Knowsley Homelessness and Rough Sleeping Strategy (2025-2030)

Introduction

This Homelessness and Rough Sleeping Strategy – 2025-2030 has been developed following a homelessness review which has updated our evidence base identifying our strengths and areas for improvement to reduce homelessness and rough sleeping across the borough. As part of the review, we have consulted with key agencies and stakeholders, to understand the experience of those who have been through the homelessness pathway within the borough. Following a review of our previous Homelessness and Rough Sleeping Strategy, alongside the collation of evidence, stakeholder voices and partner agencies viewpoints, we have produced a new Homelessness and Rough Sleeper strategy. This strategy will set the pathway that the Council and its partners will take over the next five years to respond to the challenge of homelessness. This bold strategy will prioritise preventing homelessness and where this is not possible, we will work collaboratively to ensure homelessness is brief and does not re-occur.

Rates and causes of homelessness

We analysed the H-CLIC and Rough Sleeping Data-Led Framework
Datasets to assess levels of homelessness and Rough Sleeping locally.

Here is a summary of the findings.

Rates of homelessness

1,147 households were owed a homelessness duty in 2023/24.

This is equivalent to 17.7 in every 1,000 households, and is higher than the national average for England.

+4%
higher rates of
homelessness than in
2021/22

Duty types

42%

Prevention duty

58%

Relief duty



of households owed a main duty, meaning they are in **priority need**, include **dependent children**.

Causes of homelessness



Loss of private sector tenancies is now a leading cause of prevention duties, at 38%. This has risen sharply in recent years.



Family and friends no longer being willing or able to accommodate was the reason for loss of accommodation in 32% of all duty types.

- Loss of private rented sector tenancies
- Households being asked to leave Asylum Seeker accommodation

Rough sleeping



At **1.3** in every **10,000** in the local population, the rate of rough sleeping in Knowsley is **low** compared to the rest of the Liverpool Combined City Region.



The number of people sleeping rough each month has risen from 5 to 13 since Summer 2023

Delivering outcomes for local households

We analysed the data from the **H-CLIC** database to understand what happens when homeless duties are ended.

Here is a summary of the findings.

Prevention duty cases



47% of prevention duties ended with households **securing accommodation**. This is a **14% drop** since 2021/22.

36% are **homeless** at the end of their prevention duty. This is a **20%** increase for the same period.

Housing types
Social
rented

Friends or family

34%

Private rented

28%

Households whose prevention duty has ended due to securing accommodation are spread across different tenure types.

34% live in less stable tenures with friends or family.

Relief duty cases

46%

of relief duty cases are unresolved after 56 days, at which point the duty is either ended or becomes a main duty. This has risen from 23% in 2021/22.



of relief duty cases end with households securing accommodation for at least six months. This is higher than the national average of 34%.

Honsing types
Social rented

17% Private rented

6% Friends or family

The majority of households whose relief duty has ended due to securing accommodation are housed in socially rented accommodation.

Temporary accommodation



In May 2023, **Hotels** and **Bed & Breakfasts** comprised 40% of all Temporary Accommodation placements. Following efforts by the Council to reduce this, the figure fell to 28% in March 2024, and now is at just **21%**.

Background and Strategic Context

National and Local Government Initiatives

The election of the Labour administration offers an opportunity for Knowsley Council to work with renewed energy in partnership with National Government, the Metro Mayor and partners in the Liverpool City Region towards ending homelessness. We are committed to increasing the supply of affordable housing available in Knowsley and intend to be at the heart of the work to develop the integrated approaches which are needed to address all aspects of homelessness and rough sleeping over the life of this strategy.

Legislation

The government recognises the importance of focusing on prevention and are introducing new legislation and changes that will assist in addressing some of the key issues that cause homelessness.

The Renters Right Bill is currently progressing through Parliament, and it is anticipated that it will become law in the near future. This important piece of legislation will make fundamental changes to the private rented sector, extending protections to tenants by ending Section 21 'no fault' evictions, introducing the Decent Homes Standard for private rented accommodation, replacing fixed term assured tenancies with assured tenancies that are periodic and empowering tenants by making it easier for them to challenge unreasonable rent increases.

The Supported Housing (Regulatory Oversight) Act 2023 seeks to improve the quality of supported exempt accommodation¹, through the introduction of new regulation of supported housing. The government has undertaken a consultation which concluded in May 2025 aimed at informing the roll out of this new legislation. The Act is expected to be introduced by the spring 2026, and local authorities will be expected to undertake a local review of supported housing in line with a set of National Standards and set up licensing schemes for local supported housing providers. It is proposed that in future only schemes licenced by the council will be able to claim the higher rates of Housing Benefit available to claimants living in supported housing.

Local Connection Requirements

Recent changes to local connection requirements mean that veterans, care leavers and people escaping domestic abuse are no longer required to demonstrate this, when seeking access to social housing. This has been reflected in the most recent Property

¹ Exempt Supported Accommodation is a type of housing for vulnerable adults that provides care, support, or supervision, and is exempt from the usual Housing Benefit rules.

Pool Plus Allocations Policy which was introduced in January 2024 and updated in July 2025.

Single Homelessness Pressures

The Government's early release prison scheme aimed at releasing pressure on the Home Office's Prison Estate has seen an increased number of ex-offenders being released from prison, many of which require help to secure accommodation. The upcoming review of sentencing policy is also anticipated to reduce the number of shorter sentences and instead increase the use of community orders. These changes could add further demand for housing and community support in Knowsley.

In addition, the Home Office's work to deal with the legacy asylum backlog alongside continued asylum demand has seen a dramatic increase in the number of refugees seeking help once their asylum claim has been approved which means they must leave their Asylum accommodation.

Our Vision and Priorities

The previous homelessness and rough sleeping strategy included actions for Knowsley and its partners focused on reducing homelessness and rough sleeping between 2020 – 2025. The previous strategy also identified a series of challenges within its four main themes of Homes, People, Services, and Research and Quality Monitoring. These included: the need for more shared accommodation, one and two-bed accommodation, developing specialist supported accommodation, developing homelessness prevention interventions for families and single people, developing partnerships/a 'whole Council' approach to tackling/preventing homelessness and investing in training and development for those working with homeless people. We have made progress in many areas since 2020. However, the landscape of homelessness has changed due to challenges of the post Covid-19 Pandemic and the cost-of living crisis.

Our vision is to work in partnership with others on a Prevention First approach. Earlier engagement maximises the opportunity that a household can remain in their home or at the very least enables them to secure alternative permanent accommodation before they must leave their home. This approach minimises the overall impact and disruption that homelessness can have. We do however recognise that it is not always possible to prevent homelessness and where this is the case we will work together to ensure that it is as brief as possible and does not re-occur. To achieve this our Homelessness and Rough Sleeping Strategy sets out four key priorities:

- 1. To increase homelessness prevention and support to sustain housing.
- 2. To provide the right housing and support at the right time.
- 3. To increase the supply of suitable and affordable housing.

4. To improve our offer for young people and those with care experience.

Priority 1: Increase Homelessness Prevention and Support

It is becoming increasingly challenging to provide support which prevents people's homelessness. Over the past five years, we have expanded the Housing Solutions service to include specialised officers for those people:

- who have experienced and/or fleeing domestic abuse,
- leaving asylum accommodation following a positive asylum decision, and
- within the criminal justice system and leaving prison.

We have also focused on providing wide ranging support through the introduction of Housing Solutions Intensive Support Workers who complement the work of the Tenant Extra Support Service. Over the past five years, the needs of our residents have changed because of the various pressures that households face. We will therefore need to continue to develop our support offer for those experiencing homelessness or those who require support to sustain their tenancy, which is why over the next five years we are committed to the following:

- To raise awareness of available support.
- To share data to identify those at risk of homelessness earlier.
- To offer budgeting and employability support in hostels and temporary accommodation.
- To develop our support capacity and offer.
- To increase tenancy sustainability for those at risk of homelessness.
- To develop trauma-informed practices.
- To build on our early help approach.
- To enhance security for households at risk of domestic abuse.
- To review and implement the requirements of the Supported Housing Regulatory Oversight Act 2023.

Priority 2: Provide the Right Support at the Right Time

Over recent years, there has been a significant increase in the number of single homeless households with additional support needs relating to substance misuse, mental health, domestic abuse and multiple issues that combine to provide complex needs. The borough has also seen an increase in rough sleeping of which many are households new to rough sleeping. The rise in rough sleepers has been driven mainly by individuals leaving Government-funded asylum accommodation who have received a positive decision allowing them 'leave to remain' in the UK; there has also been a rise in people leaving prisons and other institutions.

Alt Bank House offers accommodation and support for single homeless households, over the age of 18, within Knowsley and aims to support individuals accessing the scheme to move on within 12-months. This scheme offers 42 placements, however increasing demand means that Alt Bank House always has a waiting list. This means there is always a delay in people requiring accommodation with support needs accessing the scheme whilst many others will have to seek alternative housing solutions. Within Alt Bank House there is a sit-up provision which is limited to three people at any one time. Demand from new rough sleepers is therefore outpacing this provision. Within the cohort of individuals accessing Alt Bank House, there is also a small number of homeless individuals who would benefit from longer-term support based around harm reduction and nursing care. This cohort will usually remain in Alt Bank House as there is no provision available within the borough to meet their longer-term needs.

Yates Court is the only family-based provision for those who require housing and support and provides 13 units of accommodation. As with our single homeless support provision, Yates Court also has a waiting list and families will often wait an extended period before they can secure a place in the scheme. The scheme is very successful; however, it can take time for households to secure move on accommodation in a timely fashion once they are assessed as no longer needing the support provided. Not only does this impact on a family's ability to move on with their lives following their housing crisis but also delays other families accessing the scheme.

To ensure that the right support is provided at the right time, we commit to the following:

- To develop a second adults' hostel within the borough and to include an 'extra-care plus' focus (for those who require a longer-term harm reduction focus).
- To increase emergency and stepping stone accommodation for rough sleepers/those at risk of rough sleeping.
- To work with Children's Social Care to support families deemed intentionally homeless.
- To develop a 'second chance' dispersed housing project. This would complement our existing Yates Court provision and provide an alternative pathway for homeless families.
- To work with Adult Social Care to prioritise Social Worker capacity to work alongside homeless services to enable a robust response to supporting homeless households with additional support needs.

Priority 3: Increase Supply of Suitable and Affordable Housing

We have a strong track record on housing delivery. Between 2016 and 2024, over 7,000 new homes have been built, and a further 1,800 homes are planned by 2027. Despite this, demand for affordable housing remains high and continues to outstrip supply. The number of households on our social housing waiting list (Property Pool Plus) has

remained fairly static over the past ten-years and currently sits at 2,700. The highest demand is seen for one-bedroom homes, followed by two-bedroom demand. Over the past five years average waiting times to secure a property have increased. Unlike many other local authority areas, Knowsley has an extremely low number of Houses of Multiple Occupation (HMO). This is principally due to a lack of larger homes which often lend themselves to being more profitable to convert to shared use. This factor is a particular challenge due to the number of households who require one-bedroom accommodation. In the past, our Housing Solutions Service has had good success in helping households access the private rented sector. However, this sector is becoming harder to access due to factors such as landlords exiting the market and therefore reducing supply; alongside competition which has seen rents increase which has widened the gap between the rents being charged and the amount payable through Local Housing Allowance rate. This means that many private rented tenancies are unaffordable for households on low incomes due to the level of rent shortfall.

Over the last ten-years, the Council has pursued a strategy of dispersed temporary accommodation principally through the leasing of accommodation alongside a small number of Council owed assets. More recently the Council has invested considerably to enable property acquisition through private sector purchases. This has seen our temporary accommodation provision increase from 28 (pre-Covid levels) to 85 currently. However, despite this, demand continues to exceed provision meaning that many households will be accommodated for a period of their homelessness in hotel provision.

To address the above issues, we commit to the following:

- To continue increasing our dispersed Temporary Accommodation provision through both leasing and purchase.
- To increase the proportion of temporary accommodation nights provided through dispersed accommodation.
- To contribute to future housing needs assessments for more one and two-bedroom properties.
- To work with registered providers to support further development of social and affordable housing to meet local housing needs with a particular emphasis on one and two-bedroom homes.
- To develop further our approach to supporting access to private rented sector accommodation.
- To continue to develop shared accommodation and self-contained supported accommodation for people experiencing homelessness with low or no support needs.
- To increase proactive empty homes activity within the borough and make greater use of empty homes enforcement such as Empty Dwelling Management Orders.

Priority 4: Young People and Care Experienced Young People

Care experienced young people face several challenges as they transition from care which is why they have been recognised through the Council's housing allocation system with a housing priority for social housing tenancies. However, we know that it can be difficult taking on a first home and that some tenancies will break down. To ensure that our young people and care experienced young people have successful tenancies, we commit to the following:

- To continue to use Children's Services transition planning to prepare young people for independence, changes in service offers and eligibility for support once they are no longer the responsibility of Children's Services.
- To explore the potential to develop more training flats for young people leaving care.
- To develop a new young person's housing provision within the borough based on the 'foyer model'.
- To improve wrap-around support for young people and care experienced persons.

How We Will Measure Success- Monitoring and Evaluation

Within this strategy we have identified our key priorities for the next five years. To monitor our progress and achievements, we have created an action plan which provides a performance framework, giving clear outcomes and timeframes within which our actions will be delivered. Monitoring will be undertaken on a quarterly basis to ensure that momentum is continued throughout the strategy in delivering timely outcomes and where necessary adapting our approach in line with changing demand/need.

An annual homelessness report will be prepared in October of each year to be presented to the Cabinet Member for Regeneration and Economic Development following the release of the previous year's full year England homelessness statistics collected through H-Clic.

² Foyers are communal supported housing for young people who have experienced homelessness which provide residents apartment accommodation and provide access to communal areas within which activities and support are provided.

Monitoring and Performance Indicators

Priority One – Increase Homeless Prevention and Support.

Strategy Commitment	How	Outcome	Key Agencies	Year
Increase awareness of available support to reduce risks of homelessness.	Establish a working group to implement Renters' Rights Act functions relating to tenancy relations and housing standards.	 Implementing the actions following the Renters Right Act receiving Royal Assent. Improving the standard of housing standards across the borough Providing greater security of tenure for private renting tenants. 	Strategic Housing Environmental Health Public Health Community Agencies Homeless Forum	1
To share data to identify those at risk of homelessness earlier.	Collaborate with internal partners to develop data-sharing procedures and protocols which identify households who are potentially at risk of homelessness and rough sleeping through arrears/debt or other factors.	 Increase Homeless Prevention by earlier intervention from multiple services. Results in the development of more targeted support services leading to greater efficiency. 	Policy and Performance Strategic Housing Housing Solutions Children's Social Care Registered Providers Community Agencies	1-2
To develop trauma- informed practices.	 Provide annual briefing advice training on drugs, alcohol and suicide 	Improve the support available to homeless households and enable	Strategic Housing Public Health	1-5

To build on our early help approach.	awareness for all housing staff (and its commissioned services where required). • To build a prevention approach with partners across and outside the Council, involving sharing information, resources and insights, to enable early support to be set up for people at risk of homelessness. This includes ensuring that drug and alcohol	To enable households to remain in their property and prevent them from becoming homeless through sharing information when risk of homelessness is identified and ensuring right support is provided.	Strategic Housing Community Agencies Children's Social Care Adults Social Care Registered Providers Public Health	1-3
To offer hudgeting and	dependence and co- occurring substance misuse and mental health disorders are being identified through initial assessment/support processes.	To anable households to	Strategic Housing	1-2
To offer budgeting and employability support in hostels and temporary accommodation.	Strengthen links with Jobcentre Plus and other local training/ employability services to get people trained and	 To enable households to get back into work. Increase financial independence and stability for those who 	Strategic Housing Knowsley Works Department Work and Pensions Change, Grow, Live	1-2

	back into work wherever possible, including Individual Placement Support for service users in drug and alcohol treatment and with young people to improve their employability skills and future employment and career prospects.	have experienced homelessness to prevent recurrence.	Community Agencies	
To enhance security for households at risk of domestic abuse to help enable them to remain safe in their home.	Use Strategic Housing and Safer Communities funding to increase 'target hardening' – improving the security of properties - and Sanctuary support.	To encourage and enable households to remain in their properties, where it can be made safe to do so.	Safer Communities Strategic Housing	1-5
To enhance security for households at risk of domestic abuse.	Work closely with social landlords and Knowsley's Domestic Abuse partnership.	 To ensure that organisational policies support the needs of domestic abuse survivors and their children and (where needed) perpetrators. Improve staff confidence and 	Safer Communities Strategic Housing Registered Providers	1-2

To expand Intensive Support Workers and floating support capacity and review the current offer.	Review all Housing Solution support services such as TESS, Intensive Support workers and Rough Sleeper Initiative.	competency when working with these issues raised by households they are supporting. Align services and ensure that households are supported by the right service at the right time. Improve efficiency across services to ensure that efforts are not being duplicated, and resources are being used effectively.	Strategic Housing Housing Solutions	1-2
To review and implement the requirements of the Supported Housing Regulatory Oversight Act 2023.	Work with internal colleagues and Liverpool City Region colleagues to implement the requirements of the Supported Housing Regulatory Oversight Act 2023, including meeting the National Standards for Supported Housing and the licensing requirements.	 To ensure compliance with the Supported Housing Regulatory Oversight Act 2023. Through successful implementation, it will ensure that funding is being directed towards high-quality provisions which best meets the needs of our residents whilst preventing misuse of the funding. 	Whole Life Commissioning Housing Benefits Environmental Health LCR Combined Authority LCR Local Authorities	1-2

Through successful implementation, it will protect residents by ensuring that supported housing providers are meeting certain conditions before they are able to operate in
are able to operate in the local authority area.

Priority two - Provide the right support at the right time

Indicator	How	Outcomes	Key Partners	Year
Develop the scope and model for a second hostel comprising of 55 units and commission development	Work with internal colleagues in Whole Life Commissioning to scope a model for a second hostel including an 'extra care plus' provision and deliver a second hostel for the borough.	 Revenue funding secured Scheme specification agreed Development partner confirmed 55 Scheme built including 15 beds for use as sit up/assessment beds 	Strategic Housing Whole Life Commissioning Service	1-5
Increase sit-up provision/ assessment beds by 15 units	Include within a new hostel provision.	As above	Strategic Housing Whole Life Commissioning Service	1-5

Support families deemed intentionally homelessness more effectively	Develop a second chance housing model working with colleagues in Children's Social Care and registered providers to identify suitable housing.	 Circa ten second chance tenancies created each year. Enable families to develop and improve their tenancy management skills to ensure successful tenancies and develop skills for them to move onto more permanent housing without the requirement of additional support. Reduce the likelihood of recurring homelessness and/or intentionally homeless decisions being made. Annual review and model development Expansion of model to meet demand 	Strategic Housing Children's Social Care Registered Providers	1-3
Develop Support for Rough Sleepers	Increase the number of rough sleepers accessing the private rented sector including private rented house shares and available now properties	 To increase the options available to rough sleepers who may have no priority need under homeless legislation. Provide an alternative housing options to one- 	Strategic Housing Assertive Outreach Service Private landlords Housing Solutions Service	1-2

	 advertised on Property Pool Plus. To improve daily support offer for rough sleepers such as offering daily gym membership to 	bedroom self-contained flats advertised via Property Pool Plus which are in high demand. To ensure that the Council continues to respond to rough sleeping.	Strategic Housing Housing Solutions Service Assertive Outreach Service	1
Work with colleagues in probation to monitor the impact of possible changes to sentencing policy	enable access to washing facilities. Review working arrangements to ensure any changes are implemented in a way that reduces risks of homelessness for offenders leaving prison.	To reduce the risk of ex- offenders becoming homeless/rough sleeping	Strategic Housing Housing Solutions Service Probation Merseyside Strategic MAPPA Board Hm Prison Service	1-5
Explore if/how accommodation and support can be improved for women with complex needs experiencing domestic abuse	Work with Safer Communities on the SAFE accommodation strategy review and refresh.	To increase the number of SAFE Accommodation units by five each year.	Safer Communities Strategic Housing	1-5
uomestic abuse	Consult with Public Health Colleagues, Safer Communities and Whole Life Commissioning in relation to supporting this cohort within the	 Ensure that supported accommodation provision reflects demand. Ensuring households are placed in the most appropriate 	Strategic Housing Public Health Safer Communities Whole Life Commissioning	1-5

	new harm reduction/extra care plus unit.	accommodation for their needs to prevent tenancy failures.		
To work collaboratively to ensure sufficient Social Worker support to work alongside homeless services to enable a robust response to supporting homeless households with additional support needs.	To fund a specialist social worker to work alongside homeless services.	To improve access to social care and support services for homeless households.	Strategic Housing Adults Social Care Public Health	2-3
Develop the scope and model young persons supported accommodation scheme based on the foyer model	Work with internal colleagues in Whole Life Commissioning and Children's Social Care to scope a model for a foyer provision for the borough.	 Revenue funding secured Scheme specification agreed Development partner confirmed Scheme delivered 	Strategic Housing Whole Life Commissioning Children's Social Care	

Priority 3 – Increase supply of suitable and affordable housing

Indicator	How	Outcome	Key Agencies	Year
Increase the number of	Contribute evidence of	To reduce the reliance	Strategic Housing	1-5
one- and two-bedroom	need to future Housing	on social housing in the	Registered Providers	
affordable homes	Needs Assessments	future by increasing	Planning and	
			Development	

available to homeless households	 and housing development activities. Work with RPs and others to increase the provision of one- and two-bedroom accommodation within the borough. 	alternative housing options. • Ensuring household supply across the borough reflects the needs of local residents		
Improve Private Rented Sector Offer	 Review current PRS offer and ensure that it is effective in supporting homeless households into the PRS. Work closer with PRS landlords to prevent tenancy ends such as progressing more referrals through Private Rented Rescue Scheme with Registered Providers. 	 To ensure that the PRS offer is 'fit for purpose' To increase accommodation options for households across the borough. Reduce reliance on the social housing sector where demand currently outstrips the supply. Reduce households that may become homeless from the PRS. 	Strategic Housing Housing Solutions Service Environmental Health Registered Providers	1-5
Make more use of shared and self-contained accommodation with low support needs to fast-track people into housing	Increase the shared accommodation options through leasing/purchasing properties with Registered Providers and Private Landlords.	Increase accommodation options for those deemed no priority need and/or under 35 and therefore only eligible for shared room rate	Strategic Housing Housing Solutions	1-2

	Develop shared accommodation for households with medium/ high support needs.	through Local Housing Allowance. Increase accommodation options for those who require additional support with their tenancies.	Strategic Housing YMCA	1-2
	Provide low level support to enable people including those with 'leave to remain' to settle in the borough and find employment and longer-term stable housing.	Increase accommodation options for those who require additional support with their tenancies.	Strategic Housing Housing Solutions Service Safer Communities	2
Increase proactive empty homes works and make greater use of enforcement to enable harder to tackle long term, empty homes and bring them back into use	 Work in collaboration with Environmental Health to reduce the number of empty properties across the borough. Work with private landlords/owner occupiers where properties have been identified as long-term empty properties to bring the properties up 	 To reduce the number of empty properties across the borough and bring them back into use. Increase access to suitable accommodation which will divert reliance on social housing. Increase in the number of EDMOs. 	Strategic Housing Environmental Health	2-3

	to standard ready for use.			
Review and Reflect housing allocation policy and ensure utilising housing stock across the borough	To review the use of quotas for housing allocations for those households that are under occupying/overcrowded to ensure adequate opportunity to utilise housing stock across the borough through the adoption of Local Letting Plans and Pilot Schemes, as and when required.	 Ensure that the allocations policy is reflective of housing need for those who are under occupying/overcrowded. Ensure that the allocations policy is able to adapt to the demands of the local housing authority and best meet local housing need. 	Strategic Housing	1 - 5

Priority 4- Young People and Care Experienced young people

Indicator	How	Outcomes	Key Agencies	Year
Improve wrap around support and transition planning for care experienced young people	Develop an offer for young people that includes transition planning and support with being 'tenancy ready' to support with access to housing and employment.	This will increase tenancy sustainability for young people transitioning from Care to Independent living.	Children's Social Care Strategic Housing	1-3
	Consider developing an intensive support service for care experienced	This will help enhance the provision of support for Care	Children's Social Care	1-3

persons trans	sitioning to Experienced Persons	
their own	to help overcome	
accommodat	ation at 18. some of the barriers	
	they may face when	
	looking to secure their	
	own accommodation.	