

REPORT TITLE: UPDATE ON TEMPORARY ACCOMMODATION / BED & BREAKFAST

Meeting:	Growth and Regeneration Scrutiny Panel
Date:	3 rd November 2025
Cabinet Member (if applicable)	Cllr Moses Crook Deputy Leader and Transport & Housing
Key Decision Eligible for Call In	No – information only Not applicable
Purpose of Report This report provides an update on progress being made to tackle high demands for homeless temporary accommodation, and the use of bed and breakfast provision.	
Recommendations <ul style="list-style-type: none"> To note the update set out in this report. 	
Reasons for Recommendations <ul style="list-style-type: none"> To enable the Council to continue delivering interventions and improvements aimed at tackling high homelessness demand pressures. 	
Resource Implications: No direct resource implications arising from this information/update report. However, the provision of temporary accommodation for homeless households, particularly in bed and breakfast or nightly paid accommodation results in considerable cost implications for the Council. The delivery of interventions aimed at preventing homelessness and/or achieving more rapid move-on from temporary accommodation therefore have a direct impact on reducing costs to the Council.	
Date signed off by <u>Executive Director</u> & name	David Shepherd, Executive Director of Place on 22 October 2025
Is it also signed off by the Service Director for Finance?	N/A for G&R Scrutiny Panel
Is it also signed off by the Service Director for Legal Governance and Commissioning (Monitoring Officer)?	N/A for G&R Scrutiny Panel

Electoral wards affected: All

Ward councillors consulted: Not applicable

Public or private: Public

Has GDPR been considered? Not applicable

1. Executive Summary

- 1.1 The Council has a range of duties and responsibilities associated with homelessness, including assessing, advising and supporting homeless households and providing temporary accommodation in certain circumstances. This report provides an update on the trends in temporary accommodation (TA) usage in Kirklees, and highlights the progress made by the Council over the last year, in stabilising the significant increase in TA usage. The report also highlights ongoing pressures and challenges in relation to homelessness and temporary accommodation.

2. Background

- 2.1 The Council has a duty to provide interim / temporary accommodation for certain homeless households depending on whether statutory thresholds have been met. The number of households in TA has been increasing, not just in Kirklees, but across the country, to such an extent that it is widely recognised as a symptom of a national housing crisis. The costs of providing TA is huge – Government figures released in September 2025 showed that total council spending on Temporary Accommodation nation-wide has increased by a quarter, to £2.8 billion in 2024/25. More importantly, the impact on households, particularly families with children, of living in TA is significant, with all the uncertainty and stress that arises from becoming homeless.
- 2.2 Within the Council's Place Directorate, the Housing Solutions Service delivers all the Council's statutory functions in relation to homelessness advice, assessment, placement into TA and support and move-on from TA.
- 2.3 Over the last 5 years in particular, whilst there has been a fairly constant number of households presenting to the Council as homeless, more of these households have been at crisis point which has meant their homelessness hasn't been possible to prevent, and as a result, the numbers who have required placement into TA has risen significantly.
- 2.4 When a homeless household needs to be placed into TA by the Council, a number of different accommodation options are utilised, including self-contained houses/flats, hostels, domestic abuse refuges, supported housing and B&B hotels. The majority of placements are into council-owned stock, however as demand has risen, there has been insufficient supply of self-contained TA and as a result, the Council has had no options other than to resort to making placements into B&B hotel rooms. The table below shows the growth in the total number of households in TA in Kirklees, and how many of those households had to be placed into B&Bs

Snapshot date	Total no of households in TA	Of which, total no in B&B
31-Mar-20	159	61
31-Mar-21	182	42
31-Mar-22	263	102
31-Mar-23	303	120
31-Mar-24	423	200
31-Mar-25	375	132

2.6 In light of the huge demand pressures and the consequent rise in costs and number of TA placements, a TA Transformation Board, chaired by the Deputy Chief Executive, was established in June 2024.

3. Strategic and legislative context

3.1 The key strategic frameworks which set the overarching priorities which impact on homelessness and TA usage are:-

3.2 Kirklees Homelessness and Rough Sleeping Strategy 2024 – 2029. This was subject to scrutiny by this Panel before being signed off by Cabinet in September 2024. Addressing homelessness and providing better quality TA are key objectives within this strategy.

3.3 Kirklees Housing Strategy – this is currently undergoing a full review and refresh. The availability of sufficient good quality affordable housing, across the district, is a key ongoing priority in this Strategy as a means of meeting housing demand which if unmet, could lead to homelessness.

3.4 In exercising their homelessness and TA functions, local authorities must comply with the requirements set out in the Housing Act 1996, Homelessness Reduction Act 2017 and a range of other legislative and statutory guidance. Local authority data on homelessness and temporary accommodation is subject to a quarterly data return to Government, who closely monitor local authority performance via specialist advisers in the Ministry of Housing, Communities and Local Government (MHCLG). If a local authority meets the trigger of having more than 5 families with children, placed in B&B, for more than six weeks, they are subject to additional scrutiny by MHCLG and run the risk of further Government intervention and/or penalties. Kirklees has been subject to this greater scrutiny by MHCLG for over two years.

4. Interventions to reduce TA/ B&B Use

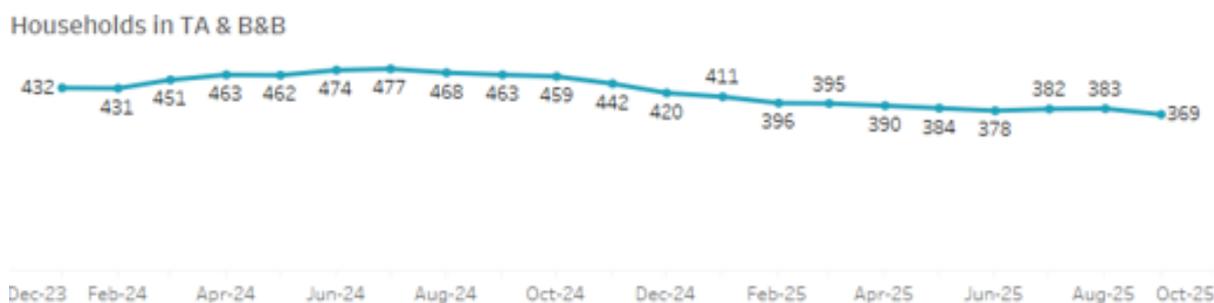
4.1 The establishment of the TA Transformation Board has enabled the Housing Solutions Service to scope out a range of interventions, drawing on best practice elsewhere, and has harnessed support from other services and partners including the Housing Growth team, finance, corporate landlord, Homes and Neighbourhoods and other housing providers. Interventions which have been endorsed by the Board and implemented since 2024 have included:-

- A new TA approval process to gain greater management oversight of all new TA placements, better control of risks and identification of prevention alternatives, ensuring compliance with statutory guidance for every case.
- Additional staffing capacity – posts have been created to ensure robust and consistent case management, which has led to reduced caseloads and improved prevention outcomes
- A full service improvement review, informed by external expert advisers, which has led to enhanced face to face homeless assessments, comprehensive training for all staff and new homeless prevention pathways for the key reasons why people present as homeless
- Additional capacity appointed to enhance the private rented partnership team to identify new Private Rented Sector (PRS) homeless prevention or relief options. This has resulted in an increase in the number of customers who have been supported into a new private rented tenancy

- Better use of council stock – working closely with Homes and Neighbourhoods to maximise access to void council properties via the Housing Register, and supporting applicants to move swiftly out of TA when matched to a Council home
- Using council properties for TA – identifying opportunities to expand the existing portfolio of council-owned homes that are used for TA. This has included bidding for funding via the Local Authority Housing Fund (LAHF) phase 3 to acquire and refurbish 6 new TA units.
- Leasing TA units from the private sector – building upon a successful pilot project to lease former student accommodation to re-purpose as family accommodation. A lease expansion in summer 2025 has resulted in an additional 24 units of TA becoming available, which are particularly suited to larger families who often face the longest wait for a move-on solution.

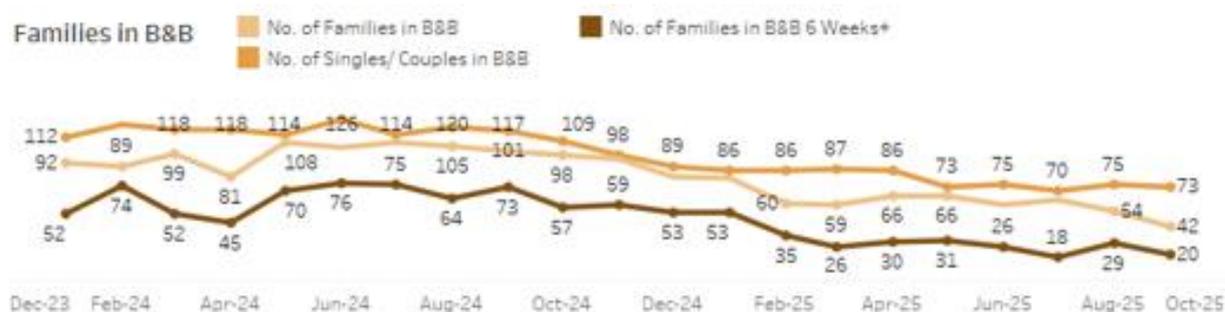
5. Impact on TA numbers

5.1 Total number of households in TA



Considerable progress has been made in relation to reducing the overall number of households in all types of TA. From a peak of 477 households in July 2024, the number has steadily declined and in more recent months, has settled down to around between 370 - 380 households at month end. This reversal of the previous upward trend is a significant achievement, in light of the national trend which is a continual growth in the number of households in TA.

5.2 Families in Bed & Breakfast



We have more than halved the number of families in B&B over the last year – there were 98 families in B&B in Oct 2024, which came down to 42 families at end of September 2025.

The critical figure relating to the number of families who have been in B&B for more than six weeks has also more than halved. Down from a peak of 76 families in June 2024, to 20 families at end of September 2025.

We have an ambition to reach a position where we have zero families with children, living in B&Bs.

6. Suitability and well-being

- 6.1 The Council strives to ensure that all TA provided for customers is suitable, safe and secure. A formal procurement exercise was undertaken to establish a framework for nightly-paid emergency accommodation, which provides assurance on minimum standards for hotel rooms and self-contained emergency accommodation. The council homes used for TA are subject to the same compliance regime, responsive repairs and maintenance checks as general needs council homes.
- 6.2 In relation to the location of TA, the options available to the Council are spread across the district, but it is not always possible to find a vacant TA placement in a specific area on the day a household needs to access TA. It is very rare that the Council has to resort to placing a household outside of the Kirklees district, and if this does occur it is usually for reasons of safeguarding the household if there are risks within Kirklees.
- 6.3 The wellbeing of households in TA is extremely important to the Council. Regular wellbeing checks are undertaken for all households by staff within the Housing Solutions Service. Where there are additional vulnerabilities, housing staff work closely with other services/partners such as Children's Services, Adults, health, probation etc, to ensure additional needs are being met.

7. Young People and former Armed Forces personnel

- 7.1 During the discussion on the Prevention Homelessness and Rough Sleeping Strategy, this Panel requested information on the scale of homelessness being experienced by young people (under 25s) and former Armed Forces personnel.
- 7.2 The TA numbers for these two cohorts are:-
Of the 369 households currently in TA, 43 primary applicants are young people age 16 – 25, and none are former Armed Forces personnel.
- 7.3 The Housing Solutions Service has a dedicated team who deal with homeless presentations from under 25s and care leavers. This team offers bespoke support for young people, not just at the point of homelessness but also once they are housed in order to maximise their chances of tenancy sustainment. Supported housing options are available for young people, commissioned by the Council, and the Council has also invested resources in acquiring and re-purposing additional accommodation for young people in housing need. In relation to former Armed Forces personnel, the numbers presenting in need of TA are historically very low, however the service remains committed to ensuring any veterans who approach are given sensitive and appropriate advice, and are awarded the additional priority laid out in the Allocations Policy and the Armed Forces Covenant.

8. Challenges in Kirklees

8.1 These are the key challenges that Kirklees is facing, in relation to TA:-

- Fundamental changes in the private rented market will arise when the Renters' Rights Bill is passed (due for Royal Assent imminently). There is widespread belief that some landlords will exit the sector (although no evidence of that yet in Kirklees) leading to a bubble of additional evictions and/or loss of some private rented sector options that the Council can help homeless households to access.
- Difficulties in sourcing private rented accommodation at Local Housing Allowance rates, alongside an ongoing need to ensure customers look for private rented housing as an alternative, and much speedier solution compared to waiting for council or other social housing
- Continued slow-down in turnover and availability of council and other social housing
- Limited options have arisen from a recent soft-market testing exercise undertaken by Housing Growth to identify appetite for expansion of the programme to lease units from the private sector, to use as TA
- Balancing the conflicting demands on council housing void properties, which are needed for both the housing register (permanent rehousing) and for the temporary accommodation portfolio.
- Empty homes in private ownership – whilst the number of long-term empties has been reducing in Kirklees in recent years, this is an untapped source of potential TA or move-on options
- Support from Registered Provider partners – more could be done to work with housing associations who hold stock in Kirklees or aspire to develop new social housing in Kirklees, to utilise that stock for TA and/or move-on for homeless households
- Financial uncertainty – the Council relies on Government grant funding to deliver or support a number of homeless-related functions, including homeless prevention, rough sleeping prevention work and support for households when they are in TA. There is uncertainty around how much grant funding will be received beyond 2025/6, with a change in funding formula underway and a 3 year settlement due to be announced later this year.

9. Long term solutions

9.1 Ultimately, the TA crisis will only be resolved by a step-change in the volume of affordable rented homes in both the private and social housing sectors, that people on lower incomes can readily access. There is a consensus, from experts including Government Advisers and other stakeholders, that the best route to managing TA demands in a cost-effective and sustainable way in the meantime, is to deliver a mix of solutions including:-

- Enhanced homeless prevention work
- Making best use of own stock
- Lease or acquisition and refurbishment of existing homes
- Meanwhile use
- Investment in new builds
- Acquisition of new builds

9.2 The different routes to financing these solutions include Council funding – either general fund or housing revenue account, Right to Buy receipts, Grant funding (e.g. LAHF and Affordable Housing Programme) and private investment.

10. Information required to take a decision

Not applicable in this report.

11. Implications for the Council

11.1 Council Plan

The work undertaken by Housing Solutions to provide temporary accommodation for homeless households, and the ongoing interventions aimed at reducing B&B use particularly for families, all directly supports the Council plan. This work is focused on getting the basics right, taking responsibility and focusing on customers, and much of the work to improve housing outcomes for homeless households is based upon collaborating, connecting, and delivering solutions in a customer-focused way.

11.2 Financial Implications

There is a cost to the Council arising from most types of TA placement, due to a range of factors including the provision of support for households when they are in TA, additional costs of repairs arising from more frequent turnover in TA, void costs etc. B&B and nightly paid accommodation are the most costly forms of TA however, as regulations for Housing Benefit have a major cost impact on the Council. Residents are entitled to claim Housing Benefit (if eligible) to cover the rent and any service charge for their TA. The Council administers Housing Benefit and reclaims the cost of this from central government. However, for households in B&B or nightly paid TA, the Council can only reclaim 90% of the 2011 rate of Local Housing Allowance. This leads to a significant cost in HB subsidy loss.

For the full year 2024/25, the overall net cost to the Council, from HB subsidy, was in the region of £7.6m, this cost was funded by a combination of General Fund (88%) and Government Grant (12%)

Interventions which are designed to reduce/eliminate the use of B&B and nightly-paid TA, particularly for families with children, will have the greatest positive impact on the Council's financial position.

11.3 Legal Implications

Not applicable for this report.

11.4 Climate Change and Air Quality

Not applicable for this report.

11.5 Risk, Integrated Impact Assessment (IIA) or Human Resources

Not applicable for this report

12. Consultation

Not applicable for this report

13. Engagement

Not applicable for this report

14. Options

Not applicable for this report

15. Contact officer

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16. Background Papers and History of Decisions

None

17. Appendices

None

18. Service Director responsible

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