

Policy Committee Decision Report

Title of Report:	Homeless Prevention and Rough Sleeping Strategy Action Plan Update
Date of Decision:	19 th September 2024
Report To:	Housing Policy Committee
Report Of:	Chris Ellison- Interim Director of Housing
Report Author:	Laura Costa- Service Manager Commissioning and Partnerships- City Wide Housing

Executive Summary: To update the Housing Policy Committee on the delivery and progress of the Homeless Prevention and Rough Sleeping Strategy Action Plan which underpins the Homeless Prevention and Rough Sleepers Strategy, 2023 – 2028. The Strategy and Action Plan is now in the 2nd year of delivery. The report provides an overview of the delivery thus far, seeks endorsement of continued delivery, and approval of the 12 new actions identified and deletion of 1 action.



Council Plan outcomes:

[A place where all children belong and all young people can build a successful future](#)

[Great neighbourhoods that people are happy to call home](#)

[People live in caring, engaged communities that value diversity and support wellbeing](#)

Policy Committee remit:

This report is to be considered by the Housing Policy Committee as its remit includes: Functions of the Council as Local Housing Authority, including Homelessness as stated in: [Part 3C - 3.3 Matters Delegated to Committees May 2024.pdf \(sheffield.gov.uk\)](#)

Does the report contain confidential or exempt information? No

Recommendations:

Housing Policy Committee is recommended to:

1. Continue endorsement of the delivery of the Strategy and Action Plan.
2. Seek the approval of 11 new actions and deletion of 1 action.

Financial Implications: Yes- Approved by: Paul Foster

Legal Implications: Yes- Approved by Gemma Beecroft

Equality and Inclusion Implications: Yes- Approved by Ed Sexton

Full Equality Impact Assessment Completed: EIA ID: 2810 *Appendix 1* [Homeless Prevention and Rough Sleeping Action Plan EIA](#)

Climate Change Implications: Yes- CIA- *Appendix 2* [Homeless Prevention Report- CIA .xlsx](#) Approved by: Suzanne Allen

Background Papers: *Appendix 3- Peter Mackie Homeless Prevention Typology*
Appendix 4- Yr 1 and 2 Action Plan Summary

1. Background to the issue

1.1. Homelessness Prevention and Rough Sleeping Strategy Action Plan

The Action Plan was approved by the Housing Policy Committee (HPC) in March 2023. Although the action plan is not a statutory or legal requirement, it was accepted, this was the best way to keep on track with delivering the Homeless Prevention and Rough Sleepers Strategy 2023 – 2028. The actions have been agreed with our partner agencies who were consulted on the plan and members of our Homelessness Prevention Strategic Board (HPSB) or Forum.

The actions are categorised into themes and work streams, to support effective delivery and project management. The themes mirror the priorities of the Strategy:

- 1) Tackling Inequalities
- 2) Supporting People through the Cost-of-Living Crisis
- 3) Proactively Preventing Homelessness
- 4) Improving Services to Support Vulnerable Groups
- 5) Tackling Rough Sleeping
- 6) Improving Housing Options and Support
- 7) Strengthening Partnerships and Improving Systems

1.2. Additional Priorities

Additional priorities have been identified following the report to Housing Policy Committee, on the Financial Impact of Temporary Nightly Paid Accommodation, in March 2024. Following the Committee Report, it was approved to progress with 4 priorities, to address the hostel subsidy loss and financial impact on the Council, in relation to increased use of B+B's to meeting Temporary Accommodation duties (TA). Progress against these priorities are detailed in this report.

1.3. Homeless Overview

1.3.1 In 2022-2023 3,964 households presented to the Council as currently, or at risk of Homelessness, with the main reasons being:

- 26% Asked to leave by family and/or friends
- 19% Fleeing Domestic Abuse
- 14% Loss of Private Rented Housing

1.3.2 We continue to see improvement in preventing Homelessness, in 2021/2022 58% of people owed a prevention duty, became Homeless, this reduced to 48% in 2022/2023, In 2024 we have the highest percentage of household's

secure accommodation since 2021. Although we are seeing some improvements in prevention, including a dedicated Homeless Prevention Team, we continue to experience similar presentation numbers through 2024. As a result, the use of TA has increased by 29.3% since 2022 to 2023. As of March 2024, a total of 725 households were in TA, including 391 in B+B emergency provision. In line with national housing pressures, Sheffield is experiencing a shortfall of affordable housing for the use of emergency and move on accommodation, resulting in limited options and increased lengths of stay in emergency provision.

- 1.3.3 A key challenge in 2023/2024 was responding to the Streamlined Asylum Process (SAP). This resulted in Asylum Seekers and Refugees, currently in Home Office accommodation having their applications speeded up. This included shortening of notice periods to leave the accommodation from 28 days to 7, following a positive or negative decision. The notice periods have since, reverted to 28 days. However, this created additional challenges for Housing Solutions, equating to 11% of total Homeless Presentations in 2022/2023, in comparison to 5% in 2021/2022. We continue to see increased presentations for this cohort in 2024, at approximately 8% of overall presentations. Many of the households are not in priority need of Housing, subsequently this contributed to the increase in Rough Sleeping. Existing resources were diverted in response, with City Wide Housing, developing and leading on an SAP Accommodation Group with partners, to promptly identify solutions.
- 1.3.4 Rough Sleeping is the most visible and harsh form of Homelessness and continues to be a growing problem nationally and Sheffield is no exception to this. In the 2022 annual single snapshot data reported to Ministry of Housing Communities and Local Government (MHCLG), 15 people were identified as Rough Sleeping, this increased to 31 in 2023, equating to an increase of 106%. Although addressing Rough Sleeping in Sheffield continues to be a challenge, we continue to see low numbers of new people Rough Sleeping and when we do their needs are promptly addressed.

1.4 Homewards

- 1.4.1 Sheffield is one of 6 Flagship areas, and the Council continue to work with The Royal Foundation (TRF), as a coalition partner to deliver the Homewards Programme, following the successful Expression of Interest led by the Council. Homewards have committed to providing a package of support by providing additional capacity, seed funding, evaluation and learning. There is a Homewards partnership, made up of a National Expert Panel, Sector Partners, Initial Activators and Initial Advocates. They have also pledged to deliver an Innovative Housing Project (IHP), which will focus on young people and families and have launched the Homewards fund with a value of £500,000 over a 5-year period to provide seed funding for projects.

1.4.2 Through work with the coalition members, Homewards have identified 7 key areas of focus.

1. Community Hubs and Support Pathways
2. Young People and Families
3. Equality, Diversity and Inclusion
4. Employment Pathways
5. Housing Supply
6. Data and Analytics
7. Communications, Narrative and Reframing

1.4.3 Homewards are in the process of confirming the model for IHP, local action plan and governance of the Programme. A report for Strategy and Resource Committee is currently in development, which will further outline the programme and how this will support the delivery of the Homeless Prevention and Rough Sleeping Strategy and the Council's involvement.

2 Proposal

2.1. Prioritisation of Actions

2.1.1 To support the categorisation and prioritisation of actions, a model developed by Professor Peter Mackie's Homeless Prevention Typology has been used, *refer to Appendix 3*. The typology identifies, 5 different stages of Homeless prevention. This has assisted us in focussing on earlier prevention activity, particularly on Stage 1 (Universal prevention) and Stage 2 (Upstreaming Prevention)

2.1.2 As part of the categorisations of actions, we identified target delivery years, with the ambition to complete all actions by 2028, aligning with the Strategy delivery period. A particular consideration when identifying delivery timeframes was understanding the interdependencies and subsequent impact on the following areas:

1. The current financial pressures of TA and B&B to the council.
2. Safeguarding of vulnerable people.
3. Compliance with Government and Homeless legislation requirements and action plans.
4. Interlinking priorities in other relevant Council strategies.



2.2. Summary- Year 1- 2023/2024 Delivery Highlights

2.2.1 Strategic Management and Oversight

In October 2023, a new Commissioning and Partnerships team was developed within City Wide Housing, with oversight of Commissioning, Housing Related Support and Accommodation and Homeless Prevention and Rough Sleeping Strategy. Within this team, one new post has been appointed, funded by the Rough Sleeper Programme and one additional temporary post funded via the Homeless Prevention Grant, until the end of October 2024, to give capacity to progress the action plan. Both posts are Grade 9, to lead and drive areas of delivery.

2.2.2 Homeless Prevention Strategic Board

Governance arrangements were reviewed in December 2023 and what was previously the Steering Group was re-established as the Homelessness Prevention Strategic Board. This enabled a more diverse partner membership, including lived experience, Homewards, additional colleagues from Children's and Young Peoples Services and charities such as SADACCA (Sheffield and District African Caribbean Community Association), to govern the delivery of the Strategy and Action Plan.

2.2.3 Homeless Prevention Forum

Alongside this the Homeless Prevention Forum was reviewed. The forum enables a diverse and broad range of providers and partners to share practice, information and development in relation to preventing Homelessness. The Forum is held every quarter, with between 60 and 80 people attending. Varying topics have been covered, this has included a panel discussion on private rented options, made up of different services, including lived experience and landlords to present information in an innovative way, with the aim of increasing the positive profile around private renting. This has resulted in more people being aware of the Council's initiatives to support landlords in preventing evictions and accessing financial incentives. Following feedback from members, a separate networking event was arranged by the Council and held at the Town Hall, enabling front line staff to find out information and service offers, resulting in increased use of existing provision in an effective way. Positive feedback has been received regarding the forum, with 4 out of 5 people finding it either very useful or extremely useful. This is consistent with all events we've held, with one attendee providing the following feedback:

"The forum is an opportunity to learn something new, see different perspective, discuss ideas and opportunities, catch up with old faces and meet partners in person".



2.2.4 **Supported Accommodation**

Following successful bids to Government and funding via the Rough Sleeping Programme work has been undertaken to mobilise new accommodation, via the Rough Sleeping Accommodation and Single Homeless Accommodation Programme for people currently, at risk of, or with a history of Rough Sleeping. This has provided an additional 74 units of accommodation, with 37 currently occupied and the remaining to mobilise prior to March 2025.

2.2.5 **Service Improvement**

A Service Improvement Plan was implemented for the Housing Solutions Service to address the very high level of demand and to improve the experience and outcomes for customers as the number of households placed in B+B's has increased. This included an improved induction and training plan for staff.

2.2.6 **Changing Futures**

The Changing Futures programme has enabled systemic improvements and improved support and outcomes to people with multiple and complex needs. This has included reviewing approaches to risk management and highlighted issues such as cuckooing. As a result of the learning, we have funded 2x Lived Experience Peer Support Workers, via the Rough Sleeping Initiative, to provide support and improve engagement for people Rough Sleeping.

2.2.7 **Duty To Refer**

Under the Duty To Refer (DTR), Specified Public Bodies, such as Probation and Adult Social Care, have a duty to refer households, where there is risk of Homelessness. In 2022-2023, Sheffield received 274 DTR referrals, equating to 7% of overall assessments, in comparison to other core cities such as Bristol with 14.2% and Leeds with 13.7%. To support with improving prevention outcomes, a focus is required on improving DTR referrals with the relevant Public Bodies. We have identified other DTR processes, within Local Authorities to understand how this can be improved. A task and finish group has been set up to improve internal recording of referrals and processes and we're looking to reach out to services and people with lived experience to design new processes collaboratively.

2.2.8 **Cost of Living**

Addressing cost of living, poverty and increasing income, remains a key area in preventing Homelessness. The cost-of-living team have implemented various actions as part of the cost-of-living workstream, including establishing a Community Support Helpline and the operation of



over 300 welcome spaces which provide a space for people to access help in local communities. A Yorkshire Water partnership agreement has been developed resulting in reduced water rates for thousands of tenants across the city. Through the South LAC, income maximisation pilot, an investment of £40,000 was provided to enable people to maximise income via varying social tariffs, including accessing Council Tax Benefit, Free School meals and alternative energy and broadband tariffs, resulting in £72,000 of savings for residents, all of which will significantly contribute to preventing Homelessness.

2.2.9 **South Yorkshire Mayoral Combined Authority**

We have been working with the South Yorkshire Mayoral Combined Authority (SYMCA) Task Group to undertake research into sub-regional Homelessness and the South Yorkshire Housing Partnership to identify areas where we can take joint action. SYMCA have commissioned research via Homeless Link to understand what works in terms of preventing Homelessness, with Sheffield contributing to this. As a result, draft regional outcomes have been developed and once confirmed will be embedded into the Action Plan.

2.3 **Year 2 Summary:**

2.3.1 In 2024/25 we are prioritising 32 actions. Some of these commenced in year 1 and 2 but will span over the wider delivery of the Strategy lifespan due to detail and complexity.

2.3.2 The actions identified as complete are:

- 1) Working Closely with Landlords on the Implementation of Call Before You Serve scheme
- 2) Co-location of Independent Domestic Violence Advocate working in Housing Solutions
- 3) Create a new post funded by the RSI programme to effectively manage Rough Sleeping services for people with complex and enduring patterns of Rough Sleeping.
- 4) Expand Housing First Service, with currently 38 people in Housing First Tenancies and 22 additional people supported while awaiting properties.
- 5) Targeted provision for abstinence-based accommodation, providing 21 units of supported accommodation.
- 6) Strengthening a joint partner response to tackling Homelessness

2.4 **Year 2 Priorities**



2.4.1 **Tackling Rough Sleeping**

In response to the increase in Rough Sleeping a Summit was held on the 12th of July 2024. Attendance included key decision makers from Adult Social Care, Police, Communities, MHCLG and Charities. The Summit was held with the intention of galvanising action and taking collective responsibility in tackling and ending Rough Sleeping. The event was successful and identified tangible outputs to take forward. A key focus now, is addressing the needs of people with entrenched experience of Rough Sleeping, who have the most complex needs and experience of multiple disadvantages, some of whom have Health and Social Care Needs. Working with partners, including Adult Social Care, Health, Community Safety and Housing Providers to collectively adapt our approach and offer to support this group of people into sustained, supported and independent accommodation and living.

In May 2024, MHCLG issued guidance to Local Authorities, with recommendations to Safeguarding Adult Boards regarding people Rough Sleeping. This includes recommendations to commission Safeguarding Adult Reviews, in cases of death involving Rough Sleeping, having appropriate governance in place to enable system wide change and a named board member which has since been identified as the Head of City-Wide Housing. As a result of the recommendations, key information and progress regarding Rough Sleeping has been included in the Annual Safeguarding Report.

A revised Action Plan, regarding Rough sleeping is being developed and will be presented at a future Housing Policy Committee that specifically addresses Rough Sleeping, prioritising systemic issues and collaborative co-ordinated multi-agency responses. We will be improving performance management across the Rough Sleeping programme and collaborative working. Gaps in accommodation will be addressed by implementing the supported housing review and funding will continue to be identified. We have established specialist TA for men who have been Rough Sleeping, and we have stopped using a hotel for people who have been Rough Sleeping. Our programme of positive activities is becoming established and is critical to helping people develop their independent living skills and sustain their new tenancies.

2.4.2 **Improving Access to Information**

We are working with over 80 organisations to make sure there is good up-to-date information about Homelessness on the Sheffield Directory as we frequently hear that people don't know what services are available. Work will also commence in updating our website, providing more quality and accessible information regarding Homelessness and pathways, such as DTR to enable people and services to access early advice.

2.4.3 **Improving Pathways for Domestic Abuse**

We are currently in the process of delivering a specific project to improve pathways and outcomes for people experiencing Domestic Abuse, this includes progressing with Domestic Abuse Housing Alliance Accreditation (DAHA) which will improve the Council's quality of response to Domestic Abuse, including increasing Homeless prevention interventions for people experiencing Domestic Abuse. Following initial feedback from DAHA it is projected accreditation could be achieved by Autumn 2025.

2.4.4 **Responding to the Prison Crisis**

We will continue to build on partnerships with Prison and Probation to improve pathways for people leaving custody that require support with housing on release. We have increased resource within Housing solutions to support this, via funds from the Rough Sleeping Initiative Programme. As a result of investment in this partnership, we consistently receive 60-65% of DTR referrals from Probation. Although improvements have been made with the pathway, the ongoing Prison population crisis has increased demand. In July 2024, The Lord Chancellor announced to lay a Statutory Instrument (SI) before Parliament, to reduce the time those sentenced to eligible standard determinate sentences (SDS) serve in prison from 50% to 40% of that sentence. The changes will have two commencement dates for 2 'tranches'. Tranche 1 will apply to those serving sentences under 5 years from 10 September 2024, tranche 2 will apply to other eligible prisoners (5 years and more) from 22 October 2024. A proportion of these prisoners will be due for immediate release on the two commencement dates. Probation have confirmed that a person's housing situation upon release, will not determine if they are eligible, or not for early release. Officers across the Council have been working with the Prison and Probation Service to understand, the impact this will have on varying services such as Homelessness, Domestic Abuse and Substance Treatment Services. In August 2024, a round table discussion took place to discuss specific numbers and mitigation, including providing a multi service response to assessments on the 10th September 2024. We expect to see c40 individuals released from prison, under early release and usual release, present as Homeless in September.

2.4.5 **Responding to Cost of Living**

We will continue in working with colleagues in response to the cost-of-living response and workstreams, including work around income maximisation, ensuring we apply models of support within the Housing Solutions team, via the appointed Financial Inclusion Officers. We will also ensure key information and support is accessible for people with a housing worry and collaborate with the team on the implementation of the community based Homeless prevention service, ensuring cost of living support is included in the core offer to prevent Homelessness.

2.4.6 **Responding to Youth Homelessness**

In Sheffield we continue to see a relatively low number of Young People presenting as Homeless, owing to successful, existing pathways. In 2022-2023, 2.4% of total households assessed, where a duty was owed, were a Young Person aged 16-17, Care Leaver or Young Person aged 18-25 that required support with independent living, this is in comparison to other cities such as Manchester at 2.8%. The majority of Young People presenting as Homeless is consistently owing to family not willing or able to accommodate. We have a Care Leavers Protocol in place, which support Young People that are tenancy ready to be accommodated as promptly as possible and prevent presenting as Homeless. In March 2024, a routine visit was undertaken by MHCLG, with positive feedback received around current joint governance and processes relating to Youth Homelessness between Housing and Children's Service, including being above national average for DTR in this area. Feedback also indicated quality supported accommodation in place, which is trauma informed and provides a rapid response. In 2023, the Department for Education annual snapshot indicated 0 Care Leavers were Homeless/NFA or in B&B. However, feedback was also received around improvement to the 16-17 joint protocol and Care Leavers protocol to incorporate best practice and guidance. We also want to improve resources and information to Young People, including enhancing mediation, ensuring they have early advice and guidance regarding housing options.

2.4.7 **Early Help for Refugees and Asylum Seekers**

Although notice periods have reverted to 28 days for leaving Home Office Accommodation, we continue to experience a high number of people presenting as Homeless, as detailed in 1.3.3. Most people in this cohort, are in no priority need of housing, therefore its essential to improve advice and options prior to people receiving notice to improve understanding of housing options and manage expectations to avoid Homeless and/or Rough Sleeping. In collaboration with the Council's Strategic Lead for Migration, we will be developing a programme around early housing options and advice, which will be delivered by Northern College. The first cohort identified are single males within this cohort, due to reduced options, often available to them. The overall programme will provide a range of practical information, including language skills to enable effective resettlement.

2.4.8 **Priority Actions to Address Financial Impact of Hostel Subsidy Loss**

4 Priority actions were agreed by the Housing Policy Committee in March 2024 to complement the existing Action Plan, in rapidly addressing the increasing financial impact of using B+B accommodation. This section of the report explains the progress against these.

2.4.9 **Priority 1: Increasing Homeless Prevention**

Progress has been made regarding the number of Homelessness preventions achieved by the Council team as detailed in 1.3.2, however, we need to accelerate the rate of improvement. It was agreed by the HPC in March 2024 to consider commissioning a community-based housing options and advice service, based in the areas of highest demand. Market engagement has been completed, and outputs analysed. We are now proposing to take this forward by directly delivering the model, to ensure people can access early help, as rapidly as possible before they are threatened with Homelessness. This priority has now been identified on the Action Plan to take forward into year 2.

2.4.10 **Priority 2: Expanding Access to Private Rented Tenancies**

The expansion of Private Rented, was previously identified as an action and work undertaken to expand the number of private rented properties to prevent Homelessness and discharge the full housing duty. This includes support with various aspects, including financial incentives for landlords, such as bonds, prevention of evictions and rent top ups to support people with affordability. The number of units has increased from 164 in April 2023 to 194 in June 2024, with 30 additional tenancies secured in 23/24. Given the level of throughput, including tenancy quits and new tenancies coming in, it is projected the total number of tenancies will reach 209 by March 2025. Although there has been progression, we recognise there is more work required to achieve the target of 600 units by 2028. To support this increase, we have liaised with other Local Authorities to discuss delivery models and continue to attend key events to engage with Private Landlords. In addition, we work are collaborating with Homewards on the IHP delivery, which includes procuring units of accommodation from the Private Rented Sector. Work in this area will continue into year 2.

2.4.10.1 **Priority 3: Commissioning More Supported Housing from Registered Housing Providers**

It was agreed by the HPC in March 2024 to consider commissioning supported housing, from registered housing providers, for households who are Homeless, require support and would otherwise be placed in TA. This model would provide a more appropriate housing option and reduce financial pressures, in relation to hostel subsidy loss as eligible housing costs are fully covered by Housing Benefit. A market engagement exercise was carried out to test the viability of the model, with results indicating that a small number of units c20, varying in configuration and size, may be available within the next 6 months. This is dependent upon, if we can identify funding for the support element which would not be eligible for Housing Benefit. More accommodation may be available, but all providers would need to acquire or lease properties for this and to do so, require assurance from a commissioned contract. A Business Case is being developed for this to provide alternatives for both families and adult

households. This priority has now been identified on the Action Plan to take forward into year 2.

2.4.11 **Priority 4: Private Sector Leasing**

It was agreed by the HPC in March 2024 to consider development of a Private Rented leasing model. A market engagement exercise was completed on Private Sector Leasing to provide TA. In evaluating this exercise and learning from the experience of other Local Authorities around varying leasing models and associated risks and benefits, we have determined that improving access to social housing should be pursued before we consider leasing private sector properties. This is because there is still potential to improve the void performance on our own stock and make changes within the current Allocation's Policy to provide a greater proportion of properties to people with a housing priority including Homeless households.

2.5 **Reviewed Actions**

2.5.1 Following review, a total of 12 new actions have been identified in acknowledgement of the evolving landscape, challenges, local/national policy and regulation, including the Regulator of Social Housing. The 12 new actions have been added to the Action Plan, as detailed in *Appendix 4*.

2.5.2 These include actions include, developing a community based Homeless prevention model, commissioning more supported housing for households that are Homeless, reviewing the 16-17 and Care Leaver protocol and achieving the DAHA accreditation.

2.6 **Project Management**

2.6.1 A new reporting dashboard will be implemented, which will improve the way information is shared and updated with the HSPB and other interested parties. This includes developing a SharePoint site where all partners can access the Action Plan, along with many other documents, to see our agreed priorities and progress. The team are also changing the format of the Action Plan to make it more user friendly, including easily navigating which priorities fall into what target delivery year, than in its current form.

3. **How does this decision contribute to the Council Plan?**

3.1 **Council Plan outcome**



- 3.1.1 **Caring, Engaged Communities-** [People live in caring, engaged communities that value diversity and support wellbeing](#)
- 3.1.2 Work with communities to ensure people can access support and live the lives they want. Delivery of the Action Plan will actively contribute to this priority by improving early help and prevention regarding Homelessness.
- 3.1.3 Enable everyone to feel valued and supported, tackling inequalities and celebrating the diversity of all our communities. Delivery of the Action Plan will collectively work with colleagues and partners to improve access to cost of living resources and support, to effectively tackle poverty and subsequent Homelessness, that is often linked to Homelessness. The Action Plan, also responds to some actions identified in the Race Equality Plan, ensuring we understand the needs of specific communities and minorities in preventing Homelessness.
- 3.1.4 **Great Neighbourhoods-** [Great neighbourhoods that people are happy to call home](#)
- 3.1.5 High quality neighbourhoods which are clean, green, resilient and safe, and where people can live healthy lives. Delivery of the Action Plan will improve the response to people experiencing Domestic Abuse within our communities, providing improved responses to enable people to remain in their home and prevent Homelessness.
- 3.1.6 Increase the availability, quality and range of housing in our neighbourhoods. The action plan states we will commission and mobilise accommodation that is affordable and for people at risk of or are currently experiencing Homelessness. When commissioning accommodation, we will be ensuring this is from Registered Providers that are able to meet the required standards.
- 3.1.7 **Children and Young People** [A place where all children belong and all young people can build a successful future](#)
- 3.1.8 Address inequalities for our children and young people and ensure we are equipped to support them. We understand that young people experiencing or have experienced significant challenge, and trauma, will be more vulnerable to Homelessness. In addition to this we understand how housing insecurity can impact children and young people's education, opportunities and development. Research is currently being conducted by the University of Sheffield, University of Cambridge, University of Birmingham, and the University of

Liverpool to understand the impact around housing insecurities. The Council is working with the University of Sheffield in the development of this. The research has developed a 'housing insecurity scoring system' using various local and national data sets. The scoring in In Sheffield, suggests income and education deprivations are strongly associated with housing insecurity, with moderate risk to housing insecurity being spread across the city, with areas such as Firth Park and Burngreave being at increased risk.

3.2 People – Prosperity – Planet

3.2.1 People- Engagement with partners and people is a critical area on delivering the Action Plan. We will continue to engage with a diverse range of people on the delivery, ensuring feedback is considered and implemented.

3.2.2 Planet- Delivery of the Action Plan will consider the impact on the planet throughout, including mobilisation of Housing Stock that is compliant with low carbon and undertaking Climate Impact Assessments for specific activities, where required.

3.3 City Goals

The following City Goals are identified as a link to the delivery of the Action Plan:

- A Green and Resilient Sheffield
- A Sheffield of Thriving Communities
- A Connected Sheffield
- A Caring and Safe Sheffield
- A Sheffield for All Generations

4. What community or partner engagement has been undertaken and how has it informed the proposal?

2.7 Governance

2.7.1 HPC is responsible for the Homelessness Prevention and Rough Sleeping Strategy and the associated Action Plan. The Homeless Prevention Strategic Board (HPSB) governs delivery and progress of this. The board has a diverse membership include Lived Experience, Statutory services, internal and external Partners including multi-tenure housing providers, and Community



and Voluntary Sector. The board has been consulted on the delivery, progress and prioritisation actions and progress will continue to be reported to the board on significant risks, challenges and resource issues, associated with the delivery. In addition, the board has a number of working, task and finish groups, these currently are:

- Domestic Abuse
- Rough Sleeping
- Homewards
- Youth Homelessness

2.8 Consultation

2.8.1 Consultation is undertaken throughout the delivery of specific work streams and actions, this has included:

- Engagement with WAVES (Sheffield End Violence Against Women and Girls)
- Undertaking survey with partners of the Homeless Prevention Forum
- Feedback from key operational groups- such as the Prison, Probation and Housing Group
- Consultation with Changing futures and associate learning
- Rough Sleeper Summit
- Homeless Prevention Forum/ Board

5. What alternative options did we consider?

5.1 Alternative Option 1: Not making amendments to the current action plan

Not making amendments to the current action plan, would result in not responding appropriately to ongoing and evolving Homelessness challenges and pressures. This would potentially increase risk and impact on the financial pressures associated with Homelessness, the Council's ability to meet statutory duties and responsibilities and reputational impact with partners, by not responding to feedback, consultation and emerging challenges.

6. How has equality, diversity and inclusion been actively considered?

6.1 An Equality Impact Assessment has been undertaken, please refer to *Appendix 1* and has identified impact in the following areas:

- Age
- Care Leavers
- Gender



- Sexual Orientation
- Gender Assignment
- Race
- Religion/Belief
- Health
- Disability
- Partners
- Voluntary, Community and Faith Sector.

6.2 The assessment has identified that activity undertaken through delivery of the Action Plan, will be positive with provision and pathways improved for the identified cohorts. No risks in these areas have been identified, therefore no mitigations have been identified as of now. As we deliver the action plan, there may be specific areas that require amendment to avoid and reduce impact around equalities, which will be undertaken throughout the delivery period.

7. Financial and Commercial Implications

7.1 The Homelessness Prevention and Rough Sleeping action plan supports existing investment in these services. Any additional posts or projects will be funded through the Homelessness Prevention Grant or the Rough Sleepers Initiative Grant or other funding opportunities that are identified.

7.2 The Stock Increase Programme, included in the Housing Revenue Account (HRA) Business Plan includes provision for a small number of move on accommodation. Utilisation of our own stock for TA is currently aiding to relieve financial pressure in the short to medium term, whilst prevention outcomes are improved, and suitable alternatives are developed for reduced numbers of TA.

8. Legal Implications

8.1 The Council have a duty under section 179 of the Housing Act 1996, and section 2 of the Homelessness Reduction Act 2017, to provide advisory services on preventing Homelessness, securing accommodation when Homeless, the rights of persons who are Homeless or threatened with Homelessness, any help available and how to access that help.

8.2 The Council also have a duty under section 189B of the Housing Act 1996, and section 5 of the Homelessness Reduction Act 2017, to secure suitable accommodation for all eligible persons who are Homeless.

8.3 The delivery of the strategy, action plan and delivery plan outlined in this report supports the Council in meeting the above duties.

8.4 Further decisions may be required at a later stage and will be in accordance with the Councils Constitution and Contracts Standing Orders.

9. Climate and Environmental Implications

9.1 A Climate Impact Assessment has been completed, please refer to *Appendix 2*. The outcome of the assessment has identified a maximum score of 10, indicating the delivery of the Action Plan will positively contribute towards progress of Net Zero. A full assessment is not required at this stage, but this will be revisited depending on specific actions and workstream's

10. Other implications

10.1 As detailed in the report, a significant amount of strategic and operational workforce, in preventing Homelessness is funded via the Homeless Prevention Grant. The current grant allocation end in March 2025 and we are yet to know if and how much future grant allocation will be received. An exit strategy for the grant will be developed in October 2024, should no further update have been received.

11. Reasons for decision

11.1 Homelessness continues to be a key challenge in Sheffield, with consistently high number of Homeless Presentations to the Council. This impacts the use of TA, provision and subsequently increases financial pressures to the Council. In addition, the impact of Homelessness of the person is significant, and in some cases can have long lasting effects, resulting in reduced opportunities.

11.2 Although improvement is being made in preventing Homelessness, with good progression on the delivery of the Homeless Prevention Strategy, it is essential we continue to deliver the existing and new actions to further advance prevention of Homelessness.

Appendix 3- Peter Mackie Homeless Prevention Typology

PREVENTION

WHAT DO WE MEAN?



Appendix 4- Action Plan

Homelessness Prevention and Rough Sleeping Action Plan 2023 -2028 Actions which start Year 1 and 2						
No. (current AP)	Theme/Priority	Headline	Status	Stage of prevention	Priority Level of Action Years 1-5	New/ Removed / Original
1.08	Tackling Inequalities	Improving Data Insight on Mental Health on HSP.	In progress / actively moving	Upstream	Year 2-4	New
3.13	Proactively Preventing Homelessness	Develop a data project, to identify potential Homelessness earlier.	In progress / actively moving	Upstream	Year 2-4	New
TBC	Proactively Preventing Homelessness	Support with the Housing Insecurity Research, using the research to inform decisions and delivery.	In progress / actively moving	Upstream	Year 2-3	New
4.01	Improving Services to Support Vulnerable Groups	Review 16/17 joint and care leavers protocol	In progress / actively moving	Upstream	Year 1	New
6.10	Improving Housing Options and Support	Commission Supported Housing for the purpose of TA	In progress / actively moving	Emergency	Year 2	New
4.10	Improving Services to Support Vulnerable Groups	Develop community based Homeless prevention service in areas of highest need	In progress / actively moving	Crisis	Year 2	New
4.12a	Improving Services to Support Vulnerable Groups	Update service information on Sheffield directory and across partnership	Good Progress	Universal	Year 1	New

4.12 (b)	Improving Services to Support Vulnerable Groups	Improve the pathway for prison leavers	Good Progress	Upstream	Year 2	New
4.13	Improving Services to Support Vulnerable Groups	Improving pathways to prevent Domestic Abuse	Good Progress	Upstream	Year 2	New
5.12	Tackling Rough Sleeping	Review Rough Sleeper Pathway	In progress / actively moving	Emergency	Year 1	New
5.14	Tackling Rough Sleeping	Co-ordinate work to improve public profile and partnership working	In progress / actively moving	Emergency	Year 1	New
7.11	Strengthening Partnerships and Improving Systems	Develop SharePoint site and newsletter for external partners, to improve collaboration and communication	Good progress	Universal	Year 2	New
1.01	Tackling Inequalities	Review data gathering and recording for people with protected characteristics	In progress / actively moving	Universal	Year 2	Original
1.03	Tackling Inequalities	Involving experts with lived experience when interpreting data and responses	In progress / actively moving	Upstream	Year 1-2	Original
1.05	Tackling Inequalities	Integrate health and social care guidelines into operational delivery	In progress / actively moving	Universal	Year 2	Original
1.06	Tackling Inequalities	Ensure Equality Impact Assessment are consistently	Good Progress	Universal	Year 1-4	Original

		applied throughout delivery of action plan.				
1.07	Tackling Inequalities	Ensure actions delivered align with the outputs within the Race Equality Report	In progress / actively moving	Upstream	Year 2-4	Original
2.01	Supporting People Through the Cost-of-Living Crisis	Upskill the workforce to better understand financial inclusion	Completed	Crisis	Year 2-3	Original
2.02	Supporting People Through the Cost-of-Living Crisis	Increase financial inclusion advice within Housing Solutions, including Income Maximisation advice	Good Progress	Crisis	Year 2	Original
2.03	Supporting People Through the Cost-of-Living Crisis	Contribute to Cost-of-Living Partnerships and encourage consistent practice	Good Progress	Universal	Year 2	Original
2.05	Supporting People Through the Cost-of-Living Crisis	Identify and apply for funding to support towards cost-of-living crisis.	Good Progress	Upstream	Year 1-4	Original
2.06	Supporting People Through the Cost-of-Living Crisis	Increasing and improving public communications regarding financial help	Good progress	Upstream	Year 1	Original
2.09	Supporting People Through the Cost-of-Living Crisis	Removing barriers to accessing earlier financial support	Good Progress	Upstream	Year 1-2	Original
2.06b	Supporting People Through the Cost-of-Living Crisis	Consult people with lived experience/representative organizations to inform analysis of data and proposed actions	Completed	Universal	Year 2-5	Original
2.11	Supporting People Through the Cost-of-Living Crisis	Support engagement with financial support for fuel payments	Good Progress	Upstream	Year 2	Original

3.01	Proactively Preventing Homelessness	Improving public information and guidance regarding Homelessness.	In progress / actively moving	Universal	Year 2	Original
3.02	Proactively Preventing Homelessness	Improving information and guidance for groups with increased risk of Homelessness	In progress / actively moving	Upstream	Year 2	Original
3.03	Proactively Preventing Homelessness	Improve 'Duty to Refer' process	In progress / actively moving	Crisis	Year 1	Original
3.05	Proactively Preventing Homelessness	Improving and sharing information on groups with increased risk of Homelessness	Not started / stalled	Upstream	Year 2	Original
3.06	Proactively Preventing Homelessness	Targeting resources in areas of highest instances of Homelessness	In progress / actively moving	Crisis	Year 2	Original
3.07	Proactively Preventing Homelessness	Create training packages to educate workforce on earlier intervention and awareness.	In progress / actively moving	Universal	Year 2-4	Original
3.08	Proactively Preventing Homelessness	Implement Call Before you Service to reduce eviction from Private Rented	Completed	Upstream	Year 1	Original
3.09	Proactively Preventing Homelessness	Improving mediation interventions to prevent Homelessness	In progress / actively moving	Upstream	Year 2	Original
3.11	Proactively Preventing Homelessness	Implement outcomes from City Wide housing Review	In progress / actively moving	Upstream	Year 2-3	Original
3.12	Proactively Preventing Homelessness	Educating young people, around housing issues and options.	In progress / actively moving	Upstream	Year 2-4	Original

4.02	Improving Services to Support Vulnerable Groups	Review service offer/pathway for under 25 yr olds.	Not started / stalled	Upstream	Year 2-3	Original
4.06	Improving Services to Support Vulnerable Groups	Improve our services through co-production with people with lived experience of domestic abuse to inform our practice and improve systems	Good Progress	Crisis	Year 1	Original
4.07	Improving Services to Support Vulnerable Groups	IDVA Resource to be co-located with Housing Solutions	Completed	Crisis	Year 1	Original
4.08	Improving Services to Support Vulnerable Groups	Improve exit pathways for refugees and asylum seekers leaving assigned accommodation	In progress / actively moving	Crisis	Year 2	Original
4.09	Improving Services to Support Vulnerable Groups	Improve referral process between SCC and healthcare providers	Not started / stalled	Crisis	Year 2-4	Original
4.11	Improving Services to Support Vulnerable Groups	Improve tenancy sustainment for people using substances	In progress / actively moving	Emergency	Year 2-3	Original
5.01	Tackling Rough Sleeping	Improve data sharing and governance across partners	In progress / actively moving	Upstream	Year 1	Original
5.02	Tackling Rough Sleeping	Review exit practices from levels of support to reduce reoccurrence of Rough Sleeping	In progress / actively moving	Repeat	Year 2	Original
5.03	Tackling Rough Sleeping	Develop bespoke packages to support moving into accommodation	Good Progress	Emergency	Year 1	Original

5.04	Tackling Rough Sleeping	Create new strategic management position	Completed	Emergency	Year 1	Original
5.05	Tackling Rough Sleeping	Ensure rough sleeper services are sufficiently funded	Good Progress	Emergency	Year 1-4	Original
5.06	Tackling Rough Sleeping	Expand Housing first service	Completed	Emergency	Year 1	Original
5.07	Tackling Rough Sleeping	Improve access to Employment, education and Training	In progress / actively moving	Emergency	Year 2	Original
5.08	Tackling Rough Sleeping	Increasing move on accommodation	Good Progress	Emergency	Year 1-4	Original
5.09	Tackling Rough Sleeping	Targeted accommodation provision for abstinence	Completed	Emergency	Year 1-2	Original
5.10	Tackling Rough Sleeping	Awareness and support to the hidden Homeless	Good Progress	Emergency	Year 2	Original
5.11	Tackling Rough Sleeping	Targeted accommodation provision for women and LGBTQ+	Not started / stalled	Emergency	Year 2	Original
5.13	Tackling Rough Sleeping	Reduce number of people rough sleeping with accommodation	In progress / actively moving	Emergency	Year 1	Original
6.01	Improving Housing Options and Support	Identify gaps in affordable accommodation and improve options	In progress / actively moving	Universal	Year 1-3	Original
6.02	Improving Housing Options and Support	Improve move on from Temporary Accommodation to support tenancy sustainment	In progress / actively moving	Repeat	Year 1-2	Original
6.03	Improving Housing Options and Support	Prioritise social housing for the Homeless	Good Progress	Emergency	Year 2	Original

6.04	Improving Housing Options and Support	Improve tenancy sustainment at community level, across partnership	In progress/actively moving	Crisis	Year 2	Original
6.05	Improving Housing Options and Support	Increase number of landlords to provide affordable housing.	In progress / actively moving	Universal	Year 2	Original
6.06	Improving Housing Options and Support	Address gaps in specialist accommodation needed in the city for supported housing	Good Progress	Upstream	Year 1	Original
6.08	Improving Housing Options and Support	Address gaps in accommodation needed in the city for permanent homes /Move on Accommodation	Good Progress	Emergency	Year 1	Original
6.09	Improving Housing Options and Support	Improving access to Private Rented Housing	Good Progress	Universal	Year 1	Original
6.11	Improving Housing Options and Support	Develop Housing First provision for couples/families	Not started / stalled	Upstream	Year 1-4	Original
6.12	Improving Housing Options and Support	Complete review of Early Help Programme- including floating support	Not started / stalled	Upstream	Year 2-4	Original
6.13	Improving Housing Options and Support	Review use of shared housing to support affordable housing options for singles	Not started / stalled	Crisis	Year 1-2	Original
7.01	Strengthening Partnerships and Improving Systems	Improve navigation of services by producing a guide for partners	In progress/actively moving	Universal	Year 2-4	Original

7.02	Strengthening Partnerships and Improving Systems	Multi Agency assessment/advice hub for people with complex needs.	Not started / stalled	Crisis	Year 2-4	Original
7.03	Strengthening Partnerships and Improving Systems	Improve access to primary health care and treatment programmes	Good Progress	Universal	Year 1-4	Original
7.04	Strengthening Partnerships and Improving Systems	Improving pathways for those leaving institutions	In progress / actively moving	Upstream	Year 2	Original
7.05	Strengthening Partnerships and Improving Systems	Co-ordinate programmes and funding bids across partnership	In progress / actively moving	Upstream	Year 2-4	Original
7.06	Strengthening Partnerships and Improving Systems	Increasing our learning of when we can prevent Homelessness	In progress / actively moving	Crisis	Year 2-4	Original
7.07	Strengthening Partnerships and Improving Systems	Embed the voice of people with lived experience within the decision-making structures of the partnership	Good Progress	Upstream	Year 1-2	Original
7.08	Strengthening Partnerships and Improving Systems	Strengthening a joint response to tackling Homelessness	Completed	Crisis	Year 1	Original
7.09	Strengthening Partnerships and Improving Systems	Embed trauma informed practice/ training within service offer	Good Progress	Crisis	Year 1-4	Original
7.10	Strengthening Partnerships and Improving Systems	Identifying technologies/adaptations that help sustain tenancies	In progress / actively moving	Upstream	Year 2	Original
	Proactively Preventing Homelessness	Acting rapidly in response to central guidance			Year 1-5	Removed

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