

NACCOM Annual Survey Data 2022 - Yorkshire and Humberside

This briefing presents data collected by NACCOM members in Yorkshire and Humberside and is aimed at local decision makers working within the region. NACCOM has published a [separate briefing](#) containing UK-wide data, aimed at Central Government.

Key Messages:

- Data collected by members of the NACCOM network provides an insight into the scale of destitution and homelessness amongst refugees, people seeking asylum, and migrants with restricted eligibility or no recourse to public funds (NRPF) in Yorkshire and Humberside.
- People leaving asylum accommodation in Yorkshire and Humberside continue to be at high risk of homelessness and destitution, as are people with no recourse to public funds (NRPF)
- NACCOM members in the region continue to support people who have been refused asylum and are considered ‘appeal rights exhausted’, to explore legal options to end their homelessness.
- Local Authorities can prevent and end homelessness amongst people with NRPF by exploring all possible avenues to unlock access to accommodation for this group, up to the limits of the law.
- Local Authorities can prevent and end homelessness amongst refugees by investing in better wrap-around support for people within the asylum system, and better move-on support for people leaving it.

Key Statistics:

- At least 451 people experiencing destitution approached NACCOM members in Yorkshire and Humberside for support between April 2021 to March 2022.
- People were most frequently in informal or insecure accommodation directly before approaching members for support (52%), whilst a third (33%) came directly from Home Office accommodation.
- NACCOM members in Yorkshire and Humberside accommodated 327 people, providing a minimum of 71,698 nights of accommodation.
- People who have been refused asylum and have NRPF (202, or 62%) were the group most frequently accommodated by members, followed by people with refugee status (100, or 31%).
- 446 people received destitution payments from members in the region.

What is NACCOM?

NACCOM is the [No Accommodation Network](#), a network of over 135 member organisations across the UK dedicated to ending destitution amongst refugees, people seeking asylum and migrants with no recourse to public funds (NRPF).

People in the asylum and wider immigration system are more vulnerable to homelessness than people born in the UK, and those facing restricted or undetermined eligibility for public funds are even more so. With accessing the necessary support to prevent or end homelessness being a challenge for many migrants, our members provide diverse support services to those in need.

NACCOM itself exists to ensure that the causes of, impacts of, and solutions to, homelessness and destitution are understood; that more policies and practice exist to support an end to destitution; and that more and better services exist to support people out of immediate destitution and provide long-term pathways out of destitution.

Approximately half of the organisations in the NACCOM network deliver accommodation provision, including hosting schemes, housing and property schemes, and shelters and other forms emergency accommodation, whilst an increasing number of members provide advice and casework to help individuals and their families find legal routes out of destitution.

There are 22 NACCOM members across Yorkshire and Humberside, of which 12 deliver accommodation for refugees, people seeking asylum, and other migrants with NRPF. Appendix A contains a member directory for the region.

What is the NACCOM Annual Survey?

Each year we survey our frontline members in an attempt to map the scale of homelessness and destitution across the network. Whilst we acknowledge that the data collected in our Annual Survey represents just the tip of the iceberg, each year it provides a unique insight into the trends in migrant homelessness at the national and regional level, as reported by the frontline organisations who provided vital support services to this group.

In 2021-2022, 14 members from Yorkshire and Humberside region responded to our Annual Survey, including 11 accommodation providers.

Who approached NACCOM members in Yorkshire and Humberside for accommodation this year?

Across the 2021-2022 period, members in Yorkshire and Humberside received accommodation referrals for 451 people with refugee status, people seeking asylum, and other migrants with no recourse to public funds (NRPF). All these people were either experiencing, or at immediate risk of, destitution and homeless when they approached our members for support.

Where an individual's accommodation situation before being referred was known, 130 people (52%) came from informal or insecure accommodation (e.g., sofa surfing); 82 people (33%) from Home Office accommodation; 21 (8%) from temporary accommodation provided by a Local Authority; and 10 (4%) from positions of rough sleeping or street homelessness. Smaller numbers of people approached our members for support from the private rental sector (2%) and from social housing (1%).

During 2021-2022 we saw a [network-wide increase](#) in the number of people approaching our members directly from asylum accommodation. Following the Prime Minister's [pledge](#) to increase Home Office decision-making, in the absence for more robust support for people facing asylum support cessations, this year we may see an increase in the number of people being made homeless upon leaving asylum accommodation in Yorkshire and Humberside.

Box 1. How many people are seeking asylum in Yorkshire and Humberside?

Migration Yorkshire's [refugee and asylum seeker dashboard](#) indicates that were 7,590 people in receipt of asylum support in Yorkshire and Humberside in September 2022, with the Local Authority areas with the most people seeking asylum in dispersed accommodation being Bradford (1,342), Leeds (1,243 people), and Sheffield (1,021).

Who did NACCOM members in Yorkshire and Humberside support this year?

Across the 2021-2022 period, NACCOM members in Yorkshire and Humberside accommodated 327 people, providing a minimum of 71,698 nights of accommodation. A breakdown of the people accommodated by the members in this region can be seen below.

People who have been refused asylum – 202

In 2021-2022, NACCOM members in Yorkshire and Humberside accommodated 202 people who had been refused asylum and were considered '[appeal rights exhausted](#)' by the Home Office. This was the cohort most frequently accommodated by members in the region. People seeking asylum who leave Home Office accommodation as 'appeal rights exhausted' following a negative decision on their claim are at high risk of destitution and homelessness as they have [no recourse to public funds](#) (NRPF) and are barred from accessing most benefits, homelessness assistance, and social housing.

Limited data is available on the number of people with NRPF (including people who had been refused asylum) supported by local government in Yorkshire and Humberside, with only three Local Authorities submitting data to the [NRPF Connect](#) database. However, statutory homelessness support available for this cohort is very inconsistent, meaning that many depend on the voluntary sector for shelter, stability, and support out of homelessness.

Box 2. What can Local Authorities do to support people with NRPF?

In July 2022, Homeless Link and NACCOM published the report '[Unlocking the door: A roadmap for supporting non-UK nationals facing homelessness in England](#)'. This report builds on good practice case studies, stories from people with lived experience, and a legal analysis around accommodation options, to challenge the assumptions around what support Local Authorities can offer to people with NRPF who are facing homelessness.

The report builds on the Law Centres Network '[Exhaust All Options](#)' guidance published in January 2022. This outlined six Acts granting powers to Local Authorities to provide emergency accommodation to people who are ineligible for assistance under Part VII of the Housing Act 1996.

'[Unlocking the door](#)' introduces accommodation models that Local Authorities can use to support people with NRPF who are facing homelessness within the limits of the law, some of which involve local government having a funding role or facilitative partnership with the voluntary sector.

The report puts forward an achievable roadmap for change for Local Authorities to sustainably tackle homelessness among this cohort. This can be achieved by addressing barriers to access, and investing in universal accommodation provision, embedded independent legal advice, and specialist and person-centred multiagency support.

A list of recommendations for how Local Authorities can prevent and end homelessness amongst people with NRPF, including people who have been refused asylum, is included in Appendix B of this briefing.

Despite what the terminology suggests, various legal routes exist for people who have been refused asylum and are considered 'appeal rights exhausted' to move out of homelessness and settle their status. This can include further appeals on their asylum case, a [judicial review](#), or the submission of a [fresh claim](#). Nonetheless, accessing the necessary legal and immigration advice to explore these options is extremely difficult from a position of homelessness and destitution. The situation is made more challenging by the current shortage in free legal advice and representation, also known as Legal Aid. Dr Jo Wilding has [identified a deficit](#) between need and availability of 4,329 new Legal Aid cases per year in Yorkshire and Humberside.

Box 3 details the vital services that NACCOM members in Yorkshire and Humberside deliver in helping people who have been refused asylum to find legal routes out of homelessness. Some members have reported increased hesitancy from people with NRPF to engage with services, due to fear of immigration enforcement, following the passing of the Nationality and Borders Act (including the Rwanda policy). This may result in people who have been refused asylum being less likely to explore their available legal options and in turn facing entrenched homelessness and destitution.

Box 3. Successful move-on outcomes for people who have been refused asylum

Five NACCOM members in Yorkshire and Humberside reported offering both accommodation and legal routes out of destitution to the people they support, either by offering immigration advice themselves or via a referral relationship with local providers. Across the 2021-2022 period, 38 people who had been refused asylum were known to move-on from NACCOM member accommodation in Yorkshire and Humberside. Of this cohort, 20 moved-on into [Section 4 asylum support](#) with an outstanding fresh claim for asylum, appeal on their claim, or other application for leave to remain being considered by the Home Office. A further three people gained Leave to Remain (LTR) whilst still accommodated in member services.

Adults with Refugee status – 100

NACCOM members in Yorkshire and Humberside accommodated 100 adult refugees this reporting period. Across the NACCOM network we saw an increase in the number of refugees approaching our members for support this year, likely the result of the ongoing cost of living and housing crises which have compounded the risk of homelessness and destitution for this group.

Recent [research](#) from the University of Huddersfield evidenced how a lack of appropriate and affordable housing, poor housing conditions, and insecure housing, are adding to the vulnerabilities that refugees face upon leaving asylum accommodation in Yorkshire and Humberside. As we detailed in our [2018](#) and [2019](#) 'Mind the Gap' reports, newly granted refugees in particular face the additional challenge of having their asylum support, including Home Office accommodation and asylum subsistence payments, stopped just 28 days after a positive decision. In the absence of robust support prior to and upon leaving asylum accommodation, for many, this 28-day grace period is insufficient to find alternative accommodation and arrange receipt of mainstream benefits, particularly given that there is usually a five-week delay before people receive their first Universal Credit payment. This leaves many refugees unable to meet their most basic needs for several weeks or more.

In our newly published 'Principles for Asylum Dispersal' [briefing](#) with Asylum Matters, we describe how Local Authorities can increase the likeliness of positive outcomes for people leaving asylum accommodation by investing in move-on support, and mapping the housing options available for newly granted refugees.

Other people accommodated – 25

NACCOM members in Yorkshire and Humberside accommodated an additional 25 other people who were not identified as being adult refugees, adults seeking asylum, or other adults with NRPF.

Who couldn't NACCOM members in Yorkshire and Humberside support this year?

Across the 2021-2022 period, NACCOM members in Yorkshire and Humberside reported being unable to accommodate 124 people who were experiencing, or at immediate risk of, destitution and homelessness, when they were referred for support. These same members reported offering a financial lifeline in the form of destitution payments to 446 people, of which 267 (60%) were not being accommodated by the organisation at the time.

Referral data alone provides a limited insight into the actual demand for services at the local and regional level, as referrals partners will often not refer to organisations providing accommodation if they know that they are already operating at full capacity.

As a result, the true scale of need - both met and unmet - in Yorkshire and Humberside is certainly far greater than that reported by our network.

If you have any questions or would like more information on any of the above, please get in touch: office@naccom.org.uk.

Appendices:

Appendix A: NACCOM Member directory for Yorkshire and Humberside

Below is a list of NACCOM Full Members (i.e.: accommodation providers). A complete list also including Associate Members can be found in our [2022 Impact Report](#) or on the [interactive map](#) on our website.

Member	Contact Email	Location
LEDAS Leeds Destitute Asylum-Seekers Support	info@ledas.org.uk	Leeds
ASSIST Sheffield	admin@assistsheffield.org.uk	Sheffield
BEACON (Bradford Ecumenical Asylum Concern)	beacon@beaconbradford.org	Bradford
DASH Destitute Asylum Seekers Huddersfield	info@huddsdash.org.uk	Huddersfield
Hope Housing	phil@hopehousing.org.uk	Bradford
Princes Avenue Methodist Church Open Doors	admin@open-doors.org.uk	Hull
St Monica's Housing	info@stmonicashousingleeds.org.uk	Leeds
St. Augustine's Centre	becky.hellewell@staugustinescentrehalifax.org.uk	Halifax
West Yorkshire Destitute Asylum Network (WYDAN)	shelter@wydan.org	West Yorkshire
Abigail Housing	amanda@abigailhousing.org.uk	Leeds/Bradford
Leeds Asylum Seekers' Support Network (LASSN)	admin@lassn.org.uk	Leeds

Appendix B: How can Government prevent and end homelessness amongst people with NRPF.

The following recommendations have been adapted from '[Unlocking the door: A roadmap for supporting non-UK nationals facing homelessness in England](#)', published by Homeless Link and NACCOM in July 2022.

Recommendations for Local Authorities
<ul style="list-style-type: none"> ▪ Explore all possible avenues to unlock access to accommodation for people with NRPF, up to the limits of the law (see p.25 and Appendix 3 of 'Unlocking the door', or the separate Exhaust All Options briefing). ▪ Consider where the Local Authority may have a funding role or facilitative role in partnership with the voluntary and faith sectors, to deliver accommodation for people with NRPF (see p.28 of 'Unlocking the door'). ▪ Facilitate partnership-working with the immigration advice sector, migrant community organisations and homelessness organisations, in order to identify gaps, emerging issues and rationalise provision locally. ▪ Address fragmentation between social care and homelessness teams for a joint-up approach to homelessness. ▪ Improve collaboration and information sharing between social care teams and the voluntary sector to ensure effective partnership working around homelessness and vulnerability (e.g.: risk assessments). ▪ Increase access to quality, independent immigration and welfare advice across homelessness and prevention settings by commissioning advice on a multi-year basis. ▪ Facilitate access to person-centred and trauma-informed support for people with NRPF by investing in training, informal, peer-led support, and measures to mitigate language barriers. ▪ Address barriers to access that reinforce fear and reluctance to seek support and leave people stuck in dangerous living situations by investing in training and clarifying the role of Housing Options teams. ▪ Develop a targeted approach to preventing rough sleeping amongst people with NRPF through community-based awareness raising and outreach. ▪ Develop and communicate local policies that ensure the safe, minimal and consent-based sharing of service user data with the Home Office, in close collaboration with the immigration advice sector.