty,  
in priority need, living in  
temporary  
accommodation, 2022/23,  
plus rough sleepers, 2023**

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# 1 Overview

## Services for the homeless

Local authorities have a duty to help homeless people who fit certain criteria, and those who may be about to become homeless. Anyone requiring information on services for the homeless should use the related information links on their district or unitary authority web page. These can be found on the [Lancashire Insight Homeless households in priority need front page](#) in the 'Related information' panel on the right hand side of the screen. Alternatively, the [Homeless UK](#) website provides details on the range of help available for the homeless and those at risk of homelessness. Information can also be found on the [GOV.UK](#) and [Shelter](#) websites.

## Homeless households owed a duty, households accepted as homeless and in priority need, households living in temporary accommodation and rough sleepers

This short article contains information on the number of households accepted as homeless and in priority need in Lancashire. The figures have been downloaded from the GOV.UK website. The site has a ['live tables on homelessness'](#) page that gives access to the homelessness results. The figures in this article are sourced from Tables A1, MD1 and T1.

Because of the implementation of the 2017 Homelessness Reduction Act during 2018 this article has been revised and the figures for households that are homeless and in priority need are much reduced when compared to previous years.

The report contains data on the number of households living in temporary accommodation that are available from the same data source and also highlights the [rough sleepers figures](#) that are available for Lancashire local authorities.

The information is used in the development of housing needs indices, responses to parliamentary questions and for policy development on housing issues. Local authorities also use the data for either management purposes or to assist the continued development of housing strategies.

## 2 Summary

The 2,323+ households assessed as 'homeless and owed a relief duty' in Lancashire-12 was 1.5% of the England figure of 157,640, while there were 2,580+ households threatened with homelessness and owed a prevention duty in 2022/23, which was 1.8% of the England total (140,790). Burnley had the highest 'homeless and owed a relief duty' figure in the Lancashire-12 area, although in Lancaster the total of 309 for just three quarters hints that the figure for the whole year could exceed that of Burnley. Also Preston City Council failed to submit data for one quarter, but was ranked lower for the other three quarters.

Combining the number of households owed a relief or prevention duty gives a total of 4,903 households, 1.6% of the England total of 298,430.

In the Lancashire-12 area in 2022/23, around 384 households were accepted as being homeless and in priority need, which equates to just 0.73% of the England total of 52,800.

For England as a whole, households in temporary accommodation increased substantially from 77,220 in the 2016/17 financial year to 99,888 in 2022/23, which is some 4,200 more than in the previous year. Those in Lancashire-12 have increased by 25.6% to 285 households compared to 2021/22, which is just 0.29% of the England figure.

For autumn 2023, estimates were provided by local authorities that together came to 76 rough sleepers in the Lancashire-12 area and 103 in the Lancashire-14 area. For England as a whole the figure was 3,898.

## 3 Background information

### 3.1 Recording of homelessness cases by local authorities

Local authorities record cases where homelessness is prevented or relieved on the [P1E data return](#). Under sections 1 and 3 of the Homelessness Act 2002, local housing authorities must have a strategy for preventing homelessness in their district. The strategy must apply to everyone at risk of homelessness.

All persons who fall within the authority's scheme and for whom positive assistance was provided during the quarterly period (either by the authority or a partner organisation) should be recorded on the P1E form.

### 3.2 Complementary information on Lancashire Insight

The [National Homeless Advisory Service](#) is a partnership between Shelter and Citizens Advice, funded by the Ministry of Housing, Communities & Local Government. The aim is to ensure that all people receive accurate and timely housing advice.

The [Foxton Centre](#) in Preston is a local example of a Lancashire organisation that works with homeless and disadvantaged groups in central Preston.

## 4 Households assessed and owed a duty

The Homelessness Reduction Act of 2017, while not replacing the provisions of the 1996 and 2002 Acts, brought in responsibilities for local authorities and certain other public bodies to take earlier action to prevent homelessness. These responsibilities are the duty to prevent homelessness, the duty to provide 'relief' for already homeless households, the duty to refer to the local authority those at risk of homelessness and the requirement for local authorities to carry out holistic assessments of the applicant's housing needs. It is these assessments, and the records of duties owed resulting from the assessments, which are shown in Table 1. This has a number of implications for this article on homelessness. One is that the previous generally accepted definition of homelessness, 'households accepted as

homeless and in priority need' ceases to apply in the same way. The new wider definition is those households which are 'assessed as owed a relief duty'. Another implication is that the figures for those households in priority need are substantially reduced, as many of them have already been dealt with. Another effect of this is that it becomes impossible to compare the latest homeless statistics with any previous year.

This [Ministry of Housing, Communities and Local Government publication](#) details some of the initiatives put in place to reduce levels of homelessness prior to the 2017 Act.

**Table 1: Households assessed as homeless or as at risk of homelessness and a duty owed, April 2022 to March 2023**

	Homeless households – relief duty owed (RDO)	Homeless households (RDO) per (000s)	Relief duty owed, rank in England*	Households threatened with homelessness – prevention duty owed (PDO)	Households threatened with homelessness (PDO) per (000s)	Prevention duty owed, rank in England*
Burnley	388	10.0	34	234	6.0	88
Chorley	285	5.4	122	242	4.6	163
Fylde	165	4.1	167	127	3.2	222
Hyndburn	134	3.8	186	136	3.8	197
Lancaster <sup>‡</sup>	309 <sup>(3)</sup>	-	(93)	318 <sup>(3)</sup>	-	(94)
Pendle	112	2.8	232	244	6.2	79
Preston <sup>‡</sup>	259 <sup>(3)</sup>	-	(134)	136 <sup>(3)</sup>	-	(234)
Ribble Valley	54	2.0	270	22	0.8	281
Rossendale	72	2.3	259	465	14.6	3
South Ribble	266	5.5	118	253	5.2	130
West Lancashire	155	3.3	206	90	1.9	268
Wyre	124	2.4	255	313	6.1	81
<b>Lancashire-12<sup>†‡</sup></b>	<b>2,323</b>	<b>4.2</b>		<b>2,580</b>	<b>5.1</b>	
Blackburn with Darwen UA	379	6.6	85	583	10.1	24
Blackpool UA	925	14.7	6	760	12.1	15
<b>Lancashire-14<sup>†‡</sup></b>	<b>3,627</b>	<b>5.7</b>		<b>3,923</b>	<b>6.5</b>	
England	157,640	6.6		140,790	5.9	

Source: Department for Levelling Up, Housing & Communities, live tables on homelessness (Table A1). \*Rank in England is out of 283 authorities, as 26 did not supply figures for some or all of the quarters. <sup>†</sup>Only district, region and England figures are provided in table A1, so the sub-regional values for Lancashire have been calculated by us. <sup>‡</sup>Lancaster and Preston

are two of the 26 mentioned, only supplying figures for (3) quarters, which are here sourced from the quarterly data, and the Lancashire-12 and Lancashire-14 totals are likewise impacted. The rates per 1,000 households for Lancashire-12 and Lancashire-14 are based on just those districts and unitary authorities that provided complete figures. Rankings for Preston and Lancaster are the average of available quarterly rankings.

The 2,323+ households assessed as homeless and owed a relief duty in Lancashire-12 was 1.5% of the England figure of 157,640. Burnley had the highest figure in the Lancashire-12 area with 388 households, although Lancaster had 309 for just three out of four quarters, as the council did not submit accurate data to DLUHC for one quarter, so with a fourth quarter added in might have exceeded Burnley's total. In Blackpool the figure was 925 and its rate of 14.7 households owed a relief duty out of 1,000 households was sixth highest in England. This accounted for over a quarter of the total Lancashire-14 households owed a relief duty (3,627). The authority with most households owed a relief duty in England was Manchester, with 4,192, followed by Birmingham with 3,725. Manchester was also ranked top by rate of homeless household per thousand, with Portsmouth second.

There were, in the Lancashire-12 area, 2,580 households in the slightly less critical category of being threatened with homelessness and therefore being owed a prevention duty. A substantial 465 households in Rossendale were owed a prevention duty. Here the rate of 14.6 households per thousand was third highest in England. There were also over 300 households owed this duty in Wyre and Lancaster, the total for the latter being from just 3 quarters of the year. In Blackburn with Darwen those households threatened with homelessness was higher at 583 and in Blackpool was higher still at 760, which is almost a fifth of the Lancashire-14 total of 3,923+. Blackpool was ranked in sixth place in England for rate of households owed a relief duty. With just 19 households owed a prevention duty, Ribble Valley was ranked very low amongst English authorities. The 3,229 households threatened with homelessness in Leeds were the highest in England, Manchester, Birmingham and Stockton on Tees had over 2,000 and another 26 authorities had over 1,000.

## 5 Households accepted as homeless and in priority need

Within England, the local authority with the largest number of households accepted as homeless and in priority need for the year to March 2023 was Birmingham with 2,692.

Table 2 reveals that in the Lancashire-12 area in 2022/23, there were around 384 households accepted as homeless and in priority need, which equates to just 0.73% of the England total of 52,800. Most were accepted in South Ribble, Lancaster and Fylde.

Across the wider Lancashire-14 area, in Blackpool there were 108 households and Blackburn with Darwen had just one household deemed homeless and in priority need. The Lancashire-14 total of 493 still only equates to just 0.93% of the England figure.

Table 2: Households accepted as homeless and in priority need, April 2022 to March 2023

	Total main duty decisions for eligible households	Homeless + priority need + unintentionally homeless (acceptance)
Burnley	129	42
Chorley	127	28
Fylde	63	57
Hyndburn	21	6
Lancaster	160 <sup>(3)</sup>	69 <sup>(3)</sup>
Pendle	33	19
Preston	47 <sup>(2)</sup>	14 <sup>(2)</sup>
Ribble Valley	25	19
Rossendale	16	5
South Ribble	105	75
West Lancashire	44	24
Wyre	23	6
<b>Lancashire-12<sup>†</sup></b>	<b>793</b>	<b>384</b>
Blackburn with Darwen UA	4	1
Blackpool UA	157	108
<b>Lancashire-14<sup>†</sup></b>	<b>954</b>	<b>493</b>
England	74,290	52,800

Notes: <sup>†</sup>Only district, region and England figures are provided in table MD1, so the sub-regional values for Lancashire have been calculated by us. Numbers in brackets are the number of quarterly figures provided, if fewer than 4.

Source: Department for Levelling Up, Housing & Communities, live tables on homelessness (Table MD1).

## 6 Households living in temporary accommodation

The last few years has seen a substantial increase at the national level in the number of households in temporary accommodation. From 77,220 in the 2016/17 financial year, the figure grew to 99,888 in 2022/23, some 4,200 more than in the previous year. Because of changes in the reporting of these statistics recent figures are the averages of the number of households in temporary accommodation at the end of each of the four quarters in the 2022/23 financial year.

**Table 3 Households living in temporary accommodation, 2016/17 to 2022/23**

	2016/17	2017/18	2018/19*	2019/20*	2020/21*	2021/22*	2022/23*
Burnley	9	11	4	7	25	25	23
Chorley	7	11	16	23	30	29	37
Fylde	16	5	4	16	10	9	26
Hyndburn	-	-	2	2	7	7	8
Lancaster	-	8	15	6 <sup>‡</sup>	40 <sup>‡</sup>	31	34 <sup>‡</sup>
Pendle	6	-	3	4	12	10	15
Preston	19	11	21	32	72	41 <sup>‡</sup>	50 <sup>‡</sup>
Ribble Valley	-	7	5	6	4	4 <sup>‡</sup>	8
Rossendale	-	-	2	2	8	11	17
South Ribble	28	24	31	32	41	43	49
West Lancashire	-	-	3	4	12	15	21
Wyre	-	-	0	2	4	4	6
<b>Lancashire-12</b>	<b>85</b>	<b>77</b>	<b>103</b>	<b>133</b>	<b>250</b>	<b>227</b>	<b>285</b>
Blackburn with Darwen UA	6	5	7	5	15	20	25
Blackpool UA	29	36	44	48	114	121	118
<b>Lancashire-14</b>	<b>120</b>	<b>118</b>	<b>154</b>	<b>186</b>	<b>384</b>	<b>367</b>	<b>428</b>
England	77,220	79,880	83,600	88,533	95,855	95,688	99,888

Source: Department for Levelling Up, Housing & Communities, [live tables on homelessness](#) (Table 784 [2015/16 – 2017/18] and Table TA1\* [2018/19 – 2022/23, average of 4 quarters]). Figure is average of just <sup>‡</sup>three quarters, <sup>‡</sup>two quarters, <sup>‡</sup>one quarter.

In the Lancashire-12 area however, the average of 285 households in 2022/23 represented just 0.29% of the national figure, and was 58, around a quarter, more than in 2021/22. In 2020/21 the financial year began at the same time as Covid-19 lockdown measures, one of which was to close homeless shelters and hostels, and to get as many of their residents into temporary accommodation as possible. Nowhere in Lancashire has there been a return to pre-Covid levels.

Looking at the number of households in the wider Lancashire-14 area, the latest count of 428 was also sharply up on 2021/22. This latest total constitutes just 0.43% of the England figure.

## 7 Rough sleepers

The Department for Levelling Up, Housing and Communities' [homelessness statistics web page](#) includes figures on rough sleeping in England. Rough sleeping counts and estimates are single night snapshots of the number of people sleeping rough in local authority areas. Local authorities decide whether to carry out a count or an estimate based upon their assessment of whether the local rough sleeping problem justifies counting. These statistics are published in February of each year



and refer to the snapshot number of rough sleepers in the previous autumn. Only in Fylde and Lancaster were full counts undertaken in 2023, but in Blackpool, Burnley, Pendle and Preston the estimates were augmented by 'spotlight counts' in specific areas, the other figures provided were purely estimates.

DLUH&C now publishes detailed rough sleeping snapshot figures dating back to 2010. These show a total of 76 in the Lancashire-12 area, with 27 in Preston and 14 in Lancaster, while there were zero estimates for Rossendale and Wyre. The Lancashire-14 total was 105. In the Lancashire-12 area 88.2% were male, higher than the Lancashire-14 rate of 80%. Seven authorities estimated or counted at least one female rough sleeper. In Blackpool there were nine. The one rough sleeper counted in Fylde was female rather than male.

In the Lancashire-12 area the number of rough sleepers rose by a substantial 76.7% compared to 2022 (75% in Lancashire-14).

**Table 4 Rough sleeper snapshots 2022 to 2023**

	Autumn 2022				Autumn 2023			
	Male	Female	Total	Method	Male	Female	Total	Method
Burnley	3	1	4	Est/spot	6	1	7	Est/spot
Chorley	6	0	6	Est	6	0	6	Est
Fylde	2	0	2	Count	0	1	0	Count
Hyndburn	3	0	3	Est	7	1	8	Est
Lancaster	7	2	9	Est/spot	11	3	14	Count
Pendle	0	0	0	Est/spot	5	0	5	Est/spot
Preston	7	3	13*	Count	24	3	27	Est/spot
Ribble Valley	0	0	0	Est	1	0	1	Est
Rossendale	2	0	2	Est	0	0	0	Est
South Ribble	2	0	2	Est	2	0	2	Est
West Lancashire	0	0	0	Est	5	0	5	Est
Wyre	2	0	2	Est	0	0	0	Est
<b>Lancashire-12</b>	<b>34</b>	<b>6</b>	<b>43*</b>		<b>67</b>	<b>9</b>	<b>76</b>	
Blackburn with Darwen UA	9	1	10	Est	5	1	6	Est
Blackpool UA	6	1	7	Est/spot	12	9	21	Est/spot
<b>Lancashire-14</b>	<b>49</b>	<b>8</b>	<b>60*</b>		<b>84</b>	<b>19</b>	<b>105</b>	
England	2,539	464	3,069‡		3,214	568	3,898‡	

Source: Department for Levelling Up, Housing & Communities, live tables on [homelessness](#) Annual Rough Sleeping Snapshot in England: autumn 2023

\*Estimate includes 3 of unknown gender, † estimate includes 66 of unknown gender, ‡ estimate includes 116 of unknown gender. Est = Estimate, Est/spot = Estimate including spotlight.

In the North West region 86.5% of rough sleepers were male

For England as a whole, the figure was 3,898 in 2023 of which 82.5% were male. The total reflects a 120% increase over 2010 when 1,770 rough sleepers were counted or estimated, but also a fall of 18% on the peak 2017 figure (4,751).

There were large falls in numbers of rough sleepers for the two years after 2019 as a consequence of the Covid-19 pandemic. The 'Everyone In' Initiative was launched at the end of March 2020 as part of a general drive to protect the most vulnerable in Society from Covid-19. Extra funding of £3.2 million was made available to local authorities to support this. Initially the impact was very promising.

Prior to the Covid-19 pandemic, the Government's Rough Sleeping Initiative, launched in March 2018 targeted local authorities affected by large numbers of rough sleepers, including Preston, was backed by funding of £30 million and was developed across government in conjunction with charities and experts. The Rough Sleeping Strategy, launched in August 2018, implied that a more reliable method of evaluating the numbers of rough sleepers would be preferable, useful though the current method is. The target for reduction set out in the strategy was to halve numbers by 2022 and end rough sleeping by 2027. This was backed by an additional £100 million. A further initiative to be trialled in three prisons aims to prevent ex-offenders ending up on the streets. The provisional funding allocations for 2021-22 from the Initiative for local authorities or groupings of authorities is still available. The total for the Lancashire-14 area was over £2.4 million. Just under £1.2 million of this figure was provisionally allocated to Preston. In the 2022-25 funding allocations nearly £6.5 million was granted to eight Lancashire-14 authorities, of which over £3 million was for Preston City. A new Rough Sleeping Strategy was launched in September 2022 and was followed by the Single Homelessness Accommodation Programme, a £200 million fund targeting current or potential rough sleepers.

Because of the way central and local government interact, initiatives on homelessness tend to be channelled through the work of local government and charitable bodies. In order to act more directly, the Government has also given a greater role to the Jobcentre service, being one department that often deals with the most deprived in society.

Despite these initiatives, the latest and previous snapshots show that at the national and regional level the trend is in the wrong direction, with increases of over 60% compared to 2021.