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Gedling Borough Council

Civic Centre,
Arnot Hill Park,
Arnold,
Nottinghamshire,
NG5 6LU

Agenda

Cabinet

Date: **Thursday 26 November 2026**

Time: **1.00 pm**

Place: **Council Chamber**

For any further information please contact:

Democratic Services

committees@gedling.gov.uk

0115 901 3906

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Cabinet

Membership

Chair	Councillor John Clarke
Vice-Chair	Councillor Lynda Pearson
	Councillor Kathryn Fox
	Councillor Viv McCrossen
	Councillor Marje Paling
	Councillor Henry Wheeler
	Councillor Kyle Robinson-Payne

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Responsibility of committee:
Cabinet is the meeting of all executive members. The Executive will carry out all of the local authority's functions which are not the responsibility of any other part of the local authority, whether by law or under the Constitution. Cabinet Portfolios are detailed within Section 6, Part 9 of the Council's Constitution.

AGENDA

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1 **Apologies for Absence**

2 **To approve, as a correct record, the minutes of the meeting held on 15.10.26** 5 - 7

3 **Declaration of Interests**

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Report of the Assistant Director for Housing and Resettlement

8 **Any other items the Chair considers urgent**

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MINUTES
CABINET

Thursday 15 October 2026

Councillor John Clarke (Chair)

Present: Councillor Kathryn Fox, Councillor Viv McCrossen, Councillor Marje Paling, Councillor Henry Wheeler, Councillor Kyle Robinson-Payne

Officers in Attendance: M Hill, F Whyley, M Avery, T Adams, S Troman, D Reason, N Osei and L Squires

151 APOLOGIES FOR ABSENCE.

Apologies for absence were received from Councillor Pearson.

152 TO APPROVE, AS A CORRECT RECORD, THE MINUTES OF THE MEETING HELD ON 03.09.2026.

RESOLVED:

That the minutes of the above meeting, having been circulated, be approved as a correct record.

153 DECLARATION OF INTERESTS.

None.

154 FORWARD PLAN

Consideration was given to a report of the Democratic Services Manager, which had been circulated prior to the meeting, detailing the Executive's draft Forward Plan for the next six-month period.

RESOLVED:

To note the report.

155 BUDGET, VIREMENT REPORT AND PERFORMANCE MONITORING FOR THE PERIOD APRIL TO JULY 2026

The Chief Finance Officer presented a report, which had been circulated prior to the meeting, to provide Cabinet with an integrated update on the Council's financial and service performance position for the period April to July 2026, including the forecast revenue and capital outturn, key budget movements, progress against performance indicators and the Annual Delivery Plan, and the actions being taken through the Budget, Performance and Risk Board to manage pressures, risks and delivery priorities.

RESOLVED to:

1. Approve the General Fund Budget virements set out in Appendix 1;
2. Note the use of reserves and funds during April to July 2026 as detailed in Appendix 2;
3. Approve the changes to the capital programme included in section 5.
4. Note the progress against Performance Indicators for April to July 2026 as set out in section 6 and Appendix 4
5. Note the progress on the Annual Delivery Plan as set out in section 8.
6. Approve the repurposing of £306,800 of earmarked reserves, as set out in section 3.3.

156 PRUDENTIAL CODE INDICATOR MONITORING 2026/27 AND TREASURY ACTIVITY REPORT FOR THE PERIOD APRIL 2026 TO JULY 2026

The Chief Finance Officer presented a report, which had been circulated prior to the meeting, to inform Members of the performance monitoring of the 2026/27 Prudential Code Indicators, and to advise Members of the Treasury activity as required by the Treasury Management Strategy.

RESOLVED to:

1. Note the report, together with the Treasury Activity Report 2026/27 for Period 4 at Appendix 1, and the Prudential and Treasury Indicator Monitoring 2026/27 at Appendix 2.
2. Approve the changes to Prudential Indicators detailed at paragraph 2.7 to align with the latest revenue and capital budgets being reported to members as part of the Budget Monitoring and Virement Report for the period April 2026 to July 2026.

157 ANY OTHER ITEMS THE CHAIR CONSIDERS URGENT.

None.

The meeting finished at 2.42 pm

Signed by Chair:
Date:

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Report to Cabinet

Subject: Forward Plan

Date: 26th November 2026

Author: Democratic Services Manager

Wards Affected

All

Purpose

To present the Executive's draft Forward Plan for the next six month period.

Key Decision

This is not a Key Decision.

Recommendation(s)

THAT:

Cabinet notes the contents of the draft Forward Plan making comments where appropriate.

1 Background

1.1 The Council is required by law to give to give notice of key decisions that are scheduled to be taken by the Executive.

1.2 A key decision is one which is financially significant, in terms of spending or savings, for the service or function concerned (more than £500,000), or which will have a significant impact on communities, in two or more wards in the Borough.

1.3 In the interests of effective coordination and public transparency, the plan includes any item that is likely to require an Executive decision of the Council, Cabinet or Cabinet Member (whether a key decision or not). The Forward Plan covers the following six months and must be

updated on a rolling monthly basis. All items have been discussed and approved by the Senior Leadership Team.

2 Proposal

2.1 The Forward Plan is ultimately the responsibility of the Leader and Cabinet as it contains Executive business due for decision. The Plan is therefore presented at this meeting to give Cabinet the opportunity to discuss, amend or delete any item that is listed.

3 Alternative Options

3.1 Cabinet could decide not agree with any of the items are suggested for inclusion in the plan. This would then be referred back to the Senior Leadership Team.

3.2 Cabinet could decide to move the date for consideration of any item.

4 Financial Implications

4.1 There are no financial implications directly arising from this report.

5 Legal Implications

5.1 There are no legal implications directly arising from this report.

6 Equalities Implications

6.1 There are no equalities implications arising from this report.

7 Carbon Reduction/Environmental Sustainability Implications

7.1 There are no carbon reduction/sustainability implications arising from this report.

8 Appendices

8.1 Appendix 1 – Forward Plan

9 Background Papers

9.1 None identified

10 Reasons for Recommendations

10.1 To promote the items that are due for decision by Gedling Borough Council's Executive over the following six month period.

Statutory Officer approval	
Approved by:	Chief Financial Officer
Date:	17/11/2026 (report content)
Approved by:	Monitoring Officer 17/11/2026 (report content)

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Gedling Borough Council FORWARD PLAN

FOR THE PERIOD 1 DECEMBER 2026 TO 30 JUNE 2027

This Forward Plan sets out the details of the key and non-key decisions which the Executive Cabinet expect to take during the next six months.

The current members of the Executive Cabinet are:

Councillor John Clarke – Leader of the Council and Portfolio Holder for Community Protection, Communications and Engagement
Councillor Lynda Pearson – Deputy Leader and Portfolio Holder for Sustainable Growth and Economy
Councillor Viv McCrossen – Portfolio Holder for Climate Change, Parks and Environmental Health
Councillor Henry Wheeler – Portfolio Holder for Lifestyles, Health and Wellbeing
Councillor Kyle Robinson-Payne – Portfolio Holder for Corporate Resources and Performance
Councillor Kathryn Fox – Portfolio Holder for Life Chances and Vulnerability
Councillor Marje Paling – Portfolio Holder for Environmental Services (Operations)

Anyone wishing to make representations about any of the matters listed below may do so by contacting the relevant officer listed against each key decision, within the time period indicated.

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Open / Exempt (and reason if the decision is to be taken in private) Is this a Key Decision?
Budget, Virement Report and Performance monitoring for the period April to July 2026 To update Cabinet on the 2026/27 revenue and capital forecast, seek approval for budget changes, and summarise performance position against the Council's performance indicators and Legacy Plan 2026-28	**15 Oct 2026 Cabinet** **9 Dec 2026 Council**	Tina Adams, Chief Finance Officer & S151 Officer, Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Prudential Code Indicator Monitoring 2026/27 and Treasury Activity Report for the Period April 2026 to July 2026 To inform Members of the performance monitoring of the 2026/27 Prudential Code indicators, and to advise Members of the Treasury activity as required by the Treasury Management Strategy.	**15 Oct 2026 Cabinet** **9 Dec 2026 Council**	Tina Adams, Chief Finance Officer & S151 Officer, Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Proposed Dog Control Public Spaces Protection Order Consultation To seek approval for a proposed Dog Control Public Spaces Protection Order (PSPO). The proposed Order would require persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste; and require a dog to be placed on a lead when directed by an authorised officer.	**26 Nov 2026 Cabinet**	Kevin Nealon, Community Protection and Pollution Control Manager	Officer Report	Portfolio Holder for Community Protection, Communications and Engagement	Open Yes
Temporary Accommodation Placement Policy To seek Cabinet approval to implement a Temporary Accommodation Placement Policy that outlines the Council's approach to providing temporary housing for individuals and families experiencing	**26 Nov 2026 Cabinet**	Paul Whitworth, Assistant Director - Housing and Resettlement	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
homelessness for both in area and out of area placements.					
Homelessness Prevention and Rough Sleeping Action Plan 2026/27 To seek Cabinet approval to publish and implement the Council's Homelessness Prevention and Rough Sleeping Action Plan 2026/2027, and to seek delegated authority for minor amendments, ongoing delivery and regular review of the Action Plan.	**26 Nov 2026 Cabinet**	Paul Whitworth, Assistant Director - Housing and Resettlement	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes
Five-Year Housing Land Supply Assessment 2026 To note the latest five-year housing land supply assessment	**17 Dec 2026 Cabinet**	Jo Gray, Planning Policy Manager	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open No
Authority Monitoring Report April 2026 - March 2027 This report is to inform Cabinet of Gedling Borough Council's Authority Monitoring Report April 2024 – March 2025.	**17 Dec 2026 Cabinet**	Jo Gray, Planning Policy Manager	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open No
Infrastructure Funding Statement 2025/26 To provide members with information on the monies collected through the Community Infrastructure Levy (CIL) and Section 106 planning obligations, how they are administrated and future expenditure priorities in relation to the monies collected. To seek approval for the publication of the Infrastructure Funding Statement for 2025/26 attached in Appendix A.	**17 Dec 2026 Cabinet**	Lewis Widdowson, Planning Officer	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes
Community Infrastructure Levy (CIL) Non- Parish Funding – Local	**17 Dec 2026 Cabinet**	Lewis Widdowson, Planning Officer	Officer Report	Portfolio Holder for Communities and Place	Open

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
Infrastructure Schedule, Project Assessments and Proposed Funding Allocations To seek approval for the commencement of a four-week public consultation on the projects shortlisted to receive CIL Neighbourhood Funding in the 'CIL Non-Parish Funding - Local Infrastructure Schedule, Project Assessments and Proposed Funding Allocations document.					Yes
Houses in Multiple Occupation (HMOs) in Gedling Borough To inform Members of the number of HMOs within the Borough and provide a recommendation regarding the suitability of implementing an Article 4 direction to remove permitted development rights in order to introduce a requirement for planning permission to change from a Use Class C3 Dwellinghouse (dwelling) to a Use Class C4 HMO (3-6 unrelated people who share facilities) within any particular ward	**17 Dec 2026 Cabinet**	John Krawczyk, Assistant Director - Development	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open No
UK Shared Prosperity Fund (UKSPF) 2025/26 Achievements To provide an overview of the achievements and outcomes delivered through Gedling's UK Shared Prosperity Fund (UKSPF) Programme 2025/26 and to ask Cabinet to note the contribution the programme has made to supporting local economic growth, businesses, residents and communities.	**17 Dec 2026 Cabinet**	Nathan Wall, Assistant Director - Economic Growth and Regen	Officer Report	Leader of the Council, Portfolio Holder for Sustainable Growth and Economy	Open No
Approval to Submit a Designated Protected Area (DPA) Waiver for Shared Ownership Affordable Housing	**17 Dec 2026 Cabinet**	Paul Whitworth, Assistant Director - Housing and	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
Schemes To seek Cabinet approval to submit Designated Protected Area waiver requests to Homes England for two shared ownership housing schemes, removing restrictions that would otherwise prevent purchasers from staircasing to 100% ownership		Resettlement			Yes
Empty Homes Update 2026 To provide an update to Cabinet on performance bringing empty homes back to use.	**17 Dec 2026 Cabinet**	Sam Palmer, Food, Health and Housing Manager	Officer Report	Portfolio Holder for Corporate Resources and Performance, Portfolio Holder for Sustainable Growth and Economy	Open No
Local Authority Housing Fund Round 4: Proposed delivery approach To seek Cabinet approval to expend Gedling's allocated Local Authority Housing Fund Round 4 (LAHF R4) grant of £502,795 capital and £4,454.13 revenue funding to deliver four homes: two temporary accommodation properties purchased, owned and managed by the Council, and two resettlement homes purchased and allocated by a Registered Provider through a partnership with the Council, in accordance with the signed Memorandum of Understanding (MoU) and grant conditions.	**17 Dec 2026 Cabinet**	Paul Whitworth, Assistant Director - Housing and Resettlement	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes
Carlton Active RIBA 4 To approve the RIBA 4 plans for the Carlton Active project.	**17 Dec 2026 Cabinet**	Lance Juby, Assistant Director of Communities, Leisure & Wellbeing	Officer Report	Portfolio Holder for Lifestyles, Health and Wellbeing	Part exempt The report will contain commercially sensitive information. Yes

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
Prudential Code Indicator Monitoring 2026/27 and Treasury Activity Report for the Period April to November 2026 To inform Members of the performance monitoring of the 2026/27 Prudential Code Indicators, and to advise Members of the Treasury activity as required by the Treasury Management Strategy.	**28 Jan 2027 Cabinet** **3 Mar 2027 Council**	Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Budget, Virement and Performance monitoring for the period August to November 2026 To update Cabinet on the forecast outturn for Revenue and Capital Budgets for 2026/27. The budgets include all approved carried forward amounts from the 2025/26 financial year. To request approval from Cabinet for the changes to the budget as set out in this report.	**28 Jan 2027 Cabinet** **3 Mar 2027 Council**	Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Fees and Charges 2027/28 To determine the level of fees and charges for 2027/28 in accordance with the Corporate Charging Policy.	**28 Jan 2027 Cabinet** **3 Mar 2027 Council**	Tina Adams, Chief Finance Officer & S151 Officer, Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Prudential and Treasury Indicators and Treasury Management Strategy Statement (TMSS) 2027/28 To present for Members' approval the Council's Prudential Code Indicators and Treasury Strategy for 2027/28, for referral to Full Council on 3 March 2027.	**11 Feb 2027 Cabinet** **3 Mar 2027 Council**	Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
Capital Programme and Capital Investment Strategy 2027/28 to 2031/32 To present for Members' approval: a) The proposed Capital Investment Strategy for 2027/28 to 2031/32. b) The proposed Capital Programme for 2027/28 through to 2029/30 for approval, and the indicative Capital Programme for 2030/31 and 2031/32, in light of the Council's priorities and the resources available; and c) The Flexible Use of Capital Receipts Strategy 2027/28	**11 Feb 2027 Cabinet** **3 Mar 2027 Council**	Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
General Fund Revenue Budget 2027/28 This report sets out the revenue budget which aligns to the Gedling Plan priorities, objectives and priority actions for the Council for the forthcoming year.	**11 Feb 2027 Cabinet** **3 Mar 2027 Council**	Scott Anderson, Finance Business Partner	Officer Report	Portfolio Holder for Corporate Resources and Performance	Open Yes
Community Infrastructure Levy (CIL) Non- Parish Funding – Local Infrastructure Schedule, Project Assessments and Proposed Funding Allocations To seek approval for the commencement of a four-week public consultation on the projects shortlisted to receive CIL Neighbourhood Funding in the 'CIL Non-Parish Funding - Local Infrastructure Schedule, Project Assessments and Proposed Funding Allocations document.	**11 Feb 2027 Cabinet**	Lewis Widdowson, Planning Officer	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes
Community Infrastructure Levy (CIL) Non- Parish Funding – Consultation Response and Funding Decision 26/27 That Cabinet:	**27 May 2027 Cabinet**	Lewis Widdowson, Planning Officer	Officer Report	Portfolio Holder for Sustainable Growth and Economy	Open Yes

Description of the decision	Date decision is expected to be taken and who will take the decision?	Responsible Officer	Documents to be considered by the decision maker	Cabinet Portfolio	Public / Exempt (and reason if the decision is to be taken in private) Is this a key decision?
a) Note the representations and comments received in relation to the CIL Non-Parish Neighbourhood Public Consultation, and b) Approve the officer recommendations in relation to the awarding of CIL Non-Parish Neighbourhood Funding and the retention of projects on the Local Infrastructure Schedule.					

Report to Cabinet

Subject: Proposed Dog Control Public Spaces Protection Order Consultation

Date: 26th November 2026

Author: Community Protection and Pollution Control Manager

Wards Affected

Borough-Wide

Purpose

To seek approval to introduce a Borough Wide Public Spaces Protection Order (PSPO) requiring persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste, as well as requiring persons in control of a dog to place that dog on a lead when directed by an authorised officer.

Key Decision

This is a key decision

Recommendation(s)

THAT Cabinet:

1) **Approves the making of a new Borough-wide Public Spaces Protection Order for dog control, as set out in the draft Order at Appendix 1, requiring persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste and requiring a dog to be placed on a lead when directed by an authorised officer.**

2) **Approves that the fixed penalty level for breaches of the PSPO is set at £100, payable within 14 days.**

1 Background

1.1 The Anti-social Behaviour, Crime and Policing Act 2014 provides local

authorities with powers to make Public Spaces Protection Orders (PSPOs) to address activities in public spaces that have, or are likely to have, a detrimental effect on the quality of life of those in the locality. The Council's current borough-wide PSPO, which addresses failure to remove dog faeces, has been extended for a further three years and will remain in force until 20 October 2029. This report proposes a new Dog Control PSPO containing two additional, preventative requirements intended to promote responsible dog ownership and enable proportionate intervention before nuisance or harm escalates.

1.2 Dog fouling is frequently reported across the borough. Over the last three years, the Council has continued to receive a significant number of reports about this issue. There were 185 reports of dog fouling in 2023/24, 193 in 2024/25 and 110 in 2025/26.

1.3 The Neighbourhood Warden Service, which previously carried out education and enforcement activity, was disbanded in August 2025. Since 17 November 2025, responsibility for enforcing the dog-fouling PSPO has rested with Waste Investigations, Support and Enforcement Ltd (WISE). WISE officers are authorised to enforce the PSPO and have delegated powers to issue £100 fixed penalty notices (FPNs) for breaches of the Order. If an individual fails to pay an FPN, the matter is referred back to the Council for consideration of prosecution.

1.4 The proposal originated following requests from elected Members that officers explore introducing a requirement for persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste.

1.5 As part of this work, officers considered a range of potential controls, including requirements relating to dogs on leads, dog-exclusion areas and limits on the number of dogs that may be exercised by one person. Although some of these measures may be capable of being introduced in the future, they would require further evidence gathering, operational assessment and implementation planning before they could be progressed.

1.6 The Portfolio Holder considered the matter and endorsed consultation on the two proposed measures: carrying an appropriate means of collecting and disposing of dog waste and placing a dog on a lead when directed by an authorised officer. Both could be introduced borough-wide without location-specific assessments or significant additional implementation work.

1.7 The first proposed measure would support compliance with the duty to clear up after a dog and enable authorised officers to address situations

where a person is not equipped to do so. The second would provide a targeted means of responding where a dog is causing, or is likely to cause, nuisance or concern in a public place. It would not impose a general requirement for all dogs to be kept on leads. Both measures would complement the existing dog-fouling PSPO.

1.8 Authorised officers for the purposes of the PSPO would be officers acting on behalf of the Council who have been specifically authorised to undertake enforcement activities. In practice, enforcement would primarily be carried out through the Council's contracted enforcement provider, WISE, whose officers already undertake enforcement in relation to environmental offences and anti-social behaviour matters within the Borough. Any direction requiring a dog to be placed on a lead would be issued on a case-by-case basis where an authorised officer considers it necessary, reasonable and proportionate in the circumstances, having regard to the behaviour of the dog and the impact on other users of the public space.

1.9 If the PSPO is approved, it will be an offence to breach its terms without reasonable excuse. Failure to comply can be dealt with by issuing a fixed penalty notice (FPN) of £100, as proposed in this report, or by prosecution in the Magistrates' Court, where a fine of up to £1,000 may be imposed. Depending on the behaviour, an enforcement officer (a police officer, police community support officer, council officer or designated person) can decide whether an FPN is suitable. Enforcement decisions would take account of the individual circumstances, including any reasonable excuse and the proportionality of formal action.

1.10 The proposed new PSPO would apply borough-wide to public spaces within the Council's area, including pavements and highways, parks and recreation grounds, children's play areas and football pitches, subject to the terms and exemptions set out in the draft Order at Appendix 1.

1.11 Before a PSPO can be made, a process of consultation is required. Nottinghamshire Police, all ward councillors, parish councils, community groups, Friends groups, Dogs Trust and members of the public were invited to comment on the proposed borough-wide requirements to carry an appropriate means of collecting and disposing of dog waste and to place a dog on a lead when directed by an authorised officer.

1.12 Responses received from Nottinghamshire Police and all responding councillors support both proposed controls. Consultation responses received show strong overall support for measures that encourage responsible dog ownership, reduce dog fouling, support cleaner and safer public spaces and give authorised officers a proportionate means of securing control of a dog where necessary. Respondents have also

highlighted the importance of public awareness, clear signage, adequate dog-waste disposal points and effective enforcement.

1.13 The Council's six-week public consultation on the proposed new Dog Control PSPO opened on 2 October and closed on 13 November 2026. The consultation was published on the Council's website and promoted on social media, with members of the public and other interested parties invited to complete it. There were 977 responses, with 95% supporting the requirement to carry a suitable means of collecting and disposing of dog waste and 82% supporting the requirement to place a dog on a lead when directed by an authorised officer. These results demonstrate strong support among consultation respondents for the introduction of both measures.

1.14 If made, the PSPO would remain in force for a period of three years from the date it comes into effect. Prior to its expiry, the Council may extend the Order for a further period of up to three years if satisfied that the statutory tests continue to be met. The Council may also vary or discharge the Order during its lifetime were considered appropriate following review of its effectiveness and any relevant changes in circumstances.

2 Proposal

2.1 It is proposed that Members approve the new borough-wide Dog Control PSPO set out in Appendix 1, containing the two requirements described in paragraphs 1.6–1.8. The dogs-on-leads requirement would apply only following a direction from an authorised officer, not as a general rule. Subject to approval, it is proposed that the Order comes into effect on 3rd December 2026 being seven days following Cabinet approval. This will provide an opportunity for the Council to publicise the new requirements, update relevant guidance and communications, and ensure that authorised officers are briefed prior to the commencement of enforcement activity.

2.2 It is proposed that the fixed penalty for a breach of the PSPO be set at £100, the maximum figure set out in the legislation, with no reduced rate for early payment. Offenders would have 14 days to pay the FPN. This is consistent with the payment period for fixed penalties issued by the Council for breaches of other PSPOs and offences under this legislation, such as breach of a Community Protection Notice, supporting a consistent enforcement approach.

3 Alternative Options

3.1 Members could decide not to make the proposed new PSPO. This is not recommended because the Council would not have the proposed

preventative controls available to address a person who is not equipped to collect dog waste or to require a dog to be placed on a lead in specific circumstances. The continuing level of dog-fouling reports and the consultation support indicate that additional, proportionate controls are justified.

3.2 Members could approve only one of the two proposed requirements. This is not recommended because the requirements address different but related issues: preparedness to remove dog waste and the ability to secure immediate control of a dog when directed. Including both provides a clearer and more comprehensive framework for responsible dog ownership.

3.3 Members could amend the wording or geographical scope of the proposed controls. This is not recommended because a borough-wide approach is clear and consistent, while the requirement to put a dog on a lead applies only following a direction from an authorised officer and is therefore targeted and proportionate.

3.4 The level of fixed penalty could be lower than £100; however, this would not be consistent with other PSPO breaches and would not accurately reflect the costs involved with enforcement.

4 Financial Implications

4.1 There will be limited costs associated with publicising the new requirements and updating or installing signage. The Council also anticipates an increase in reports relating to dog-control issues. These costs and the associated workload are expected to be managed within existing budgets.

4.2 Any income from fixed penalty notices would contribute towards enforcement and administration costs, but the purpose of the PSPO is to secure compliance rather than generate income. Enforcement is undertaken by WISE within existing enforcement budgets, with no additional budget provision anticipated. Finance has confirmed that the financial implications are satisfactory as drafted. Additional PSPO income may require an increase in current income budgets; however, an allowance for additional income has already been included as an efficiency. Finance therefore advises monitoring actual income before considering any further increase to income budgets.

5 Legal Implications

5.1 Under the Anti-social Behaviour, Crime and Policing Act 2014, the Council may make a PSPO where it is satisfied on reasonable grounds that activities carried on, or likely to be carried on, in a public place have had,

or are likely to have, a detrimental effect on the quality of life of those in the locality; are, or are likely to be, persistent or continuing; are, or are likely to be, unreasonable; and justify the restrictions imposed. Before making the Order, the Council must undertake the required consultation and consider whether the proposed requirements are reasonable and proportionate.

5.2 Challenges must be made to the High Court within six weeks by those directly affected. An interested person is someone who lives in, regularly works in, or visits the area covered by the order. Therefore, only those directly affected by the restrictions have the right to challenge the order.

6 Local Government Reorganisation (LGR)

6.1 Local Government Reorganisation proposals affecting Nottinghamshire remain under consideration by Government. Whilst the timing and final structure of any future reorganisation remains uncertain, there are no immediate implications arising from the recommendations contained within this report.

6.2 The existing dog-fouling PSPO remains in force until 20 October 2029. The proposed new Dog Control PSPO would have its own commencement and expiry dates, to be confirmed in Appendix 1. Any transition of these Orders and their enforcement arrangements under Local Government Reorganisation would need to be addressed as part of the reorganisation process. Neither Order should be assumed to continue beyond its stated expiry date without the necessary review and extension.

7 Equalities Implications

7.1 The draft PSPO will include appropriate exemptions and the statutory defence of reasonable excuse. In particular, the requirements will be applied with due regard to disabled persons and those accompanied by assistance dogs. Individual circumstances would be considered before enforcement action is taken.

Equality Impact Assessment – (Appendix 3)

8 Carbon Reduction/Sustainability Implications

8.1 There are no carbon reduction/sustainability implications arising from this report.

Carbon Impact Assessment – (Appendix 4)

9 Appendices

9.1 Appendix 1 – Draft Public Spaces Protection Order for Dog Control

9.2 Appendix 2 – Map of the location covered by the PSPO (Borough Wide)

9.3 Appendix 3 – Equalities Impact Assessment

9.4 Appendix 4 – Carbon Impact Assessment

9.5 Appendix 5 – Consultation responses from Councillors, Parish councils, Charities, Friend of groups and the Police

10 Background Papers

10.1 Previous PSPO documents – available on the Council's website.

11 Reasons for Recommendations

11.1 The evidence set out in this report demonstrates an ongoing need for clear and enforceable dog-control measures across the borough. The proposed requirements would complement the existing dog-fouling PSPO by supporting preparedness to remove dog waste and enabling targeted intervention where a dog needs to be brought under control. They would support cleaner and safer public spaces, responsible dog ownership and proportionate enforcement without imposing a general dogs-on-leads requirement. The final consultation findings summarised in paragraphs 1.12–1.13 show strong support among respondents, including Nottinghamshire Police and all responding councillors. Final consultation findings must be considered before a decision is made.

Statutory Officer approval

Approved by: Tina Adams
Date: 17/11/2026
On behalf of the Chief Financial Officer

Approved by: Fran Whyley
Date: 17/11/2026
On behalf of the Monitoring Officer

DRAFT PUBLIC SPACES PROTECTION ORDER

ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING ACT 2014

GEDLING BOROUGH COUNCIL

PUBLIC SPACES PROTECTION ORDER (DOG CONTROL) 2026

WHEREAS Gedling Borough Council ("the Council") is satisfied on reasonable grounds that activities relating to persons being inadequately equipped to collect and dispose of dog waste, and dogs not being brought under control when circumstances require, have had, or are likely to have, a detrimental effect on the quality of life of those in the locality; that the effect is, or is likely to be, persistent or continuing; that the activities are, or are likely to be, unreasonable; and that the restrictions imposed by this Order are justified.

The Council has consulted Nottinghamshire Police, ward councillors, parish councils, community groups, Friends groups, Dogs Trust, members of the public and other interested persons as required by section 72 of the Anti-social Behaviour, Crime and Policing Act 2014. In making this Order, the Council has considered the consultation responses and has had particular regard to the rights of freedom of expression and freedom of assembly.

NOW THEREFORE the Council, in exercise of its powers under sections 59 to 75 of the Anti-social Behaviour, Crime and Policing Act 2014 and all other enabling powers, makes the following Order.

1. Citation and commencement

1.1 This Order may be cited as the Gedling Borough Council Public Spaces Protection Order (Dog Control) 2026.

1.2 This Order comes into force on [commencement date] and remains in force for three years unless extended, varied or discharged in accordance with the Act.

2. Interpretation

2.1 In this Order:

"the Act" means the Anti-social Behaviour, Crime and Policing Act 2014;

"authorised officer" means an officer or other person authorised in writing by the Council to enforce this Order, including a person exercising delegated enforcement functions on the Council's behalf;

"appropriate means" means a bag or other suitable receptacle, or a sufficient number of bags or receptacles, suitable for the collection and lawful disposal of dog waste;

“person in charge of a dog” includes a person who has a dog in their possession or under their control at the relevant time; and

“public place” means any place within the restricted area to which the public or any section of the public has access, whether by payment or otherwise, as of right or by express or implied permission.

2.2 A person who habitually has a dog in their possession is taken to be in charge of the dog when it strays, unless another person is in charge of it at that time.

3. Restricted area

3.1 This Order applies to all public places within the administrative area of Gedling Borough Council, as shown on the map at Schedule 1 (“the restricted area”), subject to any land excluded by law or expressly identified in this Order.

3.2 The restricted area includes pavements and highways, parks and recreation grounds, children’s play areas and football pitches to which the public has access.

4. Requirement to carry an appropriate means of collecting dog waste

4.1 A person in charge of a dog in the restricted area must carry an appropriate means of collecting and disposing of dog waste.

4.2 A person in charge of a dog must, when reasonably required to do so by an authorised officer, produce the appropriate means for inspection.

4.3 A person who fails to comply with paragraph 4.1 or 4.2 commits an offence unless they have a reasonable excuse.

5. Requirement to place a dog on a lead when directed

5.1 An authorised officer may direct a person in charge of a dog in the restricted area to place and keep the dog on a lead where the officer reasonably considers this necessary to prevent, or bring to an end, nuisance, annoyance or behaviour by the dog that is causing, or is likely to cause, alarm, distress or harm to any person or animal.

5.2 A person given a direction under paragraph 5.1 must place the dog on a lead as soon as reasonably practicable and keep it on a lead until the authorised officer indicates that the direction no longer applies or until the person and dog leave the restricted area, whichever occurs first.

5.3 A person who fails to comply with a direction under paragraph 5.1 commits an offence unless they have a reasonable excuse.

5.4 Nothing in this paragraph imposes a general requirement for dogs to be kept on leads.

6. Exemptions and reasonable excuse

6.1 Paragraph 4 does not apply to a person who:

(a) is registered as a blind person; or

(b) has a disability that affects their mobility, manual dexterity, physical co-ordination, or ability to lift, carry or otherwise move everyday objects, where the dog is trained by a prescribed charity and is relied upon for assistance.

6.2 The requirements in this Order do not apply where the person has the permission of the owner, occupier or other person or authority having control of the land to act otherwise.

6.3 In determining whether a person has a reasonable excuse, regard must be had to all the circumstances, including disability and any reliance on an assistance dog.

7. Offences and enforcement

7.1 A person who, without reasonable excuse, fails to comply with a requirement or prohibition imposed by this Order commits an offence under section 67 of the Act and is liable on summary conviction to a fine not exceeding level 3 on the standard scale.

7.2 An authorised officer may issue a fixed penalty notice to a person whom the officer has reason to believe has committed an offence under this Order.

7.3 The amount of the fixed penalty is £100, payable within 14 days of the date of the notice.

7.4 Payment of the fixed penalty within the specified period discharges liability to conviction for the offence to which the notice relates.

7.5 In deciding whether to take formal enforcement action, the Council and its authorised officers must act proportionately and have regard to all the circumstances, including any reasonable excuse and any relevant disability or reliance on an assistance dog.

8. Relationship with existing dog-fouling Order

8.1 This Order supplements, and does not replace, the Council's existing borough-wide Public Spaces Protection Order relating to the removal of dog faeces, which remains in force until 20 October 2029 unless extended, varied or discharged.

8.2 Nothing in this Order limits the operation or enforcement of that Order.

9. Schedule

Schedule 1 – Map showing the administrative area of Gedling Borough Council covered by this Order.

THE COMMON SEAL OF GEDLING BOROUGH COUNCIL

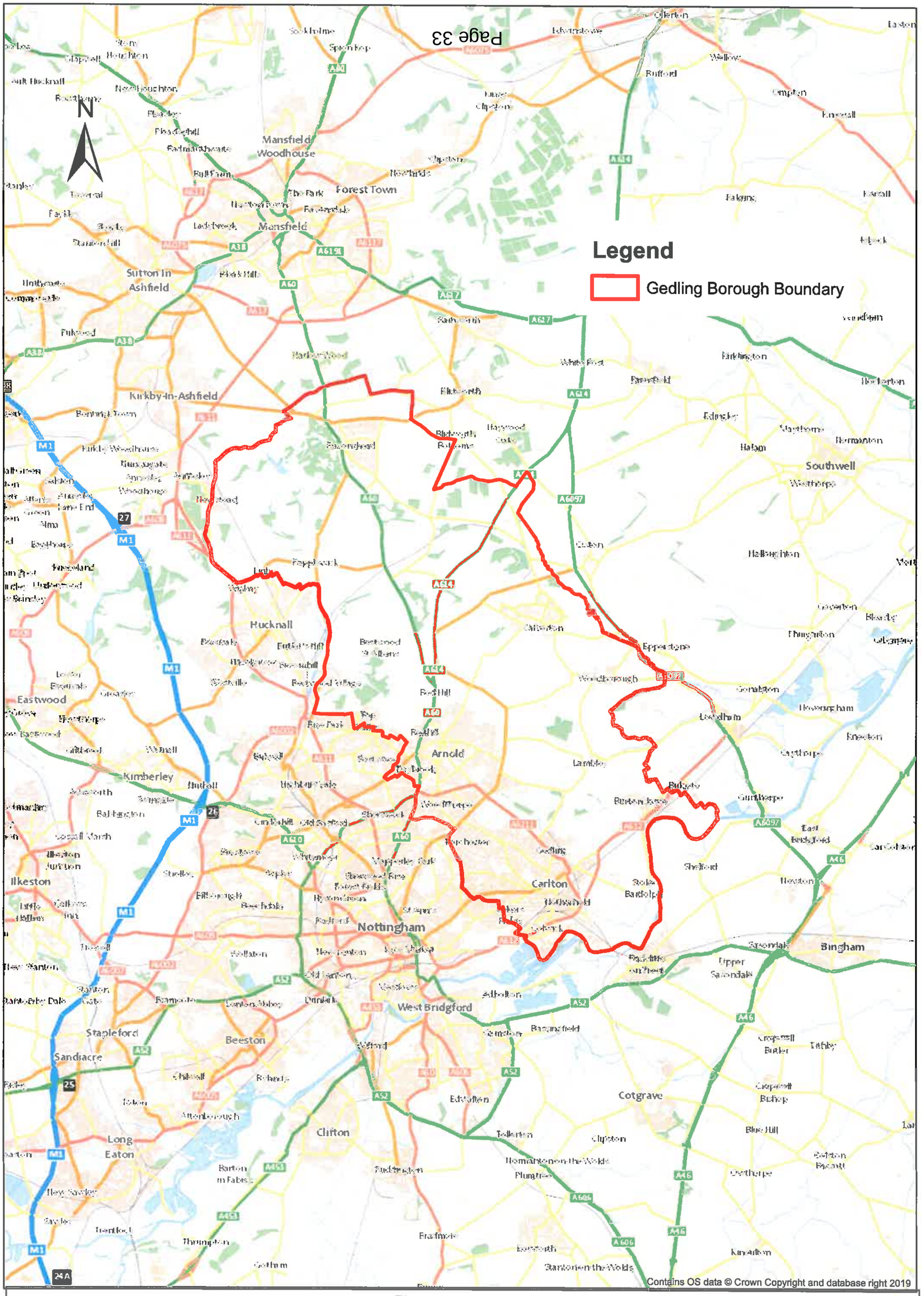
DRAFT

was affixed in the presence of:

…… MAYOR

…… MONITORING OFFICER

DRAFT



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Gedling Borough Council

Title

Plan showing Gedling Borough Boundary

Scale 1:100,000

Date 23/08/19

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Gedling Borough Council	**Equality Impact Assessment**
Name of project, policy, function, service or proposal being assessed:	Proposed new borough-wide Public Spaces Protection Order (PSPO) for Dog Control – Gedling Borough
The main objective of (please insert the name of accessed document stated above):	To introduce a new borough-wide Dog Control PSPO requiring persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste and to place a dog on a lead when directed by an authorised officer. The measures are intended to promote responsible dog ownership, prevent nuisance or harm, and support cleaner and safer public spaces through proportionate enforcement.

What impact will this (please insert the name) have on the following groups? Please note that you should consider both external and internal impact:

- External (e.g. stakeholders, residents, local businesses etc.)
- Internal (staff)

Please use only 'Yes' where applicable		Negative	Positive	Neutral	Comments
Gender	External		X		Cleaner and safer public spaces benefit all residents equally.
	Internal		X		No differential impact on staff; enforcement

					roles remain unchanged.
Gender Reassignment	External		X		Improved public environment benefits inclusivity and safety.
	Internal		X		No specific impact identified.
Age	External		X		Positive overall: children and older residents may particularly benefit from cleaner public spaces and the ability of an authorised officer to require a dog to be placed on a lead where necessary. Individual circumstances and any reasonable excuse will be considered before enforcement action.
	Internal			X	No direct impact on workforce.

Marriage and civil partnership	External			X	No differential impact identified.
	Internal			X	No impact identified.
Disability	External		X		Positive overall: cleaner, safer and more accessible public spaces particularly benefit people with mobility or visual impairments. The draft Order will include appropriate exemptions and the statutory defence of reasonable excuse, including due regard for disabled persons and those accompanied by assistance dogs. A direction to place a dog on a lead will be given only where necessary and proportionate.
	Internal		X		Enforcement staff act in line with reasonable adjustments considerations.
Race & Ethnicity	External		X		No disproportionate impact, benefits apply Borough-Wide
	Internal		X		No specific Impact

Sexual Orientation	External		X		General environmental improvements benefit all residents
	Internal		X		No Specific Impact
Religion or Belief (or no Belief)	External			X	No identified Impact
	Internal			X	No identified Impact
Pregnancy & Maternity	External		X		Positive overall: cleaner public spaces and proportionate control of dogs may reduce health and safety risks and improve accessibility for pregnant people, parents and carers using public spaces.
	Internal			X	No direct impact identified.
Other Groups (e.g. any other vulnerable groups, rural isolation, deprived areas, low income staff etc.) Please state the group/s: Dog owners on low incomes Vulnerable persons	External	X	X		The £100 fixed penalty may have a greater financial impact on people on low incomes. Enforcement will consider individual circumstances, any reasonable excuse and the proportionality of formal action. The preventative requirements and improved control of dogs may particularly benefit children, older people and other vulnerable users of public spaces.

	Internal		X		No direct impact identified

Is there is any evidence of a high disproportionate adverse or positive impact on any groups?			No high disproportionate adverse impact has been identified. Positive impacts are expected across the borough, with particular benefits for disabled people, older people, children, families and other vulnerable users of public spaces. The £100 fixed penalty may have a greater financial impact on people on low incomes, but enforcement safeguards, exemptions and consideration of reasonable excuse reduce the risk of disproportionate outcomes.
Is there an opportunity to mitigate or alleviate any such impacts?			Yes: apply the statutory defence of reasonable excuse and relevant exemptions; ensure directions to place a dog on a lead are necessary, targeted and proportionate; provide clear and accessible publicity and signage; consider individual circumstances before issuing a fixed penalty notice; and monitor complaints and enforcement data for any disproportionate effects.
Are there any gaps in information available (e.g. evidence) so that a complete assessment of different impacts is not possible?			The six-week public consultation runs from 2 October to 13 November 2026. Consultation feedback and equality-related representations should be reviewed before the Order is made. After implementation, enforcement data, complaints, use of lead directions and any reliance on

			exemptions or reasonable excuse should be monitored to identify any emerging disparity.

In response to the information provided above please provide a set of proposed action including any consultation that is going to be carried out:

Planned Actions	Timeframe	Success Measure	Responsible Officer
Publicise the two new requirements through clear, accessible information and responsible dog ownership campaigns	Ongoing	Awareness of the requirements; reduction in dog-fouling reports and dog-related complaints	GBC/WISE
Update or install clear and accessible signage and review dog-waste disposal provision	Ongoing	Positive public feedback and reduced hotspot complaints	Parks and street care team
Monitor fixed penalties, lead directions, complaints, exemptions and reasonable-excuse decisions for equality trends	Quarterly	No disproportionate enforcement patterns identified	Public Protection Manager
Brief authorised officers on exemptions, reasonable excuse,	Ongoing	No upheld complaints relating to unfair enforcement	WISE/ Public Protection Manager

accessible communication and the necessity and proportionality of lead directions and formal enforcement			

Authorisation and Review

Completing Officer	**Kevin Nealon**
Authorising Service Manager	**Mike Avery**
Date	
Review date (if applicable)	

Name of project, policy, function, service or proposal being assessed:	Proposed Borough-wide Dog Control Public Spaces Protection Order (PSPO)
The main objective of (please insert the name of accessed document stated above):	To seek approval to introduce a new borough-wide Dog Control Public Spaces Protection Order (PSPO) requiring persons in charge of a dog to carry an appropriate means of collecting and disposing of dog waste and to place a dog on a lead when directed by an authorised officer. The proposed fixed penalty is £100, payable within 14 days.

What impact will this (please insert the name of project) have on the following:
Please read guidance before completing. For each category, insert a tick/yes against the impact and include mitigation/comments for each category.

Category	Negative	Positive	No impact/ Negligible change	Mitigation/ Comments
Behaviour & Culture Change		x		The proposal supports responsible dog ownership by reinforcing preparedness to clear up after dogs and enabling authorised officers to secure immediate control of a dog where necessary. Public information and proportionate

				enforcement should help deter non-compliance and promote confidence in the Council's response.
Built Environment			x	No substantial physical works are proposed. Existing signs may be updated and additional signage or stencilling installed where appropriate to publicise the new requirements, using existing budgets.
Transport			x	No direct transport impact is anticipated. Patrols, publicity and enforcement will be undertaken through existing operational arrangements.

Climate Impact Assessment

Gedling Borough Council

Energy, Natural Resources & Climate Change		X		No significant direct impact on energy use, natural resources or climate change is anticipated. Publicity, signage, patrols and enforcement will be delivered within existing arrangements and budgets.
Waste Reduction & Recycling		X		The requirement to carry an appropriate means of collecting and disposing of dog waste may have a minor positive impact by improving preparedness to remove waste and reducing contamination of streets, parks and open spaces.
Blue-Green Infrastructure/Biodiversity		X		The proposed controls may provide a minor positive impact by reducing dog waste in parks and open spaces and enabling authorised officers to require a dog to be placed on a lead where necessary, helping to protect amenity, wildlife and biodiversity.

Procurement & Purchasing			X	No new procurement is anticipated. WISE will undertake enforcement within existing budgets and current contractual arrangements. Any signage or publicity requirements will be managed through existing Council arrangements.

In response to the information provided above please provide if there is any proposed action including any consultation that is going to be carried out

Planned Actions	Timeframe	Potential Outcome	Responsible Officer
Complete the six-week public consultation, consider representations and report the outcome to Cabinet before any decision to make the new PSPO.	Consultation from 2 October to 13 November 2026, followed by consideration of the responses and a Cabinet decision.	The final decision is informed by representations from residents, councillors, parish councils, community and Friends groups, Nottinghamshire Police, Dogs Trust and other interested parties.	Antisocial Behaviour Coordinator / Community Safety
If approved, make and publicise the new PSPO, update relevant signage and guidance, brief authorised officers, and communicate the new requirements across the borough.	Following Cabinet approval and before enforcement commences.	Residents and visitors understand the new requirements, and authorised officers are able to apply them consistently, lawfully and proportionately.	Waste Investigations, Support and Enforcement Ltd (WISE) / Council officers
Monitor complaints, warnings, fixed penalty notices, prosecutions and any equality or accessibility	Ongoing throughout the life of the new PSPO, with a formal review before expiry.	Evidence is available to assess effectiveness, proportionality and any need to vary, extend or discharge the Order.	Public Protection Manager/ Waste Investigations, Support and Enforcement Ltd (WISE

issues, including the operation of reasonable-excuse and assistance-dog provisions.			

Authorisation and Review

Completing Officer	**Kevin Nealon**
Authorising Head of Service/Director	**Mike Avery**
Date	
Review date (if applicable)	**Before expiry of the new Dog Control PSPO**

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Dog control PSPO Consultation comments

The Council's six-week consultation on the proposed new Dog Control PSPO opened on 2 October 2026 and was due to close on 13 November 2026. The proposals were available on the Council's website for anyone to comment, and the consultation received media coverage. The final results in the report dated 16 November 2026 showed strong support among the 977 respondents: 95% supported requiring people to carry something suitable to collect and dispose of dog waste, and 82% supported requiring dogs to be put on a lead when directed by an authorised officer.

Consultee	Support or oppose	Comments
Colwick Parish Council	Support	Thank you for your recent correspondence regarding the proposed dog control PSPO. The proposals were circulated to Colwick PC Members and considered on the agenda of Full Council on Thursday 22nd October 2026. The Council resolved to fully support the proposed measures set out below. If you need any further information from the Council at this stage, please do not hesitate to contact me. We would be grateful if you could inform the Council of progress once consultation is concluded.
Burton Joyce Parish Council	Support	The Parish Council reviewed your proposal at its meeting this week and supports the 2 control measures as stated below.
Dogs Trust	Awaiting comments	No comments received.
Friends of Cavendish Road	Support	The friends of Cavendish Road Recreation Ground discussed in our meeting yesterday and think these are reasonable things to expect responsible dog owners to comply with. I've submitted my feedback via the link, and also forwarded this email to the group members so they too can complete it if they wish.
Police	Support	We support the requirement for persons in charge of a dog to carry suitable means of collecting and disposing of dog waste whilst in public spaces. Dog fouling remains a source of complaints from residents and can negatively impact public confidence in the cleanliness and enjoyment of shared spaces. The proposed measure provides a clear expectation for dog owners and

		offers a practical enforcement option where individuals are not equipped to clean up after their dogs. We also support the proposal requiring a dog to be placed on a lead when directed by an authorised officer. This provides a proportionate power to address situations where a dog's behaviour is causing concern, nuisance, intimidation, or potential risk to members of the public, other animals, or wildlife. The measure does not impose blanket restrictions on responsible dog owners but provides officers with a flexible and targeted tool where circumstances justify intervention.
Councillors	Support	• Yes, I do. All dog owners should clear up after their pet. If they don't then there should be a fine. Otherwise, if there is no conscience of the owners then there will be dog fouling all over the Borough! • Yes, I do think dogs should be on leads when instructed to do so. There are many reasons why this should be done. Again, if someone will not comply then there should be a fine imposed. • I do support this. Will this apply across the whole Borough or just on GBC land. • Yes, absolutely support x 2. Keep up the good work. • I support the two proposals in your email • The proposed dog control measures will be a very welcome addition to our powers. • Yes and yes

Report to Cabinet

Subject: Temporary Accommodation Placement Policy

Date: 26th November 2026

Author: Assistant Director – Housing and Resettlement

Wards Affected:

All wards

Purpose

To seek Cabinet approval to implement a Temporary Accommodation Placement Policy that outlines the Council's approach to providing temporary housing for individuals and families experiencing homelessness for both in area and out of area placements.

Key Decision

This is a key decision.

Recommendation(s)

THAT Cabinet:

1) **Approves the Temporary Accommodation Placement Policy attached at Appendix 1.**

2) **Notes the statutory requirement to minimise the use of bed and breakfast accommodation for households containing dependent children or a pregnant woman and, where its use is unavoidable, to ensure that occupation does not exceed six weeks.**

1 Background

1.1 Local councils have a duty to provide interim and temporary accommodation (TA) to individuals who are homeless and in priority need. This duty is outlined in the Housing Act 1996 and applies when a council has reason to believe an applicant may be homeless, eligible for assistance, and in priority need.

1.2 The adoption and publication of a Temporary Accommodation Placement Policy will support the Council in meeting its duties under Part VII of the Housing Act 1996, relevant suitability legislation, statutory guidance and case law.

1.3 The key requirements established through legislation, statutory guidance and case law are summarised below:

The Council should maintain a published policy covering:

- Procuring sufficient temporary accommodation within its area to meet assessed and projected demand.
- Allocating temporary accommodation, both within the Borough and outside the local authority area whilst giving regard to minimising disruption to support networks and essential services.
- How suitability is assessed, and accommodation quality standards are maintained.
- How temporary accommodation will be monitored and inspected.
- Access to key basic facilities.
- The type and mix of accommodation used by the Council.
- How the Council will comply with statutory requirements and ensure that households containing dependent children or a pregnant woman are not accommodated in bed and breakfast accommodation for longer than six weeks

- Having regard to the need to safeguard and promote the welfare of children, in accordance with section 11 of the Children Act 2004.

1.4 The Policy also details the Council's legal obligations, guiding principles, and specific procedures for placing, managing, and supporting residents in temporary accommodation. It also addresses issues like prioritisation, suitability, and the termination of placements.

1.5 The Council will assess the individual circumstances in each case and explore potential impacts prior to placement including affordability, safety, location, health, education, social need and employment.

1.6 The Policy will also reflect the requirements introduced from 1 September 2026 by section 11 of the Children's Wellbeing and Schools Act 2026. Where the statutory provisions apply, the Council must seek the required agreement and information from the parent, or from an eligible independent 16- or 17-year-old applicant, before notifying the relevant education and health bodies that accommodation has been secured for the child.

1.7 BDO reviewed the Temporary Accommodation Placement Policy and identified good practice in its clear approach to assessing the suitability of accommodation for each household. The Policy sets out how affordability, safety, location, health, education, social needs and employment are considered. The Council also takes account of safeguarding needs and applies a risk-based approach to prioritising households where accommodation supply is limited.

2 Proposal

2.1 It is proposed to adopt the Temporary Accommodation Placement Policy owing to the significant increase in the number of placements being made. There are legal and regulatory standards for performance and compliance regarding temporary accommodation placements that must be observed. The proposed new Policy will formalise some of the extensive work that is already undertaken by the Housing Options Service in assisting those households who are homeless and eligible under the Housing Act 1996 for assistance and in need of temporary accommodation.

2.2 The key principles of the Policy are:

a. That the most suitable accommodation will be sought for the needs and make-up of the household following an assessment. The assessment will determine whether the applicant has:

- Priority to be located in the Borough (in-area)
- No priority to be located within the Borough (out of area placement)

b. That the Council will endeavour to accommodate within the Borough at every opportunity and where this is not possible will, when safe to do so, look to move households back into the Borough, whenever the opportunity arises.

c. That the accommodation is affordable, the correct size, meets any support needs and is safe from hazards.

d. Households containing dependent children or a pregnant woman will only be accommodated in bed and breakfast accommodation where no more suitable alternative is available. Where its use is unavoidable, the Council will ensure that occupation does not exceed six weeks.

e. The Council will consider households changing circumstances when considering the ongoing suitability of accommodation provided.

f. The Council uses a variety of different accommodation types to meet its statutory duty in providing temporary accommodation.

g. The policy sets clear occupancy standards for temporary accommodation.

h. The Policy provides a clear and transparent framework for households seeking, or placed in, temporary accommodation.

3 Alternative Options

3.1 Cabinet may choose not to adopt the Temporary Accommodation Placement Policy. The potential consequences of not adopting the Policy are as follows:

a. The Council would not be compliant with legislation, guidance, case law and good practice, putting it at risk of challenge.

b. Failure to meet the Council's statutory duties can result in potential legal consequences and judicial review along with investigation by the Local Government and Social Care Ombudsman.

4 Financial Implications

4.1 There are no direct financial implications arising from the recommendations in this report.

4.2 Activity associated with the new Policy will be contained within existing budget provision.

4.3 It is anticipated that no additional resource or savings will result from the implementation of the new Policy.

5 Legal Implications

5.1 The adoption and publication of a Temporary Accommodation Placement Policy will support the Council in meeting its duties under Part VII of the

Housing Act 1996, relevant suitability legislation, statutory guidance and case law.

5.2 **Nzolameso v City of Westminster [2015] UKSC 22**

The Supreme Court confirmed the importance of clear procurement and allocation policies and the duty to accommodate within the authority's area so far as reasonably practicable.

5.3 Failure to implement the Temporary Accommodation Placement Policy could result in complaints concerning the allocation of temporary accommodation or the decision-making process. This could cause reputational damage and require the Council to undertake time-consuming and resource-intensive reviews or appeals

5.4 If matters cannot be resolved internally, they may be escalated to the Local Government and Social Care Ombudsman, which may result in a recommendation to provide a financial remedy. A decision not to implement the Policy could also lead to legal challenge by way of judicial review.

6 Local Government Review

6.1 The proposed Temporary Accommodation Placement Policy is aligned with the Council's existing statutory responsibilities and will support service continuity during any future Local Government Review or reorganisation. The Policy provides a clear and transparent framework for decision-making, helping to ensure that temporary accommodation placements remain consistent, lawful and focused on household needs, regardless of any future changes to local government structures. It will also provide a robust basis for transition planning, partnership working and the continued delivery of homelessness services should responsibilities, governance arrangements or service delivery models change in the future.

7 Equalities Implications

7.1 An Equality Impact Assessment can be found at Appendix 2 of this report.

8 Carbon Reduction/Environmental Sustainability Implications

8.1 A Carbon Impact Assessment can be found at Appendix 3 of this report.

9 Appendices

9.1 Appendix 1 - Temporary Accommodation Placement Policy

9.2 Appendix 2 – Equality Impact Assessment

9.3 Appendix 3 - Carbon Impact Assessment

10 Background Papers

10.1 None.

11 Reasons for Recommendations

11.1 The recommendations are proposed to ensure the Council has a clear, consistent and transparent framework for assessing, prioritising and managing temporary accommodation placements at a time of increasing homelessness pressures and demand for temporary accommodation. Adopting the Temporary Accommodation Placement Policy will support fair and evidence-based decision-making, help ensure placements are suitable to household needs wherever possible, and provide clarity for applicants, officers and partners on how placement decisions will be made.

11.2 The Policy will also assist the Council in meeting its statutory duties under homelessness legislation, relevant guidance and case law, including the need to minimise the use of bed and breakfast accommodation for families with dependent children or a pregnant woman and to keep any such placements within statutory timescales. It will reduce the risk of inconsistent practice, complaints, Ombudsman findings or legal challenge by setting out the key factors to be considered when making placement decisions, including affordability, safety, household composition, support needs, education, health, employment and location.

Statutory Officer approval

Approved by: Tina Adams
Date: 17/11/2026
On behalf of the Chief Financial Officer

Approved by: Fran Whyley
Date: 17/11/2026
On behalf of the Monitoring Officer

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Temporary Accommodation Placement Policy

Serving people, **Improving lives**

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1. Aims of the policy

1.1 This Temporary Accommodation Placement Policy explains how the Council places individuals and families who are homeless or threatened with homelessness in emergency and temporary accommodation. The Council aims to prevent homelessness wherever possible and encourages households to seek help as early as possible if they are concerned about their housing situation. Where a household cannot remain in its current home, the Council will seek to help it find settled accommodation before it has to leave.

1.2 Where this is not possible, the Council may have a statutory duty to provide temporary accommodation. The Council will aim to provide safe and suitable accommodation while it assesses the household's housing needs and works towards a longer-term solution. This policy supports consistent, lawful and transparent decisions in accordance with legislation, statutory guidance, case law and good practice.

1.3 It sets out how the Council will meet its statutory responsibilities to provide temporary accommodation for:

- Interim temporary accommodation, which is made under section 188 of the Housing Act 1996, during the relief duty while homelessness enquiries are undertaken.
- Temporary accommodation placements for households accepted as homeless under the main duty under section 193 of the Housing Act 1996.
- Temporary accommodation placements made under section 190 of the Housing Act 1996 following a decision that a household became homeless intentionally.

1.4 For each placement, the Council will assess the household's individual circumstances and the potential effects of the accommodation, including affordability, safety, location, health, education, social needs and employment. It will also assess the suitability and standard of any interim or temporary accommodation offered.

1.5 Gedling Borough Council's Housing Options department delivers the statutory homelessness duties.

2. Legal framework

2.1 Temporary accommodation is a form of housing assistance that local authorities in England may provide to homeless households who are eligible for assistance, in priority need, and not intentionally homeless. The provision of temporary accommodation is governed by Part 7 of the Housing Act 1996, as amended by the Homelessness Act 2002 and the Homelessness Reduction Act 2017.

2.2 The key requirements established by the courts that local authorities must consider can be summarised as:

(1) Have a published policy which covers the following areas -

- Procuring sufficient temporary accommodation within its area to meet assessed and projected demand;
- Allocating temporary accommodation, both within the Borough and outside the local authority area;
- The type and mix of accommodation used by the Council;
- How suitability is assessed, and accommodation quality standards are maintained;
- How temporary accommodation will be monitored and inspected;
- Access to key basic facilities; and
- The duty to notify schools, GPs and health visitors when children are placed in temporary accommodation.

(2) Secure temporary accommodation within its area so far as is reasonably practicable, while taking account of the resources available to the Council and the practical difficulties of procuring affordable temporary accommodation.

(3) Take account of the following factors before concluding that in-area or out-of-area temporary accommodation is suitable:

- The need to secure temporary accommodation as close as possible to the household's previous address;
- All relevant factors set out in the suitability order, including the location of the accommodation and whether the Council considers the offer and location reasonable for the household to accept, giving regard to minimising disruption to support networks and essential services;
- The welfare of any children in the household, in accordance with section 11 of the Children Act 2004, with particular regard to acting in the best interests of the child; and

- The Public Sector Equality Duty when assessing whether the temporary accommodation is suitable. Officers will record how equality and disability-related needs have been considered when assessing suitability.

(4) Be able to properly evidence and explain its decisions, including the assessment of suitability made, and evidence that all of the factors above have been considered in detail, especially the impact on employment, education, support and services essential for the wellbeing of the household and household members.

(5) If out-of-area, have notified the other Council formally under section 208.

3. Local context

3.1 There are several challenges placed on the Council overall in terms of the increased demand for temporary accommodation and challenges in procuring accommodation to ensure there is an adequate supply. Demand for temporary accommodation in the longer term is difficult to forecast as it is driven by a complex range of social, economic, and external factors, as well as changes to national legislation and policy. The introduction of the Homelessness Reduction Act 2017 increased the time that those who are 'intentionally homeless' and 'in priority need' must be accommodated for, through the introduction of the 56-day 'relief duty.' This inevitably increased the use of temporary accommodation. Despite the challenges placed on the Council's homelessness service, the Council is committed to meeting its temporary accommodation duties and providing effective support. The Council will seek to ensure that the provision of temporary accommodation meets local needs.

3.2 The Council prioritises those who have the greatest need to be accommodated within our Borough.

3.3 In assessing the suitability of the location of any property to be used as temporary accommodation for a homeless household, the Council will consider whether the applicant can afford to pay for their temporary accommodation without being deprived of basic essentials such as food, clothing, heating, transport costs and all other reasonable expenditure. We will therefore take into account the rent that the household can afford as well as any additional costs, such as travel costs, resulting from the location of the accommodation.

3.4 The Council will also consider the distance between any temporary accommodation offered and the household's last settled address. This assessment will take account of any potential disruption to employment, education, or caring responsibilities, as well as access to essential healthcare, support services, local amenities and transport.

3.5 An assessment of these matters will be completed when an applicant is being matched to any available temporary accommodation unit.

4. Temporary accommodation duties and provision

4.1 Local authorities are required to provide temporary accommodation when households are assessed as homeless, are owed a homelessness duty and they have no means of securing their own arrangements whilst their homeless application is being investigated or before settled housing can be sourced.

4.2 Temporary accommodation can be accessed by homeless households and may include hotels, homes owned or leased by the Council, shared accommodation, supported accommodation, and refuges. This list is not exhaustive.

4.3 All types of accommodation are meant to be temporary, until the household either secures their own housing or the Council makes a suitable offer of permanent accommodation, where a homeless duty has been accepted by the local authority.

4.4 In accordance with the law and homelessness legislation, including the 'Homelessness Code of Guidance for Local Authorities (2018)' so far as reasonably practicable, Gedling Borough Council will seek to accommodate homeless households within the Borough and will always consider the suitability of accommodation by considering the circumstances of the household.

4.5 However, due to a range of factors including the economic downturn, changes to the private sector rented market and the impact of welfare reform, it has become increasingly difficult to acquire suitable accommodation within the Borough. When assessing whether accommodation is suitable for a household, local authorities are entitled to consider the practical constraints imposed by finances. Therefore, where temporary accommodation cannot be secured within the locality at reasonable cost, out of borough accommodation will be sourced, to enable placements to be made to fulfil the Council's housing obligations.

4.6 Additionally, when considering each household's needs, it may be more appropriate to place a household outside of the local authority boundaries if there is a risk posed to the household (or any member) within Gedling Borough Council or if this allows better access to established links such as employment, family connections, medical services or schooling thus maintaining the wellbeing of the household.

4.7 The Council keeps its use of temporary accommodation continually under review, and where a household is placed out-of-area, the Council will seek to return them to the Gedling boundary at the earliest opportunity.

5. Types of temporary accommodation

5.1 The Council uses a variety of accommodation to temporarily house those who are homeless or threatened with homelessness. All occupants of temporary accommodation will have limited security of tenure. Depending on the accommodation offered, applicants will have either a licence to occupy or a non-secure tenancy. Licensees and non-secure tenants do not have the same rights as secure tenants have, for example they do not have a right to buy, right to exchange, or right to take in lodgers.

5.2 Temporary accommodation includes, but is not limited to the following:

Dispersed self-contained properties.

The Council owns and leases properties located within the Borough. The size of accommodation ranges from one-bedroom properties to larger family-sized housing and can be either flats or houses.

There is no statutory duty to provide furnished accommodation although the Council may provide assistance in certain circumstances.

Hotels and bed and breakfast accommodation.

The Council utilises hotels and bed and breakfast establishments, although availability can be limited. Some placements are made in other local authority areas. The Council will use this type of temporary accommodation where emergency accommodation is required at very short notice or where there is no alternative accommodation available. This includes requirements to provide support out of normal working hours including weekends and bank holidays.

Whenever a household is placed into a hotel or bed and breakfast, attempts will be made to identify alternative temporary accommodation as soon as possible. These units are usually self-contained bedrooms with private bathrooms but may not have kitchen or living facilities available.

Food and cooking facilities.

The Council has no statutory obligation to provide or pay for the provision of food or to provide cooking facilities, although breakfast may be included as part of a hotel or bed and breakfast booking where this provision is available. There is normally no cooking facilities provided at hotels or bed and breakfast accommodation. Some hotels or bed and breakfasts will provide access to a microwave at their own discretion and have a fridge in the room. As a minimum, a kettle will be provided in each room. The Council works with a number of local charities and agencies. When placements are made, information on these services, including local shops, emergency food services, food banks and any other assistance available in accessing food, will be provided.

Refuge accommodation.
This type of accommodation is used as safe housing for those fleeing domestic abuse. The accommodation is usually a private bedroom in a shared house with onsite specialist support. This accommodation is usually managed by Women's Aid services.

Hostel accommodation.

This type of accommodation may be managed by another local authority and will normally be one or more rooms with shared facilities such as a toilet, bathroom and cooking facilities.

6. Charges and affordability

6.1 You will normally need to pay rent for temporary accommodation. You are responsible for paying the rent and any service charges that apply.

6.2 You may be able to get Housing Benefit to cover some or all of the rent that qualifies for support. If the Council arranges temporary accommodation because you are homeless, help with your rent comes through Housing Benefit, not the housing costs part of Universal Credit. You may still receive

Universal Credit for other living costs. You must pay any rent that Housing Benefit does not cover from your earnings or other income.

6.3 You may also need to pay service charges. These may be included in your total accommodation charge or charged separately. We will give you a breakdown showing the rent, any service charges, what they cover and what you need to pay yourself. Housing Benefit may cover some service charges, but you will need to pay any that it does not cover.

6.4 We will assess whether you can afford the accommodation. We will consider your income, benefits available to you, rent, service charges and reasonable everyday costs, such as food, clothing, heating and transport. This includes any extra travel costs caused by the accommodation's location. We will consider whether you can pay for the accommodation and still afford basic essentials.

6.5 Please contact your Housing Options officer straight away if you are struggling to pay rent or service charges, or if your financial circumstances change. This will help us understand your situation and consider any advice or support available to you.

6.6 Not paying rent or service charges does not automatically end the Council's legal duty to help you with homelessness. However, it may put your temporary accommodation at risk. A decision to end your accommodation is separate from a decision about whether the Council's homelessness duty has ended. We will consider your individual circumstances and the relevant legal requirements before making either decision.

7. Future temporary accommodation supply

7.1 The Council will maintain an ongoing assessment of the demand for temporary accommodation and the availability of suitable accommodation both within Gedling and neighbouring local authority areas.

7.2 The Council will seek, wherever reasonably practicable, to maintain sufficient quantities of suitable accommodation to meet anticipated demand and fulfil its statutory duties to homeless households.

In support of this objective, the Council will regularly review:

- Levels of homelessness demand;
- Use of temporary accommodation;
- Availability of self-contained accommodation;
- Opportunities to increase local accommodation options;
- Move-on arrangements into settled accommodation; and
- Opportunities to reduce the reliance on emergency, nightly charged and out-of-area accommodation.

7.3 This work will be undertaken alongside the Council's Homelessness Strategy and Action Plan, the Council's Bed and Breakfast Elimination Plan and any other relevant supported housing strategy.

8. Assessment of suitability

8.1 The Temporary Accommodation Placement Policy seeks to ensure that all placements are made on the basis of:

- A comprehensive assessment of a household's circumstances and needs; and
- A balanced assessment of the needs of all households requiring temporary accommodation, set against consideration of the type and location of accommodation that is available to be allocated at any given point.

8.2 For the purposes of making an allocation, all units of TA that may be offered to an applicant owed a temporary accommodation duty will be categorised simply as:

'Within the local authority area', or *'Outside the local authority area'* - Defined as temporary accommodation located ideally in a neighbouring local authority but if this is not possible the Council will normally seek accommodation within approximately one hour's travel time where reasonably practicable.

8.4 Where there are insufficient units of temporary accommodation in this Council's geographical boundaries, a suitable offer will be made outside of our Borough.

8.5 As far as reasonably practicable, the Council will seek to provide temporary accommodation within the Borough. However, sufficient supply within the Borough is not always available. Where there are more households requiring in-area placements than there are available units, and/or more households requiring placements than there is self-contained temporary accommodation available, the Council will use its discretion to decide how the placements are prioritised based on each individual household's case, factoring in the level of need and risks and the availability of different types of accommodation.

8.6 The Council is making efforts to ensure that its temporary accommodation portfolio reflects the most common locations for applicants presenting as homeless in our Borough. The Council has increased the number of temporary accommodation properties it owns and manages over the past three years and will continue to review our needs giving consideration to developing new schemes to increase the number of units in areas within our Borough where the evidence indicates there may be a shortage. However, inevitably we cannot always meet the requested location that an applicant presenting as homeless may wish to be temporarily housed in.

8.7 The Council will have due regard to the principal needs of any children in the household, and the need to safeguard and promote the children's welfare. Regard will be had to any disruption to schools, medical care, social work, other key services, and other support.

8.8 The Council will have due regard to matters concerning public safeguarding and protection and will work with all relevant organisations to ensure the suitability of accommodation.

8.9 Where feasible, the Council may reserve accommodation in anticipation of applicants presenting who meet the criteria for an in-area placement. This has been confirmed as a reasonable practice in the 2018 Court of Appeal case Adam and Alibkhiet v Westminster and Brent Councils. However, this is unlikely to be possible if it involves additional costs for the Council.

9. Accommodation quality standards

9.1 When assessing the suitability of temporary accommodation, the Council will seek to ensure that accommodation:

- Is safe and suitable for occupation;
- Complies with relevant housing, management and health and safety legislation;
- Is free from Category 1 Hazards under the Housing Health and Safety Rating System;
- Meets gas, electrical, fire, legionella and damp and mould safety requirements; and
- Is appropriate to the size and needs of the household.

9.2 Consideration will also be given to the condition, repair, cleanliness, security and overall suitability of the accommodation offered.

This work will be undertaken with regard to the Council's:

- Temporary Accommodation Maintenance Policy;
- Landlord Health and Safety Compliance Policy;
- Asbestos Management Plan;
- Damp & Mould Management Plan;
- Electrical Management Plan;
- Fire Safety Management Plan;
- Gas Management Plan; and
- Water (Legionella) Management Plan.

10. Occupancy standards

10.1 Within temporary accommodation, a room is available as sleeping accommodation if it is of a type normally used in the locality either as a living room or as a bedroom.

10.2 The number of people who can occupy an accommodation unit depends upon the number of bedspaces available. Bedspaces include double beds, single beds, bunk beds, sofa beds and z-beds/camp beds.

10.3 The number of bedspaces (excluding cots) expected to be provided in each accommodation unit is as follows:

Size of accommodation unit	Number of bedspaces
Studio / standard hotel room / 1 bedroom house	Minimum 2 Maximum 6
1 bedroom flat	Minimum 3 Maximum 4*
Family hotel room/suite	Minimum 4 Maximum 6
2 bedrooms	Minimum 4 Maximum 8
3 bedrooms	Minimum 6 Maximum 12

4+ bedrooms	Minimum 8 Maximum 16

*Assumes a sofa bed in the lounge as bedspace for 1 or 2 adults.

10.4 The following occupancy assumptions can be made when assessing the appropriate size of an accommodation unit for a household:

- 2 adults within the same household can share a double bed.
- 1 adult (with parental responsibility) and 1 child of the same gender aged over 3 can share a double bed.
- 1 adult (with parental responsibility) and 1 child of a different gender aged 3-9 can share a double bed.
- 1 adult (with parental responsibility) and 1 child of the same gender aged 10 and over can share a double bed.
- 2+ children of the same gender aged 0+ can share a double bed and room.
- 2+ children of different genders 3-9 can share a double bed.
- Children aged 10 and over of different genders should have separate rooms.
- The maximum number of children aged 3 and over in one bedroom is 4. Each should have their own bedspace.
- All children aged under 3 should be in the same room as the adult who has parental responsibility for them.

10.5 These assumptions are indicative only and individual circumstances will always be considered.

11. Access to basic facilities

11.1 The Council will seek to ensure that households placed in temporary accommodation have access to facilities that are appropriate to their assessed needs including cooking facilities, bathing facilities, laundry provision, storage facilities and communication services where relevant.

11.2 Council-owned and leased properties are generally offered unfurnished, allowing households to bring and use their own furniture and white goods where they are able to do so. Where a household does not have access to essential cooking or laundry equipment, the Council will consider what support can reasonably be provided, including sourcing suitable white goods where appropriate.

11.3 The Council may also make referrals for furniture or other essential household items to help meet a household’s basic needs.

11.4 Wherever reasonably practicable, accommodation used for households with babies under two years of age should provide adequate space for a cot and associated infant equipment.

12. Location and priority for an in-area placement

12.1 If suitable accommodation is available in the Borough, that will be the first option considered. However, when there is a lack of suitable accommodation or there are higher priority households awaiting accommodation in the Borough, out of Borough placements will be used to meet the Council's housing duty.

12.2 If there is not a sufficient number of local temporary accommodation units available, a household will be placed in a suitable unit outside of our Borough, but as close to Gedling Borough as possible, based on the practicality of sourcing units on any given day.

12.3 Relevant facts regarding the household's circumstances will be gathered by officers in the course of their enquiries through completing their assessment of an applicant's circumstances under section 189A of the Housing Act 1996.

12.4 Priority for available in-area accommodation will be given to certain households who the Council has assessed as having a particular need to be housed within the Borough.

12.5 Households who satisfy one or more of the following criteria will be considered as having a priority for accommodation within the Borough boundary:

- Those who are receiving treatment for a physical or mental health condition from a specialist hospital unit within the Borough, where they are at a critical point in their treatment which requires attending appointments at the facility twice or more per week.

- Children subject to a Child Protection Plan in Gedling Borough which cannot be transferred to another local authority without causing serious detriment to a child's welfare.

- Children subject to a Statement of Special Educational Needs in the Borough which cannot be transferred to another local authority without causing serious detriment to the child's welfare.

- In accordance with the criteria set out within the local Allocations Policy, those who have a longstanding or formal arrangement to provide essential care to another resident of the Borough who is not part of the household.

- While families can be placed in hotels or bed and breakfasts from time to time, many of these placements are usually as a result of emergency placement, whereby it has not been possible to prevent homelessness or secure any alternative accommodation. The Council will adhere to the Homelessness (Suitability of Accommodation)(England) Order 2003 and Homelessness Code of Guidance by attempting to not place households with children or who are pregnant in this type of temporary accommodation for a period exceeding six weeks and will seek to move them to more suitable in-area accommodation as soon as possible.

- Other circumstances which demonstrate an exceptional need which cannot be met outside of the Borough boundary.

12.6 The following principles also apply:

1. The above categories do not mean that no other special circumstances will be taken into account. Whenever an applicant is owed an interim or full temporary accommodation duty a full assessment will be carried out of their household's housing needs and circumstances. Following that assessment, it may be decided that an applicant should qualify for a local area offer for a special reason despite not meeting the criteria set.
2. The time likely to be spent in the accommodation will also be taken into account when determining the suitability of any offer of temporary accommodation out-of-area.
3. Where there are no in-area temporary accommodation units immediately available which meet the household's identified needs, a homeless household may be placed on an emergency basis into accommodation in any location where there is availability on that day as long as it has been assessed as being suitable.
4. Households in receipt of welfare benefits or who may be on a low income may be subject to restrictions on the amount of benefit they can receive, which may affect their ability to pay their temporary accommodation rent. Placement in a local area is subject to suitable accommodation being available that the applicant can afford.
5. Given the shortage of available properties, it may be required to make a decision regarding how to prioritise the allocation of a particular property on a particular day where more than one household requires TA and more than one household meets the local area criteria set out above. The following circumstances will be taken into account when prioritising between households. Please note the circumstances listed are not in descending order of importance and do not form an exclusive set of criteria as other factors may also be relevant:

- Level of need relating to the welfare and safeguarding of any children in the household;
- Level of educational need;
- Identified risks posed by living in particular areas;
- Permanency/flexibility of employment;
- Access to transport;
- Level of need to be close to services and amenities;
- Level of need to be close to health services;
- Level of need to be close to support networks;
- Level of need to be close to cultural or religious amenities;
- Impact on caring responsibilities;
- Affordability of the accommodation;
- Impact of the relocation, and of occupying the accommodation on a continuing basis, on the well-being of household members; and
- Impact of the relocation, and of occupying the accommodation on a continuing basis, on the well-being of any children in the household, having regard to the Council's duty under the Children Act 2004 to safeguard and promote their well-being.

12.7 Gedling Borough is surrounded by urban areas. Therefore, exceptions will be considered where available temporary accommodation outside of the boundary is geographically closer and as accessible to a place of need than an in-area placement.

13. Households without priority for an in-area placement

13.1 Households who meet none of the in-area criteria may be offered properties further afield when no suitable property is available within these areas.

13.2 Households who are offered temporary accommodation under section 190 or section 199A of the Housing Act 1996, Part VII will not have a priority for accommodation within or close to the Borough. If households are in temporary accommodation within or close to the area under a different duty which is then ended and the section 190 duty or the section 199A duty begins, the Council reserves the right to move them to accommodation further afield.

14. Priority for self-contained temporary accommodation

14.1 Self-contained accommodation is accommodation where the applicant and their household do not have to share facilities with another household. Priority for self-contained accommodation will be provided to households where:

- There is an identified medical need which the Council has assessed would be best managed within this type of accommodation;
- There are issues relating to safeguarding or public protection;
- A household has belongings that must be protected and where no alternative suitable arrangements to ensure this is available; or
- There is an identified exceptional need which the Council considers would be best met by this type of accommodation.

14.2 A priority for self-contained accommodation does not guarantee such a placement, but should suitable self-contained accommodation be available it does give that household priority over others without this assessed priority.

15. Minimising disruption to support networks and essential services

15.1 In determining the suitability of temporary accommodation, the Council will seek to minimise disruption to:

- Education;
- Employment;
- Healthcare;
- Caring responsibilities;
- Specialist support services; and
- Established support networks.

15.2 Wherever reasonably practicable, households will be accommodated within Gedling Borough or as close as possible to the Borough.

16. Making temporary accommodation offers

16.1 The suitability of accommodation can change over time. The Council may consider somewhere to be suitable for occupation for a short period (i.e. pending enquiries or whilst securing alternative accommodation) that would not be considered suitable in the longer term. The Council always aims to offer suitable accommodation to the household at the first placement, though this may not be the most suitable, subject to availability. Households who have any reservations about the suitability of the temporary accommodation being offered should initially discuss the matter with the officer managing their homeless application.

16.2 All applicants retain the right to make a formal complaint about the service they receive from the Council.

16.3 Once a household has been assessed and it has been recognised that there is a duty to accommodate temporarily in emergency accommodation, the Council will make one suitable offer of interim accommodation. There is no obligation upon the Council to enable applicants to view the accommodation prior to acceptance. If an applicant refuses an offer of interim or temporary accommodation and the Council does not accept the reasons for refusal, and considers that the offer is suitable, the Council's duty is likely to cease, and the applicant may not be offered further temporary accommodation and will be required to make their own arrangements.

16.4 Applicants may have different rights depending on the homelessness duty being performed. The Council will notify applicants of any statutory review rights available in relation to a placement decision. Applicants may also seek independent legal advice regarding any challenge to suitability.

17. Moves between temporary accommodation

17.1 The Council will seek to avoid multiple moves between temporary accommodation placements unless there is a clear benefit to the household concerned or circumstances make a move necessary.

17.2 The Council may move a household where this is necessary to maintain suitability, address risks or respond to changing circumstances.

17.3 A move may be considered where:

- The accommodation is no longer suitable for the household's needs;
- Household circumstances have changed;
- The accommodation requires significant repair works;
- There are safeguarding or risk management concerns;
- The accommodation is no longer available;
- Alternative accommodation becomes available which better meets the needs of the household;
- A move is required because of evidence showing a serious or critical medical need;
- Transfer from bed and breakfast/hotel-type accommodation for families who have been in occupation for at least five weeks (to avoid occupation beyond six weeks);

- Overcrowding or under-occupation of the accommodation; or
- It is necessary to make best use of the Council's temporary accommodation resources.

17.4 When considering a move, the Council will have regard to the suitability of any alternative accommodation and seek to minimise disruption wherever reasonably practicable. However, applicants may be required to move between temporary accommodation placements during the course of the Council's homelessness duties.

17.5 The Councils objective is to eliminate the use of Bed and Breakfast accommodation for households with dependent children or pregnant women, except where unavoidable in an emergency. However, where bed and breakfast accommodation is used, the Council will seek to move households containing dependent children or a pregnant woman into suitable alternative accommodation as soon as reasonably practicable.

18. Notifications to health, education and other services

18.1 Where required by legislation, statutory guidance or local procedure, and subject to applicable information sharing requirements, the Council will notify relevant education and health bodies when a child is placed in temporary accommodation.

18.2 This may include:

- Schools;
- GP practices;
- Health visiting services; and
- Other agencies involved in the welfare of the child.

18.3 The purpose of such notifications is to support continuity of education, healthcare and safeguarding arrangements and to minimise disruptions arising from temporary accommodation placements.

19. Management of temporary accommodation

19.1 Residents are expected to comply with the terms of their occupancy agreement and any reasonable rules relating to the accommodation.

19.2 Residents are responsible for keeping their accommodation in a reasonable condition, reporting repairs promptly and allowing access where required for inspections, repairs, health and safety checks or the proper management of the accommodation.

19.3 The Council may impose reasonable conditions relating to the occupation and management of temporary accommodation. This may include restrictions on visitors where there are anti-social behaviour, safeguarding, safety or management concerns.

19.4 The Council may carry out announced or unannounced visits where this is necessary to ensure the accommodation is being occupied appropriately, to check welfare, to investigate concerns, or to manage the temporary accommodation effectively.

19.5 The Council may undertake regular inspections, audits, occupancy checks and welfare visits to:

- Confirm authorised occupation;
- Monitor property condition and standards;
- Identify repairs, safety concerns or safeguarding issues;
- Review changing household circumstances; and
- Support households to move on into settled accommodation where appropriate.

20. Behaviour and breaches of occupancy conditions

20.1 Residents must behave in a way that does not cause nuisance, harassment, alarm, distress, damage, risk or disruption to staff, contractors, neighbours, other residents or members of the public.

20.2 Residents are responsible for their own behaviour and, where applicable, the behaviour of household members and visitors.

20.3 Where occupancy conditions are breached, the Council may take action depending on the seriousness of the breach and the circumstances of the household. This may include advice, support, verbal warnings, written warnings, acceptable behaviour arrangements or action to end the accommodation placement.

20.4 The Council reserves the right to take immediate action where behaviour presents a serious risk to staff, contractors, other residents, neighbours, the household itself or members of the public.

20.5 Any enforcement action will be proportionate to the circumstances and seriousness of the breach.

21. Monitoring and review of temporary accommodation

21.1 The Council will maintain oversight of temporary accommodation provision through periodic reviews of the accommodation standards, provider performance and household circumstances.

21.2 This may include:

- Accommodation inspections;
- Occupancy audits;
- Review of household support needs;
- Provider monitoring arrangements; and
- Review of move-on opportunities.

21.3 Information gathered through these reviews may be used to improve temporary accommodation provision, strengthen procurement arrangements and support better homelessness outcomes.

22. Ending temporary accommodation

22.1 Discharge of section 188 [Interim] Accommodation Duty

22.2 The discharge of the section 188 interim accommodation duty, for temporary housing provided to homeless individuals, is triggered by specific events outlined in the Housing Act 1996. Generally, this duty ends when the Council fulfils its obligations, the applicant becomes intentionally homeless, or the applicant is deemed ineligible for further assistance. Additionally, where the applicant has breached the licence condition, they may be asked to leave the interim accommodation following warnings and accommodation may be ended with immediate effect, subject to individual circumstances.

22.3 Discharge of section 193 Accommodation Duty

The Council's duty to provide temporary accommodation under Section 193 of the Housing Act 1996 can be ended (discharged) in several ways. This occurs if the applicant:

- Becomes intentionally homeless or ceases to be eligible for assistance.
- Voluntarily stops occupying the temporary accommodation as their only or principal home.

Refuses or accepts one suitable offer of accommodation, though they maintain the right to request a review of its suitability.

22.5 In such circumstances applicants will be encouraged to accept the offer of accommodation whilst a review of the suitability of the offer of accommodation is being considered. Where applicants refuse to take up the offer of accommodation whilst a review is underway, the current temporary accommodation may only remain available at the discretion of the Council's Housing Options Team Leader.

22.6 The Council shall cease to be subject to the duty under section 193(6) of the Housing Act, if the applicant:

- Ceases to be eligible for assistance;
- Becomes homeless intentionally from the accommodation made available for their occupation;
- Accepts an offer of accommodation under Part VI (allocation of housing);
- Accepts an offer of an assured tenancy (other than an assured shorthold tenancy) from a private sector landlord;
- Voluntarily ceases to occupy, as their principal home, the accommodation made available for occupation;
  or
- Having been informed of the possible consequences of refusal and of their right to request a review of the suitability of accommodation, refuses a final offer;

22.7 Where the Council decides that their duty has ceased as described above, the applicants housed under section 193, will be asked to leave the temporary accommodation usually within 28 days or earlier subject to individual circumstances. Two warnings will be issued before the Council ceases its section 193 duty and accommodation may be ended with immediate effect, subject to individual circumstances.

22.8 The Council may apply its discretion in withdrawing temporary accommodation in circumstances where the household is accommodated under section 190, has refused an offer of accommodation or the reasonable period has ended and are reviewing the decision.

23. Policy review

23.1 This Policy will be subject to ongoing review and will be amended to reflect any changes in legislation, statutory guidance, case law, or operational practice.

23.2 The Policy will be reviewed annually.

24. Legal appendix

24.1 This policy aligns with a range of national legislation, which it is the responsibility of the Council and its officers to comply with when making relevant decisions. This includes:

- Sections 188, 190, 193, 199A, 206, 208 and 210 of the Housing Act 1996;
- The Homelessness Code of Guidance for Local Authorities;
- The Homelessness (Suitability of Accommodation) (England) Order 2003;
- The Homelessness (Suitability of Accommodation) (England) Order 2012;
- The Homelessness Reduction Act 2017;
- The Equality Act 2010;
- The Localism Act 2011;
- Section 17 of the Children Act 1989;
- Section 11 of the Children Act 2004;
- Section 23 and Section 42 Care Act 2014; and
- Domestic Abuse Act 2021.

24.2 Section 188 of the Housing Act 1996 Part VII

Provides that the Council must ensure that accommodation is available for an applicant where it has reason to believe they may be homeless, eligible for assistance and in priority need (these are all defined terms in law).

This duty is known as the ‘interim duty’ and continues until the Council has made a final decision as to whether the applicant is owed the ‘main housing duty.’ Applicants placed under section 188 are no longer afforded the safeguards identified in the Protection from Eviction Act 1977 Section 5 and therefore there is no requirement for the Council to seek a court order for possession. This is detailed in case law relating to the case of (R, (ZH and CN) v London Boroughs of Newham and Lewisham [2014] UKSC 62).

24.3 Section 190 of the Housing Act 1996 Part VII

Provides that the Council must secure accommodation for households with an intentional homeless decision for a period the Council deems reasonable for the household to secure an alternative arrangement.

24.4 Section 193 of the Housing Act 1996

Provides that the Council must ensure that accommodation is available for an applicant where it determines that they are homeless, eligible for assistance, in priority need, not intentionally homeless, and where it has not successfully ‘prevented’ or ‘relieved’ homelessness (these are all defined terms in law) and has not referred the application to another local authority. This is known as the ‘main housing duty’ and continues until the applicant accepts a final offer of accommodation, or until the Council’s duty is discharged for another prescribed reason.

24.5 Section 199A of the Housing Act 1996 Part VII

Provides that the Council must offer interim accommodation to households who are homeless, eligible for assistance and in priority need, pending notification and referral to another local authority and the offer of accommodation ending when the other local authority accepts that the referral conditions have been met.

24.6 Section 206 of the Housing Act 1996

Provides that any accommodation provided under section 188 or 193, whether temporary or otherwise, must be suitable.

24.7 Chapter 17 of the Homelessness Code of Guidance

Codifies the factors, borne from various legal instruments, local authorities should consider when determining whether temporary accommodation is suitable. Such factors include the standards, size, affordability, and location of any accommodation.

24.8 Section 208 of the Housing Act 1996

Provides that, so far as reasonably practicable, accommodation found by the Council should be in the local authority area. When accommodation is provided out of the area, the Council should notify the local authority in whose area the accommodation is situated.

24.9 The Homelessness (Suitability of Accommodation) (England) Order 2012

Provides that the following factors should be considered when deciding whether accommodation is suitable.

- The distance of the accommodation from Gedling Borough;
- The level of any disruption to employment, caring responsibilities or education;
- The proximity and accessibility of the accommodation to medical facilities and support; and
- The proximity and accessibility of the accommodation to local services and transport.

24.10 The Homelessness (Suitability of Accommodation) (England) Order 2003

Provides that households containing children or pregnant women should only be housed in ‘bed and breakfast’ accommodation where no other accommodation is available, and even then, such occupation should not exceed six weeks.

24.11 Section 11 of the Children Act 2004

Provides that, in carrying out its functions, a local authority must have regard to the need to safeguard and promote the welfare of children.24.23

24.12 The Equality Act 2010

Provides that, in carrying out its functions, a local authority must have due regard to the following:
Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
Advance equality of opportunity between people who share a protected characteristic and those who do not.
Foster good relations between people who share a protected characteristic and those who do not.

24.13 Section 42 Care Act 2014

If an individual in temporary accommodation is suspected of being abused or neglected, the local authority must initiate a safeguarding enquiry under Section 42, regardless of whether they are also receiving housing assistance.

24.14 Domestic Abuse Act 2021

Amended housing law to deem anyone made homeless by domestic abuse automatically in priority need for temporary accommodation, which came into force in July 2021.

24.15 Associated Case Law, includes the following:

Nzolameso v Westminster (2015) UKSC 22

Sets out that local authorities must produce a policy which sets out how they will provide accommodation for households who are homeless in their Borough.

Birmingham CC v Ali and others: Moran v Manchester CC [2009] UKHL 36

Sets out that what is considered suitable accommodation to comply with interim accommodation duties might be different from suitable accommodation offered in discharge of the main housing duty.

Appendix 2: Temporary Accommodation Placement Policy
Equality Impact Assessment

Gedling Borough Council Temporary Accommodation Placement Policy	
The main objective of Gedling Borough Council Temporary Accommodation Placement Policy	The Temporary Accommodation Placement Policy sets out Gedling Borough Council's approach to securing and providing suitable temporary accommodation for individuals and families experiencing homelessness. This is the Council's first Temporary Accommodation Placement Policy. It establishes a published framework for prioritisation, suitability, placement management and ending placements. This assessment considers foreseeable equality impacts, proposed safeguards and arrangements for monitoring actual outcomes. The assessment considers eliminating unlawful discrimination, harassment and victimisation, advancing equality of opportunity and fostering good relations. It identifies opportunities for accessible services, needs-led decisions and safe placements; it does not assume that consistent treatment produces equal outcomes.
What impact will the Temporary Accommodation Placement Policy have on the following groups? Please note that you should consider both external and internal impact: • External (e.g. stakeholders, residents, local businesses etc.) • Internal (staff)	

Gedling Borough Council

Please use only 'Yes' where applicable. 'Yes' under Negative identifies a potential adverse impact before safeguards, not a finding of unlawful treatment or a measured high impact. Common benefits and safeguards are summarised below.		Negative	Positive	Neutral	Comments
Gender	External	Yes	.		Shared facilities, privacy, safety, sleeping arrangements and disruption to caring responsibilities may affect households differently. Assess individual needs and risks without assumptions based on gender, including whether sharing arrangements are appropriate.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Gender Reassignment	External	Yes			Shared facilities, reduced privacy, harassment risks and loss of support networks may cause disadvantage. Assess safety, privacy and support needs individually and protect confidential information.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Age	External	Yes			Out-of-area placements and repeated moves may disrupt education, childcare, care and support. Space, sleeping arrangements and facilities may affect children's welfare. Assess these needs and, for older applicants, accessibility, mobility

					and continuity of care, without assumptions based on age.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Marriage and civil partnership	External			Yes	No specific differential impact attributable to marital or civil partnership status has been identified however this is not a verified outcome. Assess household composition and accommodation needs without assumptions about relationships.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Disability	External	Yes			Inaccessible accommodation, unsuitable facilities, communication barriers and separation from care or specialist support may cause substantial disadvantage. Assess mobility, sensory, cognitive and mental health needs, adaptations and reasonable adjustments. Limited specialist supply does not remove the requirement to secure suitable accommodation, including interim accommodation.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Race and Ethnicity	External				Language barriers, racial harassment and separation from community or specialist support may affect access and placement suitability.

		Yes			Identify communication and cultural needs individually; provide appropriate interpreting or translated information where needed and consider safety and support links.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Sexual Orientation	External	Yes			Harassment, reduced privacy and loss of established support may cause disadvantage. Assess safety, privacy and support needs without assumptions about orientation or relationships; record necessary arrangements without unnecessary disclosure of personal information.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Religion or Belief (or no Belief)	External	Yes			Location, shared facilities and limited food preparation or storage may affect worship, community support, privacy or dietary observance. Identify individual requirements without assuming beliefs or practices, consider workable arrangements and assess suitable alternatives where necessary.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Pregnancy and Maternity	External	Yes			Travel, stairs, shared facilities and repeated moves may disrupt maternity care and support. Assess access, privacy, cot space, infant

					equipment, cooking and laundry needs; review suitability as needs changes, including after childbirth. The B&B safeguard below applies.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.
Other Groups (e.g. any other vulnerable groups, rural isolation, deprived areas, low-income staff etc.). Please state the group/s:	External	Yes			Care leavers, people fleeing domestic abuse, refugees, low-income households and those experiencing rural isolation or digital exclusion may face additional costs, isolation, access barriers or loss of support. Assess safety, affordability, essential services and overlapping needs, and identify practical and communication support.
	Internal			Yes	The policy primarily concerns the placement of households in temporary accommodation. No specific differential impact on staff has been identified in this assessment.

Is there any evidence of a high disproportionate adverse or positive impact on any groups?	Not established		There is no developed evidence base establishing high disproportionate adverse or positive impacts. The assessment identifies foreseeable risks rather than measured outcomes. A published, needs-led framework offers potential benefits through clearer and more consistent decisions, but these are not demonstrated positive outcomes for all groups. Potential adverse effects include disruption to care, education and support, additional essential costs, isolation,

			reduced privacy and repeated moves. The safeguards below are intended to reduce those effects. Their effectiveness and any remaining differential impacts will be assessed through casework, monitoring and review after implementation. Priorities for local accommodation, medical criteria, occupancy arrangements and decisions about moves or ending placements may have different effects on households. These provisions must be applied lawfully, with individual needs and relevant discretion considered. Monitoring will inform policy changes where adverse effects emerge; it does not replace consideration of foreseeable impacts when the policy is adopted.
Is there an opportunity to mitigate or alleviate any such impacts?	Yes		Common safeguards: assess and record each household's needs, equality considerations, affordability (including essential travel and food costs), suitability reasons, reasonable adjustments and alternatives considered. Consider continuity of care, education and support. Provide accessible information, appropriate interpreting and confidential routes to raise concerns. Review suitability when circumstances change and act immediately to secure a suitable alternative if accommodation is unsuitable. Supply constraints do not remove the suitability requirement, including for interim placements. B&B safeguard: for households with family commitments, including dependent children or a pregnant woman, accommodation within the Homelessness (Suitability of Accommodation) (England) Order 2003 definition of B&B may be used only where no alternative accommodation is available and for no more than six weeks in total. Seek suitable alternatives immediately; six weeks is a maximum,

			not a target. Individual suitability remains necessary throughout. Use placement records, complaints, reviews and household feedback to test safeguards and inform procurement of accessible, self-contained and local accommodation. These measures are intended to reduce adverse effects; they do not establish that all effects have been eliminated.
Are there any gaps in information available (e.g. evidence) so that a complete assessment of different impacts is not possible?	Yes		This is a prospective assessment of the Council's first placement policy. No developed equality outcomes evidence base is available. This assessment does not rely on a completed historical equality analysis or consultation exercise: the impacts identified are foreseeable risks, not findings from such work. For general service context, there were 37 households in temporary accommodation (8 in B&B) at the end of October 2025 and 35 (12 in B&B) at the end of October 2026; recorded 2026/27 average stays are 234 days for non-B&B and 30 days for B&B placements. These aggregate figures do not establish differential equality outcomes or compliance with individual B&B limits. The extent and frequency of differential impacts cannot currently be quantified. Recognising this limitation, the proposed approach is to adopt a clear framework with individual suitability assessments and the safeguards identified above, then develop the evidence base through proportionate monitoring of placements, complaints, suitability concerns and household feedback. Lack of a developed evidence base is not, by itself, a reason to defer adoption. Any specific concern indicating an unlawful

			provision or unsuitable placement must be addressed without waiting for monitoring results.
Planned Actions	Timeframe	Success Measure	Responsible Officer
Develop proportionate monitoring using placement records, relevant household needs, complaints and suitability concerns. Identify recording gaps and practical improvements as the evidence base develops.	During implementation; initial assessment of monitoring information within 3 months.	Initial monitoring findings, data limitations and proportionate improvements recorded, with follow-up actions where needed.	Assistant Director for Housing & Resettlement.
Brief staff on the policy, equality needs, reasonable adjustments, suitability and escalation of concerns. Review a sample of assessment records to identify learning and any corrective action.	Briefing at implementation; initial sample review within 3 months.	Staff briefed; sample review findings and any follow-up actions recorded.	Housing Options Team Leader.
Review location, duration, B&B use, repeated moves, complaints and suitability outcomes for differential effects where reliable data permits; protect	Quarterly monitoring.	Quarterly findings and corrective actions recorded; urgent suitability or legal-limit concerns escalated immediately, not deferred to quarterly review.	Housing Options Team Leader.

confidentiality and note gaps.			
Establish accessible, confidential household feedback, including a non-digital option and opportunities during as well as after a placement.	During implementation; review arrangements within 3 months.	Feedback routes available and findings considered in quarterly monitoring; concerns addressed through casework where necessary.	Assistant Director for Housing Resettlement.
Review audit findings, monitoring, complaints to evaluate future actions needed and to inform a review of the Placement Policy and EIA	Quarterly monitoring.	EIA and Placement Policy reviewed and updated.	Assistant Director for Housing & Resettlement.

Authorisation and Review

Completing Officer	Paul Whitworth - Assistant Director for Housing & Resettlement
Authorising Service Manager	Mike Avery
Date	15 October 2026
Review date (if applicable)	15 October 2027

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Appendix 3: Temporary Accommodation Placement Policy
Carbon Impact Assessment

Name of project, policy, function, service, or proposal being assessed:	Gedling Borough Council Temporary Accommodation Placement Policy
The main objective of Gedling Borough Councils Temporary Accommodation Placement Policy	The Temporary Accommodation Placement Policy sets out Gedling Borough Council (the Council) approach to providing temporary housing for individuals and families experiencing homelessness. The policy also details the Council's legal obligations, guiding principles, and specific procedures for placing, managing, and supporting residents in temporary accommodation. It also addresses issues like prioritisation, suitability, and the termination of placements.

Gedling Borough Council

What impact will this Temporary Accommodation Placement Policy have on the following Please read guidance before completing.				
Category	**Negative**	**Positive**	**No impact/ Negligible change**	**Mitigation/ Comments**
Behaviour & Culture Change		The increased demand for temporary accommodation can place a strain on resources and can lead to a reliance on less environmentally friendly options. Therefore, the Temporary Accommodation Placement Policy will help ensure the most suitable accommodation will be sought for the needs and makeup of the household. Hotels and bed and breakfast establishments often have higher energy consumption rates per person than traditional housing due to more frequent laundry services, higher heating/cooling demands, and less efficient building designs. To address this, the policy outlines the Councils commitment to accommodate		The Temporary Accommodation Placement Policy will help set out the Councils approach to allocating temporary accommodation.

		within district at every opportunity and where this is not possible will, when safe to do so, look to move households back into the district.		
Built Environment		All temporary accommodation provided by the Council is safe, free from serious hazards is in a reasonable state of repair and meets all legal and regulatory standards The Council will create a 5-year maintenance plan. The plan will involve scheduling regular inspections and maintenance tasks to preserve the property's condition and prevent unexpected issues. It will also ensure all planned preventative maintenance is undertaken at defined time intervals. This includes cycles for servicing and testing of equipment. The plan will outline the expected lifespan of various property components and establish a schedule for their		Any property purchased, or leased for the sue as Temporary Accommodation will comply with the Decent Homes Standard and be complaint with regulatory health and safety requirements.

		maintenance and eventual replacement.		
Transport		The Council is seeking to reduce the number of out of area placements and only use Council owned and leased properties located within the borough. This should help reduce the transportation of people and goods to and from out of area locations.		The Temporary Accommodation Placement Policy will help alleviate any impact on emissions through transport by reducing the need for excessive travel outside of the borough.

Energy, Natural Resources & Climate Change		The Council will seek to provide temporary accommodation that continues to meet the energy performance certificate (EPC) standards for rented accommodation. The minimum EPC rating for rental properties in England is currently E, but this is set to rise to C by 2030. Switching away from fossil fuels The Council will develop a 5-year maintenance plan which will outline the expected lifespan of various property components and establish a schedule for their maintenance and eventual replacement. This will include heating systems. The Council will review these systems with the aim of switching away from fossil fuels in the future. .		The Council in providing temporary accommodation will ensure it provides safe and energy efficient interim homes.
Waste Reduction & Recycling		The potential increase of temporary accommodation may increase the use of furniture and whitegoods that the Council use to furnish the accommodation.		Ensure the use of recycling to minimise waste sent to landfills. Regular checks, e.g. PAT testing on electrical goods

		Residents will be supported to understand their responsibility to dispose of waste appropriately including the use of recycling bins.		to ensure they remain safe and meet health and safety standards for the next resident rather than disposing and replacing items.
Blue-Green Infrastructure/Biodiversity			No impact	The Council continues to increase it temporary accommodation portfolio. The Council will always consider purchasing new build properties from new housing developments. Such developments need to achieve a minimum of 10% Biodiversity net gain.
Procurement & Purchasing		The Council will consider energy efficiency and carbon emissions when purchasing or leasing additional accommodation.		The Council is exploring a range of different temporary accommodation options to ensure it provides safe and energy efficient interim homes.

In response to the information provided above please provide if there is any proposed action including any consultation that is going to be carried out			
Planned Actions	Timeframe	Potential Outcome	Responsible Officer

Authorisation and Review

Completing Officer	**Paul Whitworth**
Authorising Assistant Director/Director	**Mike Avery**
Date	**15 October 2026**
Review date (if applicable)	**15 October 2027**

Gedling Borough Council

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Report to Cabinet

Subject: Homelessness Prevention and Rough Sleeping Action Plan 2026/27

Date: 26th November 2026

Author: Paul Whitworth – Assistant Director for Housing & Resettlement

Wards Affected:

All wards

Purpose

To seek Cabinet approval to publish and implement the Council's Homelessness Prevention and Rough Sleeping Action Plan 2026/2027, and to seek delegated authority for minor amendments, ongoing delivery and regular review of the Action Plan.

Key Decision

This is a key decision

Recommendation(s)

THAT Cabinet:

1) **Approves the Homelessness Prevention and Rough Sleeping Action Plan 2026/2027 for publication and implementation;**

2) **Delegates authority to the Director of Place, in consultation with the Deputy Leader and Portfolio Holder for Sustainable Growth and Economy, to make minor amendments to the Action Plan and to oversee its implementation, monitoring and regular review; and**

3) **Notes that progress against the Action Plan and the Local Outcomes Framework will be monitored by the Assistant Director for Housing and Resettlement, and that delivery will be aligned with the countywide Action Plan to support a coordinated approach across Nottinghamshire.**

1 Background

1.1 In December 2025, the Government published *A National Plan to End Homelessness*, setting out a long-term, cross-government approach to ending homelessness and rough sleeping in England. Its vision is that homelessness should be rare, brief and non-recurring, with everyone able to access a safe, decent and secure home. The Plan recognises that achieving this requires both immediate actions to address the current crisis and sustained reform to tackle the underlying causes of homelessness.

1.2 The national approach places prevention at the heart of public services and combines long-term action to increase the supply of social and affordable housing, improve security in the private rented sector and address poverty with medium-term reforms to strengthen collaboration, accountability and earlier intervention. It also prioritises more coordinated support for people leaving institutions, including prisons, hospitals and care, where the risk of homelessness is known to be higher.

1.3 Alongside structural reform, the Government has set national priorities for this Parliament, including increasing the proportion of households helped to remain in their existing home or secure alternative accommodation, ending the unlawful use of Bed and Breakfast accommodation for families, including placements exceeding six weeks, and halving long-term rough sleeping. Delivery is intended to be supported by clearer national and local outcomes, stronger partnership working and improved use of evidence and lived experience.

1.4 The new Rough Sleeping Programme supports the Government's ambition to end rough sleeping by providing support and accommodation options for people sleeping rough or at immediate risk of doing so. It aims to offer everyone sleeping rough a route off the streets and help as many people as possible move into accommodation before Christmas 2026. The Council's Homelessness Prevention and Rough Sleeping Action Plan 2026/27 will support these aims by, among other actions, identifying and engaging with all known veterans sleeping rough in the Borough and offering tailored support to help them move off the streets.

1.5 The Homelessness Act 2002 requires local housing authorities to undertake periodic reviews of homelessness within their district and to publish a homelessness strategy based upon the findings of that review. Gedling Borough Council fulfils this requirement through the South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022-2027, developed jointly with neighbouring authorities. The proposed Homelessness Prevention and Rough Sleeping Action Plan 2026/27 supports implementation of that Strategy and translates its strategic priorities into measurable local actions and outcomes.

1.6 Homelessness demand remains significant both nationally and locally. During 2025/26 the Council achieved 611 successful early intervention, prevention or relief outcomes, placed 159 households into temporary accommodation and made 52 main housing duty decisions. Increasing pressure within the housing market, affordability challenges, domestic abuse, relationship breakdown, mental ill-health and wider cost-of-living pressures continue to drive demand for homelessness services.

1.7 The Council's Homelessness Prevention and Rough Sleeping Action Plan 2026/27 provides the local framework for responding to these priorities and will operate alongside a wider countywide Action Plan. It will translate the national direction into practical, measurable activity reflecting local needs, with a focus on early prevention, reducing reliance on temporary and Bed and Breakfast accommodation, supporting people sleeping rough into settled housing, and strengthening joint working with statutory, housing, health and voluntary-sector partners. Progress will be monitored through defined actions, responsible leads, timescales and outcomes, enabling the Council to demonstrate its contribution to the national ambition to end homelessness.

1.8 Councils should have a clear Temporary Accommodation Placement Policy that sets out how temporary accommodation is used, allocated, monitored and reduced.

1.9 BDO were asked to provide assurance to the Council that its Homelessness and Rough Sleeping Prevention Action Plan meets the requirements placed on local authorities as a condition of the Homelessness, Rough Sleeping and Domestic Abuse Grant. Based on their assessment the Council's Action Plan met all three must requirements.

For this reason, BDO have provided Substantial assurance over the design of controls as set out in the Action Plan. This review did not assess the effectiveness of controls.

2 Proposal

2.1 The National Plan to End Homelessness sets out a stronger national focus on prevention, improved temporary accommodation, reducing repeat homelessness, and halving long-term rough sleeping by the end of this Parliament. The plan also places greater emphasis on strategic and partnership working, lived experience, public service collaboration, clearer accountability, and better use of data to ensure homelessness is prevented earlier and services are better targeted to local need.

2.2 The new requirements for the Council to publish an Action Plan are detailed in the "National Plan to End Homelessness" guide and in the Homelessness, Rough Sleeping and Domestic Abuse Grant 2026/27 – 2028/29 conditions. Those conditions are: -

- Action Plans must be published by Autumn 2026 (1st December 2026)
- Action Plans must be regularly updated
- Action Plans must include:

  a) **Targets** to improve performance against each of the Local Outcomes Framework metrics for homelessness and rough sleeping.

  b) **Local Governance structures**

  c) How **partnerships** work across the local area

  d) Reference to **specific plans**, where appropriate, such as Bed and Breakfast elimination plans and long-term rough sleeping partnership plans

  e) For ensuring **suitability of temporary accommodation**

2.3 The **Local Outcomes Framework** sets shared priority outcomes between central and local government, replacing fragmented ring-

fenced funding with six measurable indicators against which councils will be evaluated:

i. Households with children in temporary accommodation

ii. Households with children in bed and breakfast accommodation beyond six weeks

iii. Successful prevention and relief outcomes

iv. Successful prevention and relief outcomes for households experiencing multiple disadvantage

v. People sleeping rough on a single night

vi. People experiencing long-term rough sleeping

2.4 From April 2026, national funding arrangements changed with the introduction of the Homelessness, Rough Sleeping and Domestic Abuse Grant, providing multi-year allocations directly to local authorities. The grant consolidates the prevention, relief and staffing element of the former Homelessness Prevention Grant, the Rough Sleeping Prevention and Recovery Grant, the Rough Sleeping Accommodation Programme, Renters' Rights Act new burdens funding and specified domestic abuse and supported housing allocations. Funding previously provided through the temporary accommodation element of the Homelessness Prevention Grant has been separated from the new grant and incorporated into the Revenue Support Grant. The homelessness and rough sleeping element of the new grant is ringfenced and must be used in accordance with the grant determination and associated conditions. Within those requirements, the arrangements provide greater flexibility for the Council to target expenditure towards local priorities, while demonstrating progress through the Local Outcomes Framework.

2.5 The Council will deliver the Action Plan through a coordinated programme of activity focused on preventing homelessness at the earliest opportunity; improving successful prevention and relief outcomes, including for households experiencing multiple disadvantage; reducing the number of families in temporary accommodation and ending the unlawful use of Bed and Breakfast accommodation for families, including placements exceeding six weeks; ensuring all temporary accommodation is suitable and effectively managed; and providing timely outreach, assessment, accommodation and support for people sleeping rough, with a particular focus on reducing long-term rough sleeping. Delivery will be supported by stronger partnership working across housing,

health, social care, criminal justice and the voluntary sector, informed by lived experience and improved use of data. Gedling's local Action Plan will ensure that activity is tailored to the specific needs and priorities of the Borough. It will be complemented by a countywide plan that provides a wider, joined-up approach to preventing and addressing homelessness across Nottinghamshire, supporting consistent pathways, coordinated commissioning, effective information sharing and stronger partnership working across local authority boundaries. Each action will have a responsible lead, timescale and measurable outcome, with progress monitored against the Local Outcomes Framework and the Action Plan reviewed and updated regularly.

3 Alternative Options

3.1 There is no viable 'do nothing' option. The Ministry of Housing, Communities and Local Government (MHCLG) requires councils to publish locally tailored action plans by 1 December 2026. Failure to meet this requirement could place future funding allocations at risk.

4 Financial Implications

4.1 Approval of the Action Plan does not, in itself, create an immediate additional financial commitment. Delivery will be managed within existing approved budgets and available staffing resources, including the Homelessness, Rough Sleeping and Domestic Abuse Grant 2026/27–2028/29.

4.2 Some actions may require additional expenditure or the commissioning of services. Where costs cannot be met from existing budgets or confirmed external funding, a separate financial assessment and appropriate approval will be required before any commitment is entered into. Opportunities for joint commissioning and the effective use of funding through the countywide Action Plan will be explored.

4.3 Effective homelessness prevention and reduced reliance on Bed and Breakfast and other high-cost temporary accommodation may result in cost avoidance. However, these benefits cannot be quantified at this stage and will depend on demand, housing supply and delivery outcomes. Expenditure, grant conditions and financial risks will be monitored through the Council's established budget-monitoring arrangements.

5 Legal Implications

5.1 The Homelessness Act 2002 requires the Council, as the local housing authority, to review homelessness in its area and to prepare and publish a homelessness strategy at least every five years. The Council must have regard to that strategy when exercising its functions. The Action Plan supports the implementation of the South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022–2027 and should be kept under review to ensure that it remains consistent with the Council's statutory duties and current Government guidance.

5.2 Delivery of the Action Plan must comply with the Council's statutory homelessness duties under Part VII of the Housing Act 1996, as amended by the Homelessness Act 2002, the Homelessness Reduction Act 2017 and the Domestic Abuse Act 2021, together with any other applicable requirements of the latter Act. These duties include providing advice and assistance, assessing eligible applicants, preventing and relieving homelessness, and securing suitable accommodation where the relevant statutory duty is owed. In exercising its homelessness functions, the Council must have regard to the Homelessness Code of Guidance for Local Authorities. Decisions on homelessness applications and temporary accommodation must be lawful, reasonable and evidence-based, with applicants informed of applicable review and appeal rights. Decision-making must also comply with the Equality Act 2010, including the Public Sector Equality Duty, and take account of children's welfare and safeguarding responsibilities where relevant.

6 Local Government Review

6.1 Local government reorganisation may result in changes to governance, accountability and the future delivery of housing and homelessness services across Nottinghamshire. Gedling's local Action Plan will provide a clear framework for meeting borough-specific needs and maintaining statutory service delivery during the transition. This will be complemented by a countywide Action Plan, which supports the local government reorganisation agenda by establishing shared priorities, consistent service pathways, coordinated commissioning, improved information sharing and stronger partnership working across existing local authority boundaries. Together, the plans will provide an evidence base to inform the design of future homelessness services and help identify implications for funding, staffing, contracts, governance and delivery arrangements. Both plans will be reviewed as reorganisation proposals develop to protect service users, maintain continuity and ensure that local needs and countywide opportunities are reflected in the new local government structure.

7 Equalities Implications

7.1 The Action Plan is expected to have a positive equality impact by strengthening early intervention and improving access to homelessness prevention, suitable accommodation and support. People with protected characteristics may be disproportionately affected by homelessness or face additional barriers when accessing services, including disabled people, older and younger people, pregnant women, families with children, people from minority ethnic communities, and victims of domestic abuse.

8 Carbon Reduction/Environmental Sustainability Implications

8.1 The Action Plan is not expected to create any significant direct adverse environmental impacts. By preventing homelessness earlier and helping households to secure and sustain suitable accommodation, it may reduce the need for repeated emergency placements, avoidable household moves and travel between temporary accommodation, support services, schools and employment.

8.2 Environmental considerations will be taken into account during implementation and when relevant services or accommodation are purchased or commissioned.

9 Appendices

9.1 Appendix 1 – Homelessness and Rough Sleeping Prevention Action Plan 2026/2027

9.2 Appendix 2 – Equalities Impact Assessment

10 Background Papers

10.1 A National Plan to End Homelessness

11 Reasons for Recommendations

11.1 Approval of the Homelessness Prevention and Rough Sleeping Action Plan 2026/27 will enable the Council to meet the Government requirement to publish a locally tailored and regularly updated Action Plan by 1 December 2026. It will also demonstrate how the Council will deliver its statutory homelessness responsibilities, respond to the Local Outcomes Framework and protect access to future homelessness funding.

11.2 The recommendations will provide clear authority and accountability for implementation, monitoring and proportionate updates to the Action Plan. This will support earlier prevention, improved outcomes for households at risk of homelessness, reduced reliance on unsuitable temporary accommodation and more effective partnership working. Alignment with the countywide Action Plan will also promote consistent service pathways, coordinated commissioning and a joined-up approach across Nottinghamshire, supporting continuity and future service design through local government reorganisation.

Statutory Officer approval

Approved by: Tina Adams

Date: 17/11/2026
On behalf of the Chief Financial Officer

Approved by: Fran Whyley
Date: 17/11/2026
On behalf of the Monitoring Officer

Homelessness and Rough Sleeping Prevention Action Plan 2026/27

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Purpose

To prevent homelessness wherever possible, respond effectively when homelessness occurs, reduce rough sleeping and help residents access and sustain safe, suitable accommodation.

1. Introduction

1.1 Gedling Borough Council works with residents, registered providers, private landlords, commissioned services and partner organisations to prevent and relieve homelessness, respond to rough sleeping and support people to access and sustain suitable accommodation across tenures. Gedling is a stock transfer authority and does not own or manage council housing stock. Social housing in the borough is provided by registered providers, with the Council operating the Councils Homesearch allocation scheme and nomination arrangements.

1.2 The government's A National Plan to End Homelessness is a cross-departmental strategy published in December 2025 that shifts focus toward a prevention-first model to make homelessness rare, brief, and non-recurring. Preventing homelessness and tackling its root causes is much more effective than a never-ending crisis response.

1.3 It is essential that action is taken to tackle the most urgent and dangerous forms of homelessness. This means eliminating the use of bed & breakfast accommodation for families, other than very short-term use in emergencies, and halving numbers of people sleeping rough long-term. This is alongside preventing homelessness in the first place, increasing the proportion of people who are supported to stay in their own home or helped to find alternative accommodation.

1.4 Gedling Borough Council currently delivers homelessness prevention, homelessness relief, rough sleeping interventions and tenancy sustainment activity through the South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022–2027, developed jointly with Rushcliffe Borough Council and Broxtowe Borough Council. (Housing strategies | Gedling Borough Council). This Action Plan supports delivery of that strategy and has been developed in response to the National Plan to End Homelessness and associated Local Outcomes Framework requirements for 2026/27.

1.5 This Action Plan brings together Gedling's current homelessness prevention activity, local performance, partnership arrangements and priorities for 2026/27. It sets out the key actions that will be taken during 2026/27 to deliver the Strategy's priorities and contribute to the national ambition to end homelessness. It identifies how the Council and its partners will contribute to improved outcomes for residents who are homeless or at risk of homelessness and how progress will be monitored through the Local Outcomes Framework.

1.6 The South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022-2027 is one of several housing-related strategies supporting delivery of the Council's wider

Housing Strategy and contributing to the Council's corporate priorities. The Strategy sets out the Council's long-term vision for preventing homelessness, reducing rough sleeping and ensuring that residents can access the accommodation and support they need.

1.7 The Housing Strategy 2026-2030 sets out Gedling Borough Council's vision and priorities for housing in the Borough for the next five-year period until 2030 and the actions that will be taken to meet local need. The Housing Strategy is an overarching document that aims to encompass all the aspects of the Council's housing policy and housing related services provided directly or indirectly within the Borough.

1.8 This includes supporting the delivery of new homes that meet energy efficiency standards, while also improving the energy performance of the existing housing stock. The Strategy also covers planning policy, the social housing register, homelessness prevention, domestic abuse, specialist housing, aids and adaptations, and the private rented sector, including selective licensing in parts of the Borough. It refers to the legislative frameworks, corporate policies and strategic plans that shape the Council's approach to housing across Gedling.

1.9 The Gedling Legacy Plan 2026-2028 sets out four key priorities: **Economy, Community, Place and Council**. Housing falls under the "Place" priority and aims to enable a safe, attractive, clean and culturally vibrant Borough that plays its part to tackle the climate emergency. This Strategy supports that work to ensure that individuals and families can access high quality, affordable and energy efficient housing to bring life to neighbourhoods.

1.10 The Council will continue to review and refresh the Action Plan annually to ensure priorities remain responsive to local need, performance, stakeholder feedback and national policy.

2. Scope of the action plan

2.1 This Action Plan covers homelessness prevention, homelessness relief, temporary accommodation, rough sleeping and the partnership activity required to prevent and respond to homelessness in the Borough.

2.2 The Action Plan has been developed in line with the Ministry of Housing, Communities and Local Government (MHCLG) Local Performance and Accountability Toolkit which provides a framework and guidance to support authorities and those they work with, including the voluntary, community and faith sector, to plan, assess and deliver services with greater consistency and confidence.

2.3 This Action Plan should be read in conjunction the South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022–2027, which was developed as the overarching strategy for Gedling, Broxtowe and Rushcliffe Borough Councils, together with its supporting review and consultation materials. The Strategy and its appendices provided detailed evidence on local need, rough sleeping and wider homelessness trends, and establish the key priorities for addressing homelessness. All relevant ongoing

commitments have been carried forward into this action Plan where they will continue to support local priorities and the Local Outcomes Framework. The previous action plan remains part of the supporting evidence base but is not reproduced here.

2.4 Many of the issues influencing homelessness extend beyond district boundaries and some can be addressed more effectively by working together across Nottinghamshire. Alongside the actions we will take locally, the seven Nottinghamshire district and borough councils have agreed a shared programme of action focusing on the things we can achieve more effectively together.

2.5 The shared Nottinghamshire Action Plan forms part of this Action Plan and can be found at Appendix one. They sit alongside the Nottinghamshire Local Supported Housing Strategy and East Midlands Combined County Authority (EMCCA) Homelessness Action Plan. Some of the shared work is already established, including our work on rough sleeping, severe and multiple disadvantage, families in temporary accommodation and women's experiences of rough sleeping and hidden homelessness. Working together gives the Council greater opportunity to improve outcomes rather than acting separately.

3. Local context

3.1 Demand for homelessness assistance in Gedling Borough Council has increased in recent years, reflecting wider pressures on households and housing markets. Homelessness in Gedling is influenced by restricted access to affordable housing, insecurity in the private rented sector, domestic abuse, relationship breakdown, mental ill health, multiple disadvantage and wider financial pressures. Early intervention, access to suitable accommodation and coordinated support remain central to preventing homelessness and reducing repeat homelessness.

3.2 The Council and its partners have strengthened outreach, supported accommodation, multi-agency case management and pathways across housing, health, criminal justice and the voluntary sector.

3.3 A review of the single homelessness pathway was commissioned across Nottinghamshire and Nottingham City in early 2026 with the aim of providing a comprehensive understanding of the current homelessness pathway, including who uses it, how it functions, and where it falls short. It assessed outcomes, user experiences, and the effectiveness of current service models, while identifying opportunities for redesign and improved commissioning

3.4 This review identified several factors contributing to homelessness in South Notts, including access to affordable housing, loss of private rented accommodation, domestic abuse, relationship breakdown, poor mental health, multiple disadvantage and wider cost of living pressures. The Review also highlighted the importance of early intervention, access to settled accommodation, effective partnership working and tailored support for people experiencing multiple disadvantage.

3.5 Homelessness demand remains at elevated levels, and that continued focus is required to improve prevention outcomes, reduce rough sleeping and ensure that residents can access appropriate accommodation and support.

3.6 Over recent years, the Council has developed a strong partnership response to single homelessness and rough sleeping. Additional Government investment has enabled improvements to outreach services, supported accommodation, multi-agency case management and partnership working across housing, health, criminal justice and the voluntary sector. These foundations have strengthened the local response for people experiencing the highest levels of exclusion.

3.7 Alongside maintaining this progress, there is increasing national and local recognition of the impact homelessness can have on children and families. This Action Plan therefore builds on the Council's established work on single homelessness while placing greater emphasis on preventing family homelessness and improving outcomes for children.

3.8 The Council also recognises that the policy and operating environment will continue to evolve during the life of this Action Plan, including through implementation of national homelessness reforms, changes affecting the private rented sector, wider public service reform and Local Government Reorganisation.

3.9 This Action Plan focuses on the areas where Gedling Borough Council can lead, influence or contribute to change during 2026/27 but also the actions we have agreed to take forward collectively with the other Nottinghamshire district and borough councils.

Current delivery area	Our position
Housing Options outcomes	In 2025/26, 611 customers achieved successful early intervention, prevention or relief outcomes: Of these, 467 had early interventions, 98 prevention outcomes and 46 relief outcomes.
Homelessness decisions	52 main housing duty decisions were issued in 2025/26.
Temporary accommodation	The Council placed 159 households in temporary accommodation during 2025/2026.
Access through Homesearch	Since April 2022, 758 general needs and 283 sheltered accommodation properties have been allocated through the Councils Choice Based Lettings system Homesearch. In 2025/2026 170 general needs and 77 sheltered properties were advertised.
Independent advice	During 2025/6 Citizens Advice Nottinghamshire Central and South (CANCAS) assisted 804 Gedling residents, 3,000 advice issues addressed and £802,391 in income gains secured.

Youth homelessness prevention	The Council has commissioned Broxtowe Youth Homelessness to deliver in school training sessions to help young people understand homelessness risks, housing options and how to seek support earlier.
Refugee support	Nottingham Refugee Forum supports asylum seekers and refugees in Nottingham and Nottinghamshire to rebuild their lives, integrate into society, and gain fair outcomes. They offer free, confidential help with housing, welfare benefits, debt, and health services.
Housing supply	From 1st April 2011 to 31st March 2026 a total of 5,389 homes were delivered in the Borough, in partnership with developers, of which 766 were affordable. This affordable element equates to an average of 52 per annum and 14% of the total homes delivered.
Independence	The Council approved 87 disabled facility grants and 33 sanctuary scheme applications in 2025/26.

4. Strategic leadership and governance

4.1 Effective delivery of this Action Plan requires clear political leadership and approval, officer accountability and strong partnership working.

4.2 Political leadership is provided by the Deputy Leader and Portfolio Holder for Sustainable Growth & Economy.

4.3 Corporate leadership is provided through the Council's Senior Leadership Team.

4.4 Strategic and Operational leadership is provided by the Director of Place and Assistant Director for Housing and Resettlement.

4.5 The Assistant Director for Housing and Resettlement is responsible for coordinating delivery of the Action Plan, monitoring progress against actions and Local Outcomes Framework targets, preparing annual updates and working with partners to address barriers to delivery.

4.6 Whilst the Council has a leadership role in preventing homelessness, many of the factors that influence homelessness sit beyond the direct control of housing services and require coordinated action across multiple organisations and systems.

4.7 The shared Nottinghamshire programme is collectively owned by the seven district and borough councils. The Nottinghamshire Strategic Housing Partnership provides strategic leadership and oversight.

4.8 Delivery will be supported through:

Nottinghamshire Health and Wellbeing Board *– annual progress report on delivery of the Nottinghamshire actions (subject to agreement).*

Nottinghamshire Strategic Housing Partnership *– annual progress report on delivery of the Nottinghamshire actions (subject to agreement).*

5. Partnership working

5.1 Delivery of this Action Plan is a shared responsibility. Preventing homelessness and rough sleeping requires coordinated action across housing, health, adult social care, children's services, criminal justice, domestic abuse services, community safety, registered providers and the voluntary and community sector.

5.2 No single organisation can address the causes or consequences of homelessness in isolation; effective partnership working is therefore central to early intervention, safeguarding, recovery and sustained housing outcomes.

5.3 The Council's role is to provide local leadership, maintain oversight of delivery, identify barriers and support escalation or collaborative problem-solving where required.

5.4 Where actions are led by partner organisations, those organisations remain accountable through their own governance arrangements.

5.5 The Council will use shared evidence, Local Outcomes Framework performance and learning from operational delivery to identify barriers that affect homelessness outcomes. Where issues cannot be resolved operationally or fall outside the Council's direct influence, the Council will work with partners to ensure they are considered through the most appropriate strategic partnership or governance forum.

5.6 This Action Plan therefore provides a shared framework for coordinating action, identifying opportunities for improvement and ensuring that evidence informs decision-making across the wider homelessness system.

Strategic partnerships

5.7 Countywide and regional partnerships shape strategy, commissioning, investment and service development where needs and pathways cross district boundaries. Principal partnerships and arrangements include:

- Nottinghamshire Strategic Housing Partnership
- Nottinghamshire Housing Group
- Nottinghamshire Safeguarding Adults Board
- Nottinghamshire Domestic Abuse Partnership Board
- Nottinghamshire Health and Wellbeing Board

- Nottinghamshire Mental Health Partnership Board
- Nottinghamshire Substance Use Partnership Board
- Nottinghamshire Youth Homelessness Forum
- Nottinghamshire MEAM Systems Change Group
- Nottinghamshire Multiple Disadvantage Commissioners Alliance
- Nottinghamshire local authority and MHCLG Adviser meetings
- EMCCA homelessness and inclusion partnerships and task groups.

EMCCA regional role

5.8 The East Midlands Combined County Authority (EMCCA) is developing a regional Homelessness Action Plan and proposed Homelessness Taskforce. Its emerging work will provide a regional framework for preventing homelessness and ending rough sleeping, with local authorities and partners contributing to regional priorities, governance and delivery arrangements.

5.9 EMCCA is also developing a Housing Strategy focused on areas where regional action can add value to local plans. For Gedling, the strongest links are private rented sector access and housing supply; supported and specialist housing, Housing First and housing-led approaches, prevention and system coordination, accommodation and move-on pathways and improved regional data, insight and learning.

5.10 Gedling will contribute local evidence and priorities and participate in the development of regional approaches where collective action can add value, while retaining responsibility for local statutory homelessness functions and delivery of this Action Plan.

Operational partnerships

5.11 Operational partnership working is delivered through established multi-agency arrangements, Rough Sleeper Action Groups, Prison Release Panels, Duty to Refer arrangements and multi-disciplinary case conferences. These arrangements support earlier identification of risk, clearer referral pathways and coordinated responses for households whose needs cross organisational boundaries.

5.12 Learning from operational partnership working will be used to identify recurring themes, strengthen referral pathways, inform commissioning discussions and support continuous improvement.

Priority cohorts

5.13 The Council works with partners to provide coordinated responses for groups who are at increased risk of homelessness or who may require support from multiple agencies.

5.14 Current partnership arrangements for these cohorts are summarised below and reflect the importance of early identification, clear pathways and shared ownership of outcomes.

5.15 The Council recognises that individuals and families may fall within more than one priority cohort. Partnership arrangements therefore focus on coordinating support around the person or household rather than around individual services, ensuring that responses are tailored to need, trauma-informed where appropriate and focused on preventing homelessness wherever possible.

5.16 Learning from these arrangements will inform service improvement, commissioning decisions and future strategic priorities. This will help ensure that the Action Plan remains responsive to local need, aligned with countywide and regional work, and focused on achieving better outcomes and eliminate any barriers for residents experiencing or at risk of homelessness.

Priority Cohort	**Current Partnership Arrangements**	**Outcomes**
People leaving prison	Nottinghamshire Prison Release Protocol supported by fortnightly Prison Release Panel meetings involving housing, probation and prison partners to coordinate accommodation and support before release, complemented by commissioned criminal justice-focused support within the Street Outreach service and Substance Use and Treatment services commissioned by Public Health.	Reduce homelessness on release from prison.
Young people leaving care	Joint working protocol with Nottinghamshire County Council Children's Services, supported by the Nottinghamshire Youth Homelessness Forum and the Nottinghamshire Care Leaver Offer. Care leavers receive enhanced housing support and priority within the Council's Housing Allocations Scheme where eligible.	Support planned transitions.
People leaving hospital	Duty to Refer arrangements supported by joint working with hospital discharge teams, complemented by commissioned community-based nursing services for people experiencing severe multiple disadvantage to	Prevent homelessness on discharge from hospital.

	support successful discharge and reduce the risk of readmission. The ICB commission the team at Notts Healthcare Trust Close working with Disabled Facilities Grant and adaptation services where housing adaptations can support hospital discharge, independent living and the prevention of homelessness.	
Refugees and people granted leave to remain	Strong working relationships with key partners, including the East Midlands Strategic Migration Partnership (EMSMP), Advice, Issue Reporting and Eligibility (AIRE), senior officials from SERCO, and the Communities Team at Nottinghamshire County Council. Also established excellent partnerships with Hope into Action, Housing Connect, Hope Housing, New Hopes, ACCENT, C We R Here, BEAM, Room for Refugees, and Refugees at Home. Referral arrangements in place with Nottingham Refugee Forum, Refugee Roots, the British Red Cross Refugee Support Service, the Household Support Fund (HSF) administered by Nottinghamshire County Council, Citizens Advice, Derby Law Centre, The Arches, The Acts 435 and the Furniture Project	Support planned housing pathways.
Veterans	Referral pathways into specialist veteran support organisations where housing or support needs are identified, supported by the Council's commitment to the Armed Forces Covenant and partnership working with relevant veteran support services.	Improve access to specialist support services.
People experiencing domestic abuse	Partnership working with Nottinghamshire's commissioned domestic abuse services alongside delivery of the Council's Sanctuary Scheme.	Improve safety and housing options.
People at risk of cuckooing	Coordinated multi-agency response involving housing, safeguarding, police, community safety charitable and any other relevant support services.	Strengthen safeguarding and sustainment.

Women rough sleeping	Coordinated outreach and safeguarding support, with clear referral pathways to domestic abuse, health and substance use services. Contribute to the regional census of women sleeping rough and use the resulting evidence and learning to improve local services.	Improve identification, safety and accommodation pathways for women experiencing or at risk of rough sleeping.
People experiencing multiple disadvantage	Coordinated support through multi-agency support planning arrangements that enable partners to identify a lead worker to coordinate support around the individual and provide a more joined-up response across housing, health, criminal justice, substance use, domestic abuse and voluntary sector services. The Nottinghamshire MEAM systems change partnership supports partners to test and learn improved responses, embed effective practice and influence wider systems to better meet the needs of people experiencing severe multiple disadvantage.	Improve outcomes through coordinated support.

6. Local outcomes framework

6.1 The Local Outcomes Framework provides the mechanism for assessing whether this Action Plan is improving outcomes for residents who are homeless or at risk of homelessness. It translates the priorities within the Action Plan into a focused set of measurable indicators, enabling progress to be monitored consistently over time.

6.2 The Framework has been developed in line with the Ministry of Housing, Communities and Local Government's Local Performance and Accountability Toolkit and supports a consistent approach to monitoring local delivery against national and local priorities. The measures have been informed by the existing South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022-2027 review, evidence from the Homelessness Single Pathway Review, local performance data, recent demand trends, benchmarking information, stakeholder feedback and the Council's understanding of local housing market conditions and service pressures.

6.3 Targets have been set to provide a clear direction of travel while remaining realistic and achievable within the current operating environment. In doing so, the Council has considered both the progress already made locally and the external pressures that continue to affect homelessness services, housing supply and affordability. The target-setting process has taken account of:

- Historic and current homelessness performance.
- Recent trends in homelessness demand.
- Local housing market conditions and housing supply pressures.
- Benchmarking information where available.
- Planned service improvements and partnership initiatives.
- National policy priorities and Government ambitions.

6.4 Each measure includes a baseline position, annual milestones and an end-of-Parliament target. The accompanying delivery narratives explain the rationale for each target, the work already underway and how the actions within this Plan are expected to contribute to improved outcomes.

6.5 The Council recognises that performance against the Framework may be influenced by wider economic conditions, housing market changes, welfare reforms, national policy developments and partner capacity.

Outcome Measure	**Baseline**	**2026/27 Milestone**	**2027/28 Milestone**	**End of Parliament Target**
Households with children in temporary accommodation per 1,000 households	0.42 September 2025	0.42 September 2026	0.40 September 2027	0.38 September 2028
Households with children or pregnancy in B&B over 6 weeks	2 September 2025	2 September 2026	0 September 2027	0 September 2028
Success at preventing and relieving homelessness	88% July-September 2025	88% July - September 2026	90% July – September 2027	90% July – September 2028
*Success at preventing and relieving homelessness for those experiencing multiple disadvantage	100% July-September 2025	40% July - September 2026	40% July – September 2027	40% July – September 2028

**This a new measure and MHCLG has only recently started publishing data for us to understand our performance. We currently have nine months' data. Our baseline is 100%, and across the nine months, two of three households had their homelessness successfully prevented or relieved. Only one household was recorded in each quarter, meaning performance was either 0% or 100% and could*

vary significantly from one quarter to the next. We have therefore set a target of 40% throughout the period, reflecting our ambition to achieve a successful outcome for every household identified. We will review the target as more data becomes available and alongside regional performance, which was around 40% during the period.				
People sleeping rough long-term	1 November 2025	0 November 2026	0 November 2027	0 November 2028
People sleeping rough on a single night	2 Autumn 2025	1 Autumn 2026	0 Autumn 2027	0 Autumn 2028

7. Delivery narratives

Households with children in temporary accommodation

Why this target?

7.1 The Council has identified the increasing pressures on families and recognises the impact homelessness, and temporary accommodation can have on children's health, wellbeing and educational outcomes

7.2 The target has therefore been set to reduce the need for family temporary accommodation through earlier intervention, effective homelessness prevention and improved move-on into settled housing.

How the target will be achieved

7.3 Progress will be supported through:

- Implementation of local actions arising from the countywide Families in Temporary Accommodation programme.
- Improved identification of households at risk of homelessness.
- Strengthened support for families experiencing relationship breakdown.
- Improved move-on from temporary and supported accommodation.

7.4 Working together across Nottinghamshire, we will also:

- Build a shared picture of the housing needed to prevent and resolve homelessness and use it to influence housing strategy, development and investment locally, regionally and nationally.

- Improve access and reduce barriers preventing homeless households accessing social and affordable housing.
- Strengthen joint approaches to improving outcomes for children, young people and families affected by homelessness and temporary accommodation, using learning from families and frontline services to inform service improvement.

Partnerships, risks and dependencies

7.5 Delivery relies on close partnership working between the Councils Housing Options team, Children's Services, accommodation providers and family support services.

7.6 Wider housing supply pressures and affordability challenges may affect performance.

Households with children in bed and breakfast accommodation beyond six weeks

Why this target?

7.7 The Council is committed to eliminating the use of bed and breakfast accommodation beyond the statutory limit for households with children and has consistently reviewed its performance against this measure. The target reflects the Council's commitment to sustaining this performance and maintaining suitable alternatives for families who require temporary accommodation.

How the target will be achieved

7.8 Performance will be maintained through:

- An approved MHCLG bed & breakfast elimination plan
- Continued focus on preventing homelessness at the earliest opportunity.
- Effective management of temporary accommodation placements
- Purchasing and leasing additional temporary accommodation units when required
- Procurement of self-contained emergency nightly charged accommodation located within the Borough.
- An ongoing review of existing temporary accommodation to establish patterns, and blockages resulting in bed and breakfast usage.
- Close monitoring of households in temporary accommodation to support timely move-on into settled housing.
- Temporary accommodation void properties to be prioritised and made available as timely as possible

- Implementation of learning from the Families in Temporary Accommodation programme.

Partnerships, risks and dependencies

7.9 Delivery relies on effective partnership working between the Councils Housing Options team, Children's Services and accommodation providers, alongside continued access to suitable temporary accommodation.

7.10 While the Council has a strong track record in this area, increasing homelessness demand and wider housing market pressures may create additional challenges that require ongoing monitoring

Successful prevention and relief accommodation outcomes

Why this target?

7.11 Successful prevention and relief accommodation outcomes are central to eliminating homelessness. The aim being from having to managing crisis to stopping homelessness before it happens.

7.12 The target supports continued year-on-year improvement in helping households retain or secure accommodation before or after homelessness occurs.

7.13 The Homelessness Single Pathway Review identified increasing pressures relating to access to affordable housing, loss of private rented accommodation, domestic abuse, relationship breakdown and wider housing affordability challenges.

7.14 Current performance is already above the regional and national figures, the target has been set to continue to deliver sustained year-on-year improvement, helping more households secure or retain accommodation before homelessness occurs.

How the target will be achieved

7.15 Progress will be supported through actions to strengthen early intervention and homelessness prevention, including:

- Retaining existing accommodation by helping households stay in their current private or social rented home through mediation, negotiating with landlords or resolving and helping reduce rent arrears.

- Accessing entitlements and grants and maximising household income to ensure benefits are correctly claimed and signposting households to the discretionary housing payment scheme

- Securing alternative private rented accommodation before a household becomes homeless option with financial support towards deposit schemes and rent in advance charges

- Improved identification of households at risk through better use of housing and partner data.

- Utilising specialist supported accommodation by placing vulnerable individuals into transitional or long-term supported accommodation tailored to mental health, addiction recovery, or physical disability needs

- Annual review of homelessness outcomes, customer journeys and service performance.

- Strengthened prison release and hospital discharge arrangements.

- Exploration of additional tenancy sustainment and floating support provision.

- Development of approaches to support young people and families experiencing relationship breakdown.

- Delivering in school training sessions to help young people understand homelessness risks and their housing options.

7.16 Working together across Nottinghamshire, we will also:

- Build a shared evidence base on the causes of homelessness and repeat homelessness and use it to identify, test and grow earlier and more targeted prevention.

- Strengthen housing and homelessness pathways for groups at increased risk of homelessness, including people leaving prison, care leavers, veterans and people leaving institutional settings.

- Improve access to accommodation and reduce barriers preventing homeless households accessing social and affordable housing.

- Build a shared picture of the housing needed to prevent and resolve homelessness and use this to influence local, regional and national housing priorities and investment.

Partnerships, risks and dependencies

7.17 Delivery is dependent on effective partnership working across housing, community safety, Children's Services, advice agencies, probation services and accommodation providers.

7.18 Performance may also be influenced by wider housing market conditions, affordability pressures and availability of suitable housing options.

Successful prevention and relief accommodation outcomes for households experiencing multiple disadvantage

Why this target?

7.19 People experiencing severe multiple disadvantage often face additional barriers to securing and sustaining accommodation and are more likely to require support from multiple agencies.

7.20 As this is an emerging measure based on a relatively small local cohort, performance may fluctuate between reporting periods. The target has been informed by regional benchmarking and local circumstances, with the aim of improving housing outcomes for residents experiencing the highest levels of exclusion.

How the target will be achieved

7.21 Progress will be supported through:

- Recommissioned rough sleeping prevention and support services.
- Working with Registered Providers and landlords that have on site or visiting staff available to support vulnerable households.
- Utilising trauma informed and gender specific spaces to place individuals into specialised environments such as women only supported units designed for those fleeing both domestic abuse and systemic disadvantage
- Multi-agency support planning arrangements and lead worker approaches.
- Delivery of learning from the Nottinghamshire MEAM systems change partnership.
- Community-based nursing support and specialist services.
- Continued use of case reviews, performance information and service-user learning to inform service improvement.

7.22 Working together across Nottinghamshire, we will also:

- Improve outcomes for people experiencing severe multiple disadvantage through coordinated partnership working, No Wrong Door principles and system change approaches.
- Improve coordination between housing, health, care, safeguarding, criminal justice and voluntary sector partners so that people receive more joined-up support and are less likely to fall through gaps between services.

- Increase the involvement of people with lived experience in shaping services and strategic priorities.
- Strengthen alignment between commissioning and investment decisions to reduce duplication, address gaps in provision and improve outcomes.
- Contribute to regional learning and development of Housing First and housing-led approaches
- Work collectively with regional and national partners to address barriers that affect people experiencing homelessness and multiple disadvantage where solutions sit beyond the control of individual organisations.

Partnerships, risks and dependencies

7.23 Delivery depends upon effective collaboration between housing, health, probation, substance use treatment services, domestic abuse services and voluntary sector organisations and access to suitable accommodation and support.

7.24 Given the relatively small number of households included within this measure, performance may fluctuate between reporting periods and targets will be reviewed annually as the local evidence base develops.

People experiencing long-term rough sleeping

Why this target?

7.25 People experiencing long-term rough sleeping often face the most complex barriers to housing, health and wellbeing and are among those most at risk of poor outcomes. Local data shows that long-term rough sleeping is concentrated within a relatively small cohort of individuals who often require coordinated support from multiple agencies.

7.26 The Government's ambition is to halve long-term rough sleeping. Historically the number of people in this cohort located in the Borough has been relatively small and therefore the Council has set an ambitious target to have no long-term rough sleeping in the future. This target reflects the progress already achieved locally and the opportunity to align reductions in long-term rough sleeping with wider efforts to reduce overall rough sleeping.

How the target will be achieved

7.27 Progress will be supported through:

- Review and recommissioning of rough sleeping prevention and support services.
- Multi-agency support planning and lead worker arrangements.
- Targeted prevention by coordinating closely with prisons, hospitals and care systems to stop individuals being discharged directly onto the streets.

- Improved access to accommodation and move-on pathways.
- Learning from individual cases, cohort reviews and partnership working.
- Continued implementation of the Prison Release Protocol and efforts to prevent repeat homelessness.
- Identifying and engaging all known veterans who are sleeping rough in the Borough and providing a tailored offer of support off the streets

7.28 Working together across Nottinghamshire, we will also:

- Improve outcomes for people experiencing long-term rough sleeping and multiple disadvantage through coordinated partnership working and system change.
- Use learning from the Women's Rough Sleeping Census to improve understanding of repeat rough sleeping, hidden homelessness and barriers to accessing support.
- Use learning from the Mansfield Long-Term Rough Sleeping Partnership Plan to identify and implement changes that improve responses across Nottinghamshire.
- Work collectively with regional and national partners to address barriers preventing people moving away from long-term rough sleeping where solutions sit beyond the control of housing services alone.

Partnerships, risks and dependencies

7.29 Success depends upon sustained collaboration across housing, outreach, health, probation, substance use treatment and domestic abuse services.

7.30 Success will also be influenced by access to suitable accommodation and the availability of specialist support services and regional and countywide work, including EMCCA's Homelessness Action Plan and Nottinghamshire commissioning, which will provide wider opportunities for alignment and system improvement.

People sleeping rough on a single night

Why this target?

7.31 The Autumn 2025 snapshot recorded 2 people sleeping rough on a single night at the time. The target set seeks to increase performance and achieve reductions over the life of the Action Plan.

How the target will be achieved

7.32 Progress will be supported through:

- Review and recommissioning of rough sleeping prevention and support services.

- Continued delivery of Street Outreach provision.
- Rough Sleeper Action Groups
- Use of rough sleeping intelligence, case learning and performance data to identify risks and opportunities for intervention.
- Stronger links between outreach, accommodation and support pathways.
- Providing immediate shelter to get people out of the cold and off the streets under the “Everyone in for Christmas” initiative.

7.33 Working together across Nottinghamshire, we will also:

- Maintain a coordinated approach to reducing rough sleeping, using evidence, lived experience and performance information to drive service improvement.
- Improve outcomes for people experiencing rough sleeping and severe multiple disadvantage through coordinated partnership working and system change.
- Use learning from the Women's Rough Sleeping Census to improve responses to women experiencing rough sleeping and hidden homelessness.
- Strengthen pathways for groups at increased risk of homelessness and rough sleeping.
- Work collectively with regional and national partners to address barriers to preventing and resolving rough sleeping that cannot be addressed by individual organisations acting alone.

Partnerships, risks and dependencies

7.34 Delivery relies on partnership working between outreach providers, accommodation providers, health services, probation, substance use treatment services and voluntary sector organisations.

7.35 Economic pressures and changes in housing availability may affect demand

8. Delivery against the existing strategy priorities

8.1 The Homelessness Act 2002 places a legal requirement on local authorities to undertake a review of homelessness within their area, and develop and publish a strategy to prevent homelessness, based on the findings of the review.

8.2 The current South Nottinghamshire Homelessness and Rough Sleeping Strategy 2022-2027 identified ad set out 6 key strategic key aims and priorities:

1. Early intervention through effective partnership working

2. The provision of an accessible, agile and responsive homelessness service.

3. Access to affordable and quality accommodation across all sectors

4. Tackle rough sleeping by developing and improving pathways

5. Linking health, well-being and housing together to improve the life chances and aspirations of those affected

6. Delivering long term support solutions to sustain tenancies for the most vulnerable

8.3 These continue to provide the strategic framework for Gedling's homelessness activity. The table summarises current 2026/27 delivery under each priority and links it to the Local Outcomes Framework. Continuing commitments from the previous action plan are incorporated into current delivery rather than reproducing historic actions and dates.

Existing strategic aims from the 2022-2027 South Notts Strategy	Gedling's 2026/27 delivery actions	Lead department/ partner	Local outcomes framework
Early intervention through effective partnership working	Maintain countywide and local partnerships, maintain housing and homelessness forums, deliver homelessness education for young people, strengthen referral pathways, improve early engagement with registered providers and private landlords, maximise Government and other funding with prevention at the forefront of service delivery, work closely with rough sleeping services, contribute to Nottinghamshire and EMCCA Homelessness Action and taskforce, contribute towards the countywide supported-housing and inclusion work, contribute and develop the countywide Homelessness and Rough Sleeping Action Plan	Housing Options Strategic Housing Commissioned and statutory partners	Prevention and relief Reduce families in temporary accommodation
The provision of an	Continue to offer face to face interviews and advice without an	Housing Options	Prevention and relief

accessible, agile and responsive homelessness service	appointment at the Councils offices, Review homelessness demand and Pathways data and trends to improve outcomes, continue developing and reviewing prevention options with partners, review access routes and customer journeys so advice is available in different ways, maintain annual staff training, quality assurance, case audits, service-user feedback and peer learning.	Strategic Housing	
Access to affordable and quality accommodation across all sectors	Operate and review the Housing Allocations Policy so homeless applicants are fairly prioritised, strengthen strategic engagement with registered providers and private landlords, settled housing and suitable private-rented opportunities, consider and explore private-rented-sector incentives, financial help towards rent in advance and deposit schemes, maximise social housing nominations and supported accommodation, improve the quality of temporary accommodation and minimise bed and breakfast use, support timely move-on, work with Private Sector Housing, Registered Providers and homeowners to bring suitable empty homes back into use, Support Rightsizing scheme so tenants can move to a smaller, more suitable home. identify and address barriers to move-on from temporary and supported accommodation by contributing to the development of a countywide Supported Housing Strategy by March 2027; contribute to EMCCA work on strategic landlord	Housing Options Strategic Housing Planning Policy Registered providers, private-sector housing and homeowners	Prevention and relief Reduce families in temporary accommodation Reduce rough sleeping

	engagement, housing supply and regional move-on solutions and deliver more affordable housing in the Borough.		
Tackle rough sleeping by developing and improving pathways	Maintain Street Outreach, Rough Sleeper Action Groups, and rapid response, use RSAP and supported accommodation pathways, undertake case planning, strengthen Duty to Refer and prison, care and hospital discharge pathways, participate in countywide and EMCCA work to improve referral quality, information sharing and cross-system homelessness prevention. Maintain the South Nottinghamshire Severe Weather Emergency Protocol so accommodation is offered during severe weather.	Housing Options Strategic Housing Countywide and regional partners	Reduce single-night and long-term rough sleeping
Linking health, wellbeing and housing together to improve life chances and aspirations	Maintain policies and procedures that meet the Domestic Abuse Act requirements and work through Nottinghamshire domestic abuse partnership and commissioning arrangements, maintain domestic-abuse and Sanctuary pathways, strengthen health, mental-health, substance-use and social-care links, identify support needs and make onward referrals, use adaptation and housing related hospital discharge services designed to prevent vulnerable patients from being discharged into homelessness, rough sleeping, or unsafe/unsuitable housing.	Housing Options Strategic Housing Health and social care Commissioned partners	Prevention and relief Preventing homelessness for those experiencing multiple disadvantage
Delivering long-term support solutions to sustain	Contribute towards the development of a countywide Supported Housing Strategy by March 2027, work with supported	Housing Options	Prevention and relief

tenancies for the most vulnerable	accommodation providers to strengthen move-on assessments and identify tenancy-sustainment risks. maximise use of prevention and resettlement services, utilise prevention funds so that it helps residents access or retain accommodation, consider mediation with families and landlords, maintain RSAP support; strengthen cross-tenure sustainment and countywide work on specialist housing and move-on pathways.	Strategic Housing Support providers Registered Housing providers	Preventing homelessness for those experiencing multiple disadvantage Reduce rough sleeping

9. Temporary accommodation suitability

9.1 Gedling Borough Council's Temporary Accommodation Placement Policy sets out how the Council will provide accommodation for individuals and families who are homeless or threatened with homelessness. The Council's primary focus is to prevent homelessness wherever possible and encourages residents to seek advice and support at the earliest opportunity if they are concerned about their housing situation. Where it is safe and reasonable to do so, the Council will work with households to help them remain in their existing home; where this is not possible, it will support them to secure suitable alternative accommodation before they are required to leave.

9.2 However, in some circumstances, this will not be possible, and the Council may have a statutory duty to provide temporary accommodation (TA) in line with legislation. The Council will provide safe and suitable temporary housing while it assesses an applicant's housing need and works towards a longer-term solution.

9.3 Gedling Borough Council will continue to ensure that temporary accommodation placements are suitable for the households placed within them, taking account of household circumstances, support needs, safeguarding considerations, access to education, health services and wider support networks.

9.4 The Council will continue to review temporary accommodation demand, supply and quality.

10. Performance monitoring

10.1 Progress against the Action Plan will be monitored through established Council governance arrangements, drawing on the Local Outcomes Framework, supporting service indicators, Pathways data, contract monitoring, case audits and intelligence from partners. Where performance is off track, the Council will work with relevant partners to understand the causes, agree appropriate corrective action and monitor its impact.

Annual Review

10.2 The Action Plan, Local Outcomes Framework targets and supporting delivery arrangements will be reviewed annually to ensure they remain current, evidence-led and responsive to changing local need.

The annual review will consider:

- Progress against Local Outcomes Framework targets and agreed milestone
- Progress and implications arising from Nottinghamshire and EMCCA strategies, action plans and commissioning arrangements.
- Emerging EMCCA regional outcomes, definitions and data arrangements, identifying opportunities to align Gedling's Local Outcomes Framework with regional measures while maintaining clear local accountability and performance reporting.
- The effectiveness of delivery activity and partnership pathways.
- Effectiveness of partnership arrangements and commissioned service performance.
- Customer, service-user and stakeholder feedback.
- Emerging risks, pressures, opportunities and areas for improvement.
- Changes in national policy, legislation, funding and local demand.

10.3 Where required, the Action Plan will be updated following the annual review to reflect revised priorities, delivery progress and any new or emerging requirements.

10.4 The Council is committed to continuous improvement in homelessness prevention, temporary accommodation and rough sleeping services.

10.5 Learning from performance monitoring, partnership working, service reviews, customer feedback, case audits and commissioned services will be used to shape future service design, commissioning decisions and strategic priorities. This will help ensure that the Action Plan remains evidence-led, responsive to changing need and focused on improving outcomes for residents who are homeless or at risk of homelessness.

10.6 Progress against the shared Nottinghamshire actions will be overseen collectively through Nottinghamshire Strategic Housing Partnership and the Nottinghamshire Health & Wellbeing Board.

Appendix A – Nottinghamshire Action Plan

The Countywide Action Plan sets out the actions agreed for collective delivery by Nottinghamshire's district and borough councils.

Most actions in this Plan will be delivered through existing staffing, commissioned services, funded programmes and partnership arrangements. Any proposal requiring additional funding, commissioning activity or dedicated capacity beyond existing resources will be subject to separate approval.

The Nottinghamshire actions focus on shared challenges where councils and partners can achieve greater impact by working collectively. They support ongoing public service reform and stronger partnership working, both of which will remain essential under any future local government arrangements.

Theme	Nottinghamshire action	Local outcomes framework	Lead	Lead partners	Schedule	Success measure
Prevent homelessness before it occurs	Build a shared evidence base on the causes of homelessness and repeat homelessness and use it to identify, test and grow earlier and more targeted prevention.	Prevention and relief	Nottinghamshire Strategic Housing Partnership	MEAM Systems Change Partnership	Ongoing	Shared prevention priorities identified and at least one approach selected for Test, Learn and Grow.
Prevent homelessness before it occurs	Strengthen housing and homelessness pathways for groups at increased risk of homelessness, including people	Prevention and relief Reduce families in temporary accommodation	Nottinghamshire Strategic Housing Partnership	MEAM Systems Change Partnership	Ongoing	Improvements to priority pathways identified and implemented where appropriate.

	leaving prison, care leavers, veterans and people leaving institutional settings.	Reduce rough sleeping				
End rough sleeping	Maintain a coordinated approach to reducing rough sleeping, using evidence, lived experience and performance information to inform service improvement and commissioning.	Reduce rough sleeping	Ashfield DC	MEAM Systems Change Partnership	Ongoing	Provision is regularly reviewed, with services commissioned or adapted in response to changing need, performance and available funding.
End rough sleeping	Improve outcomes for people experiencing rough sleeping and severe multiple disadvantage through coordinated partnership working, No Wrong Door principles and system change approaches.	Reduce rough sleeping Preventing homelessness for those experiencing multiple disadvantage	MEAM Systems Change Partnership	MEAM Systems Change Partnership	Ongoing	Partnership working, principles and system change approaches lead to identifiable improvements in services, pathways or commissioning.

End rough sleeping	Continue the annual Women's Rough Sleeping Census and use the findings to make identifiable changes to services, commissioning and the wider response to women experiencing rough sleeping and hidden homelessness.	Reduce rough sleeping	Framework Housing Association	Nottinghamshire SMD Women's Group	Annual	Census completed annually, with findings translated into agreed actions which result in identifiable changes to services, pathways or commissioning.
End rough sleeping	Use learning from local approaches, including the Mansfield Long-Term Rough Sleeping Partnership Plan, to identify changes that could improve the response to long-term rough sleeping across Nottinghamshire.	Reduce rough sleeping	Mansfield Long-Term Rough Sleeping Partnership	MEAM Systems Change Partnership	Ongoing	Learning from the Mansfield approach captured and shared, with transferable changes identified and taken forward across Nottinghamshire where appropriate.
Ensure rapid access to settled housing and reduce reliance on	Build a shared picture of the housing needed to prevent and resolve	Prevention and relief	Nottinghamshire Strategic Housing Partnership	Seven district and borough councils; Registered Providers;	Ongoing	Agreed Nottinghamshire evidence base used in housing and investment discussions and relevant strategic plans.

temporary accommodation	homelessness and use it to influence housing strategy, development and investment locally, regionally and nationally.			Homes England; EMCCA		
Ensure rapid access to settled housing and reduce reliance on temporary accommodation	Improve access and reduce barriers preventing homeless households accessing social and affordable housing.	Prevention and relief	Nottinghamshire Strategic Housing Partnership	Seven district and borough councils; Registered Providers; EMCCA	Ongoing	Common barriers identified and agreed changes to access or move on arrangements taken forward.
Ensure rapid access to settled housing and reduce reliance on temporary accommodation	Strengthen joint approaches to improving outcomes for children, young people and families affected by homelessness and temporary accommodation.	Reduce families in temporary accommodation	Families in Temporary Accommodation Steering Group	Seven district and borough councils; Justlife; relevant partners	Ongoing	Agreed programme improvements implemented, with learning and evidence of impact shared across all seven areas.
Deliver a joined-up, whole-system response through partnership and system reform	Strengthen governance and shared intelligence arrangements for homelessness, rough sleeping and supported housing	All outcomes	Nottinghamshire Strategic Housing Partnership	Seven district and borough councils and partners	Ongoing	Governance arrangements support effective partnership working, oversight and collective decision-making.

	across Nottinghamshire.					
Deliver a joined-up, whole-system response through partnership and system reform	Improve coordination between housing, health, care, safeguarding, criminal justice and voluntary sector partners to better support people experiencing homelessness and multiple disadvantage.	Preventing homelessness for those experiencing multiple disadvantage	MEAM Systems Change Partnership	Relevant partners	Ongoing	Increased evidence of coordinated responses, joint problem solving and improved pathways for people with multiple disadvantage.
Deliver a joined-up, whole-system response through partnership and system reform	Increase the involvement of people with lived experience in shaping homelessness services, partnership activity and strategic priorities.	All outcomes	MEAM Systems Change Partnership	People with lived experience; relevant partners	Ongoing	Lived experience is routinely used to inform service improvement, partnership activity and strategic decision-making.
Deliver a joined-up, whole-system response through partnership and system reform	Strengthen alignment between commissioning and investment decisions that affect homelessness, rough sleeping and	Preventing homelessness for those experiencing multiple disadvantage	Severe Multiple Disadvantage (SMD) Commissioning Alliance	Commissioners	Ongoing	Opportunities for joined-up planning, commissioning and investment are identified and acted upon.

	multiple disadvantage.					
Deliver a joined-up, whole-system response through partnership and system reform	Work collectively with regional and national partners to address barriers to preventing and resolving homelessness that cannot be addressed by individual organisations acting alone.	All outcomes	Nottinghamshire Strategic Housing Partnership	EMCCA, Government and wider partners	Ongoing	Shared priorities and system barriers are identified, promoted and acted upon through appropriate partnership arrangements.

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Appendix 3: Homeless Action Plan 2026/2027
Equality Impact Assessment

Gedling Borough Council's Homeless Action Plan 2026/2027					
The main objective of Gedling Borough Council's Homeless Action Plan 2026/2027	The Council's Homeless Action Plan 2026/27 sets out how the national plan to end homelessness will be delivered locally, alongside the wider countywide Action Plan. It translates national priorities into practical, measurable actions that respond to the needs and circumstances of Gedling residents. The local plan focuses on preventing homelessness at the earliest opportunity, reducing the use of temporary and bed and breakfast accommodation, supporting people sleeping rough into settled and sustainable housing, and strengthening coordinated working across housing, health, social care and the voluntary and community sector.				
What impact will this Homeless Action Plan 2026/2027 have on the following groups? Please note that you should consider both external and internal impact: • External (e.g. stakeholders, residents, local businesses etc.) • Internal (staff)					
Please use only 'Yes' where applicable		Negative	Positive	Neutral	Comments
Gender	External		X		The Homeless Action Plan is intended to meet the needs of people of all genders by providing equitable access to homelessness prevention, advice, accommodation and support. It

					recognises that experiences and causes of homelessness can differ by gender, including domestic abuse, family breakdown, rough sleeping, exploitation and barriers to accessing services.
	Internal			X	
Gender Reassignment	External		X		Trans and non-binary people may experience discrimination, family rejection and barriers to safe accommodation. The Plan promotes a trauma-informed approach with respectful, person-centred assessments and access to specialist support.
	Internal			X	
Age	External		X		The Plan recognises that homelessness affects different age groups in different ways, including young people leaving family or care settings and older people with health, support or accessibility needs. Actions in the Plan also cover support for children especially when placed in temporary accommodation.
	Internal			X	
Marriage and civil partnership	External		X		Services will be available regardless of marital or civil partnership status. Assessments will consider each household's circumstances, including relationship breakdown, domestic abuse and the

					housing needs of partners or dependants, without favouring one legal status over another.
	Internal			X	
Disability	External		X		Disabled people may face additional barriers to housing and services. The Plan promotes a coordinated approach to housing, health, care and support services. It particularly benefits people with physical disabilities, mental ill health, learning disabilities, neurodiversity or multiple and complex needs.
	Internal			X	
Race and Ethnicity	External		X		The Plan seeks equitable access for all racial and ethnic groups. Refugees, asylum seekers and people granted leave to remain are supported through specialist partnerships, referral arrangements and planned housing pathways.
	Internal			X	
Sexual Orientation	External		X		Lesbian, gay and bisexual people may face homelessness because of family rejection, abuse or discrimination. The Plan promotes confidential, respectful and inclusive services, safe accommodation and referral to appropriate specialist support.
	Internal				

				X	
Religion or Belief (or no Belief)	External		X		The Plan will provide services without preference or disadvantage based on religion, belief or absence of belief. Where practicable, individual dietary, cultural, worship and accommodation needs will be considered, provided these do not compromise safety or statutory duties.
	Internal			X	
Pregnancy and Maternity	External		X		Pregnant people and those with babies may have urgent health, safety and accommodation needs. The Plan supports early prevention, suitable accommodation, safeguarding and coordinated work with maternity, health and family services and the wellbeing of children by reviewing the suitability of temporary accommodation.
	Internal			X	
Other Groups (e.g. any other vulnerable groups, rural isolation, deprived areas, low-income staff etc.). Please state the group/s:	External		X		The Plan will benefit other groups at increased risk of homelessness, including care leavers, veterans, prison leavers, survivors of domestic abuse, people sleeping rough, people with multiple and complex needs, low-income households and residents experiencing rural isolation. Targeted prevention, outreach and partnership pathways will respond to these needs.

	Internal		X		The Plan will give staff clearer pathways for supporting people with multiple and complex needs. Training, partnership arrangements and escalation routes will help manage risk and support consistent practice.

Is there any evidence of a high disproportionate adverse or positive impact on any groups?	Yes		The Homeless Action Plan is expected to have an overall positive impact by improving prevention, access to advice, accommodation and coordinated support. Some groups experience a disproportionate risk of homelessness and may therefore benefit particularly from targeted actions, including disabled people, care leavers, survivors of domestic abuse, people sleeping rough and people with multiple and complex needs. No disproportionate adverse impact has been identified.
Is there an opportunity to mitigate or alleviate any such impacts?	Yes		No specific adverse impact requiring mitigation has been identified. Equality impacts will nevertheless be monitored through delivery, and reasonable adjustments or corrective action will be taken if unequal access or outcomes emerge.
Are there any gaps in information available (e.g. evidence) so that a complete assessment of different impacts is not possible?		No	No material evidence gap prevents completion of this assessment.

In response to the information provided above please provide a set of proposed action including any consultation that is going to be carried out:

Planned Actions	Timeframe	Success Measure	Responsible Officer
The Action Plan will be monitored giving regard to the protected characteristics. The Council will seek feedback from residents and specialist partners, review accessibility and referral pathways and address any identified disparity through service improvement.	Throughout 2026/27, with a formal review at year end.	Equality impacts will be monitored, and any identified issues will be highlighted and addressed.	Paul Whitworth Assistant Director for Housing & Resettlement

Authorisation and Review

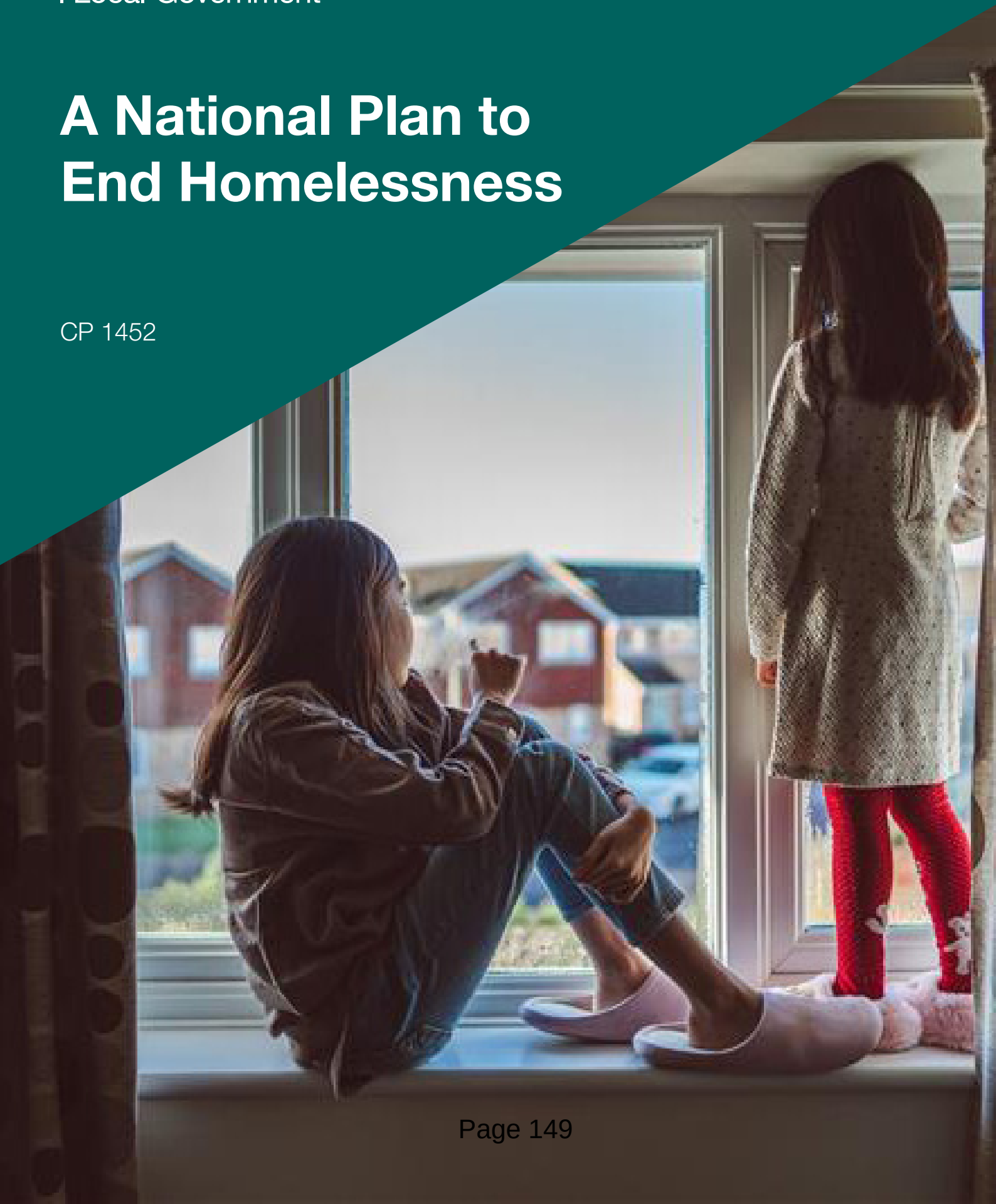
Completing Officer	Paul Whitworth
Authorising Service Manager	Mike Avery
Date	07/10/2026
Review date (if applicable)	May 2027

Gedling Borough Council

Ministry of Housing, Communities & Local Government

A National Plan to End Homelessness

CP 1452



Government of the United Kingdom

A National Plan to End Homelessness

Cross-Government Homelessness and Rough Sleeping Strategy

Presented to Parliament by the Secretary of State for Housing, Communities and Local Government by Command of His Majesty

December 2025

CP 1452

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Lived Experience Foreword

Foreword by members of the Homelessness and Rough Sleeping Lived Experience Forum

Homelessness is spoken about as a policy problem, but we know it as something more personal. We know the reality behind the numbers: the pain and trauma that led us into homelessness. A system that should support us out of homelessness, instead compounding that trauma. The ongoing effects of that trauma for us and for our children.

This strategy recognises the scale of the crisis, setting out a path towards a better future for people like us – individuals and families experiencing homelessness and at risk of homelessness.

We've repeatedly experienced a system at odds with how it's supposed to be. We've been failed by individuals and organisations that should have helped us. We've been trapped in a labyrinthine system without support. And we haven't got here overnight: this is decades of under-investment.

We've known what needs to be done, but homelessness has never been seen as a priority. If proposed solutions had been implemented, we wouldn't be walking past rows of tents on our streets. Children would not be living in substandard temporary accommodation.

We therefore welcome the Government's increased investment, new targets – for example, preventing discharge from hospital and prison into homelessness – and commitment to greater accountability. We welcome the continued leadership of the Inter-Ministerial Group and the new "duty to collaborate". Taking this strategy from words to action requires leadership, engagement and collaboration at all levels.

We also welcome the commitment to lived experience involvement in this strategy's implementation. We are pleased that what we and countless others shared has been heard and is reflected here. We also welcome the publication of our report alongside this strategy. People with lived experience and frontline workers must be involved, co-creating solutions from the ground up to ensure this strategy delivers what it promises. Our input isn't just the right thing to do. It's the best way to get value for money. We are uniquely qualified to know what works, not just what looks good on a page.

Finally, we offer hope. We are the proof that with the right support at the right time, things can change. This strategy is about more than providing a roof. It's about building a system that understands and responds to people's needs before they hit rock bottom, recognising the trauma behind homelessness, and supporting people to rebuild their lives with compassion and dignity.

We welcome this strategy's ambition. Now, let's put it into action.

Charlotte Manning, Jamesy Dillon, Joanne, Robin, Sahar Khan and Tony

Members of the lived experience core group, who co-designed and delivered the four lived experience forums.

revolving doors · Groundswell Out of homelessness · Justlife · national expert citizens group NECG

Ministerial Foreword

Secretary of State for Housing, Communities and Local Government



A good life, based on an affordable, secure and stable home, should be available to everyone in this country.

There's no more shameful testament to the housing crisis we inherited than the near record numbers of people sleeping in shop doorways and the 170,000 children stuck in temporary accommodation.

Homelessness and rough sleeping doubled under the previous Conservative government and some of the most vulnerable people in our society and families who deserve better are now paying the price.

This is a failure of a government who put policies in place which meant families had to deal with skyrocketing cost of energy, housing and food bills.

The same government whose policies drove almost a million more children into poverty, left families struggling to pay the rent, knowing at any point they could be unfairly evicted, and who failed to build enough secure, affordable homes for hard-working families.

This is taking not just a terrible human toll, but costing British taxpayers dearly – government spending on temporary accommodation last year was £2.8 billion, almost five times higher than in 2010.

The last Labour government made a choice. They were determined to end homelessness and rough sleeping.

We saw that, where there was a desire from across government to bring down temporary accommodation numbers and get people off the street and out of shop door fronts, there was a way. Families living in temporary accommodation halved and rough sleeping was cut by two thirds.

We know that when things go wrong, lives can deteriorate quickly.

Preventing homelessness and tackling the root causes of homelessness is not only the right thing to do, it is also the smart thing.

It is much more effective and cost-effective than a never-ending crisis response.

We will break this cycle through our new, cross-government homelessness strategy so that homelessness becomes rare and brief, people can access support quickly and no-one experiences homelessness more than once in their life.

We're building more social and affordable homes and backing this with a record £39 billion investment.

We're reforming the Private Rented Sector to ban no-fault evictions, giving renters more housing security.

We're investing in homelessness services to act early, supporting councils with the tools and flexibility they need and ensuring there's join up between public services to prevent rather than just manage crises.

This is an ambitious and comprehensive plan, taking essential action now – eliminating the unlawful use of B&Bs for families, improving the quality of temporary accommodation and testing innovative approaches to halve long-term rough sleeping – and tackling the complex causes of homelessness.

We won't fix the dire situation we inherited overnight.

And we can't do it alone.

That's why we are introducing new national and local targets, strengthening accountability and ensuring lived experience of homelessness informs every step we take, so that councils, charities and other homelessness organisations can join us in delivering for Britain.

It's now time for us all to join forces; pulling together across central and local government, civil society, sectors and agencies, to prevent homelessness and end this crisis for good.

Working together, we'll consign homelessness and rough sleeping where it belongs – to history.



The Rt Hon Steve Reed OBE MP
Secretary of State for Housing, Communities and Local Government

Ministerial Foreword

Minister for Local Government and Homelessness



Homelessness is a painful reminder of how politics can fail people.

But for 14 years the previous Conservative government were content to look the other way while this national emergency deepened and worsened.

I have seen, first-hand, the human cost of this inaction which is, often, hidden.

In my constituency – and across the country – too many families are living in squalid, overcrowded conditions with no hope of a secure home, whilst others are sleeping rough, abandoned by a system that should protect them.

In London alone, on average, one child in every classroom does not have a permanent place to call home.

For some, this is literally a case of life or death.

Between 2019 and 2024, 74 children died in circumstances where living in temporary accommodation potentially contributed to their death. Of these, 58 were babies under the age of one.

Every one of these children was a precious human – deserving of dignity.

They are the victims of a crisis made worse because of choices.

The previous government were content to patch over the problems rather than prevent or solve them.

But this Labour Government is choosing, instead, to make ending homelessness and rough sleeping the priority it should be. We will do this by catching people before they fall by addressing the root causes of homelessness, not just managing its consequences.

This is about more than funding and legislation. It is about ensuring that every part of government – from health to justice to education – plays its role in prevention.

This is the only way we'll break the cycle of failure we inherited.

Ultimately, it means building many more homes.

And we are aiming high, with plans to build 1.5 million new homes, including the biggest boost in social and affordable housing in a generation.

We're also ending no-fault evictions through the Renters' Rights Act.

But we know that we also must act now to help those who can't wait.

That's why we're investing £3.5 billion in homelessness and rough sleeping services over the next 3 years, with new, more flexible multi-year funding arrangements that will enable councils to invest more in prevention.

The benefits of this funding will be felt in every region and come on top of almost £1 billion investment we have already committed to tackling homelessness this year.

This includes the largest ever investment in prevention services.

We're seeing progress already, with fewer households in bed and breakfast accommodation.

But we know there is much more we need to do.

This strategy won't fix things as quickly as we'd like.

But it marks an important step towards making sure we really do catch people before they reach crisis point and that every child gets the start in life that they deserve.



Alison McGovern MP
Minister of State for Local Government and Homelessness

Executive Summary

A national mission: getting back on track to ending homelessness and rough sleeping

Every day last year, around 900 households, including almost 300 families with children, were newly made homeless or threatened with homelessness.[1] We need an urgent response to get back on track to ending homelessness and rough sleeping, tackling the root causes and investing in long-term solutions.

The best way to end homelessness and rough sleeping is to prevent it before it happens. That is why we are focusing on building more homes that are affordable, raising living standards, supporting individuals through crises and reforming public services to put prevention at their heart. We are also giving councils greater freedoms and accountability to make changes locally.

At the same time, this strategy recognises the scale of the current crisis and outlines immediate action to help councils address the most unacceptable forms of homelessness and rough sleeping: eliminating unlawful Bed & Breakfast (B&B) use for families, tackling poor-quality temporary accommodation more widely, and halving the number of people experiencing long-term rough sleeping.

The need for change

In the UK, everyone should be able to have a good life regardless of their background or circumstances. This means access to a safe, decent and secure home that provides stability, alongside the opportunity to reach their full potential. Instead, for too long, we have seen the blight of homelessness affect hundreds of thousands of people's lives.

The number of people sleeping rough on our streets in England is at near-record levels; two and a half times higher than 2010.[2] People across the country are rightly concerned about the impact of this issue on their communities, as well as on the individuals affected.

But homelessness is not always visible. There are a record 132,410 households, including 172,420 children, living in temporary accommodation in England.[3] While this type of homelessness is hidden, it is all too common. In London, on average, one child in every classroom does not have a permanent place to call home.[4] Whilst some temporary accommodation is of decent quality, much is not. At the worst extreme, 2,070 families are currently living in B&B-type accommodation and hotels beyond the 6-week statutory limit. This is both unlawful and deeply damaging.

The Government has inherited a housing and homelessness crisis. Not enough social and affordable housing has been built for decades. Alongside this, poverty and cost-of-living pressures have contributed to financial strain for many people, leading to higher levels of rent arrears and housing insecurity. As a result, the gap between housing costs and incomes has placed many individuals and families at risk of homelessness.

1 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2024 – January to March 2025
2 MHCLG (2025) Rough Sleeping Snapshot 2024, available: Rough sleeping snapshot in England: autumn 2024 - GOV.UK
3 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK
4 London Councils (2025), Response to parliamentary report on children in temporary accommodation, available: Response to parliamentary report on children in temporary accommodation | London Councils – Home

Whilst experiences of homelessness and rough sleeping differ across the country, the core challenges remain consistent. Too little truly affordable housing means that councils in England are too often having to rely on poor-quality, high-cost options to house homeless households, and are increasingly unable to support less vulnerable people who they do not have a duty to accommodate. This can significantly impact on people's lives, especially those left sleeping rough on the streets or housed in unsuitable accommodation. Councils are caught in a cycle of crisis response rather than prevention. Not only does this come at a cost to society but also to the taxpayer; £3.7 billion was spent on homelessness in England in 2024/25 and the cost to local councils of temporary accommodation has doubled in just two years.[5]

This crisis response is reflected across the public sector, with vulnerable people often finding themselves shunted from one service to the next rather than receiving the support they need. As a result, their needs worsen and costs to the public grow. Increasingly, there is evidence of people having to sleep rough in order to access services.[6] This, in turn, puts these services under further pressure and reduces their ability to help the most vulnerable and marginalised people. This is unacceptable and must change. Our approach must never mean someone has to sleep rough in order to get help, and we must ensure support is provided based on need.

Breaking the cycle

Our long-term vision is to end homelessness and rough sleeping and make sure that everyone has access to a safe, decent and secure home. This means that, where homelessness does occur, these experiences should be **rare** – because homelessness is **prevented** wherever possible, **brief** – in that people should have access to support quickly, and non-recurring – because no-one should have to experience homelessness more than once in their life.

However, the scale of crisis we have inherited means we cannot end homelessness and rough sleeping overnight. There will be a transition period as the situation stabilises and services move away from crisis response towards longer-term, preventative solutions, including a more housing-led response. That is why this strategy, and the **Action Plan** accompanying it, sets out the actions we are taking to drive change across the short, medium and long term. It outlines the tangible actions and targets we have set ourselves for delivery this parliament, which will act as milestones on the way to achieving our long-term vision. This strategy aligns with the long-term housing strategy, which will be published in the first quarter of next year.

This strategy has been shaped by people with lived experience of homelessness, frontline housing officers, experts in the homelessness sector, parliamentarians and Mayors. We have reflected their insights and recommendations throughout. Our action plan includes:

Long-term sustainable change to address the root causes of homelessness:

- **Building 1.5 million homes,** including a generational increase in new social and affordable homes backed by £39 billion investment.
- **Making sure that social homes go to people who need them,** by updating social housing allocations guidance and making best use of the current stock.
- **Reforming the private rented sector** via the Renters' Rights Act, banning Section 21 evictions and improving security for tenants.

5 MHCLG (2025) Local authority revenue expenditure and financing England: 2024 to 2025 individual local authority data – outturn, and MHCLG (2023) Local authority revenue expenditure and financing England: 2022 to 2023 individual local authority data – outturn, available: Local authority revenue expenditure and financing - GOV.UK

6 Mayor of London (2025) Ending rough sleeping in London, available: The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall

- **Tackling poverty and boosting living standards** by scrapping the two-child limit to lift 450,000 children out of poverty, increasing the National Living Wage by 4.1% from next April and making a sustained, above inflation increase to the standard rate of Universal Credit.

Medium-term change to shift away from crisis and put prevention at the heart of public services:

- Setting a **new national target** to prevent homelessness for more households and to help more people into stable homes quickly, this parliament.
- Investing **£3.5 billion in homelessness and rough sleeping services** over the next three years, supporting over 300,000 households each year[7] via new, more flexible multi-year funding arrangements that enable councils to invest more in prevention.
- Placing new legal duties on public services to **identify, act and collaborate** to prevent and address homelessness.
- Outlining our ambition that **no one should leave a public institution into homelessness** – something that happened to almost 34,000 households last year[8] – underpinned by new cross-government targets to reduce homelessness from prisons, care and hospital.
- **Ending the perceived need to sleep rough before getting help** by building on the work of the Mayor of London and other councils to support all areas to develop plans that move away from verification towards assessment based on need.

Immediate action on temporary accommodation, particularly B&B use:

- Setting a new target to **eliminate the use of B&Bs for families,** other than very short-term use in emergencies, by the end of this parliament.
- **Increasing the supply of good-quality temporary accommodation,** both through the £950 million fourth round of the Local Authority Housing Fund, and through exploring options for partnerships with social impact and institutional investors.
- **Improving experience for people living in temporary accommodation,** including action on standards, schooling, healthcare and out-of-area placements.
- **Supporting local models** via updated guidance, toolkits and expanded £30 million Emergency Accommodation Reduction Programme.

Action to address rough sleeping, focussed particularly on those who have slept on the streets the longest:

- Setting a new **national target to halve long-term rough sleeping[9]** by the end of this parliament.
- **Launching a £124 million supported housing programme,** reaching over 2,500 people, both to prevent homelessness and to help people off the streets and into more stable housing.
- **Launching a £15 million programme to tackle long-term rough sleeping,** working with targeted areas to test innovative approaches and spread learning.
- **Providing £37 million for the Ending Homelessness in Communities Fund,** working with the voluntary, community and faith sector to improve support given to people experiencing long-term rough sleeping.

7 MHCLG (2025), Statutory Homelessness in England, available: Statutory homelessness in England: financial year 2024-25 - GOV.UK

8 MHCLG (2025), Statutory Homelessness in England, available: Statutory homelessness in England: financial year 2024-25 - GOV.UK

9 Long-term rough sleeping means someone has been seen sleeping rough recently and has also been seen on at least three separate months over the past year.

- Working with councils and wider public services to define consistent expectations on effective and proportionate engagement and enforcement to **address persistent anti-social or harmful behaviour** in a rough sleeping context, where necessary.

Everyone has a role to play in preventing homelessness and delivering this action plan. That is why we are transforming how we hold ourselves and partners to account, by:

- **Introducing new national targets for this parliament,** as outlined above.
- **Requiring every council to publish an action plan** to accompany their local homelessness strategy, **and setting a new requirement that these should include local targets** aligned with the metrics in the new Outcomes Framework for local government.
- Calling on **Mayors to ensure real ambition across their regions on these outcomes,** giving them funding to drive coordination and collaboration between local councils, services and other partners.
- **Strengthening oversight and support for councils on delivery** – including closely monitoring areas with particular challenges, providing targeted expert support and taking action to strengthen improvement when progress is not good enough.
- Funding a **new National Workforce Programme** to provide essential training, expert housing and homelessness advice, and skills for the homelessness and rough sleeping workforce.
- **Publishing progress reports at least every two years** to track progress at a national level against our actions and targets, overseen by the Inter-Ministerial Group, which will continue to meet to drive action and learn lessons from frontline delivery.
- Continuing to convene our **Lived Experience Forum and Expert Group** to help us monitor impact on the ground and to ensure the interventions we set out are facilitating the much-needed shift towards prevention, responding to emerging issues, adapting as necessary and supporting continuous improvement across the system.
- Continuing to **build on our high-quality data and evidence,** adopting a test and learn approach, and where local areas trial innovative practice, roll it out where it is effective and share learning.

Through this strategy, we have made the extent of Government's ambition clear and will hold ourselves to account to deliver this. Now we need our partners to join us in this mission – local councils, frontline public services, homelessness organisations, voluntary, community and faith groups. Together, if we join forces, this strategy will set us on the path to ending homelessness and deliver immediate action to help people and families experiencing homelessness and rough sleeping today.



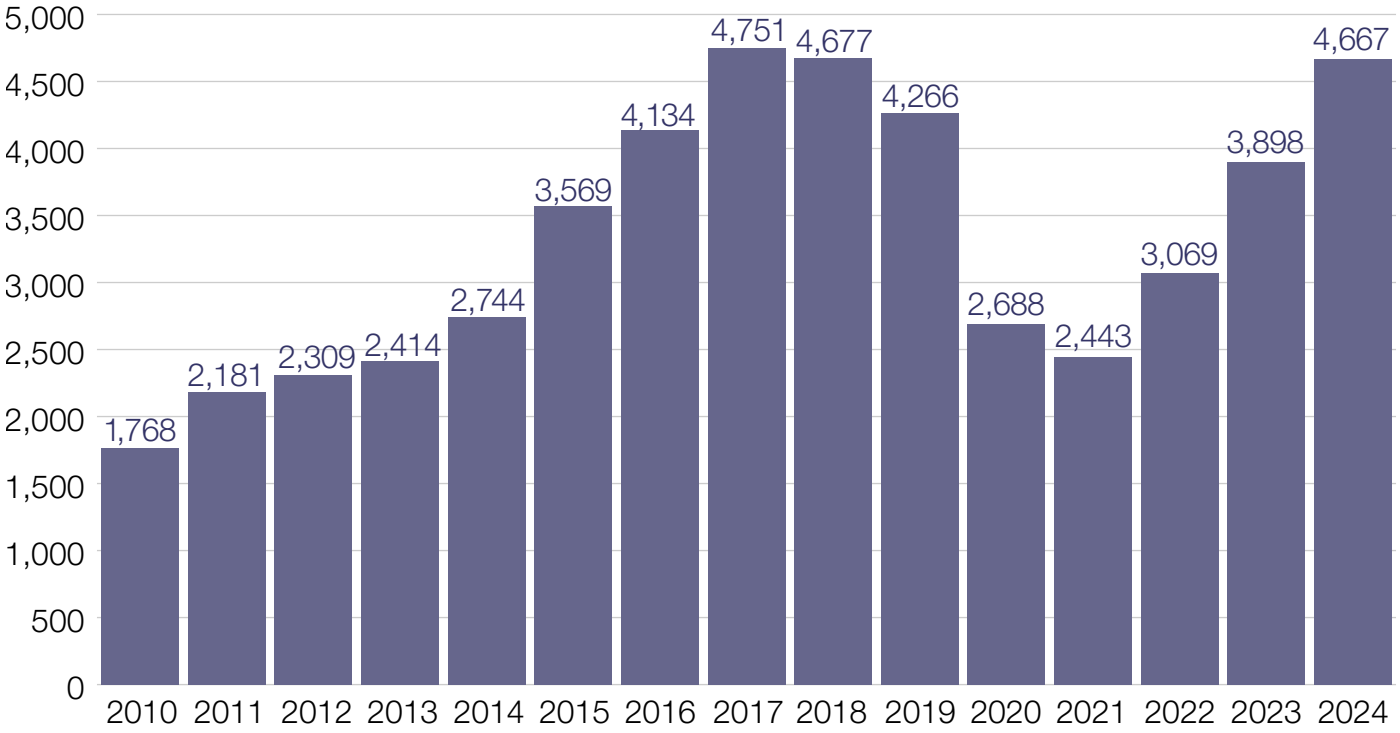
1. Introduction

1.1 The current situation

We inherited a situation where homelessness in England has reached crisis point. Every day last year, 900 households, including almost 300 families with children, were made homeless or threatened with homelessness.[10] The number of people sleeping rough is at near-record levels, up by over 150% since 2010.[11]

Over a third of all those sleeping rough each month are also long-term homeless, and this number has increased by almost 30% over the last two years. Around 13% of all people sleeping rough have returned to the streets after moving into settled accommodation,[12] often when their underlying needs, such as poor health, lack of support networks or difficulty managing a tenancy, have not been properly addressed.

Figure 1.1a The estimated number of people sleeping rough on a single night in autumn, 2010 - 2024[13]



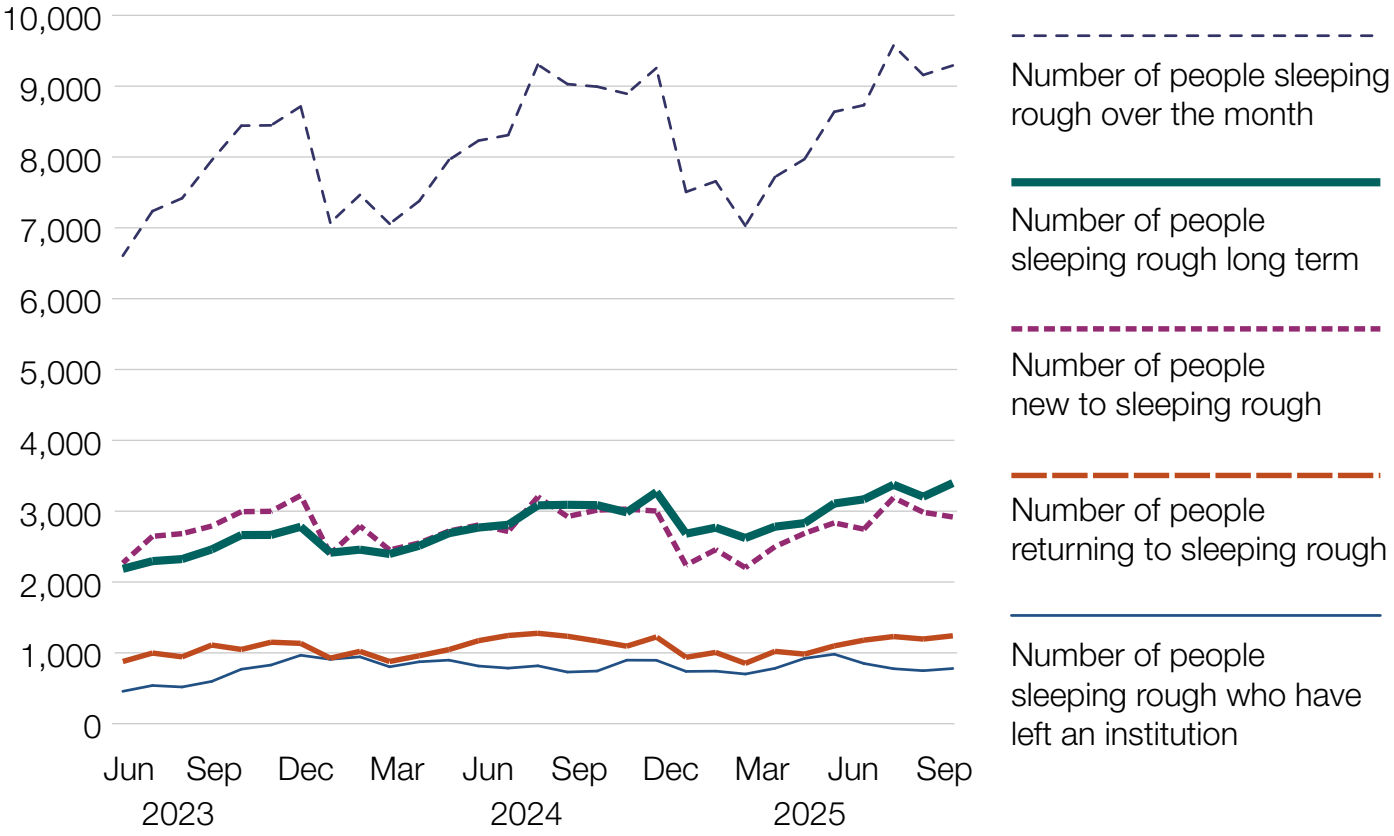
10 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2024 – January to March 2025

11 MHCLG (2025) Annual Rough Sleeping Snapshot, available: Annual Rough Sleeping Snapshot Autumn 2024

12 MHCLG (2025) Rough sleeping data framework, July to September 2025, available: Rough sleeping data framework, July to September 2025 - GOV.UK

13 MHCLG (2025) Annual Rough Sleeping Snapshot, available: Annual Rough Sleeping Snapshot Autumn 2024

Figure 1.1b Estimated number of people sleeping rough over the month, by those who were long term, new, returning, or had left institutions, from May 2023 to September 2025[14]

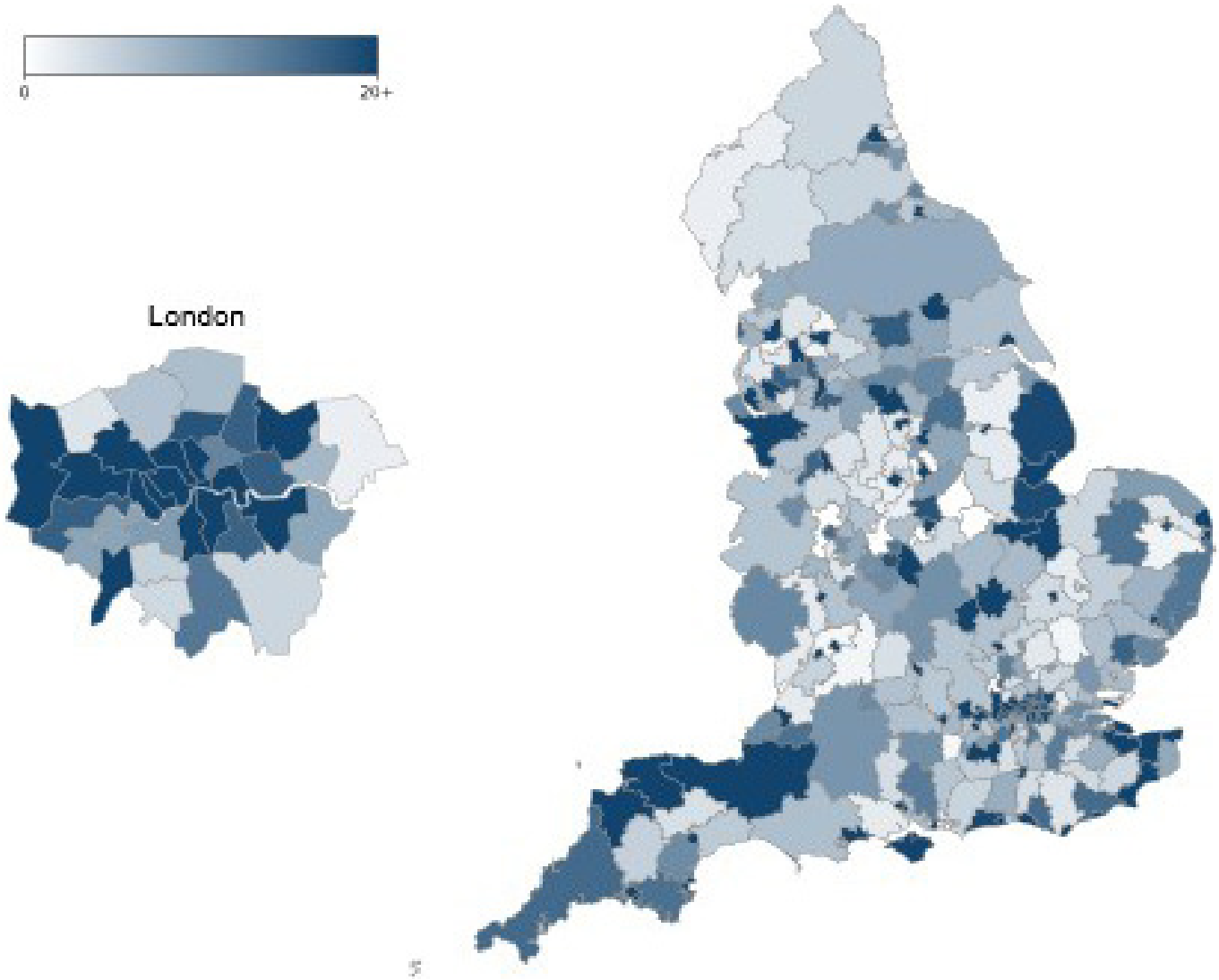


Rough sleeping is concentrated in London, alongside other major cities and coastal areas. In recent years rough sleeping has been rising nationally, but these rises have been concentrated in certain areas. Indeed, in half of all areas, the number of people sleeping rough over the month has stayed the same or fallen compared to last year.[15]

14 MHCLG (2025) Rough Sleeping Data Framework, July to September 2025, available: Rough sleeping data framework, July to September 2025 - GOV.UK

15 MHCLG (2025) Rough Sleeping Data Framework, July to September 2025, available: Rough sleeping data framework, July to September 2025 - GOV.UK

Figure 1.1c Estimated number of people sleeping rough over the month per 100,000 people in the population, September 2025

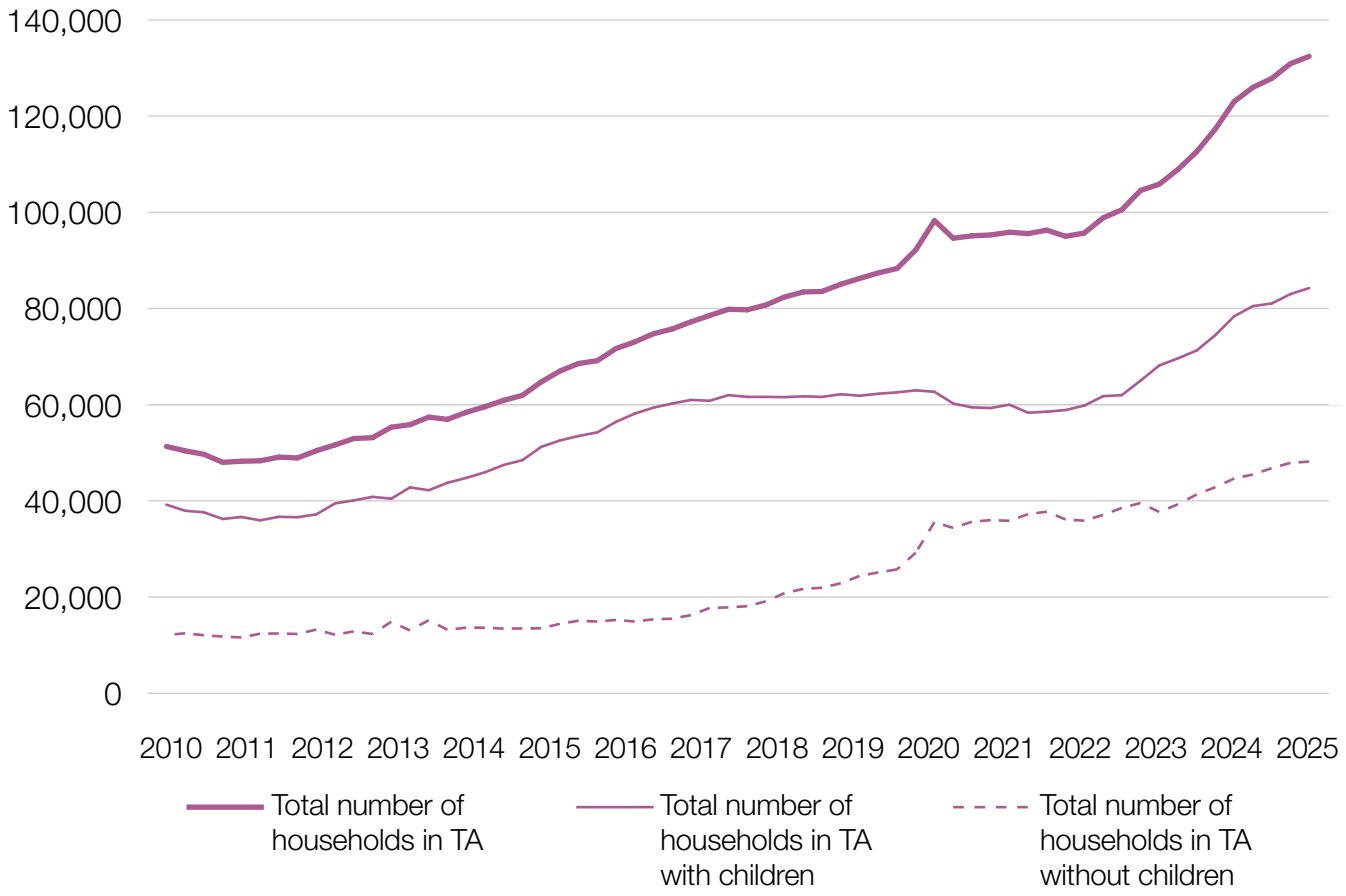


Alongside rough sleeping, temporary accommodation pressures are also rising at a record rate. As of 30 June 2025, 132,410, households were living in temporary accommodation, of which 84,240 were families, including 172,420[16] children. Whilst a significant proportion of temporary accommodation is relatively stable and self-contained, this is not the case universally. B&B accommodation – often insecure, poor quality and hugely expensive – is meant only for emergencies. However, in the latest statistics, 2,070 families had been living in this type of accommodation for longer than the 6-week statutory limit.[17] This practice is unacceptable and must stop.

16 MHCLG (2025) Statutory homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

17 MHCLG (2025) Statutory homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

Figure 1.1d Total number of households in temporary accommodation, 31st March 2010 to 30th June 2025[18]



Whilst homelessness affects every part of the country, temporary accommodation pressures are concentrated in London, the South East and South West, as well as major cities such as Manchester and Birmingham. Almost two thirds of all families in temporary accommodation live in London[19] – 20 households in 1,000, compared to 3 in 1,000 across the rest of England.[20]

Pressures on temporary accommodation can lead to households being placed in accommodation outside their local area – sometimes away from support networks, jobs and schools. Over 42,000 households are currently placed in a different area, with 81% of these from London boroughs.[21] While most out-of-area moves are within the same region, they still disrupt children's education and parents' jobs, adding to the stress and instability faced by families.

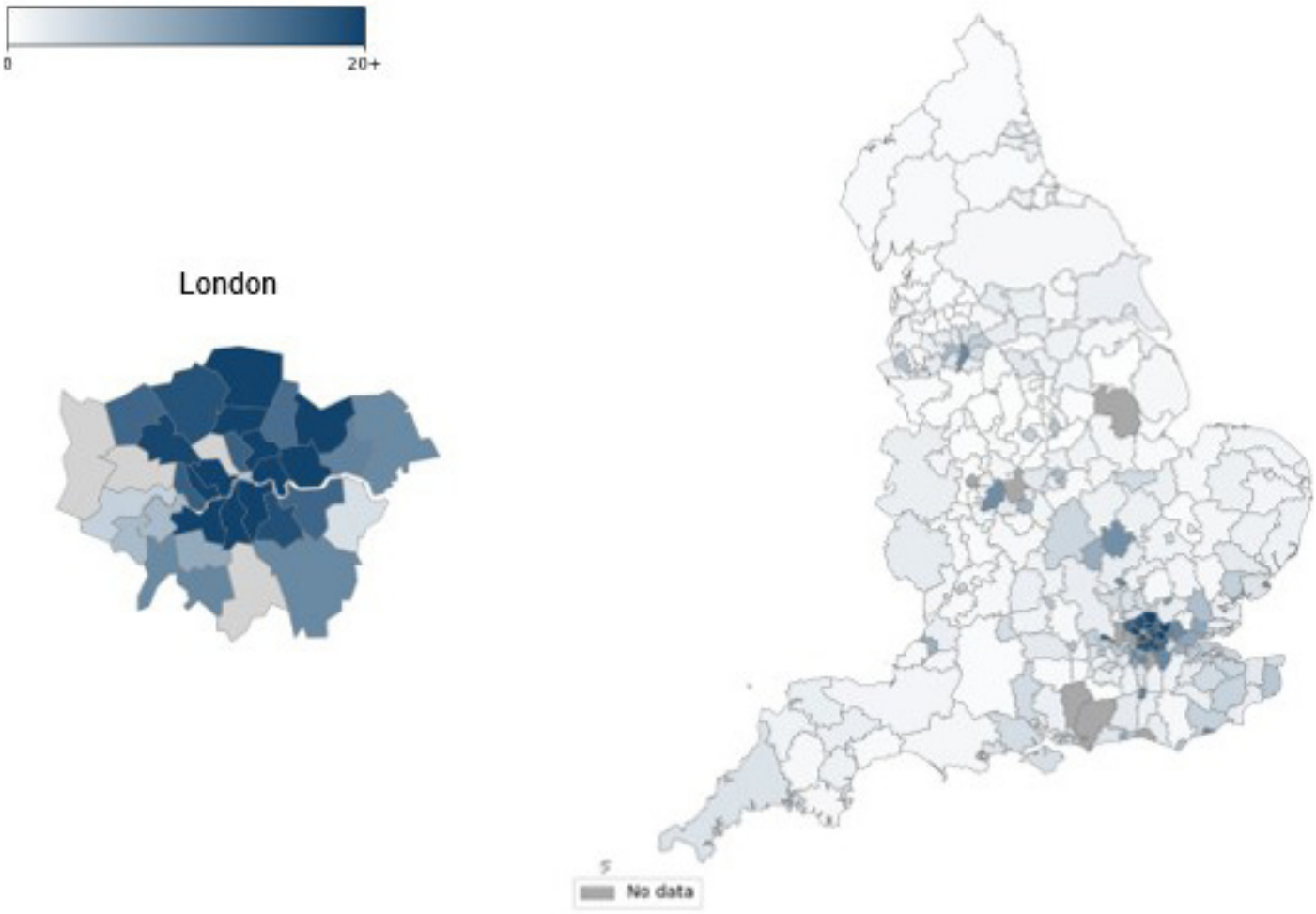
18 MHCLG (2025) Statutory homelessness in England: England Time Series, Quarterly, and Annual Data Sets, available: Tables on homelessness - GOV.UK. Changes in collection systems, legislation and increased imputation for missing data make direct comparisons imperfect. Full detail of limitations is available at: Statutory homelessness: Annual technical note - GOV.UK

19 MHCLG (2025) Statutory homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

20 MHCLG (2025) Statutory homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

21 MHCLG (2025) Statutory homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

Figure 1.1e Households with children in Temporary Accommodation Per 1,000 Households by LA in England – 30 June 2025



1.2 Why act now?

As highlighted in our Child Poverty Strategy, homelessness is one of the deepest forms of poverty, with profound and lasting impacts on children's life chances. A stay in temporary accommodation is linked to worse outcomes for children's education, health and future:

- Over half of school age children who are homeless have missed days of school because of living in temporary accommodation. Of these, over a third have missed more than a month, leading to a knock-on impact on their education.[22]
- There is a direct correlation between home moves and attainment at GCSE, just half (50%) of children with three home moves over their school career achieved 5 GCSEs including English and maths; and just over one-in-ten (11%) children who experienced ten moves[23].
- Over half of parents reported a negative impact of temporary accommodation on their children's physical or mental health.[24]
- Devastatingly, between 2019 and 2024, 74 children – of whom 58 were under the age of one – died in circumstances where temporary accommodation has been recorded as potentially having contributed to their death.[25]



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74

Devastatingly, between 2019 and 2024, 74 children – of whom 58 were under the age of one – died in circumstances where temporary accommodation has been recorded as potentially having contributed to their death.

22 Shelter (2023) Still Living in Limbo, available: Still_Living_in_Limbo.pdf

23 Children's Commissioner (2025), The impact of housing instability on children's GCSE grades, available: The impact of housing instability on children's GCSE grades | Children's Commissioner for England

24 UCL (2021) Barriers to Optimal Health for Under 5s Experiencing Homelessness and Living In Temporary Accommodation in High-Income Countries, available: Barriers to Optimal Health for Under 5s Experiencing Homelessness and Living In Temporary Accommodation in High-Income Countries: A Scoping Review - UCL Discovery

25 Households in Temporary Accommodation All Party Parliamentary Group (2025), Child Mortality in Temporary Accommodation, available: Child_Mortality_in_TA_2025_APPG_Report.pdf

It is not simply children who experience poor outcomes because of homelessness. Shockingly, in 2024, 1,142 people died while experiencing homelessness in England, with an average age of death for those who died whilst sleeping rough or using emergency or temporary accommodation in England of 48 for men and 45 for women.[26] More widely, over a quarter of people living in temporary accommodation report having to reduce their working hours as a result of their housing situation, and 11% report having to stop work completely. The **Analytical Annex** published alongside this strategy explores the impact of homelessness and rough sleeping in more detail.

Homelessness is also extremely expensive for taxpayers. In 2024/25, total government expenditure on homelessness was £3.7 billion,[27] of which £2.8 billion was spent on temporary accommodation – almost five times higher than in 2010/11.[28] More concerningly, spend on B&B and nightly-paid accommodation is rising rapidly, from £309 million in 2023/24 to £620 million in 2024/25[29], and now accounts for nearly half of councils' spend on temporary accommodation.[30] Furthermore, people sleeping rough use public services more than the average individual, at a cost on average of around £14,000 per person sleeping rough in 2024/25, largely in costs to the NHS and prisons.[31]

1.3 Why people become homeless

Poverty, housing availability and affordability are the root causes of homelessness and rough sleeping. 4.5 million children are living in relative poverty, a 900,000 increase since 2010/11.[32] For generations, not enough homes have been built and there has been too little investment in social and affordable housing. One in three households lived in social housing in the 1980s, now it is closer to one in six.[33]

This shortage has left many people on low incomes struggling to afford rising rents in an increasingly insecure private rental market.[34] The end of a private rented tenancy is currently the second most frequently cited reason for homelessness, after friends/family no longer being willing to accommodate an individual. Private renters in England spend far more of their income on housing in comparison to homeowners; particularly those on the lowest incomes, 71% of whom spend more than 30% of their income on rent. [35] People who are privately renting also have not had the same stability as others, with over 6,500 households threatened with homelessness and owed a prevention duty as a result of "No Fault" Section 21 eviction notices between April – June 2025.[36]

26 Taylor, G., Vale, J., Gay Jackson, B., and Turtle, M. (2025) Dying Homeless Project 2024, Museum of Homelessness, available: About the Dying Homeless Project — Museum of Homelessness

27 MHCLG (2025) Local authority revenue expenditure and financing collection, available: Local authority revenue expenditure and financing - GOV.UK

28 MHCLG (2025) Local authority revenue expenditure and financing England: 2024 to 2025 individual local authority data – outturn, and MHCLG (2023) Local authority revenue expenditure and financing England: 2010 to 2011 individual local authority data – outturn, available: Local authority revenue expenditure and financing - GOV.UK. Note: changes in data categories make direct comparisons imperfect.

29 MHCLG (2025) Local authority revenue expenditure and financing England: 2024 to 2025 individual local authority data – outturn, and MHCLG (2023) Local authority revenue expenditure and financing England: 2022 to 2023 individual local authority data – outturn, available: Local authority revenue expenditure and financing - GOV.UK

30 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

31 MHCLG (2025) Rough Sleeping Questionnaire 2025, available: Rough Sleeping Questionnaire 2025: Findings - GOV.UK

32 DWP (2025) Households Below Average Income, available: Households Below Average Income: an analysis of the UK income distribution: FYE 1995 to FYE 2024 - GOV.UK

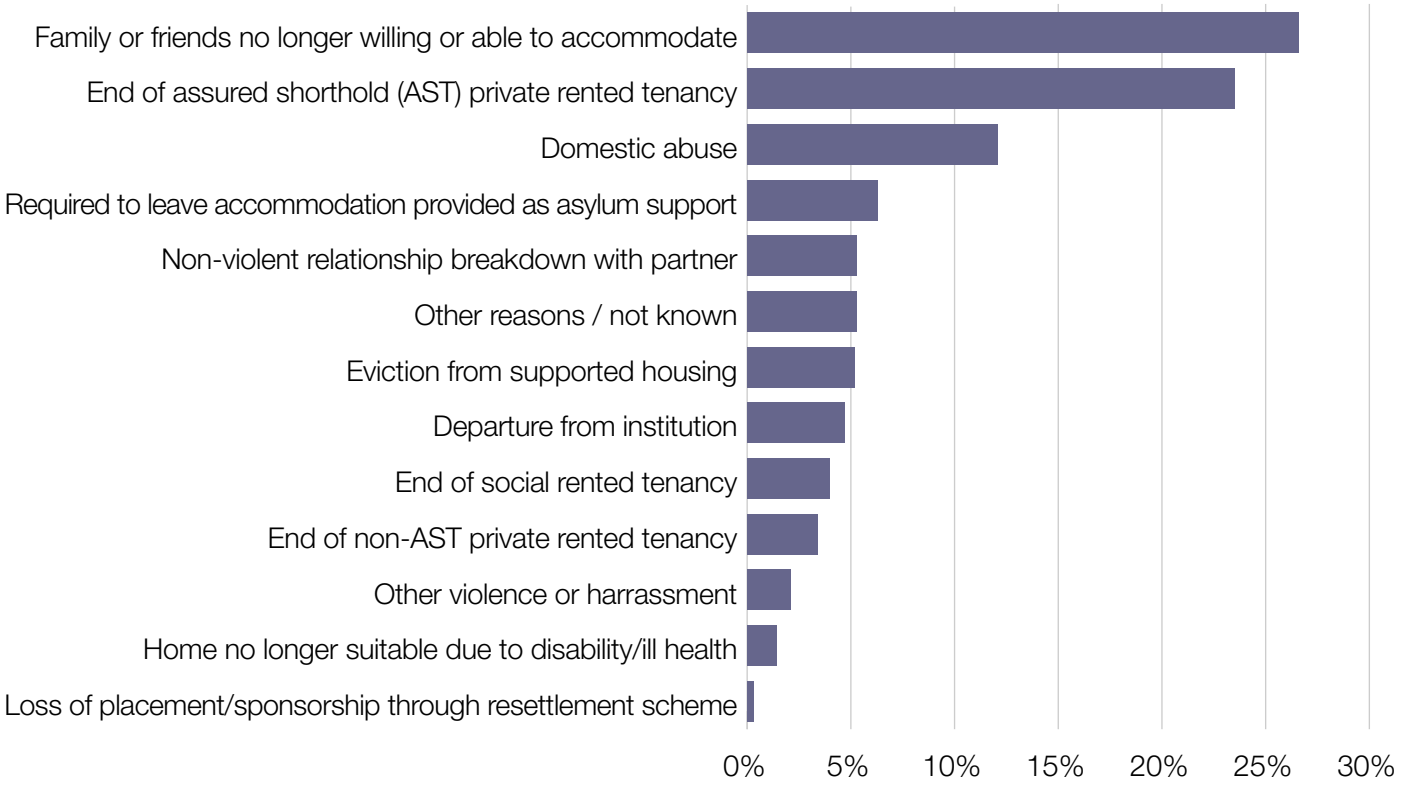
33 MHCLG (2024) English Housing Survey Annex, available: Annex tables for English Housing Survey 2023 to 2024 headline findings on demographics and household resilience - GOV.UK

34 MHCLG (2025) Cross Government Homelessness and Rough Sleeping Strategy, Analytical Annex

35 MHCLG (2025) English Housing Survey 2023 to 2024: experiences of the 'housing crisis', available: English Housing Survey 2023 to 2024: Experiences of the 'housing crisis' - GOV.UK

36 MHCLG (2025) Statutory Homelessness in England, available Statutory homelessness in England: April to June 2025 - GOV.UK

Figure 1.3a The percentage of households owed a prevention or relief duty by reasons for homelessness or threat of homelessness, April to June 2025



Housing insecurity is exacerbated when individuals face financial hardship, whether because of low-paid and insecure work, barriers to increasing employment, constrained government support or cost of living challenges. Childhood poverty is one of the strongest indicators of homelessness later in life. Tackling child poverty is essential in preventing future homelessness and is a key part of our Child Poverty Strategy.[37]

In addition to poverty and a lack of affordable housing, life events such as a relationship breakdown, domestic abuse or leaving care or prison can put people at risk of homelessness and rough sleeping.[38] This is particularly the case where households have support needs – as is the case for over half of the households who receive help from homelessness services, as highlighted in Figure 1.3b. Such needs also put individuals at greater risk of repeat homelessness– particularly drug dependency (repeat homelessness identified in 51% of households), a history of offending (50%) and alcohol dependency (46%).[39]

People who sleep rough are more likely to have complex and overlapping support needs. 84% of women and 65% of men who reported having slept rough within the last year had had three or more of the following experiences: homelessness, substance (either drugs or alcohol) use problems, mental health issues, domestic abuse, and interaction with the criminal justice system.[40]

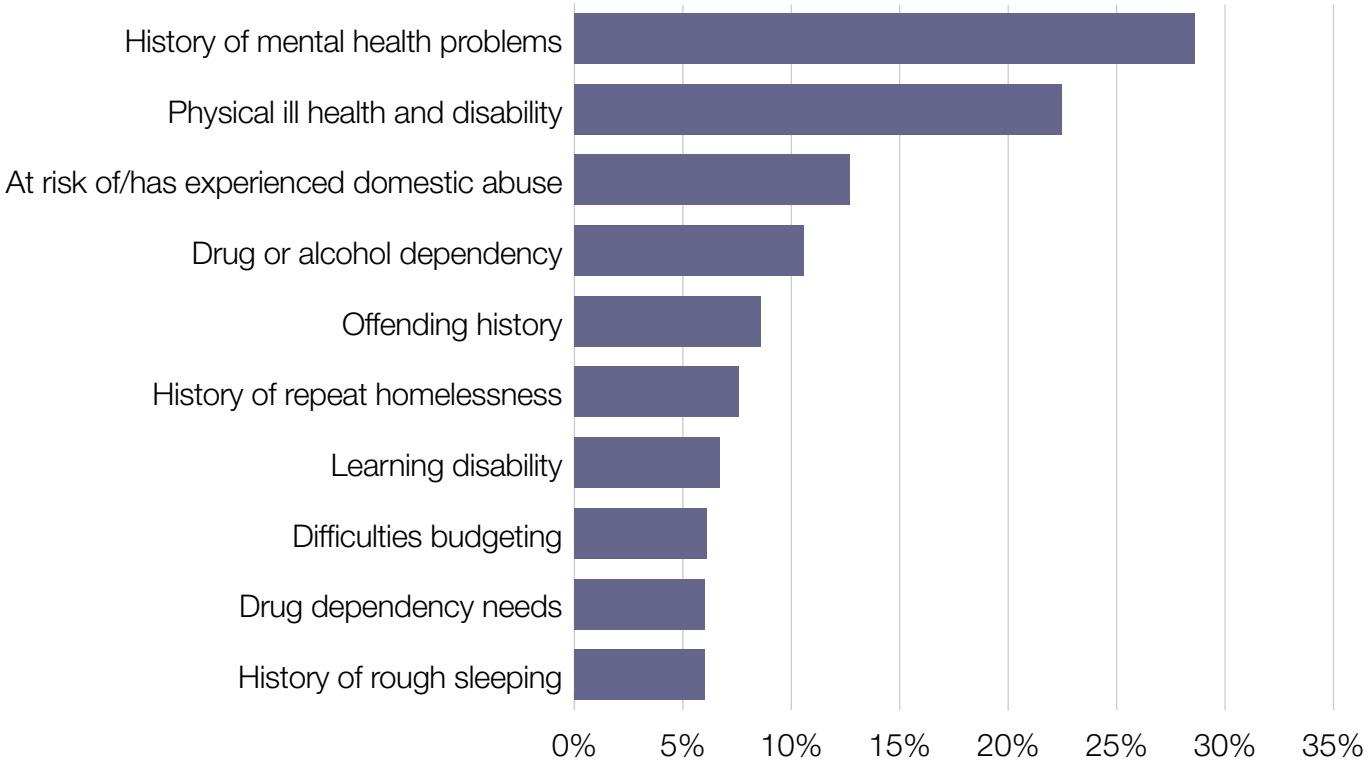
37 Cabinet Office (2025) Child Poverty Strategy, Our Children, Our Future: Tackling Child Poverty, available: Our Children, Our Future: Tackling Child Poverty - GOV.UK

38 MHCLG (2025) Cross Government Homelessness and Rough Sleeping Strategy, Analytical Annex

39 MHCLG (2025) Better Outcomes through Linked Data: Repeat homelessness report, available: Better Outcomes through Linked Data: Repeat homelessness report - GOV.UK

40 MHCLG (2025) Rough Sleeping Questionnaire, available: Rough Sleeping Questionnaire 2025: Findings - GOV.UK

Figure 1.3b The percentage of households owed a prevention or relief duty by the top 10 support needs of households in April to June 2025



1.4 Ending homelessness – our long-term vision and short-term priorities

Although government funding for homelessness and rough sleeping has increased consistently since 2018, the number of people in temporary accommodation and on the streets has continued to rise. There are many reasons for this, including:

- **A lack of affordable housing** – as outlined above, without enough genuinely affordable homes, prevention efforts can only go so far.
- **Rising poverty** – making it harder for households to meet their basic needs and housing costs, pushing more people to the brink of homelessness.
- **Over-emphasis on crisis response** – recent government activity has focussed on crisis relief rather than longer-term prevention or the causes of homelessness. Efforts have centred on responding to immediate need and getting people off the streets quickly, often into expensive, short-term accommodation, rather than long-term solutions we know work, such as Housing First.[41] In many areas it is only possible to get help once you have been verified as sleeping rough.[42]
- **Reduced prevention activity** – attention and resources have been diverted away from genuine prevention activity, resulting in less early intervention and more families stuck in unsuitable temporary accommodation.

41 MHCLG (2025) Systems-wide evaluation of homelessness and rough sleeping: preliminary findings, available: Systems-wide evaluation of homelessness and rough sleeping: preliminary findings - GOV.UK

42 Mayor of London (2025) Ending rough sleeping in London, available: The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall

- **Poor coordination across public services** – the NHS, prisons and asylum system each trying to manage their own pressures has led to vulnerable people falling between the cracks without getting the help they need.

This strategy seeks to learn from these approaches and apply them to the challenge we now face, with a greater focus on preventing homelessness before it happens and supporting people whose homelessness has previously been hidden, or who are harder to reach. This underpins our commitment to **get back on track to ending homelessness and rough sleeping.**

We have a clear vision for change: **homelessness should not be an accepted part of our society.** Our long-term goal is for homelessness to be **rare** because it is **prevented wherever possible.** Where homelessness does occur, those experiences should be **brief,** people should have access to support quickly and **no-one should have to experience homelessness more than once in their life.**

As highlighted in the **Executive Summary,** this strategy sets out both actions we are taking now, alongside the steps that will drive change in the medium and long term. This includes:

- **Long-term sustainable change to address the root causes of homelessness:** building more homes, reforming renters' rights, and tackling poverty.
- **Medium-term change to support councils and public services to shift from crisis to prevention:** new national targets, new duties on services, and focussing investment on prevention, where possible.
- **Short-term change to tackle the worst forms of homelessness this parliament:**
  - Eliminating the use of B&Bs for families and tackling unacceptable temporary accommodation by increasing supply, improving quality and experience, and supporting local models.
  - Halving the number of people with complex needs who spend years on the street, through new programmes and targeted funding.

These aims will be underpinned by transformed accountability through national and local targets, alongside stronger oversight and support for councils to deliver better outcomes.

1.5 Structure of the strategy

These actions and others are set out in more detail in the following chapters, which are structured around the five pillars of prevention, reflecting their relevance to frontline practitioners working to support individuals and families at risk of homelessness:

Pillar 1	Pillar 2	Pillar 3	Pillar 4	Pillar 5
				
Universal Prevention Tackling the root causes of homelessness	**Targeted Prevention** Support for people at higher risk of homelessness	**Preventing Crisis** Helping people stay in their homes	**Improving Emergency Responses** Improving temporary accommodation and making people's experiences better if they do become homeless	**Recovery and Preventing Repeat Homelessness** Ensuring people don't experience homelessness more than once and halving long-term rough sleeping
Foundations for delivery Clear roles and responsibilities, sustainable funding, a skilled and supported workforce, and a new accountability framework				

1.6 Our approach to partnership working in the strategy

This strategy is shaped by both those who work in homelessness services and those who are experiencing homelessness now. We have listened to housing officers, Mayors, experts in the homelessness sector and people with lived experience of homelessness, including through numerous roundtables, our Homelessness and Rough Sleeping Expert Group and Lived Experience Forum. Their insights and recommendations are reflected throughout this strategy.

Through our Lived Experience Forum, we convened four dedicated forums with people who have experienced homelessness and rough sleeping, and are grateful to our partners Revolving Doors, Justlife and Groundswell, who facilitated the forum and produced a detailed report and recommendations that informed our approach to this strategy. Their insights and recommendations have guided decisions and their words appear throughout the strategy to ensure their perspectives are not just heard but embedded in our response. By listening to these voices, we have designed actions that reflect what matters most to those directly affected. We will continue to convene a

Lived Experience Forum to help us monitor the impact of the strategy on the ground and adapt our response as necessary. We set out further detail of how we expect councils and other organisations supporting those at risk of homelessness to embed lived experience insight into their services in the **Foundations Chapter.**

This strategy is a core part of our broader vision for national renewal, supporting economic growth, safer communities, and opportunity for all, underpinned by a stable economy and secure borders. It is a whole-government effort. Spearheaded by the Inter-Ministerial Group on Homelessness and Rough Sleeping, ministers from the Ministry of Housing, Communities and Local Government, Home Office, Department for Education, Department for Work and Pensions, Department of Health and Social Care, Ministry of Defence, Ministry of Justice, Cabinet Office, and His Majesty's Treasury have come together and agreed clear commitments that put preventing homelessness at the heart of government.

1.7 Devolved administrations

Housing and homelessness policy and legislation are devolved across the United Kingdom, with Scotland, Wales and Northern Ireland responsible for the delivery of their own legislation, development of strategies and work with councils. While housing and homelessness is devolved, tackling homelessness is a cross-government effort, including several areas of reserved policy, and we are committed to working with our counterparts in the devolved governments to share learning from the different approaches that have been adopted across the four nations. Whilst this strategy applies to England only, the action the UK Government is taking to boost living standards and tackle child poverty will contribute to getting all parts of the United Kingdom back on track to ending homelessness.



2. Pillar 1 – Universal Prevention

Tackling the root causes of homelessness

Summary: Universal Prevention aims to make homelessness **rare** by reducing risk across the whole population through early action. This chapter covers how the government, through both this strategy and the long-term housing strategy, is tackling the root causes of homelessness such as housing affordability and poverty.

2.1 Increasing the supply of social and affordable housing

Social housing provides vital support and security for low-income households, but decades of under-investment mean that supply is significantly lacking. Our plan to deliver a decade of renewal for social and affordable housing[43] sets out how we will meet our two core objectives: the biggest increase in social and affordable housebuilding in a generation, and a transformational and lasting change in the safety and quality of homes.

We will work in partnership with councils, housing associations, and partners across the sector to build their capacity and help us deliver the homes England needs. We have already taken steps to boost supply, particularly of social and affordable housing that makes the biggest difference for people who are homeless or at risk of homelessness. Shortly after coming into office, this Government increased funding for the legacy Affordable Homes Scheme by £2.8 billion and launched a **new 10-year Social and Affordable Homes Programme,** backed by £39 billion of investment. This new programme could deliver around 300,000 social and affordable homes over its lifetime, with around 180,000 for Social Rent.

We have also announced further reforms to boost the supply of new social homes that will create certainty for housing associations and local councils, so they know how much government subsidy is available and how much rent revenue they can expect. This allows them to plan their development, and in the case of housing associations, borrow from private markets to develop. These reforms include:

- **£2.5 billion for low-interest loans** to support new affordable housing development. These will be open to private registered providers. A substantial allocation of the loans will be targeted at London in light of the acute challenges facing registered providers in the capital. The loans will be awarded through a bidding process that is closely aligned with the Social and Affordable Homes Programme, and will be administered by the National Housing Bank and by the Greater London Authority in London.
- A **10-year social housing rent settlement from 2026-36,** during which rents will be permitted to increase by up to CPI+1% each year for Social Rent and Affordable Rent housing. To boost financial capacity and support long-term planning, government also consulted on how to implement a Social Rent convergence mechanism over the summer and confirmed at Autumn Budget that a decision will be announced in January 2026, before the launch of the Social and Affordable Homes Programme.
- **Reforms to the Right to Buy** to make it fairer and more sustainable, protecting existing stock while supporting long-standing tenants into home ownership.

We are also committed to strengthening the existing system of developer contributions, including Section 106 (S106) planning obligations, to ensure that new developments provide appropriate affordable homes and infrastructure. S106 enables local planning authorities in England to secure

43 MHCLG (2025) Delivering a decade of renewal for social and affordable housing, available: Delivering a decade of renewal for social and affordable housing - GOV.UK

binding agreements with developers as part of granting planning permission to mitigate the impacts of new development. These obligations are a critical mechanism for securing affordable housing, alongside infrastructure and community facilities.

2.2 Making sure social housing reaches the people who need it most

While new homes are being built, we will take immediate action to ensure that existing and new social housing stock best serves the people who need it most. We will **review how effectively social housing providers use their properties,** including exploring ways to reduce the time homes are left empty and encourage greater movement within the sector to address under-occupancy and overcrowding, and support people to move into more suitable properties.

Housing providers should be **consistently and fairly allocating social housing.** The systems-wide evaluation of homelessness and rough sleeping, which looked at existing social housing allocations, reported a range of ways in which existing legislation, policy and practice around social housing allocations could be adapted to better relieve or prevent homelessness.[44]

- We have already started taking action to address allocation barriers by **ensuring that local connection tests for social housing, where these apply, do not disadvantage veterans of the regular UK Armed Forces, victims of domestic abuse or care leavers under the age of 25,** who often, through no fault of their own, cannot establish a local connection.[45]
- We will work with partners to **update statutory guidance on social housing allocations** to ensure that allocations reflect local need and effectively support vulnerable households.
- We **expect social housing landlords to cooperate with councils** in housing statutory homeless households.
- For **homes funded by the Social and Affordable Housing Programme, we expect providers to have nomination agreements (or their equivalent) in place with councils and for these to include 100% of first lets to go to the local council for nomination,** unless otherwise agreed with the council.[46] This will ensure that the social and affordable homes funded by the new programme go to those who need them most.
- **Where joint working is not operating effectively, we will consider levers to require social housing landlords to rehouse statutory homeless households referred by the council,** including legislating if necessary. This could be similar to the provision in section 5 of the Housing (Scotland) Act 2001 which has proved to be an important tool in providing access to housing for people owed a statutory homelessness duty.

While **evictions from social housing resulting in homelessness** are relatively low (8.9% of prevention and relief duties owed in 2024-25, compared to 27.5% from the private rented sector),[47] every case matters. Following consultation, we will update **the tenure Direction to the Regulator of Social Housing** which will reiterate Government's clear expectations that providers are transparent with tenants about their approach to granting and ending tenancies as well as their approach to supporting tenants to find alternative accommodation before an eviction takes place. We will also support providers with best practice guidance to reduce tenancy failure. A new toolkit

44 MHCLG (2025) Systems-wide evaluation of homelessness and rough sleeping: Social housing allocations, available: Systems-wide evaluation of homelessness and rough sleeping: Social housing allocations – GOV.UK

45 MHCLG (2025) Delivering a decade of renewal for social and affordable housing, available: Delivering a decade of renewal for social and affordable housing - GOV.UK

46 MHCLG (2025), Social and Affordable Homes Programme 2026-2036, available: Social and Affordable Homes Programme 2026-2036: MHCLG policy statement to accompany guidance to bidders from Homes England and the Greater London Authority - GOV.UK

47 MHCLG (2025) Statutory Homelessness in England 2024-25, available: Statutory homelessness in England: financial year 2024-25 - GOV.UK

for local partners on prevention will provide advice for providers and councils on strengthening tenant engagement to reduce homelessness risks. Tenants' need for clarity and support was reflected in the Lived Experience Forum:

> **"I've had no support and I actually came from supported housing. And they offered me no support. They literally were like, right. You're outbound. Bye. See ya."**[48]

2.3 Supported Housing and housing for people with additional needs

Some people with additional or specialist needs – ranging from young people needing support with life skills, to people with mental health needs, to people with chronic physical conditions – will need more than just a housing solution. Providing the right support and safeguards, alongside housing, can improve health, wellbeing and socio-economic outcomes to enable these individuals to access and retain housing, reducing their risk of homelessness and rough sleeping.

However, the systems-wide evaluation of homelessness and rough sleeping system found that funding cuts, removal of ringfencing, and short-term funding cycles have significantly reduced supported housing availability.[49]

- **To both prevent and relieve rough sleeping and homelessness, we will invest £124 million over 2026/27 to 2028/29 in supported housing services for over 2,500 people, working with targeted local areas.** We will expect the relevant mayoral strategic authorities to play a role, and that funding will unlock the delivery of supported housing, including through the Social and Affordable Homes Programme. It will also bolster our work to support people with the most complex needs, those who experience long-term rough sleeping. This will also build on the cross-government work being led by the Chief Secretary to the Treasury to improve the value for money of homelessness services and supported housing.
- The new **Social and Affordable Homes Programme includes new flexibility on grant rates for accommodation where the level of design and adaptation results in higher costs, and calls on providers to produce ambitious bids for new supported housing.** Increasing the supply will not only ensure that appropriate housing with care and support is available to those who need it in the long term, but will also help to free up existing social housing general needs stock, helping to address some of the current pressure within the system.
- To improve standards and tackle rogue supported housing providers, we will **introduce a new licensing regime following the consultation on the Supported Housing (Regulatory Oversight) Act 2023.** Under the Act, councils will be required to develop a supported housing strategy, ensuring they target their interventions where they are most needed. As required by the Act, we are also appointing the new independent Supported Housing Advisory Panel, which includes a diverse membership from across supported housing, including providers, councils and residents, to advise the government on matters related to supported housing, including how to future proof and grow this important sector.

These actions form vital steps to start to address issues in a sector that supports some of the most vulnerable in society. But this is not enough – we recognise the significant challenges faced by the supported housing and homelessness sector, which is why, as announced at Autumn Budget 2025, the Chief Secretary to the Treasury will work across government to improve the value for money of

48 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

49 MHCLG (2025) Systems-wide evaluation of homelessness and rough sleeping: Supported housing, available Systems-wide evaluation of homelessness and rough sleeping: Supported housing – GOV.UK

homelessness services. This will consider how existing funding that supports homelessness and rough sleeping objectives can be optimised to achieve the best outcomes, including ways to improve the supply of good-value-for money and good-quality supported housing. The findings of this process will support future spending decisions.

Case study:

Manchester City Council's Homelessness Service has a dedicated Commissioning Team that procures and manages all supported housing and related support contracts, including both in-house temporary accommodation and externally commissioned supported accommodation. The team operates the Manchester Access and Support Gateway as the single point of access for all supported housing services, including those delivered by approved partners and the voluntary, community and faith sector. The Gateway also monitors service outcomes, with each commissioned service having a lead officer responsible for managing vacancies, referrals and move-on, and for monitoring performance against service specifications.

Daily panels attended by managers from across homelessness services consider vacancies and referrals across supported housing, including for people in temporary accommodation or rough sleeping. The matching process is designed to ensure services work collaboratively, to maximise resources. Additionally, a weekly 'Struggle to Find Accommodation panel' considers placement requirements for those at risk of eviction or who need to move-on, but where suitable provision has not been identified. These panels bring together homelessness officers, commissioning leads, accommodation providers, and partners such as social care and mental health to ensure that individual support is agreed alongside appropriate placements. Since moving to this panel model a 23% reduction in evictions and abandonments across commissioned schemes has been achieved when compared to 2024/25.

Additionally, for some disabled homeowners, residents and tenants, making adaptations to their homes, without delay, can enable them to live comfortably and independently without fear or risk of losing their homes, avoiding homelessness where possible. We will **reform the Disabled Facilities Grant,** to ensure that this vital funding reaches those who need it most, allowing more homes to be adapted to meet the needs of individuals.

2.4 Reforming the private rented sector to improve security

As highlighted in the **Introduction,** evictions from the private rented sector are a significant cause of homelessness.

Case study:

Derek* is in his 50s and lives in London. He had a stroke last year, which has left him unable to continue working. He lives in a rented property with significant disrepair issues, including erratic hot water supply and severe mould. His housing benefit payments do not cover the cost of his rent, and he is currently living on a negative budget, using his savings to get by. His landlord recently told him that he wanted to increase the rent. Derek told him that he was unable to afford the increase and that the condition of the property did not warrant this increase. Four hours later, he was served a Section 21 eviction notice. The landlord has been using intimidatory tactics, such as late night phone calls, to try to deter him from challenging the eviction.

**Name has been changed.*

The Renters' Rights Act will give more security to tenants [50] by **abolishing section 21 'no fault' evictions.**[51] The Act will also strengthen tenants' rights, including:

- **Empowering private renters to challenge unreasonable rent increases**, preventing unscrupulous landlords from using rent increases as a backdoor form of eviction.
- **Bringing an end to rental bidding.**
- **Outlawing discrimination against prospective tenants with children or those who receive social security benefits.**
- Preventing landlords from demanding large amounts of **rent in advance.**

Tackling these issues will help address the stigma that households who receive benefits face from landlords in the private rented sector and give lower-income households a fairer chance of securing a home.

> **"There needs to be more properties that landlords will accept payments from the Jobcentre because a lot of landlords won't accept it."**[52]

Making sure that both landlords and tenants understand their rights and responsibilities under the new legislation will play an important role in reducing the risk of homelessness. We will introduce a **comprehensive private landlords database** alongside **clear guidance for both landlords and tenants.** We will also undertake a communication campaign to raise awareness of new rights and responsibilities across the sector. These steps are key to giving renters much greater security and stability so they can stay in their homes for longer, build lives in their communities, and avoid the risk of homelessness.

Where illegal evictions do take place, we have also legislated to strengthen the Protection from Eviction Act 1977 so that, for the first time, local **councils will be able to issue civil penalties against landlords who evict their tenants illegally.**

2.5 Supporting people to increase their earnings and incomes, and tackling child poverty

In addition to building more homes and providing tenants with security and stability, supporting low-income households to increase their income through good-quality employment or in-work progression is key to ensuring people can pay their rent and other essential living costs, and become more resilient to changes in circumstances when they arise.

The government is taking active steps to stimulate economic growth by investing in employment, skills and local labour market initiatives.

- On 1 April 2026, the **National Living Wage** will increase by 4.1% to £12.71 per hour for eligible workers aged 21 and over. This represents an increase of £900 to the gross annual earnings of a full-time worker on the National Living Wage. Around 2.4 million workers are expected to receive a pay rise due to the increase to the National Living Wage on 1 April 2026. The National Minimum Wage for 18–20-year-olds will also increase by 8.5% to £10.85 per hour.

50 MHCLG (2025) Guide to the Renters' Rights Act, available: Guide to the Renters' Rights Act - GOV.UK

51 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

52 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation.

- **The Get Britain Working White Paper** and **the Pathways to Work Green Paper** outline plans to tackle the root causes behind economic inactivity and support more people into work.
- These reforms include a new **Youth Guarantee** which will ensure all young people have access to education, training, or help finding a job or an apprenticeship. To ensure the Youth Guarantee is shaped and informed by the voices of young people, at both a local and national level, we have launched our Youth Guarantee Advisory Panel established in partnership with the Department for Education, Youth Futures Foundation and Youth Employment UK.
- To support our **Get Britain Working** reforms, we have increased funding for employment support to over £3.7 billion by 2028-29.
- The **Employment Rights Bill and our plan to Make Work Pay** will modernise employment rights, expand flexible working, and improve workplace protections to help individuals retain more of their earnings, ensuring people can keep their money in their pockets while benefitting from a growing economy.

Rather than writing people off, our reforms seek to address the root causes behind why people are not working, by joining up work, health and skills support, based on the needs of local people and local places.

We are taking action to tackle the root causes of child poverty and strengthen the safety net for low-income households. Our **Child Poverty Strategy** sets out targeted action to increase incomes, reduce essential costs, and improve local support. Alongside this, we will ensure social security continues to provide vital support for households at risk of homelessness, including help with housing costs. We will:

- Take immediate action to **remove the two-child limit,** lifting 450,000 children out of relative poverty within this parliament. Over one and a half million children live in households that will see an increase in income as a result of removing the two-child limit, including 600,000 children in households in deep material poverty.
- Launch a **Better Futures Fund,** which will support up to 200,000 struggling children, young people and their families through innovative impact funding projects seeking to break down barriers to opportunity and give children the best start in life. Through this Fund we will look to improve outcomes for youth and family homelessness.
- **Review Universal Credit** to ensure it is reducing poverty, and making work pay, and therefore supporting people who are homeless or at risk of homelessness.
- We have already taken action and made important changes including implementing the **Fair Repayment Rate** from 30 April 2025. This enables approximately 1.2 million Universal Credit households, with deductions, to retain an average of £420 per year.
- **Address the basic adequacy of Universal Credit by spending £1.9 billion to make a sustained, above inflation increase to the standard rate,** for the first time ever. This will benefit around 4 million households and is estimated to be worth around £760 annually in cash terms by 2029/30, for a single household aged 25 or over.

We recognise some private renters need support with their rent. That is why we will work across government to **keep Local Housing Allowance rates under review** in order to deliver on the government's priorities, including maintaining the long-term fiscal sustainability of the welfare system. In the short term, in 2025/26, those who need additional support with their housing costs can approach their council and apply for **Discretionary Housing Payments.**

We are also **providing £842 million per annum to reform crisis support.** From 1 April 2026, we are introducing a new **Crisis and Resilience Fund** in England. This is the first ever multi-year settlement for locally delivered crisis support enabling councils to provide preventative support to communities, working with the voluntary and community sector. The Fund will provide immediate support to people in crisis, including those at risk of homelessness. Councils will also be able to use funding to invest in local financial resilience to enable communities to better deal with crises in the long-term, reducing dependence and repeat need. This includes helping people to reduce or manage priority debts such as rent, council tax and utilities arrears.

Discretionary Housing Payments will be integrated into the Crisis and Resilience Fund in a phased approach, with full integration taking place in the third year of the scheme. This will give councils time to plan, ensuring that crucial housing support can continue to be delivered to those in need to sustain tenancies and prevent homelessness. Funding for the housing element of the Crisis and Resilience Fund will be **maintained at £100 million per annum** (which includes Discretionary Housing Payment funding for Wales).

3. Pillar 2 – Targeted Prevention

Support for people at higher risk of homelessness

Summary: Some people are more likely to face homelessness because of difficult life experiences or crises, such as leaving institutions like the care system, prison or hospital. Additionally, some individual factors may mean people have needs which put them at an increased risk of homelessness, for example survivors of domestic abuse and exploitation, young people and migrants. Targeted prevention means giving tailored support to people who are more likely to face homelessness.

3.1 Cross-government targets

Last year, almost 34,000 households were homeless or threatened with homelessness after leaving a public institution, including prison, care, hospital or asylum accommodation[53]. Those are experiences which could have been prevented had better coordination and planning been in place. Through the Inter-Ministerial Group, we have agreed a long-term ambition **that no one should leave a public institution into homelessness**. This parliament we will take the first steps towards this through **joint cross-government targets to reduce the number of people leaving institutions into homelessness,** such as prisons, hospitals and care to improve information sharing for people leaving asylum accommodation, and to improve awareness of local support for former members of the Armed Forces at risk of homelessness. This is a coordinated effort built on strong partnerships across government and with councils, wider public services and the voluntary and community sector.

3.2 Working together to prevent homelessness

In addition to setting cross-government targets, **tackling homelessness must be a shared responsibility,** with all relevant public services, including councils and the voluntary and community sector, collaborating to prevent homelessness. We have set out how roles and responsibilities should be divided across central and local government, wider public services and homelessness partners such as charities in the annex at the end of the Foundations chapter. This includes services such as public health, the NHS, adult and children's social care, the police, jobcentres, prisons and immigration services. By working together, these services can ensure that people at risk of or experiencing homelessness are identified early, referred into the right support pathways and connected to housing services.

To support this, we intend to **introduce a new 'duty to collaborate' for key public services,** acting on the recommendations of the Expert Group, compelling public services to work together to prevent homelessness and support those who are at crisis point. We will consult on the new duty and legislate as soon as the parliamentary timetable allows.

Whilst local councils ultimately have the legal responsibility for preventing and relieving homelessness, Mayors and Strategic Authorities also play an important role in **targeted prevention and leading place-based interventions.** We are calling on Mayors to leverage their convening power to set ambitions for their region, align priorities across housing, health and employment, champion early intervention approaches, and use devolved funding streams to address upstream drivers of homelessness such as poverty, insecure work, and poor housing conditions. Mayors can use their leadership at regional level to unite housing, health, and other public services to meet the needs of their communities. Further detail on the role of Mayors and Strategic Authorities is in the **Foundations Chapter.**

53 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: financial year 2024-25 - GOV.UK

3.3 Addressing barriers to accessing services

Some groups of people, particularly women, young people, care leavers, people from ethnic minority backgrounds, disabled people and LGBT+ people, face barriers to accessing public services due to discrimination or because services do not meet their needs. Councils and other public services should work with people with **lived experience, and use data to design accessible, inclusive and culturally-sensitive services, supported by targeted interventions,** which meet the needs and experiences of all people who need their help. This means trauma-informed, safe, and single-sex spaces where required, with outreach to those experiencing hidden homelessness, including women, young people and LGBT+ people in particular.

People from ethnic minority backgrounds may face additional barriers, including discrimination, language barriers, and lack of culturally appropriate services. Services should be responsive to the specific needs of these communities, helping to build trust and improve engagement. Recent reports have highlighted a growing evidence base regarding the impact of racism on risk and experience of homelessness in the UK[54], and we will continue to work with partners to identify the best ways to improve our understanding of the impacts and how to improve outcomes.

3.4 Interventions to prevent discharge from public institutions into homelessness and support for groups at increased risk of homelessness

3.4.1 Prison leavers

People leaving prisons represent the largest group at risk of rough sleeping upon discharge from a public institution and are very likely to be owed a homelessness duty. Supporting people into stable accommodation from their first night out is critical to reducing homelessness and reoffending, as those without stable accommodation are nearly 50% more likely to reoffend.[55]

That is why we have committed, **by the end of this parliament**, to a **50% reduction in the proportion of people who become homeless on their first night out of prison and are subject to probation supervision, alongside an overall increase by the end of this parliament in the number of prison leavers in settled accommodation at 3 months after release and thereafter.** To achieve this, we will:

- Continue investing in **Community Accommodation Service** models, which provide up to 84 nights of temporary accommodation and floating support for prison leavers at risk of homelessness subject to probation supervision, ensuring people have a stable home after release.
- Embed as standard practice **local partnerships, co-location and pre-release planning,** building on the learning from joint advance planning that took place following the Standard Determinate Sentences scheme in late 2024.
- **Continue to invest in integrating digital community accommodation services,** maximising artificial intelligence opportunities and automating information sharing to make it easier to identify and match individuals to the right housing-related support and accommodation at the right time.

54 Fitzpatrick, S., Bramley, G., McIntyre, J., Ayed, N., & Watts-Cobbe, B. (2025). Race, Ethnicity and Homelessness in the UK: Final report of a knowledge and capacity building programme, available: https://doi.org/10.17861/D78C-M498

55 MoJ (2025) Statistics on reoffending, available: Proven reoffending statistics: October to December 2023 - GOV.UK

- Work to ensure changes being **implemented from the Independent Sentencing Review** support us in preventing homelessness by minimising the number of people on short prison sentences, with these types of sentences disrupting tenancies and the continuity of support. We will also work to make sure the **right provision exists in the community for those who will instead be on community sentences.**

3.4.2 Hospital Discharge, Substance Use and Adult Social Care Support

Discharge from hospital into poor quality, insecure housing or, in the worst cases, onto the streets is a deeply harmful outcome. When combined with unmet mental health and substance use needs, it can severely undermine people's recovery and increase the risk that their health deteriorates further and makes them even more vulnerable. We are committing to a **target that no one eligible for homelessness assistance is discharged to the street after a hospital stay**. To help achieve this we will:

- Work with the NHS and councils to **implement the guidance** published in 2024: Discharging people at risk of or experiencing homelessness. This includes promoting **early identification of housing issues and planning from admission** both for accommodation needs and for any ongoing health and care needs. For example, through dedicated housing officers in care transfer hubs that arrange discharges and a designated lead for discharge of patients at risk of or experiencing homelessness. Health and care needs should be approached holistically, considering intermediate care needs after a hospital stay, but also wider support such as registration with a GP, and in-reach from mental health and drug and alcohol services, as appropriate.
- Work with councils and Integrated Care Boards to **improve how funding streams, including the reformed Better Care Fund and the new Homelessness, Rough Sleeping and Domestic Abuse Grant from 2026/27, can be used to fund intermediate care services tailored for those experiencing homelessness,** to improve continuity of care and access to post-discharge rehabilitation, recovery and reablement.

While the **Recovery Chapter** sets out action on mental health and substance use support to help people recover from homelessness, we are also taking targeted action on substance use to prevent homelessness in the first place. We will invest £60 million from 2026 to 2029 into the **Housing Support programme,** expanding its reach and continuing to support the housing needs of people in treatment and recovery from substance use. This targeted funding aims to strengthen the evidence on person-centred housing support that reduces the risk of homelessness and increases the likelihood that people stay in a safe and stable home. The programme will enable the continued delivery of innovative services including specialist housing workers embedded in treatment and housing services, floating support roles, and personalised budgets to help individuals meet housing-related needs.

In addition to interventions to prevent discharge from hospital into homelessness, we will also take action to **strengthen the way that housing, social care and safeguarding services work together to prevent homelessness,** particularly for people with complex needs. To support this, we will:

- Review and update the relevant areas of the **Care Act 2014 statutory guidance,** particularly in relation to councils' safeguarding responsibilities and how they should act on these to support people at risk of homelessness and rough sleeping.

- Publish **new support guidance, alongside consulting on the statutory guidance,** to help staff working across these services to respond to common challenges.[56] This will clarify relevant statutory responsibilities under the Care Act 2014, promote legal literacy, and offer practical reflections to support more confident, coordinated safeguarding practice.

3.4.3 Care leavers

> **'I always had a bag packed ready in case I became homeless' "I came into foster care aged 10 where I did my own washing, cooking and earned pocket money to help pay for a phone and some of my food but still I needed nurturing. At age 16 I was in a relationship with an older man who was threatening and the foster carer eventually kicked me out. I was moved into a house share but had no guidance and support. I got in with the wrong crowd; the property was trashed by the person I considered my boyfriend and his friends and I was beaten. I left and sofa surfed. Children's Social Care moved me to a very dirty hostel at age 17 with prison leavers, drug users and sex workers who I heard enduring frequent attacks; I was afraid for my safety and felt very alone."[57]**

To facilitate access to social housing we have made changes to regulations **in England to exempt care leavers under the age of 25 from social housing local connection and residency tests,** where these apply. We have also strengthened statutory guidance to strongly encourage councils to give the same level of priority to those care leavers who have been placed in their local area and wish to stay as their own care leavers.

In the long term, no young person leaving care should experience homelessness. **The homelessness system should never be used as a pathway to house young people following the end of a Looked After Child Placement.** To help achieve this, we will:

- Develop, by summer 2026, **a cross-government action plan to reduce the proportion of care leavers under 25 experiencing homelessness, with measurable targets to be achieved by the end of this parliament**. Central to this action plan will be new measures introduced through the Children's Wellbeing and Schools Bill, which will strengthen councils' statutory duties to better support care leavers and prevent homelessness.
- Introduce a **new duty for councils to provide Staying Close support up to age 25** where their welfare requires it, helping care leavers to find and keep suitable accommodation and access wider support.
- Amend the **local offer duty,** so councils will also be required to publish information on their arrangements to support care leavers in their transition to adulthood and independent living. This will include arrangements for future housing needs, to co-operate with local housing authorities, and assist those at risk of homelessness.
- Introduce **corporate parenting responsibilities for government departments and relevant public bodies,** to recognise the vulnerabilities and better meet the needs of care leavers when designing policies and delivering services.

56 MHCLG (2025) Working across housing, social care and safeguarding to tackle long-term rough sleeping, available: Working across housing, social care and safeguarding to tackle long-term rough sleeping: webinar - GOV.UK

57 Voice of care-experienced young person from local council Youth Homelessness Adviser visit (2021)

- Legislate so that **care leavers who are in scope of the corporate parenting duty will be exempt from intentional homelessness decisions,** and statutory guidance will be strengthened to help councils support care leavers at risk of accommodation breakdown.
- Continue to provide **targeted funding to prevent homelessness and rough sleeping among care leavers.**
- Work with councils **to extend good practice on how councils can provide rent deposit support to young people,** including through Rent Guarantor schemes, starting with care leavers and extending to other young people.

3.4.4 Young People

In addition to care leavers, other young people face distinct risks of homelessness, due to factors such as family breakdown, insecure housing, and limited support. Around half of adults in the 2025 Rough Sleeping Questionnaire who had slept rough within the previous year first experienced homelessness by the age of 25.[58]

Early support is vital to give young people the best start in life. Schools, family support services and youth programmes are important in helping young people and their families build stable lives and strong support networks. Targeted support within schools can play a major role in identifying young people at higher risk of homelessness and providing support to them and their families at a much earlier stage. Early findings from Upstream England pilots in Manchester, London and Sheffield demonstrate promising results. We are exploring opportunities to build on this success with Centrepoint, alongside The Royal Foundation of The Prince and Princess of Wales' Homewards programme.

To further support action to help young people at an earlier stage, we will:

- Deliver the **National Youth Strategy** which sets out a long-term vision to give young people the skills, opportunities and connections in their communities they need to thrive and promote safe and healthy lives. The strategy includes funding for more in-person activities and support, access to trusted adults, alongside opportunities to connect with their peers in new or improved youth spaces.
- Invest **£500 million a year in the Families First Partnership Programme** to shift children's social care towards early intervention. This includes holistic support to keep families safely together and help identify risks – including homelessness – at the earliest point. **Reforms to Family Help** will provide targeted support to children and families facing multiple and or complex needs. This can include support with issues which may contribute to the risk of homelessness, such as access to benefits, worklessness and drug and substance use. Families will be appointed a dedicated lead practitioner, who will draw on a wider multi-disciplinary team to provide holistic whole-family support.
- Continue to invest in **Family Hubs,** which play a crucial role in identifying emerging problems, such as signs that a family is struggling to maintain their tenancy, and act as a gateway for Family Help teams to wrap support around families who need more targeted support.
- Expand **Mental Health Support Teams in schools and colleges** to reach full national coverage by 2029. Recent data shows that over 1 in 4 young adults (aged 16 to 24) now have a common mental health condition. By supporting young people with their mental health, we will help put them on a positive trajectory to thrive in life, reduce their risk of becoming NEET (not in Employment, Education or Training), and prevent the likelihood of them becoming homeless.

58 MHCLG (2025) Rough Sleeping Questionnaire, available: Rough Sleeping Questionnaire 2025: Findings - GOV.UK

- Drive down risk factors like school absence via **establishing 90 attendance and behaviour hubs to improve school practice,** and roll out one-to-one attendance mentoring in 10 councils, reaching 10,000 young people over three years.
- Pilot **new multi-agency Young Futures Panels** to proactively identify young people before they get caught up in criminal activity and refer them to support services much earlier. Panels bring together a range of services supporting young people, including from children's services, health, and housing, to assess needs holistically and refer young people to support. This might include referrals to **Young Futures Hubs,** which bring together vital services in the local community.

To further strengthen support for young people at higher risk of homelessness, we will:

- Develop a **national Youth Homelessness Prevention Toolkit and develop a dedicated chapter of the Homelessness Code of Guidance** on young people, to support councils to work collaboratively with other public services to prevent youth homelessness.
- Update the **National Standards for the Provision of Children and Young People's Advocacy Services** to highlight the importance of independent advocacy to support young people, where appropriate, including 16- and 17-year-olds who are homeless or threatened with homelessness.

Case study:

Youth mediation services such as Roundabout's Talk It Out show how upstream family support can prevent homelessness and keep young people safely at home.

Roundabout is a youth homelessness prevention charity that delivers Talk It Out, a mediation service jointly funded with Sheffield City Council. The service supports young people and their families to resolve conflict and find healthy ways to keep families together. The mediators are impartial and work from a counselling-based, non-judgemental perspective. They guide conversations without taking sides, beginning with individual sessions for the young person and their family members. This gives everyone the space to share their concerns openly and explore solutions that feel fair and workable for all.

The team takes a flexible approach, offering sessions by phone, video call, in a private setting, or even while taking a walk in the park. When everyone feels ready, they bring people together to discuss issues, rebuild communication, and agree on practical next steps.

Talk It Out consistently helps to prevent youth homelessness, with most young people returning home or remaining at home successfully.

3.4.5 Veterans

Instances of veteran homelessness are thankfully low. Nonetheless, we recognise the significant contributions of veterans to our country, and that their experiences may mean their needs are different to civilians. Councils should have appropriate services in place, according to local need, to give veterans the specialist support they need to help prevent them from becoming homeless. To support this, we have committed to **ensuring that all councils are aware of service provision in their area to support veterans at risk of homelessness.** Alongside this commitment, we will:

- Commit an additional **£12 million to continue the Reducing Veteran Homelessness programme** for a further three years.

- Extend funding for **Op FORTITUDE,** the single referral pathway to connect individual veterans at risk of or experiencing homelessness with housing help and support.
- Deliver **VALOUR,** which aims to cohere and coordinate the delivery of local services for veterans, develop veterans' support centres and gather timely data to ensure veterans' needs are being met.
- Commit to ensuring all veterans with a housing need have access to support, building on changes to regulations in England to **exempt veterans of the regular UK Armed Forces from social housing local connection and residency tests** to facilitate access to social housing for those who need it.
- **Deliver the Veterans Strategy** to ensure veterans receive the support they need as part of a wider effort to celebrate their service and realise their full potential. Alongside this, the Defence Housing Strategy will accelerate new housing developments on unused military land, giving priority to Service families and veterans through a new 'Forces First' approach.
- **Improve data on veteran homelessness and rough sleeping in consultation with local partners.**

3.4.6 Refugees and migrant homelessness

People leaving the asylum system represent the second biggest group of people sleeping rough after leaving a public institution.[59] Newly granted refugees may be at higher risk of homelessness due to limited support networks and barriers to integration, such as lack of housing knowledge or employment opportunities. Supporting integration early is critical to reducing the risk of homelessness and enabling refugees to contribute fully to the communities that provide them sanctuary.

To enable early intervention for refugees at risk of homelessness, **the Home Office has committed to ensuring councils receive information from asylum accommodation providers for 100% of newly granted refugees at risk of homelessness, to enable councils to commence a homelessness assessment. This will be received within two days of an asylum discontinuation of support notification,[60] and within 14 days of family reunion visa issuance.** To achieve this, we will:

- **Introduce quality assurance monitoring** of positive asylum support discontinuation data being sent to councils, and **structured feedback mechanisms** to ensure issues can be resolved promptly.
- Work with councils, Strategic Migration Partners and accommodation providers to **ensure all parties understand their role** in the data sharing process and are clear on responsibilities.
- **Introduce a standardised single notification** point for all asylum accommodation providers to notify councils of newly granted refugees at risk of homelessness.

Alongside this, we will continue to improve processes over this parliament to ensure refugees receive **early, targeted support to integrate through advice and guidance** on securing onward housing and employment, so we can build a system that is both responsible and sustainable.

59 MHCLG (2025) Rough sleeping snapshot in England: autumn 2024, available: Rough sleeping snapshot in England: autumn 2024 - GOV.UK

60 An Asylum Discontinuation Notification (often referred to as a "discontinuation letter") is an official communication issued by the Home Office to inform an individual that their asylum support will end following a decision on their asylum claim. It advises them on how long they are eligible to remain in asylum support and when they must vacate the accommodation.

We will also deliver **long-term reform to create an asylum system that works for both new refugees and the communities they become part of.** This includes ending the use of hotels to house asylum seekers by the end of this parliament with an ambition to do so as soon as possible before that date, and a move towards large sites, including military sites, for asylum accommodation.

As 27% of people sleeping rough are non-UK nationals, it is important that services can appropriately respond to migrant homelessness more broadly.[61] That is why we are:

- Funding a **homeless migrants capability training package for councils and voluntary sector organisations.**
- The Ministry of Housing Communities and Local Government and the Home Office are running a **pilot in four council areas on access to immigration advice, short term accommodation and a named point of contact within the Home Office.** This pilot provides more support to councils to help people sleeping rough with restricted or unknown eligibility to public funds.

For some people, returning to their home country can sometimes be the most viable route out of homelessness. The **Voluntary Returns Service** will work in partnership with trusted and willing civil society organisations to support this, establishing a clear and accessible process for identifying and assisting individuals who would benefit from being supported to return to their country of origin.

3.4.7 Domestic Abuse

Domestic abuse is a significant driver of homelessness, affecting 16.5% of households owed the homelessness relief duty[62]. New research from the Rough Sleeping Questionnaire 2025 shows that nearly 70% of women experiencing rough sleeping in the past year had experienced domestic abuse since age 16.[63] The Government has set a target of halving violence against women and girls within a decade, and tackling domestic abuse will be a vital part of this. We will be setting out a transformative, cross-government plan in the upcoming Violence Against Women & Girls Strategy. We will also take steps to prevent homelessness for survivors.

- The **simplification of local government funding,** which includes bringing together funding for homelessness and rough sleeping, and the Domestic Abuse Safe Accommodation duty into a single grant (see **Preventing Crisis** chapter for further details) will enable councils to plan holistically across homelessness and domestic abuse services, including adopting new approaches **to preventing homelessness due to domestic abuse** while continuing to provide support to victim-survivors who need to flee.
- To support councils and improve consistency in support available to victim-survivors, we will develop a **toolkit on homelessness prevention and support for survivors of domestic abuse,** including drawing on the Whole Housing Approach piloted by Standing Together Against Domestic Abuse[64].
- The toolkit will draw on a forthcoming evaluation of **sanctuary schemes,** which provide solutions for survivors who wish to remain in their homes, and provide guidance and best practice support on how to keep survivors safe in their homes wherever possible, and how to deliver trauma-informed homelessness support for victims of domestic abuse.
- Where homelessness due to domestic abuse cannot be prevented, it is vital victim-survivors are supported into suitable accommodation with appropriate safeguarding in place. We are continuing to fund the **Support in Safe Accommodation Duty.**

61 MHCLG (2025) Rough sleeping snapshot in England: autumn 2024, available: Rough sleeping snapshot in England: autumn 2024 - GOV.UK

62 MHCLG (2025) Statutory homelessness in England: April to June 2025, available: Statutory homelessness in England: April to June 2025 - GOV.UK

63 MHCLG (2025) Rough Sleeping Questionnaire: Expanded Findings on Women, available: Rough Sleeping Questionnaire 2025: Expanded Findings on Women - GOV.UK

64 Standing Together (2025) The Whole Housing Approach, available: Whole Housing — Standing Together

- To help survivors move on into settled accommodation when they are ready, we have made it easier for victim-survivors of domestic abuse to access social housing by **exempting them from local connection and residency tests** where these apply, and we will seek to **strengthen protections available to women in co-habiting couples,** including better support to victims in joint tenancies. As part of updating statutory guidance on social housing allocations, mentioned in the **Universal** Chapter, we will address the barriers faced by survivors of domestic abuse with debt when applying for social housing, highlighted by recent research.[65]

3.4.8 Exploitation and Human Trafficking (Modern Slavery)

Exploitation and trafficking (modern slavery) encompass a range of serious crimes including sexual exploitation, criminal exploitation, forced labour or servitude, and human trafficking. Adults and children of all nationalities and backgrounds can be victims of these crimes. Many victims become homeless after escaping their exploiters; 280 households owed a homelessness duty were victims of modern slavery in April – June 2025.[66] Without timely assistance and stable housing victims remain at risk of re-exploitation and further abuse. Local councils play a critical role as first responders in identifying and referring victims of exploitation and trafficking.

- To strengthen councils' awareness of exploitation and trafficking, helping frontline services to better recognise victims and assess their vulnerabilities within the context of homelessness, we will **update the Homelessness Code of Guidance** chapter on modern slavery, promote **Modern Slavery Coordinators** in our practice toolkits, and review the Modern Slavery Statutory Guidance to improve local practice.

3.4.9 People experiencing multiple disadvantage

People experiencing multiple disadvantage (combinations of homelessness and rough sleeping, poor mental health, substance use, domestic abuse and contact with the criminal justice system) often face many years of precarious housing circumstances.[67] Of those engaged by the Changing Futures programme, which provides targeted support for multiple disadvantage, over half had been homeless or slept rough in the month prior to starting the programme,[68] and of those in settled accommodation, more than a third had little to no confidence of staying housed for the next six months.[69]

When life is this complex, single-issue services and responses do not work. People need flexible, person-centred support and co-ordinated specialist services to help with chronic co-occurring needs. Building on learning from the successful Changing Futures programme, we are therefore **investing £55.8m in a new multiple disadvantage programme.** This is a collaboration between the Ministry of Housing, Communities and Local Government, the Department for Health and Social Care, the Ministry of Justice, the Home Office and the Department for Work and Pensions and will transform the way local public service systems respond to people facing or at risk of multiple disadvantage, helping them regain control over their lives with the right support at the right time. Through intensive casework, peer support, and by joining up services, data and funding across partners, this programme will prevent some of our most vulnerable citizens – including women experiencing domestic abuse and with complex needs – from ever facing homelessness or rough sleeping, and support others with their recovery to prevent repeat homelessness and long-term rough sleeping.

65 Katherine Brickell, Mel Nowicki (2025), Debt Trap Nation: Family Homelessness in a Failing State

66 MHCLG (2025) Statutory homelessness in England: April to June 2025, available: Statutory homelessness in England: April to June 2025 - GOV.UK

67 MHCLG (2025) Cross-Government Homelessness and Rough Strategy, Analytical Annex

68 MHCLG (2023) Evaluation of the Changing Futures Programme: Baseline report, available: Evaluation of the Changing Futures Programme - Baseline report

69 MHCLG (2024) Evaluation of the Changing Futures Programme: Second interim report, available: Evaluation of the Changing Futures programme - second interim report

4. Pillar 3 – Preventing Crisis

Helping people stay in their homes

Summary: This chapter sets out the steps needed to ensure people at imminent risk of homelessness are given as much help as possible to stay in their homes. Doing this well means moving funding away from crisis response towards early identification of people who need help and putting in place personalised interventions that meet their needs. No one should have to sleep rough or become homeless before receiving assistance. Where preventing homelessness is not possible, services need to work together to ensure it is **as brief as possible,** and in particular, take steps to prevent people experiencing long-term homelessness or rough sleeping.

4.1 A system that prioritises prevention

Achieving this vision requires a culture change across homelessness services and the wider public sector. Whilst we have a strong legislative framework in place, in some areas practices such as turning people away when they are seeking help and making services difficult to access continue to prevent people from getting the support they need.[70] Services need to transition away from discouraging people from making homelessness applications, to encouraging them to seek help early, before their needs escalate. Too often, households are known to one service, such as a voluntary or community organisation, without that information being shared with the council or other relevant partners. To deliver truly coordinated and preventative support, everyone must work together, with clear referral pathways and shared responsibility for identifying and responding to risk early.

This strategy commits to **a new national target to increase the proportion of households who are supported to stay in their own home or helped to find alternative accommodation** when they approach their local council for support, rather than entering temporary accommodation or becoming homeless. The level of investment in homelessness services is a key part of this, but so – critically – is how that investment is delivered in order to prioritise prevention.

Since coming into Government, we have taken action to ensure councils have the funding they need to prevent homelessness.

- This year, we have made available **over £1 billion for homelessness and rough sleeping services,** including £694 million through the Homelessness Prevention Grant. To encourage investment in prevention we also introduced a ringfence to ensure a minimum amount of this grant is spent on prevention, relief and staffing activity. The £1 billion investment also includes a total of £255.5 million in the **Rough Sleeping Prevention and Recovery Grant** which consolidates the main rough sleeping and single homelessness-focussed grants into a single pot of money, giving councils more flexibility.
- We will be **providing £3.5 billion in funding for homelessness prevention and rough sleeping services** from 2026/27 to 2028/29. Over £3 billion of this funding will be delivered to councils through the multi-year local government finance settlement. This sustained investment means councils can do more to prevent homelessness, reduce reliance on expensive temporary accommodation and target resources where they are needed most.

This funding will support hundreds of thousands of households experiencing or at risk of homelessness. Last year, over 330,000 households received help from council homelessness services, and over 74,000 households at risk of homelessness and over 67,000 homeless

70 MHCLG (2025) Systems-wide evaluation of homelessness and rough sleeping: preliminary findings available: Systems-wide evaluation of homelessness and rough sleeping: preliminary findings - GOV.UK and; Public Interest Law Centre (2022) "Abused Twice" The 'gatekeeping' of housing support for domestic abuse survivors in every London borough, available: PILC-Housing-DA-Report_September-2022-Final-3-2-corrected-v2.pdf

households were helped to secure settled accommodation[71]. With the increase in funding flexibility to councils and action set out in this strategy, we expect the proportion of people securing settled accommodation to increase. The rate was just 42.3% of households when we took office, is already up to 46.5% and our target is for it to increase further across the parliament.[72]

We are introducing significant reforms to how we deliver this funding to councils, in order to provide multi-year certainty and greater flexibility to help plan more effectively, provide the services their communities need and put a stronger focus on prevention.

- Our new funding arrangements will bring an end to the current tension that forces councils to choose between investment in prevention and meeting temporary accommodation costs, by creating dedicated ringfenced funds for prevention.
- To do this, we are rolling the funding for temporary accommodation that is currently part of the Homelessness Prevention Grant into the Revenue Support Grant (£969 million over 3 years). The Local Government Finance Settlement Policy Statement sets out how the Fair Funding Review 2.0 will deliver a local government funding system fit for the future. This funding will be distributed using the new Settlement Funding Assessment which, with a new built-in formula, will now reflect proportional need for temporary accommodation across the country.
- The Prevention, Relief and Staffing element of the Homelessness Prevention Grant will be consolidated with the Rough Sleeping Prevention and Recovery Grant and Rough Sleeping Accommodation Programme resource funding into the new **Homelessness, Rough Sleeping and Domestic Abuse Grant.** This grant will provide almost £2 billion over three years to prevent and address homelessness and rough sleeping, alongside at least £480 million for delivery of support in Domestic Abuse Safe Accommodation.

These changes are part of the government's commitment to funding simplification to enable councils to act flexibly according to local circumstances and needs across all forms of homelessness. This approach recognises that local areas are best placed to assess their own need, and that challenges and responses can vary between – for example – towns and cities, and rural and coastal areas. To support this approach, we have introduced a set of metrics to measure progress, as part of the Outcomes Framework for local government (see **Foundations Chapter**).

Councils should take the opportunity of these changes in their funding, alongside increased funding certainty through the multi-year settlement, and the greater flexibility on offer, to review and refresh their prevention strategies, invest in multi-year services and strengthen long-term partnerships focussed on delivering progress against the Outcomes Framework metrics. Multi-year budgets enable councils to invest in recruiting and training homelessness prevention officers, many of whom might previously have had single-year contracts due to the short-term funding settlements under the previous government, contributing to challenges with retaining expertise.

71 MHCLG (2025), Statutory homelessness in England: financial year 2024 –25, available: Statutory homelessness in England: financial year 2024-25 - GOV.UK

72 MHCLG (2025), Statutory homelessness in England: July-Sept 2024, and Statutory homelessness in England: April-June 2025, available: Homelessness statistics - GOV.UK

4.2 Supporting people to access the right help at the right time

The lived experience forum told us that many people struggle to get the help they need when at risk of homelessness. Services can be difficult to navigate and the policies and legislation that exist are not always being acted upon:

> **"Councils are so overwhelmed they will make up any excuse not to help or do their duty."**[73]

> **"The homeless services use their own specialist language, you have to learn how it works and what to ask for because the services aren't forthcoming at first contact".**[74]

Ensuring people who are at risk of homelessness understand their rights and the support available to them is imperative. To support people to know where to go and what to expect if they are homeless or at risk, we will produce **"know your rights" materials** to explain common misconceptions about homelessness legislation and the realities of making a homelessness application.

- It is important that people can access the professional support they need when at high risk of homelessness. Government funded legal advice and representation is available through legal aid for possession, homelessness, or disrepair claims subject to financial means and a merit test.
- We have undertaken a comprehensive review of civil legal aid **and announced uplifts to housing, and debt and immigration and asylum legal aid fees.** This will inject an additional £20 million into the sector each year, helping to make sure vulnerable people forced into housing legal battles and at risk of losing their home have access to legal advice.
- Non-means tested support is also available through the **Housing Loss Prevention Advice Service,** which provides government-funded free legal advice on housing, welfare benefits, and debt issues to people facing the loss of their home.
- In addition, in 2025/26 we are providing over £6 million to 60 frontline organisations to improve access to legal support and information both in person and online and to help people resolve their problems as early as possible.

73 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

74 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

Case study:

The Sustaining Tenancies at Risk Panel is Newcastle City Council's multi-agency panel that helps prevent evictions into homelessness by supporting tenants at risk of losing their home due to rent arrears. It brings together partners including the Housing Advice Centre, Money Matters, Financial Inclusion, Support and Progression and Income Collection Teams. The panel works together to support customers to sustain their tenancy when eviction is imminent. It focuses on early intervention to help people sustain their tenancy, maximise their income and resolve problem debt before reaching crisis point

William, a 60-year-old refugee, faced eviction from his long-term council tenancy after rent arrears rose to £5,700 during the pandemic. Despite multiple referrals and engagement attempts, underlying issues such as unstable employment and personal stress prevented resolution, leading to eviction.

William presented for housing advice and a multi-agency response was initiated, involving housing services, financial inclusion teams, and welfare support. He was assisted to claim Universal Credit, complete an income and expenditure assessment, and develop a financial plan to make his tenancy sustainable.

This coordinated approach enabled William to return to his home and stabilise his financial situation, preventing long-term homelessness and reducing future risk.

4.3 A Shift Towards Early Intervention

There are many steps that councils can take to prevent homelessness both ahead of, and within, the 56-day statutory duty which would ultimately reduce pressure later down the line. To support them to do this we will develop a **Prevention Toolkit** to help councils understand and access best practice.

The Renters' Rights Act 2025 **will expand the scope of the homelessness prevention duty,** which will apply to any household served with a valid 'section 8' eviction notice. This presents more opportunities to intervene early and prevent homelessness. We have carried out a new burdens assessment and will fund councils for any additional costs. Training will be provided for councils to help familiarise themselves with the Renters' Rights Act and continue to meet their homelessness prevention duties.

Councils should also proactively **build relationships with landlords** in their areas, for example establishing local private landlord forums, so landlords can understand how to work with the council if they do have a tenant at risk of homelessness, and how their properties could be used to provide a home for a household in need. For providers of social housing, this may include establishing pre-eviction protocols to agree joint ways of working and establishing data sharing agreements for tenants at risk of tenancy failure.

Case Study:

Oxford City Council have an established pre-eviction protocol with registered social landlords, who have committed to work together to prevent homelessness. The protocol gives a clear guide for officers and landlords working with households at risk of homelessness and details the actions to take to avoid eviction, including agreement to notify the Council's new Early Intervention Team.

In one case a tenant was referred to the council following court order, where she had almost £8,000 of rent arrears. The Council's officer provided holistic homelessness advice and support including assistance with budgeting, help to apply for Disability Living Allowance for her daughter, assistance to engage with her GP and exploring benefit maximisation, such as council tax support. In tandem, the tenant's landlord successfully applied for a grant to clear the tenant's arrears and agreed a payment plan for court costs. Positively, because of this joint approach, the tenant was no longer at risk of homelessness and able to manage her tenancy moving forward.

Several councils are taking innovative approaches to **using data to identify households at risk of homelessness** before they ask for support. For example, through our test and learn programme, we are currently funding the Centre for Homelessness Impact and Xantura to work with local areas to identify households at risk of homelessness. This involves combining data from across a council, building a predictive model of the characteristics most closely associated with homelessness, and targeting support at high-risk households 3-6 months before they could reach crisis point.

Case Study:

Maidstone Borough Council have developed data analytics software to identify and target residents at early risk of homelessness. Working with Xantura and Kent County Council, the system uses a predictive analytics system and advanced data matching, where algorithms identify risk which are used to target interventions to residents with tailored support before they reach crisis stage. Between June 2023 - January 2025 this approach delivered temporary accommodation savings of £440,000, increased prevention effectiveness by 65%, avoided 96 homelessness cases, and avoided 44 temporary accommodation placements.

4.4 Person-centred support to prevent rough sleeping

To reduce long-term rough sleeping, councils need to deliver a shift in their approach to single homelessness, away from one-size-fits-all reactive responses. The evidence on what works, outlined in Section 4 of the Analytical Annex, is clear that services should focus on identifying people who have additional needs and are likely to sleep rough long term, providing tailored support to help them into accommodation that meets their needs and avoids their situation from worsening. Councils should not make access to services conditional on having been seen sleeping rough.

- To help councils identify those most at risk of long-term rough sleeping, and who need an accommodation-based intervention, we are currently piloting an **Ending Rough Sleeping Risk Assessment Tool** with 22 local councils across England. We will share the tool with all councils in England for use alongside guidance.

- The **Ending Rough Sleeping Risk Assessment Tool** takes account of the experiences of women and their complex needs, with the new research from the Rough Sleeping Questionnaire 2025 showing multiple disadvantage was identified in considerably more women with experience of rough sleeping (84%) than men (65%). Therefore, this tool will also provide an opportunity to identify how these experiences can indicate risks of long-term rough sleeping.[75] It provides opportunities to identify the challenges women have experienced such as domestic abuse, having children taken into care and using Violence Against Women and Girls services.
- We will update the **Homelessness Code of Guidance,** to clarify how the legislation applies to people at risk of, or experiencing, rough sleeping, ensure people sleeping rough have a timely assessment, and highlight how councils should work jointly with local partners, for example adult safeguarding teams and Safeguarding Adults Boards.

Councils should use their flexible funding to deliver tailored services to help tackle long-term rough sleeping. This includes commissioning a mix of outreach services and accommodation models, such as Housing First, supported accommodation, and well-designed hostels with clear move-on pathways, alongside specialist support services.

- To support councils we will produce an **Outreach Toolkit,** alongside a **Single Homelessness and Complex Needs Toolkit.** Together these will provide advice on designing and delivering services, including on effective outreach, accommodation pathways including the role of housing-led solutions, including Housing First, and enforcement.
- The toolkit will include advice on identifying and engaging women sleeping rough, such as visiting the most common spaces women choose to stay in overnight, such as in cafés, waiting rooms or walking around at night. We continue to gather information from a variety of sources, such as the Women's Census, and work with multiple organisations to gain insight into the challenges faced by women and how we can support them, reviewing and refining our tools.
- To help councils to identify and engage with people experiencing rough sleeping, we are continuing to support the funding of **StreetLink,** an essential tool for the general public to use to alert councils and outreach services and connect people experiencing rough sleeping into support services. Good-quality alerts through StreetLink support the work of outreach services, improve their prioritisation and identification of people that are not known to local services and or need support the most.

75 MHCLG (2025) Rough Sleeping Questionnaire: Expanded Findings on Women, available: Rough Sleeping Questionnaire 2025: Expanded Findings on Women - GOV.UK

Case Study:

Bradford Metropolitan District Council have established a Homeless Outreach Partnership through MHCLG funding, bringing together services to help people experiencing rough sleeping. This includes a Housing Options Officer who supports people to move on from rough sleeping. The Officer takes part in the regular outreach sessions to conduct assessments including on the streets, in emergency accommodation and in hospital settings resulting in an increase in people being supported off the streets.

In one case, a supported accommodation provider called the Officer as they were worried about a resident who had disappeared for several days. He was living with paranoid schizophrenia, using crack heavily, and had fled his property after experiencing violence. With no way to reach him, the usual process for a homelessness assessment couldn't happen – but leaving him on the streets was not an option. Understanding the urgency, the officer took immediate action. They located him in the city centre and because of the trust built over time, he agreed to complete the homelessness assessment in the car – a creative solution that ensured he could be placed in temporary accommodation that day and prevented him from returning to rough sleeping. It also meant his support from Probation and Mental Health services continued without interruption. The officer said: "I would not be able to conceive doing this role while office based and am proud of making a difference day to day to the most marginalised homeless group."

5. Pillar 4 – Improving Emergency Responses

Improving temporary accommodation and making people's experiences better if they do become homeless

Summary: Improving emergency responses is about ensuring that, if people do become homeless, they receive high-quality support. In the long term, as services shift from crisis response to prevention, there will be less need for emergency responses, and by providing high-quality support we will deliver our vision that where homelessness does occur, it is brief. In the short term, **we will eliminate the unlawful use of B&Bs for families this parliament**, improve the quality of temporary accommodation and reduce the cost.

5.1 Temporary accommodation

In the long term, our aim is to reduce the need for temporary accommodation by making homelessness rare. However, some temporary accommodation will always be needed as a safety net. Where it is, we are clear it must be safe, decent and stable.

Temporary accommodation includes a range of housing types. Many households are placed in self-contained housing, either owned by the housing association or owned or leased by the council, for extended periods. These can offer stability and decent living conditions. However, too many are in poor-quality or overcrowded accommodation. As highlighted in the **Introduction,** there is also variation in pressures across the country, with particular challenges in urban areas such as London and Birmingham.

The cost of temporary accommodation has increased rapidly.[76] Most concerningly, spend on B&Bs and nightly-paid accommodation is increasing at a faster rate, with some landlords and private firms taking advantage of the crisis – cashing in on councils' statutory duty to house people in temporary accommodation by switching from long-term lets to nightly paid because it commands a higher rent. While some of this nightly-paid accommodation may be good quality, such arrangements are not usually an efficient way to meet a long-term need, can make it hard for councils to hold the landlord to account for addressing maintenance and quality issues, and for residents provide little stability as they risk being moved at short notice.

While we deliver our long-term reforms to reduce the demand for temporary accommodation, we are focused on stamping out the worst forms of temporary accommodation and supporting councils to develop better alternatives. We will deliver a package of interventions to improve the quality and value for money of temporary accommodation that will:

- Increase the supply of good-quality, affordable temporary accommodation;
- Improve the physical quality of temporary accommodation and experience of households living in it; and,
- Support and drive temporary accommodation models that address specific challenges in local areas and share good practice.

We are clear that B&B accommodation is never suitable for families with children. We recognise there will be instances when B&B accommodation may be the only immediate option, for example emergency placements made out of hours, however such placements should be rare and very short.

76 MHCLG (2025) Local authority revenue expenditure and financing England: 2024 to 2025 individual local authority data – outturn, and MHCLG (2023) Local authority revenue expenditure and financing England: 2022 to 2023 individual local authority data – outturn, available: Local authority revenue expenditure and financing - GOV.UK

While the number of families in B&B accommodation is now reducing, it still remains far too high and we must see faster progress to ending this practice. That is why we are setting a **national target to eliminate the unlawful use of B&Bs for families,** other than very short-term use in emergencies.

The actions below set out our expectations and the tools we are giving councils to deliver. The **Foundations Chapter** outlines the support available and how we will respond where councils repeatedly breach their duties or fall behind on meeting this target.

5.2 Increasing the supply of good-quality, affordable temporary accommodation

We cannot improve the quality of temporary accommodation without also increasing supply. We also recognise the potential to get better outcomes for taxpayers' money: government is currently spending more on temporary accommodation than ever before, but the standard of housing does not reflect this.

We are committed to helping councils invest in good-quality temporary accommodation.

- Successive rounds of investment in the **Local Authority Housing Fund** have allowed councils to acquire housing that is better value for money and better quality, supporting homeless families, alongside Afghan and Ukrainian households. We are continuing this support through a fourth funding round of **£950 million** – the largest investment in the fund to date. This will deliver up to 5,000 homes by 2030.[77]
- We will continue to explore options to support councils to access good-quality temporary accommodation, providing homes for homeless households to reduce the need for expensive B&Bs and nightly paid accommodation. This includes **options for partnering with social impact and institutional investors to use private finance and support from the National Housing Bank.**
- We recognise that councils need a stable revenue stream to support innovative finance models, which allows them to lease good-quality properties or to unlock investment in new supply. However, as mentioned in the Child Poverty Strategy, the government is currently spending more on temporary accommodation support than ever before and the quality and standard of housing does not reflect this spending. This includes significant spend through Legacy Housing Benefit, with systems and funding approaches that have not been updated in years. There is an opportunity to improve the value for money that is being spent and improve the outcomes for vulnerable citizens. We are therefore committed to **considering the best way to sustainably fund good-quality temporary accommodation and drive down the use of poor-quality temporary accommodation.** This includes looking at how costs are managed through different funding streams across the system. We will continue to engage with councils and sector partners to identify the most appropriate ways to balance certainty for councils, value for money, and support for vulnerable people.
- Alongside investment in new supply, councils can reduce reliance on expensive and poor-quality temporary accommodation by improving sourcing and procurement practices. This includes better use of data, demand forecasting, planning and stock management to anticipate future need and minimise voids. To support this, we will develop a **Temporary Accommodation Toolkit** to help councils review and enhance their sourcing strategies.

77 MHCLG (2025), Local Authority Housing Fund: Round 4 prospectus and guidance, available: Local Authority Housing Fund: Round 4 prospectus and guidance - GOV.UK

We are aware that in a pressured housing market, councils can find themselves in competition for accommodation with other parts of the public sector.[78] The Office for Value for Money report on Procuring Short Term Residential Accommodation[79] has considered how the public sector can better coordinate procurement of accommodation to achieve better value for money and reduce competition between departments. The government has already taken steps to work with councils to develop more locally-led accommodation models which could deliver better outcomes for communities and taxpayers into the future, including through Government's Afghan resettlement pilots and a new £500 million fund for a more sustainable model of asylum accommodation.

5.3 Improving physical quality of temporary accommodation and the experience of households living in it

5.3.1 Physical standards and action on poor conditions

People living in temporary accommodation should expect strong protections against poor housing conditions and, in line with existing guidance, any housing being provided should meet the household's basic needs. We are committed to improving standards across all types of housing, including temporary accommodation.

- The Renters' Rights Act introduces powers to apply the Decent Homes Standard to the private rented sector and a power to bring private housing let as temporary accommodation into scope of the Decent Homes Standard. The government's intention is that **the Decent Homes Standard should apply to temporary accommodation** wherever possible. We have recently consulted[80] on the detail of the new standard and are considering the feedback.
- The Act also **enables the extension of Awaab's Law to the private rented sector,** allowing us to set clear legal expectations about the timeframes within which landlords in the private rented sector must make homes safe where they contain serious hazards, such as damp and mould. It also allows us to apply Awaab's Law to temporary accommodation occupied under licence through regulations. We will consult on the approach to applying Awaab's Law to temporary accommodation. Alongside this, we will **engage with councils and homelessness organisations to determine how best to strengthen protections against poor housing conditions in temporary accommodation.**
- We are committed to ensuring that temporary accommodation quality standards are met and that landlords who are providing poor-quality and excessively expensive homes cannot exploit the current crisis. Nightly-paid accommodation is now the most common form of temporary accommodation and, while useful and necessary in certain circumstances, is often significantly more expensive and of more variable quality than other options. We will **consider how best to ensure that nightly-paid temporary accommodation is used appropriately, including via regulation.**

78 National Audit Office (2024), The effectiveness of government in tackling homelessness, available: The effectiveness of government in tackling homelessness - NAO report

79 HMT (2025) The Office for Value for Money Report on Procuring Short Term Residential Accommodation: Office for Value for Money (OVfM): procuring short-term residential accommodation - GOV.UK

80 MHCLG (2025) Consultation on a reformed Decent Homes Standard for social and privately rented homes, available: Consultation on a reformed Decent Homes Standard for social and privately rented homes - GOV.UK

5.3.2 Improving households' experience when living in temporary accommodation

Even where temporary accommodation is of reasonable quality, families may still face disruption to education and health services and not have access to the right support when placed in temporary accommodation.[81]

Keeping children safe is a priority for this Government. Councils have a legal duty to safeguard and promote the welfare of children when making temporary accommodation placements, but our Lived Experience Forum highlighted how inappropriate and unsafe it can be for families sharing accommodation with individuals with complex needs:

> **So somebody's coming in with a lot of issues, but there are kids there as well and they're already scared about why they're here and the accommodation situation is so, so, so bad… like middle of the night, it's a fight going on there and you know, like banging on the doors and that's not good for anyone, especially when a lot of people had a few traumas. Then that can trigger and that can make it very unsafe.[82]**

When making temporary accommodation placements, the law requires councils to ensure they are suitable[83] and that the individual circumstances of each household are taken into account. In addition to ending the unlawful use of B&Bs for families, we will take action to improve the suitability of temporary accommodation and where households are placed.

- In the **Foundations** Chapter, we set out our requirement for councils to publish action plans. These must include their policy for procuring sufficient units of temporary accommodation and allocating them. They must reflect their duties to safeguard and promote the welfare of children, and the action they will take to mitigate disruption of support and essential services.
- Councils should, wherever possible, **seek to place homeless households within their area,** except where there are clear benefits for the person seeking assistance (for example, in cases of domestic abuse). Any placements out of area should seek to **minimise disruption,** in particular to **health services, education and vital support networks.** We are aware of instances of poor practice and will engage with stakeholders early next year to set out how we will address this. We will clarify **what is suitable** and make **expectations on placing and receiving local councils** clear, including that:
  - **multiple moves** must be avoided unless there are clear benefits for the household;
  - **out-of-area placements** should never be determined on the basis of cost alone, and should not be used where closer, more suitable accommodation is available and the placement does not benefit the household;
  - **school attendance** should be supported by minimising travel distance and maintaining established links with schools wherever possible;
  - authorities receiving out-of-area placements must be notified in accordance with the law: this is not a tick-box exercise but should involve **engagement with the receiving authority** where necessary to minimise disruption and promote the welfare of any children.

81 Housing, Communities and Local Government Committee (2025), England's Homeless Children, available: England's Homeless Children – Government must tackle crisis in temporary accommodation, say MPs - Committees - UK Parliament

82 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

83 Legislation (2012), The Homelessness Suitability of Accommodation, available: The Homelessness (Suitability of Accommodation) (England) Order 2012

- Through our **Temporary Accommodation Toolkit, we will provide good practice guidance on management of placements.** For example, identifying and meeting support needs, as well as managing out-of-area placements and preventing unnecessary multiple moves.
- **We have published new data on out-of-area placements to improve transparency,** setting out which areas have received placements, the composition of the household being placed out of area and the type of accommodation they are placed into. **We will use this data to drive out the use of unsuitable placements.**

We will engage with councils experiencing the highest pressures and other stakeholders to **develop new metrics to improve the monitoring and suitability of placements,** and test proposed changes to guidance to target improvements to quality and experience.

We want to get to the position where families in temporary accommodation have access to key facilities, including cooking and laundry facilities, secure storage and Wi-Fi. As a minimum requirement, accommodation for families with babies under the age of two must have adequate space for their cot. Following Citizens UK's campaign **on access to basics**[84] for households whilst in temporary accommodation, we announced **£10.9 million in 2025/26 for 61 councils** with the highest levels of children in temporary accommodation[85]. This funding will be used to increase access to support and services for families and make a tangible impact on their quality of life whilst they remain in need. This will deliver positive benefits for education and health outcomes, including school attendance.[86]

5.3.3 Improving health and education outcomes for children

As highlighted in the Child Poverty Strategy, we will take action across government and public services to address the impact that temporary accommodation can have on children's education and health outcomes (as highlighted in the **Introduction**).

Through the **Children's Wellbeing and Schools Bill,** we are introducing a **single unique identifier for children nationally to help improve information sharing and safeguarding,** which means practitioners and services working with families and children must receive and share relevant information about children and families they support, including to assess safeguarding risks effectively.

Our **long-term ambition is to reduce the number of days lost at school for children living in temporary accommodation.** Thanks to our world leading attendance data tools, schools, trusts and local authorities can already track disadvantaged children's attendance in near real time. This enables them to spot trends early, benchmark school outcomes to close gaps and drive down school absence rates, including for children eligible for free school meals. Building on this existing data we will improve transparency on the number of school days lost for children in temporary accommodation so that targeted support can be provided more effectively. We will introduce **a new duty on councils to notify schools, health visitors and GPs that a child is in temporary accommodation.** This builds on the success of Shared Health Foundation's SAFE Protocol Campaign working with pilot councils.

- This will help improve partnership working and ensure services are not aware of the household's status so they are able to provide appropriate support.

84 Citizens UK (2025) A long way from home: improving the experiences of people in temporary accommodation, available: CitizensUK_TemporaryAccommodation_DIGITAL_9May2025.pdf

85 MHCLG (2025), Supporting Children Experiencing Homelessness: funding allocations, available: Supporting Children Experiencing Homelessness: funding allocations - GOV.UK

86 MHCLG (2025) Supporting Children Experiencing Homelessness, available: Supporting Children Experiencing Homelessness: funding allocations - GOV.UK

- Staff supporting vulnerable children, such as school pastoral teams, should work closely with families to **provide the right support** when a child is living in temporary accommodation. In addition to pastoral support, practical assistance might include breakfast clubs, after school activities and support with homework.
- We have put in place a **strong framework to prevent pupils being removed from a school's roll unlawfully.**

It is imperative that we prevent deaths caused by poor-quality accommodation or gaps in health care provision. As set out above, we will strengthen protections against poor housing conditions in temporary accommodation. Alongside this and the new duty on councils to notify GPs and health visitors when a child is in temporary accommodation, we will:

- Work with health services to ensure families in temporary accommodation are **proactively contacted** by health services.
- Introduce a **clinical code** for children in temporary accommodation to improve data on accidents and admissions to better identify and prevent incidents.
- **End the practice of discharging newborn babies into B&Bs or other unsuitable shared accommodation.** We will work with councils, supported by robust NHS pathways, to make sure safe and appropriate alternatives are available and used.

5.4 Supporting and driving place-based temporary accommodation models and sharing good practice

Temporary accommodation challenges are different across the country, therefore place-based responses are essential to ensure that councils are responding to local needs and learning from others experiencing similar challenges. Our **Emergency Accommodation Reduction Pilots are** working with 20 target areas with some of the highest use of B&Bs to identify solutions that address their own local circumstances. Since implementation of the pilots in January 2025, target areas have seen the number of families with children in B&Bs for more than the 6 week limit decrease by 41% year-on-year, compared to non-pilot areas which saw a 17% reduction.[87] This work is backed by an £8 million investment to date and has funded additional procurement activity to identify suitable move-on options for families currently in B&B, training for staff to improve advice and support (including trauma-informed practice and family reconciliation) and increased prevention activity. We now plan to scale this up to deliver an Emergency Accommodation Reduction Programme with £30 million funding to tackle a wider range of poor practice – including B&B and unsuitable out-of-area placements.

We have committed to over £2 million additional funding for 15 councils in 2025/26 to carry out additional 'occupancy audits' which build on best practice from the current programme and will fund audits of temporary accommodation. These will consider suitability for the households, including identifying any property issues and broader support needs.

87 MHCLG (2025) Statutory Homelessness in England, available: Statutory homelessness in England: April to June 2025 - GOV.UK

Case Study: Waltham Forest Emergency Accommodation Reduction Pilot

The London Borough of Waltham Forest is one of the twenty Emergency Accommodation Reduction Pilot areas. Within just 6 months, the council successfully reduced their B&B use for families from more than 90 placements over 6 weeks to zero. This was accomplished through a bold, mission driven, whole council approach that embedded shared accountability to reduce placements across departments and focused collective efforts on three strategic pillars of homelessness prevention, expansion of temporary and supported accommodation and enhanced wraparound support.

Central to this success was work of the Housing Options and Support Service which embedded early intervention practices and broadened access to welfare support for households at risk of homelessness, ensuring that prevention was at the heart of every interaction with residents. A borough-wide homelessness training programme reached over 300 frontline officers, instilling a "no wrong door" ethos and equipping staff to identify and support those at risk of homelessness more effectively. Alongside this, the council launched an ambitious temporary accommodation acquisitions programme and increased the supply of private rented sector offers. This significantly reduced reliance on costly commercial hotels. A refreshed approach to private rented sector lettings, featuring regular property newsletters, resulted in homes being let within 72 hours of listing.

Recognising the pressures in the private rented market, the council also intensified landlord engagement efforts. This included the development of an enhanced support package and a strategic review of landlord incentives. These measures aimed to both retain and attract landlords, mitigating the impact of market contraction and increasing the number of private rented sector homes available for the discharge of statutory homelessness duties.

Central government cannot tackle the temporary accommodation crisis alone, but it has a vital role in setting expectations and sharing what works. Through our **Temporary Accommodation Toolkit** we will work alongside councils and homelessness organisations to share good local practice and support national improvements in cost, quality and standards. Examples of action to improve quality and bring down costs locally can be seen in the following case studies:

Case Study: Setting the Standard

Setting the Standard was launched in September 2020 as a cross-London inspection membership service to improve the quality of temporary accommodation. This service focuses on the quality of nightly-paid bed & breakfast and studio flats used by local authorities, and is supported and funded by London Councils and the 31 London boroughs where the scheme operates.

The service operates through a central inspections team and utilises a bespoke IT system so that boroughs can share inspection data transparently. Inspections look at a range of quality and safety standards, with properties then graded from A to E. Those graded A-C are considered acceptable, and those graded D-E indicate failures due to missing documentation or serious hazards. Grade E properties trigger automatic alerts to environmental health teams with placing boroughs then ensuring unsafe accommodation is not used. The system allows local authorities to verify property standards before placing vulnerable households, improving both the safety and quality of temporary accommodation used.

Case Study: Bristol Emergency Accommodation Framework

An Emergency Accommodation Framework was first established by Bristol City Council in 2015, as a route through which private landlords and other organisations could supply properties for use as temporary accommodation. Due to escalating costs and inconsistent practices in temporary accommodation, a new framework was commissioned in 2024, jointly with neighbouring authority South Gloucestershire. This aimed to set ceiling prices by property size, cap costs against annual inflationary uplifts, and improve accountability and standards.

The revised approach standardised pricing and conditions across all Council services, removed utility costs from most placements, and strengthened compliance through regular audits and performance monitoring. And despite initial provider resistance, firm negotiation ensured adoption, with 22 providers now on the framework and 15 more expected to follow.

The use of this framework has delivered estimated savings of £2.2 million annually, whilst significantly increasing the supply of temporary accommodation. Furthermore, hotel use has fallen from 145 households to just three, extended shared accommodation stays have been eliminated, and quality assurance and strategic reviews ensure ongoing compliance against the area's standards of delivery.



6. Pillar 5 – Recovery and Preventing Repeat Homelessness

Ensuring people don't experience homelessness more than once and halving long-term rough sleeping

Summary: Recovery and preventing repeat homelessness means more than finding a home; it is about helping people rebuild their lives with the right support. A settled home is the foundation, but lasting recovery requires coordinated help from public services and communities. Nearly one sixth of homeless people may experience homelessness more than once, and for some it may be many times, often due to poor health, lack of support or trauma. [88] Our new target **to halve long-term rough sleeping** demonstrates our commitment to supporting the most vulnerable individuals.

> **"Housing won't keep you housed unless you have other things around you to support that."[89]**

6.1 Supporting people furthest from services and halving long-term rough sleeping

We know that the increased number of people sleeping rough, alongside previous national ambitions to reduce the overall prevalence of street homelessness, have resulted in councils using ever more of their resources to support people with lower needs. It remains our long-term ambition to end rough sleeping; however we also want to do things differently to ensure that all individuals receive the help they need. As set out in the **Preventing Crisis Chapter,** councils should seek to identify people at risk of sleeping rough early and intervene to divert them from the street into suitable accommodation. We expect this to free up outreach and support services to work differently, and more intensively, with people experiencing long-term rough sleeping.

We know that our **target to halve long-term rough sleeping** is ambitious. While in some areas we will see larger reductions, in others the scale of change means that this will be more of a challenge. However, we are committed to doubling down our efforts to support those people who need it most.

- To support this change in approach, we will introduce the **Long-Term Rough Sleeping Innovation Programme, a £15 million investment** that will enable councils with the greatest pressures to deliver more personalised and comprehensive support for people with complex needs. By investing in innovative local solutions, we aim to create a stronger, more responsive system.
- This work will learn the lessons from Changing Futures and work in tandem with the new £55.8 million multiple disadvantage programme.
- We will also be introducing Long-Term Rough Sleeping Partnership Plans for areas with high numbers of people sleeping rough long term. These plans will need to be written in collaboration with, and co-signed by, partner agencies.

88 MHCLG (2025) Better Outcomes Through Linked Data, Repeat Homelessness Report, available: Better Outcomes through Linked Data: Repeat homelessness report - GOV.UK

89 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

6.2 Responding to harmful behaviours – support first, enforcement where necessary

For too long, some of the most vulnerable people sleeping rough long term have not got the help they need. No one should be criminalised for sleeping rough. The **Vagrancy Act** has no place in a just society, which is why we have made a commitment to repeal it by Spring 2026. [90]

This does not mean that we will accept behaviours by people who are sleeping rough that pose a risk of harm to themselves or others, and we expect councils to be proactive in addressing any behaviour which negatively impacts our local communities, including the most visible signs of rough sleeping such as tents and encampments. We must ensure support goes to those who are vulnerable, while at the same time – where necessary – ensuring local areas make use of the range of tools available under existing legislation to address persistent anti-social or harmful behaviour in a rough sleeping context. As part of the suite of toolkits we are producing to help councils and other partners address homelessness, **we will define consistent expectations on what effective and proportionate engagement and enforcement looks like.**

We are very clear that councils should be actively responding to the use of tents for people sleeping rough. Tents are not an acceptable form of housing solution; neither a safe nor dignified place to sleep, and not a home. Tents can also create additional risk of harm for other vulnerable people and staff offering support. There are unique challenges in supporting people sleeping in tents to move away from the streets, but that should not mean that local services do not act. A safeguarding-led approach should be the first response, but where a risk of harm and anti-social behaviour to individuals sleeping rough or others is present, local areas should respond to harmful behaviours and, where necessary and proportionate, consider enforcement action to ensure our streets are safe.

6.3 Access to services – verification

We know that, in some places, people at risk of homelessness feel that they have to sleep rough to get help[91]. This is because many areas have used 'verification' (being seen sleeping rough by an outreach worker) as a way of targeting services and support. While the intentions behind this approach are to protect resources, we believe that – in some areas – it has had the unintended consequence of increasing rough sleeping. In the long term, with the shift to prevention set out in this strategy, local areas should not need to use verification. Instead, they should direct their resources at identifying and supporting people at risk of rough sleeping, based on need, as well as focussing on those sleeping rough who are hardest to reach. We will work with councils to build on the work of the Mayor of London and other councils **to support services to move away from verification and towards assessment based on need. We will also promote consistent use of the Ending Rough Sleeping Risk Assessment Tool, or similar diagnostic models.**

90 Repeal by next spring remains our ambition. This remains subject to Royal Assent and commencement timings of replacement measures in the Crime and Policing Bill

91 Mayor of London (2025) Ending rough sleeping in London, available: The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall

6.4 Access to specialist services - mental health, substance use and physical health

> **"What needs to be considered is the traumatic experience of being homeless. And that doesn't stop the moment you come out of homelessness… Even if you didn't have mental health issues going into homelessness, you are guaranteed 100 million percent [to have mental health issues after experiencing homelessness]. I have no doubt in my mind at all that everybody goes through a homelessness journey will experience trauma if being homeless and that needs to be considered because even if you've got no recovery to deal with, no official mental health diagnosis or any compound need, you are going to have an adjustment and, you know, adjustment from that trauma."**[92]

Mental ill health can be a cause or consequence of all forms of homelessness.[93] Through the new 10 Year Health Plan, the Government is driving a radical shift towards prevention and early intervention. Alongside this, we recognise the need for specialist mental health support for individuals who are, or are at risk of becoming, homeless.

The NHS England Mental Health Rough Sleeping programme is supporting better access to specialist homelessness mental health support. Across the country, 37 multi-agency teams have developed new models of care, helped improve access to psychological therapies, and improved physical health care, access to employment support, trauma-informed care, and support for those with self-harm and substance use problems. The services have significantly reduced mental health crisis admissions to emergency departments as well as the length of stay in hospital.

Case Study:

The Shropshire, Telford and Wrekin Rough Sleeper Team aims to provide rapid assessment and follow-on mental health support to people experiencing homelessness with mental health needs. The nursing staff have provided support that goes beyond just mental health care, including court attendances, police liaison, arranging crisis food bank referrals and working with housing services. One service user said "[The Rough Sleeper Team] are the ones that matter because they're the only ones who are really there for you. [My key worker] is my saviour."[94]

To make sure that people have access to the right mental health support we will:

- Publish the independent evaluation of the **NHS England Mental Health Rough Sleeping programme** and engage with local system leaders to share the full findings, further improving access to mental health care for people experiencing homelessness and rough sleeping.
- Test a new model of community care for people living with severe mental illness in six pilot sites and 16 associate sites. The 24/7 **Neighbourhood Mental Health Centres** offer round the clock community-based care without the need for a GP referral, and integrate mental health, housing, benefits and employment support. 24/7 Neighbourhood Mental Health Centres aim to remove

92 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

93 Alma Economics (2019) Homelessness: Rapid Evidence Assessment, available: Homelessness: Rapid Evidence Assessment

94 Lived Experience Service User of the Shropshire, Telford and Wrekin Rough Sleeper Team part of the NHS England Rough Sleeping Mental Health Programme

barriers to support people, including those experiencing homelessness, to receive mental health care. They will connect to and work alongside specialist homelessness services where necessary for individuals with severe mental illness, entrenched rough sleeping and complex trauma.

- Invest **£473 million of capital funding** into local systems across 2026-27 to 2029-30 and encourage them to use this funding to establish 24/7 Neighbourhood Mental Health Centres, alongside other capital priorities such as Mental Health Emergency Departments. We will share learnings from the pilot site evaluation next summer as we continue our journey to reform the mental health system to embed neighbourhood models of care.
- Invest up to £120 million to develop more dedicated **Mental Health Emergency Departments,** to ensure patients get fast, same-day access to specialist support in an appropriate setting. Whilst we strive to support more people in their local communities, far too many people – particularly people experiencing homelessness[95]– are still presenting to A&E in mental health crisis. In 2026/27, all Integrated Care Boards must develop a plan for delivering their local approach to establishing mental health emergency departments by 2029.

Our ambition is to improve health access and remove stigma for people experiencing homelessness and rough sleeping, ensuring full alignment with the 10-Year Health Plan for England and the Men's Health Strategy. This means transforming both healthcare and homelessness systems to be preventative with tailored and integrated health services, particularly for disadvantaged and deprived communities. As part of this, we will establish Neighbourhood Health Centres in areas with the lowest healthy life expectancy, acting as 'one-stop shops' for patient care and hubs for multi-disciplinary teams delivering holistic, trauma-informed services.

> **"It's like you're being dropped into a deep hole and you can't get out... You can't get out of this hole, and all you're going to do is you're going to back to that default setting of, well, I'll go back to what I know and I'll start using drugs because I cope better with trauma that way."[96]**

Alongside ill health, some people may also have other needs, such as substance dependence, which make them vulnerable to both repeat homelessness and appalling outcomes, including death.[97] It is therefore vital that we not only provide the right specialist services to address these needs, but also that these services support people with co-occurring needs. That is why we will:

- Invest £185 million from 2026-29 and continue to **fund the Rough Sleeping Drug and Alcohol Treatment programme,** expanding to a small number of additional councils with high levels of need. This will enable the continued delivery of targeted and specialist drug and alcohol treatment and support, as well as wraparound support for those with multiple and complex needs who have experienced substance dependence, mental ill health and/or trauma at the same time.
- Implement the **Co-occurring Mental Health and Substance Use Delivery Framework,** developed by the Department for Health and Social Care and NHS England, which aims to improve treatment for people dealing with substance misuse and mental ill health at the same time. This framework sets out national commitments and guidance for the health sector on improving the delivery of joined-up, person-centred care across drug and alcohol treatment, and mental health services.

95 Homeless Link (2025) The Unhealthy State of Homelessness 2025, available: Homeless_Health_Needs_Audit_Report_2025.pdf

96 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

97 MHCLG (2025) Better Outcomes Through Linked Data, Repeat Homelessness Report, available: Better Outcomes through Linked Data: Repeat homelessness report - GOV.UK

The overall number of deaths related to drug poisoning in England and Wales are the highest on record[98], and 44% of homelessness deaths are attributed to drug and alcohol causes[99]. This is unacceptable. To tackle, and accurately record these deaths, we will:

- Work closely across government and with the Office for National Statistics, to reinstate its report on homelessness deaths.
- Consult on proposals to expand access to naloxone, a lifesaving medication used to reverse opioid overdoses. These proposals include enabling services supporting people experiencing homelessness and rough sleeping to distribute supplies of naloxone to vulnerable people in their care.

6.5 Embedding person-centred support in the community

Beyond specialist services, many people need help to rebuild or create support networks that foster belonging, resilience, and stability. Loneliness and isolation can undermine recovery.

> **"I felt incredibly isolated when I moved… I didn't know how to become part of a new community."[100]**

> **"I was getting lonelier and lonelier, and I joined a writing group in a community centre. And I've made two amazing friends."[101]**

Local councils and voluntary, community and faith sector organisations play an important role in helping people rebuild social networks, access practical support, and reconnect with services.

98 ONS (2024) Drug and alcohol deaths 2024, available: Deaths related to drug poisoning in England and Wales - Office for National Statistics

99 Museum of Homelessness (2025) Dying Homeless Project, 2024 findings, available: MoH_DHR2025.pdf

100 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

101 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

Case Study:

"The Thursday Club" is a space for people who have previously been rough sleeping in Bournemouth, Christchurch, and Poole. It is run by Faithworks Wessex, a small, local, voluntary based charity who previously ran a winter night shelter but now offer an appointment-based service for those sleeping rough called Half-Time, alongside foodbanks, community meals and finance support. Their strapline points to their focus: changing homelessness together - one life at a time.

"The Thursday Club" supports people with personal progression, life skills and social networks to sustain their recovery from rough sleeping by providing activities and building community and friendship in a safe and encouraging space. The club runs out of a church in Bournemouth with a sign on the door reading "Thursday Club; Life scores, Bingo, Toasties Together, Weekly Planner, Hope Talk". Volunteers build relationships with members of the club and staff provide weekly goal setting and review sessions and support with appointments and admin. Members of the club are people who were either previously guests at Half Time or referred by the commissioned outreach team and they have built relationships over the course of their journey out of rough sleeping with the staff and volunteers. The aim is to help guests create and keep a home for as long as possible and prevent repeating street homelessness.

A member of the club, previously sleeping rough long term describes the project as;

"A safe space…There is something about knowing that the people here are volunteers… they're not just ticking a box. They are here because they care. It is the first time in my life I have felt like someone cares for me, like I am worth something. I know I have to make changes, and it is hard sometimes, but coming here gives me the confidence and support from [the centre manager] holds me to account".

For many, especially those least likely to engage with mainstream support, rebuilding trust takes time. Voluntary, community and faith groups can act as a bridge, offering connection and support. Community services, such as night shelters, day centres and other services, can complement wider council support through additional homelessness prevention work and forming partnerships with other local services. These organisations are key partners in supporting recovery and preventing homelessness, especially for people sleeping rough, both during and after their time on the streets.

- Through the £37 million **Ending Homelessness in Communities Fund,** we will invest in these services to help people rebuild their lives and stay off the streets for good. This will support over 100 voluntary sector organisations and reach over 60,000 people a year.
- **Peer support workers** use their lived experience to help others engage with services, reduce harm, and sustain housing. They are especially effective for people facing repeated or long-term homelessness and are well established in drug and alcohol treatment. Councils should embed peer roles and lived experience in service design and delivery, in line with National Institute for Health and Care Excellence guidance.[102]

102 NICE (2022) Integrated health and social care for people experiencing homelessness, available: Integrated health and social care for people experiencing homelessness, NICE guideline

6.6 Supporting councils to provide housing-led support and specialist housing for people with complex needs

As outlined in the **Preventing Crisis** chapter, we have consolidated and simplified funding, including funding for accommodation-based support services that can help recovery from homelessness and rough sleeping. Councils should review the accommodation and support they currently provide and consider how they continue to use this funding for accommodation and support services that meet all local needs, including housing-led models, access to mental health services, employment support and personalised budgeting support.

- The Homelessness, Rough Sleeping and Domestic Abuse Grant consolidates previous revenue funding for the **Rough Sleeping Accommodation Programme,** and there is separate ongoing revenue funding for the **Single Homelessness Accommodation Programme** to ensure units delivered through those programmes continue to support more vulnerable people to rebuild their lives.
- The Homelessness, Rough Sleeping and Domestic Abuse Grant also supports the delivery of **Housing First and other housing-led models,** where these are needed. Housing First is an important model that can successfully support individuals with very high needs whilst including them in shaping their support. It also reduces pressure on other public sector services such as the NHS, the criminal justice system and social care.

Case Study: Housing First Greater Manchester

Tammy was referred to the Housing First service in Greater Manchester whilst living in supported housing but remained reluctant to engage with her support workers. She moved on from this placement into her own housing association tenancy, before abandoning the property and returning to rough sleeping with her partner.

There were serious concerns for Tammy's safety due to a history of physical abuse & self-harming along with previous misdiagnosis of her mental health needs and history of class A drug use. Tammy refused multiple offers of accommodation and continued to sleep rough, despite becoming pregnant, and was reluctant to engage with the Housing First Support worker due to her lack of trust in services. Following arrest and being remanded to prison, Tammy then began to build a relationship with the Housing First worker who visited regularly. She then began to work with drug treatment and mental health services, which resulted in a diagnosis of PTSD from childhood trauma, which was then treated.

While in prison Tammy was supported to establish letterbox contact with her two children, who were both removed at birth, she voluntarily engaged with agency professionals to develop a plan for her future, which included signing a Housing First tenancy which was available upon release. Tammy's support worker continues to work with her and will help her transition into her new home and to move forwards. Tammy also completed a work programme whilst in prison which led to job offer upon release. The period from initial referral into her Housing First home was five years, demonstrating the quality & consistency of support, and accommodation, required for individuals like Tammy to rebuild their lives.

Not everyone with experience of homelessness and rough sleeping will require the intensive level of support that the Housing First model provides. Therefore, councils should have a range of accommodation models to meet the differing levels of need in their communities.

- We will produce a **Supported Housing Toolkit** to help councils consider the range of accommodation with support options, including housing-led models, and develop effective strategies that provide the right types of accommodation with support to best meet their local area's needs.
- Registered housing providers are essential partners in this and should work with their councils to be ambitious with bids submitted for new supported homes in the new £39 billion Social and Affordable Homes Programme.

Case study:

The Harbour Project is a Pan-London congregate housing first service developed by Your Place and the Greater London Authority and demonstrates how traditional hostel models can be innovatively adapted at scale to provide an option for those with the most complex needs. The scheme comprises of 23 self-contained, fully furnished studio flats with balconies. Four are fully accessible for those with significant mobility needs. Crucial to the model is a communal lounge and kitchen, where residents can socialise and participate in a range of activities including weekly specialist sessions for education, training and employment, recovery drop-in provided by the local substance misuse agency, as well as access to a range of health-related support and interventions hosted within Your Place's main building.

Whilst specialist housing is vital for some, most households can recover through access to social or private rented homes. As set out in the **Universal Prevention** chapter, we are updating social housing allocations guidance, including to remove barriers to access for households that have experienced homelessness. The Renters' Rights Act reforms will improve housing quality and security in the private rented sector and help to reduce the risk of repeat homelessness for households moving out of temporary accommodation into settled private rented homes.

6.7 Support to access employment

> **"I think the employment side is so destabilising when you lose work in your career and then having to explain to an employer, oh, you know, I had a three-year gap because I was homeless."**[103]

Experiencing homelessness or rough sleeping can mean that individuals lose their job and struggle to access or get back into employment, particularly if they are moved into temporary accommodation and away from their support networks.[104] The **Universal Chapter** outlines the actions we are taking to help people increase their earnings and income, supporting long-term stability. However, specific action is also needed to help people recover from homelessness and prevent it happening again.

- We will **address the work disincentive** for people living in temporary and supported accommodation, caused by the interaction between receiving housing support through Housing Benefit and personal allowance through Universal Credit. Currently, people may be financially better off limiting the hours they work to ensure they retain a small amount of Universal Credit entitlement, which passports them to full Housing Benefit. We will introduce four new earned income disregards into Housing Benefit for supported housing and temporary accommodation

103 MHCLG (2025) Lived Experience Forum Report, recommendations from people with lived experience for the cross-Government homelessness strategy, Revolving Doors, Groundswell, Justlife Foundation

104 Public Health England (2017) Movement into Employment, available: Movement into employment: ROI Tool

residents. This will reduce the financial cliff edge for individuals when moving into or progressing in work, ensuring work pays when they increase their income, and people are always better off in work.

- Voluntary and community organisations also play a key role, offering pathways into work and volunteering. Through our Voluntary, Community and Faith Sector grant, Homeless Link have produced resources to support homelessness services increase access to employment and volunteering opportunities for people with lived experience of homelessness.[105]

Case Study:

The Archer Project offers non-judgemental support to people experiencing all stages of homelessness in Sheffield and the wider region. A part of their offer is offering paid employment opportunities through their social enterprise, Archer Project Enterprises, with a real living wage. The initiative supports people with lived experience to build on their skills, confidence, and professional development to make progress towards achieving long-term employment and leading a more fulfilling life.

Due to the complexity of some individuals benefitting from the project, employer adjustments have been pivotal to its success. Some examples of the challenges faced by individuals using APE have included lack of trust of organisations and agencies which have led to self-sabotage, depression and low self-esteem, along with the very difficult transition of moving from sleeping rough and into a structured routine and work. In recognition, the support required by employers needs to be tailored and to include person-centred adjustments for individuals to be able to secure, settle into and maintain employment and to move forward with their lives.

As such, employers working with the project have understood that traditional recruitment and early stages of employment and support, both provided by themselves and Archer Project Enterprises, require specific adjustments for individuals in order to be successful. One example included an employer providing support to enable a young woman to present her skills and abilities at interview to secure the role, along with making ongoing adjustments which were made through having a clear understanding of her individual vulnerabilities. This led to the adapting of processes and practices normally followed. These adjustments and understanding have successfully resulted in this individual being able to transition into work well and to maintain her employment, including moving into a new home, and has provided the basis of her having a positive outlook for the future.

Work and employment-related activity is an important step in recovery. As well as providing an income, good-quality work provides social interaction and a sense of fulfilment and purpose. There is strong evidence that good work improves health and wellbeing.

- We are **committed to ensuring all homeless people are offered tailored support** to address barriers to employment and find work, offering the right opportunities at the right time, according to individual needs and circumstances.
- The new **Jobs and Careers Service** announced in the Get Britain Working White Paper will see work coaches focusing more on those with the greatest barriers to work.

105 Homeless Link (2024) Involving and recruiting people with lived experience, available: Involving and recruiting people with lived experience | Homeless Link

- Through the roll out of the new five-year **Connect to Work** programme, we are strengthening specialist employment support for those furthest from the labour market. The programme will help people with disabilities, health conditions and complex barriers – including homelessness – get into and sustain employment.

6.8 Managing finances and debt support

Access to a bank account is the first step towards building financial independence. However, many people still face barriers, especially those without standard forms of ID or a fixed address. This can create a vicious cycle: without an address, it is more difficult to open a bank account; without a bank account, it is harder to access benefits and secure employment or stable housing.

- As part of the **Government's Financial Inclusion Strategy,** we are working with the largest banks to pilot a cross-sector partnership to make it easier for individuals without standard forms of ID to open a bank account. This will build on the work of HSBC and Shelter, who coordinate a network of local charities to certify the identity of people they support and, if needed, provide them with an address for the purposes of opening an account.

Support with **debt** is also a key area of recovery support. It is important that local councils and homelessness services recognise the common scenarios that can cause people financial difficulties, including leading them into debt, and that for some it may be the reason for repeat homelessness.[106]

- For victims of domestic abuse, economic abuse could be the reason for debt. We are committed to tackling domestic abuse in all its forms, including economic abuse. We fund the expert charity **Surviving Economic Abuse** to strengthen financial systems against this abuse, raise awareness and support victims. [107] Surviving Economic Abuse, in partnership with Money Advice Plus, runs the Financial Support Line for victims of domestic abuse, which offers specialist advice to victims of economic abuse.

106 Shared Health Foundation (2023), The Debt Trap, available: The-Debt-Trap.pdf

107 Surviving Economic Abuse (2025), available: Surviving Economic Abuse: Transforming responses to economic abuse



7. Foundations for Delivery

Summary: Delivering this strategy will require a robust foundation and collaboration between all services. In the short term, we are driving rapid change through clear national targets and immediate actions to improve safety, responsiveness and outcomes for those most at risk. To deliver long-term transformation of services we are investing £3.5 billion in homelessness and rough sleeping services over three years, supported by strong governance and accountability, as well as a new workforce support programme which will make sure that staff working throughout homelessness services and in the voluntary sector have the skills and knowledge they need to deliver the best possible services. Councils will be equipped with the flexibility, tools, and support needed to design effective, locally tailored services that deliver better outcomes and reduce reliance on emergency interventions.

7.1 National accountability

Central government has a critical role in influencing how homelessness services operate. We will use our responsibility for national policy, funding and the statutory framework to work differently to focus efforts on prevention. That means setting a clear strategic direction, leading by example and holding ourselves to account. We have been bold in setting national targets throughout this strategy, because we are serious about getting back on track to ending homelessness. These targets, to be achieved this parliament, are to:

a) **increase the proportion of people who are supported to stay in their own home or helped to find alternative accommodation when they approach their local council for support;**

   This means, when people approach their local council for support because they are homeless or are at risk of homelessness, more people will be supported to stay in their own home or be helped to find alternative accommodation, rather than entering temporary accommodation or becoming homeless. Success will mean we see an increase in the percentage of households whose homelessness prevention or relief duty ends because they have secured accommodation, up from 42.3%, which was the level when we took office.[108]

b) **eliminate the use of B&B accommodation for families, other than very short-term use in emergencies;**

   When a household is placed in temporary accommodation it will be suitable, safe and decent. We will measure success on this target by monitoring the number of families in a B&B or hotel for longer than the statutory six-week limit.

c) **halve the number of people sleeping rough long term.**

   We will measure progress in reducing long-term rough sleeping by seeing a reduction in the number of people estimated to be sleeping rough over the month who have been sleeping rough long-term, as measured in the new Outcomes Framework for local government.

The Inter-Ministerial Group on Homelessness and Rough Sleeping will continue to work across government to maintain collaboration and assure delivery of the commitments in this strategy. The group will receive quarterly data updates, tracking progress against the targets. It will also publish reports at least every two years that monitor progress on the implementation of measures set out in this strategy, including our national cross-government targets. We will continue to convene a Lived Experience Forum and Expert Group to help us monitor impact on the ground and ensure that the interventions we set out are facilitating the much-needed shift towards prevention. Through these forums we will respond to emerging issues, adapt as necessary and support continuous improvement across the system.

108 MHCLG (2025), Statutory homelessness in England: July-Sept 2024, available: Homelessness statistics - GOV.UK

As outlined in **Universal Prevention Chapter,** at Autumn Budget 2025, the Chief Secretary to the Treasury announced he will work across government to improve the value for money of homelessness services and achieve better outcomes so that we can improve the supply of good-value-for-money and good-quality temporary accommodation and supported housing.

7.2 Local accountability

Local councils are at the front line of the response to homelessness and must lead the way in putting prevention at the core of their services. Whilst we will set national targets for central government, strengthening accountability for the decisions made by local councils will be critical to achieving those targets.

The new **Outcomes Framework** for local government will set out the national priority outcomes that we want to work with local councils to deliver across all service areas, including homelessness, rough sleeping and multiple disadvantage. It will give councils greater flexibility in how they prioritise and deliver services based on the needs of communities. Data on these outcomes will also support an assessment of progress on national homelessness and rough sleeping targets, setting out council-level progress to end the unlawful use of B&B accommodation for families, halve long-term rough sleeping, and increase the proportion of people who are supported to stay in their own home or helped to find alternative accommodation when they approach their local council for support.

Figure 7.2a Outcomes Framework for local government

Priority outcome	To prevent and reduce homelessness and rough sleeping				
Priority outcome metrics	Households with children in temporary accommodation	Families in B&B over 6 weeks	Success at preventing and relieving homelessness Sub metric: for those experiencing multiple disadvantages	People sleeping rough on a single night	People sleeping rough over the month who are long term
Standardisation	Rate; per 1,000 households	Number of households	Percentage of all duties owned where homelessness was prevented or relieved	Number of people	

Local councils must critically assess their homelessness strategies and shift from reactive crisis responses to a culture rooted in prevention. As part of this, **councils will be required as a condition of funding to publish and regularly update their action plans.**

Action plans must include local targets which improve performance against each of the Outcomes Framework metrics (taking into account local context) and **set out how the council will achieve those targets.** Embedding these plans into strategic planning will enable councils to deliver targeted, outcome-focused initiatives, supported by strong accountability, transparency and continuous improvement. Councils can set further indicators beyond these outcomes, if appropriate to account for their specific local context.

We expect councils that have a significantly high homelessness and rough sleeping population to have strong local governance in place to effectively scrutinise actions plans and targets, and to be open to challenge and support from the Ministry of Housing, Communities and Local Government's adviser team. We will review performance, including the effectiveness of these governance structures, regularly. If we have sustained and unaddressed concerns with progress, the expectation is likely to be that a local panel is established with an independent chair that reports to government against the proposed targets, unless suitable alternative models are agreed.

Where there are significant concerns about a council's performance, despite local efforts to improve, the Ministry of Housing, Communities and Local Government will be implementing a stronger, more rigorous escalation route to ensure performance improves. We will work closely with councils to ensure they are aware of required standards and measures that could be taken if their performance does not improve. This will include:

- Increased transparency of council performance via the Outcomes Framework for local government. We will not shy away from calling out councils whose performance on homelessness and rough sleeping outcomes is lacking, especially if they are not taking adequate steps to improve.
- The Ministry of Housing Communities and Local Government's adviser team intervening earlier and engaging more frequently with councils of concern including, where we judge beneficial, seconding one of our advisers to sit in a council's homelessness team.
- Where there are significant concerns, direct Ministerial engagement with council leaders to discuss performance and what is required to improve.

We will work across the Ministry of Housing, Communities and Local Government, and with other government departments as relevant, to understand if performance on homelessness and rough sleeping is reflective of wider concerns about a local council's performance. Where there is additional evidence that service failure is a result of systemic weaknesses in leadership, governance and culture, we will consider whether there has been a failure to meet the Best Value Duty.

7.2.1 Mayors and Strategic Authorities

Mayors and Strategic Authorities are well placed to provide strong local leadership to tackle homelessness. Whilst councils hold the statutory duties for tackling homelessness, Mayors and Strategic Authorities have an important role to play in convening local partners to deliver strategic and joined-up responses, tailored to the needs of their regions. Central government is committed to supporting Mayors and Strategic Authorities to adopt best practice, maximise their impact and complement the role of local councils. In 2025/26 Government allocated **£800,000 to eight further Mayoral Strategic Authorities for the first time,** in addition to existing funding for Greater Manchester, West Midlands, Liverpool City Region Combined Authorities and the Greater London

Authority. Over the next three years **we will provide £114 million** to support Strategic Authorities to take on a new role to help us get back on track to reducing homelessness. With this funding, we expect Mayors and Strategic Authorities to:

- Set the regional ambition on homelessness, working in partnership with councils to develop regional structures;
- Encourage a preventative approach to homelessness and rough sleeping;
- Convene homelessness and rough sleeping partners, including in the voluntary, community and faith sectors, to strengthen services across the region; and,
- Deliver, as appropriate, region-specific interventions that will enhance the statutory work of councils and relevant public sector partners.

We also expect them to use the strong housing, planning and regeneration powers we are bringing in for Mayoral Strategic Authorities – from the duty to produce a Spatial Development Strategy to the ability to set strategic direction for the Social and Affordable Homes Programme (in Established Areas) - to make the delivery of affordable housing a priority.

Mayoral Strategic Authorities who meet clear and transparent eligibility criteria, have a strong track record of delivery and exemplary stewardship of public finances, can access a deeper level of devolution, namely an Integrated Settlement. From April 2026, homelessness and rough sleeping funding will be consolidated into the Integrated Settlement[109] and the Local Government Finance Settlement. Government will work with eligible Mayoral Strategic Authorities to jointly agree outcomes frameworks for their Integrated Settlement with outcomes, outputs, indicators, and targets, and these will be published by central government and each of the Mayoral Strategic Authorities.

In London and Greater Manchester, we have seen how Mayors can lead on early intervention and set a strategic approach to tackling homelessness.

- In London, the Mayor has committed to end rough sleeping by 2030,[110] with the Greater London Authority publishing the Rough Sleeping Plan of Action to achieve this in partnership with central government, London Councils, boroughs and civil society. This is part of the London Ending Homelessness Accelerator Programme which will support London government to work together and improve services for Londoners at risk of all forms of homelessness.
- In Greater Manchester, the Mayor is leading a strategic response to improve the quality and reduce the cost of temporary accommodation. Working closely with local councils, the Greater Manchester Combined Authority has co-produced an action plan across the city-region that improves data and intelligence on temporary accommodation placements, promotes collaboration, draws on lived experience and uses evidence-led approaches to reduce reliance on B&Bs and identify opportunities for prevention.

7.3 Supporting partners to deliver change

We celebrate the hard work and dedication of frontline staff and recognise the pressures facing councils, public services and the homelessness sector. However, as this strategy has outlined, it is clear that – collectively – our current approach is not always working. We are committed to delivering change. We will start by giving councils funding certainty and placing renewed emphasis on all public services working together more effectively.

109 MHCLG (2025) Functional responsibilities for the Integrated Settlements 2026 to 2030, available: Functional responsibilities for the Integrated Settlements 2026 to 2030 - GOV.UK

110 The Mayor of London (2025), The Mayor 's Rough Sleeping Action Plan 2025, available: The Mayor's Rough Sleeping Plan of Action 2025 | London City Hall

> **"There just isn't enough of the right types of accommodation and support that would support people with complex needs available - there isn't even enough for people who don't have any needs. […] This makes the work very difficult, and this has an impact on your own mental wellbeing - burn out is a high risk.[111]**

In line with the Civil Society Covenant,[112] which sets a shared expectation for how government and civil society work together, we recognise the vital role of the **voluntary, community and faith sector** in supporting people experiencing homelessness, especially those who are most vulnerable, hard to reach and at higher risk of long-term rough sleeping and repeat homelessness. With its deep roots in communities, the sector is well positioned to work with councils and wider public services to share insights, promote good practice, and strengthen local homelessness strategies. Their trusted relationships with individuals enable them to design and deliver innovative, trauma-informed, and person-centred interventions that complement council services.

While the voluntary, community and faith sector has traditionally focused on rough sleeping, there is a clear opportunity to broaden its contribution to tackling homelessness in all its forms. Beyond emergency support, organisations should consider how they can support long-term recovery and prevention, helping people to sustain a life away from homelessness, including those in temporary accommodation, at risk of eviction, or facing hidden homelessness. This shift will be key to building a more holistic and resilient homelessness response across local systems.

Case Study:

The West Midlands Combined Authority Homelessness Taskforce established a Faith & Communities Development Officer role in 2020. This position has strengthened collaboration between the Combined Authority and faith-based, community, and smaller voluntary groups, helping to coordinate services across the region. It has also encouraged greater integration with local authority and statutory pathways, while highlighting the unique contribution that faith communities can make to designing out homelessness for people at risk of rough sleeping. The overarching aim has been to co-produce a paradigm shift from crisis to prevention activity, supported by the development of resources that promote partnership working and shared learning across the sector, for example Preventing Homelessness with Faith Communities.

7.3.1 Support for the homelessness workforce

We have provided funding for skills, advice and training for the sector, which has gone some way to tackling the key workforce issues of retention, capacity, resilience, wellbeing and support; for example, this year, we funded Shelter to deliver a training package focused on support for homeless migrants, which has reached over 2,000 people so far.

We now want to go further by helping to strengthen and grow the sector, meet the needs of the future and ensure staff and volunteers across the country are able to support people with some of the most complex needs in society.

We have launched **a new National Workforce Programme** to ensure the homelessness and rough sleeping workforce has the right skills and capacity to support people at risk of and experiencing homelessness. The programme will provide **essential skills, training and advice for people**

111 St Martin in the Fields (2025) Frontline Worker Survey, available: St Martin in the Fields Frontline Worker Survey 2025

112 DCMS (2025) Civil Society Covenant, available: Civil Society Covenant - GOV.UK

working in local councils and the wider sector. It will be a comprehensive national programme of capacity-building support, advisory services, training and skill development, including launching a range of new accredited qualifications (Level 3 to Level 7 postgraduate) to meet growing demands. Through the programme we will also look to better understand the workforce and develop a range of career pathways to encourage retention and attract the workforce of the future.

7.4 Using lived experience, data, evidence and artificial intelligence (AI) to deliver change

7.4.1 Lived experience

We are committed to embedding lived experience at the heart of homelessness policy and service design both nationally and locally. Councils and partners should actively engage people with lived experience in shaping their programmes to ensure services reflect real needs and challenges. The *Lived Experience Forum's* recent report has provided valuable insights that have directly informed our strategy, and we will work with councils to ensure they are also shaping their local plans with people with lived experience. **We will continue to work with people who have experienced homelessness, including renewing our Lived Experience Forum for the next three years, to help us monitor progress of the Strategy, and through our research, to co-design solutions that are effective, inclusive and grounded in reality.**

7.4.2 Artificial intelligence (AI)

AI has the potential to transform how the Government delivers for its citizens. In addition to building on our data and evidence base we will explore opportunities to responsibly use AI to help tackle homelessness. Early work has looked at using AI within temporary accommodation services. Using a problem-driven approach, and working closely with councils and the wider sector, we aim to harness AI to deliver meaningful change through driving greater efficiency and effectiveness in service delivery.

7.4.3 Data and evidence

We have taken significant steps to improve the evidence base around homelessness and rough sleeping, which has underpinned this strategy. The evidence makes a strong case for the preventative approach at the heart of this strategy and highlights the strong evidence underpinning approaches like Housing First and person-centred, trauma-informed support. This is fully set out in our **Analytical Annex** published alongside this strategy.

To deliver our vision, we must continue to build on our high-quality data and evidence and apply the learning from it to current and future challenges to improve outcomes. We want to adopt a test and learn approach to evidence, where local areas trial innovative practice, roll this out where it is effective, and subsequently share learning with others. Local areas are best placed to assess their own need, and we know that challenges can also vary between towns and cities and rural and coastal areas, for example.

We want to help councils and the wider sector better understand who is affected by homelessness and rough sleeping, what support they need and how services can be improved. This means working in partnership with them and collecting better data, sharing insights more quickly and making it easier for councils to use evidence in their decisions. With the right information, councils can design services that prevent homelessness earlier and support people more effectively – especially those who are hardest to reach. That is why we will:

- Work with councils and the wider sector to identify the data needed to better understand who is experiencing homelessness, why it is happening, and what support they need. For example, the work led by Solace Women's Aid on the Women's Census has shown we need to do more to improve the data and our understanding of how women experience rough sleeping. This is why we encourage all councils to carry out a women's census. More widely, we are continuing to improve our data, **exploring ways to collect data that reduce the burden on councils,** and aiming to shorten the time between data collection, analysis, and publication. This will help councils respond more quickly and confidently to local needs.
- Fill key **evidence gaps** such as prevention, family and single homelessness, and accommodation quality, via both research and evaluation. This will support delivery across the five Pillars of the strategy, building evidence on how universal prevention measures are contributing to homelessness outcomes (Pillar 1), what targeted and early prevention is working (Pillar 2) and where improvements are most needed to better support families and single homeless people (Pillars 3, 4 and 5).
- Through the **Test and Learn programme,** we are evaluating innovative approaches to tackling homelessness, including their economic impact. One example is the Using Data trial, which has helped councils combine and use data to identify people at greater risk of homelessness. In partnership with local councils and the sector, we will continue to evaluate innovative approaches and, where trials show clear benefits, will work with councils to support implementation in their areas.

Our research and evaluation will strengthen understanding of the homelessness system and give councils and the wider sector timely access to the practical evidence they need on what is working and how to apply it. To support this, we will also **develop toolkits and frameworks** that help councils plan, assess and deliver services with greater consistency and confidence.

- We will create **publicly-available performance dashboards** to support councils, their partners and the general public to monitor their performance and improve local scrutiny and accountability.
- Ministry of Housing, Communities and Local Government adviser teams will **help councils make better use of data and evidence** by building skills, sharing findings and demonstrating how to use dashboards and tools to understand and compare performance, supporting data and evidence-driven early identification and service improvement.
- We will assess the impact of increased flexibilities in homelessness and rough sleeping funding, including mechanisms set out in this strategy. This will **include place-based evaluations** tailored to local contexts, helping councils understand what is working and make informed decisions about future investments.
- Our research will support councils in making lasting changes to how they work across services such as housing, health, and social care, to prevent homelessness and support people facing multiple disadvantage. We will also explore how regional and national government can create better conditions for change, helping councils deliver more joined-up and effective support.

Annex: Roles and responsibilities

The roles and responsibilities across all parts of the system

Central government 	Central government sets the strategic direction on homelessness, provides funding and maintains the statutory framework. Our role is to create the conditions for success – through long-term investment, system reform and joined-up working across departments, so local councils and partners can deliver effective, prevention-focused services.
Local councils 	Councils in England have statutory duties to support households who are at risk of or experiencing homelessness, as set out in Part 7 of the Housing Act 1996.[113] Councils are legally responsible for delivering a range of statutory duties including preventing homelessness, providing assistance to those already experiencing homelessness, and securing temporary and settled accommodation for households with priority need.
Mayors and Strategic Authorities 	Mayors and Strategic Authorities do not have statutory duties on homelessness, but they have a powerful convening role with local partners in their regions. They can set up partnership working, develop regional homelessness strategies, deliver and extend pilots across their area and share best practice and data to improve services. Mayors provide leadership to coordinate strategic approaches to tackle homelessness at a system-wide level, which may include cross-borough commissioning of services and accommodation.
Wider public services 	Wider public services can support with early identification and provide access to support services as early as possible to prevent a crisis and someone becoming at risk of homelessness. This includes mental health support, substance use support, housing advice and support for care leavers or people leaving public institutions such as prisons and the asylum system.

113 Housing Act 1996, available: https://www.legislation.gov.uk/ukpga/1996/52/contents

Voluntary, Community and Faith Sector 	Through commissioned and non-commissioned services, the voluntary, community and faith sector provide valuable support to those who are experiencing homelessness, partnering with central government, local councils and public services such as housing and health providers. With strong geographical and cultural roots in local communities, the sector provides invaluable complementary support to statutory services, as well as supporting people who may not engage with mainstream services. Their services engage with many of the most excluded and marginalised individuals experiencing homelessness such as people experiencing long-term rough sleeping and non-UK nationals who are not eligible for statutory support.
Social and Private Landlords 	Landlords help to prevent and address homelessness by providing and maintaining suitable, safe and stable homes and working with households and councils to address issues that might lead to a risk of homelessness.
General public 	The public can support local outreach and homelessness services by notifying services of someone experiencing homelessness and, for those that are able, donating and/or volunteering at local homelessness services. Homeowners that are able may consider participating in community-based hosting schemes.

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