

Calderdale Council

Homelessness and Rough Sleeping Review and
Strategy 2021 -2024

March 2021

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An overview of homelessness duties

Homelessness legislation is set out in part 7 of the Housing Act 1996 (as amended by the Homelessness Act 2002 and Homelessness Reduction Act 2017). When carrying out their duties under this legislation local authorities must have regard to the Homelessness Code of Guidance 2017

Since 1977 local authorities have had a duty to make enquiries when they become aware that a household is at very real risk of homelessness. If on completion of their enquiries, they decide that a household is eligible for assistance, unintentionally homeless and in a category of priority need then the local authority has a duty to secure accommodation for them. This duty is known as the **Main Homelessness Duty**

Eligibility for assistance is linked to immigration and/or residence status.

The categories that determine whether or not an applicant falls into a '**priority need category**' are set out in the 1996 Housing Act (s189) and include:

- Households that include dependent children or pregnant women.
- People who become homeless as a result of a fire, flood or other disaster.
- All 16 and 17 year olds and 18- 20 year old care leavers.
- Households that include someone who is vulnerable because of old age, mental illness, physical disability or other special reason.
- Vulnerable care leavers, former members of the armed forces and former prisoners.
- People who are vulnerable because they are fleeing violence.

The issue of vulnerability can be very difficult to assess and over the years has been the subject of much case law.

Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017 (**HRA**) was implemented on 3rd April 2018 and placed two new duties on local authorities:

A **Prevention Duty** for all eligible applicants who are threatened with homelessness within 56 days. This duty lasts for 56 days but may be extended if the local authority is continuing its efforts to prevent homelessness.

And

A **Relief Duty** for all eligible applicants who are already homeless when they approach a local authority or become homeless at the end of or during the prevention duty period. This duty also lasts for 56 days and can only be extended if the household is not owed the main homelessness duty.

The new duties stop short of requiring a local authority to provide accommodation for homeless applicants not in priority need but they do require the creation of a Personalised Housing Plan for all households owed either a prevention or relief duty and active work with households to help them to either retain their existing accommodation or find a new home. This duty is owed regardless of any consideration of intentionality or priority need. If an applicant is still homeless at the end of the relief duty period then the local authority must still decide whether or not a main homelessness duty is owed.

The pathway through the new duties is illustrated in Figure 1

Temporary accommodation duty.

Temporary accommodation is the term used to describe accommodation secured by a local authority under their statutory homeless functions. The majority of households in temporary accommodation have been placed under the main homelessness duty, but temporary accommodation is also provided during the relief stage to households who the local authority has reason to believe may have a priority need or on an interim basis in other circumstances such as pending the outcome of a review on a homelessness decision

Local authorities make use of different types of temporary accommodation, the most controversial of which is bed and breakfast. Since 2003 homeless families with children or where a member of the household is pregnant should not be placed in Bed & Breakfast accommodation except in an emergency and even the only for a maximum of six weeks. Homeless 16 and 17 year olds cannot be placed in Bed and Breakfast accommodation even in an emergency situation.

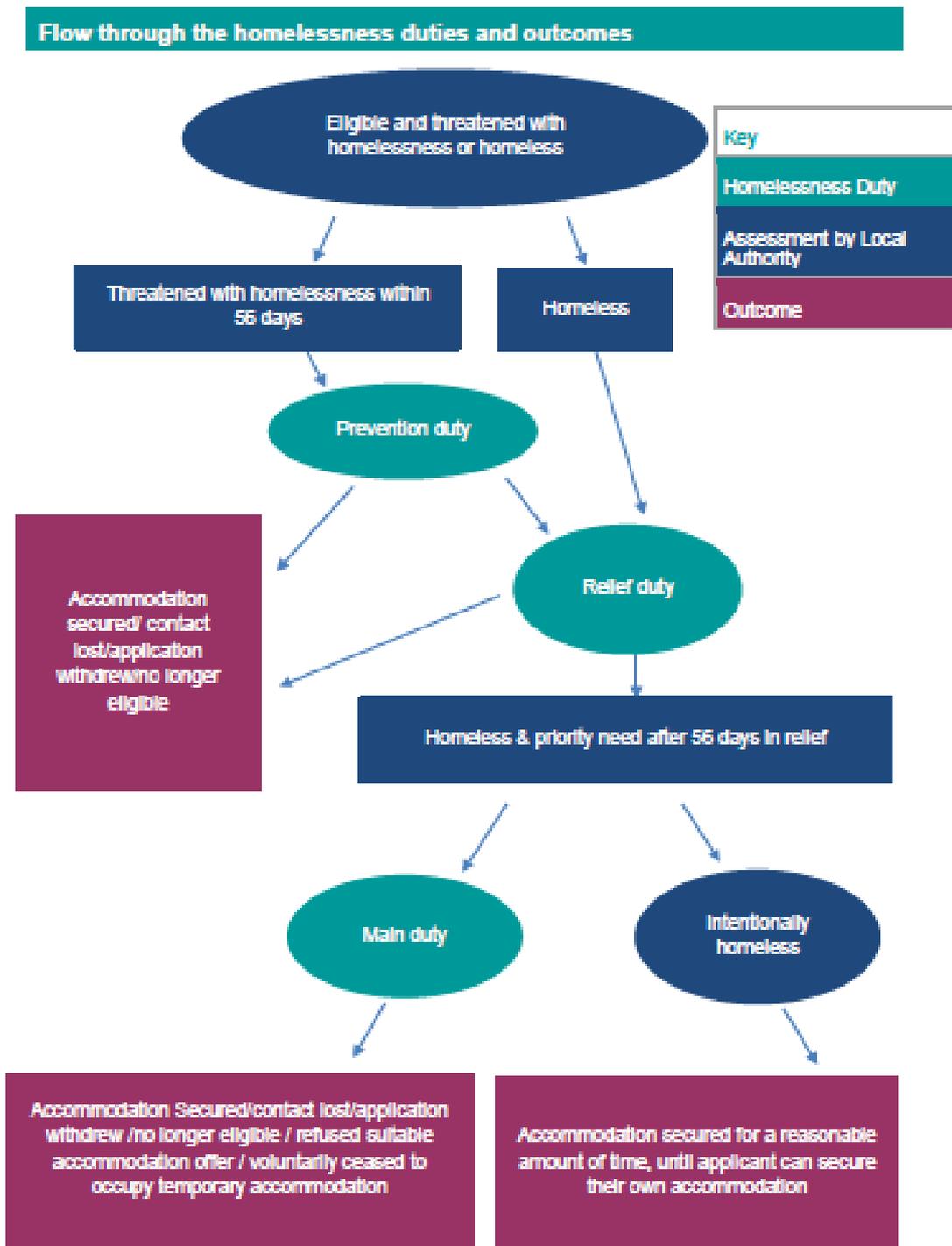
Duty to Refer

Subject to the service user's consent, certain public bodies have a duty to refer a person or household to a local authority where they believe they may be homeless or threatened with homelessness. The public bodies subject to the Duty to Refer include prisons, social service authorities, Job Centre Plus, hospitals, probation services and the Secretary of State for Defence in respect of members of the regular armed forces.

Housing associations are not on the list of public bodies bound by the Duty To refer but many were keen to support the implementation of the 2017 HRA. The National Housing Federation (NHF) has therefore worked with the MHCLG to develop a housing association offer on the Duty to Refer, known as the Commitment to Refer. This is a voluntary commitment that a housing association will refer an individual or household to a local housing authority if they are homeless or threatened with homelessness,

Local authorities report the number and types of homelessness duties accepted to Government on a quarterly basis. Since 2018 reporting has become much more

detailed and is done via the H-CLIC system. For details please see <https://www.gov.uk/government/collections/homelessness-statistics>



Source: MHCLG Statutory Homelessness Statistics January -March 2020: England.

The national picture of homelessness

Policy

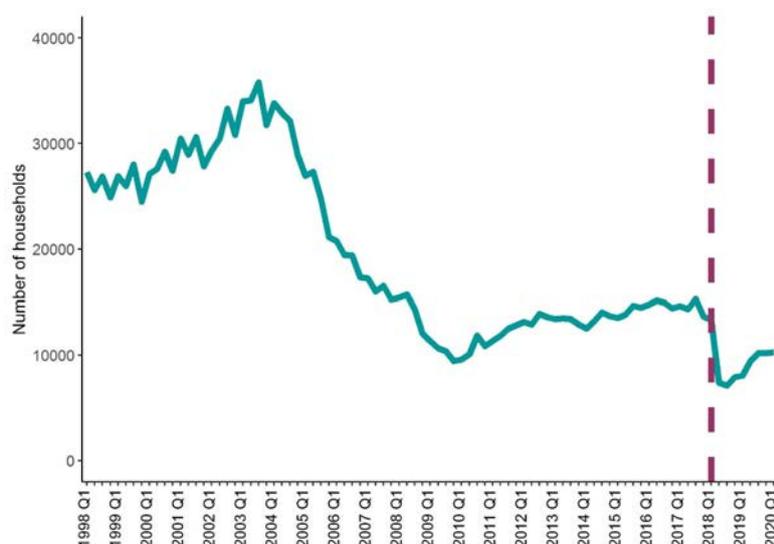
Successive governments have made tackling homelessness a priority with policy at different times focussing on reducing the number of people in temporary accommodation, increasing homelessness prevention activity, preventing mortgage repossessions, ending rough sleeping, addressing youth homelessness and other distinct issues. The cornerstone of current government homelessness policy is the commitment to end rough sleeping by the end of the present Parliament in 2024. This commitment is underpinned by the Government Rough Sleeping Strategy 2018 and the Rough Sleeping Initiative.

The 2017 Homelessness Reduction Act (**HRA**) was the most comprehensive reform to homelessness legislation since 1977. The purpose of the legislation was to offer more households help through the introduction of new prevention and relief duties and by extending the timescale in which a household is considered to be threatened with homelessness from 28 to 56 days to promote earlier intervention in order to avoid homelessness. The prevention and relief duties apply regardless of priority need and have considerably improved access to homelessness services for single people since implementation in April 2018

Key statistics/trends

2010 saw the end of a six year downward trend in English homelessness acceptances and since 2011 the number of potentially homeless households approaching Local Authorities for help and subsequently being owed the main homelessness duty increased steadily year on year until the introduction of the HRA

Figure 2 .Trends in main duty homelessness acceptances in England 1998 -2020



Source: MHCLG Statutory Homelessness Annual Report 2019-2020, England.

The increase in main duty homelessness acceptances between 2009/10 and 2018/19 is attributed to several factors, the most significant of which are the lack of affordable housing and welfare reform.

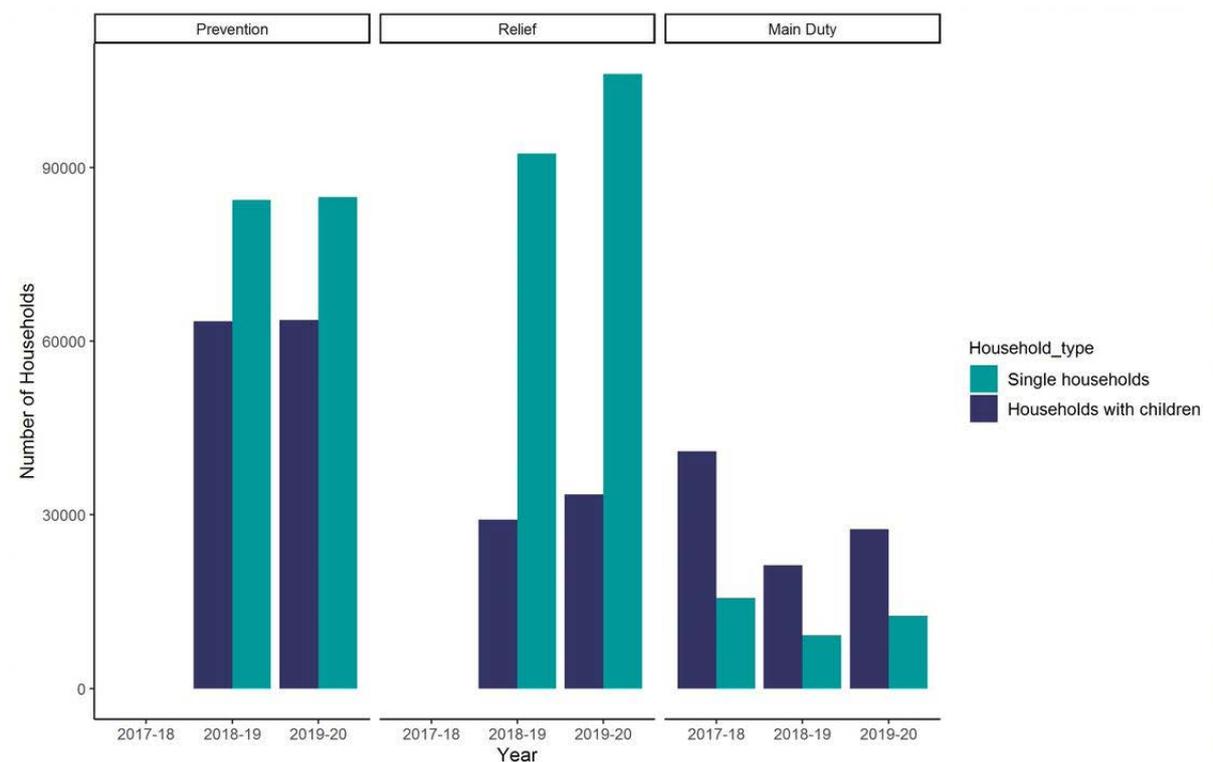
The introduction of homelessness prevention and relief duties mean that it is not accurate to compare statistics pre and post April 2018 but despite the changes, main homelessness duty acceptances nationally have once again started to increase.

During the first two years of implementing the 2017 Homelessness Reduction Act, English local authorities accepted a homelessness prevention duty to 296,560 households and a homelessness relief duty to 261,440.

Before the introduction of the HRA, households with children made up the majority of those owed a main homelessness duty. In 2019/20 single¹ households made up around two thirds of those owed a prevention or relief duty.

The chart below indicates the type of households owed a homelessness duty since 2017.

Figure 3 The number of households owed a homelessness duty 2017 - 2020 by household type



The difference is most marked in the number of homelessness relief duties accepted. Households with children are more likely to approach a local authority at prevention stage rather than at relief stage Single households are however more likely to apply

¹ Single people is used to describe all households that do not include children or a pregnant woman

for help when they are actually homeless. Since the roll out of the HRA single males without children have been the largest group owed either a homelessness prevention or relief duty.

For households owed a prevention duty between 2018 and 2020, the most common reason for the loss of their last settled home was the end of a private rented sector tenancy, often because the landlord wanted to sell or re-let the property; For households owed a relief duty the most common reason for loss of accommodation was ‘friends or family no longer willing or able to accommodate’. The second most common reason for those owed a relief duty was the violent breakdown of a relationship.

Just over half (54.8%) of households assessed as being owed a prevention or relief duty in 2018 secured settled accommodation at duty end. Private rented sector and social housing tenancies were the most common form of accommodation secured but just under a quarter of households assisted to find accommodation during the relief duty period moved into supported accommodation. This probably reflects the high proportion of single households assisted under the relief duty.

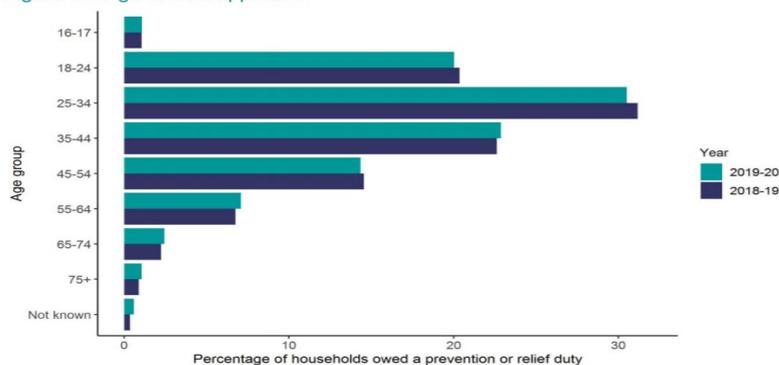
Table 1. accommodation secured for households following prevention or relief duties owed in 2018/1

	Total secured accommodation at duty end	Private rented sector	Council or Registered Provider tenancy	Social rented supported housing or hostel	Staying with family or friends	Other / not reported
Prevention duty	72,130	29,140 40.4%	23,110 32.0%	6,840 9.5%	8,430 11.7%	4,620 6.4%
Relief duty	48,810	12,490 25.6%	11,370 23.3%	11,680 23.9%	2,980 6.1%	11,400 23.3%

Source: MHCLG. Statutory Homelessness Annual Report 2019 -20, England

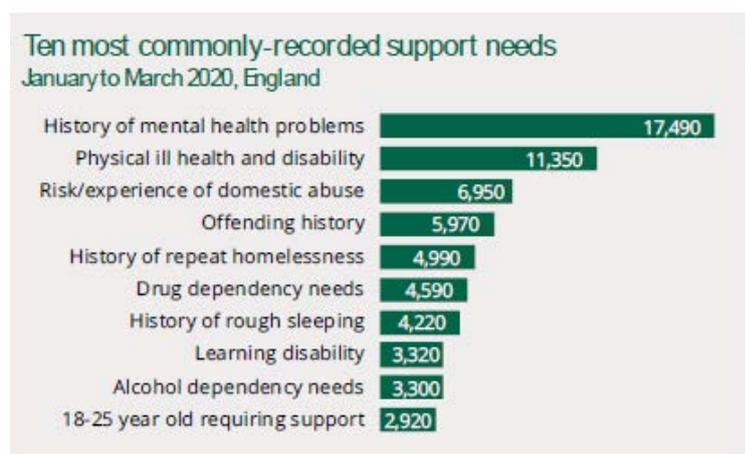
Whilst homelessness can affect all age groups the most common age group of lead applicants in households owed a prevention or relief duty in 2019/20 was between 25 and 34. Homelessness occurs far less frequently amongst older age groups but 3050 households had a lead applicant age 75 or over.

Figure 13: Age of lead applicant



Since 2018 data has been collected about the support needs of people at risk of or becoming homeless. Between January and March 2020. 38,850 households (48% of all households owed a duty) were identified as having a total of 76,230 support needs. Figure 4 indicates the ten most commonly reported support needs.

Fig 4. The most common support needs of homeless households 2019/20



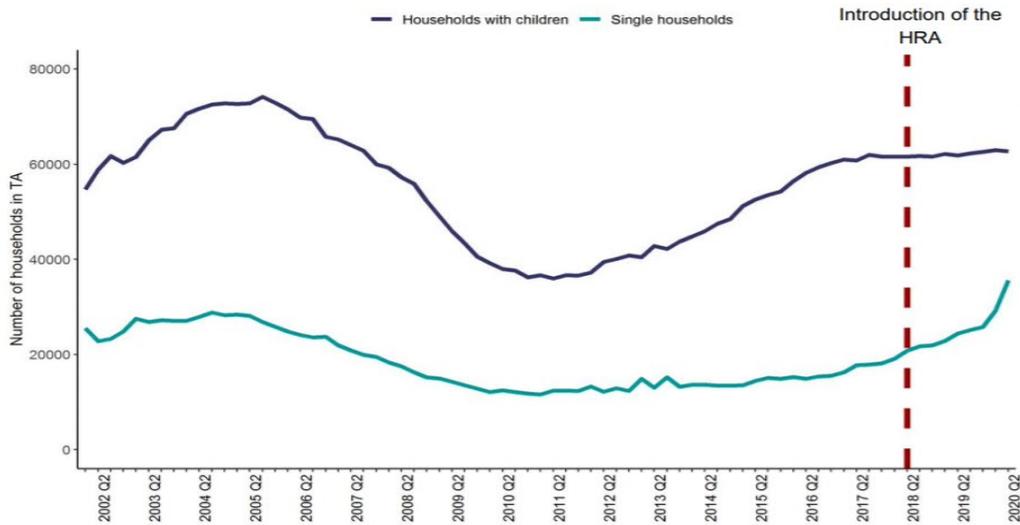
Source: MHCLG Statutory Homelessness England September 2020

The most prevalent support need is a history of mental health problems with 23% of all households owed a homelessness duty between January and March 2020 reporting this issue.

Temporary Accommodation

The number of households in temporary accommodation nationally has risen steadily since 2011 and is now back at 2008 levels. Since the introduction of the HRA, this has been primarily due to the increasing numbers of single households placed. Nearly two thirds of all households in temporary accommodation are in London.

Fig 4a Households in temporary accommodation since Q2 2002

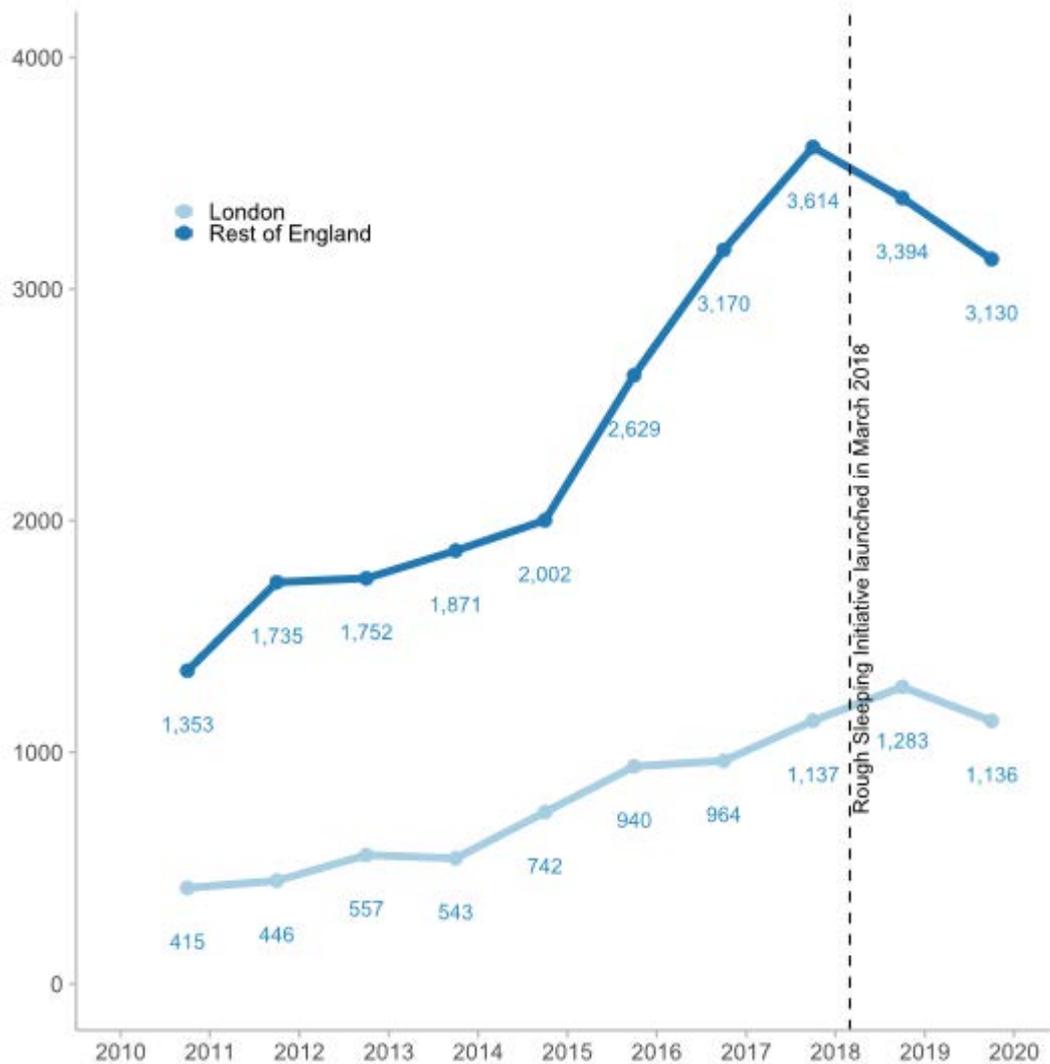


Source: MHCLG Statutory Homelessness England September 2020

Rough Sleeping

Successive governments have introduced initiatives to tackle rough sleeping but despite concerted efforts, the numbers of people found or estimated to be rough sleeping on a single night increased by 169% between 2010 and 2017. The 2017 Conservative Government was elected with a manifesto to halve rough sleeping within five years and eliminate it altogether by 2027 (This latter commitment has now been brought forward to 2024). This commitment was backed up with Rough Sleeping Initiative funding as well as the publication of the first Government Rough Sleeping Strategy in 2018 which focusses on the three pillars of Prevention, Intervention and Recovery.

Figure 5



Source MHCLG Annual Rough Sleeping Snapshot 2019

Since 2018, Rough sleeping levels have started to reduce but are still considerably higher than in 2010.

Most rough sleepers are white males aged between 26 and 65 and from within the UK. In 2019 only 14% of people estimated or found to be rough sleeping on a single night were women.

Rough sleeping is most prevalent in London and data collected by organisations working with people sleeping in the Capital has shown that a half of their clients report mental health support needs and over 40% report alcohol and or substance misuse issues. A disproportional number have also experienced institutional life.

Housing First

Housing First is an approach to providing housing and support, which prioritises access to stable accommodation over the requirement for an individual to first address

any other support needs they have. The intervention is shown to be successful for people experiencing repeat homelessness and multiple disadvantage, providing an independent home alongside intensive support that is free from conditions apart from the willingness to sustain a tenancy. The offers of housing and support are separate, but permanent, and enable people to sustain their accommodation and begin their recovery, making improvements in their health and wellbeing.

International evidence has shown that Housing First could be a vital tool to help people who sleep rough with complex needs. The Government funded three Housing First pilots in the UK and is undertaking an evaluation exercise to learn about how the model could work on a larger scale in the UK's housing system as well as what financial model would make Housing First viable across the country.

Government response to Covid 19

The Covid-19 outbreak and subsequent lockdowns have had significant implications for households ability to retain homes and for those that are street homeless to be able to find a safe place in which to follow Public Health England's advice on self-isolation, social distancing and hygiene.

In response the UK government introduced a series of measures to support household ability to keep their homes and to support people sleeping rough.

Extension of the notice period for privately rented properties

On 26th March 2020 the notice period for most tenancies was extended to three months. In September 2020 this period was increased to six month and the provision remains effective until at least March 2021. This six-month notice period does not however apply if the notice is in relation to domestic violence, anti-social behaviour rioting, false statement or when at least six months rent is owing.

Suspension of housing possession claims

All ongoing housing possession action was suspended from the 26th March to the 20th September 2020. This measure protected both renters and owner occupiers from eviction during that period. In October and early November 2020 bailiffs were unable to enforce warrants for repossession in areas where local lockdowns were in place and following the onset of the second and third lockdowns no enforcement action by Bailiffs is/was permissible until 21st February 2021.

Help with rent and mortgage payments

Universal Credit was increased by £20 from 6th April 2020 and the Housing Allowance rate payable to people renting was increased so that it would cover at least 30% of market rents in an area. These increases will remain in place until at least April 2021.

Mortgage lenders agreed that they would offer payment holidays of up to three months, this was subsequently extended to allow a request for a second payment

holiday. Home owners have until 31st March 2021 to apply for an initial or a further payment deferral with a maximum total of six months. All payment holidays must end by 31 July 2020.

National Asylum Support Service (NASS) accommodation

Evictions from Asylum accommodation were suspended between the end of March and the end of June 2020. This measure was designed to relieve pressure on local authorities, but the period was not extended when it expired.

Rough Sleeping

The Government recognised that people sleeping rough were especially vulnerable during the Covid-19 outbreak. They are more likely to have underlying health conditions than the wider population and faced difficulties following Public Health England guidance on self-isolation, social distancing and hygiene. People sleeping rough also face barriers in accessing healthcare and public health information. As a consequence, £3.2 million emergency funding was made available to local authorities to provide safe accommodation for people sleeping rough and for those in unstable accommodation who needed somewhere to safely self-isolate if necessary.

The 'Everybody In' initiative was launched on 26th March 2020 requiring local authorities to ensure that people sleeping rough were inside and safe by the weekend (effectively the following day). In response local authorities procured, at speed, a range of accommodation solutions including but not limited to hotels, student accommodation and holiday rentals. Local authorities also worked with other services and organisations to ensure that people provided with accommodation had the support, medical care and food they needed. By May 2020, 14,610 people in England who had been sleeping rough or at risk of sleeping rough had been provided with emergency accommodation in response to the Covid-19 pandemic.

The Protect and Protect Plus Programmes

Following the introduction of a second and third national lockdowns in November 2020 and January 2021 the Government first created the Protect and Protect Plus Programmes to ensure that Councils would offer everyone sleeping rough, somewhere safe to go. During the third lockdown there was an emphasis of facilitating registration with a GP to ensure that rough sleepers could be vaccinated in accordance with the national prioritisation schedule.

Next Steps Programme

The Next Steps Accommodation Programme (**NSAP**) was announced in May 2020 to enable local authorities to bid for funding to secure both short term/intermediate accommodation for people assisted by the emergency provision as well as longer term move-on accommodation with linked support. The aim being that no-one who had been helped to leave the streets during the Covid pandemic would need to return to

rough sleeping as well as providing a dedicated accommodation asset for people recovering from rough sleeping in the future.

The Government remains committed to ending rough sleeping during the life of the current Parliament and has committed £433 million over a four- year period for accommodation and support for people sleeping rough

Homelessness in Calderdale

Since the publication of the 2015 -2020 Homelessness Strategy many things have impacted upon homelessness in Calderdale. The implementation of the 2017 Homelessness Reduction Act (HRA) in April 2018 introduced new duties and with it an expanded workload. Additional Welfare Reform measures have been rolled out in the Borough resulting in a reduced income for many of our vulnerable households and subsequent problems in paying mortgage, rent and other housing related costs. There has also been a visible growth of people with street based lifestyles in our town centres and finally the impact of Covid 19 means that many more households are likely to be under the threat of redundancy over the next couple of years with the corresponding risk of increased rent and mortgage repossessions .

On a more positive note, The HRA has led to us helping far more single people and other households not deemed to be 'in priority need'; it has also helped to strengthen the homelessness prevention work that we had been doing for many years. The Right Home Project helped to improve partnership working and establish Pathways for homeless 16/17 year olds and The Fair Chance Project , a joint project led by Fusion Housing and involving Calderdale, Kirklees and Wakefield Councils resulted in 50 Calderdale young people aged 18-25 securing settled accommodation, mainly in the privately rented sector. In September 2018 Calderdale Council took the Calderdale Women's Refuge service in-house which has strengthened our ability to support homeless women who have experienced domestic abuse. Finally, Calderdale became a MEAM area in August 2020 which will help extend the joint working further improve our work with people with complex needs.

In April 2017 the Council's Housing Options and Homelessness Services were restructured and the way that services were delivered changed. Virtually all first contact with potentially homeless households is now undertaken by the Customer First Team in Central Halifax. This team take the initial homelessness applications and input details to the Locata system. Households likely to be in a priority need are transferred to the Housing Options Team but the Customer First Team deliver the homelessness prevention and relief duties for most single people, working with those clients to develop personal housing plans and find alternative accommodation. Over the past three years the Customer First Team have dealt with many people with street based lifestyles and built up good relationships with that group.

The Customer First Team also ensure that Housing Benefit and Council Tax Reduction applications are made and that records are accurate as well as assisting with Universal Credit (UC) claims, bank account applications and liaison with other Council partners.

The Housing Options Team includes the Housing Advisers who deliver the statutory homelessness prevention and relief duties for households likely to be in priority as well as a dedicated Homelessness Prevention Officer. A Senior Adviser supports the Customer First staff particularly in relation to assessing the likelihood of priority need. The service now also incorporates a Rough Sleeping Services Co-ordinator and a Rough Sleeping Navigator who both work to improve services for people with street based lifestyles.

Homeless 16 and 17 year olds as well as 18-21 year old Care leavers are now assisted by a dedicated Young Person's Housing Team based at Ryburn House, which also now includes a Young Person's Homelessness Prevention Officer post.

In total the three teams dealt with 3531 'cases' in 2019/20

Facts and Figures

The number of homelessness duties accepted

Prior to the introduction of the 2017 HRA, Calderdale in common with most other local authorities assessed its levels of homelessness on the basis of statutory homelessness presentations and main duty acceptances. The number of instances of homelessness prevention was reported but the data was not always accurate.

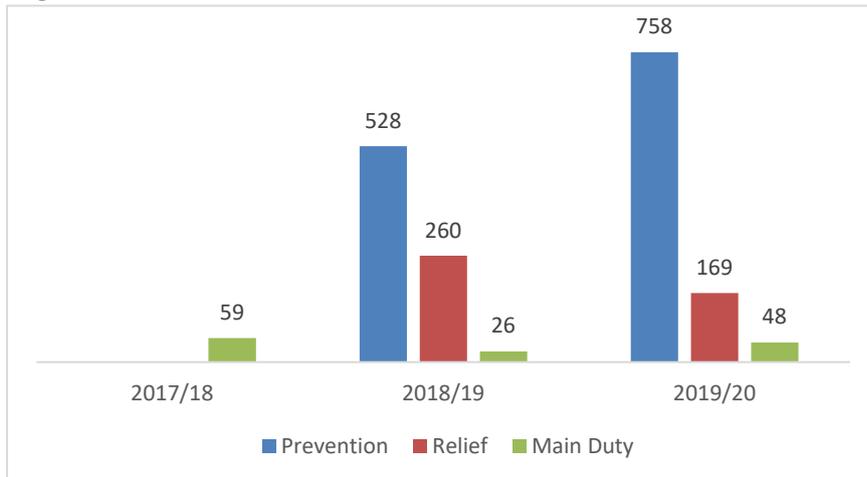
Table 2 shows the number of statutory homelessness presentations and acceptances in Calderdale between 2015 and 2018 together with the number of homelessness preventions reported.

Table 2 Statutory homelessness presentations and acceptances in Calderdale 2015-2018

Year	Homelessness Presentations	Main Duty Acceptances	Homelessness Preventions reported
2015/16	105	48	445
2016/17	106	49	392
2017/18	116	59	213

In the first two years following the introduction of the HRA regime Calderdale Council accepted a total of 1768 homelessness duties. Figure 6 shows the breakdown of the number and types of duty accepted and includes the number of main duty acceptances in 2017/18 to illustrate the contrast.

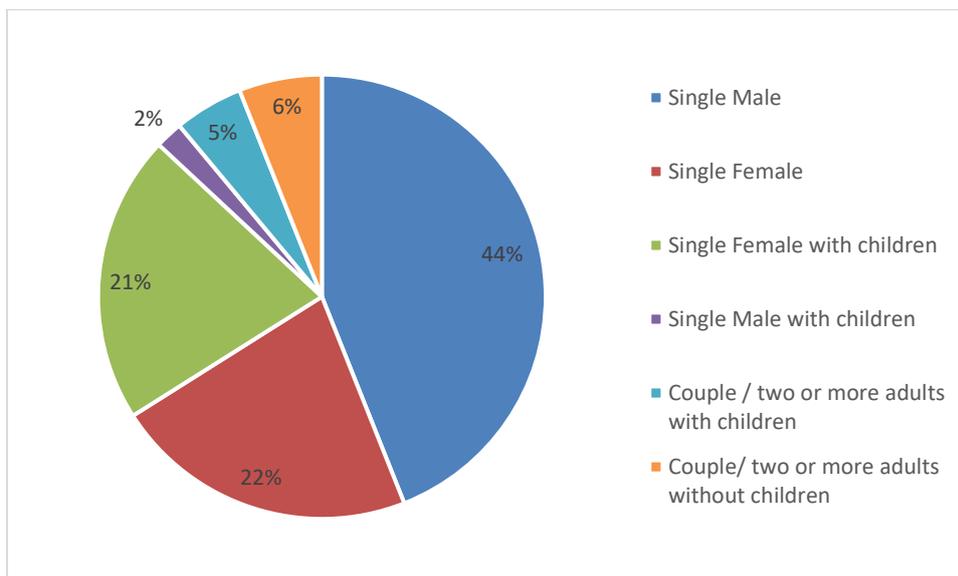
Fig 6 Number of households in Calderdale owed a homelessness duty 2017-2020



Characteristics of homeless households

Nearly two thirds of all those owed a prevention or relief duty in 2019/20 were single people and Fig 7 indicates that Calderdale reflects the national picture in that the largest distinct group assisted was single males.

Fig 7. Type of households owed a homelessness prevention or relief duty 2019/20

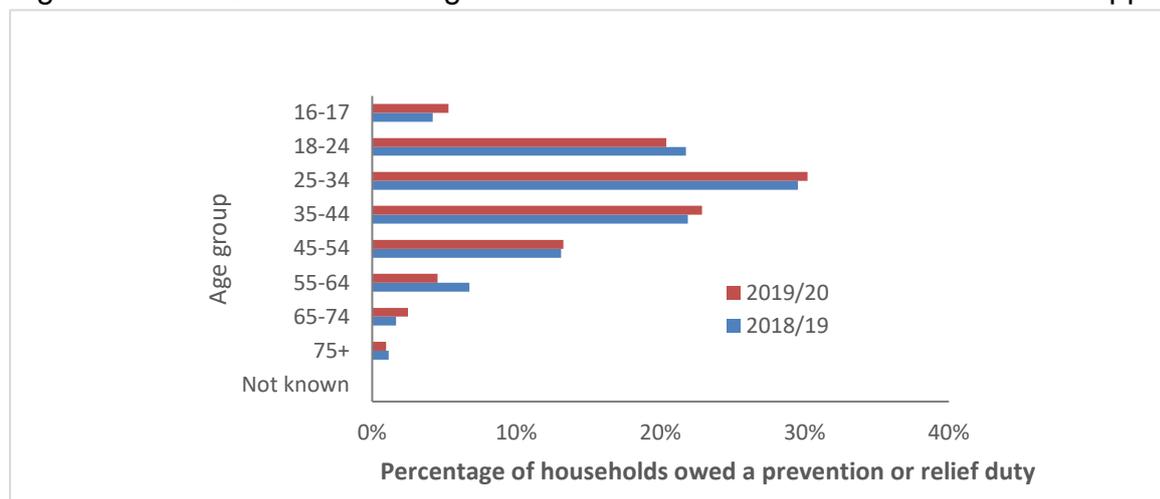


Prior to the introduction of the HRA just over 50% of households owed a main housing duty included dependent children or a pregnant woman. In 2019/20 this proportion had fallen to 37% and contrasts with the national picture where most main duty acceptances are still in respect of households with children.

Age of applicants

Homelessness disproportionately affects the young with 55% of those owed a homelessness duty in 2019/20 being under the age of 35. Reflecting the national picture the most common age group to experience homelessness in Calderdale is those aged 25 -34.

Fig 8 Age of lead applicant

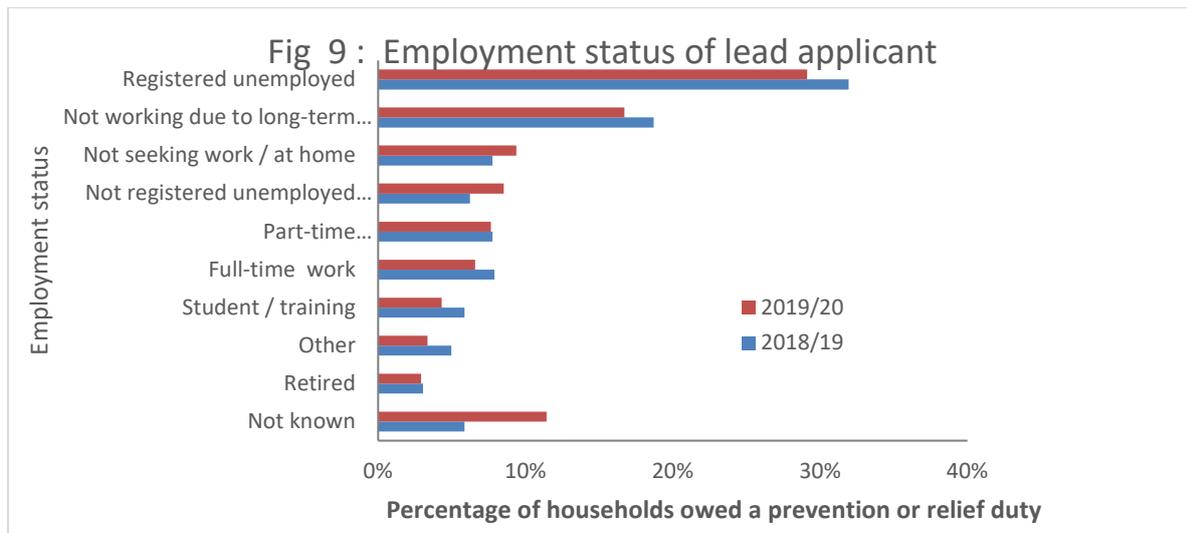


Ethnicity

Ethnicity	2018/19		2019/20		Calderdale population Census 2011	
	Number	%	Number	%	Number	%
White	659	83.8%	770	83.1%	182,787	89.7%
Asian / Asian British	57	7.3%	74	8.0%	16,875	8.3%
Other ethnic groups	19	2.4%	35	3.8%	468	0.2%
Black / African / Caribbean / Black British	23	2.9%	23	2.5%	899	0.4%
Mixed / Multiple ethnic groups	16	2.0%	18	1.9%	2,797	1.4%
Not known	12	1.5%	7	0.8%	0	0.0%
Total	786	100.0%	927	100.0%	203,826	100.0%

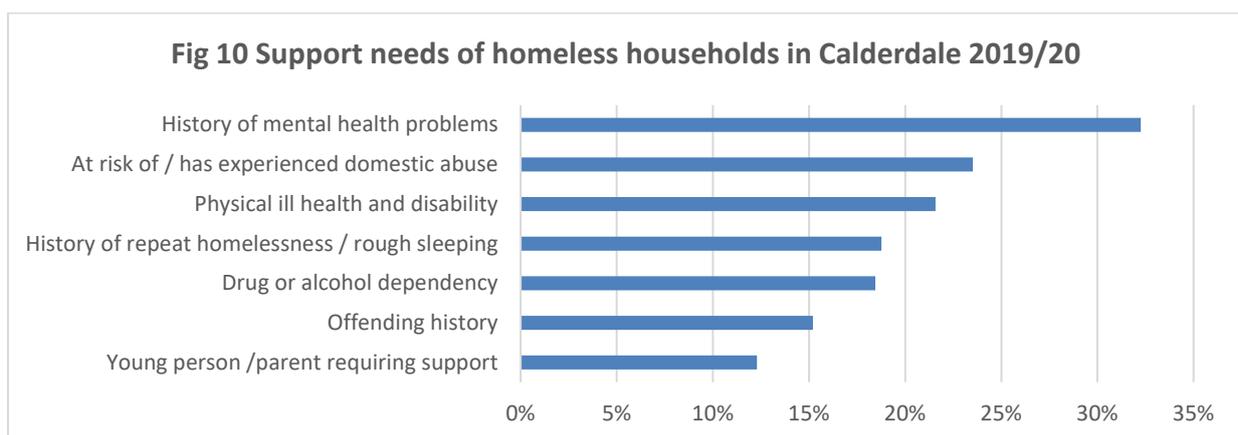
Black and multiple/mixed ethnic groups are disproportionately represented in households owed a homelessness duty in Calderdale

Employment status



Over the past two years, relatively few households at risk of or becoming homeless are in work; most are not economically active with around 30% being registered unemployed. Fig 9 shows the employment status for the lead applicant in households assisted.

Support needs of homeless households



Reflecting the national situation the most common support need reported by homeless households in Calderdale is in relation to mental health, having been identified by just under a third of all applicants in 2019/20. The second most common support need is being at risk of or having experienced domestic abuse closely followed by physical ill health or disability. Households can identify as having more than one support need and 23% of applicants in 2019/20 indicated that they had three or more support needs.

19% of applicants in 2019/20 (21% in 2018/19) reported that they had a history of homelessness or rough sleeping. This is probably an indicator of the levels of sofa surfing by single people in Calderdale.

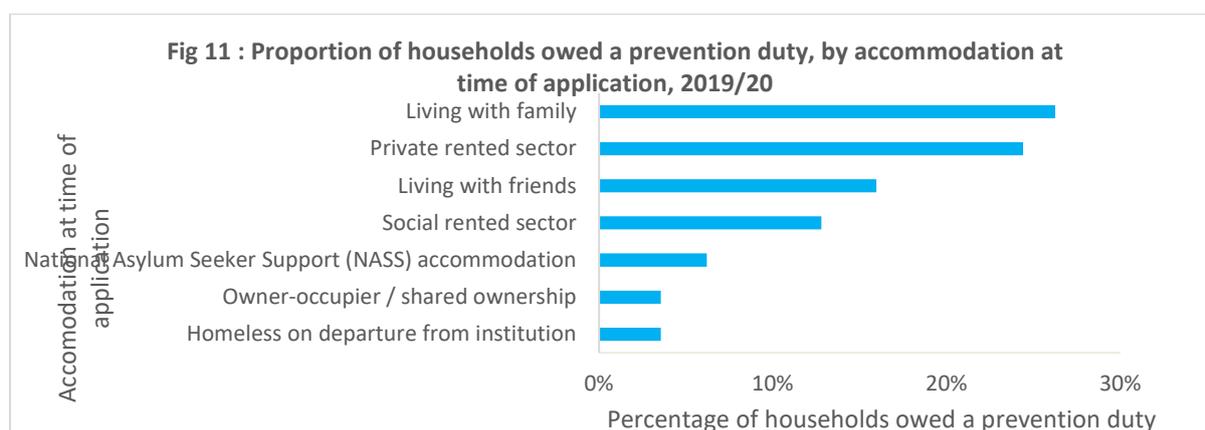
Causes of homelessness.

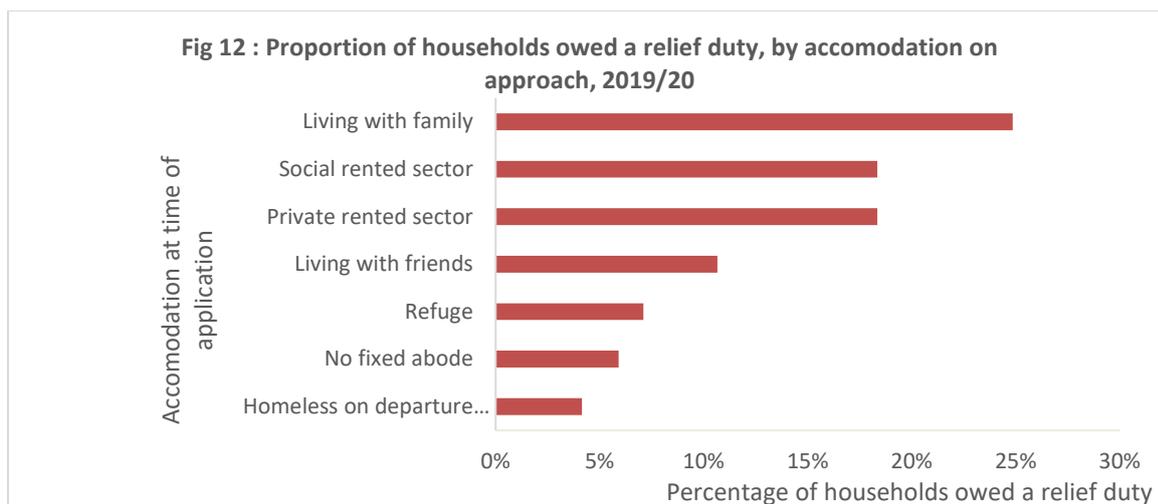
The most common reported reason for homelessness when considering prevention and relief duties accepted as a whole in Calderdale in 2019/20, was family or friends no longer willing to accommodate. However, Domestic Abuse was the main cause of homelessness for those who approached at homelessness relief stage (ie when they were actually homeless). Overall domestic abuse was cited as the reason for homelessness or the threat of it, by 20% of all those owed a homelessness duty.

Table 4. The most common reasons for homelessness in Calderdale 2019/20

Reason for loss of last settled home	Prevention		Relief		Overall duties accepted	
	No.	%	No	%	No	%
Family or friends no longer willing to accommodate	191	25%	43	25%	234	25%
Domestic abuse	111	15%	73	43%	184	20%
End of private tenancy	122	16%	10	6%	133	14%
Total duties accepted 2019/20	758	100%	169	100%	927	100%

Reflecting the most common reasons for homelessness the most frequently reported accommodation at the time of application at both prevention and relief stages was living with family. Living in a privately rented property was the second most common accommodation type for those approaching at prevention stage whereas it was an even split between the private and social rented sectors for those approaching at relief stage.





For many years prior to the introduction of the HRA, the violent breakdown of a relationship had been the most common reason for the loss of a last settled home for households owed a main housing duty. The prevalence of being asked to leave accommodation provided by friends or relatives since the introduction of the HRA is almost certainly due to the fact that the statistics now take into account the circumstances of single people, who in 2019/20 made up two thirds of all applicants with 44% of all applicants being single men.

Outcome of prevention and relief activity.

The aim of homelessness prevention and relief activity is to ensure that accommodation is secured for a period of at least 6 months. This outcome was achieved for more than 60% of households in 2019/20. For those owed a relief duty this figure is higher than both the national and regional average. For those owed a prevention duty the outcome is higher than the national average but lower than the Yorkshire and The Humber regional figure. The comparisons can be seen in table 5

Table 5. Proportion of households whose prevention duty ended, by outcome	Calderdale	Yorkshire and The Humber	England
Secured accommodation for 6+ months	61%	67.5%	58%
Homeless (including intentionally homeless)	7%	14.4%	19%
Contact lost	28%	7.7%	9.4%
Proportion of households whose relief duty ended, by outcome			
Secured accommodation for 6+ months	62%	52%	40%
56 days elapsed	28%	26%	38%
Contact lost	6%	10.7%	12%

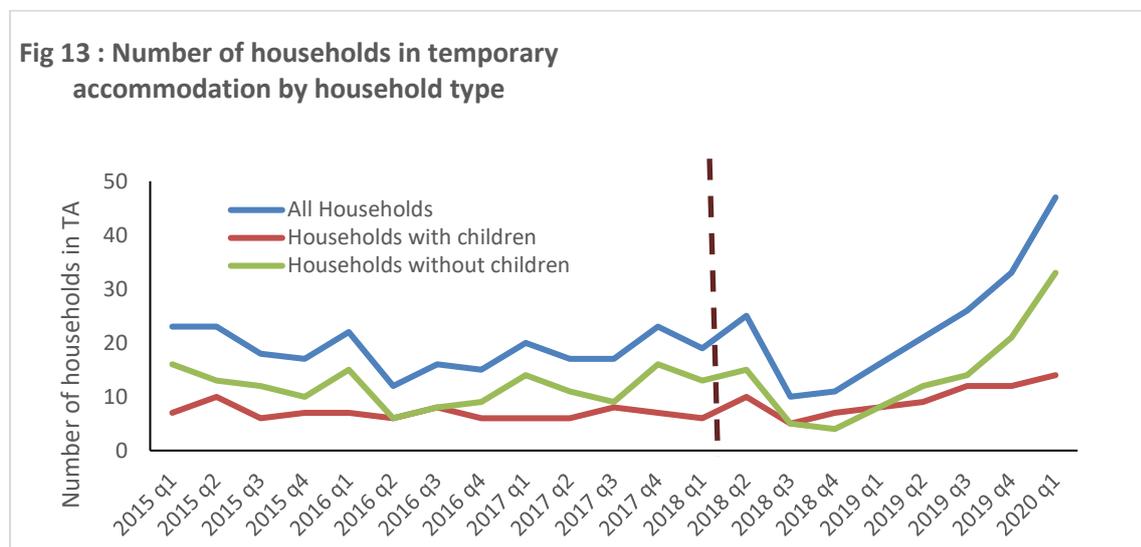
The proportion of clients owed a homelessness duty and with whom contact was lost is significantly higher in Calderdale than both regionally and nationally and merits further investigation.

75% of the households for whom a homelessness duty ended in 2018/19 and who secured accommodation for six months obtained a tenancy in the private rented sector or housing association general needs stock.

Table 5a : Accommodation secured for all households following prevention or relief duties owed in 2018-19							
		Total secured accommodation at duty end	Private rented sector	Council or Registered provider tenancy	Social rented supported housing or hostel	staying with family or friends	Other / not reported
Prevention duty	Number	367	151	159	33	11	13
	%		41%	43%	9%	3%	4%
Relief duty	Number	183	53	50	15	9	56
	%		29%	27%	8%	5%	31%

As table 5a illustrates the distribution between social and private rented sector homes was almost equal and increasingly, homeless and potentially homeless households are relying on the private rented sector for accommodation.

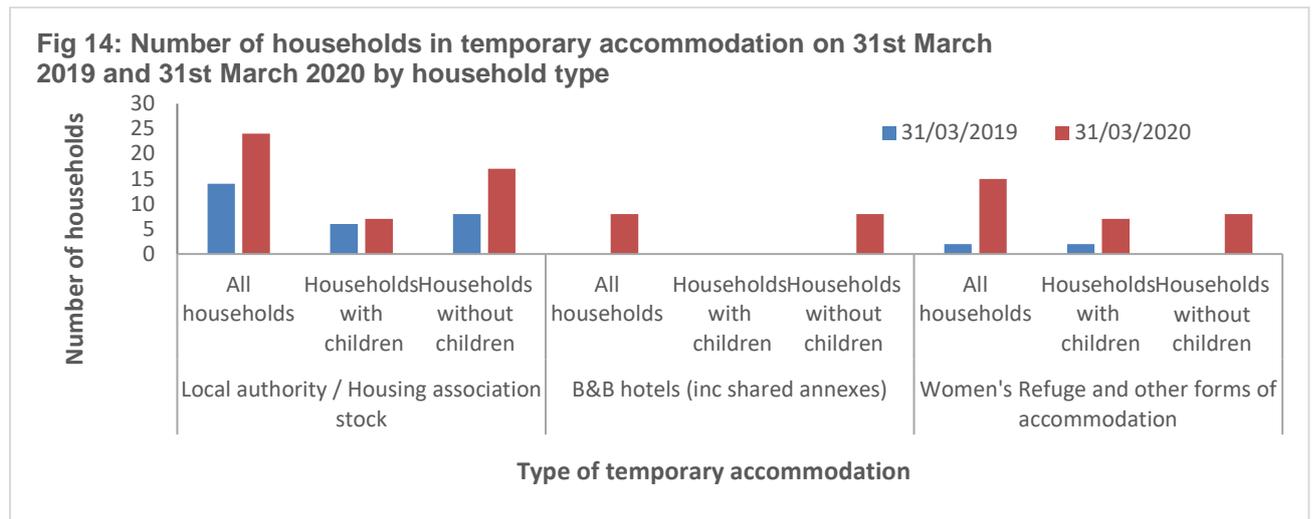
Use of temporary accommodation



During the life of the 2015-2020 Homelessness Strategy Calderdale managed to maintain the relatively low numbers of households needing to spend some time in temporary accommodation. Since the end of 2018 the recorded numbers in temporary accommodation have increased. This is mainly due to two factors; in Autumn 2018, the Council took the Women’s Refuge in house with the Refuge becoming part of Calderdale’s temporary accommodation provision. This means that all women staying in the Refuge are now included in the homelessness statistics and quarterly returns to

Government. The second factor is the onset of Covid 19 between January and March 2020 and the Council’s commitment to ensuring that provision was made for people needing accommodation in which they could safely self-isolate.

It is a common perception that temporary accommodation is only offered to households with children. In fact, such households have been in the minority for many years; single people usually make up at least a half of all households in temporary accommodation.



In 2019/20 the average length of stay in the women’s refuge was 103 nights and 33.06 nights in the other forms of temporary accommodation.

Specific Concerns

Domestic abuse

As already indicated domestic abuse is the main cause of homelessness for those approaching at Relief stage and was indicated as a support need for 24% of all households owed a Prevention or Relief Duty in 2019/20. Whilst most victims are female, each year there are a number of male victims too. Homelessness resulting from domestic abuse occurs across all age ranges including 16/17 year olds and the elderly.

Domestic Incidents (April 2019 to March 2020)

- From April 2019 to March 2020 West Yorkshire Police recorded 5134 domestic incidents in Calderdale. This was broken down into; 21.1 % (1082) verbal disputes, 57.6% (2959) violent crimes, 1.1% (54) breach of peace, 5.1% (261) criminal damage.
- The victim repeat rate was 48.3%
- The suspect repeat rate was 44.6%

- 8.4% (433) of the total incidents involved alcohol and 3.2 % (163) incidents involved drugs. 28 % (1435) of the incidents took place where children were present.

Domestic Incidents Victim Profile (April 2019 to March 2020)

- From April 2019 to March 2020 the number of victims the Police recorded in domestic incidents was 4935. Of those 73.9% were female, 24.2 % were male, and 1.9 % were unknown.
- The victim age breakdown was; 1% (under 16), 7.1% (16-19), 30.2% (20-29), 29.4% (30-39), 16.2% (40-49), 9.3% (50-59), 3.6% (60-69) and 2.4% (70+).
- The victim defined ethnicity breakdown was; 43.2 % White , 4% Asian, 0.9% Black, and 51.3 % were unknown or unstated.

197 coercion and control crimes were also reported in Calderdale during 2019/20 and in the year 116 Domestic Violence protection orders were recorded as well as requests received under Clare's law.

The Calderdale Domestic Abuse Strategic Board is a multi-agency partnership with shared priorities and a pooled budget. the Board is responsible for overseeing delivery of the 2019 - 2022 Calderdale Domestic Abuse Strategy. The aims of this strategy are

- To reduce incidents of domestic abuse
- To reduce percentage of repeat incidents of domestic abuse
- To ensure the effective protection of adult and child victims

Domestic Abuse Hub

Each weekday morning the Police host a Domestic Abuse Hub that is attended virtually by a wide range of agencies. The Hub gathers information and agrees the action to be taken in response to reports of domestic abuse in order to keep people safe. Housing Advisers provide information to the Hub.

Calderdale Council homelessness services provide temporary accommodation and support to people made homeless as a result of domestic abuse and work with them to move onto settled independent accommodation both in Calderdale and the rest of the UK. Since September 2018, that provision has included Calderdale Women's Refuge.

In 2019/20 Calderdale Women's Refuge provided safe accommodation for 79 women including 47 with accompanying children; the Refuge staff supported 51 women to move into settled accommodation, including 22 who moved out of area.



Staying Safe is the commissioned support service for people experiencing domestic abuse. The service is delivered by the WomenCentre in Halifax and in 2019/20 provided support to 940 people.

Impact of Lockdown on domestic abuse provision

The Police recorded more reports of domestic abuse between April and September 2020 than during the same period the previous year (1.4% increase) as well as an increase in the cases where children were present (3.5% increase).

During the first lockdown the Women's Refuge, in common with many service providers had to change the way it operated. Whilst the building continued to be staffed on a 24/7 basis, the support workers mainly worked from home and supported their clients virtually. There was however a manager and support worker presence each day but residents were encouraged to contact their usual support worker by telephone regarding anything other than emergency issues. The service continued to provide accommodation for Calderdale women leaving violent situations and but stopped taking out of area referrals. During the first lockdown, fourteen households moved into the Refuge.

The WomenCentre closed on 18th March 2020 and all staff were supported to work from home providing regular 1:1 telephone information, advice and support to service users. The Centre continued to support women in the greatest need with crisis funding and food parcels by delivering these to their homes, using Covid-safe practices. The changed working practice provided both challenges and opportunities Staff found that although more time is needed to support each woman by telephone as they often need to talk about anxieties due to Covid-19 , they have been able to concentrate on providing support to women who want to engage and are trying to move forward positively – i.e. this has facilitated better engagement with these women.

The WomenCentre has supported a number of women to remain in their tenancies during the pandemic and is aware of some who are worried about being evicted for rent arrears once the restrictions on repossession action are lifted.

2020 Domestic Abuse Bill

The 2020 Domestic Abuse Bill provides a revised definition of domestic abuse and incorporates provisions for those who become homeless as a result of domestic abuse to be accepted as being in priority need for the purposes of homelessness legislation. The Bill also includes a statutory duty on English Local Authorities to provide support for victims of domestic abuse and their children within safe accommodation. It is expected that this new duty will commence in April 2021.

All Tier 1 local authorities must establish a Domestic Abuse Local Partnership Board and assess the need for accommodation based domestic abuse support in their areas. The Board must then develop, publish, and implement a strategy to ensure the support needed is delivered. They must also monitor, evaluate and report to Government the effectiveness of the strategy. The Treasury has allocated £125 million for local authorities to implement the new duty

Safe accommodation includes refuge accommodation; specialist safe accommodation; dispersed accommodation; sanctuary schemes and move on and second stage accommodation.

Domestic abuse support includes advocacy support, domestic abuse prevention advice, specialist support for victims with protected characteristics or complex needs, children's support, housing -related support and counselling.

Calderdale is currently undertaking the accommodation needs assessment.

Priorities

Ensure that the Domestic Abuse Accommodation Needs Assessment is completed as soon as possible and the subsequent strategy improves provision for victims of Domestic Abuse in Calderdale.

Youth Homelessness

Calderdale has made considerable strides in addressing youth homelessness since the last strategy was published. A dedicated Young Person's Housing Support Team has been established within Homelessness Services, and additional supported housing for young people has been created by our voluntary sector partners. Housing organisations and Children's Services now work much more closely together both to prevent young people becoming homeless and to establish a pathway for those who find themselves with nowhere to live.

16/17 year olds

The joint protocol for homeless 16/17 year olds works well and a Vulnerable Young Person's Panel (VYPP) has been established, attended by senior officers in Children's Social Care, Housing Services and other agencies. The VYPP meets weekly to consider situations where young people are at high risk of homelessness or who have become homeless to identify the support that can be offered.

In 2019/20 forty-nine 16/17 year olds were owed a prevention or relief duty and 18 were provided with temporary accommodation. No placements were made into bed and breakfast accommodation

When a young person aged 16 or 17 either approaches the Council themselves or is referred as homeless or threatened with homelessness the Young Person's Housing Support Team commence the homelessness and needs assessment. A referral is immediately made to MAST/CSC and a Child in Need assessment also undertaken. Most young people who are either homeless or very likely to become so are allocated a Family Intervention (FIT) Worker and if necessary, the young person's situation is considered at the weekly VYPP meeting. Some young people do require an early Section 20 accommodation intervention, but they are very much in the minority.

Going forward it is intended that far more extensive prevention work will be undertaken to identify the risk of homelessness as early as possible to implement appropriate support measures to further reduce the number of emergency presentations. We also intend to review the joint protocol for homeless sixteen and seventeen year olds and to create a single pathway plan.

Care Leavers.

Care Leavers between the ages of 18 and 21 are considered to be a priority need group in homelessness legislation and as such will be provided with temporary accommodation if they become homeless. In 2019/20 twelve care leavers presented to the Young Person's Housing Support Team as homeless or potentially homeless and seven were provided with emergency temporary accommodation.

In October 2020 MHCLG and the Department for Education issued joint guidance to Local Authority Children's Services and Housing Services regarding good practice in the development of joint housing protocols for care leavers . Calderdale will develop a joint protocol during 2020 that will incorporate initiatives to assist the care Leavers for whom it is currently very challenging to identify appropriate accommodation solutions and address the issue of intentionally homeless decisions in respect of care leavers.

Priorities

Reduce the number of crisis homelessness presentations from young people.

Develop a joint housing protocol for Care Leavers

Review the joint protocol for homeless 16/17 year olds and create a single pathway plan

People who are ineligible for homelessness assistance.

To be owed a homelessness duty a household must be eligible for assistance. Whilst most people becoming homeless in Calderdale are eligible, each year services are asked assist a number who are not. Those ineligible for assistance include failed asylum seekers, people who have leave to remain in the UK but without recourse to public funds and some EU migrants who are not qualified to apply for settlement status.

In recent years a number of women who have been ineligible for assistance have become homeless as a result of domestic violence. There is a provision for some such women to obtain homelessness and other assistance via the Home Office Destitution Domestic Violence Concession, but this was not available to women from the EU and other victims of Domestic abuse whose partner is not a British Citizen. In response Calderdale Council has established a protocol to assist such women to obtain safe accommodation and ancillary support. Other people found to be ineligible have been older teenage children of EU migrants who despite having lived in the UK for a number of years had not established a sufficient right to reside.

During the Covid 19 pandemic a small number of failed asylum seekers and other single people who would normally be ineligible for homelessness assistance were accommodated and supported with the assistance of Christians Together Calderdale and St Augustine's.

Moving forward it will be important to ensure that assistance remains for victims of domestic abuse and others who become homeless but who are ineligible for mainstream homelessness assistance.

Priorities

Ensure that people with no recourse who become homeless as a result of domestic abuse can continue to receive emergency accommodation and support.

Ensure that homeless people who are ineligible for statutory services are helped to obtain support from charities and the voluntary sector

Minimising homelessness resulting from the economic impact of Covid - 19.

In the three months prior to October 2020, redundancies in the UK reached a record high of 370,000 ²with 17,000 of the jobs lost being in Yorkshire and The Humber and hospitality and retail being the sectors most affected. Since then two additional lockdowns have occurred and the Bank of England has predicted that unemployment is likely to reach 7.7% between April and June 2021.

The negative impact on household finances resulting from Covid 19 has resulted in the first three quarters of 2020 seeing a 5% increase on the previous year in the number of homeowners having mortgage arrears of 2.5% or more of the outstanding balance. In addition, research published by the London School of Economics (LSE)³ has predicted as many as 700,000 tenants could be in rent arrears as a result of the pandemic in the following twelve months.

The mitigation measures implemented by the Government have meant that repossession action has been limited to date. LSE predict that as far as rented property is concerned, spikes in evictions are unlikely, although they could triple, but rather there will be a slow burn that could go on into at least 2022. Formal evictions, while much higher than the past are likely to be a small part of the story and tenants are more likely to try to find somewhere cheaper to live. Amongst younger people this is probably going back to Mum and Dad or sharing in overcrowded and insecure conditions. Long term debt and a loss of credit worthiness will mean that securing accommodation in the future, particularly for younger people, could be problematic.

To support home owners at risk of repossession it is possible (though nothing has been announced) that support similar to that introduced following the 2008 Credit Crunch may be introduced.

As yet , we do not know how many home owners and renters in Calderdale are at risk of repossession as a result of Covid, but it will be important that officers advising members of the public have knowledge of assistance available and are skilled at negotiating with lenders and landlords.

² ONJS. Labour Market Overview December 2020

³ LSE London. Where Now For The Private Rented Sector. November 2020

Priorities

Ensure that the Council's website includes information for people at risk of homelessness as a result of the Covid -19 pandemic.

Ensure that the Housing Options Service has the skills and capacity to undertake mortgage repossession prevention work including court work.

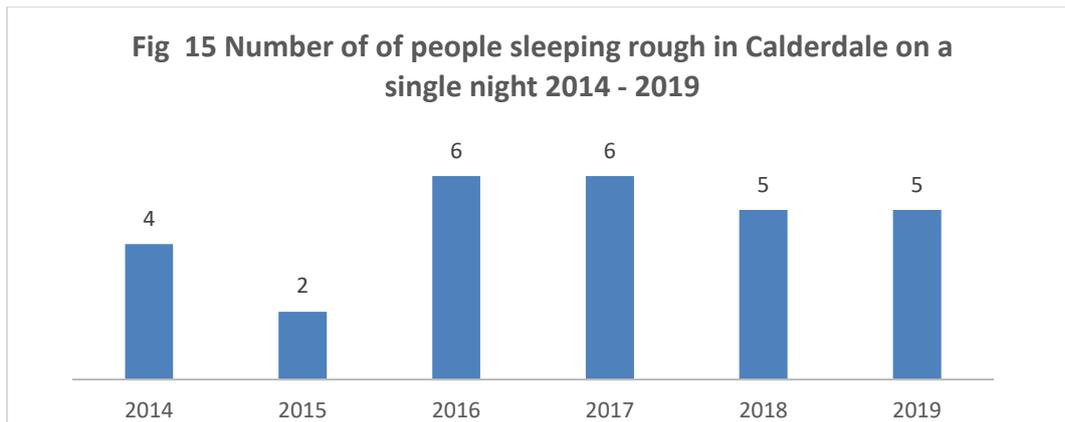
Ensure that the Housing Options service has the skills and capacity to negotiate with landlords on behalf of tenants facing homelessness.

Homelessness and Multiple Disadvantage a partnership approach

People facing multiple disadvantage may experience a combination of problems including homelessness, substance misuse, mental health and contact with the criminal justice system, and currently fall through the gaps. In 2020 Calderdale became a MEAM- (Making Every Adult Matter) approach area. There is a commitment to the work of supporting people with multiple disadvantage across agencies. Embedding the approach at a Strategic and Operational level and working alongside experts by experience to inform a local response. The Partnership is committed to working across the system in Calderdale and responding to people with multiple disadvantage, as it is more than a housing or homelessness issue.

Rough Sleeping in Calderdale

Previous homelessness strategies have made little mention of rough sleeping as until relatively recently it was not considered to be an issue in Calderdale. Agencies working with homeless people were in general agreement that there were a significant number of single people sofa surfing with friends and relatives who may spend an occasional night on the streets, but entrenched rough sleeping was relatively rare. Until 2016 annual counts had found five or fewer individuals on a single night and the individuals concerned were usually well known to agencies and were helped to secure accommodation within a short timescale.



Calderdale Council commissioned its first dedicated service to assist people sleeping rough in September 2016. The service known as No Second Night Out (NSNO) was delivered by Horton Housing and included provision for same night accommodation for people verified as rough sleeping, as well as support to secure more settled accommodation.

During the winter of 2017/18 there was a very visible increase in the number of people street begging in Calderdale's larger towns. Whilst many of the individuals concerned did have accommodation, there was a public perception that most if not all were homeless and considerable public concern was expressed on social media, to the Council and also to elected members. Whilst most of the people street begging had a tenancy or settled accommodation, some of those seen were homeless and the sight of a tent outside Sainsbury's and individuals sleeping in shop doorways and other publicly visible places became more commonplace across the Borough.



Calderdale Council made funding available to employ a Rough Sleeping Navigator and to extend by three months the opening period of the Halifax Winter Shelter operated by Christians Together. A media campaign was also initiated to advise people sleeping rough and the public of the help available.



Sadly the winter of 2018/19 saw the deaths of five people with street based lifestyles, three of which occurred in the same week. A thematic review of these deaths was subsequently undertaken by Calderdale Safeguarding Adults Board and the recommendations will feed into this Homelessness Strategy.

Expansion of Services

In 2019 the NSNO service was re-commissioned and expanded to include support for people who were street begging. Once again, the contract was awarded to Horton and the service re-branded as Street Reach.



It soon became clear that additional resources and services were necessary to support the number of people with more complex needs and to support former rough sleepers once settled accommodation was secured. It was also clear that services to people sleeping rough across the various agencies and organisations in Calderdale needed to be co-ordinated.

The 2018 National Rough Sleeping Strategy was accompanied by Government funding and Calderdale made a successful bid resulting in a grant of £155,734 for 2019/20. A subsequent bid secured Rough Sleeping Initiative (RSI) funding of £294,156 for 2020/21. When the value of the commissioned service and additional funding provided by the Council is added, a total of £472,000 was originally made available for 2020/2021 rough sleeping work in Calderdale (more than ten times the funding available in 2016/17). The actual amount spent in 2020/21 will be far greater than this as a result of the response to the Covid 19 pandemic response.

Rough sleeping services now encompass street outreach work, navigator support for individuals with complex needs, short term on the day accommodation provision, help to secure settled accommodation including the provision of personalised budgets to fund bond and other payments that will help secure and sustain a tenancy as well as tenancy sustainment work. Calderdale Council has also appointed a Rough Sleeping Services Co-ordinator to ensure that the action plan submitted with the funding bid is delivered and the agreed outcomes achieved.

Monthly multi-agency Task and Targeting meetings take place to agree and monitor action plans to support people sleeping rough to access the services they need and find and keep settled accommodation. The meetings also share intelligence about people found to be rough sleeping in the previous weeks.

Profile of people sleeping rough

Table 6 individuals sleeping rough 2019/20

Month	Number on a single night	Total identified in the month*
April	6	7
May	6	6
June	6	9
July	2	7
August	3	9
September	6	8
October	7	8
November	5	11
December	2	2
January	1	5
February	1	1
March	Not completed	

* includes individuals previously identified

In 2019/20 the Street Reach service received 85 referrals and verified 55 people as rough sleeping. The profile of people sleeping rough in Calderdale reflects the national picture in that they are predominantly White British males aged between 30 and 49. An analysis of 50 individuals supported by Street Reach in 2019/20 showed that:

- 84% were male
- 94% were White British
- 96% had substance misuse issues
- 72% reported a mental health problem
- 40% experienced physical ill health
- 86 % had offending behaviour
- 14% had spent time in care as a child

A significant proportion of clients reported three or more support issues.

Enhanced working with individuals, more developed data collection, the thematic review undertaken into the deaths of people with street based lifestyles and the increased interaction resulting from the Covid 19 lockdown has helped us to obtain a much greater understanding of the factors leading to rough sleeping and the challenges facing agencies who are trying to help people leave and stay away from the streets.

Outcomes achieved

Intensive work with people who have spent time on the streets resulted in 48 people being helped to obtain settled accommodation in 2019/20. In July 2019 the RSI funded tenancy sustainment service started and in the remaining months of the year supported 15 individuals six of whom had sustained a tenancy for 6 months by year end.

It cannot be overestimated just how incredibly complex the lives of many of the people who have spent any time on the streets are and the level of risk their lifestyles have presented. Many core services are not designed for people who lack an address or stable accommodation and have little means of communication with clients being discharged for missing a single appointment. Relatively mild health problems can be much more problematic for rough sleepers as whilst they are eligible to register with a GP, many are not and often the only health care they are able to access is emergency care.

In addition to helping people to obtain and keep accommodation, intensive work by Street Reach and the CMBC Navigator has helped people sleeping rough to obtain the benefits and health care they need, attend important appointments and improve relationships with family and friends. There are still however difficulties in obtaining Care Act assessments with delays of twelve months or more .

Street Based Deaths Review (Burnt Bridges Report).

The Burnt Bridges report is a thematic review into the circumstances of the deaths of five men over a four month period during the winter of 2018/19. The men all lived a street based lifestyle in Halifax and three died in the same week. The review title was chosen as it was an idiom used on numerous occasions by workers in both practitioner meetings and individual interviews during the course of the review to sum up the circumstances of the men who had died.

The overarching theme emerging in the review is one of multiple and complex needs. Four of the men had experienced problems with substance misuse, offending behaviour, repeat homelessness and poor physical and mental health. Four had also experienced trauma. All had difficulty engaging in support and were not able to access and utilise services effectively. Many public services are designed to deal with one problem at a time and to support people with single conditions. When they lack support from services, many people with multiple and complex needs end up in a downward spiral of mental ill health, homelessness, drug and alcohol problems and crime. The report will be available on the SAB website.

Calderdale's response to the 'Everybody In' initiative

Calderdale Council had recognised the need for people with street based lifestyles and those at risk of rough sleeping to obtain safe shelter and to be able to self-isolate if necessary before the 'Everybody In' call was made. Discussions were held with Christians Together and agreement reached to establish a Service Hub at The Gathering Place in central Halifax that would provide what was known as Covid Protect and Covid Care provision. The Hub has been/was staffed 24/7 by a combination of staff employed by Christians Together and Calderdale Council staff redeployed from their usual roles. In addition, Calderdale Recovery Steps, has provided onsite clinics and rapid access to treatments.

Key relationships have been developed with the local mental health team resulting in support for the navigators working with hub clients needing mental health services. Onsite peer support has been provided by volunteers from the Basement Project who are themselves in recovery from substance abuse. There has also been close working amongst local homelessness and ancillary service providers to support individuals in a flexible way, meaning services working outside and above their service specifications.

Covid testing kits have been provided for use at the hub and residents are tested on a fortnightly basis. Weekly multi agency Move-on meetings focus on helping hub residents obtain and move into longer term settled accommodation, usually with housing support.

Hub Stats

Between 1st April and 30th September 2020:

- 76 individuals stayed at the shelter
- 24 had two or more stays
- 65 were men and 11 women
- The ages of the residents ranged from 18-69 with the majority being between 30 and 49.
- 57% had a mental health need (44% had a formal diagnosis)
- 80% of residents reported substance misuse; drugs or alcohol, or both

Outcomes

By the end of September 2020, 36 Hub residents had moved into longer term accommodation and most of those initially resistant to accessing substance misuse services have engaged with Calderdale Recovery Steps drug treatment service and are in treatment.

Unfortunately some people were required to leave the hub as a result of their behaviour; they were however offered alternative accommodation. No-one was evicted from the whole accommodation offer

Because of the success of the hub and in view of the second lockdown and continuing concern about infection rates, CMBC Public Health Service has agreed to fund the continued operation of the hub until the end of March 2021.

Temporary accommodation and Covid -19

Households with children and some of the single people made homeless during the 'Everybody In' initiative period were accommodated in mainstream temporary accommodation. In total 131 households were placed in mainstream temporary accommodation during the first lockdown. Facilitating move on was very difficult at the beginning of lockdown as most landlords, both social and private stopped letting their properties.

At the start of the lockdown period there were 16 households resident at Calderdale Women's Refuge. Initially admissions to the Refuge were halted but soon able to restart with a further 14 households accommodated during the lockdown period. 26 households were able to move on from refuge during lockdown including 16 into accommodation in Calderdale.

People not normally eligible for homelessness assistance were also provided with accommodation during the pandemic.

Move -On funding

Calderdale made successful bids for move-on funding and secured a total of £822,000. Revenue funding has been provided to employ two Move- On Officers in house who will work with people accommodated during Covid to move on into settled accommodation. The bulk of the funding secured will facilitate partnership work with Horton Housing to establish a portfolio of ten dispersed properties for use by people recovering from rough sleeping going forward.

A bid has also been submitted for Changing Futures funding to establish a 24/7 accommodation hub for rough sleeper and other homeless single people with multiple and complex needs. If the bid is successful, the hub would provide eight units of accommodation with onsite services. A Psychologically Informed Environment (PIE) would be established and a Trauma Informed Approach adopted. The Hub would provide a place of safety to support those living street-based lives who may be continuing to use substances and are unlikely to maintain a tenancy at this stage. The accommodation staff would advocate and support access into services, and when ready support residents moving on to their own tenancies. The accommodation will take a harm reduction approach. We plan to target recruitment towards our local recovery community who have developed interventions at the Covid hub.

Priorities

Continue with the excellent partnership and flexible working that evolved during the Covid pandemic.

Secure funding to continue the RSI funded services during the lifetime of this strategy

Identify funding to establish 24/7 Hub accommodation for people sleeping rough and others with complex needs at very real risk of rough sleeping.

Establish crash pad type provision in the Upper Calder valley area

Increase preventative work to address the routes to the streets, particularly with regard to prison and hospital discharge.

Adopt a trauma informed approach across all services working with homeless people.

Implement the recommendations of the Burnt Bridges Report

Availability of affordable rented housing for homeless households.

Relatively few households that are homeless or at risk of homelessness are in a position to buy a home; the vast majority will need to find affordable rented accommodation in the private or social rented sectors. A small proportion will require supported accommodation, which will usually be provided by the social or charitable sectors. If the number of households approaching for homelessness assistance remain similar to those owed a duty in 2019/20 then in the region of 900 affordable rented homes will be needed each year.

Private Rented Housing

Around 16,600 homes in Calderdale are believed to be privately rented and as such private renting is the second most common tenure in Calderdale with the sector having grown considerably following the credit crunch in 2008.

Average private sector rents in Calderdale can be seen in table 7 below.

Property Size	Calderdale			West Yorkshire		
	Mean	Lower Quartile	Median	Mean	Lower Quartile	Median
Single room	£356	£347	£368	£367	£325	£368
Studio	£356	£325	£350	£445	£375	£460
1 bed	£413	£375	£400	£515	£395	£475
2 bed	£501	£450	£495	£605	£475	£560
3 bed	£600	£500	£575	£700	£575	£650
4+ bed	£835	£650	£750	£1,213	£795	£1,000

Source ONS: private rental market Summary Statistics England . December 2020

The majority of homeless households are reliant on either Housing Benefit or the housing element of Universal Credit to fund all or part of their rent payments and the maximum amount of help they can receive for a privately rented home is known as the Local Housing Allowance (LHA) . If the rent charged exceeds the Local Housing allowance the household has to find the difference from their income.

The Calderdale Local Housing Allowance rates for 2021/22 are set out in Table 8 and as can be seen, the rate payable is in the main, lower than the average and often the lower quartile rents in the Borough. This means that homeless households moving into the private rented sector will need to use some of their remaining benefit allowance to fund their rent payments.

Property Size	Weekly £	Monthly £
Single room	70.50	305.50
1 bedroom	86.30	373.97
2 bedroom	103.56	448.76
3 bedroom	120.82	523.55
4+ bedroom	149.50	648.22

Single people under the age of 35 in privately rented housing are in the main, only eligible to receive the single room rate of the Local Housing Allowance. As a consequence they will usually be occupying a bedsit with shared bathroom facilities, often in a house in multiple occupation. Of the households owed a homelessness duty in 2019/20, 328 (38%) were single and under thirty-five and there is a very shortage of good quality privately rented shared or studio accommodation in Calderdale that is affordable for this age group.

The number of private rented homes that become available each year is not known, but in 2016, 502 properties were advertised on Zoopla.

Social Housing

Twenty-three housing associations between them own a total of 14,247 properties in Calderdale of which 12,767 are classified as ‘general needs’ properties⁴. The largest landlord is Together Housing with a stock of 10,340 properties. Ten housing associations are specialist supported housing providers and mainly accommodate people with a learning disability or mental health issue, but two (Chartford and MySpace) provide accommodation for young people or people who are generally vulnerable. In total there are 275 units of supported housing in Calderdale .

Table 9 shows the breakdown by size of the housing association general needs stock in Calderdale together with the average rents.

Table 9 General needs housing association stock in Calderdale by size and rent

Number of bedrooms	Number of social rented units	Average social rent (monthly)	Number of affordable rented units	Average affordable rent (monthly)
0	40	£310	0	-
1	5374	£339.34	76	£356.68
2	3643	£367.42	234	£393.81
3	2750	£397.89	273	£453.70
4 +	364	£461.06	13	£494.87
TOTAL	12171		596	

* Source RSR returns

As can be seen, average rents for social housing are lower than private rents. In addition the single room rate restriction does not apply in social housing and single people under the age of 35 will receive either Housing Benefit or the housing element of Universal Credit for a one bedroom property. Unless the rent charged is unreasonable (or the tenant has exceeded the Benefit Cap) the full rental element together with eligible service charges will be paid. Social rented housing is therefore much more affordable for homeless households

According to the CORE returns 1180 general needs properties became available for letting in 2019/ 20 with the majority owned by Together Housing.

⁴ Regulator of Social Housing. SDR-19 Geographic Look-up Tool

Table 10 shows the size and type of properties let by Together Housing in 2019/20

Table 10 . Properties let by Together Housing 2019/20						
Property Type	Number of bedrooms					Total
	0	1	2	3	4+	
Bedsit	4	-	-	-	-	4
Bungalow	-	98	9	2	-	109
Flat	-	492	134	7	-	633
Maisonette	-	-	26	11	1	38
House	-	-	139	113	9	261
Total	4	590	308	133	10	1045

Two thirds of households owed a homelessness duty are single. This means that there is considerable demand for affordable one bedroom properties in addition to homes more suitable for families.

In total 594 Together Housing homes were let to single or couple households including 150 where the lead applicant was under 35. The average time from application to tenancy commencement for Together Housing properties let either via keyChoice or via the Together Housing website was 287 days. For bedsits and one bedroom flats this was reduced to 211 days.

Over the past five years more rigorous affordability and financial checks on prospective tenants have been introduced by social housing providers. As a consequence, it is ever more difficult for homeless households to satisfy lettings criteria and for households who have previously been evicted by a social landlord or who owe rent arrears and other debts, access into social housing can be problematic. The Social Housing White Paper published in November 2020 includes a commitment that Government will consider how barriers to social housing for homeless households can be removed as well as how to ensure that vulnerable households are able to navigate Local Authority allocations systems.

Most social housing in Calderdale is let via the KeyChoice Choice Based lettings system and in November 2020 KeyChoice membership stood at 7285 including 55 with the highest degree of priority (Gold banding). The KeyChoice allocation policy has recently been reviewed to ensure that it complies with the provisions of the 2017 Homelessness Reduction Act but given the likely waiting time It is essential that households at any risk of homelessness who are seeking social housing join the KeyChoice register and peruse housing association websites as soon as possible. It is also essential for those who do have former tenancy debts that repayment arrangements are established and maintained.

The shortage of affordable housing nationally is well documented and all local authorities are working to increase the supply. The Calderdale Local Plan includes provision for an additional 3671 affordable properties (a mix of rented and low cost home ownership) between 2016 and 2035.

Priorities

Work with RSLs and private landlords to create more affordable housing for single people under 35.

Develop protocols with social landlords to improve access to social housing for homeless households with former tenancy debts.

Our Vision and Themes.

Over the next three years we intend to end rough sleeping in Calderdale and continue to develop effective homelessness prevention and relief services

We will do this by focussing on three themes:

- 1. Prevention of homelessness**
- 2. Improving and expanding our interventions when people become homeless**
- 3. Enhanced support to help people move on and recover from homelessness and rebuild their lives.**

Our Action Plan is built upon these themes and incorporates the priorities outlined in the strategy

Action Plan

Cross Cutting Actions

The following actions cut across the three themes of Prevention, Intervention and Recovery:

Action	Lead Agency
Adopt a Trauma Informed Approach across all agencies working with homeless and potentially homeless people	All
Strengthen multi-agency working and establish a co-ordinated approach to working with homeless and potentially homeless people	All
Continue and develop task and Targeting Type meetings and widen participation in multi-agency meetings regarding individual clients	CMBC
Review pathways to and delivery of mental health services to improve access and engagement for homeless people	CMBC & NHS
Develop housing pathways for young people	CMBC Housing and Children's Services
Develop a housing pathway for people who have a history of rough sleeping or have complex needs	CMBC and Horton
Employ or recruit people with lived experience of homelessness and rough sleeping to provide peer support on a paid or volunteer basis.	Horton
Review commissioning arrangements by health and social care to ensure the needs of the client group are fully embedded in commissioned services.	CMBC
Implement the recommendations of the Burnt Bridges report	All

Prevention

Action	Lead Agency
Undertake work in schools and colleges to raise awareness of homelessness amongst staff and pupils	CMBC Housing
Review and improve the information for homeless and potentially homeless households on the Council and partner's websites	CMBC Housing
Ensure that information about the assistance available for rough sleepers is disseminated across the Borough	All
Further develop mediation services to help prevent a relationship breakdown between young people and their parents.	CMBC and commissioned services
Undertake training and other work with agencies working with young people to reduce the number of crisis homelessness presentations from young people	CMBC Housing and Children's service
Develop a Housing protocol for Care Leavers with Children's Services and Pathways	CMBC Housing and Children's Services
Ensure that the Housing Options Service is fully able to support people at risk of repossession and eviction as a result of the Covid-19 pandemic.	CMBC Housing
Expand outreach provision for people with street-based lifestyles to include key health services	NHS
Develop a system for early identification of people (including young people) at risk of homelessness	All
Review Sanctuary measures as part of the Domestic Abuse Accommodation and Support needs assessment to ensure that sufficient provision is available	Domestic Abuse Partnership
Improve links with prison services to reduce the risk of homelessness on prison discharge	CMBC Housing Probation Services
Work with mental health in patient services to reduce the risk of homelessness on discharge from hospital.	CMBC Housing SWYPFT
Work with RSLs and private landlords to create more affordable housing for single people under the age of 35	CMBC Housing
Strengthen landlord liaison work within homelessness services to prevent evictions and improve access to privately rented accommodation	CMBC Housing
Develop protocols with un-commissioned supported accommodation providers to reduce evictions	CMBC Housing

Intervention

Action	A
Ensure that all staff working with homeless households have an empathetic approach	All agencies
Provide same day accommodation for people who are sleeping rough	CMBC Housing
Establish an accommodation hub for people sleeping rough with on- site services that include health and substance treatment and recovery services.	CMBC and Horton Housing
Ensure that any Hub provision incorporates a Psychologically Informed Environment (PIE)	Horton Housing
Ensure the continuation of crash pad provision for rough sleepers unable to access hub accommodation and create provision in the Upper Valley.	CMBC Housing Horton Housing
Secure funding to continue the provision of navigator and assertive outreach services for people sleeping rough.	CMBC Housing
Ensure that health services are accessible for all homeless households and are user focussed.	CMBC and NHS
Ensure that health and well being assessments are undertaken with all homeless people in temporary, refuge or hub accommodation	CMBC , Horton Housing and NHS
Explore the possibility of creating on-site provision for intravenous drug users in a hub setting	CMBC Public Health
Develop reconnection protocols with neighbouring authorities to help homeless people who want to, to return to areas where they have family or other support	CMBC Housing
Establish life-skills training and ETE provision in all temporary accommodation including the women's Refuge and Hub.	All temporary accommodation providers
Ensure that the joint housing protocol for Care Leavers addresses the issue of intentionally homeless decisions.	CMBC Housing Pathways
Ensure that protocols for people with no recourse to public funds who become homeless as a result of domestic abuse are reviewed and continue.	CMBC
Develop links with charities and other organisations to ensure that homeless people without recourse to public funds can be supported.	CMBC Housing

Recovery

Action	
Develop a protocol with Together Housing and other RSLs operating in Calderdale to ensure that homeless people with former tenancy debts are able to obtain social housing	CMBC Housing and CHALMs members
Explore the possibility of establishing Housing First provision in Calderdale	CMBC Housing
Establish personal budgets for homeless households to facilitate a move into settled accommodation	CMBC Housing
Secure funding to continue tenancy sustainment services for former rough sleepers throughout the life of the strategy	CMBC Housing
Recruit volunteer befrienders to support people moving on from rough sleeping	Horton Housing
Develop ETE provision for people moving on from homelessness.	CMBC
Establish the need for supported housing for people who have experienced homelessness	CMBC
Minimise the time spent in temporary accommodation particularly for families	CMBC Housing

Homelessness and Rough Sleeping Strategy Steering Group

The strategy steering group is made up of the following people and organisations:

Name	Organisation
Nicola Kyser-Forrest	CMBC Homelessness Services
Niamh Cullen	CMBC Public Health
Angela Everson	WomenCentre Calderdale and Kirklees
Gillian West	CMBC Housing Services
Debbie Lynch	Horton Housing
Michelle Foster	The Basement Recovery Project
Lisa Spencer	Pathways
Haydon Coventry	CMBC Housing Services
Jayne Leech	VSI Alliance
Islam Ahmed	Ministry of Justice (Probation Services)
Helen Ward	West Yorkshire CRC
Mark Patterson	Together Housing
Rebecca Wyatt	Christians Together Calderdale
Julie Charalambous	Smartmove
Ian Bailey	CMBC Homelessness Services
Andy Furness	CMBC Halifax Customer First
Luke Turnbull	NHS Greater Huddersfield CCG
Helen Belgrave	NHS SWYT
Emma Ward	CMBC Children and Young People Services
David Chambers	CMBC Children and Young People Services
Terence Hevicon-Nixon	CMBC Adult Services and Wellbeing
Adele Molyneux	Calderdale Recovery Steps
Libby Smith	CMBC Adult Services and Wellbeing
Dinah Coggins	NHS Greater Huddersfield CCG