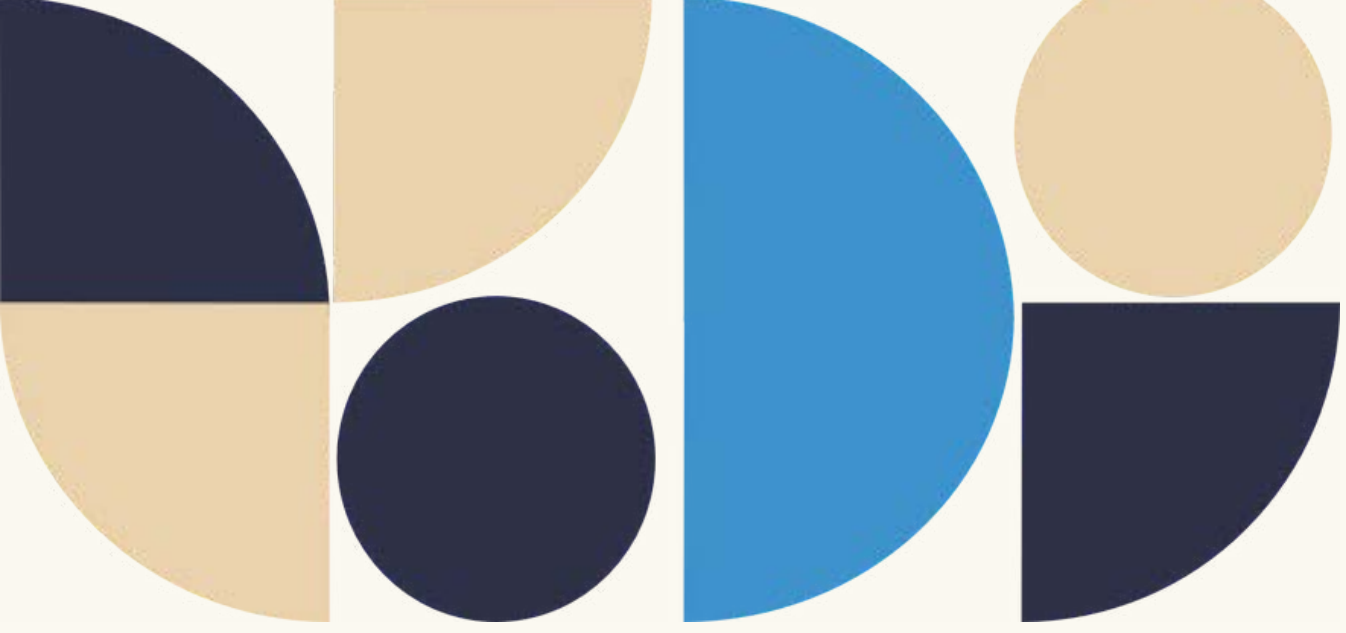




Temporary Accommodation Strategy

2025 – 2030



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Foreword

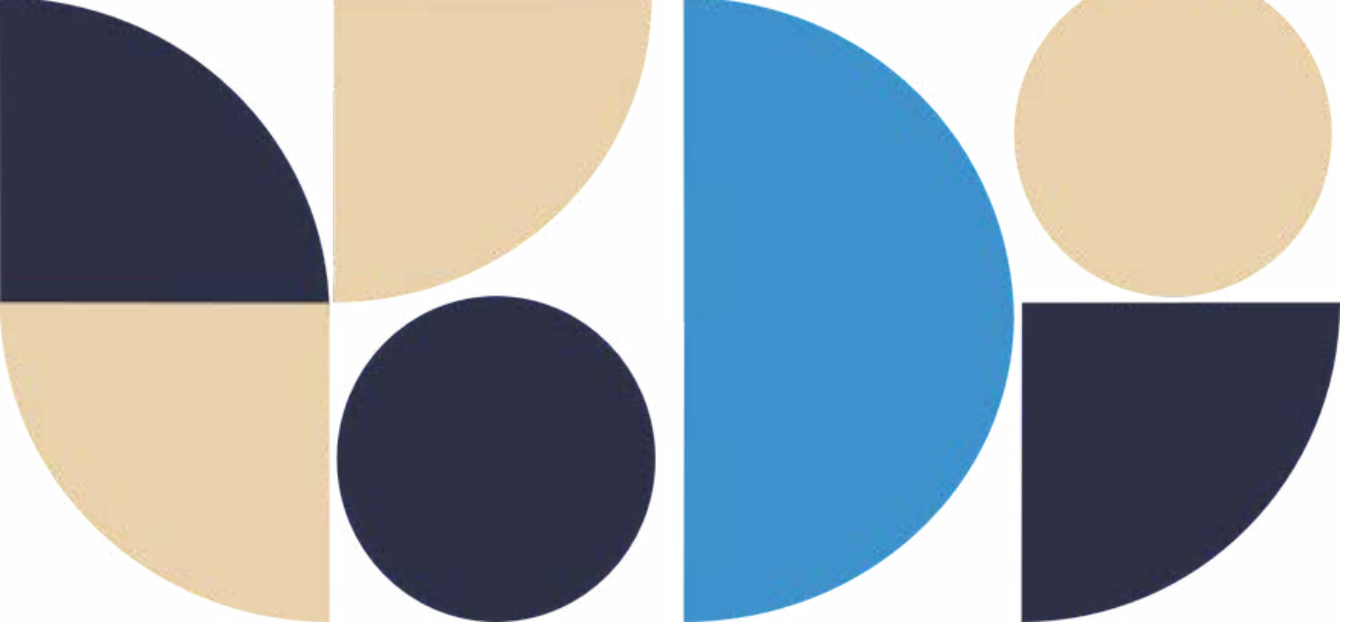
No-one wants to be homeless. No-one should become homeless. But sadly, it happens – and it happens far too often. Like every other town and city, the demands for help with housing in Sheffield have grown enormously. Nationally, the numbers are at record levels. 128,000 families were in temporary accommodation in April 2025, over two and a half times the number in 2010.

Where people need temporary accommodation in an emergency, the City Council often has to act. Too often, being in temporary accommodation is a bad experience, even if a necessary one. The Council wants to make a bad situation as good as it possibly can be. This is to avoid long-term and short-term harm to households (including single people) where we can. We want any accommodation to be safe, secure and provided with the right amount of support. The Council also has to pay far too much for Temporary Accommodation in the private sector

because of the rules around housing benefit. This excessive cost means less money for other essential Council services. The pressures on frontline staff are intolerable too.

For all these reasons, the Council wants to change the way it uses Temporary Accommodation. This new Strategy is all about that: making things better for people at a time of crisis and making better use of the resources available to us as a Council. We want to stop using Bed and Breakfasts (B&Bs). We want to work with the range of partner organisations across the city – with other social landlords as well as the incredible range of voluntary sector organisations that offer crucial help to people in crisis. This is the way to move forward and better support people when they need our help.





Introduction

Sheffield is a vibrant, city with a growing and diverse population. Housing plays a crucial role in the city's success, serving as the foundation of our health, happiness, and prosperity. Ensuring fair access to secure homes and communities that meet the needs of all our residents creates greater opportunities in life.

Sheffield, like other cities and towns, is experiencing unprecedented demand for housing, including affordable homes. The current economic challenges facing households mean not everyone has access to a safe, secure home, increasing the risk of homelessness. Sheffield City Council (the Council) is required to give advice to anyone who is facing homelessness.



The Council must also provide Temporary Accommodation to people who may be eligible, homeless, and in priority need if they have nowhere to stay.

This Strategy sets out how we will meet this statutory duty to provide Temporary Accommodation. Increasing pressure on resources means we must do more to reduce the number of households placed in emergency Temporary Accommodation, and make sure the accommodation that is provided is suitable and cost effective for both the customer and the Council. Over the next five years, we intend to end the reliance on nightly paid accommodation, improve case and property management, and expand housing options and support services.



The Strategy sets out how we will deal with the challenges in the short term by reducing and ending the use of B+B's, and also sets out a medium and long-term plan to ensure we have the right types, quantity, and flexibility of accommodation to meet demand in the future as it will always be necessary to have sufficient Temporary Accommodation to meet our duties. We are confident that our planned changes will successfully reduce Temporary Accommodation use and B&B dependency overall. This confidence is based on our experience, evidence-led planning, benchmarking against other Local Authorities that have managed similar challenges effectively, and expert advice we have received.

Why we need a Temporary Accommodation Strategy:

We don't have sufficient suitable accommodation to address current and future demand including from larger families, households that need

accessible homes and people with complex needs. We need a plan to reduce the reliance on B&Bs and hotels to provide emergency accommodation. We need to manage resources efficiently and improve the support for customers whilst they are in Temporary Accommodation and to enable them to move on to a settled home quickly. An independent review by Campbell Tickell has found that we can reduce the number of households living in Temporary Accommodation and their recommendations have been incorporated in this Strategy.

This Temporary Accommodation Strategy has been developed in consultation with partners and residents including those with lived experience. We look forward to working together to achieve our vision and ambitions.





Vision

Sheffield City Council’s vision is to minimise the numbers of people who need to be placed in Temporary Accommodation. When this need arises, we will ensure good quality suitable, affordable, and cost-effective Temporary Accommodation is available. Alongside this, we will ensure that the right support is available to prepare people for independent living.

We will implement a rapid rehousing model to help people move quickly from Temporary Accommodation into a permanent home with the support they need. Our overall approach will be to stabilise and reduce the number of placements and improve management. We will aim to end the use of B&B by using social housing that is available in the short term, until we have put in place longer term, more suitable alternatives.

We want everyone in Temporary Accommodation to feel safe, supported, and connected not only to have a roof over their head, but to the services, people and communities that can help them move forward. This means working beyond housing, with partners across health, social care, the voluntary sector and communities, to provide a joined-up and person-centred offer for every household.

By 2030 we will have delivered on our 4 Strategic Ambitions:

- Reduce the Number of Placements
- Manage Temporary Accommodation Effectively
- End Use of Bed &Breakfasts, Hotels and Nightly Paid Accommodation
- Provide Suitable and Cost-Effective Temporary Accommodation to Meet Needs

Context and Background

This Temporary Accommodation Strategy is being developed amidst rising living costs, making housing affordability, household expenses, and heating increasingly difficult for many. People’s housing circumstances are becoming increasingly volatile, and homelessness remains high¹.

Homelessness in Sheffield had risen consistently year on year and peaked at around 4,000 presentations in 2023/24. They have reduced slightly to around 3,800 recorded in 2024/25.² We aim to prioritise prevention activity, but this has been challenging with increased demand, and it’s not always possible to help people to keep their home or move in a planned way to a new settled home.

There are now more than 120,000 households in Temporary

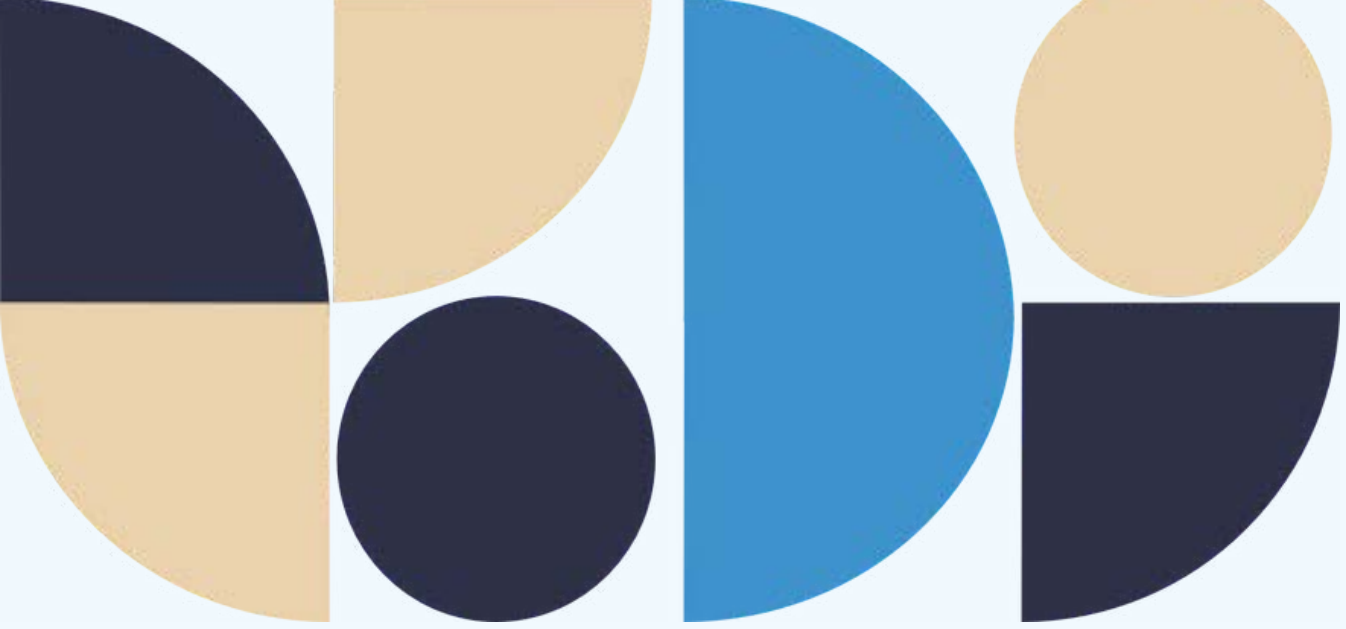
Accommodation in England³. The proportion of applicants needing Temporary Accommodation in Sheffield has increased to 36%⁴ of all homelessness presentations. Of the households who needed Temporary Accommodation between March 2024 to March 25 around 36% were families with children. The main reasons for households losing their homes were domestic abuse, friends and family no longer willing to accommodate and end of private rented tenancies. Approximately 20% of all households reported having mobility requirements including needing level access accommodation.

Sheffield currently places a disproportionately high number of single people into Temporary Accommodation (58% of all placements compared to 23% in other Core Cities).



1. Homelessness presentations have increased 1,319 in 2016/17 to 3,964 in 2022/3, 3,935 in 2023/24 and fallen to 3,764 in 2024/25.
2. 3764 were recorded in 2024/25
3. On 30 June 2024, 123,100 households were in temporary accommodation in England Statutory homelessness in England: April to June 2024 – GOV.UK
4. % of applicants into Temporary Accommodation by financial year:
2021/22: 32%
2022/23: 34%
2023/24: 34%
2024/2025: 36%





Certain areas of the city see higher concentrations of households who require Temporary Accommodation. Households in the East, Northeast, and Manor/Arbourthorne/Gleadless Housing Market Areas collectively account for two-thirds of all last known addresses for households placed in Temporary Accommodation.

Inefficient processes and demand pressures on permanent affordable accommodation has led to more individuals in Temporary Accommodation⁵for longer periods.⁶

Delays in plans to increase the supply of purpose-built properties, slow progress towards improving the rate of homelessness prevention and case backlogs have led to an increase in the use of B&Bs and Council properties to meet demand for Temporary Accommodation.



5. 739 households placed overall as of 31/03/2025
6. 137 days days as at 31/03/2025

The greater reliance on expensive B&Bs, is costing the Council over £6 million each year that cannot be recovered from housing benefit.

Further information and detail about the current situation in Sheffield are provided in appendix A1: Summary of Evidence

Links and Dependencies

This Strategy is strategically aligned with the following frameworks and programmes:

Housing Strategy 2024 – 2034: This Tier 1 Strategy sets out clear ambitions for housing in all tenures across the city. As part of the ambition to end homelessness and support healthy, independent lives, it sets out a priority to increase the supply of emergency housing, end the use of Bed and Breakfasts, and minimise time spent in temporary housing.

Homeless Prevention and Rough Sleeper Strategy 2023 – 2028: This Tier 2 Strategy is clear about the need to prevent homelessness occurring in the first place. It acknowledges that this is not always possible, and in some circumstances, temporary settings are needed. It sets out the need to improve housing options and support to end the



use of B&B and Hotel accommodation, and increase levels of Temporary Accommodation available, including an expanded private rented offer and a collaborative, city-wide approach was adopted in developing a shared delivery plan.

Supported Housing Review: The Council has undertaken a review of Housing Support and approved implementation of its findings. This will improve services and expand housing options, providing alternatives to Temporary Accommodation, and supporting people who need help with independent living.

Allocation Policy Review: This policy sets out the criteria and procedures that the Council uses to prioritise applicants for housing owned by the Council and a proportion of homes owned by our private registered providers. A review of the policy is underway, providing opportunity to make better use of

housing resource, reducing the time people spend in Temporary Accommodation, and ensuring we are meeting the housing need of applicants owed a main homelessness duty.

Campbell Tickell Independent Review of Housing Solutions: A recent housing solutions service review undertaken by Campbell Tickell shows we can reduce demand through better triage assessments and case management. The review highlighted opportunities to make better use of commissioned supported housing and private sector housing to meet needs. It also proposed the use of existing social housing in the short term as an alternative to expensive B&B placements.

Housing Growth Delivery Plan 2025–2030: This plan recognises that the delivery of new affordable housing including new specialist, temporary and supported housing, is crucial in creating





a fairer balanced housing market and meeting the broad 7 housing needs in the city. It sets out initiatives and programmes using inward investment by social housing providers, Council resources, planning powers, land-use, and partnership brokering to increase affordable housing provision in the city by 2030.

The Royal Foundation Homewards initiative: The aim of Homewards is to demonstrate that together, it is possible to end homelessness, making it rare, brief, and unrepeatable. Homewards Sheffield wants to make more homes available within the city, with a focus on increasing the number of private landlords, exploring new development opportunities, and utilising empty homes. Over the next 12 months they will be launching a range of projects including the delivery of the Innovative Housing Project, expanding employment options to Young People in Temporary and Supported Housing and providing early help to families with Housing Insecurity in communities.

Council Plan: All the Council's strategies have a role in implementing our Council Plan 'Together we get things done.' The Council Plan makes people, prosperity, and planet the focal point of everything we do. The Temporary Accommodation Strategy will provide fair access to good quality emergency housing, reducing inequality and helping people to re-establish permanent homes and providing the right setting for them to prosper. The approaches set out in this strategy will also help drive efficient use of resources ensuring we are minimising our impact on the planet.

City Goals: Sheffield's City Goals set a collective ambition for the city to be fair, inclusive, and sustainable by 2035, with thriving communities at the heart of local life. This Temporary Accommodation Strategy supports those goals by reducing housing inequality, improving access to safe and stable homes, and helping residents move out of crisis and into opportunity. By ensuring that Temporary Accommodation is used appropriately,

managed effectively, and acts as a stepping stone to independence, the Strategy contributes to stronger, more resilient neighbourhoods and a fairer housing system which are key foundations for achieving the City Goals.

Future Sheffield: Future Sheffield is the Council's programme for transformation and organisational development. It's focused on improving the experiences of the residents, businesses and customers we serve and for our workforce in the long term. The purpose of Future Sheffield is to develop and deliver projects and initiatives that bring positive changes and financial benefits. The Housing Improvement Programme is a key strand of future Sheffield, and Housing Voids and Homelessness Improvement Projects are priority elements of the Council's Housing Improvement Programme. The aim of the programme is to align activity across both projects driving system wide improvements and boosting mutual outcomes.



Legal and Regulatory Framework

Temporary Accommodation is offered to homeless applicants under a Council's primary housing duty. Sheffield City Council is legally obligated to provide Temporary or Interim Accommodation to eligible homeless individuals, as outlined in the Housing Act 1996. Various sections of the Act establish the specific circumstances under which this duty is triggered:⁷

- S.188 – the duty to provide Interim Accommodation to anyone the Council has reason to believe may be homeless, in priority need and eligible,
- S.190 – in the event of an adverse decision, the Council has a duty to provide Temporary Accommodation for a reasonable period to give people the opportunity to make their own arrangements.
- S.199(A) & S.200(1) – where an Applicant has no local connection and the Council propose to refer their Homelessness Application to another district, the Council has a duty to accommodate the Applicant pending the outcome of the referral to the other district.

7. These terms are defined further in the Temporary Accommodation Policy





- S.193 – following acceptance of the main housing duty, the Council must continue to provide Temporary Accommodation until suitable, alternative accommodation can be offered.

The main housing duty is owed to applicants who are eligible for assistance, in priority need and unintentionally homeless, unless a local connection referral to another Council is made. B&Bs should only be used in emergencies and Government regulations prohibit Councils from housing homeless families with children or pregnant women in B&B accommodation⁸ for more than 6 weeks.

People in Temporary Accommodation have less security of tenure than those in permanent housing. When placed prior to a decision being made on their Homelessness application they are generally excluded from the rights contained within the Protection from Eviction Act 1977. If a household remains in Temporary Accommodation following the acceptance of a full Homelessness duty whilst awaiting permanent housing

under the main housing duty, they are placed on a non-secure tenancy agreement with some basic rights under the Protection from Eviction Act 1977, including a requirement to issue a four-week written notice to quit and for a possession order to be applied for from the Court.

Localism Act: Under the Localism Act 2011 (s148 and s149), which amends the Housing Act 1996, Councils can discharge this duty offering a tenancy in the private rented sector.

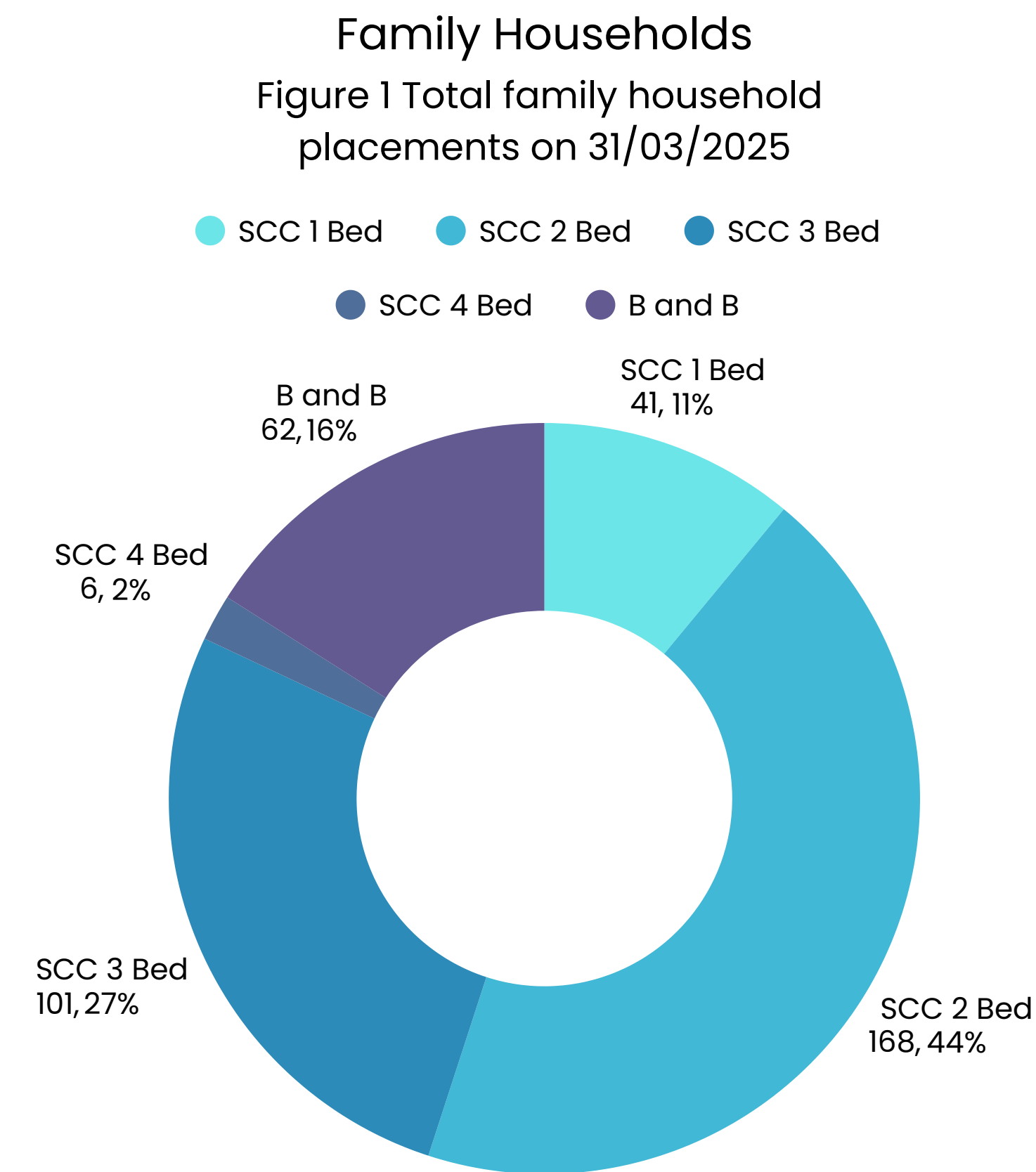
Other relevant Legislation and Regulations: The following legislation will apply to all current and new Temporary Accommodation including that which is provided, leased or commissioned:

- Supported Housing (Regulatory Oversight) Act 2023,
- Housing Health and Safety Rating System under the Housing Act 2004,
- The standards set by The Regulator of Social Housing.

Temporary Accommodation Requirements

Current Demand

To assess current demand, we have analysed data from a snapshot in time of placements on 31/03/2025.



Households without children
Figure 2 Total households without children placements on 31/03/2025

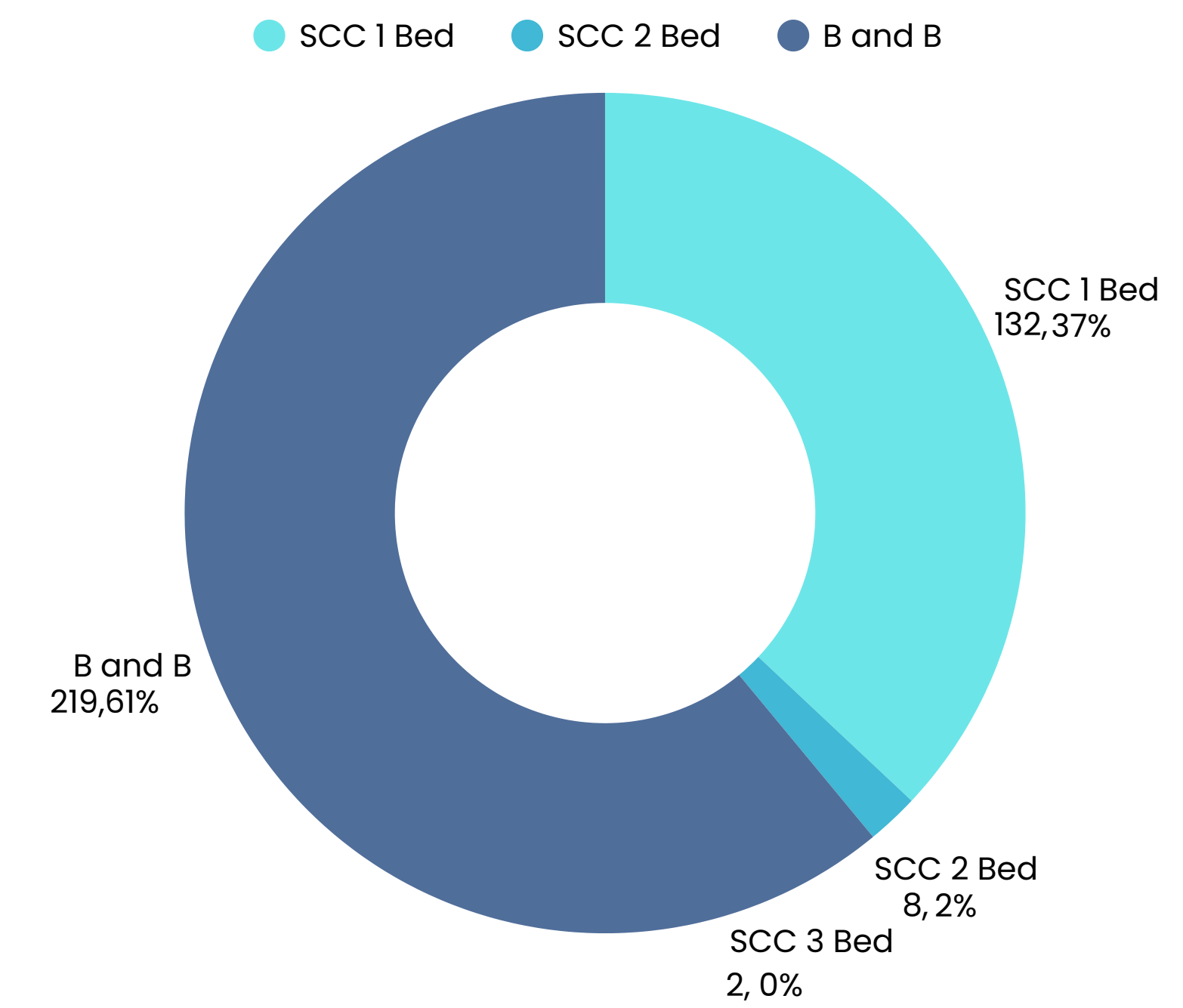
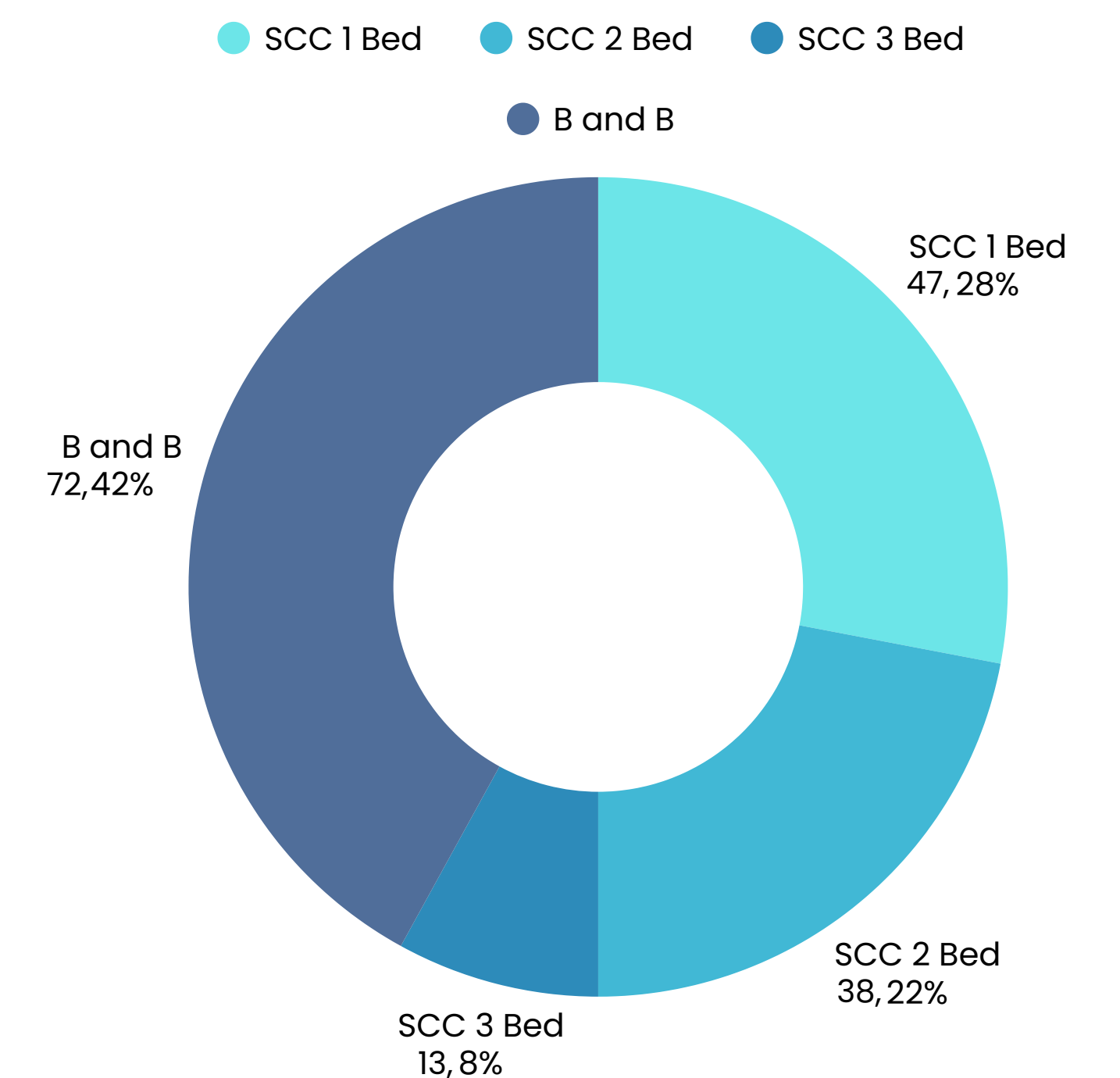


Figure 3 Of those households placed on 31/03/2025 the following were due to domestic violence or other forms of abuse.



For the purpose of the 2003 Order (as amended by the Homelessness (Suitability of Accommodation) (Amendment) (England) Order 2023 (the 2023 Order)), B&B accommodation means accommodation (whether or not breakfast is included):
(a) which is not separate and self-contained premises; and,
(b) in which cooking facilities are not provided, or any of the following amenities is shared by more than one household:
(i) a toilet.
(ii) personal washing facilities; or,
(iii) cooking facilities.





The demand for one-bedroom units reflects the relatively high number of single person or couple households. However, some families with one child are being placed in 1 bed units. The demand for units with two bedrooms or more indicates the needs of families.

We have also assessed the average length of time spent in Temporary Accommodation based on a snapshot as at 31/03/2025 and on 31/03/2024 for comparison.

Table 1: Average length of stay in days for occupancy on 31st March 2024 and 2025:

Accommodation	31/03/2024	31/03/2025
Council Housing Service T.A. (Dispersed 1 Beds)	208	187
Council Housing Service T.A. (Dispersed 2 Beds)	162	167
Council Housing Service T.A. (Dispersed 3 Beds)	153	217
Council Housing Service T.A. (Dispersed 4 Beds)	186	358
Council Housing Service T.A. (Short Term)	32	46
Council Housing Service TA (Adult Household)	194	133
Council Housing Service TA (Family Scheme)	176	192
B&B	84	67

This table does not account for the total time a household has spent in Temporary Accommodation, but the time spent in each setting. It should also be noted that families are being placed in smaller properties than they will be eligible for when they are permanently rehoused.

Projected Demand

To inform the Strategy, we have projected future demand. To do this we have considered the patterns and trends over the last 3 years and the likely impact of planned improvements which should reduce demand significantly in the next 2 years.

In the last 3 years, the number of placements and use of B&Bs reached a peak in July 2024⁹ with 794 overall of which 415 (52%) were in B&Bs and 379 (48%) in other units. Since that time, the trend has been downwards and as of 31/03/2025 739 households were placed and the balance changed with 281 (38%) in B&Bs and 458 (62%) in other units.

Considering this information, over the lifetime of the Strategy, the number of placements at any one time could be reduced from c.700 to fewer than 500 placements. Our ambition is to initially stabilise the number of households placed, reducing to 500 households by



9. 3rd July

January 2026. We will keep under review the impact of improvement measures, the actual numbers of units required and adjust our plans accordingly.

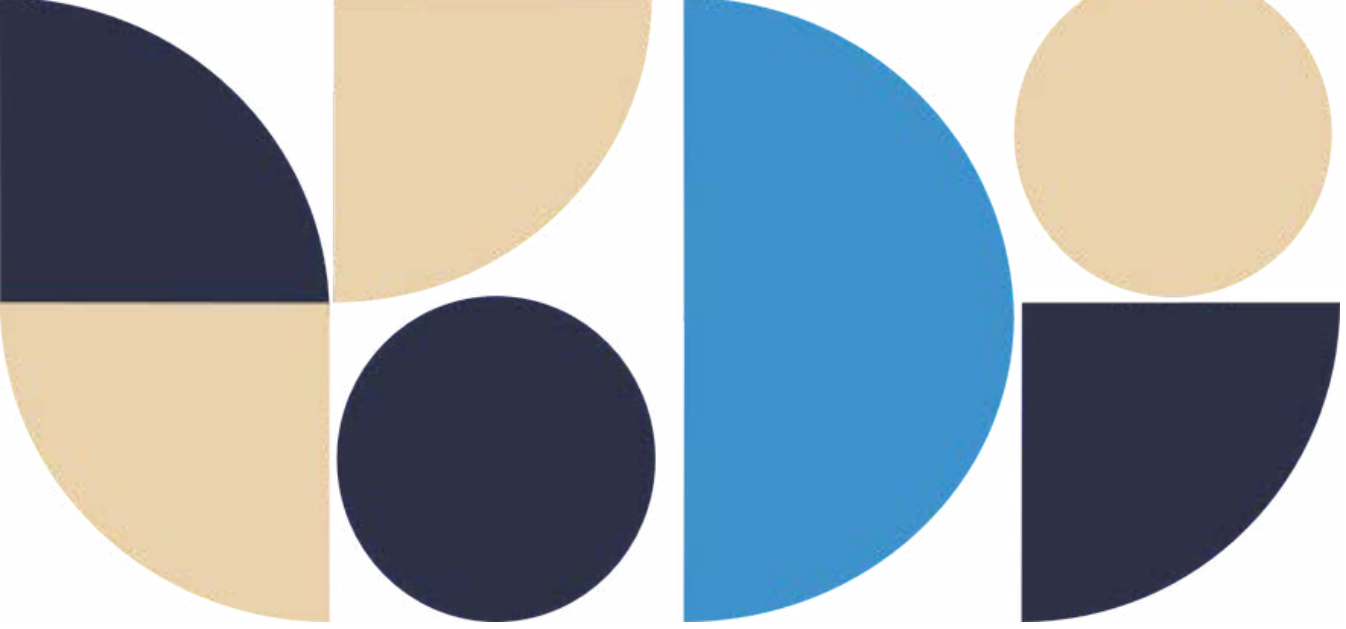
We are also utilising a nationally recognised model to map longer term demands and the likely costs of different types of Temporary Accommodation. This model was developed by Local Partnerships and uses a range of national and local data, including, homelessness data, housing supply and demographic information. This information will be used to inform business cases for investing in new provision and alternative options including prevention activity.

Current Supply

The Council uses two main Temporary Accommodation options for homeless households: Sheffield City Council properties on designated schemes and dispersed across our estates, and B&Bs and hotels that are spot purchased on a case-by-case basis as needed.

In designated Council schemes there are 99 fixed units, 48 of which are for singles/couples, 40 for families and 11 for single women/families. As of the 31st of March 2025, in addition to the fixed units





381 households were in dispersed accommodation on our estates and 281 households were in B&B/nightly paid accommodation. A table is included within Appendix A1: Summary of Evidence. This provides more detail on the accommodation that we have available including type, bedroom size, numbers, and location and specific customer cohort. This includes information about the service provided, the cost and whether this is all or partly recoverable via Housing Benefit.

Planned Known Supply

All 99 Council fixed units on schemes will remain in use as long as demand exists or until replacement accommodation is available.

B&B and hotel accommodation will still be used in the short term, but is not appropriate, affordable, or compliant with statutory requirements and may not always be available within the Sheffield Boundary. This option will be phased out as alternative provisions reduce the need for it.



Meeting Future Demand

The modelling work that has been undertaken demonstrates there is a gap between the current supply of suitable and cost-effective accommodation and projected demand for Temporary Accommodation. This Strategy sets out how this need will be met, but preventing homelessness in the first instance will be vital to us meeting future needs.

As the Council and its partners implement our Homelessness Prevention and Rough Sleeping Strategy, we will see an increase in households where homelessness has been prevented. The action plan accompanying the Homelessness Prevention Strategy focuses on preventing homelessness and the need for Temporary Accommodation. This includes providing clear guidance and advice on housing and income maximisation for example through employment, training, and benefits system guidance. We use our information to target groups that we know are most likely to need help such



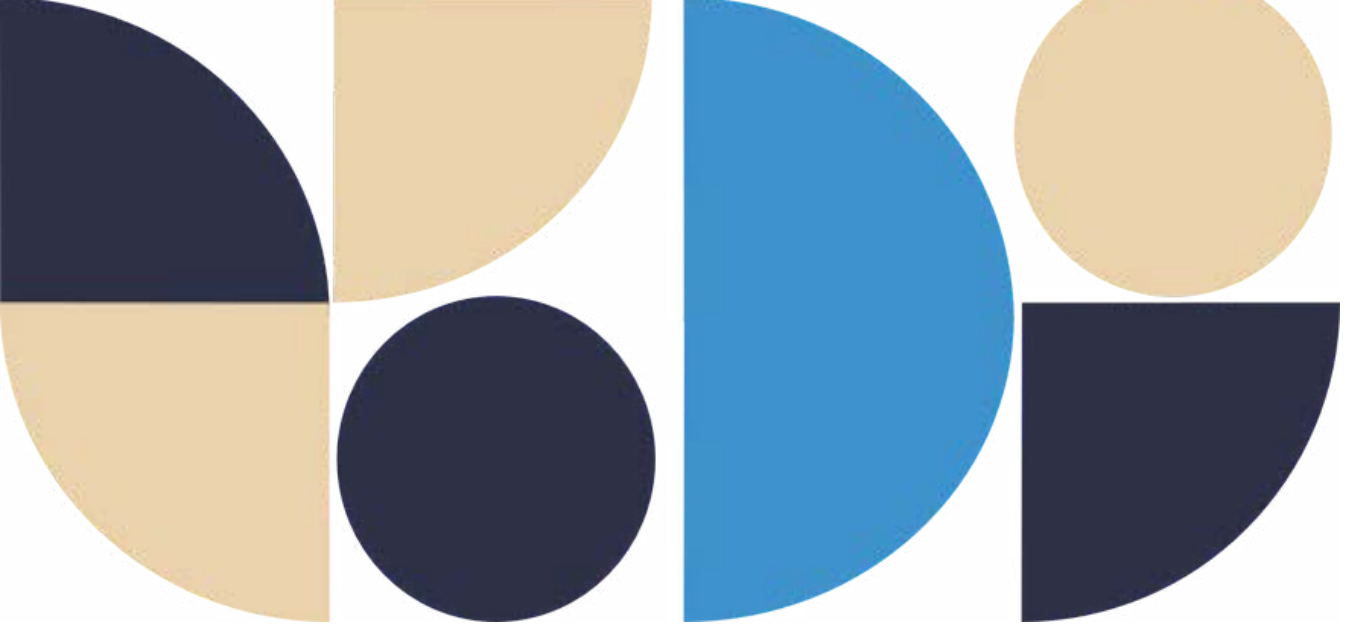
as families, single people, prison leavers, and those facing domestic abuse and those with mental health challenges. We are supporting people through mediation to remain in their current homes where it is safe and appropriate to do so. We have introduced a service encouraging landlords to consult with the Council before issuing eviction notices and we will increase our work with landlords to improve access to good quality private rented schemes.

As this activity improves prevention outcomes, improved efficiency and alternative housing options should mean that the total number of Temporary Accommodation units required will stabilise before reducing to a level where we need significantly fewer units overall. However, we will be prioritising ending the use of B&Bs to address the unsustainable financial pressure, ensure compliance with statutory guidance and improve the customer experience. So, for the first two years of the Strategy, we will need to increase the use of dispersed Council

housing. We expect usage will decrease as the Strategy’s improvement actions take effect and by 2030, we intend to have in place a sufficient supply of designated Temporary Accommodation schemes and fewer dispersed units being used.

We have assessed information on placements over the last two years to look at requirements for households who went into B&B and Temporary Accommodation. This has and will continue to inform our future demand planning including the numbers of properties required and the suitability of accommodation for the different customer groups. We will monitor actual usage actively and analyse the reasons for this. If demand increases, we will adjust plans to reduce this where possible. If further units are needed for reasons we cannot control, we will meet this requirement by utilising further dispersed units for short periods, or plan for more designated properties if this is required.





Ambition 1

Reduce the Number of Placements

Addressing the underlying issues that lead to homelessness is critical to reducing the demand for Temporary Accommodation. Currently, about one-third of people who approach the Council as potentially homeless require Temporary Accommodation, highlighting the urgent need for earlier intervention and targeted prevention work. Sheffield currently places a disproportionately high number of single people, and geographically, there are certain areas of the city that see higher concentrations of households who require Temporary Accommodation. Over 50% of all homelessness presentations and Temporary Accommodation placements are from 3 Housing Market Areas. Creating additional capacity to deliver

community-based housing advice in areas of the City with the highest numbers of placements in Temporary Accommodation would enable more people to avoid becoming homeless.

People already affected by poverty are at greater risk of homelessness due to the shortage of affordable housing and they may not have ready access to help to deal with housing problems or have the necessary resources. This can be more difficult for individuals with complex needs. Some people need limited help to resolve their housing issues, but Temporary Accommodation does not always offer the right levels of support. It is important Supported Housing is provided as a more suitable alternative where assessments show that this is required.

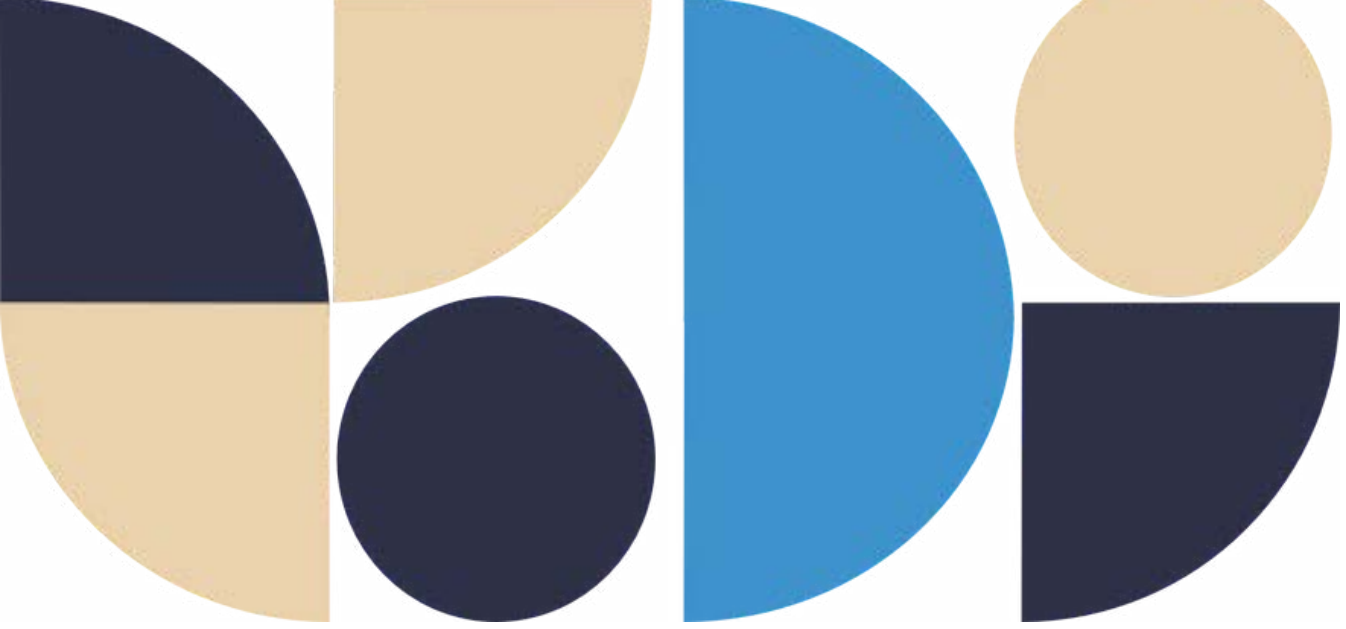


It is important that we offer a consistent and fair approach to people experiencing housing difficulties and that we meet our legal duties. As the number of homelessness presentations and placements have grown, it has been challenging to ensure that all customers receive a timely and thorough assessment of their needs due to very high caseloads for officers. The independent review of the service has highlighted there are occasions when customers may be placed into Temporary Accommodation when they are not actually homeless, and their current accommodation was still available to them.

Recognising that there is a shortage of affordable social housing, we need to increase access to good quality private rented properties building on the work we are doing across our partnership.

With the shortage of resources, it is important that we are correctly identifying and prioritising vulnerable households who are entitled to Temporary Accommodation. Improvements are required to needs assessments that evaluate an individual's circumstances, rights and options, and support requirements. This will ensure that the correct advice and actions are taken to prevent homelessness or ensuring the right accommodation is allocated where prevention is not possible. The independent review found that the high numbers of acceptance of single people and placements indicates that the assessment of vulnerability and priority need in Sheffield needs to be reviewed. By improving our assessment processes, we aim to better identify peoples' needs upfront, offering support, advice, and signposting as a first response.





Our priorities

Focus on prevention by targeting the root causes of homelessness with localised, comprehensive and multi-agency responses for those at greatest risk, supported by prompt need assessments to give appropriate advice and take the right action. Using data and engaging earlier with individuals with complex needs and families at risk of homelessness, improving 16 information sharing and collaborative working with agencies and local organisations that are already in touch with the customers.

Strengthen services and resources by reorganising the statutory homelessness services, building knowledge and

expertise, enhancing staff training on legislation, and fostering a person-centred approach involving a range of services to improve outcomes. We will improve processes and prioritise resources for officers to have workloads that reflect best practice for homelessness services of 40 cases. Building on our strong partnerships we will ensure we are enabling the services and organisations with the expertise and skills across the statutory, voluntary and private sector to lead on initiatives that will effectively tackle homelessness.

Improve the Assessment processes for determining homelessness eligibility and priority need prior to placements being made and providing advice so residents

understand their rights and options. We will deliver refresher or induction training to staff to bolster the triage processes, increase legal capacity and develop policies and procedures to support a standardised approach to casework. We will put in place a refreshed performance framework including key performance indicators to monitor success.

Maximise the use of commissioned supported accommodation for homeless households, by consistently prioritising referrals for customers assessed as having a priority need as an alternative to placements in Temporary Accommodation.

Increase the number of good quality private rented properties that are available for customers with a priority need as a preventive alternative where it is suitable to being placed in Temporary Accommodation by both the Council and partner organisations. We will further develop the offer for private landlords and tenants through rent guarantees, top-up payments and support packages.

Undertake a full review of the Allocations Policy to consider improvements that can be made to ensure people who are homeless receive appropriate prioritisation to reduce the number of placements made in Temporary Accommodation.





Ambition 2

Manage Temporary Accommodation Effectively

We recognise that Temporary Accommodation is not just about providing shelter but also offering a stable foundation for households to rebuild their lives. People should spend the shortest time possible in Temporary Accommodation to minimise the disruption and stress it can cause. Prolonged stays can negatively impact mental health, wellbeing, and family stability, particularly for children, who may face interruptions to their education and routines. Temporary Accommodation can also limit opportunities for employment, as people are uncertain about where they will be living permanently, and high rent levels in Temporary Accommodation can mean it is difficult to move from benefits into work.

Over the past decade, significant reductions in funding for homeless services have created substantial challenges for the Council and our partners. These cuts have reduced our capacity to invest in preventative measures and reduced investment in supported housing has contributed to an increase in Temporary Accommodation placements.

There has been increased pressure on tenancy sustainment services and other related support that people need. This makes it harder for households to move on from Temporary Accommodation in a timely way. Customers often face unresolved issues, such as housing debts, limiting their rehousing options. Limited access to private rented properties further restricts housing options.

As demand for Temporary Accommodation has risen, the system has become increasingly reactive, leading to inefficiencies and significant challenges. Staff are highly motivated to support all our customers, but inevitably as caseloads have increased, the service has focussed on those who are in urgent need rather than prevention or move on planning. This reactive approach can result in customers remaining in Temporary Accommodation for longer than necessary.

Managing large numbers of dispersed properties is challenging due to their widespread distribution across the city. With higher turnover and diverse customer needs, they require more intensive housing management than general needs housing. As the number of properties used has increased in a reactive way, the teams responsible for placements and housing management have not been expanded. It is essential to have an efficient system and the necessary resources to manage this stock.

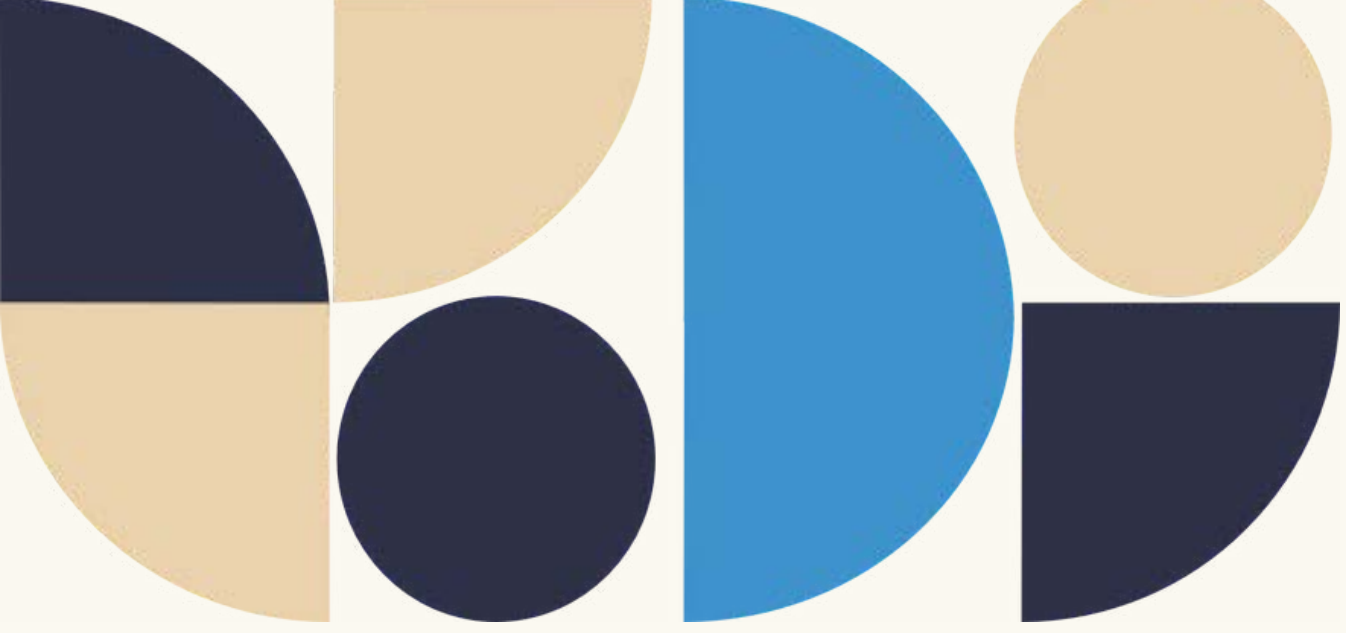
We also recognise that using general needs housing for Temporary Accommodation can have an impact on the stability of local areas as properties have a higher turnover and more

periods of being empty between letting periods. Many of our customers can manage in a dispersed property and do not have any additional support needs. However, we recognise it can be difficult for some people to settle into the local community who are staying for relatively short periods who have experienced trauma and have complex needs.

Feedback from people living in Temporary Accommodation, staff and partners makes clear that the challenges faced by households go far beyond housing. Many individuals and families in Temporary Accommodation are also managing other significant pressures including poor mental or physical health, experiences of trauma, financial hardship, caring responsibilities, addiction or dependency, isolation, and difficulties accessing benefits.

While good housing support is essential, it cannot meet these needs alone. A whole-system response is required, one that brings together housing services with health, mental health, social care, employment and welfare advice, and the voluntary and community sector.





We also heard that people in Temporary Accommodation often feel disconnected and isolated from local communities, particularly when they are placed far from their usual support networks. The Strategy must commit to helping people stay connected including through voluntary sector partners, schools, children’s centres, food banks, GPs and community spaces to improve wellbeing, access to support, and their ability to move on from Temporary Accommodation.

This more integrated approach will require stronger coordination between statutory and non-statutory services, shared ownership of outcomes, and consistent joint working across the system.



Our priorities

Ensure the right placements are made by matching households with the most appropriate Temporary Accommodation, or supported housing, that best meets their individual needs. Through upfront risk assessments, we will guide decisions at each stage of a household’s journey, ensuring the right fit for their individual circumstances. This approach will not only improve cost efficiency but also enhance the customer experience. Additionally, we will deepen our understanding of the demand for different types of properties, balancing the needs of both supported and Temporary Accommodation. This will allow for more effective resource planning, ensuring that all vulnerable households receive the support and accommodation they require.



Enhance case management and support staff to ensure compliance with statutory decision-making guidance, while providing tailored trauma informed support for customers. We will undertake regular reviews and improved collaboration and information sharing with relevant agencies and organisations who are also providing support and services to our customers.

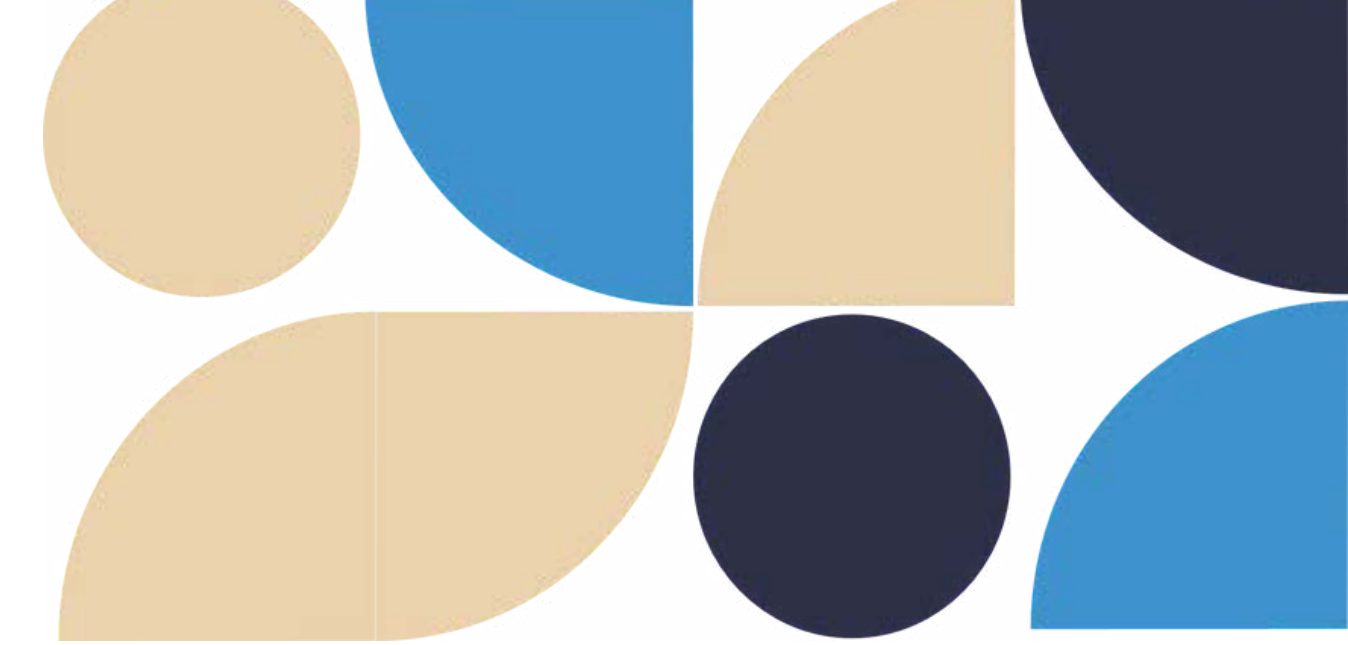
Regular case reviews will ensure that placements are managed efficiently, progressing promptly in accordance with legislative requirements. We will ensure systems identify households in TA for whom a move into the Private Rented Sector is a viable option, this will take account of the specific circumstances of each household and where appropriate, reset customer expectations with regard to housing options.

Embed a rapid rehousing model with a personalised move on plan

and dedicated move-on staff to minimise time in Temporary Accommodation, ensuring swift transitions to permanent or suitable short-term housing. We will reduce the risk of repeat homelessness by offering tailored plans and trauma-informed support, helping individuals transition to stable housing—whether that’s returning to their previous home, moving into supported housing, or securing an alternative solution such as a private rental. We will also foster a wider understanding of the Private Rented Sector as a realistic housing option amongst senior stakeholders as a suitable alternative to social housing. We will build on the partnership work that is already in place to support people as they settle in their new home across all sectors.

Improve the housing management of individual units and overall portfolio of Temporary Accommodation to maximise utilisation of stock and ensure





it consistently meets required standards. We will improve end to end management of placements and minimise delays to reletting properties.

Support safe and inclusive communities by proactively planning and managing Temporary Accommodation. Implementing active management and improving collaboration between agencies including with health, care, and educational services, and using better local information to help us achieve this.

Develop a more integrated support offer across housing, health, and welfare services to meet people's wider needs in Temporary Accommodation and improve joint working to ensure people in Temporary Accommodation receive coordinated, person-centred support.

Strengthen connections with voluntary, community and faith sector partners to offer localised and peer-based support and ensure people in Temporary Accommodation are helped to access local services and community activities that reduce isolation and improve wellbeing.



Ambition 3

End Use of Bed and Breakfasts (B&Bs), Hotels and Nightly Paid Accommodation

B&Bs, hotels, and nightly paid accommodation are designed for emergency, short-term use only, before securing more suitable accommodation. These types of accommodation are not fit for purpose as long-term options and often have profound negative impacts on those placed there.

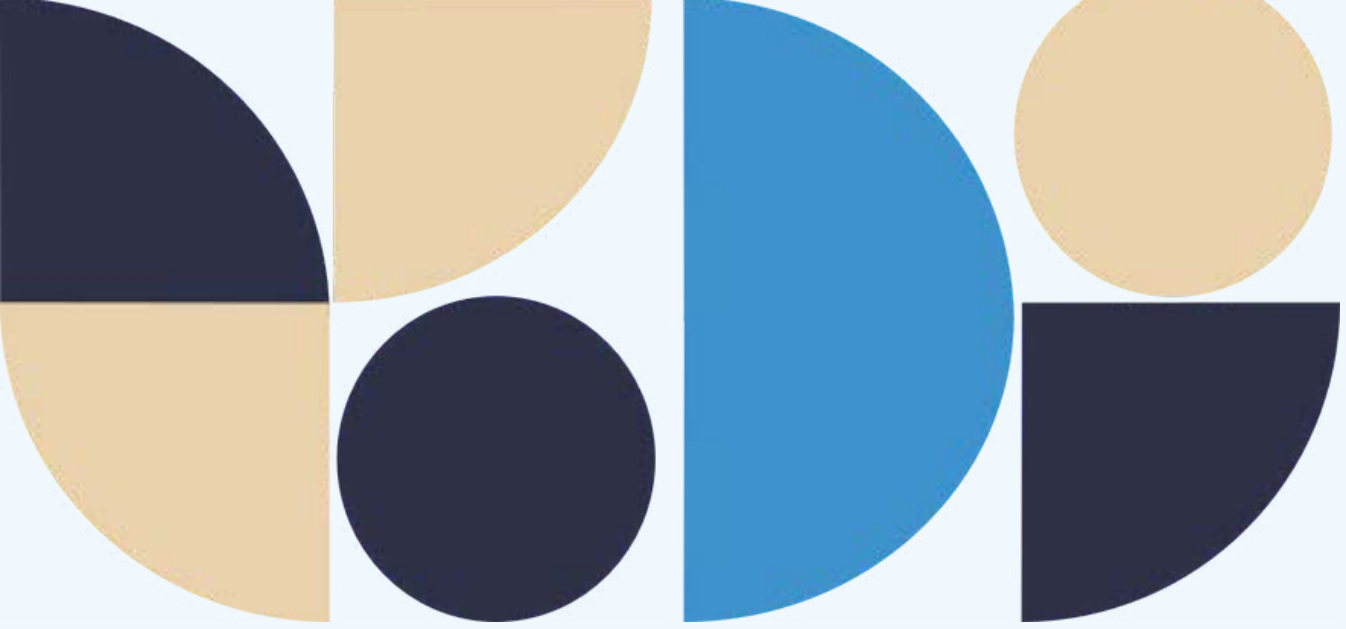
For families, prolonged stays in B&Bs breach statutory guidance, which sets a maximum placement limit of 42 days. In Sheffield, a shortage of Temporary Accommodation and suitable move-on housing has resulted in families remaining in hotels beyond this limit. B&Bs frequently lack essential facilities, such as cooking or laundry amenities, and are ill-equipped to support family life, offering no play space for children and limited privacy.

This destabilising environment can particularly affect children, impacting their mental health, educational stability, and overall development. As at 31/03/2025, there was 329 adults, and 161

children placed in B&Bs. All local authorities who have more than 5 families in B&B are required to submit an action plan to MHLCCG setting out how this will be remedied. This Strategy is critical to the delivery of this plan and ending the use of B&B and other nightly paid accommodation as soon as possible.

For single people or individuals with complex needs, hotels and nightly paid accommodation are equally inappropriate. These environments are not designed to provide the stability or the support needed to address underlying issues, such as mental health conditions or substance misuse. They can make people feel more isolated and vulnerable, slowing down recovery and making it harder to develop the skills needed to live independently and keep a stable home.





The financial impact of relying on B&Bs and nightly paid accommodation is also significant for both individuals and the Council and is unsustainable. These placements are the most expensive forms of Temporary Accommodation, often costing the Council significantly more than alternative options while providing poorer outcomes for residents. The Council cannot claim full housing benefit subsidies for this type of accommodation, increasing the financial burden further.¹⁰

Since the pandemic, the time households spend in nightly paid accommodation has increased, driven by a shortage of suitable housing options including Temporary Accommodation and move on. This problem is compounded by the lack of supported housing available for people with complex needs or those leaving institutions such as hospitals or prisons.



People who need adapted or accessible properties, larger families, and those with complex needs, spend longer in B&B than other households. By identifying the most appropriate housing solutions early, we can minimise disruption and reduce unnecessary moves within Temporary Accommodation.

Due to the increase in demand, placements have increasingly been made outside of the local authority area which means people may be separated from support networks and the services they use, as well as away from their education, training or workplace. This can make attendance difficult as well as increase travel costs.

Our priorities

Eliminate the use of this B&B and other nightly paid accommodation by making more use of available council housing stock as Temporary Accommodation for families with dependent children and single households. We will ensure families are placed in suitable housing that supports their well-being in the first year of the Strategy.



We will stop the use of B&Bs for all other households by the end of March 2027.

Review the management of the housing support pathway to ensure available commissioned supported housing is consistently prioritised for people who need support, are owed housing duties, and would be eligible for Temporary Accommodation.

Expand emergency provision that has 24/7-hour access for all customer groups located within Sheffield to eliminate the need to use B+Bs and other nightly paid accommodation and minimise the need to place households outside of the Sheffield area.

Put in place support and practical help for customers who are placed in B&B and ensure their cases are progressed in a timely way. This will ensure practical barriers such as transport costs don't

delay them from taking up housing support or prevent them maintaining support networks and stable elements of their lives including education and work.

Develop new assessment units which will provide households with immediate support at the time of crisis and help to stabilise the situation during this transitional period. These units will ensure we have a good understanding of people's 22 housing needs before placements are made into Temporary Accommodation, other housing or where possible, support households to return home.



10. The Government rules mean that the Council can only claim back around a fifth of what it costs to place someone in B&B or hotels and the continued cost of its use is unsustainable. The total cost of B&B use to the Council has increased from £190k in 2018/19 to £4.8m in 2023/24. In 2024/25 it is projected the total cost attributable to use of B&B will increase to £6.6m





Ambition 4

Provide Suitable and Cost-Effective Temporary Accommodation to Meet Needs

In the short term, as outlined in Ambition 3, we will increase our use of dispersed Council owned properties. Whilst preferable to B&Bs, high numbers of dispersed Temporary Accommodation are not a sustainable long-term solution, as it reduces the availability of permanent housing and makes it difficult to provide the right support for households with high and complex support needs. It can also lead to inefficiencies in management.

Currently there is a shortage of designated schemes in the city that meet all customer needs, and a longer-term plan is required to address this. Demand continues to exceed the supply on current Council-owned Temporary Accommodation schemes, resulting in

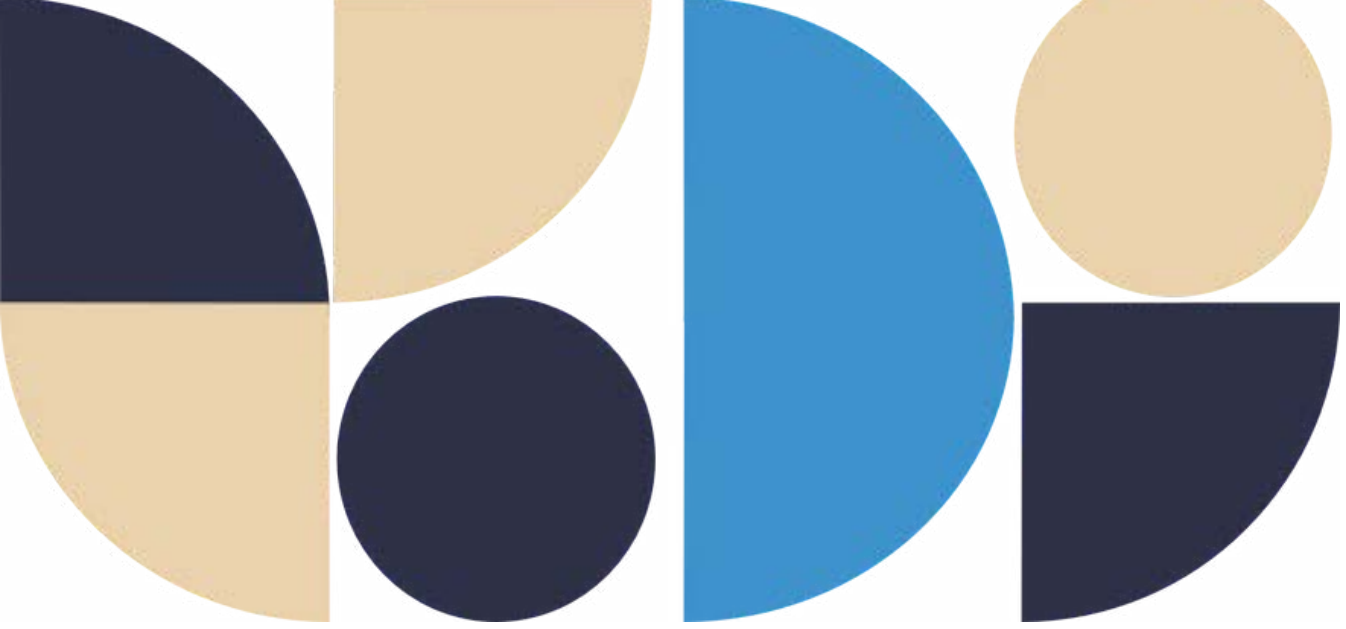
placement challenges and insufficient support for households that need it. The existing accommodation often lacks the appropriate size and configuration required by different household types, especially larger families and individuals with specific needs. The existing provision for families lacks play space and is not fully accessible for families with mobility issues. Larger families are spending longer amounts of time in nightly paid accommodation, usually in the form of serviced apartments which are the costliest and often located away from key services. We do not have sufficient dispersed Council housing stock to meet this need and so will need to prioritise improving access to private sector move on.

As demand reduces, we will still need to provide Temporary Accommodation and some of the units within the current stock are in poor condition and do not meet the evolving needs of residents. These properties would require substantial investment to improve the standard, and their continued use may not be sustainable. Therefore, it is necessary to develop an Asset Management Strategy to ensure Council owned Temporary Accommodation is fit for future housing needs. We have been planning to replace the current schemes for families and adult households since 2017, but this has not proved possible, initially due to site identification and more latterly the increase in costs. Work is required to develop opportunities for new Temporary Accommodation based on the evidence of need.

The requirement for Temporary Accommodation is directly influenced by the availability of suitable supported housing particularly for people who have complex needs and have experienced repeated periods of homelessness. When supported housing has been decommissioned this has had a direct impact on the number of placements into B&Bs of single people. Therefore, our approach will be to plan for the combined requirements for Temporary Accommodation and Supported Housing in parallel going forward.

We will prioritise the planning and delivery of family units when planning new provision as the current scheme is not suitable for longer term use. Our plans to provide new accommodation for single or adult households will be developed after we have taken the earlier steps and been able to assess the impact of more effective prevention and thorough assessments. We will work closely with service users to in the design and implementation of new accommodation solutions.





Our priorities

Develop a comprehensive proposal for Council accommodation for families including evaluating options for new build, securing necessary funding, and exploring acquisition opportunities. This will involve developing the business case within the Housing Revenue Account Capital Business Plan and for external grant funding (Homes England). Our plans may include purpose-built or repurposed accommodation that better aligns with the requirements of those in Temporary Accommodation and fully addresses the shortage of suitable units for larger families and those with mobility and access requirements.

Consolidate a smaller portfolio of dispersed units over the next 2 years, that provides options across the city to meet the needs of households including for larger families, those with mobility and access requirements or are fleeing domestic abuse or other violence. Developing a mid to long term delivery

plan will allow us to reduce the use of dispersed properties for Temporary Accommodation to sufficient levels to deal with any fluctuations in demand or individual requirements.

Assess the need for new schemes for single people and develop proposals ensuring better use of existing housing and more accurate housing needs assessments.

Undertake a review of our current scheme-based provision, including options for investment or decommissioning. Our review will ensure there are suitable facilities to support households in Temporary Accommodation and enable multi-agency working, and we will ensure that our approach complements the Safe Accommodation Strategy and plan.

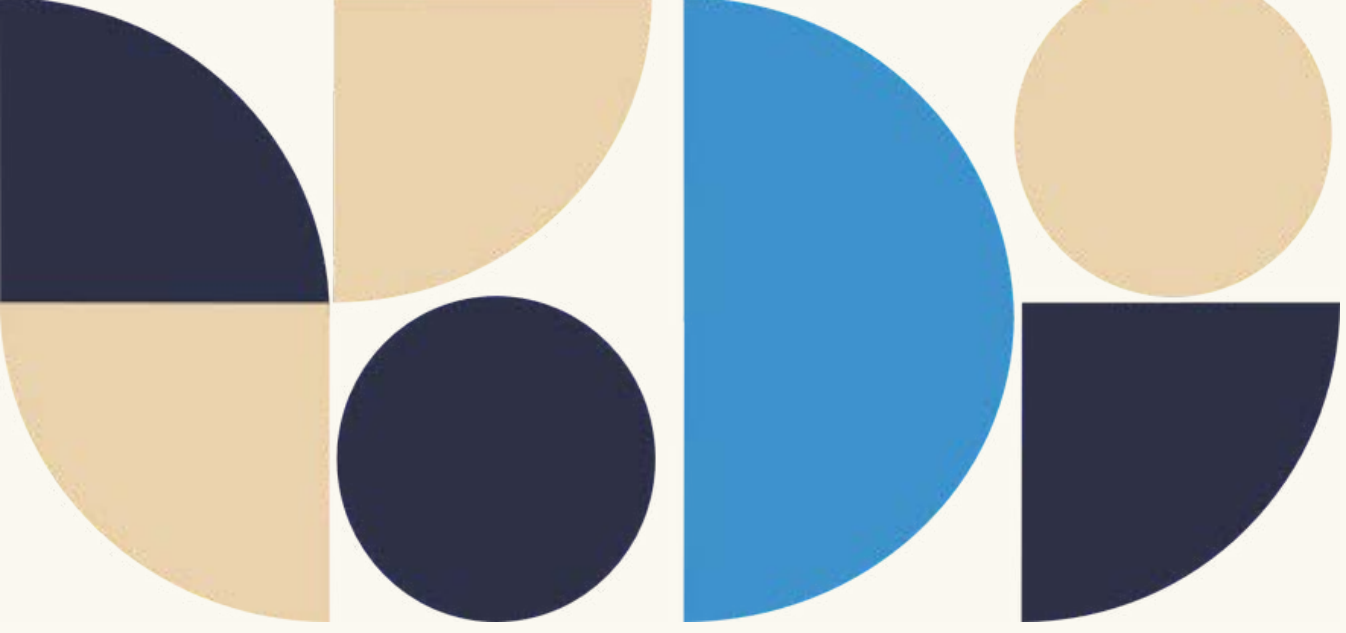
Commission social housing providers to deliver longer term supported housing as a suitable alternative for



households who need support. This approach will focus on the variety, quality and accessibility of the housing options provided, ensuring that each household is supported in the most appropriate way and that a range of supported accommodation options are available.

Improve access to good quality Private Sector move on for all households including larger families where we do not have sufficient stock internally to meet their needs. We will also foster a wider understanding of the Private Rented Sector as a housing option amongst senior stakeholders as a suitable alternative to social housing.





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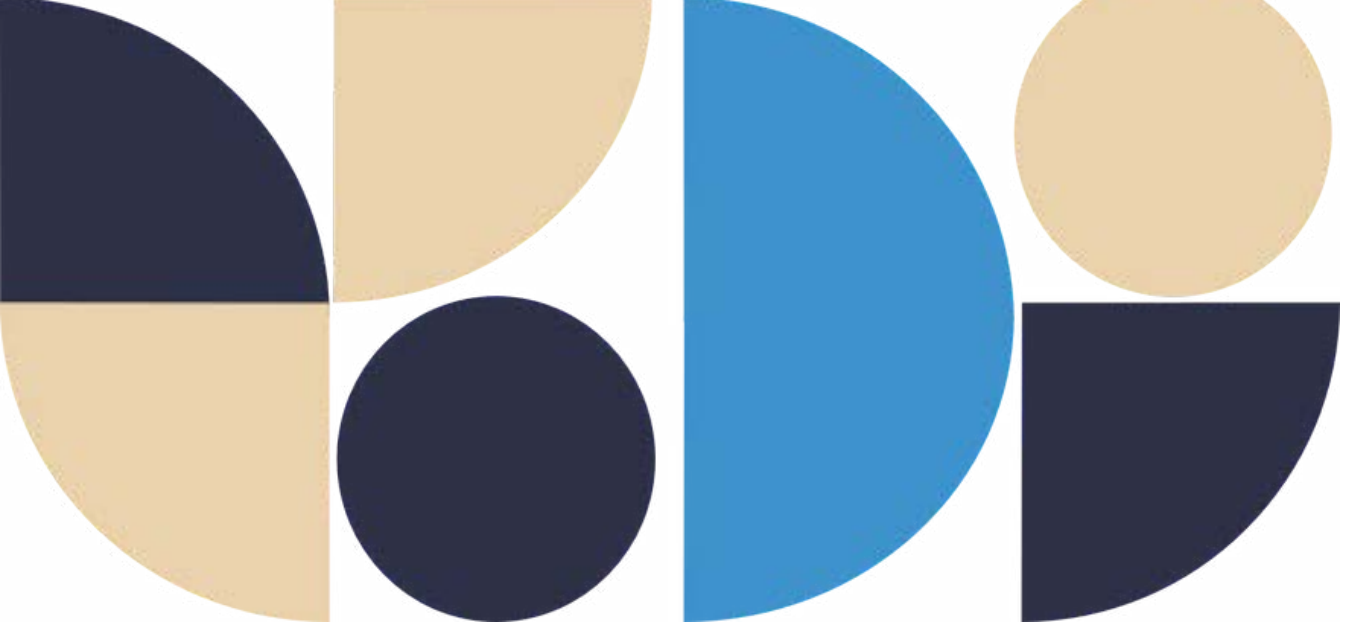
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Delivery

Delivery and action planning

We will develop a delivery plan which outlines how we will achieve the priorities above including specific, measurable, achievable, realistic and timely actions. The Homelessness Improvement Project will deliver the required changes to the management of homelessness cases and Temporary Accommodation.

We have developed a Policy document which will complement this Strategy. It will support the ambitions of this Strategy and embed the principles into staff's day to day work and development

plans. This implementation of the Strategy and policy will form a key part of the wider Future Sheffield project which is the Council's programme for transformation and organisational development. It is focused on improving the experiences of the residents, businesses and customers we serve and for our workforce in the long term.

We have drafted an indicative overarching action plan for the next 5 years which will accompany this Strategy. Once approved we will commence work with partners and other agencies to detailed action plan.



We will work closely with our partners through existing links such as the Homelessness Prevention Forum and the Strategic Housing Forum. We will also work closely with providers across the city to understand the provision that they can deliver 25 both within existing commissioned provision and new developments and with private landlords. This will be key to the implementation of the Strategy.

The requirement for Temporary Accommodation and Supported Housing will be included in a new specialist housing needs assessment and inform Market Position Statements and the Stock Increase Programme. We will work with government as appropriate to influence and access funding and programmes of support for temporary and move on accommodation.



This Strategy will be subject to ongoing monitoring and will be reviewed by service managers annually to reflect any changes in legislation or operational need. Reports will be made to the Housing Policy Committee on progress, and this will be aligned to the reporting on the Homelessness Prevention Strategy and Action Plan.

Governance and monitoring progress

Regular monitoring of the effectiveness and progress of the priorities will be carried out to ensure that implementation is satisfactory and continues to meet local need. We will utilise ongoing monthly modelling to assess the success of our improvement plans.

Outcomes will be monitored and reported on to ensure we are achieving more successful outcomes through the support and accommodation provided. The number of homelessness preventions, acceptances and placement in B&Bs/Temporary Accommodation is reported within the Council's Outcomes Performance Framework. The following Key Performance Indicators will be used:

1. Number of Households in Temporary Accommodation
2. Time Taken to Move into Permanent Housing
3. Type of Temporary Accommodation Used
4. Number of families over 42 days in B&B
5. Number of Households with Children in Temporary Accommodation: 6. Risk Assessment Completion Rate.

Appendix A1

Summary of Evidence

Current Picture and Needs

Local Context

The percentage of applicants requiring Temporary Accommodation in Sheffield has risen to 36%¹¹ of all homeless presentations, the absolute numbers and length of stay has increased. This accelerated during the pandemic and has continued to grow due to the cost-of-living crisis.

The Council has a total of 99 fixed units, 48 of which are for singles/couples, 49 for families and 11 for single women/families. This is insufficient to meet the demand. There are now more than 735 households in Temporary Accommodation in Sheffield.¹² This has more than doubled in the last five years.

For all placements in 2025 36% were for households who have had a prior homeless presentation (since 01/04/18). The figure for all homeless presentations in that period, by way of comparison, was 24%.

Figure 1: Temporary Accommodation occupancy over the last five years

	Family	Single Households	Total
01/01/2021	77	230	307
01/01/2022	170	239	409
01/01/2023	222	248	470
01/01/2024	324	364	688
01/01/2025	396	350	746

Length of Stay

We have assessed information on the length of stay in Temporary Accommodation. The below shows the average length of stay for all occupants in any kind of TA setting, counting the number of days they'd been in their current accommodation as of the last day of the quarter. For the financial year 2024/25:

- Q1: 118 days
- Q2: 122 days
- Q3: 140 days
- Q4: 137 days

11. % of applicants into TA by financial year:
2021/22: 32%
2022/23: 34%
2023/24: 34%
2024/25: 36%

12. 739 households placed overall as of 31/03/2025



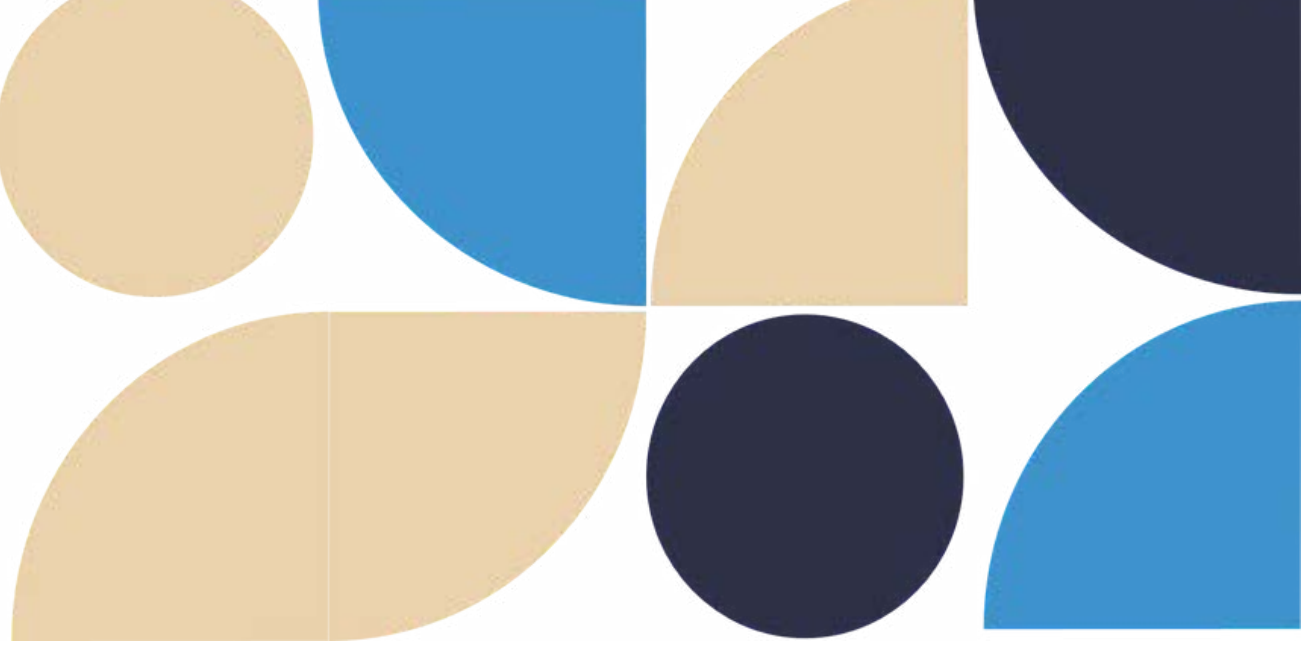
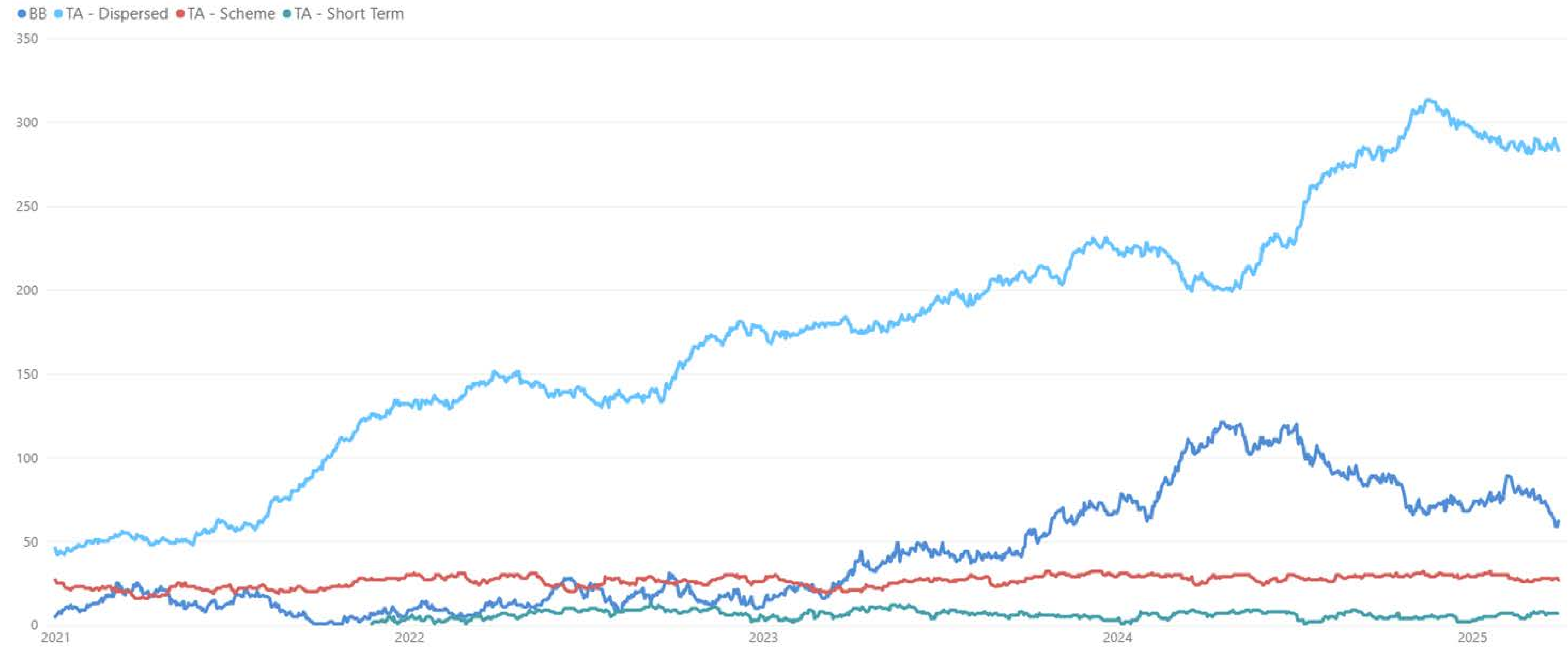
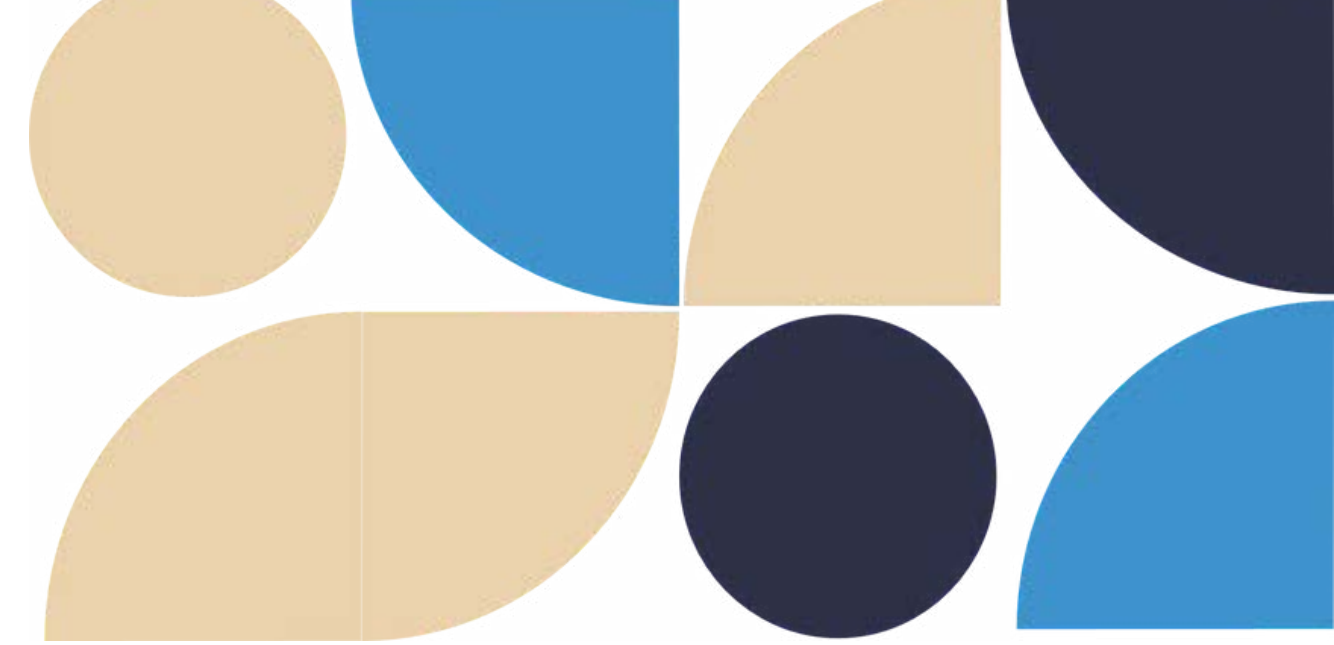


Figure 2: Temporary Accommodation Occupancy 01/01/2021 to 31/03/2025

Families





Singles

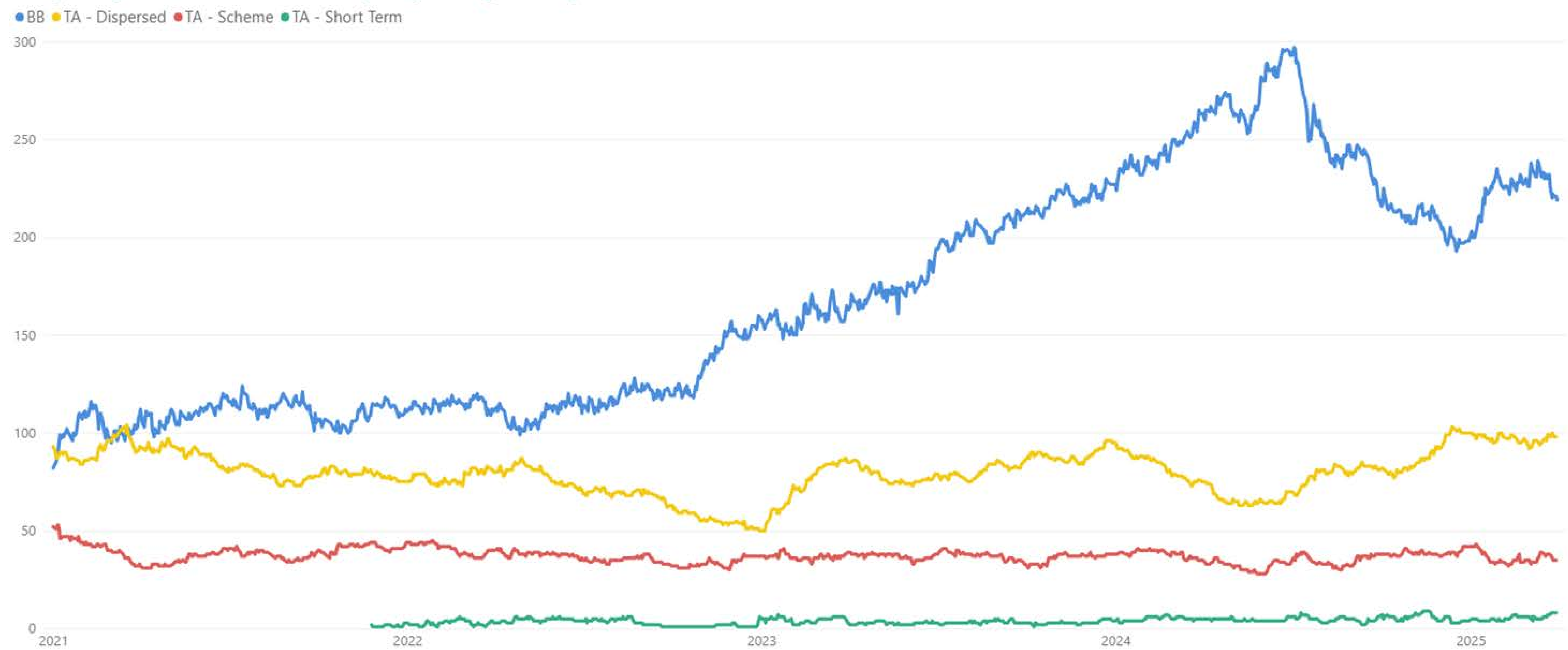
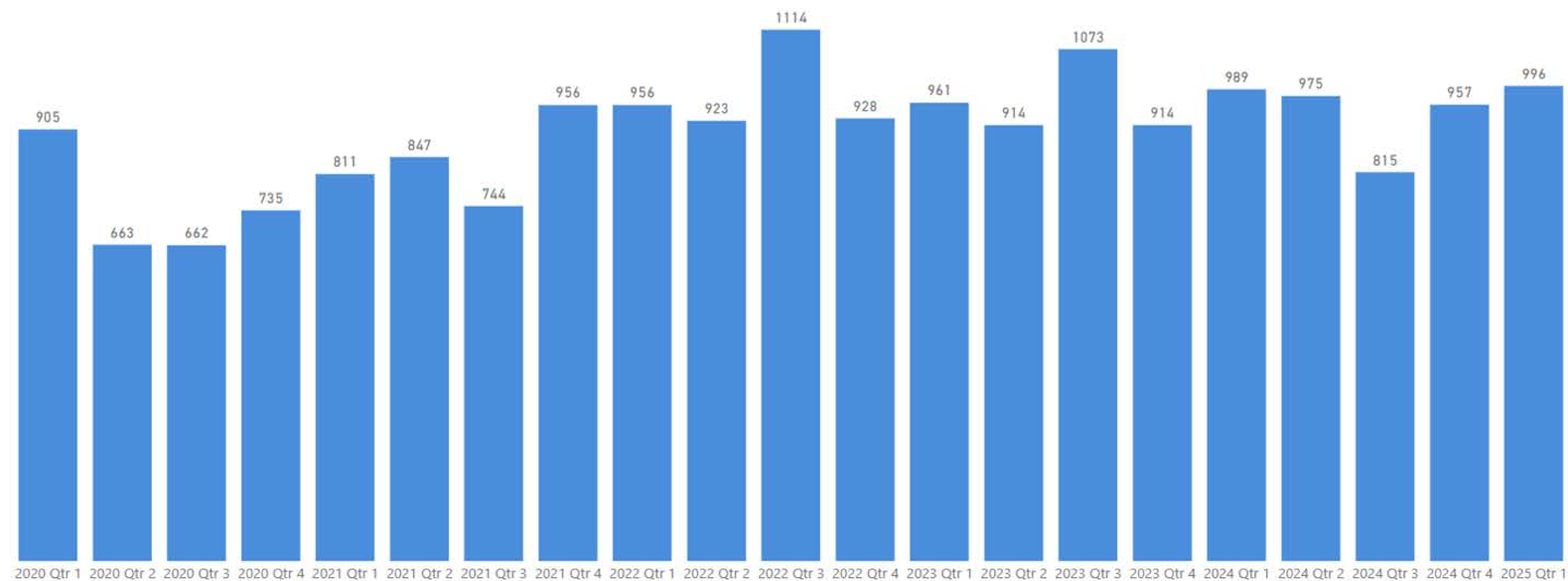




Figure 2: Temporary Accommodation Occupancy 01/01/2021 to 31/03/2025



Demographics

We have analysed data from 01/04/2024 to 31/03/2025 to understand the types of household who are more likely to need Temporary Accommodation. We have also looked at why they lost their home. We have analysed the age of the applicant, gender and last address. This data will be used to target prevention and the development of Temporary Accommodation Services.

Some Black Asian Minority Ethnic and Refugee (BAMER) communities are over-represented among households in Temporary Accommodation, this is particularly the case for black, Asian Pakistani and Arab communities. Households without children make up over half of applicants. Younger households are also overrepresented as just over half of lead applicants are under 35 compared with around 30percent of all households according to the census.

Figure 4: Ethnicity of those placed in Temporary Accommodation

Ethnicity	Ethnicity of households placed in TA	Ethnicity of wider population in Sheffield (Census 2021)
White British: English, Welsh, Scottish, Northern Irish or British	39.90%	74.50%
Black or Black British: African	13.80%	4.70%
Not Stated	8.60%	
Other Ethnic Origin: Other Groups	8.60%	
Asian or Asian British: Other Asian Background	5.70%	5%
Asian or Asian British: Pakistani	5.60%	1.70%
Other ethnic group: Arab (Don't use until after April 1)	5.40%	1.60%



Demographics (Continued)

Ethnicity	Ethnicity of households placed in TA	Ethnicity of wider population in Sheffield (Census 2021)
White: Any other white background	5.00%	74.50%
Mixed: Any Other Mixed Background	1.90%	1.40%
Mixed: White & Black Carribean	1.70%	
Black or Black British: Any Other Black Background		1.20%
Mixed: White & Asian	0.80%	
Asian or Asian British: Indian	0.60%	
Mixed: White & Black African	0.50%	
Asian or Asian British: Bangladeshi	0.50%	0.50%
Gypsy, Romany, Irish Traveller	0.40%	
White Irish	0.30%	1.30%



Demographics (Continued)

Ethnicity	Ethnicity of households placed in TA	Ethnicity of wider population in Sheffield (Census 2021)
Black/ African/Caribbean/Black British: African	0.10%	
Any other Asian background	0.10%	
Mixed/Multiple ethnic groups: White and Black Caribbean	0.10%	
Any other White background	0.10%	
Other ethnic group: Arab	0.10%	
White: Irish	0.10%	
Any other Black/African/Caribbean background	0.10%	
Other Ethnic Origin: Chinese	0.10%	



Demographics (Continued)

Figure 5 Household type for Households Placed in Temporary Accommodation

Household type	
All other Households	5.4%
Couple with dependent children	13.9%
One Person – Female Applicant	26.5%
One Person – Male Applicant	31.7%
One Person (Female) w/ dependent children	20.7%
One Person (Male) w/ dependent children	1.8%

Figure 6: Household Age of Lead Applicant for Households Placed in Temporary Accommodation

It should be noted that the census data contains information about all persons residing in a household whereas our data is on the lead applicant. It should also be noted that the category 16-19 is included to compare to the census but relates only to 18-year-old lead applicants as we would not place someone under 18 in B&B.

Age of Lead Applicant		Age of wider population in Sheffield (Census 2021)
16-19	6.4%	5.6%
20-24	15.0%	9.1%
25-34	30.8%	14.3%
35-49	36.5%	17.9%
50-64	10.3%	18.0%
65-74	1.0%	8.9%
75-84	0.1%	5.9%
85+	0.0%	2.3%



Demographics (Continued)

Figure 7: Reason for loss of last settled home

Settled home loss reason	For Households Placed in Temporary Accommodation	For Households Presenting as Homeless
Domestic abuse - victim	27.70%	18.8
Family no longer willing or able to accommodate	15.00%	22.2
Required to leave accommodation provided by Home Office as asylum support	11.20%	11.6
End of private rented tenancy - assured shorthold tenancy	11.20%	13.2
Eviction from supported housing	7.20%	5
Departure from institution: Custody	4.80%	5.9
Relationship with partner ended (non-violent breakdown)	3.70%	5.9
Non-racially motivated / other motivated violence or harassment	3.40%	2.1
End of private rented tenancy - not assured shorthold tenancy	2.50%	1.7
End of social rented tenancy	1.40%	1.6
Voluntarily left accommodation to relocate	1.30%	1
Domestic abuse - alleged perpetrator excluded from property	0.90%	0.9



Demographics (Continued)

Figure 7: Reason for loss of last settled home

Settled home loss reason	For Households Placed in Temporary Accommodation	For Households Presenting as Homeless
Not known due to last settled accommodation Not known	0.90%	0.8
Departure from institution: Hospital (general)	0.80%	0.5
Fire or flood / other emergency	0.70%	0.4
Property disrepair	0.60%	0.7
Home no longer suitable due to disability / ill health	0.30%	0.5
Mortgage repossession or sale of owner occupier property	0.20%	0.3
Unsuccessful placement or exclusion from resettlement scheme/sponsorship	0.10%	0.1
Racially motivated violence or harassment	0.10%	0.1



Benchmarking

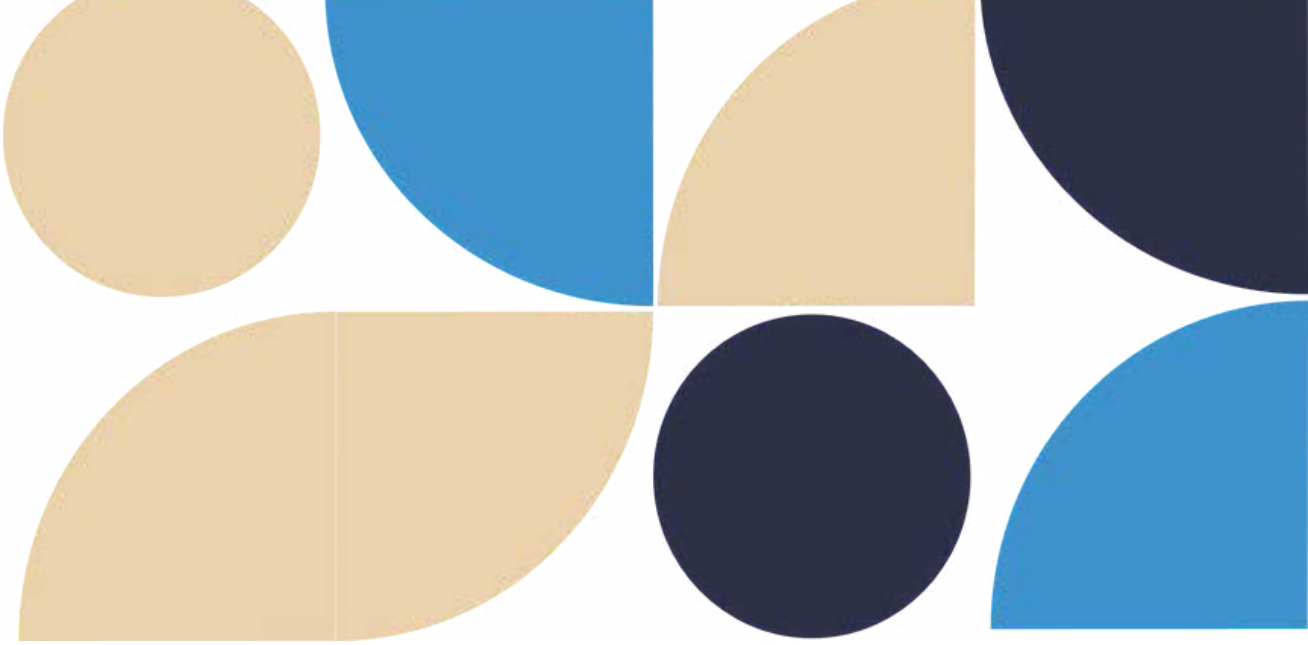
Nationally this is also an issue and There are now more than 120,000 households in Temporary Accommodation in England.¹³ We have undertaken benchmarking work to understand how Sheffield compares to Core Cities. Although we have the third lowest number of households in Temporary Accommodation Sheffield is one of the highest users of B&B of all core cities.

Figure 8: Core Cities Comparison as at end of December 2024 numbers of Households in TA per 1000 population and type of accommodation used to accommodate.

	Birmingham	Bristol	Leeds	Liverpool	Manchester	Newcastle	Nottingham	Sheffield
Per 1,000 households	12.12	8.05	1.62	5.11	12.27	1.61	5.59	2.9
Private sector	0.0%	5.1%	10.7%	14.6%	81.4%	0.0%	5.4%	0.4%
Nightly paid, privately managed, self-contained	7.4%	26.5%	36.9%	23.2%	0.0%	0.0%	12.2%	0.4%
Local authority or Housing association (LA/HA) stock	43.0%	24.4%	0.9%	0.2%	4.4%	44.6%	36.4%	59.3%
Bed and breakfast hotels (including shared annexes)	16.5%	29.8%	41.2%	37.2%	1.1%	0.0%	13.6%	38.8%

13. On 30 June 2024, 123,100 households were in temporary accommodation in England [Statutory homelessness in England: April to June 2024](#) – GOV.UK

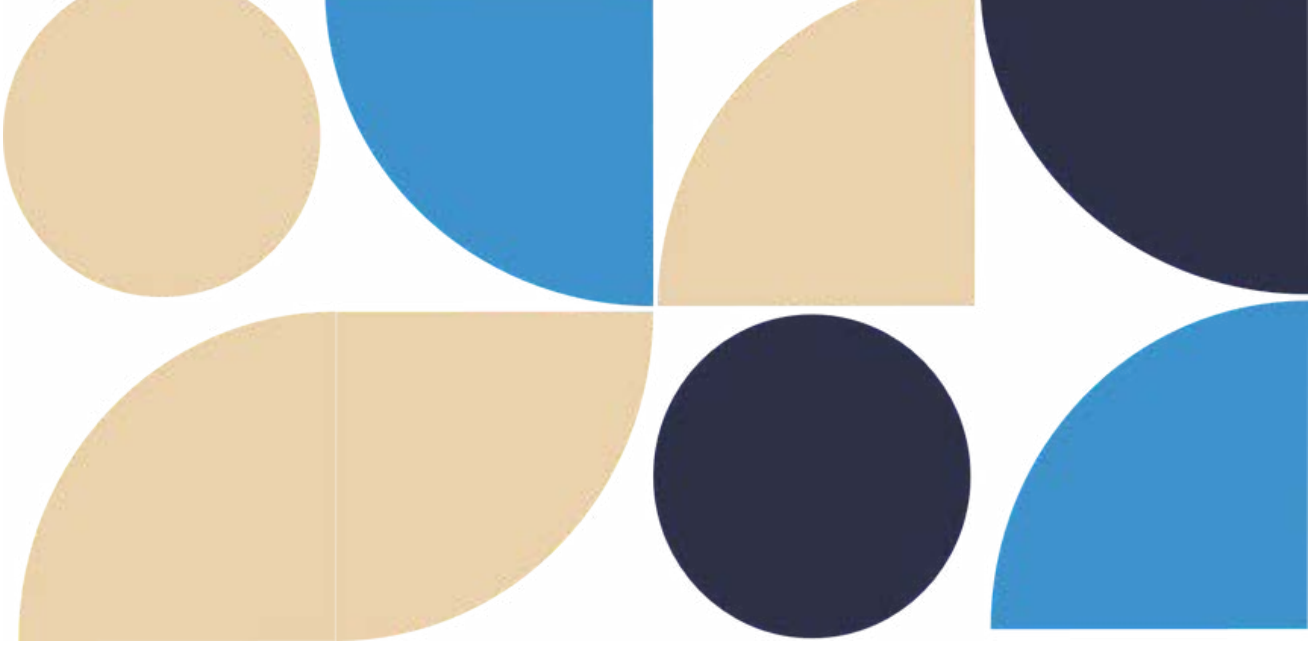




Benchmarking (Continued)

	Birmingham	Bristol	Leeds	Liverpool	Manchester	Newcastle	Nottingham	Sheffield
Per 1,000 households	12.12	8.05	1.62	5.11	12.27	1.61	5.59	2.9
Hostels	10.3%	14.1%	6.6%	24.2%	13.2%	55.4%	30.4%	0.0%
Any other type of Temporary Accommodation	22.8%	0.0%	3.7%	0.6%	0.0%	0.0%	1.9%	1.1%
In TA in another local authority district	9.9%	0.6%	0.0%	1.0%	39.3%	0.5%	1.6%	0.0%
Duty owed, no accommodation secured	0.0%	0.0%	0.0%	0.0%	11.7%	0.0%	0.1%	0.4%
Section 193 duty: priority need + unintentionally homeless	83.8%	84.7%	54.8%	43.9%	90.3%	15.3%	37.0%	51.9%
Interim: pending enquiries, IH, review appeal	15.3%	14.5%	38.6%	48.2%	9.0%	29.2%	62.6%	45.0%





Benchmarking (Continued)

	Birmingham	Bristol	Leeds	Liverpool	Manchester	Newcastle	Nottingham	Sheffield
Per 1,000 households	12.12	8.05	1.62	5.11	12.27	1.61	5.59	2.9
Section 189B power: emergency accommodation	0.0%	0.2%	0.6%	0.3%	0.3%	5.9%	0.0%	1.7%
Duty ended, remains accommodated at end of quarter	0.0%	0.0%	6.1%	7.5%	0.4%	49.5%	0.4%	1.5%
Duty not classifiable	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Campell Tickell have also as part of their work undertaken benchmarking. They compared Sheffield with the wider Yorkshire and Humber area. Sheffield's TA rate per thousand households at the end of March 2024 was almost double the rate for the Yorkshire and The Humber region (2.78 in Sheffield against 1.43 in the region).

Single person applicants and couples without children make up 69% of all households in Temporary Accommodation in Sheffield (based on Temporary Accommodation data from 31st March 2024) compared to the overall proportion of 30% in England. There is a very significant difference of 39% between England and Sheffield. Even in Yorkshire and the Humber region, where the proportion of single people in Temporary Accommodation compared to families is lower (53% single people/no dependents and 40% families), there is still a marked difference compared to Sheffield's single person/families' ratio in Temporary Accommodation of 69% single people and 26% families.





Current Supply

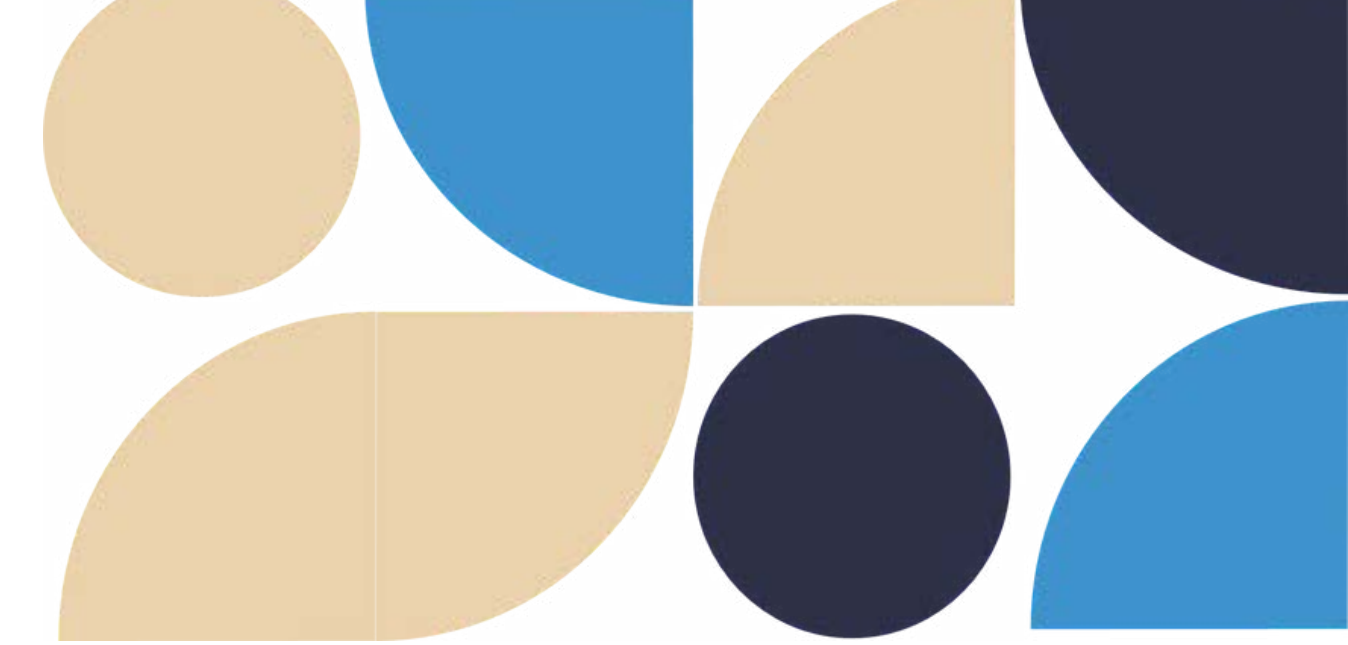
The Council makes use of a range of Temporary Accommodation options for homeless households in the city including a mix B&Bs/ nightly paid accommodation, council owned schemes, dispersed council owned properties.¹⁴The type of housing is mixed and consists of self-Contained units and units some with some shared facilities. The Council’s current supply is shown below:

Figure 9 Information on Council Supply

Provision	Capacity/units	Customer Group
Private Owned Provision		
Emergency – B&Bs/hotels/ nightly paid accommodation as required spot purchased from around 20 providers.	Not fixed – Flexible, available hotel and B&B provision.	All household compositions.
Council Owned Dispersed Properties		
Dispersed Temporary – 400 units Self-contained	General needs SCC stock. 400 units	All household compositions (78% families and 33% single/adult households)
Council Owned Schemes		
Self-contained units at S3 7NG	41	Single people or adult households
Self-contained units at S3 8UH	36	Families
Self-contained units at S8 9FS	7	Single men rough sleeping
Units with private sanitary facilities and shared kitchens- S4 7AG	11	Single Women or women and children. Emergency Accommodation
Self contained units at S10 2BA	4	Families – Emergency Accommodation
Total on Council Owned Schemes	99	

14. Dispersed council owned properties are general needs properties dispersed across the city which are currently being used for Temporary Accommodation
15. Taken from a snapshot of Council data on 16/05/2024





Current Shortfall

We do not have enough supply currently to meet demand and are relying too heavily on B&B/nightly paid accommodation and Council owned dispersed units. Nightly paid accommodation is both expensive to the Council and not suitable to households for long periods of time. This is booked on a night-by-night basis as a procurement exercise conducted in 2023 identified there would be no benefit to moving to pre-booking or reserving in blocks.

B&B should only be used if no other suitable Temporary Accommodation is available but due to the lack of alternative provision the majority of customers stay in a B&B before being moved on to another form of Temporary Accommodation. Within Sheffield the provision for this is currently all Council owned. The Council owned schemes are all at capacity. The Council also uses dispersed Council owned units which have been repurposed from general needs stock. Whilst this is a better option than nightly paid accommodation it takes away from the total number of properties which can be used for permanent housing. A wider range of flexible housing options is needed to reduce the reliance on dispersed Council owned stock.

There is no nationally agreed standard process for projecting future demand and costs of Temporary Accommodation. The Council is in the process of applying 2 analytical tools to assess future demand of Temporary Accommodation. One has been provided by Campbell Tickell to monitor the impact of interventions and plan supply, and one by Local Partnerships that provides information about the costs of different types of provision as well as potential demand. Using our own current projections also, this work will inform our gap analysis.



Costs Associated with Bed and Breakfast Placements

Figure 10: Emergency Accommodation Expenditure by Year

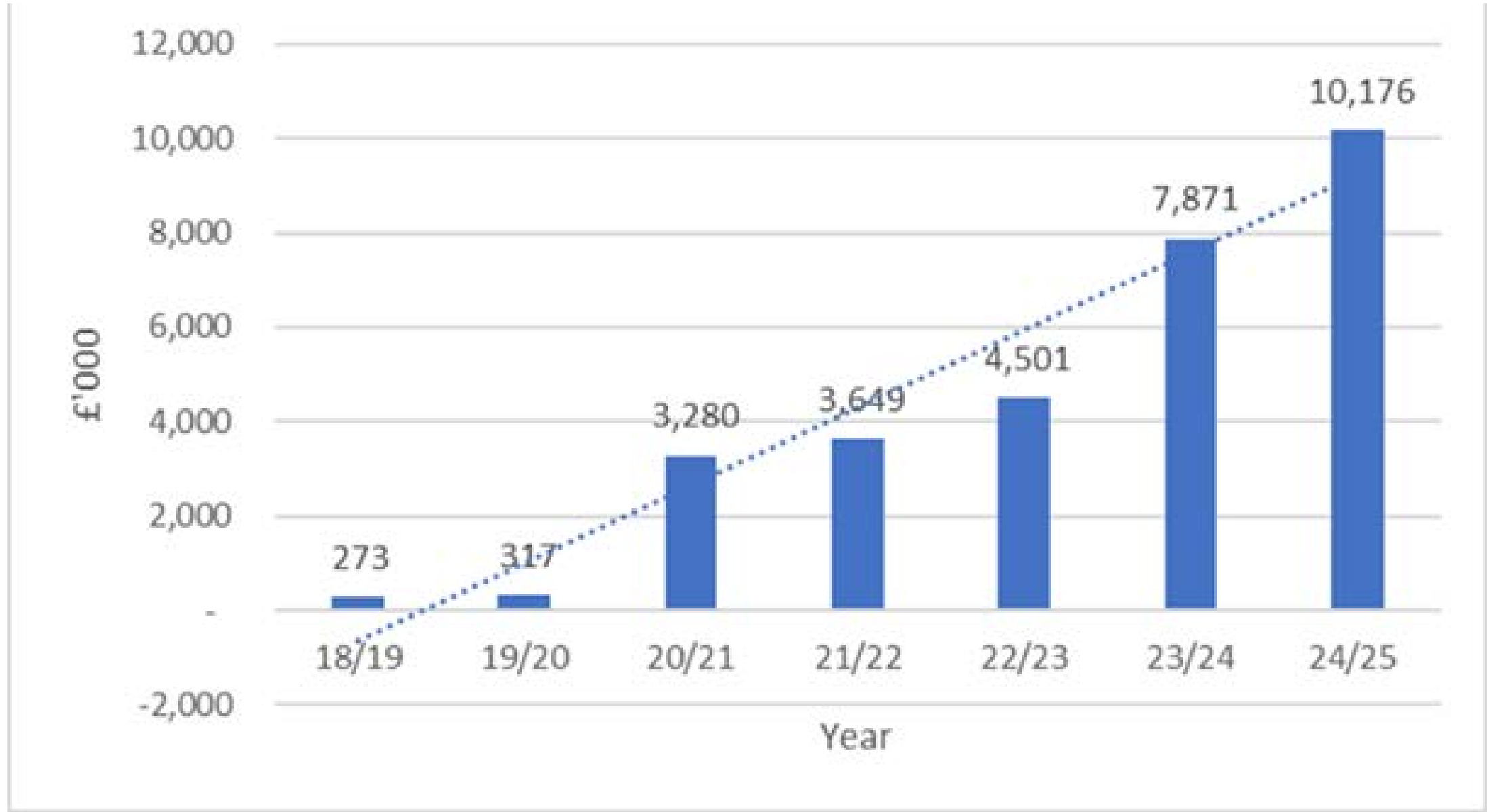


Figure 11 and 12: Emergency Accommodation Expenditure HB Awards and Subsidy Loss Comparison

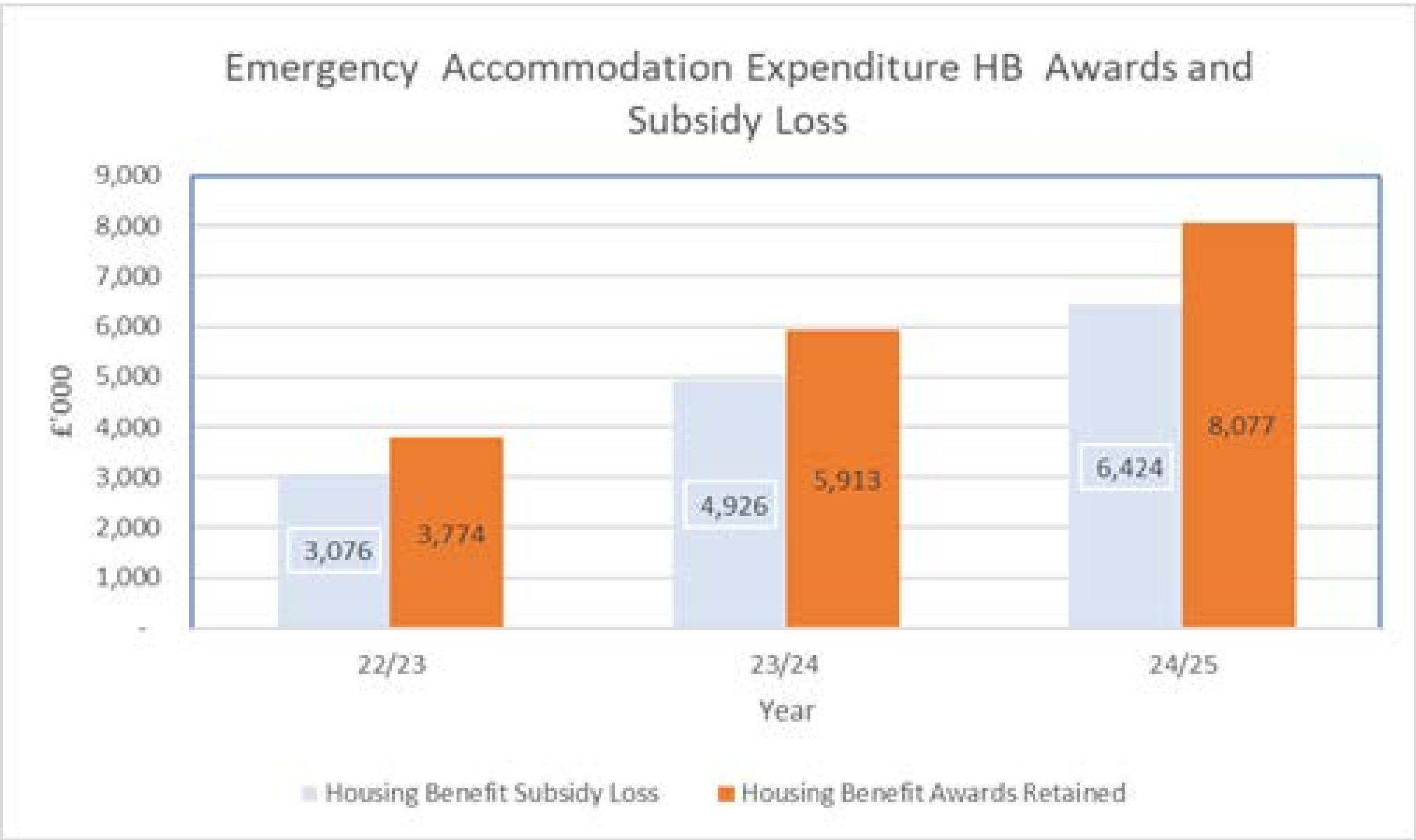
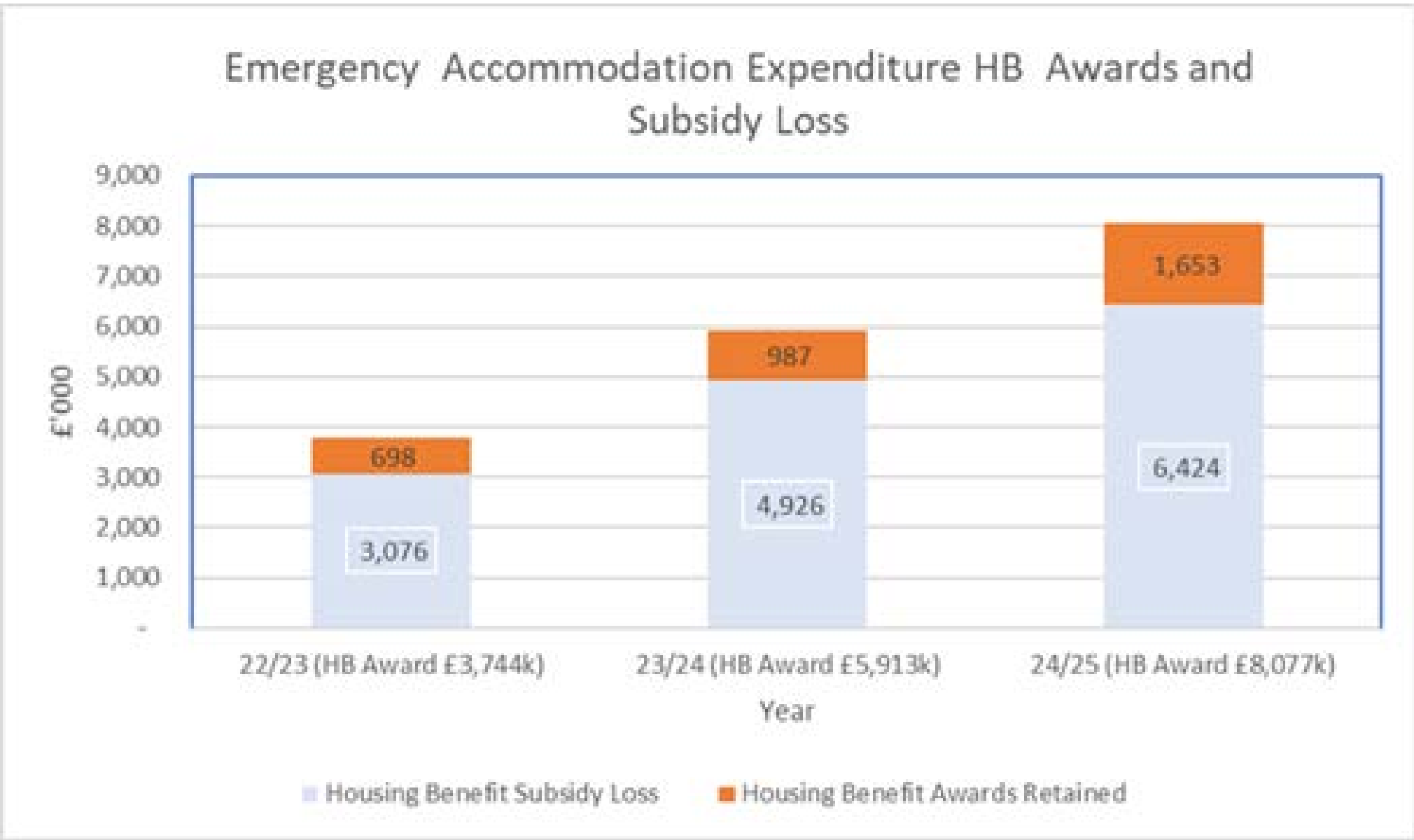
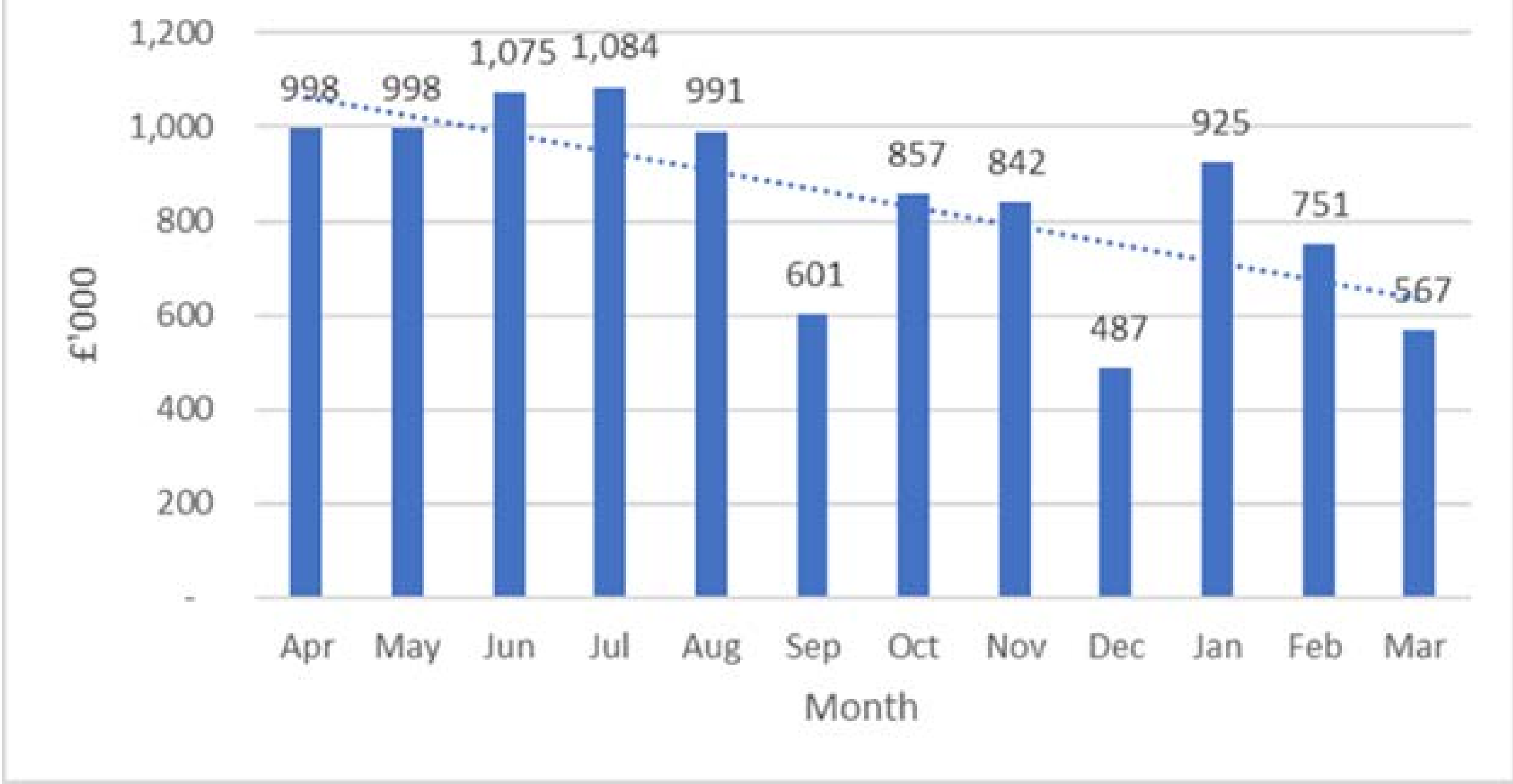


Figure 14: Emergency Accommodation 24/25 Expenditure



Future Demand

We are currently in the process of planning for future demand. To do this, we have used a number of models. Each model provides insight and we will use a combination of all three:

- An SCC model which is based on trends identified in real time over the last 3 years. This modelling includes three best case to worse case scenarios.
- A nationally recognised model to map longer term demands and the likely costs of Temporary Accommodation. This model was developed by local partnerships and uses a range of national and local data including homelessness data, housing supply and demographic information.
- A detailed and operational model that has been developed by Campbell Tickell Associate Consultants. This model enables the impact of prevention actions on Temporary Accommodation demand to be monitored as they are implemented and adjustments made by the service as necessary.

Model One – Internal Sheffield City Council Predictions

Council officers have analysed the data on existing patterns and trends of use, modelling 3 scenarios ranging from a best case to worst case.

Follow trend from April 2024 (2)

Accommodation	31/12/2025	31/12/2026	31/12/2027	31/12/2028	31/12/2029
SCC scheme	80	80	80	80	80
SCC dispersed	408	448	488	528	568
B&B/Hotel	264	241	218	195	172
All	752	769	786	803	820

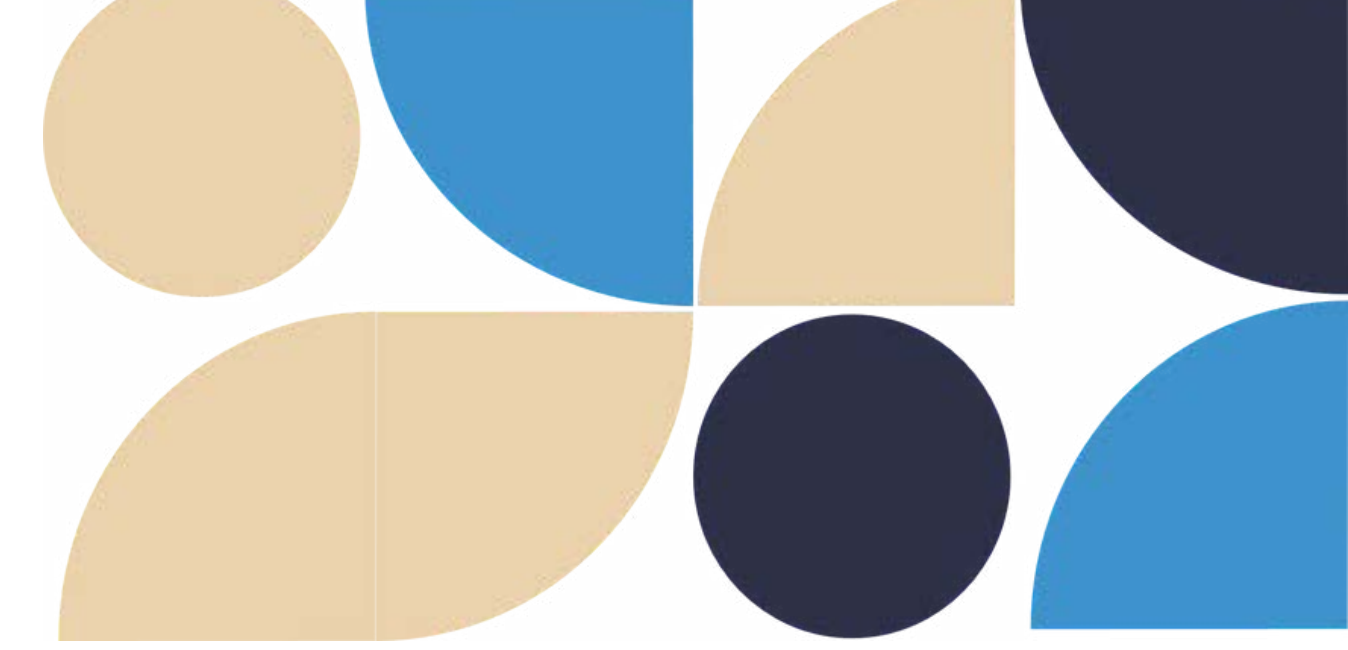
Stabilise in 2025 with no further improvement (4)

Accommodation	31/12/2025	31/12/2026	31/12/2027	31/12/2028	31/12/2029
SCC scheme	80	80	80	80	80
SCC dispersed	457	562	659	659	659
B&B/Hotel	202	97	0	0	0
All	739	739	739	739	739

Reduce to meet strategy targets (6)

Accommodation	31/12/2025	31/12/2026	31/12/2027	31/12/2028	31/12/2029
SCC scheme	80	80	80	80	80
SCC dispersed	445	372	317	262	208
B&B/Hotel	0	0	0	0	0
All	525	452	397	342	288





Future Demand (Continued)

Model 2 – Local Partnership Modelling

SCC has worked with Local Partnerships to model Temporary Accommodation requirements. Local Partnerships is an in-house public sector consultancy jointly owned by the Local Government Association, HM Treasury and Welsh Government. They work solely for central government departments, the Welsh Government, councils and combined authorities.

Local partnerships have developed a model to analyse TA requirements and the cost benefits of the different options for fulfilling needs. The model was developed for Manchester Council and is now available for other Councils to use. We are still in the process of working with the Local Partnerships team to apply this modelling correctly to Sheffield.

Model 3– Campbell Tickell Modelling

Campbell Tickell have provided us with a model which predicts the potential effects of initiatives on Temporary Accommodation Rates. This provides a detailed management tool for monitoring demand and supply factors and performance. The model will allow for early action to be taken when demand increases or decreases outside of the assumptions set or where performance fluctuates. The model will help the service identify where action is needed to:

- a. Reduce the numbers entering TA through more targeted prevention actions and identify where prevention work for a particular cause of homelessness is underperforming
- b. Increase the supply to households in TA through additional direct social housing offers or increasing the quota for households in TA
- c. Increase the numbers of households leaving TA accommodation into the private sector, identifying where the supply of PRS accommodation is on target or underperforming – which may indicate the need to alter the offer to landlords.
- d. The model will allow for more accurate budgetary predictions to be made for TA and far tighter performance management through quick identification of any specific underperforming prevention or supply interventions, or allowing you to quickly identify where baseline assumptions set may need to be changed





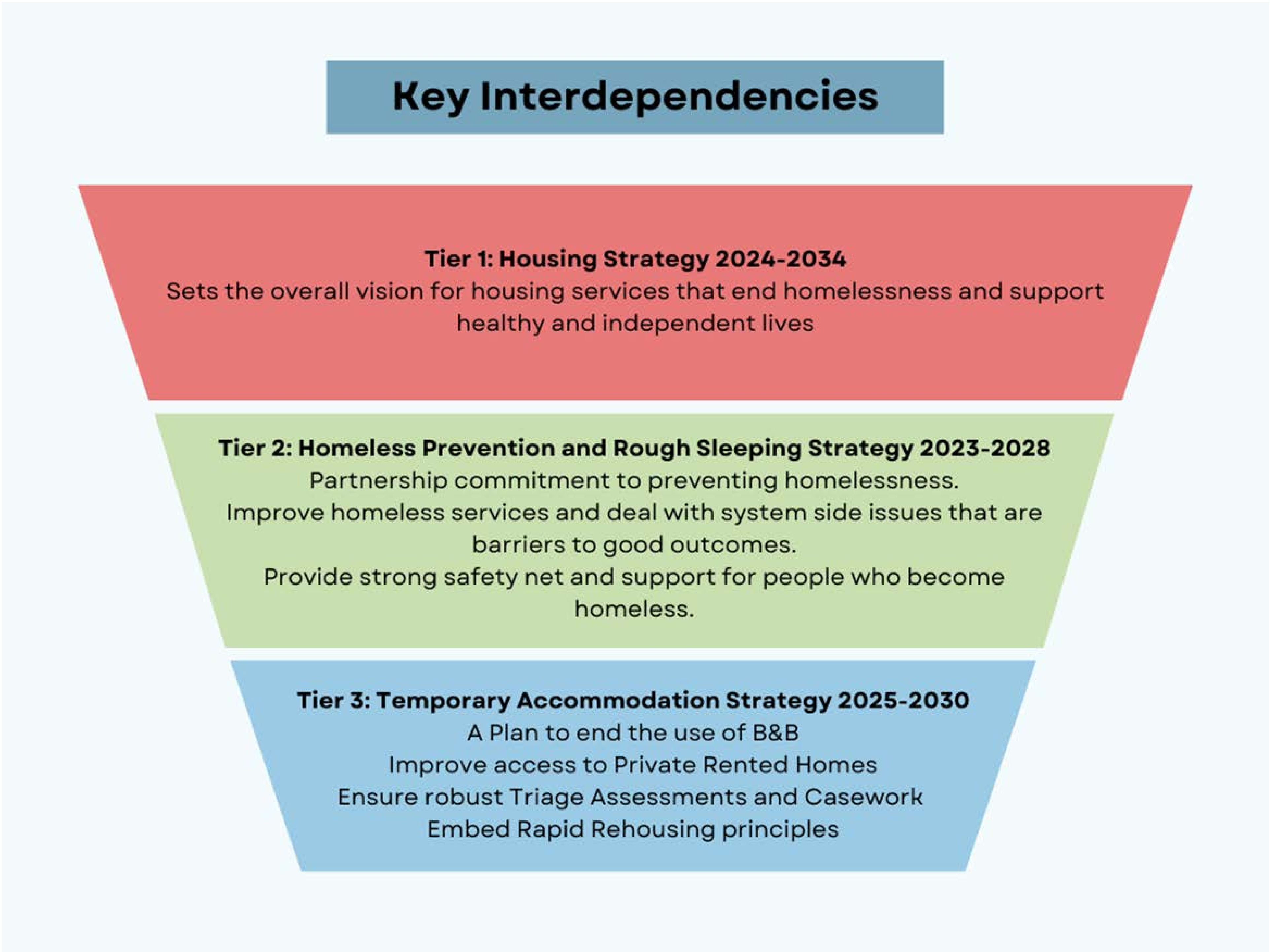
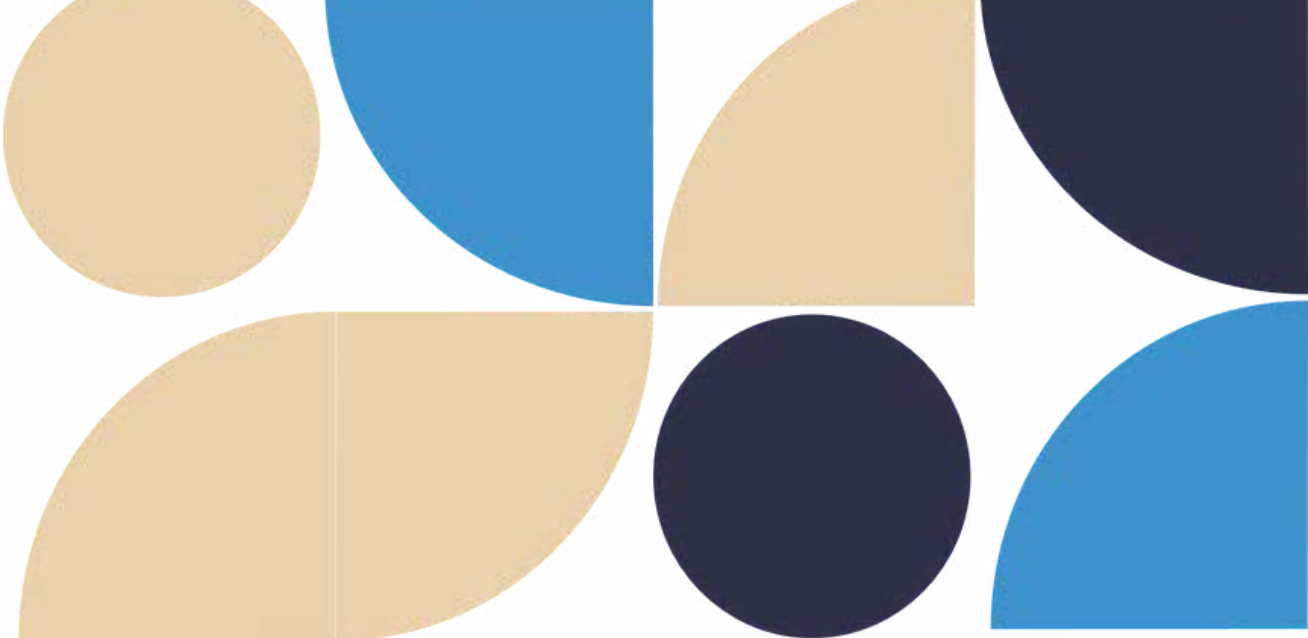
Future Planning

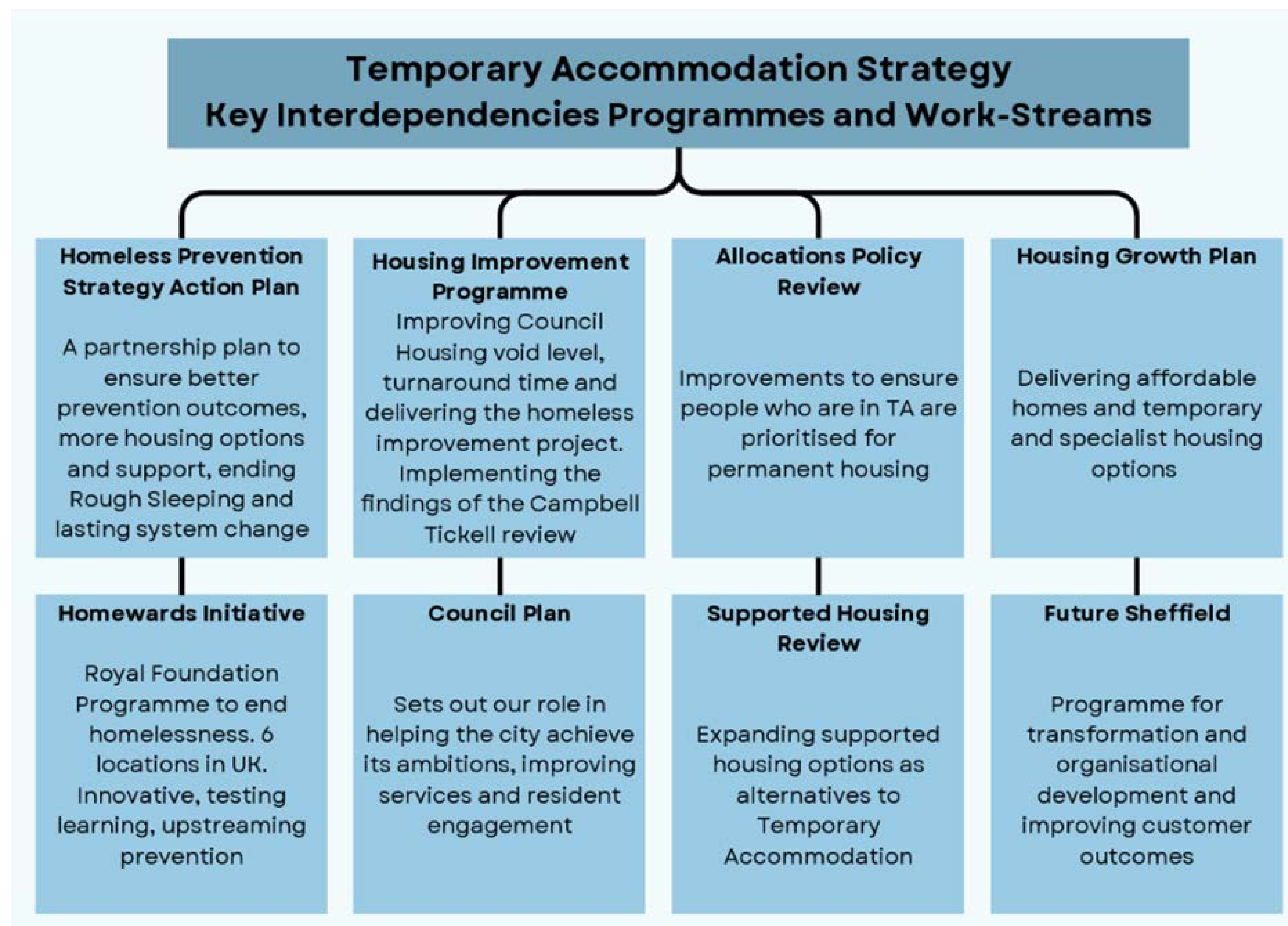
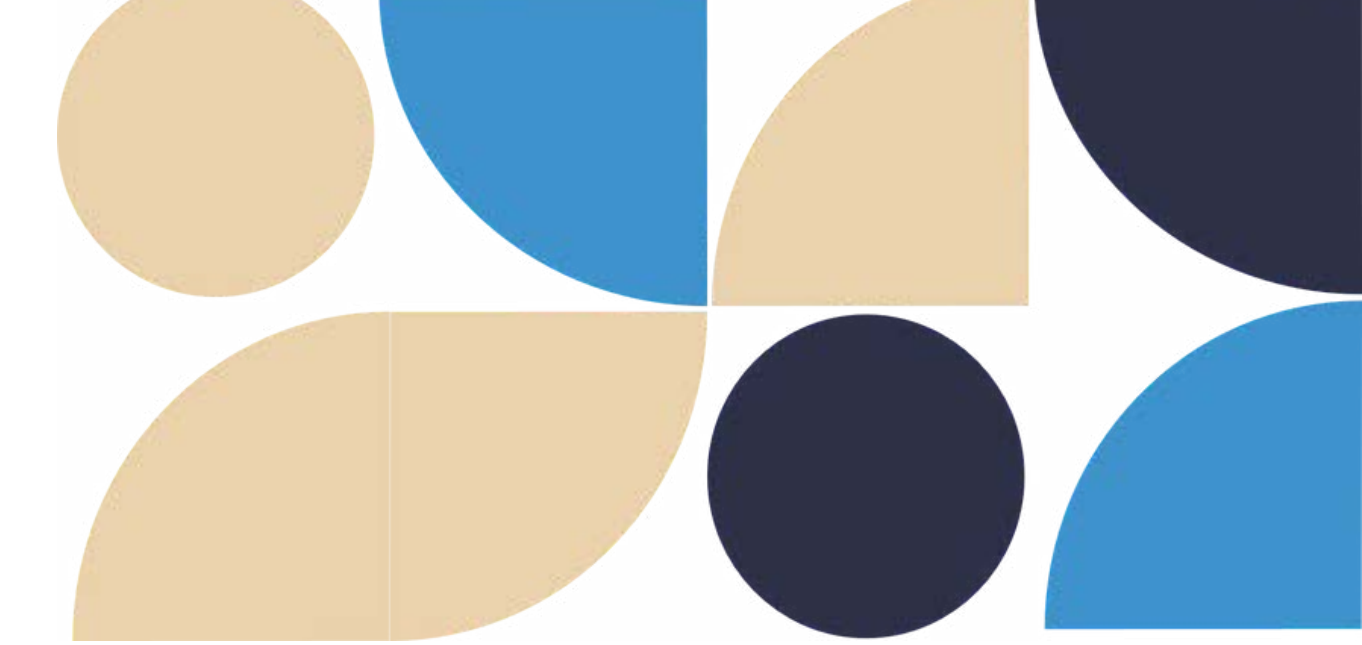
Below shows a potential 5-year accommodation Plan based on achieving the target of 500 placements by January 2026. An estimate of need based on single household reduction in line with Core Cities and Yorkshire and Humber as recommended by Campbell Tickell will be included in the final version of the appendix in summer 2025.

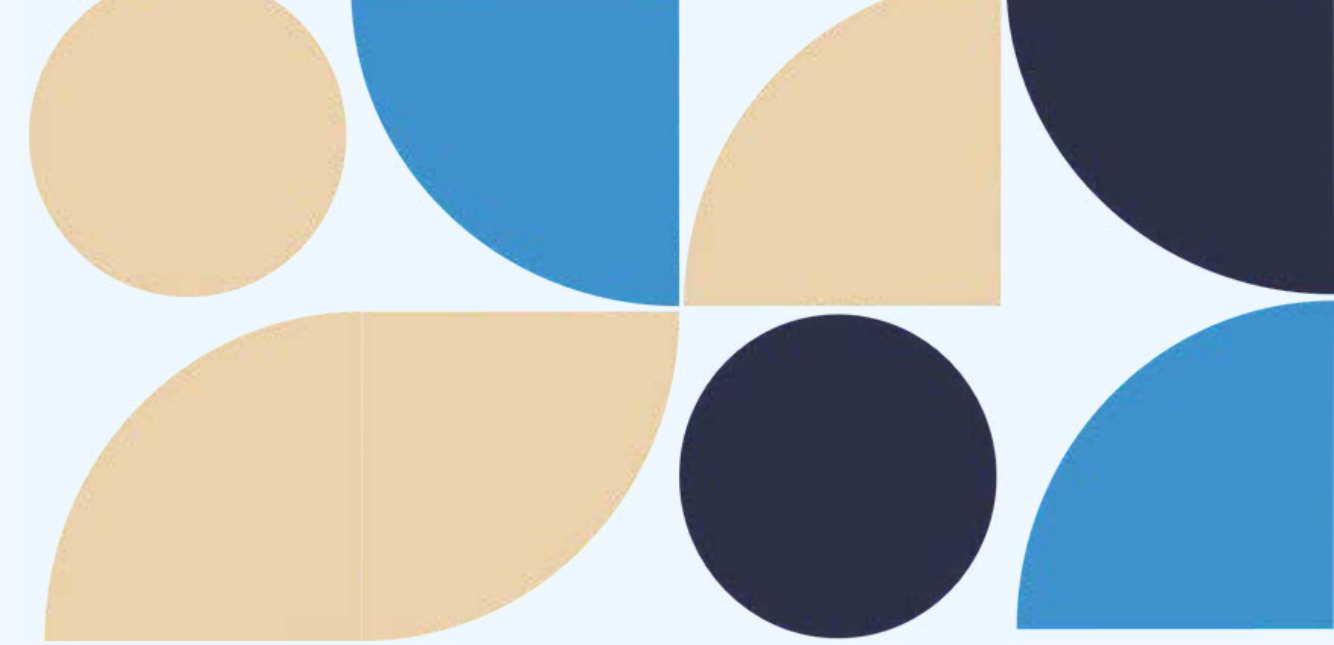
Figure 15: Possible Accommodation Requirement based on 500 target.

Accommodation	31/12/2024	31/12/2025
1 bed	394	286
2 bed	190	138
3 bed	105	77
4 bed	14	10
All	703	511









This document can be supplied in alternative formats,
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