North Norfolk

Homelessness and Rough Sleeping Strategy

2026 – 2031

Five-year strategy and action plan

Approved 18 November 2026



NORTH NORFOLK DISTRICT COUNCIL

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1. Foreword

I am pleased to introduce North Norfolk District Council's new Homelessness and Rough Sleeping Strategy 2026-2031, which sets out our vision and priorities to prevent and reduce homelessness in all its forms in the District over the next 5 years.



Councillor Jill Boyle-
Cabinet Member of Housing

Everybody deserves to have a safe place they can call home, yet still we see that a significant number of our residents find themselves either without a home or living in insecure accommodation.

Homelessness is a multifaceted issue, reaching far beyond a simple lack of housing – although there is a lack of affordable housing across the district, particularly with the more rural locations. The exact cause of a person's homelessness is invariably rooted in a complex interplay of situations and events, sometimes following the effects of national issues such as the cost-of-living crisis and housing pressures; or being due to experiences of personal trauma and loss or a combination of all of these factors.

Our new Homelessness and Rough Sleeping Strategy recognises the challenges we are facing that no single organisation can solve alone.

In times of financial pressure, collaboration matters more than ever. By working in partnership and creating integrated services, we can deliver the right support to those who need it most.



2. Introduction

Homelessness can affect people in a wide range of circumstances. It includes people sleeping rough, as well as individuals and families living in accommodation that is insecure, unsuitable or unaffordable. People may become homeless when leaving hospital, care, prison or the armed forces; as a result of domestic abuse; because housing costs and wider living costs have become unaffordable; or because they are no longer able to stay with family or friends.

These pressures reinforce the Council's statutory duties to prevent and relieve homelessness, assess housing need, provide advice and assistance, and secure suitable accommodation where required. They also highlight the importance of early intervention, effective partnership working and action to address the wider causes of homelessness, including relationship breakdown, poverty, ill health, trauma and financial hardship.

By the end of the previous Homelessness and Rough Sleeping Strategy, the Council had strengthened prevention, improved its understanding of local demand, developed community outreach and early help, enhanced support for people affected by domestic abuse, and progressed plans to deliver a further 10 Council-owned temporary accommodation homes by the end of 2026/27.

The new strategy provides a clear framework for action over the next five years. It brings together strategic priorities, a delivery action plan, targeted support for people most at risk, performance measures, governance arrangements and yearly review. Together, these elements will help focus resources where they are needed most, monitor progress, respond to changing pressures and maintain accountability for improving outcomes for people who are homeless or at risk of homelessness.



3. Strategic context

North Norfolk is a distinctive rural and coastal district, with market towns, villages, and dispersed communities. Its strong communities and outstanding environment are also shaped by significant housing pressures and pockets of deprivation. Low wages, insecure work, fuel poverty, poor transport links, and digital exclusion can make it harder for residents to access advice, employment, health services, and affordable housing. These challenges are worsened by high house prices, second homes, holiday lets, and a constrained private rented sector, increasing the risk that housing insecurity can quickly create homelessness.

Homelessness in North Norfolk is not always visible. Rough sleeping numbers are low, but the impact can be severe, particularly for people affected by poor health, trauma, domestic abuse, financial hardship, or isolation. Many households face hidden homelessness, insecure accommodation or the loss of a private rented tenancy, with significant effects on families, children and community stability.

This strategy sets out North Norfolk District Council's strategic approach to preventing and reducing homelessness, securing sufficient suitable accommodation, and ensuring that appropriate support is available for people who are homeless, at risk of homelessness, or need support to prevent homelessness from recurring.

The strategy directly supports the Council's corporate priorities by contributing to the following objectives:

- meeting local housing need through new and better housing options;
- developing confident, resilient and inclusive communities;
- strengthening early intervention and prevention;
- supporting residents most vulnerable to housing insecurity, poor health, financial hardship and exclusion.

This strategy provides a framework to support the delivery of our strategic priorities and statutory responsibilities.

4. National policy and legislative framework

Core homelessness duties

The strategy is framed by the main homelessness legislation and statutory guidance for local housing authorities in England. Part 7 of the Housing Act 1996, as amended by the Homelessness Reduction Act 2017, sets out the core homelessness duties, including the duty to assess eligible applicants, provide advice and assistance, agree personalised housing plans, take reasonable steps to prevent and relieve homelessness, and secure suitable accommodation where the main housing duty is owed. The legislation also sets out the tests and considerations relating to eligibility, homelessness, priority need, intentionality and local connection.

Strategy duty

The Homelessness Act 2002 requires local housing authorities to carry out a review of homelessness in their area and publish a homelessness strategy. The strategy must set out how the authority will prevent homelessness, ensure that sufficient accommodation is and will be available for people who are homeless or at risk of homelessness, and ensure that appropriate support is available for people who are homeless or may become homeless.

Prevention and referral duties

The Homelessness Reduction Act 2017 strengthened local authorities' prevention role through earlier assessment, personalised housing plans, prevention and relief duties, and the Duty to Refer. These duties support the strategy's focus on identifying risk earlier, strengthening referral routes and helping more households resolve housing issues before they reach crisis point.

Guidance and accommodation suitability

The Homelessness Code of Guidance for Local Authorities must be taken into account when homelessness functions are exercised. It informs the Council's approach to advice, assessments, decision-making, suitability, reviews and partnership referrals, including consideration of household composition, health and disability, safeguarding, domestic abuse risk, location, education, employment, caring responsibilities and support networks.

Domestic Abuse

The Domestic Abuse Act 2021 is central to this strategy. It reinforces the need for safe, trauma-informed and risk-led housing responses for people affected by domestic abuse, including access to appropriate advice, support, sanctuary measures, safe accommodation pathways and safeguarding arrangements.

Equality, Diversity, and Inclusion

We are fully committed to creating an inclusive, safe, and fair service environment that respects the dignity of every individual. Our approach to tackling homelessness and rough sleeping aligns directly with the Equality Act 2010 and the statutory 2026 Equality Code of Practice.

National policy direction

The strategy reflects the Government's national direction to end homelessness, with a focus on earlier prevention, stronger collaboration between public bodies, reducing long-term rough sleeping, improving supported housing and reducing reliance on unsuitable temporary accommodation. The local homelessness review determines how these priorities apply in North Norfolk and shapes the five local priorities in response to rising demand, private rented sector loss, rural access barriers, deprivation, domestic abuse, temporary accommodation pressures, hidden homelessness and complex support needs.



5. The local picture

5.1 Current homelessness pressures

This section focuses on the homelessness pressures identified as part of the homeless review whilst also responding to emerging homelessness and rough sleeping demands and needs.

Homelessness demand

Homelessness triage approaches rose from 1,018 in 2019/20 to 1,221 in 2024/25. Demand continued to increase during 2025/26, when 1,246 households approached the Council regarding homelessness, of which 429 were assessed as needing further support to prevent or relieve homelessness.

Key insight: Demand is rising, with more households approaching the Council and requiring prevention or relief support.

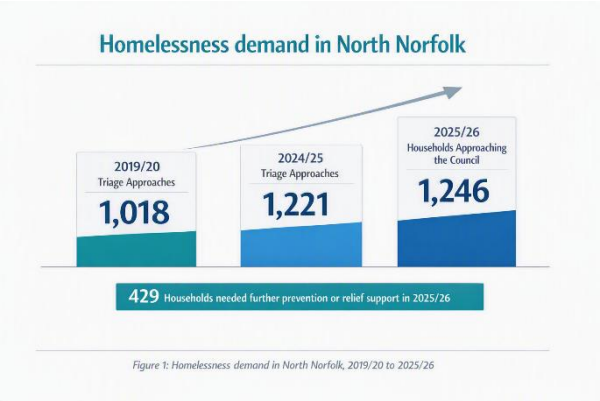

Figure 1: Homelessness demand in North Norfolk, 2019/20 to 2025/26

Main causes of homelessness

The main reasons households approached the Council in 2025/26 were the loss of a private rented tenancy, which accounted for 29% of presentations, exclusion by family or friends at 22%, and domestic abuse at 19%. Many households owed a homelessness duty also had additional support needs, most commonly relating to mental or physical health.

Key insight: Loss of private rented tenancy is the leading cause of homelessness, followed by family or friend exclusion, and domestic abuse.

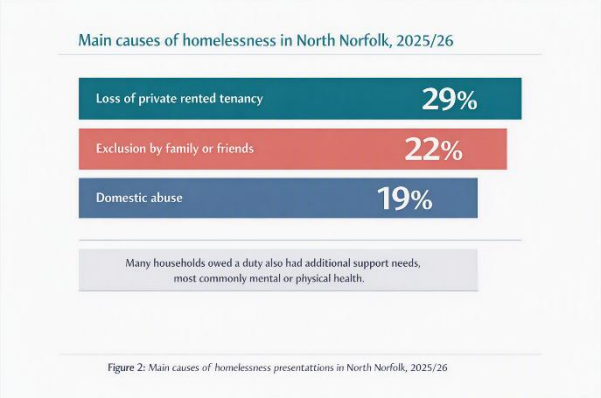

Figure 2: Main causes of homelessness presentattions in North Norfolk, 2025/26

5.2 Progress against the 2019–2024 strategy

This section reviews progress against the previous Homelessness and Rough Sleeping Strategy 2019–2024. It compares the objectives and commitments from the previous strategy with what was delivered and identifies the continuing challenges that have shaped the priorities for 2026–2031.

Objective number	2019–2024 objective	What we said we would do	What was delivered	What this means for the new strategy
1	Early intervention and prevention of homelessness	Improve access to housing options advice, strengthen use of financial assistance, work with registered providers, review joint protocols and continue early help activity.	Prevention activity was strengthened through early intervention roles, the Help Hub, financial inclusion, Discretionary Housing Payments, community outreach, tenancy sustainment work, and closer working across People Services.	The new strategy should move further upstream, strengthen triage and early help, and make prevention routes more consistent, visible, and targeted.
2	Increase access to good quality accommodation in the private rented sector	Pilot private rented sector landlord work, tenancy sustainment support and options for longer-term lets or council managed housing solutions.	Tenancy sustainment and financial support were developed, but the private rented sector became more constrained, with affordability gaps widening and landlords increasingly selling or re-letting properties.	The new strategy needs a realistic approach to the private rented sector, focused on tenancy sustainment, landlord engagement, financial inclusion, and alternative settled housing pathways.
3	Work with local partners to provide solutions which prevent homelessness	Improve multi-agency working with housing, health, criminal justice, domestic abuse services, Norfolk County Council, Adult Social Services, Child Social Services, registered providers, and supported housing providers.	There was stronger domestic abuse practice, DAHA accreditation, supported housing provision, partnership work with prisons and health, and learning through audit, peer review and systems thinking. However, the review found that the previous action plan was mainly Council led.	The new strategy should create clearer partner ownership, shared governance, specific partner actions, and stronger accountability for delivery.
4	Reduce the incidence of rough sleeping	Use rough sleeping funding to employ specialist posts, provide accommodation, starter packs, tenancy training and adopt a No Second Night Out model or local alternative.	Rough sleeping resources supported outreach, pathway and sustainment roles, accommodation options, SWEP, NSAP/RSAP accommodation and ongoing support for people sleeping rough or at risk of rough sleeping.	The new strategy should maintain rapid outreach, focus on repeat and long-term rough sleeping, improve move-on and use data led case planning to prevent recurrence.
5	Reduce use of temporary accommodation and ensure suitability	Review temporary accommodation supply, support the purchase of suitable properties, produce procedures, and reduce need through proactive prevention and relief work.	The Council invested significantly in self-contained council owned temporary accommodation and improved portfolio management. However, temporary accommodation demand, nightly paid use, costs and longer stays remained significant pressures.	The new strategy should reduce reliance on nightly paid accommodation, shorten stays, strengthen move-on planning, continue investment in suitable self-contained provision and monitor value for money.
6	Customer focused and continuously improving services	Deliver accessible, customer focused services, and maintain a proactive approach to service improvement.	The service developed through audit, Overview and Scrutiny, corporate peer challenge, DAHA accreditation, Shelter systems thinking and participation in trauma informed care work,	The new strategy should embed lived experience, stakeholder feedback, audit learning, trauma informed practice, and performance monitoring into annual review and service improvement.

			alongside feedback from service users and partners.	

5.3 Key Findings from the 2025 review

A review of homelessness and rough sleeping in North Norfolk was completed in 2025 and is being used to inform this Strategy for 2026–2031. This section summarises the key local evidence from that review, including homelessness demand, causes of homelessness, temporary accommodation pressures, housing market conditions, rurality, deprivation, hidden homelessness and rough sleeping. A more detailed account of the review of homelessness and rough sleeping in North Norfolk can be found at appendix A.

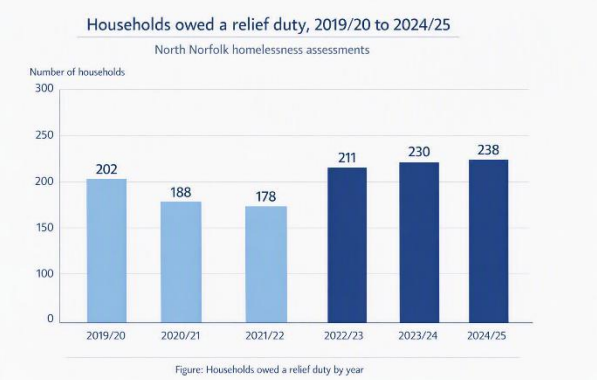

Figure: Households owed a relief duty by year

More people are presenting at crisis point

The proportion of households owed a prevention duty fell from 49% in 2019/20 to 38% in 2024/25, while the proportion owed a relief duty rose from 47% to 61%. This suggests more households are approaching the Council already homeless, reinforcing the need for earlier identification, stronger referral routes and more visible prevention advice.

Early Intervention & upstream prevention

Prevention outcomes weakened between 2019 - 2024. The proportion of prevention duty cases where accommodation was secured for six months or more fell from 62% in 2019/20 to 36% in 2023/24.

Temporary accommodation and move-on pressures

The review highlighted deteriorating prevention and relief outcomes and rising pressure on temporary accommodation. Families and single people are spending longer in temporary accommodation, while the use of nightly paid accommodation has created significant financial pressure. Move-on is constrained by limited affordable housing supply, the availability of suitable homes and the needs of larger families, single people and households with support needs.

Partnership working

The review emphasises that homelessness cannot be resolved by the Council alone and requires coordinated work with public services, voluntary organisations, housing providers and other partners.

Rough sleeping

Rough sleeping is the most acute form of homelessness and an important indicator of housing need. Although recorded numbers in North Norfolk have remained low, each case can involve significant risk and complex support needs. The annual Government Rough Sleeping Snapshot provides a point in time estimate each autumn, based on street counts or evidence based estimates for a single night. North Norfolk recorded seven people sleeping rough in 2020, one in 2023, and two in November 2025.

Key insight: Rough sleeping numbers remain low, but each case can involve significant risk, complex needs and limited move-on options.

Summary of the local picture

Overall, the local picture shows a homelessness system under growing pressure, driven by rising demand, limited housing options and more complex support needs. It also highlights important strengths on which to build, including an ambitious affordable housing pipeline, investment in Council-owned temporary accommodation, strong domestic abuse practice, established supported housing for young people, a developing community outreach offer, strong early help and prevention routes and financial inclusion work, and a culture of learning through audit, peer review and trauma-informed practice.



6. From local evidence to local priorities

The local picture shows that homelessness in North Norfolk is being driven by rising demand, constrained housing options, affordability pressures, rural access barriers, domestic abuse, health needs, hidden homelessness and limited move-on options. This section explains how that evidence has shaped the strategy's vision, priorities, and delivery plan.

Local evidence	What this means for North Norfolk	How this shapes our priorities
Demand is rising	More households need help before crisis point.	Earlier prevention and stronger triage.
Loss of private rented tenancy, family exclusion and domestic abuse are key causes	Prevention needs to be targeted where risk is highest.	Tenancy sustainment, mediation and domestic abuse pathways.
Temporary accommodation and move-on pressures are increasing	Settled housing pathways are critical.	Reduce temporary accommodation use and improve move-on.
Rurality and deprivation affect access	Services must be easy to reach across the district.	Community, outreach and digital routes.
Rough sleeping is low but high risk	Rapid response remains essential.	Outreach, case planning and move-on.
Support needs are complex	Housing alone is not enough.	Recovery, tenancy sustainment and partnership support.

Taken together, these findings provide the foundation for the vision, outcomes, principles and strategic priorities set out in the following sections. This local response also aligns with the national direction to prevent homelessness earlier, strengthen collaboration, reduce rough sleeping and reduce the use of unsuitable temporary accommodation.

7. Vision, outcomes, and principles

The vision, outcomes and principles set out what the Council and its partners want to achieve in response to the local evidence.

Vision: By 2031, North Norfolk will prevent homelessness earlier, reduce rough sleeping and temporary accommodation pressures, and help more people access and sustain safe, settled homes.

Strategic outcomes:

1. Fewer households become homeless.
2. More households secure or sustain accommodation at the prevention and relief stages.
3. Fewer households, especially families with children, require temporary accommodation and those who do spend less time there.
4. Rough sleeping, repeat rough sleeping and long-term rough sleeping reduce.
5. People with multiple disadvantage and complex needs achieve better housing outcomes.
6. Services are delivered through strong partnership, accountability and lived experience-informed practice.

Principles:
Our principles give us a clear and practical foundation for making decisions. They help align services with people's needs, promote consistency and accountability, and guide our action plan with integrity and purpose.

- Prevention first: act earlier and intervene before crisis by making sure everyone knows what help is available and how to get it, including advice, early help and financial inclusion support.
- Whole-system partnership: make sure everyone understands their role in preventing homelessness, so people get the help they need to stay housed.
- Trauma-informed and person-centred practice: listen to people and use their experiences to shape services.
- Targeted and accessible support for those most at risk, including families, people affected by domestic abuse, young people, care leavers, prison leavers, people leaving hospital, veterans, refugees and people experiencing multiple disadvantages. Support should be available across the district through community, outreach and digital routes.
- Use data and insight to improve services and support.
- Deliver value for money while improving outcomes.

8. Strategic priorities 2026–2031

Our priorities for this Strategy have been developed following the undertaking of our strategic Homelessness Review.

Our five strategic priorities translate the local evidence, vision and outcomes into a focused programme for delivery. They provide the structure for the action plan, performance framework and annual review process.

Priority 1: Prevent homelessness earlier through proactive targeted support

Preventing homelessness before it occurs is the most effective way to reduce housing instability and its associated social, economic, and health impacts. We are committed to a proactive, prevention-first approach that identifies and supports households at risk of homelessness as early as possible.

We will strengthen triage, early advice and targeted support for households most at risk of homelessness, including those affected by poverty, debt, poor health, domestic abuse, family breakdown and the loss of private rented accommodation. We will work closely with internal services, including community outreach, the Help Hub, financial inclusion, social prescribing and debt advice, and make effective use of discretionary financial support where appropriate. We will also strengthen referral routes with public bodies and community organisations so that risks are identified earlier and support is coordinated before households reach crisis point.

We know that opportunities to deliver long-term change for individuals at risk of homelessness often arise outside or prior to engagement with the Housing Options Service and we will ensure that everyone knows what help is available and how to get it. Services should be easy to find and understand – online, in person, and in the community. Clear, inclusive communication helps people access support, reduces stigma, and builds trust.

The Renters' Rights Act improves security and stability for tenants, particularly those at risk. We will provide support to both tenants and landlords to help people understand their rights.

Helping low-income households meet rent and essential living costs is central to preventing homelessness. Historically, the Household Support Fund and Discretionary Housing Payments have helped residents manage cost-of-living pressures and avoid crisis. The new Crisis and Resilience Fund will build on this approach by supporting a more joined-up offer for residents, including help with housing

costs, essential living costs and wider wraparound support through the North Norfolk Health and Wellbeing Partnership to help address health inequalities.

Priority 2: Reduce the use of nightly paid forms of temporary accommodation

Nightly paid temporary accommodation (TA), such as hotel placements, is often used in emergency situations to meet statutory duties. However, it is not a sustainable or cost-effective solution. These placements can be expensive, unsuitable for families, and disruptive to individuals' health, education, and employment. Statutory guidance also prohibits the use of B&B accommodation for families with children or pregnant women, except in genuine emergencies, and then only for a maximum of six weeks, and specifies that B&B accommodation is never suitable for homeless 16- and 17-year-olds. We are committed to reducing reliance on nightly paid accommodation by continuing to expand cost-effective self-contained temporary accommodation where this provides better outcomes and value than nightly paid placements, accessing additional funding where possible.

Where temporary accommodation is required, we will ensure that accommodation is suitable, safe and minimises disruption to essential services, in line with statutory requirements and the Council's Temporary Accommodation (TA) Policy.

We will increase access to suitable accommodation by making best use of the affordable housing pipeline, ensuring that the supply of new affordable homes is based on housing need and has the greatest impact on reducing homelessness. We will strengthen move-on from temporary and supported accommodation and improve allocation pathways, including reviewing the impact of recent changes to the allocations scheme and identifying any further changes required to ensure scarce social housing meets the greatest need.

We will work with registered providers, other housing organisations (including community led), private landlords and support providers to improve housing options across the pathway, with a particular focus on larger families, single people, and people with support needs.

Priority 3: Prevent and reduce rough sleeping through rapid outreach, targeted support and effective move-on

Rough sleeping represents the most visible and severe form of homelessness and poses serious risks to health, safety and wellbeing. While the number of people sleeping rough in North Norfolk is low compared with national figures, the district experiences specific challenges relating to long-term and repeat rough sleeping, often involving people with complex needs.

Preventing rough sleeping is critical because it carries the greatest risk of harm and typically requires the most intensive interventions once people are on the streets. Single people, those leaving institutions, people with high support needs and people experiencing multiple disadvantage are more likely to sleep rough. Targeted early intervention can break this cycle and prevent the deterioration in physical and mental health that can make future housing solutions harder to achieve.

We will actively work within the guidelines of the National Rough Sleeping programme Aug 2026 to:

1. Provide rapid support and accommodation options for people sleeping rough or at immediate risk of rough sleeping, moving as many people as possible off the streets and into accommodation before Christmas this year (2026).
2. Deliver targeted wraparound support that supports people experiencing long-term rough sleeping and the most complex needs to move off the streets and sustain their accommodation.
3. Strengthen local systems to prevent and resolve rough sleeping.
4. Increase the supply of suitable, stable accommodation with dedicated support for people experiencing long-term rough sleeping, to reduce repeat and persistent rough sleeping over time.

5. Strengthen local pathways into long-term accommodation, reducing repeat and persistent rough sleeping over time.

Priority 4: Strengthen support, recovery and tenancy sustainment for people with complex needs

There is high demand for support from people in urgent housing need, including those fleeing domestic abuse, vulnerable families, people with mental health needs, neurodivergent people and people affected by substance or alcohol misuse. People who sleep rough have often experienced serious and sometimes multiple traumas. This priority will strengthen trauma-informed practice, tenancy sustainment, recovery pathways and support for people experiencing multiple disadvantage.

Where we can, we will work with partners to improve assessment, support planning and recovery pathways so that people can sustain accommodation and avoid repeat homelessness. This includes stronger support for people affected by mental ill health, physical ill health, domestic abuse, substance misuse, offending history, repeat homelessness and budgeting difficulties. We will continue to embed trauma-informed care, improve cross-pathway support and develop more effective pathways for people experiencing multiple disadvantage and complex needs.

Priority 5: Build a stronger partnership, governance and evidence framework for delivery

We will deliver the strategy through clear governance, shared accountability and stronger partner ownership of actions. We will align this strategy with wider council priorities, housing delivery plans, domestic abuse work, public health and community wellbeing priorities. We will also improve data quality, performance management, service evaluation and create ways for people with lived experience to engage at different levels so that everyone's voice can be heard.

We are committed to working with partners as equals, including people with lived experience, to shape services that support people who are at risk of, or experiencing, homelessness. This means agreeing plans together, reporting progress across departments and organisations, and ensuring shared accountability for delivery. We also recognise that partnerships across the wider system will help us tackle the structural causes of homelessness.

9. How we will deliver the strategy

This action plan provides the delivery framework for the final strategy, setting out the commitments, timescales and partnership responsibilities required to achieve the agreed priorities. It will be reviewed at least once a year to ensure delivery remains aligned with local need, available resources, performance evidence, partnership capacity and emerging national or local policy changes.

Priority 1: Prevent homelessness earlier through proactive, targeted support				
Ref	**Action**	**Milestone / evidence of delivery**	**Year**	**Lead / partners**
1.1	Households at risk of homelessness are identified earlier. Review of current triage and early help pathway, with referrals made to the right support at the first point of contact.	Pathway agreed; referral guidance issued; baseline established for prevention-stage approaches.	Year 1 - 2	NNDC Housing Options / Help Hub / Community Outreach
1.2	Private renters at risk of losing their home receive earlier, co-ordinated support through financial inclusion, debt advice, landlord engagement and tenancy sustainment interventions.	Prevention offer documented; landlord and tenant advice promoted; outcomes monitored through prevention KPIs.	Years 1–5	NNDC / Benefits / Norfolk Citizens Advice / landlords
1.3	Reduce homelessness caused by family or relationship breakdown through an agreed mediation and prevention protocol with clear referral routes.	Protocol agreed; referral routes communicated; outcomes reviewed for family and friend exclusion cases.	Years 1–5	NNDC / Children's Services / VCSE partners
1.4	People affected by domestic abuse can access safe, timely and trauma-informed housing responses, including sanctuary options, safe accommodation pathways, and consistent DAHA-informed practice.	Pathways reviewed annually; staff guidance refreshed; DAHA-informed practice evidenced through audit and feedback.	Years 1–5	NNDC / domestic abuse partners / Norfolk County Council

1.5	Joint working with public bodies is strengthened so people at risk of homelessness are identified earlier and receive coordinated support before crisis point.	Duty to Refer learning reviewed; referral expectations clarified; priority partner pathways agreed.	Year 1 and ongoing	NNDC / NHS / Children's Services / Adult Social Care / Probation
1.6	Develop a co-ordinated housing and financial inclusion support offer, including income maximisation, debt advice, financial capability support and access to flexible crisis prevention funding.	Offer mapped; referral route agreed; funding use and prevention outcomes reviewed annually.	Years 1–5	NNDC Housing Options / Benefits / financial inclusion partners
1.7	Map community-based prevention opportunities and agree practical referral routes with churches, food banks, voluntary groups and other community spaces.	Community prevention map completed; referral route shared; review built into community outreach reporting.	Year 1	NNDC Housing Options / Health and Communities Team / faith and voluntary groups
Priority 2 Reducing the use of nightly paid forms of temporary accommodation				
Ref	**Action**	**Milestone / evidence of delivery**	**Year**	**Lead / partners**
2.1	Continue to access funding/ partnership opportunities to invest in alternative temporary accommodation to reduce the reliance on nightly paid placements.	Temporary accommodation supply reviewed; nightly paid use monitored; value-for-money assessment completed.	Years 1–5	NNDC / Finance / Property Services / Strategic Housing
2.2	Create temporary accommodation policy and procedures to support consistent decisions, suitability checks, cost control and move-on planning.	Policy and procedures updated; suitability checklist in use; move-on planning expectations confirmed.	Year 1	NNDC / Finance / Property Services / Strategic Housing
2.3	Review social housing allocation arrangements when new national guidance is available and identify changes	Review completed following guidance; options appraisal prepared; agreed changes progressed.	Year 1, subject to national guidance	NNDC / registered providers / Your Choice Your Home partners

	that could prevent temporary accommodation use or support faster move-on.			
2.4	Agree and implement allocation and move-on improvements that reduce the length of stay in temporary accommodation, with a focus on families and larger households.	Move-on process agreed; priority cohorts identified; length-of-stay data reviewed quarterly.	Years 1–3	NNDC / registered providers / Your Choice Your Home partners
2.5	Work with registered providers, developers and housing partners to maximise delivery of general needs rented homes and reduce the loss of existing affordable homes where possible.	Affordable housing pipeline monitored; delivery risks escalated; opportunities to retain or replace affordable homes reviewed.	Years 1–5	NNDC / registered providers / developers
2.6	Complete an annual review of temporary accommodation demand, procurement, quality and cost, and use the findings to improve suitability, safety and value for money.	Annual review completed; recommendations agreed; findings reported through governance.	Annual	NNDC
2.7	Carry out regular monitoring of the use of nightly paid temporary accommodation to ensure they remain safe, suitable, and compliant with statutory requirements.	Reduction in privately managed nightly paid – no families over six weeks.	Monthly	NNDC
Priority 3: Prevent and reduce rough sleeping through rapid outreach, targeted support and effective move-on				
Ref	**Action**	**Milestone / evidence of delivery**	**Year**	**Lead / partners**
3.1	Maintain a rapid outreach response so people sleeping rough, or at immediate risk of rough sleeping, are identified quickly and offered tailored housing and support options.	Outreach response maintained; rough sleeping data reviewed monthly; new rough sleeping cases assessed promptly.	Years 1–5	NNDC Housing Options / outreach partners

3.2	Use targeted, case-led support for people experiencing repeat or long-term rough sleeping, including multi-agency planning where needs are complex.	Case planning approach in place; multi-agency reviews held for repeat and long-term rough sleeping cases.	Years 1–5	NNDC / health / substance misuse / mental health / probation partners
3.3	Strengthen move-on options from emergency, rough sleeping and supported accommodation pathways to reduce repeat rough sleeping.	Move-on barriers reviewed; pathway options mapped; outcomes monitored through rough sleeping and temporary accommodation reporting.	Years 1–5	NNDC / supported housing providers / registered providers
Priority 4: Strengthen support, recovery and tenancy sustainment for people with complex needs				
Ref	**Action**	**Milestone / evidence of delivery**	**Year**	**Lead / partners**
4.1	Embed trauma-informed and person-centred practice across homelessness prevention, rough sleeping, domestic abuse and tenancy sustainment pathways.	Practice expectations agreed; staff guidance and learning reviewed; feedback and audit evidence considered.	Years 1–5	NNDC / specialist support partners
4.2	Improve coordinated support for people with mental health, physical health, substance misuse, offending history, domestic abuse, repeat homelessness or multiple disadvantage.	Complex needs pathway mapped; referral routes clarified; multi-agency case discussions used for higher-risk cases.	Years 1–5	NNDC / NHS / Adult Social Care / domestic abuse / substance misuse / probation partners
4.3	Strengthen tenancy sustainment support after move-on to reduce repeat homelessness and failed placements.	Tenancy sustainment offer reviewed; post-move-on support route agreed; repeat homelessness outcomes monitored.	Years 1–5	NNDC / registered providers / support providers

Priority 5: Build a stronger partnership, governance and evidence framework for delivery				
Ref	**Action**	**Milestone / evidence of delivery**	**Year**	**Lead / partners**
5.1	Establish multi-agency governance arrangements and agree partner delivery actions for the strategy and action plan.	Terms of reference agreed; named partner leads confirmed; delivery plan reviewed through governance.	Year 1 and ongoing	NNDC / strategic partners
5.2	Use audit, peer review, lived experience, service user feedback and performance data to identify improvement actions and strengthen consistency of outcomes.	Improvement log maintained; lessons learned reported; actions reflected in annual refresh.	Years 1–5	NNDC / partners / lived experience contributors
5.3	Review Duty to Refer data and prepare for the new Duty to Collaborate so partner agencies identify and refer people at risk of homelessness at the earliest opportunity.	Data review completed; partner briefing delivered; improvement actions agreed with statutory agencies.	Year 2	NNDC / statutory agencies required to refer
5.4	Develop and implement clear referral guidance and processes between housing, health, education and social care partners to support earlier identification of people at risk of homelessness.	Referral guidance published; partner briefings completed; referral quality reviewed through governance.	Year 2	NNDC / housing, health, education and social care partners
5.5	Produce an annual delivery report for Members, partners and residents showing progress, barriers, learning and refreshed priorities for the year ahead.	Annual report completed; progress considered through governance; refreshed action plan published or shared.	Annual	NNDC / strategic partners

Action plan year definitions					
Action plan year	**Financial year**	**Action plan year**	**Financial year**	**Action plan year**	**Financial year**
Year 1	2026/27	Year 3	2028/29	Year 5	2030/31
Year 2	2027/28	Year 4	2029/30		

10. Targeted support for people most at risk

While homelessness can affect any individual, couple or family, the risk is not experienced equally. Some groups face additional barriers linked to age, trauma, domestic abuse, care experience, health, disability, immigration status, institutional discharge, poverty or multiple disadvantage. The Council and its partners will provide targeted support for the following priority groups, with a focus on earlier prevention, safeguarding, planned transitions, suitable accommodation and sustained recovery.

Families and children

We will reduce family homelessness by strengthening early advice, family mediation where appropriate, links with schools, early help and health services, and access to suitable temporary and settled accommodation. Where children are placed in temporary accommodation, we will seek to minimise disruption to education, health care and support networks. This will support better long-term outcomes for families by reducing crisis presentations, shortening disruption and helping children remain connected to education, health and wider support.

Single People

We know that single homeless people often face multiple needs, mental ill health, substance misuse, social isolation, and barriers to employment. Many do not qualify as having a priority need under legislation. They are overrepresented among rough sleepers and those in insecure arrangements (e.g.sofa surfing), leading to poor health, social exclusion, and instability.

We will look to identify more accommodation options for single people, including working with partners to provide additional move-on accommodation to support single people and those moving on from supported housing.

This approach will help ensure single people are identified earlier, offered proportionate support and supported into housing pathways that reduce repeat homelessness and rough sleeping risk.

People affected by domestic abuse

We will maintain safe and trauma-informed housing responses, including sanctuary options, refuge and safe accommodation pathways, risk-led safety planning and strong links with specialist domestic abuse services. We will ensure that people are supported to access advice quickly and that housing options are considered alongside safety, safeguarding and recovery needs. This will strengthen our strategic focus on safety, choice and recovery, while ensuring housing decisions are aligned with safeguarding and specialist support.

Young people and care leavers

We will work with Children's Services, supported housing providers, education and voluntary sector partners to prevent youth homelessness, support planned moves to independence and avoid crisis presentations. This will include earlier identification of risk, joint planning for care leavers, and access to age-appropriate accommodation and support. This will help create clearer transition pathways, reduce avoidable crisis and support young people to build stable foundations for adulthood.

People leaving institutions

We will strengthen joint planning with prisons, probation, hospitals, mental health services, adult social care and other relevant partners so that people do not leave institutions into homelessness. This will

include earlier notification, shared discharge and resettlement planning, clear referral routes and timely access to housing advice and support. This will support planned transitions, reduce delayed or unsafe discharge and make homelessness prevention a shared responsibility across public services.

People experiencing multiple disadvantage

We will improve coordinated support for people facing overlapping issues such as mental ill-health, substance use, domestic abuse, offending history, rough sleeping, repeat homelessness or social isolation. Support will be developed through multi-agency case planning, trauma-informed practice, assertive engagement and pathways that focus on recovery, accommodation sustainment and long-term stability. This will strengthen the whole-system response to multiple disadvantage and help reduce repeat homelessness by aligning housing support with health, care, recovery and community-based services.

Veterans

Veterans may need support to access specialist advice, welfare benefits, employment support, health care, adapted accommodation or armed forces charitable support. We will ensure staff understand the relevant referral routes and work with armed forces, housing and voluntary sector partners so that veterans who are homeless or at risk of homelessness receive timely and appropriate housing advice. This will strengthen our commitment to the Armed Forces Covenant and ensure that veterans are supported through clear, respectful and co-ordinated pathways that recognise their service, circumstances and wider support needs.

Refugees

Refugees may face housing pressures linked to resettlement, family reunion, trauma, language barriers, employment, access to benefits and the transition from asylum or resettlement accommodation into settled housing. We will work with county, voluntary, community and specialist partners to provide timely housing advice and support access to accommodation, benefits, health care, employment and community integration where eligible. This will support a planned and humane response to resettlement, reduce the risk of homelessness at key transition points and help refugees build safety, stability and independence in North Norfolk.

Migrants

Migrants may have different housing options and entitlements depending on immigration status, eligibility for public funds, employment, family circumstances and access to advice. We will ensure people receive accurate, lawful and appropriate housing advice, with clear referral routes to specialist immigration, welfare, health and community support where required. This will help services respond consistently and fairly, reduce the risk of people falling between systems, and ensure that homelessness prevention is delivered in a way that is lawful, inclusive and sensitive to individual circumstances.

11. Performance framework

The performance framework will be aligned with the Government's Local Outcomes Framework and the Council's local priorities for homelessness prevention, temporary accommodation, rough sleeping, support and partnership delivery. This will ensure that local monitoring reflects national expectations while also focusing on the outcomes that matter most for North Norfolk residents.

The Council will monitor performance of the action plan through this framework on a quarterly basis, and the action plan will be reviewed at least yearly. Baselines will be drawn from the most recent data available, including the 2025 homelessness review, DELTA returns and local service data.

Baselines will be confirmed using the latest available full year or monthly data, depending on the measure. Where a baseline is not yet available, it will be established during Year 1 and reviewed at least once a year. Targets will be set once baselines are confirmed and will take account of local demand, statutory duties, available housing supply and national reporting requirements.

Ref	KPI name	KPI metric	Why it matters	Preferred trend	Baseline	Target	Reporting frequency
1	Long-term rough sleeping	Total number of known long-term rough sleepers in North Norfolk on the last night of each month.	Shows whether the most established and high risk rough sleeping is reducing.	Reduction in long-term rough sleeping.	2	0	Monthly, with annual review
2	People sleeping rough on the last night of the month	Total number of known people sleeping rough in North Norfolk on the last night of each month.	Tracks immediate rough sleeping risk and the effectiveness of outreach.	Reduction in people sleeping rough.	Baseline to be confirmed from monthly rough sleeping data.	0	Monthly, with annual review
3	Successful prevention outcomes	Households able to remain at home, or who secured alternative accommodation, where a section 195 prevention duty was owed, as a percentage of prevention duties discharged.	Shows whether households are being helped before homelessness occurs.	Increase in successful prevention outcomes.	53%	Year-on-year improvement from baseline.	Quarterly and annually

4	Successful relief outcomes	Households who secured alternative accommodation where a section 189B relief duty was owed, as a percentage of relief duties discharged.	Shows whether households who are already homeless are helped into accommodation.	Increase in successful relief outcomes and reduction in main duty acceptances where appropriate.	20%	Year-on-year improvement from baseline.	Quarterly and annually
5	Prevention and relief successful for those experiencing multiple disadvantage	Total number of households with support needs able to remain at home, or who have secured alternative accommodation and who were owed a s195 prevention duty or s189b relief duty, as a percentage of duty discharged.	Shows whether targeted interventions are successful		Baseline to be confirmed from homelessness case data during Year 1.	Year-on-year reduction once baseline is established.	Quarterly and annually
6	Households supported at prevention stage	Percentage of households where a section 195 prevention duty was accepted at initial approach rather than a section 189B relief duty.	Shows whether the Council is shifting activity earlier, before crisis.	Increase in prevention duty acceptances compared with relief duty acceptances.	38%	Year-on-year improvement from baseline.	Quarterly and annually
7	Social housing lets to households owed homelessness duties	Percentage of homes let through the housing register to households in Band A who are owed relevant duties under Part 7.	Shows whether scarce social housing is supporting those in greatest housing need.	Increase in homes let to households owed homelessness duties following introduction of the 2026 allocation scheme.	60%	Target to be agreed following first-year monitoring of the 2026 allocation scheme.	Quarterly and annually
8	Households with children in temporary accommodation	Total number of households with a child under 18 in temporary accommodation on the last night of each month.	Highlights the impact of homelessness on families and children.	Reduction in households with children in	Baseline to be confirmed from monthly temporary	Year-on-year reduction, with interim annual targets to be agreed	Monthly, with quarterly review

				temporary accommodation.	accommodation data.	following baseline confirmation.	
9	Households in temporary accommodation	Total number of households in temporary accommodation on the last night of each month.	Tracks overall temporary accommodation pressure and demand.	Reduction in households in temporary accommodation.	Baseline to be confirmed from monthly temporary accommodation data.	Year-on-year reduction, with interim annual targets to be agreed following baseline confirmation.	Monthly, with quarterly review
10	Families in B&B accommodation for more than 6 weeks	Number of households with dependent children, a pregnant household member, or a 16/17-year-old applicant placed in B&B type accommodation for more than 6 weeks.	Provides a key statutory and safeguarding measure, with a target of zero.	No families with children, pregnant household members or 16/17-year-old applicants in B&B type accommodation for more than 6 weeks.	Baseline to be confirmed from temporary accommodation placement data.	0	Monthly

Performance measures will be considered alongside qualitative evidence, case audit, customer feedback, partner insight and changes in local demand. No single measure will be used in isolation to assess success. The performance framework will be reviewed annually alongside the action plan to ensure measures remain relevant, proportionate and aligned with local priorities, national requirements and available data.

12. Governance and partnership arrangements

Governance arrangements will ensure that the strategy is actively delivered, not simply monitored. They will provide clear oversight of progress, risks, resources, partnership actions and performance, and will support timely decisions where delivery is off track.

To ensure the key strategic priorities are delivered, we will work with our partners to create a multi-agency forum that will meet regularly to monitor delivery, review performance, identify barriers, escalate system issues and co-ordinate actions. The forum will make best use of existing partnership arrangements where appropriate, including housing, health, domestic abuse, Help Hub and wider prevention meetings, so that governance remains proportionate and avoids duplication.

The Council will maintain strategic leadership through the appropriate member and officer governance routes, with oversight through Cabinet, scrutiny and relevant strategic boards as required. The council will maintain strategic leadership including statutory duties, strategy oversight and reporting. Partners will be expected to take ownership of agreed actions, referral routes, pathway improvements and system changes that support prevention, move-on, rough sleeping reduction and support for priority groups. Member oversight will provide democratic accountability through Cabinet, scrutiny and other relevant governance routes.

Issues requiring escalation may include rising temporary accommodation pressures, barriers to move-on, repeat rough sleeping, partner referral issues, safeguarding concerns, funding pressures or actions that are not progressing as planned.

The council will review performance against the core KPIs and wider delivery evidence, including demand, temporary accommodation use and cost, rough sleeping, prevention and relief outcomes, customer feedback, audit findings and progress against partner actions.

Lived experience, customer feedback, complaints, audit learning and partner insight will be used to inform governance discussions and service improvement.

The outputs from governance meetings will inform the monitoring and refresh arrangements set out in Section 13.

13. Monitoring, review and refresh

This strategy covers the period 2026–2031 and will be kept under active review throughout its lifetime. Delivery will be monitored through the action plan, performance framework and established governance arrangements, with reporting aligned to service planning, budget setting and corporate performance processes. Monitoring will focus on whether the strategy is reducing homelessness, improving prevention and relief outcomes, reducing reliance on temporary accommodation, preventing and reducing rough sleeping, improving outcomes for priority groups and strengthening partnership delivery.

Performance reporting will include progress against the Local Outcomes Framework metrics, homelessness prevention and relief outcomes, temporary accommodation use and cost, use of bed and breakfast accommodation, rough sleeping activity, outcomes for priority groups, customer and partner feedback, audit findings and delivery of key actions. This evidence will be used to identify what is working well, where improvement is needed and whether resources should be redirected to address changing demand or emerging risks.

A live risk profile will be maintained throughout the lifetime of the strategy to identify, assess and track emerging and ongoing risks to delivery. It will record the nature and potential impact of each risk, the actions required to mitigate it, the responsible lead and the status. The profile will be reviewed regularly through the governance arrangements set out in Section 12, with significant or escalating risks reported promptly so that corrective action, resource decisions or changes to delivery can be agreed.

The action plan will be reviewed at least annually to reflect local need, service performance, housing supply, funding, legislative change, national policy and the outcomes of local government reorganisation review by the Government. The review will draw on data, partner feedback, service user insight and lived experience. A progress report will be considered through the Council's governance arrangements before the refreshed action plan is finalised for the year ahead.



14. Funding and resourcing

The Council's ability to deliver its strategy is supported by a range of funding streams, including the Homelessness, Rough Sleeping and Domestic Abuse Grant allocated by the Ministry of Housing, Communities and Local Government (MHCLG). North Norfolk's allocations for this grant have been confirmed for the period 2026/27 to 2028/29, providing funding certainty to support continued delivery.

The consolidation of funding into a single grant over a three-year period gives the local authority and its partners greater stability and flexibility to prioritise local needs, including rough sleeping services and domestic abuse-related housing support. There is a requirement to spend a minimum proportion on prevention and staffing. This allows improved local commissioning of support services, such as tailored housing support and community outreach. The outcomes framework metrics, including rough sleeping rates, B&B usage and prevention success, will provide a basis for performance review and progress reporting linked to funding conditions.

Resource requirements will be reviewed at least annually alongside the action plan. This review will consider demand, expenditure on temporary accommodation, prevention and relief outcomes, rough sleeping activity, staffing capacity, delivery risks and the availability of external funding. Where resources are limited, priority will be given to activity that prevents homelessness, reduces time spent in temporary accommodation, supports people with the greatest risks and delivers measurable value for money.



15. Conclusion

This strategy recognises that homelessness in North Norfolk is shaped by a combination of structural housing pressures, affordability challenges, rural access issues, relationship breakdown, domestic abuse, health inequalities and complex individual circumstances. It also recognises that North Norfolk has strong foundations to build on, including committed staff, established partnerships, investment in temporary accommodation, a developing community outreach offer, and a clear focus on prevention.

Over the next five years, the Council and its partners will focus on preventing homelessness earlier, reducing the need for and time spent in temporary accommodation, improving access to suitable settled housing, preventing and reducing rough sleeping, and strengthening support so that people can recover and sustain their homes. These ambitions will only be achieved through shared ownership across housing, health, social care, criminal justice, domestic abuse services, registered providers, the voluntary and community sector and local communities.

