



Broadland and South Norfolk Homelessness and Rough Sleeper Strategy 2025-2030

From small acts to big changes: Together we can stop homelessness

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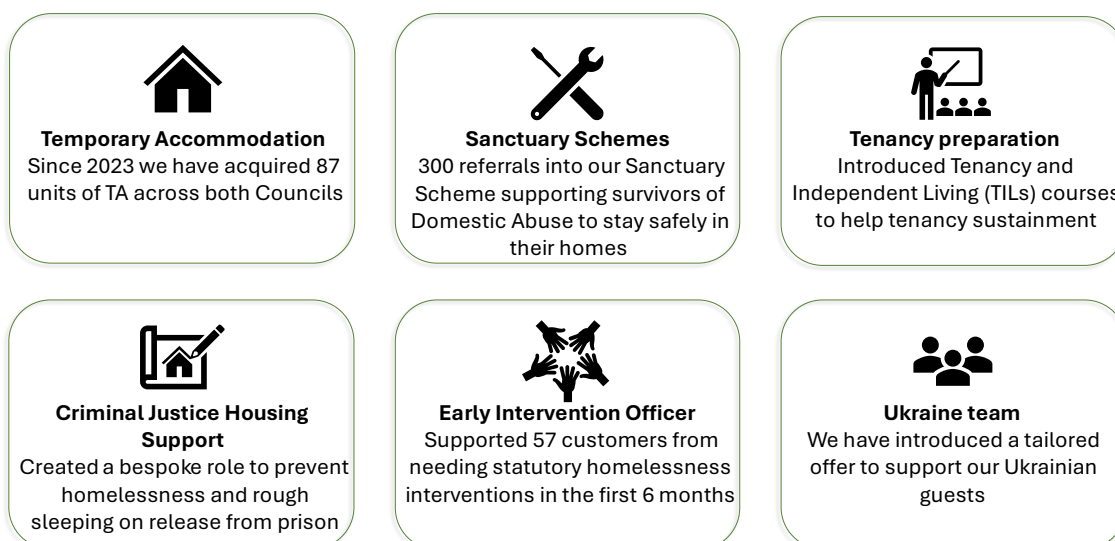
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EXECUTIVE SUMMARY

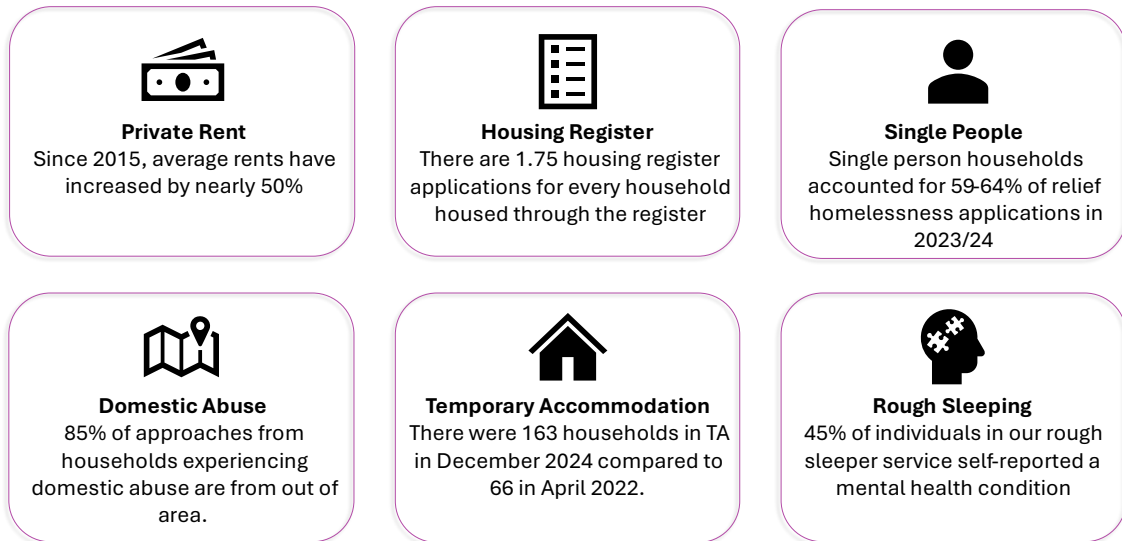
- i. This is the consultation draft of the Broadland and South Norfolk Homelessness and Rough Sleeper Strategy covering 2025-2030. It marks a change from our previous strategies, setting out the proposed priorities and actions for the next 5 years in a combined document.
- ii. The strategy seeks to build on our already successful homelessness prevention and relief work, creating an enduring legacy to take into local government reorganisation and beyond.
- iii. The review of our outgoing strategies found that we had been successful against our actions and priorities. Our full review documents will be published alongside the draft strategy, though as an overview our key successes include:

Homelessness and Rough Sleeping Review – Our successes

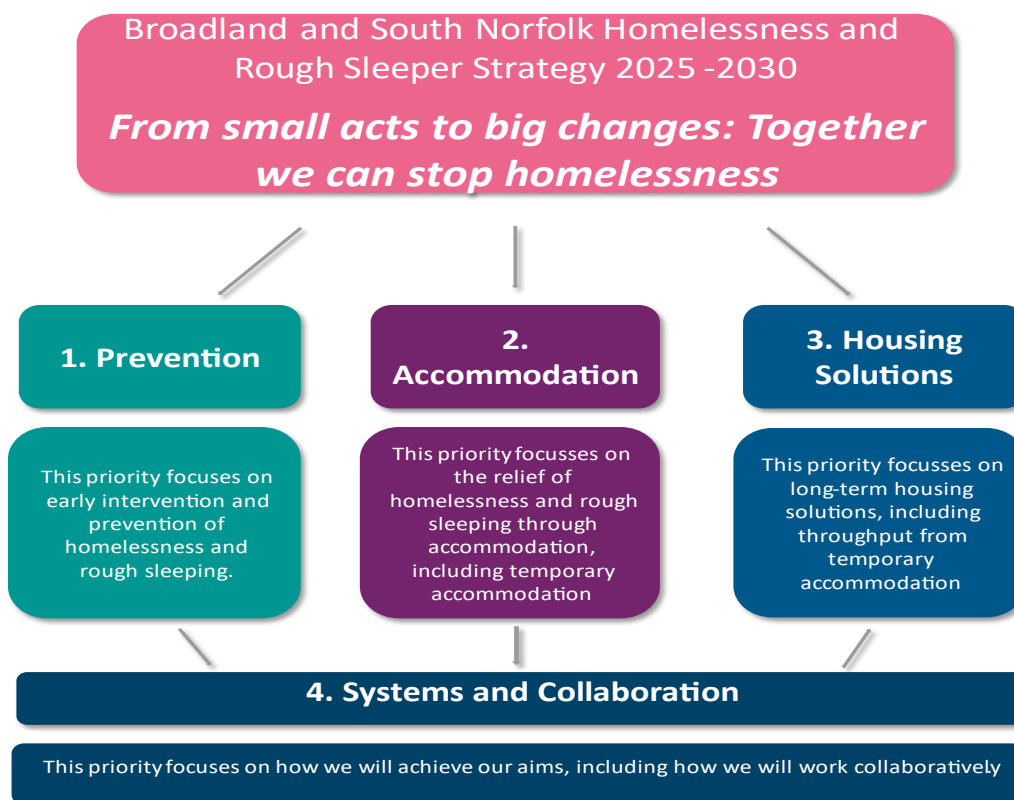


- iv. However, the Councils continue to face ongoing pressures in the wake of sustained cost of living and housing crises. Findings from our data review indicate issues across the whole housing arena, for example:

Homelessness and Rough Sleeping Review - Challenges



- v. In addition, in developing this document, our stakeholder workshops identified several common themes when considering barriers and solutions to housing for different cohorts of people including:
- Care Leavers
 - People fleeing domestic abuse
 - Young People
 - Households in private rented homes
 - People rough sleeping for the first time
 - People who have had long periods rough sleeping.
- vi. The main themes taken from the workshops were:
- Stigma and exclusion
 - Prevention of homelessness earlier
 - Preparation for tenancies
 - Affordable accommodation options
 - Collaborative working
- vii. While these themes are unsurprising, they accurately reflect the issues experienced by our customers and the solutions needed to stop homelessness. From this and building on work that is already underway, the Councils are proposing a vision and set of priorities and actions. They acknowledge that no one action will stop homelessness, instead it is a multitude of actions undertaken collaboratively that will make a difference.



- viii. Each priority has a series of identified actions. These are a mix of direct service provision, increasing our accommodation options and better using data and evaluating our work – improving and adapting what works.

Priority One: Prevention	Priority Two: Accommodation	Priority Three: Housing Solutions
1) Introducing an early notification scheme for registered providers and other partners where households have low but ongoing arrears or are at risk of losing accommodation. 2) Providing dedicated support to Ukrainian guests and refugees in relation to housing options and becoming part of their communities 3) Utilising household data appropriately across a number of	1) Increase and ensure effective use of the Councils own supply of temporary accommodation. Providing high quality accommodation with access to services and green spaces. 2) Where mandated, work with other local authorities on a supported accommodation strategy for Norfolk. 3) Seek appropriate sites for bespoke HMO accommodation to best support needs of rough sleepers 4) Within the rough sleeper team, embed a pilot offering	1) Explore a private sector liaison officer role 2) Exploring incentives for downsizing for households in socially rented homes – freeing up larger homes 3) Embed our Sanctuary scheme – implementing measures to ensure victim-survivors of domestic abuse can remain in their homes, where appropriate. 4) Foster programmes of move-on support to help sustain housing and promote employability, with bespoke versions for refugees and care leavers.

Priority One: Prevention	Priority Two: Accommodation	Priority Three: Housing Solutions
<p>sources to offer early intervention work</p> <p>4) Participating in Family Connect, enabling early identification of issues and promoting safeguarding.</p> <p>5) Use flexible and innovative adaptative aids through the Disabled Facilities Grant to help people live in their homes for longer</p> <p>6) Building on the success of our housing triage team located in the Help Hub. Linking households directly into additional services, creating a wrap-around support approach.</p> <p>7) Support the implementation of the Renters Rights Bill for our customers and local landlords.</p>	<p>space for dogs to encourage uptake of accommodation and support offers.</p>	<p>5) Embed and extend our private rental sector model and pilot a shared housing option for single people.</p> <p>6) Develop a long-term programme of outcomes tracking in both homelessness and rough sleeping areas. Helping us to understand what works, when and for whom.</p>
Priority Four: Systems and Collaboration		
<p>1) Develop pathways to prioritise customers accessing the service</p> <p>2) Better use of data using a coalition of the willing to target proactive interventions.</p> <p>3) Create a programme of working with people with lived experience of homelessness to make sure our offer is right and meets needs, including reviewing our personalised housing plans (PHPs).</p> <p>4) Have a best-in-class officer team, retaining and developing expertise, with proactive and people focussed officers.</p> <p>5) Support the wider No Homelessness in Norfolk partnership and be a collaborative partner in the Norfolk Domestic Abuse Partnership Board</p> <p>6) Work with the rough sleeper team and partners to create a business case for street based mental health provision.</p> <p>7) Embed the outcomes and findings of the ERSAT pilot project</p>		

- ix. For the finished document, the finalised actions will be mapped into a delivery plan. This plan will be the main review mechanism for the councils and partners in order to:
 - Map progress
 - Review if actions are still relevant
 - Hold ourselves to account
- x. We still have more work to do before the strategy is finished, and collaborating with people with lived experience and the public consultation is vital to this to ensure we create a proactive and person-centred plan to stop homelessness over the next five years.

PART ONE: OVERVIEW

1. Introduction

- 1.1 Over the past few years, we have made significant strides in our efforts to combat homelessness and rough sleeping. Through person-centred service provision, partnerships, and innovative solutions, we have been able to provide support to many individuals and families in need.
- 1.2 Reviews of our current homelessness and rough sleeper strategies, show we have succeeded in our ambitions including, increasing our domestic abuse safe accommodation, introducing greater housing support for care leavers and growing our in-house rough sleeper team.
- 1.3 However, economic challenges, rising housing costs, and other socio-economic factors have grown to contribute further to the wider causes of homelessness in our areas. Where possible, we have mitigated against these pressures, however we are not immune from national housing crises and despite our successes, there is more work to do.
- 1.4 As an illustration, in 2024, the Councils commissioned a specialist data organisation, PPL to forecast our Temporary Accommodation (TA) need over the next five years. The results were sobering. With no further mitigating actions, household need for TA is predicted to increase over 300% by 2029 with a corresponding upsurge in costs to the Councils.
- 1.5 Therefore, as we move forward it is crucial that we adapt our strategies and resources to meet these increasing demands
- 1.6 This, our draft Homelessness and Rough Sleeper Strategy sets out the proposed vision for Broadland District Council and South Norfolk Council until 2030 to stop the challenges of homelessness and rough sleeping and our priority focus areas to achieve that.

- 1.7 Within the strategy is an acknowledgement that no one thing alone will achieve those goals, instead we need to focus on a multitude of tasks undertaken collaboratively by our customers, by the Councils and by partner organisations.
- 1.8 Some of these are ambitious and wide reaching, such as our trailblazing programme to purchase our own Temporary Accommodation units resulting in an additional 43 units in Broadland and 44 units in South Norfolk so far. Providing good quality TA for households in need and reducing costs of expensive nightly paid B&B. Other actions are smaller and more specific, for example, working with people with lived experience to review and update our personalised housing plan templates.
- 1.9 Each one makes a positive impact, becoming a collective and collaborative response to stop homelessness and working towards a future where everyone has a safe and stable place to call home.
- 1.10 Our proposed vision therefore is:

From small acts to big changes: Together we can stop homelessness

and our four priority areas:

1. Prevention
2. Accommodation
3. Housing Solutions
4. Systems and collaboration

- 1.11 The strategy is sectioned into three parts.
- 1.12 The first part provides some of the wider context, what else is happening both locally and on a larger scale with national government.
- 1.13 Part two details our proposed priorities and the actions we will take to meet those priorities over the next five years.
- 1.14 Finally, part three shows how we determined those priorities. It contains our data review, capturing general information about the two districts, before concentrating on housing affordability, approaches for homelessness support, temporary accommodation and rough sleeping.

2. Strategy creation and co-production

- 2.1 Our approach has been developed following the commissioned data analysis and internal analysis of local housing and homelessness data, which can be found in Part Two. We have also conducted a review of our outgoing strategies. These reviews are separate but complimentary documents.

Altogether, these give an overview of each district and provide a current picture of the housing market, and homelessness and rough sleeping needs.

2.2 Crucially, in shaping the document so far, we have held workshops with:

- Inter-departmental council officers
- Members for each Council
- External partners.

2.3 We are grateful to those partners that have had an input so far:

Bridges Outcomes Partnerships
Broadland Housing Association
Department for Work and Pensions
HM Prison and Probation Service
Home Group
Homeless Link
Hopestead
Norfolk Integrated Housing and Community Support Service (NIHCSS)
Norfolk Probation Service
North Norfolk District Council
Norwich City Council
Office of Alice McDonald MP
Office of Jerome Mayhew MP
Shelter
The House of Genesis
Your Own Place CIC

2.4 Most importantly, this is the consultation draft of our strategy which means it's not the finished product. We will be directly working with people with lived experience of homelessness to shape the final document and the delivery plan. In addition, your views and input are necessary to ensure the strategy is fit for purpose.

3. Local government reorganisation

3.1 Following central government commitment to reforming local government, it is expected that one or more Unitary Authorities will be created in Norfolk within the lifetime of this strategy. This action will abolish district, city and borough councils in the county in their current form.

3.2 The collaboration and long-standing relationship between Broadland and South Norfolk shows what can be achieved by good and open collaboration around a shared purpose and vision.

3.3 In addition, the issue of homelessness will supersede any local government reorganisation and discussions with our County and district, city and borough

Council neighbours at partner meetings and our stakeholder workshops highlight that pressures we face are often aligned.

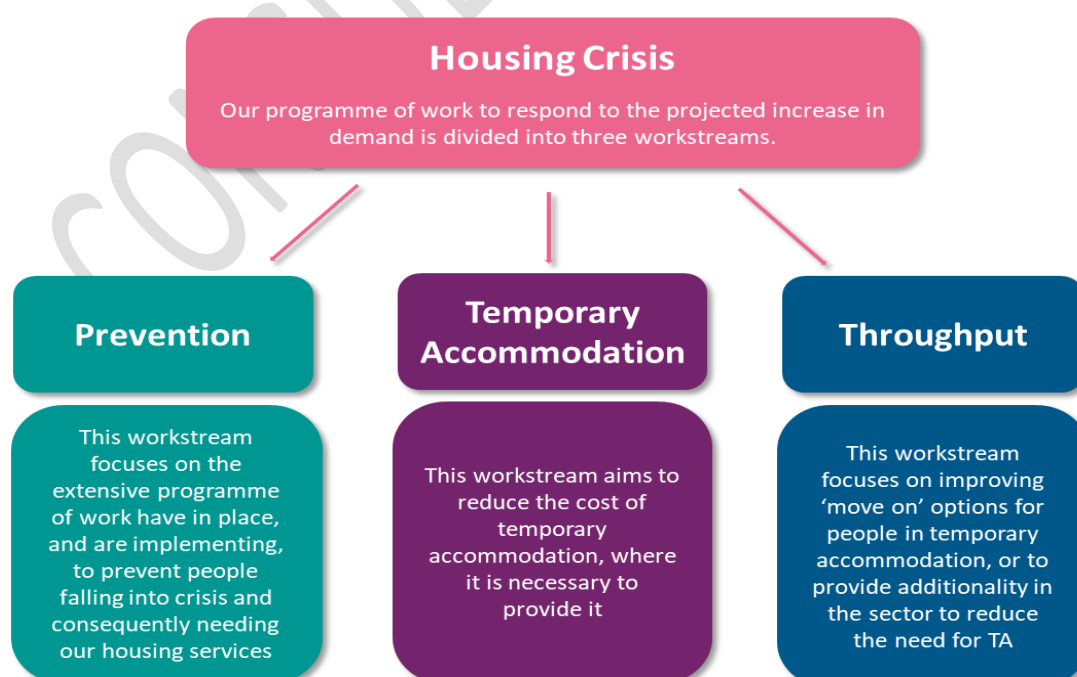
- 3.4 Therefore, it is vital this strategy extends beyond the potential implementation dates for reorganisation, to provide an enduring and future-proofed focus on activity to prevent and reduce homelessness and rough sleeping.

4. Strategic Context

- 4.1 Nationally, Local Housing Authorities have a duty under the Homelessness Act 2002 to carry out a homelessness review and to formulate and publish a strategy based on the results of that review.
- 4.2 The strategy must set out our plans for the prevention of homelessness and rough sleeping and for ensuring that sufficient accommodation and support are or will be available for people who become homeless or who are at risk of becoming so.

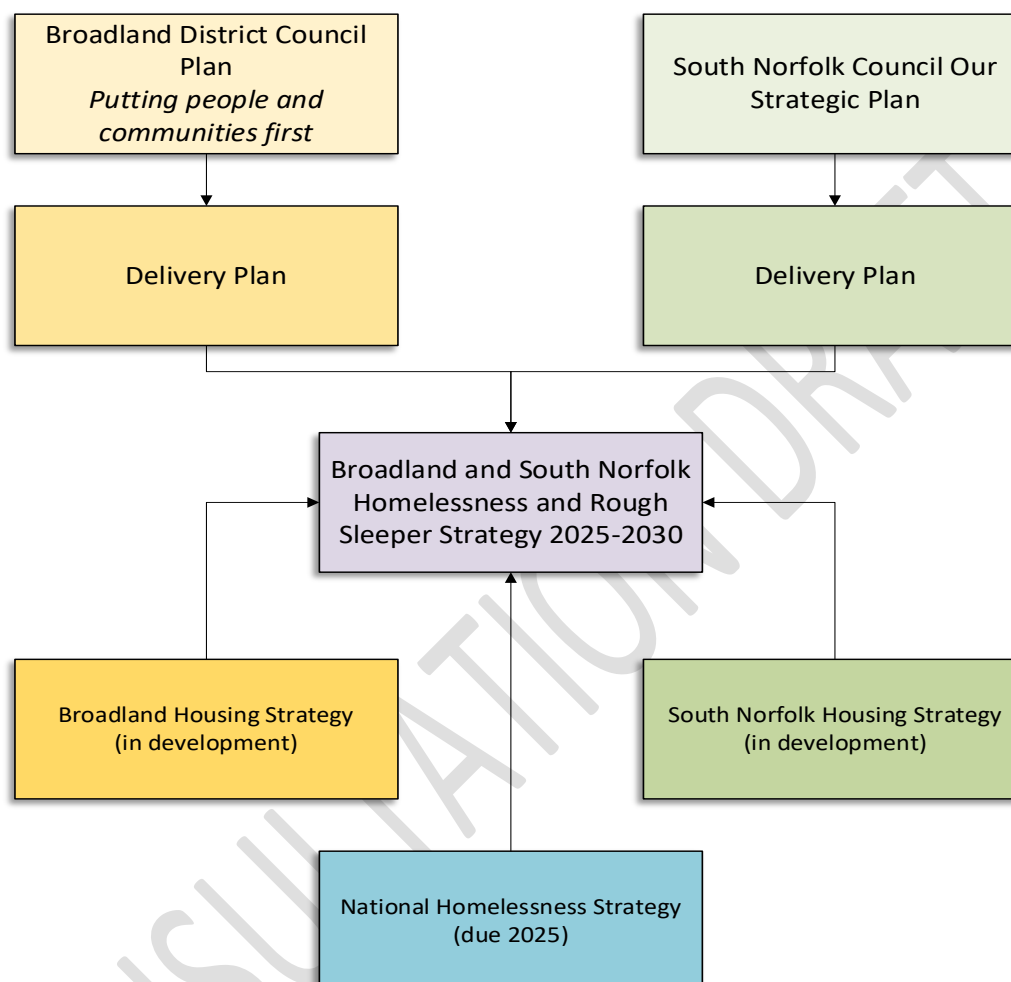
Housing Crisis work

- 4.3 Ahead of strategy publication in 2025 and in light of the current housing crisis, the Councils are driving forward efforts now to support households at risk of homelessness and rough sleeping. Following our work with PPL, a programme of work has been established with streams focussing on three areas at different stages of intervention.
- 4.4 These lay the groundwork for the strategy with the priorities outlined in Part Two aligning with the workstreams below.



4.5 From a wider perspective, this is a joint strategy for Broadland District Council and South Norfolk Council and sits within other Council strategies that seek to meet the Council's overall ambitions and the need for local residents.

4.6 For the Councils, this looks like:



The national picture

4.7 Within their *Plan for Change*¹ central govt. has set out plans to address the crisis in housing before the next general election. Those that are relevant to this strategy have been listed below:

Name	What it will do.
Renters Rights Bill. Progressing through parliament. Seeking to improve protections for private rented tenants, give clarity to landlords and abolish unfair practice.	<ul style="list-style-type: none"> Abolish section 21 'no fault' evictions Fair possession grounds for landlord and tenants Local councils – create a private rented sector database and strengthen enforcement Apply decent homes standard and Awaab's Law

¹ [Plan for Change](#) December 2024

Name	What it will do.
	<ul style="list-style-type: none"> • Make it illegal for landlords and agents to discriminate against prospective tenants in receipt of benefits or with children • End rental bidding for offers above advertised rent and restrict rent in advance payments to one month
Homelessness Strategy for England	A cross-government Inter-Ministerial Group on Homelessness and Rough Sleeping has been established and it is expected the new strategy will be published in 2025.
Local Authority Homelessness and Rough Sleeper Funding Review	Bringing together local authority funding streams for homelessness and rough sleeping. Removing the requirement for competitive bid processes and consulting on reviews to formulas used to calculate funding allocations. Broadland and South Norfolk are in a group of selected councils participating in the formulation of the new funding methods.
Future Social Housing Rent Policy	Consultation on proposals to set a standard on rents charged by registered providers to tenants of social housing. This includes a rate at which rent increases can be applied. Aims to strike a balance between affordability for tenants and enabling registered providers to develop new social homes.
Supported Housing (Regulatory Oversight) Act 2023	Enacting provisions within the Act, such as a duty for local authorities to produce Supported Accommodation Strategies. Government consulting on introducing mandatory licensing for supported housing providers and a clearer definition of 'Care, Support and Supervision' for determining rents and charges.
Mortgage guarantee scheme	A new, permanent comprehensive mortgage guarantee scheme supporting first time buyers with a small deposit to buy a home. Details are to follow.

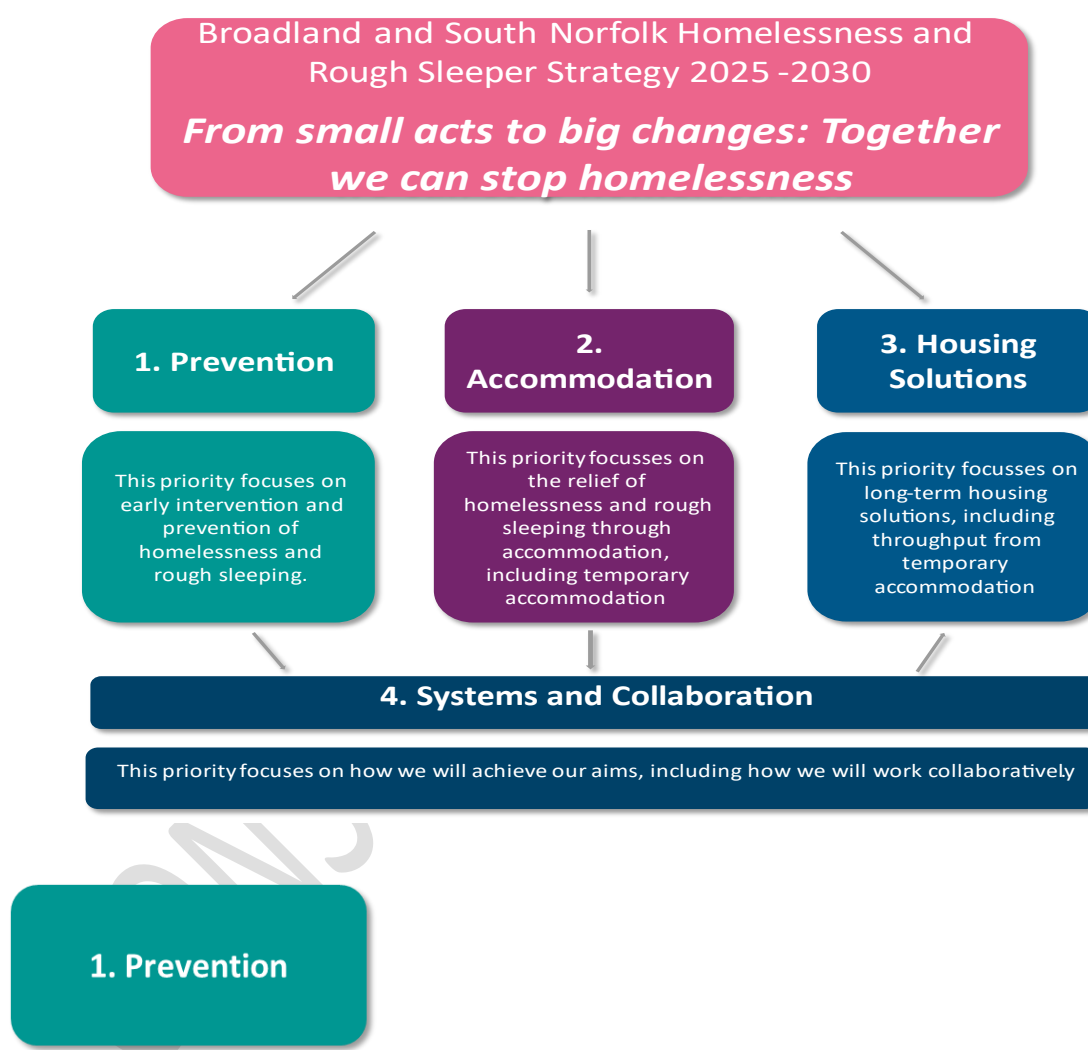
PART TWO: TACKLING HOMELESSNESS AND ROUGH SLEEPING 2025-2030

5. Our vision and priorities

- 5.1 Our vision reflects the outcomes of the reviews undertaken of our outgoing homelessness and rough sleeper strategies and the engagement work we've carried out so far. What became clear was that there was no 'one size fits all'

approach to tackling homelessness and rough sleeping and there was no single 'big idea' from one organisation that would end it.

- 5.2 Priorities expand on and embed the current workstreams in response to the housing crisis as detailed in section 4. Each priority builds on the other to take a comprehensive approach. They balance numerical data and a shared narrative of; housing issues, the reason behind them, and what needs to happen to prevent and reduce homelessness and rough sleeping. Most importantly the priorities and actions below are people focused and collaborative.



Why is this important?

- 5.3 A central theme arising from our stakeholder workshops was the importance of the Councils proactively working with partners to identify at an earlier stage those at risk, before any statutory interventions are needed.

- 5.4 Early intervention to prevent homelessness is crucial because it addresses the root causes before they escalate into more severe issues. By providing support and resources at the initial signs of housing instability, we can help individuals and families maintain their homes, thereby avoiding the traumatic experience of homelessness. This proactive approach not only reduces the emotional and psychological stress associated with losing one's home but also alleviates the costs to themselves, the Council and other organisations.
- 5.5 Furthermore, early intervention promotes stability and well-being, enabling people to focus on other important aspects of their lives, such as employment, education, and health. Ultimately, it fosters a more resilient and supportive community where everyone has the opportunity to thrive. In addition, analysis by Oxera for Centrepointhomelessness charity finds that £1 spent in intervening during the early stages of homelessness, compared with similar intervention at a later stage, results in potential costs avoided by the public purse of £2.40².

Current example:

Our Early Intervention Officer supported 57 customers from needing statutory homelessness interventions in the first 6 months of being in the role. The Councils have expanded this work into an additional role and these officers will be instrumental in achieving some of the actions listed below.

- 5.6 **Under this priority, our actions are:**
- 1) Introducing an early notification scheme for registered providers and other partners where households have low but ongoing arrears or are at risk of losing accommodation.
 - 2) Providing dedicated support to Ukrainian guests and refugees in relation to housing options and becoming part of their communities
 - 3) Utilising household data appropriately across a number of sources to offer early intervention work
 - 4) Participating in Family Connect, enabling early identification of issues and promoting safeguarding.
 - 5) Use flexible and innovative adaptative aids through the Disabled Facilities Grant to help people live in their homes for longer
 - 6) Building on the success of our housing triage team located in the Help Hub. Linking households directly into additional services, creating a wrap-around support approach.
 - 7) Support the implementation of the Renters Rights Bill for our customers and local landlords.

² [Oxera](#)

2. Accommodation

Why is it important?

- 5.7 Temporary accommodation plays a crucial role in relieving homelessness by providing needed and safe shelter for individuals and families in crisis. It serves as a step in the transition from homelessness to permanent housing, offering a secure environment where people can access essential services and work to find long-term housing solutions.

Current example:

A flagship temporary accommodation site opened in South Norfolk over the summer of 2024. Offering 27 self-contained flats, for single people and families. The site brought a former sheltered housing complex back into use and was extensively refurbished. Located in a market town, it is close to local services, schools and transport links.

- 5.8 Similarly, supported accommodation is vital because it offers more than just a place to stay; it provides a comprehensive support system tailored to the needs of vulnerable individuals. This type of housing includes access to essential services such as mental health care, substance abuse treatment, and life skills training, which are crucial for helping residents achieve stability and independence. By addressing the root causes of homelessness and providing ongoing support, supported accommodation helps individuals build a foundation for a better future. It also fosters a sense of community and belonging, reducing social isolation and promoting overall well-being.
- 5.9 **Under this priority our actions are:**
- 1) Increase and ensure effective use of the Councils own supply of temporary accommodation. Providing high quality accommodation with access to services and green spaces.
 - 2) Where mandated, work with other local authorities on a supported accommodation strategy for Norfolk.
 - 3) Seek appropriate sites for bespoke HMO accommodation to best support needs of rough sleepers
 - 4) Within the rough sleeper team, embed a pilot offering space for dogs to encourage uptake of accommodation and support offers.

3. Housing Solutions

Why is it important?

- 5.10 A long-term sustainable home is the goal for all our customers. A range of solutions and tenure types need to be available to meet the different needs and circumstances of households. For the Council, they are also crucial to either divert need for temporary accommodation or enable throughput, including temporary, supported and specific rough sleeper accommodation.
- 5.11 Across our workshops, appropriate and affordable accommodation options was consistently cited as the main intervention to relieve homelessness. The actions below aim to increase availability of different options that are suitable for a variety of circumstances. We also want to ensure these options are sustainable; bespoke move-on support with links to employability schemes will help to achieve this.

Current example:

The Councils ran a scheme piloting a shared house model for two people moving-on from supported accommodation with a socially rented home offered by a registered provider. Ultimately, the tenancies were not successful, however the Councils will take the lessons learnt from the project to refresh the offer and try again.

- 5.12 **Under this priority our actions are:**
- 1) Explore a private rent sector liaison officer role
 - 2) Exploring incentives for downsizing for households in socially rented homes – freeing up larger homes
 - 3) Embed our Sanctuary scheme – implementing measures to ensure victim-survivors of domestic abuse can remain in their homes, where appropriate.
 - 4) Foster programmes of move-on support to help sustain housing and promote employability, with bespoke versions for refugees and care leavers.
 - 5) Embed and extend our private rental sector model and pilot a shared housing option for single people.
 - 6) Develop a long-term programme of outcomes tracking in both homelessness and rough sleeping areas. Helping us to understand what works, when and for whom.

4. Systems and Collaboration

Why is it important?

- 5.13 Good systems of working and collaboration are crucial to stopping homelessness because they ensure that resources are used efficiently and effectively. When people work together, they can identify the right support at the right time, sharing information and coordinating efforts, by pooling expertise and resources, a more robust safety net can be created, offering timely interventions and long-term solutions. Ultimately, a well-coordinated system fosters a more resilient community, where individuals are less likely to fall through the cracks and more likely to receive the help they need to achieve stable housing.

Example:

Pilot Project: Ending Rough Sleeping Assessment Tool (ERSAT)

The Councils are part of a group of forty local authorities participating in the pilot project from MHCLG. It aims to assess the risk of entrenched rough sleeping for customers who are homeless with no apparent priority need and helps to identify appropriate actions including an unconditional accommodation offer for those with a very high risk score.

5.14 **Under this priority our actions are:**

- 1) Develop pathways to prioritise customers accessing the service
- 2) Better use of data using a coalition of the willing to target proactive interventions.
- 3) Create a programme of working with people with lived experience of homelessness to make sure our offer is right and meets needs, including reviewing our personalised housing plans (PHPs).
- 4) Have a best-in-class officer team, retaining and developing expertise, with proactive and people focussed officers.
- 5) Support the wider No Homelessness in Norfolk partnership and be a collaborative partner in the Norfolk Domestic Abuse Partnership Board
- 6) Work with the rough sleeper team and partners to create a business case for street based mental health provision.
- 7) Embed the outcomes and findings of the ERSAT pilot project

6. Delivery and Review

- 6.1 This strategy will be underpinned by a robust delivery plan and will include annual review points. Reviews will be multi-stranded including data evaluation and peer workshops with partners.

PART THREE: HOUSING AND HOMELESSNESS DATA REVIEW

7. Overview

- 7.1 Our Homelessness Strategy 2020-2025 and Rough Sleeper Strategy 2022-2025 reviews document our progress and successes that has been achieved in line with our priorities. However, need for homelessness and rough sleeping support has continued to grow as can be evidenced in the data below.
- 7.2 This data is our evidence base informing the vision, priorities and actions contained within this draft strategy. It starts by providing an overview of the two districts using census data before moving onto housing costs detailing how they have increased at a higher rate than salaries.
- 7.3 It then looks at the wider housing register and households approaching the Councils as homeless. Predominantly the data used is households assessed under the Homelessness Reduction Act 2017 and may be owed one of the following duties:
- Prevention – a household is threatened with homelessness within the next 56 days.
 - Relief – household is homeless. The duty provides 56 days to relieve that homelessness. This may include an offer of temporary accommodation.
- 7.4 The data details the rise in temporary accommodation usage and outcomes for customers. Finally, the review focusses on those supported by our rough sleeper team. A snapshot of findings is given below.

Homelessness and Rough Sleeping Review - Challenges



At a glance³

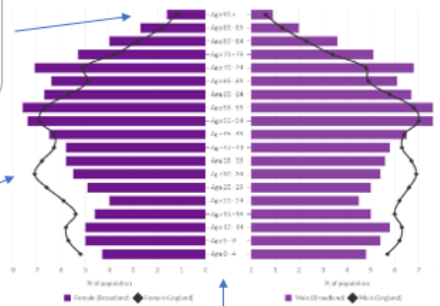
Broadland District Council



Home to a population of 131,721 people

Those aged 65 and over are above the England average – 25.9% compared to 18.4%

Those aged 0-64 are below the England average 76.2% compared to 81.6%



51.2% report being female and 48.8% report being male.



Broadland estimated rural population 48.5% (including hub towns).



Ethnicity

Asian, Asian British or Asian Welsh
1.4%

Black, Black British, Black Welsh, Caribbean or African
0.5%

Mixed or Multiple ethnic groups
1.4%

White
96.3%

Other ethnic group
0.4%



2.22% of people aged 16 years and over in Broadland **LAD** are lesbian, gay, bisexual, or other (LGB+)



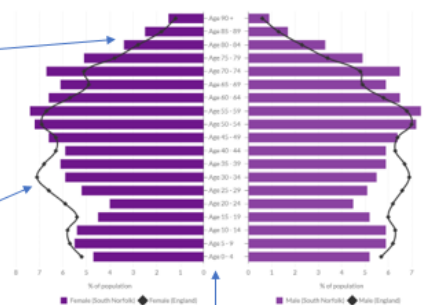
South Norfolk Council



Home to a population of 141,947 people

Those aged 65 and over are above the England average – 24.3% compared to 18.4%

Those aged 0-64 are below the England average 75.6% compared to 81.6%



48.8% report being female and 51.2% report being male.

South Norfolk estimated rural population 64.2% (including hub towns)



Ethnicity

Asian, Asian British or Asian Welsh
1.8%

Black, Black British, Black Welsh, Caribbean or African
0.8%

Mixed or Multiple ethnic groups
1.5%

White
95.4%

Other ethnic group
0.5%

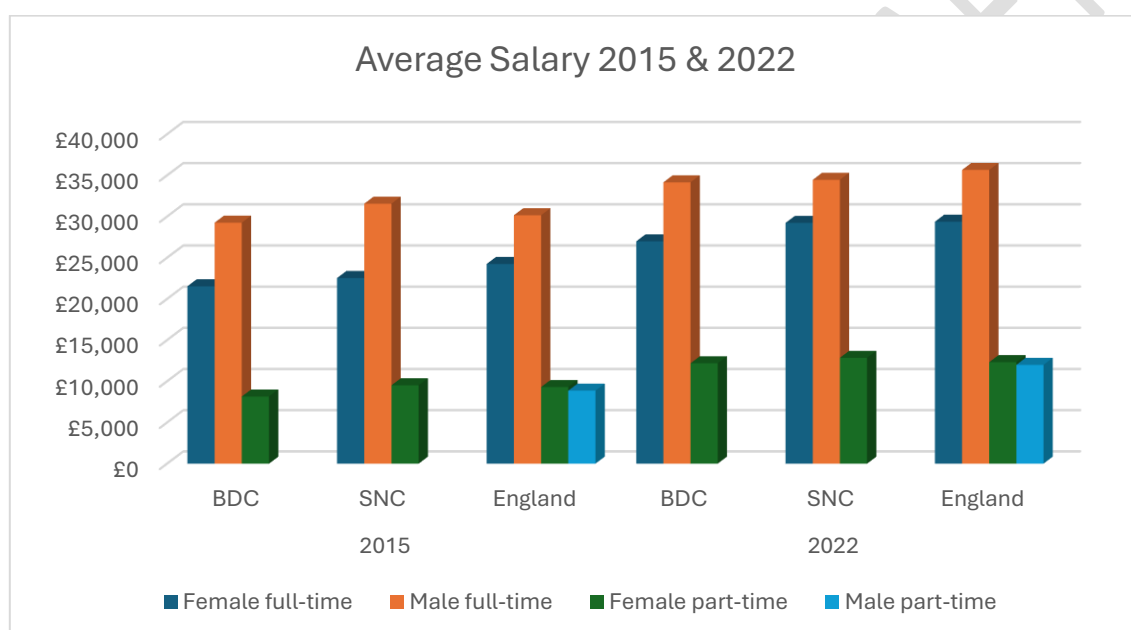


2.45% of people aged 16 years and over in South Norfolk **LAD** are lesbian, gay, bisexual, or other (LGB+)



8. Income and Employment

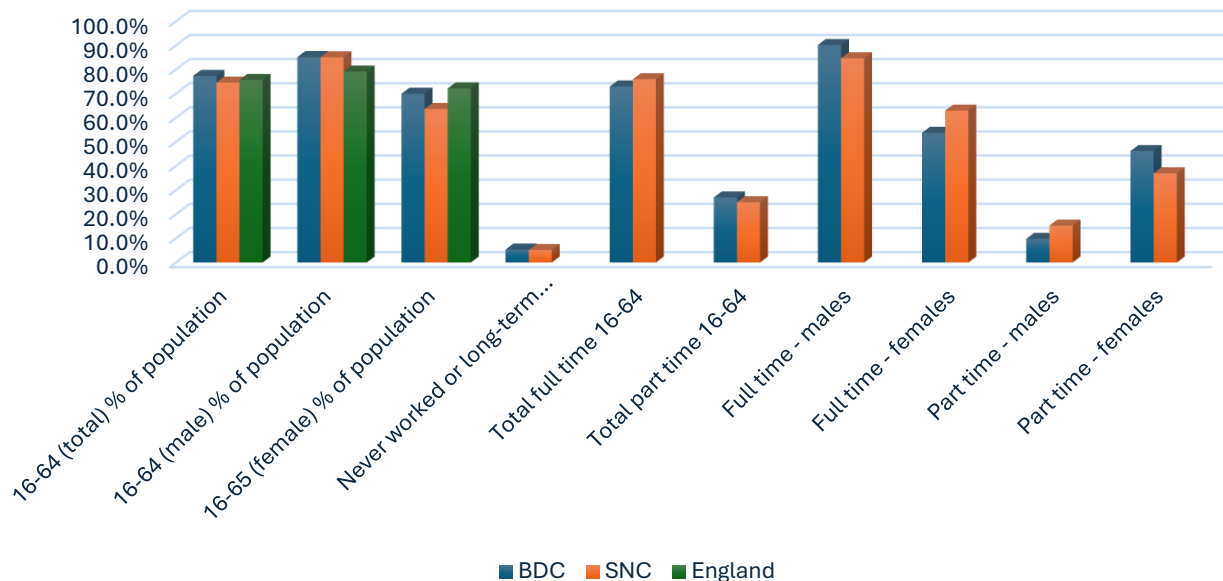
- 8.1 Average salaries in Broadland and South Norfolk are just less than the England average. Between 2015 and 2022, men's full-time salaries have increased at a rate that is less the English average. Female salaries have increased at a much higher rate – 25-30% compared to 21% in England for full-time salaries and 35-50% for part-time salaries compared to 32% in England overall.
- 8.2 However, there is still a significant gender pay gap. For the two Council areas the gap has decreased between 2015 and 2022, however this could also be attributed to male salaries not increasing at the same rate. In England, the gap has increased slightly to just over £6,000.



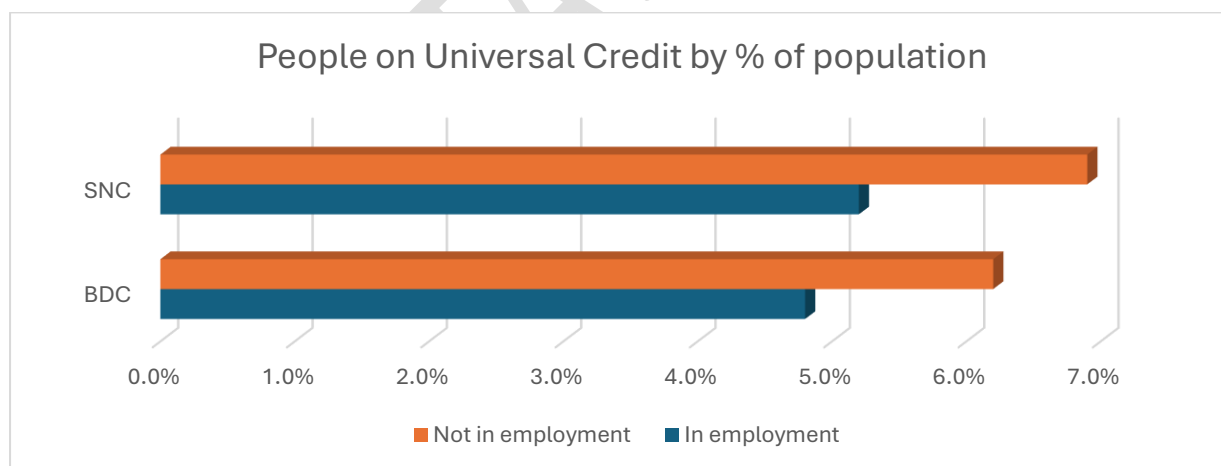
- 8.3 Broadland and South Norfolk have slightly higher rates of males in employment than the England average and slightly lower rates of females.
- 8.4 Of those that are employed the majority of males and females are full-time, although the gap between female full-time and part-time employment is smaller. This could suggest that females are more likely than males to seek employment that enables them to balance other commitments, such as caring responsibilities.

³ [Norfolk Insight Area Overview](#)

Employment rates June 2024



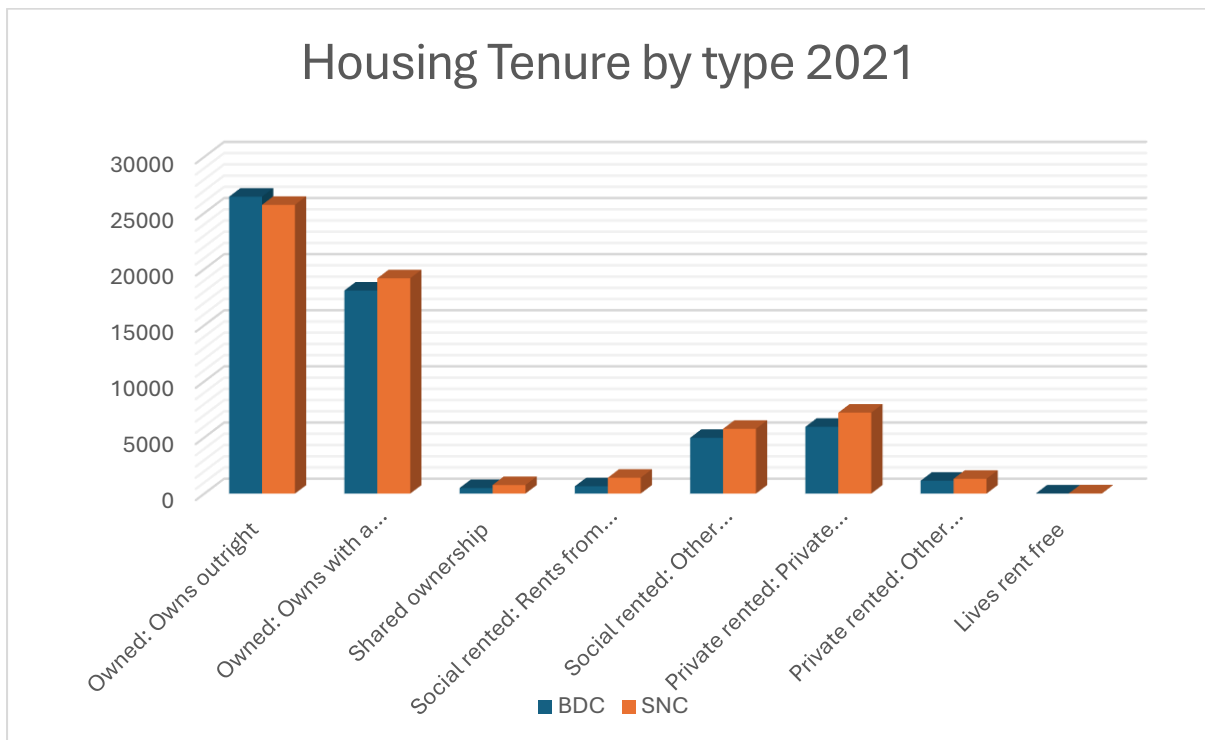
- 8.5 Universal Credit is the main payment to help households who are on a low income or out of work. When looking at claimants as a proportion of the overall population, there is not much difference between those claiming who are out of work and those in work.



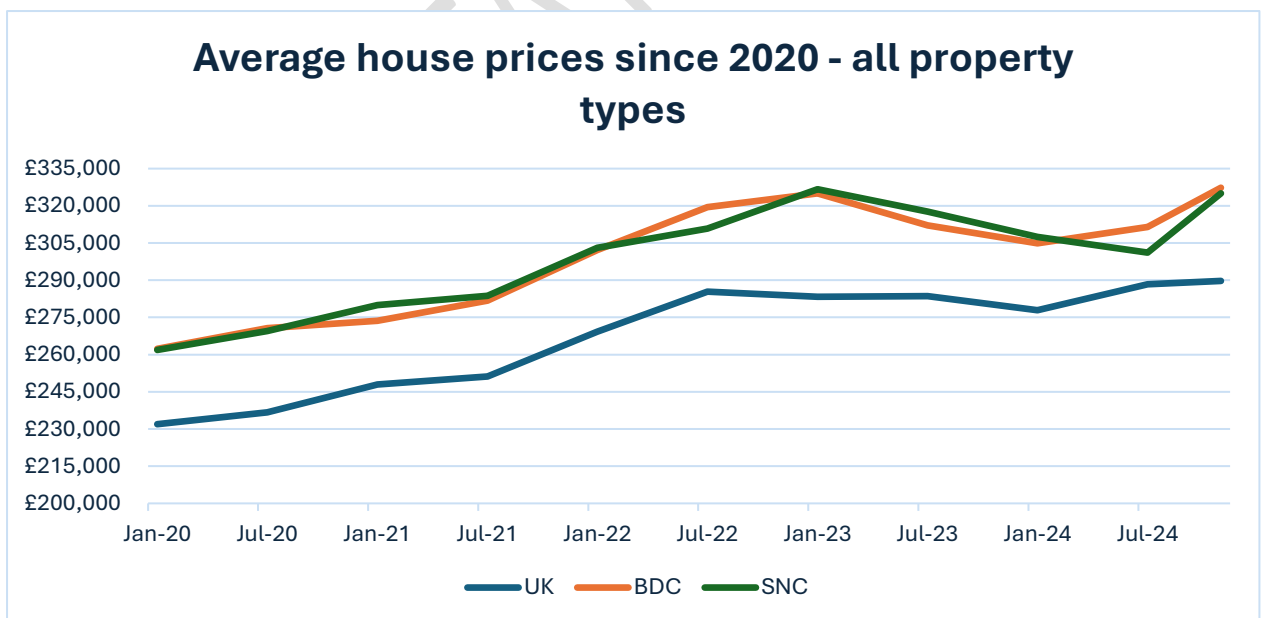
- 8.6 This indicates the need for Universal Credit to top up incomes, even when household members are in employment.

9. Housing Tenure

- 9.1 Across Broadland and South Norfolk, home ownership predominates, while rates of private rented and socially rented homes are broadly even.



- 9.2 House prices have increased an average of 25% since early 2020. This aligns with UK increases; however, Broadland and South Norfolk have prices approx. 13% higher than the average.



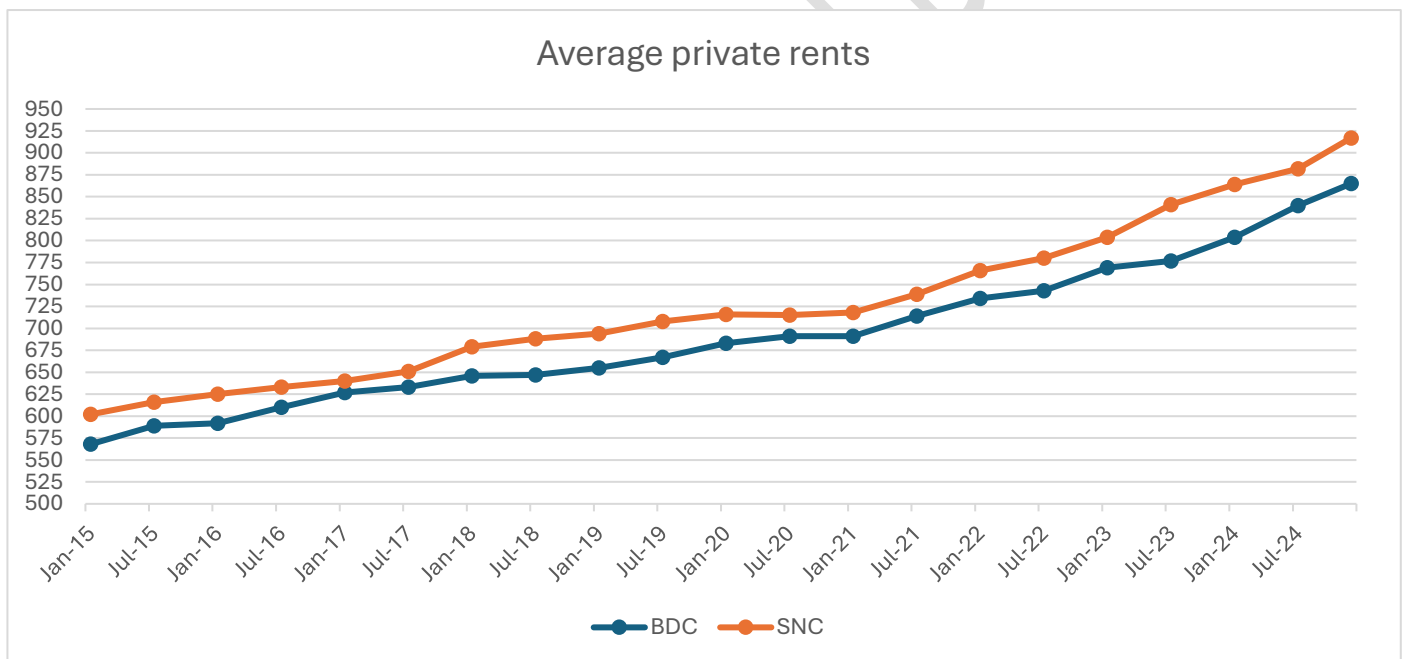
- 9.3 Given that average salaries are just under the England average, this compounds affordability issues for people seeking to own their own home. The ratio of house price is 10x the average salary.

10. Private rental market

10.1 The private rental market has become increasingly constrained as landlords are reportedly leaving the market. A small-scale survey by [Spareroom](#) in February 2025 has found that:

- Two-thirds (67%) of landlords' plan to either leave the rental sector altogether, reduce their property portfolios, or move into short-term/holiday lets.
- Only 4.5% of landlords plan to expand their property portfolios in 2025.
- 88% of landlords have no confidence in today's private rental sector, compared to 81% in July 2024.
- The top three concerns are the Renters' Rights Bill (88%), the end of Section 21 (75%) and reduced profitability (70%).

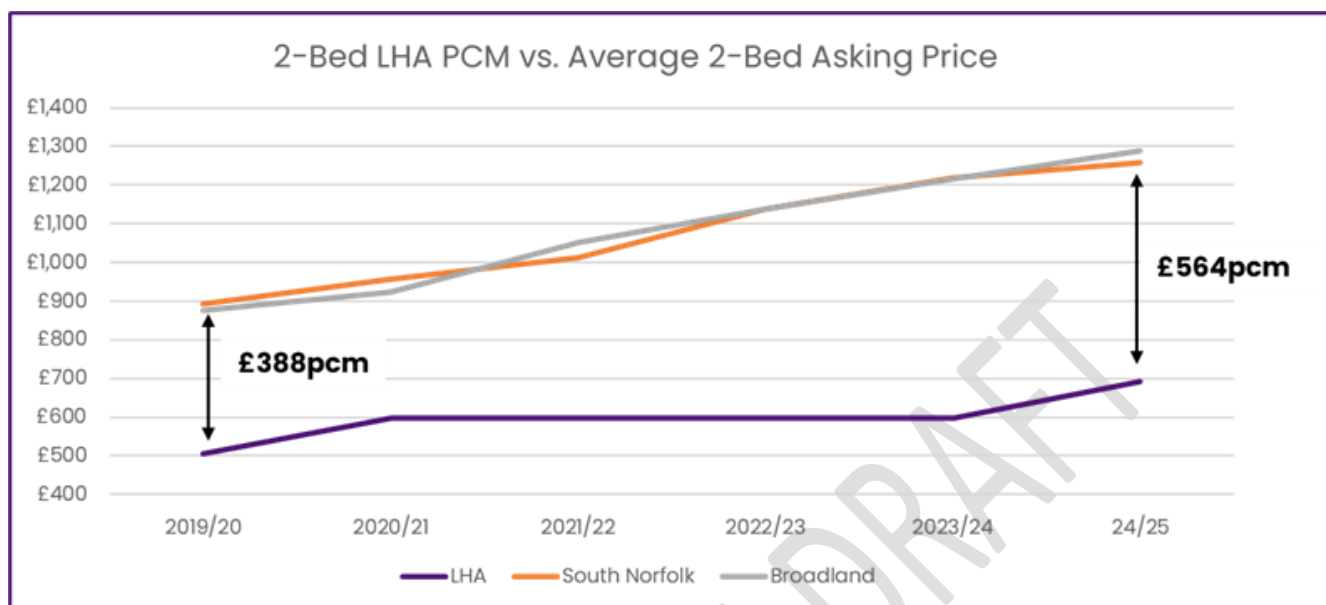
10.2 Rents have increased by an estimated 50% since January 2015 and by nearly one third since January 2020.



10.3 The average monthly private rent in Broadland was £865 in December 2024 and in South Norfolk it was £917, requiring salaries of approx. £25,950 and £27,510 respectively. As above, salaries have not kept pace with rising rental prices, compounding affordability issues.

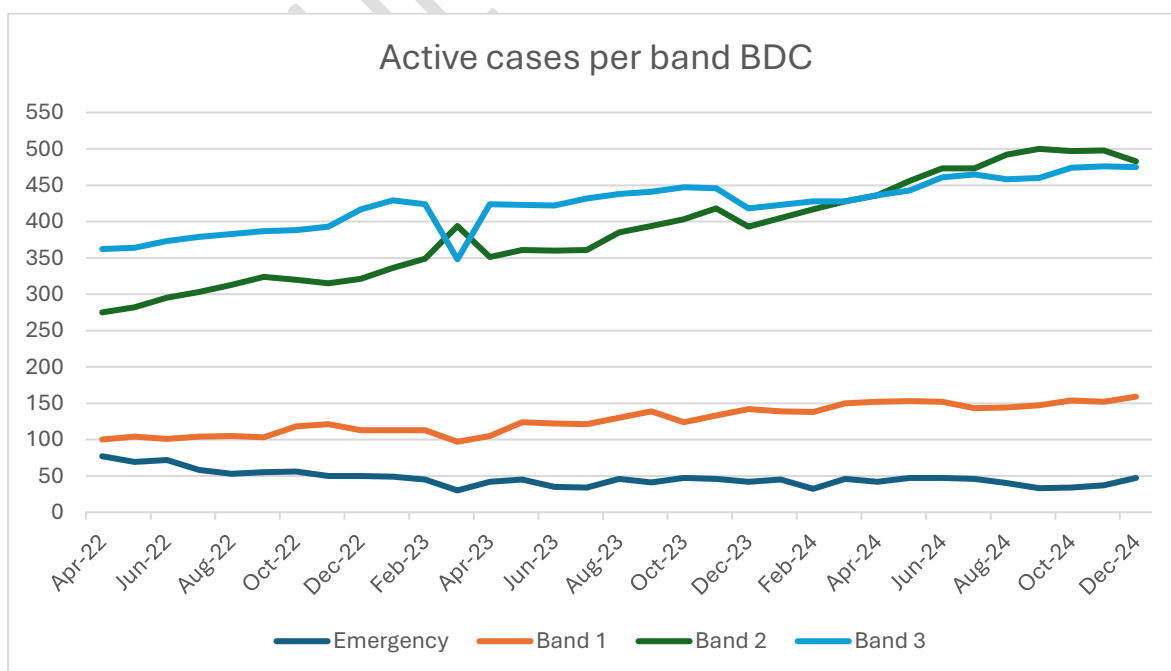
10.4 For those on low incomes and benefits, that gap is particularly acute. By way of illustration, the below shows the rate of average rents for a 2-bedroom home compared to the local housing allowance (LHA) rate for the area. It is expected that there will be an LHA shortfall for the tenant to make up,

however, this difference has increased markedly from £388 per month in 2019/20 to £564 per month in 2024/25.

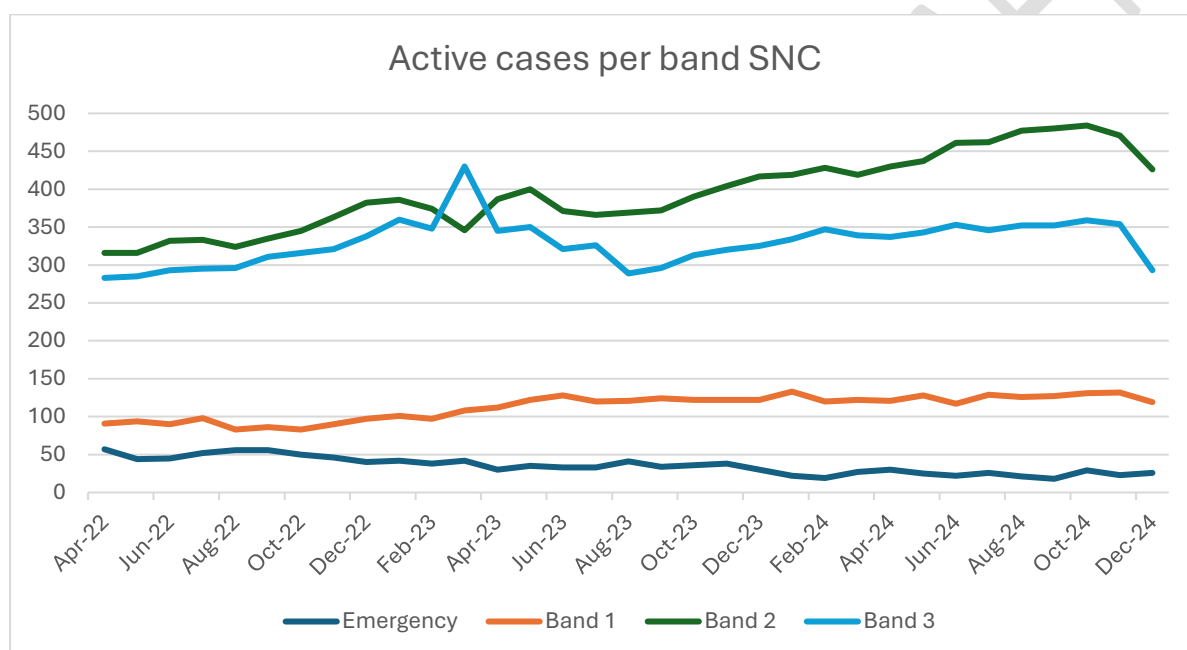


11. Housing register

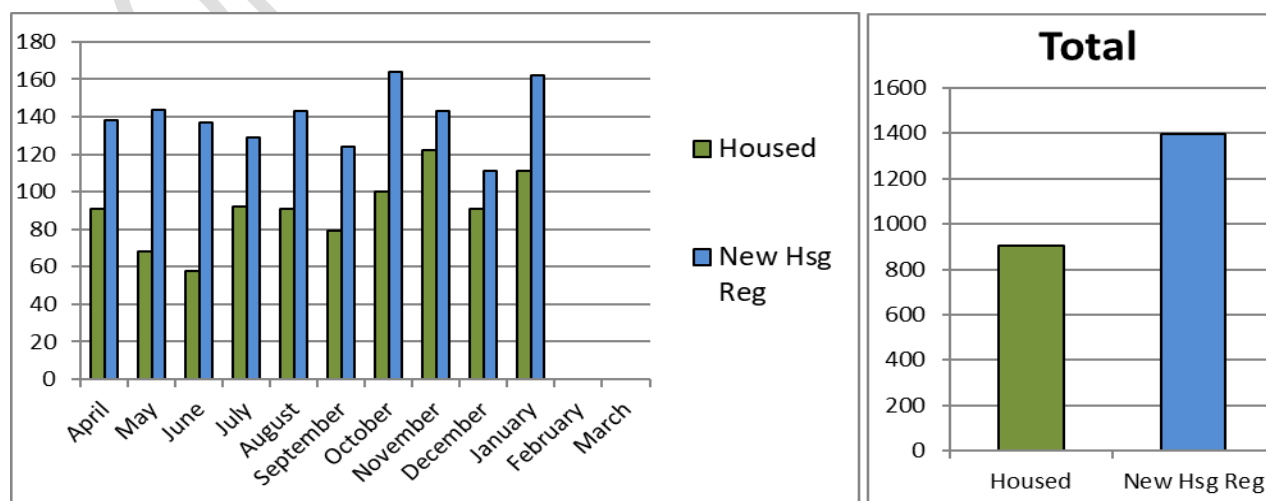
- 11.1 In terms of the housing register, data covering April 2022-December 2024, shows in Broadland, an increase in active housing register cases, although this is predominantly at Bands 2 and 3, which will include those with a lower housing need and those who are eligible for S106 local let homes.
- 11.2 Emergency band applications have decreased slightly showing the Council is managing throughput effectively.



- 11.3 In South Norfolk, as with Broadland, the number of households in emergency band has decreased slightly. Bands 1-3 have seen increases over the period. This could be suggested as having a knock-on effect in securing housing solutions for those in the highest band.
- 11.4 A proposal has been developed with our main Registered Providers to alleviate this through managing the ratio of available social rent properties including S106 local let homes. This will ensure homes are still available to those in the greatest need but also manages throughput within the lower bands of the housing register.
- 11.5 Additionally, following an audit priority, a data review was undertaken of open, but dormant cases, which has resulted in a decrease in December 2024.



- 11.6 To provide a better picture of social housing demand, the below shows the numbers of cases being added to the register compared to those housed. As can be seen, the number of additions outweigh those being removed.



12. Homelessness⁴

a) What are the impacts of homelessness?

12.1 The homelessness charity Crisis⁵ details the impacts of homelessness on individuals, families and wider society. As an overview, they can be:

What kind of impact	How
Mental load and uncertainty	Constantly thinking about where you will live next, how you and your family will move, get to work or school, how you'll cook meals, where your belongings will be stored. Mental health can be both a cause and consequence of homelessness
Financial	Funding repeat moves, finding a rent deposit before current one returned. Paying for new school uniforms. Potential for increased travel to work
Impact on young people	Moving to new areas, leaving friends, starting new schools. Impacts on education outcomes. For some young people forming part of an Adverse Childhood Experience
Impact on employment/training	Able to keep existing work, need to find new role.
Impact on relationships	Added strain to relationships, also having to move away from family and support networks, including childcare provision.
Physical health	Physical impacts of stress, living in inappropriate housing for needs. Resorting to unhealthy coping mechanisms such as junk food, increased alcohol intake and other substances.
Societal	Costs of temporary accommodation. Sick days as a result of stress. Health and mental health impacts on public and emergency services.

b) Approaches for homelessness advice and support

12.2 The below outlines data taken from homelessness approaches to both Councils up to 30th June 2024. Data is captured from September 2021 so that findings reflect post-covid demand.

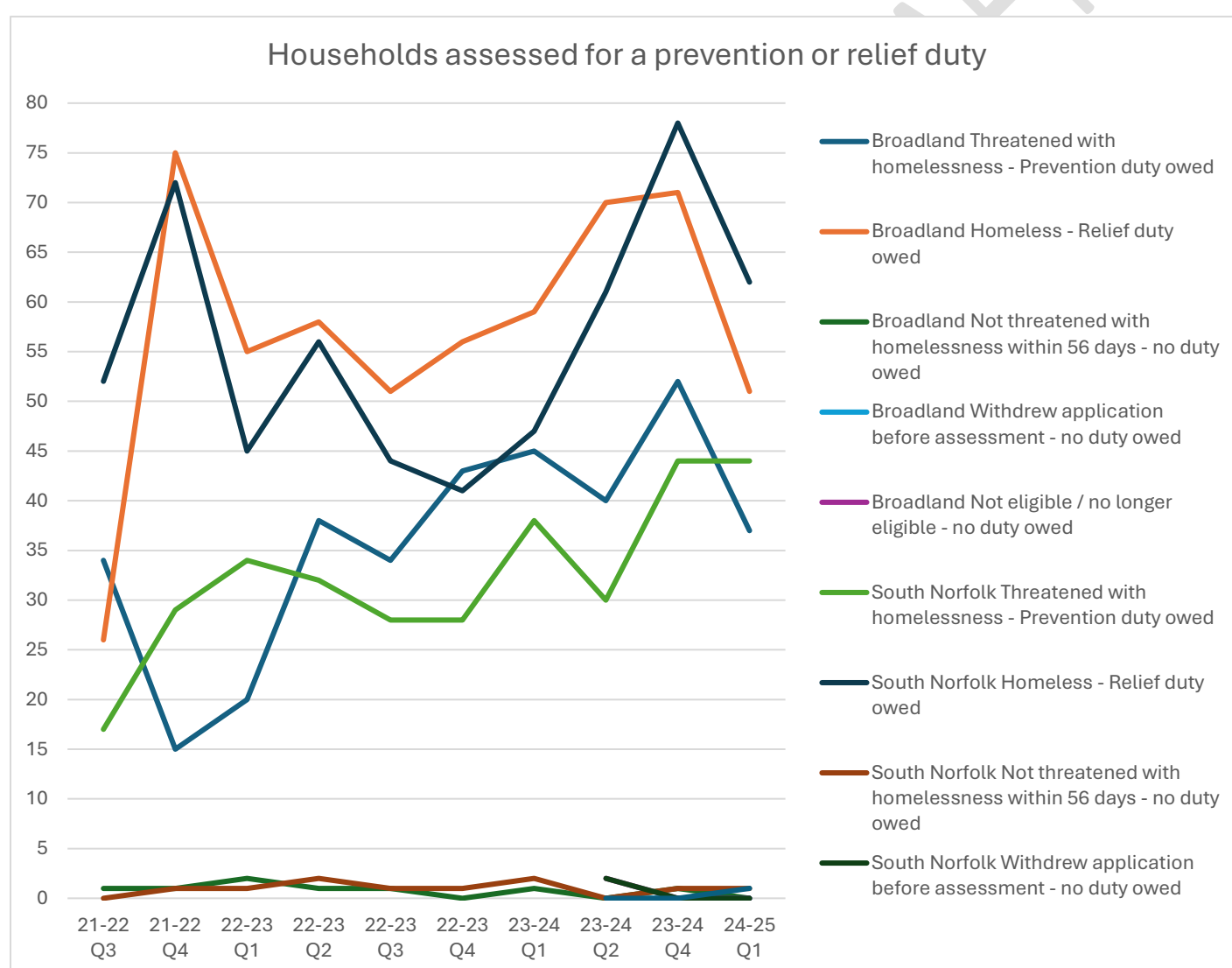
⁴ Please note data for 23-24 Q3 not available.

⁵ [Crisis 2025](#)

12.3 As can be seen from the chart below. Acceptances at the relief stage are higher than that of prevention. There isn't one sole factor for this, and reasons could be attributed to the below as:

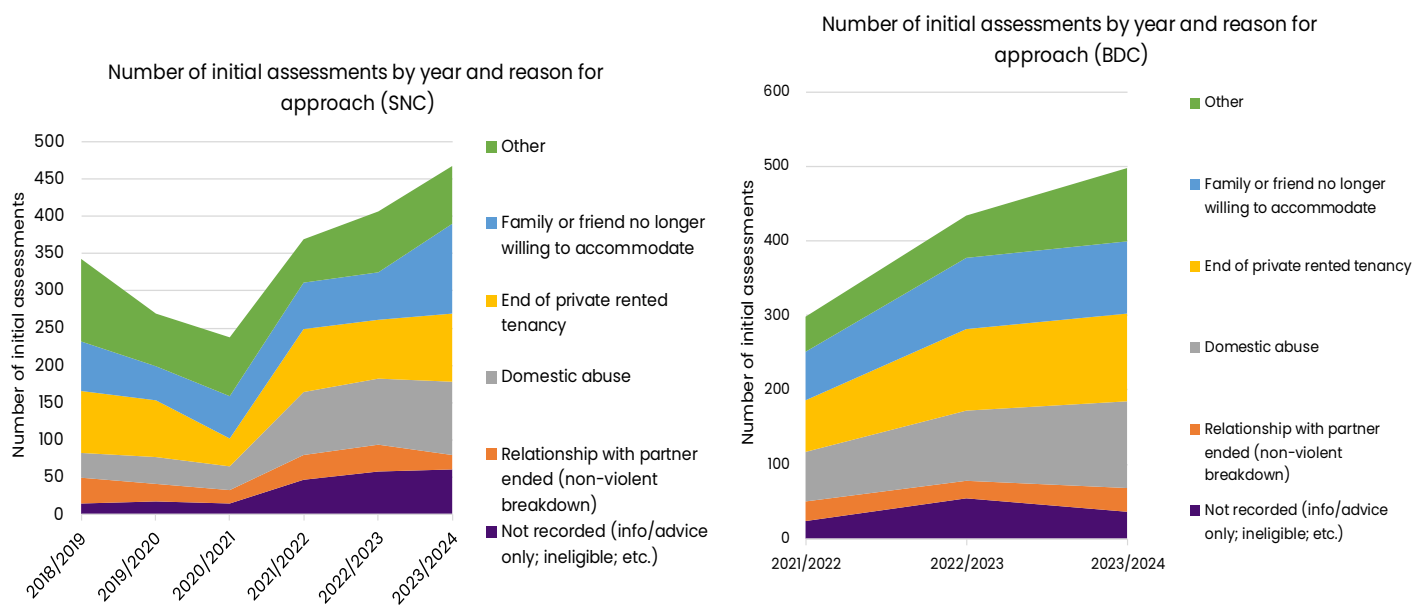
- Some households will wait to seek help
- Levels of Domestic Abuse and friends/family no longer willing to accommodate approaches tend to reflect an immediate need and so are far less common in prevention.
- Households who have not been able to have their homelessness prevented may have moved into the relief duty.

12.4 Numbers of households assessed as not having a duty owed or withdrawing their application are very small. The reduction in relief duty acceptances can be seen as part of the success of our early intervention officers.



c) Reason for approach

12.5 The below provides data on the reasons for households approaching



12.6 As can be seen in the charts, the biggest increase in approaches have come from *Domestic Abuse* and *Family or friend no longer willing to accommodate*.

12.7 When considered with *end of private rented tenancy*, altogether these cohorts consistently account for approx. three quarters of approaches for homelessness prevention and relief duties. In addition, preventing and relieving homelessness for these cohorts is vital due to the unique challenges each group faces.

Domestic Abuse

12.8 Ensuring the safety and well-being of victim-survivors of domestic abuse is paramount. The Council is victim-survivor led, and we, and partners will work to explore housing options. This might be in their existing homes with a package of support including installation of sanctuary measures by one of our specialist officers. It might also include temporary accommodation or refuge provision. The Councils work closely with NIDAS and the police who have a base in the Council offices.

12.9 Homelessness data shows us that with the introduction of the Domestic Abuse act, more victim-survivors are making the decision to flee abusive relationships. In Broadland numbers of approaches have on average doubled and in South Norfolk they have trebled since 2021. Approaches at prevention stage remain low, on average 1% of households seeking help between April 2021-June 2024. However, at relief stage this increases to an average of 40% of households with the majority coming from out of area. This highlights the immediacy of need for households and the more intensive interventions required by the Councils.

- 12.10 Over the life of the current strategy, we have delivered flexible safe accommodation and introduced a Sanctuary scheme, but there is more we can do, and with our partners, actions under this strategy will help victim-survivors rebuild their lives, access necessary support services, and regain a sense of stability and security. This includes enabling them to stay in their local area, where safe, maintaining links to schools, employment and support networks.

End of private rented tenancy

- 12.11 The private rented sector (PRS) in the UK faces several significant issues. The long-running passage of the Renters Rights Bill through parliament (formerly Renters Reform Bill) coupled with higher interest rates making buy to let mortgages unfavourable has led to what the Bank of England terms as a 'modest shrinkage'⁶ in the PRS across the UK.
- 12.12 In addition, and as has been shown above, with rents rising faster than average salaries and benefit rates, tenants are spending a greater proportion of their income on rent. This has a double impact of reducing disposable income at a time of greater household costs and limiting potential for saving, either for a house deposit or rainy-day savings.
- 12.13 Generally, approaches are concentrated at the prevention rather than the relief stage, around 40-45% at prevention compared to 10% at relief. Giving households, the Council and partners longer to either try to retain the tenancy or seek an alternative. However, we are also seeing increases in families unable to afford market prices for rental homes due to non-priority commitments which require budgeting support, potentially prolonging stays in TA and restricting availability for other households.
- 12.14 Within this strategy, we will be taking a three-pronged approach through increasing our offers of private rented accommodation, to working with tenants on resolving their housing issues sooner and, engaging and supporting landlords before, during and after the enactment of the Renters Rights Bill.

Being asked to leave by family and friends

- 12.15 For people who have experienced family breakdowns, housing interventions are vital in providing stability and support during a critical period of their lives. When family relationships deteriorate, these individuals often find themselves without a safe and secure place to live, increasing vulnerability. Similarly, sofa surfers, with their reliance on a temporary solution with friends or family, face constant uncertainty and instability, which can hinder their ability to build a secure future and leave them at risk of exploitation. It also places pressure on the accommodating household especially when overcrowding is an issue.

⁶ [Bank of England 2023](#)

12.16 Approaches for support remain broadly consistent across prevention and relief areas at approx. 20%. However, in South Norfolk overall numbers of approaches have increased from 27 approaches in the period Jan-March 2022 to 49 in the first 6 months of 2024. In Broadland the increase is less marked, 37 to 43 in the same periods.

12.17 Possible reasons for this can include, cost of living crisis causing adult children remaining in the home for longer resulting in tensions and family breakdown, the pressures on household budgets of additional residents. Other family circumstances, such as living with overcrowding, and health, both physical and mental health can all have an impact.

Single people

12.18 Similar to *being asked to leave by family and friends* the Councils have identified this group as single people face unique challenges in securing sustainable housing.

12.19 Looking at data for the last 3 years, single person households make up on average 40% of presentations at prevention stage and 55% at relief stage. There is a small trend emerging of increasing numbers which is indicative of these challenges.

% Single person households owed a duty	2021-22	2022-23	2023-24
Broadland			
Prevention	38%	48%	45%
Relief	53%	56%	59%
South Norfolk			
Prevention	37%	34%	42%
Relief	54%	55%	64%

12.20 This group can also include, but not limited to, care leavers, single refugees. older people living alone, and people moving on from supported accommodation.

12.21 Affordability remains a crucial sticking point for single people. Analysis was undertaken in December 2023 of average incomes of housing register customers for both Councils compared to average costs of different housing tenures from house purchases and rent, both private and social. At that time, for that cohort of single people the only apparent affordable options were for a shared room provided it was at local housing allowance rate and purchase of a 25% stake in a 1 bed shared ownership home, providing they had at least 10% deposit available and could obtain a mortgage.

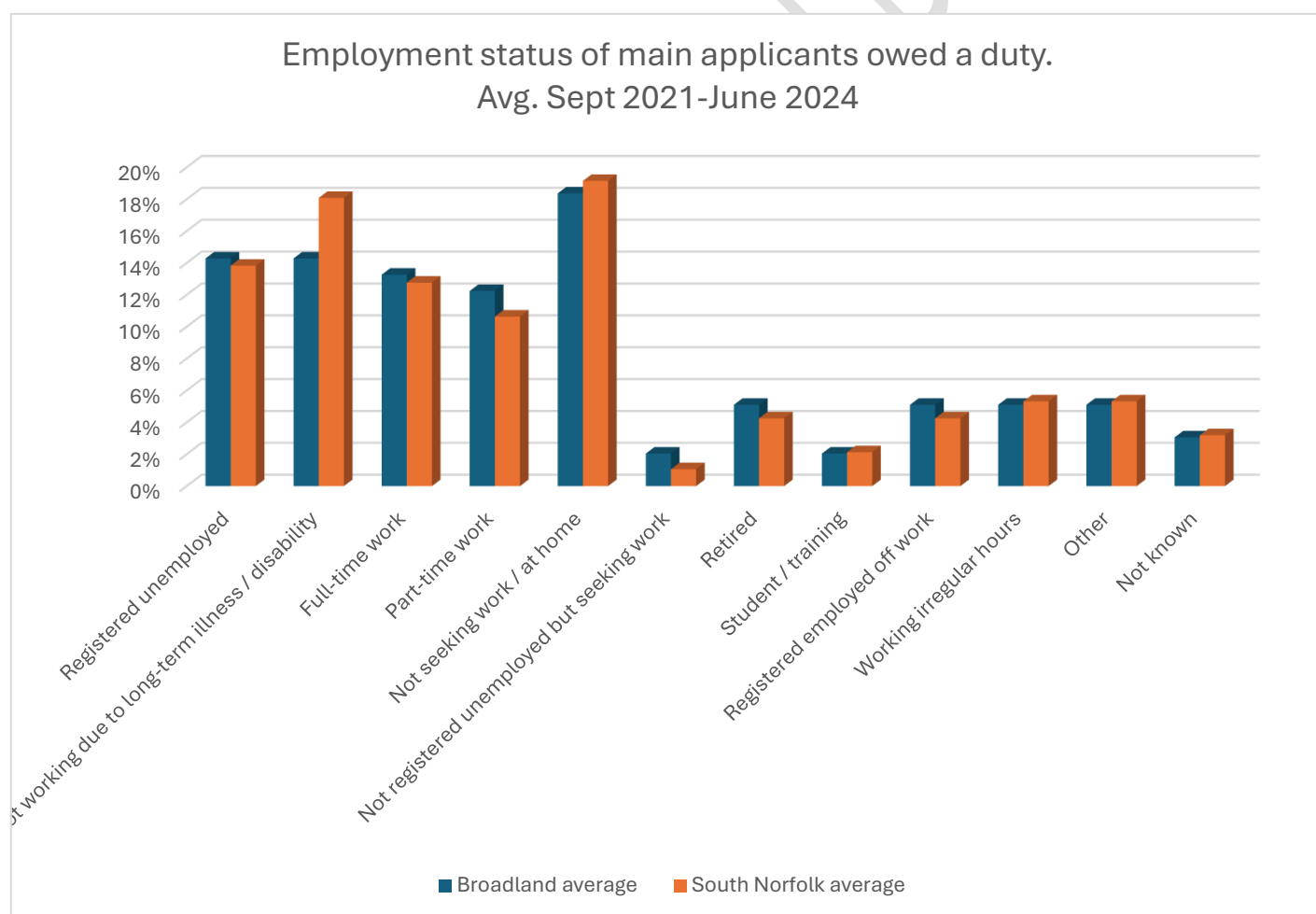
12.22 Overwhelmingly, feedback from our workshops, stated a need for 'preparation for life skills' as a means to prevent homelessness, and improve housing sustainability. Similarly, collaborative working with the individual and their

networks, informal and formal to identify realistic housing options is key. As a Council we have supported TILS courses and implemented support for care leavers which are showing positive results. Within this strategy, we will commit to expanding these schemes with bespoke offers for cohorts of people including refugees. We will also seek to link to our employability offer increasing opportunities for long-term employment.

Other reasons for approaches

12.23 In terms of other approaches, households in these areas are lower compared to the top 3 reasons for approaching. There was an increase in approaches from those *Required to leave accommodation provided by Home Office as asylum support* in q.4 of 2023-24 for Broadland. This is linked to the government's programme at the time of fast-tracking applications for asylum. This short-term programme was limited to claimants from countries who have a greater number of asylum claims granted and who applied within a specific timeframe.

d) Employment status



12.24 An average 35% of applicants across both Councils are in some form of employment or seeking work:

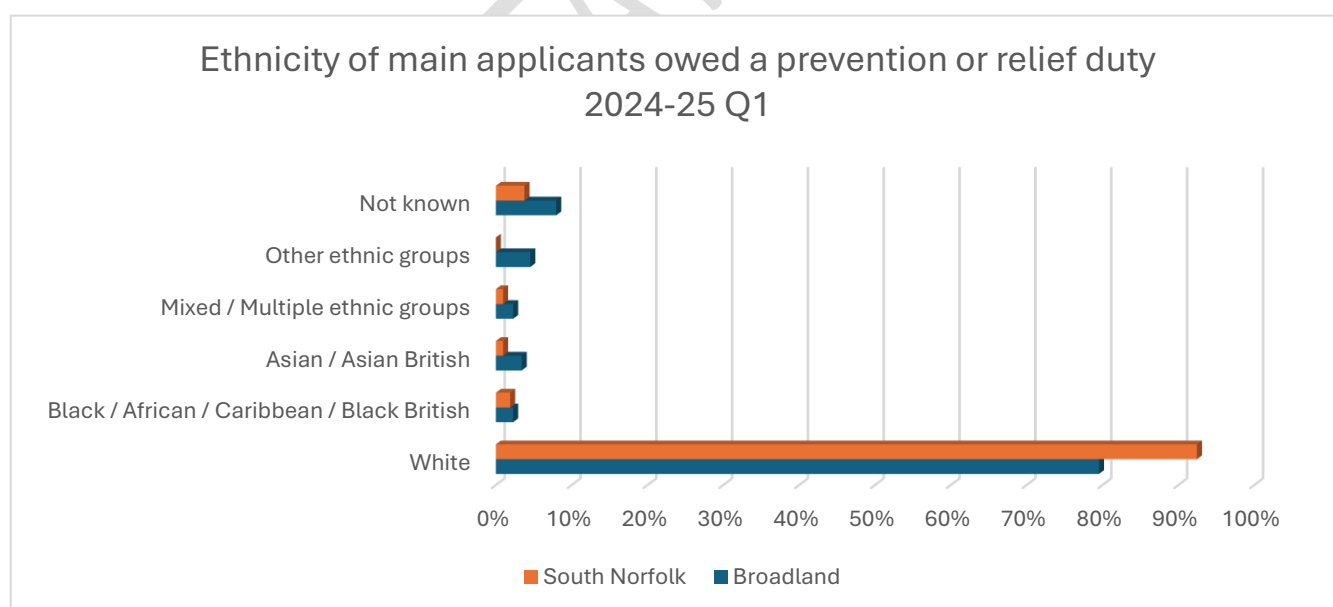
- Full-time work
- Part-time work
- Not registered unemployed but seeking work
- Registered unemployed off work
- Working irregular hours

12.25 This is fairly consistent across the period October 2021-June 2024. The rate of employment is lower than overall population statistics.

12.26 The percentage of those registered unemployed has increased slightly across both councils during the same period. In Broadland, the percentage of main applicants classified as long-term illness/disability has remained broadly static, while it has decreased markedly in South Norfolk. Similarly, the percentage of those not seeking work/at home has decreased from 30% to 22% in Broadland and 38% to 16% in South Norfolk. Part of this may be due to changes in reporting, with *Registered unemployed off work* and *Working irregular hours* categories added in April 2023-24. The percentage of *Students/training* has also increased slightly from approx. 1% to 4%-5%.

12.27 Overall, it shows a complex picture and reflects there is no one single type of employment status when it comes to homelessness.

e) Ethnicity of main applicant



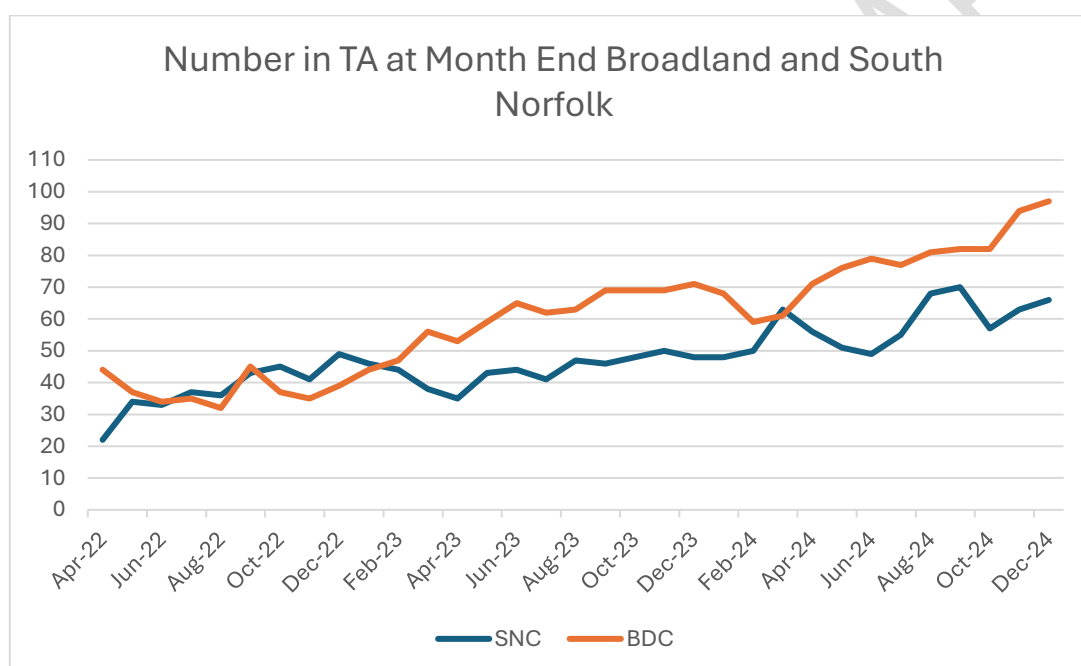
12.28 In terms of ethnicity of main applicants, taking figures from April – June 2024, the majority of main applicants are *White* although they are slightly less represented than the overall population. The 80% figure for Broadland may be tempered by the 8% of *Not Known* applicants. For *other ethnic groups*, *mixed/multiple ethnic groups*, *Asian/Asian British groups*, and

Black/African/Caribbean/Black British households, the figures do suggest a disproportionate incidence of homelessness.

13. Temporary Accommodation

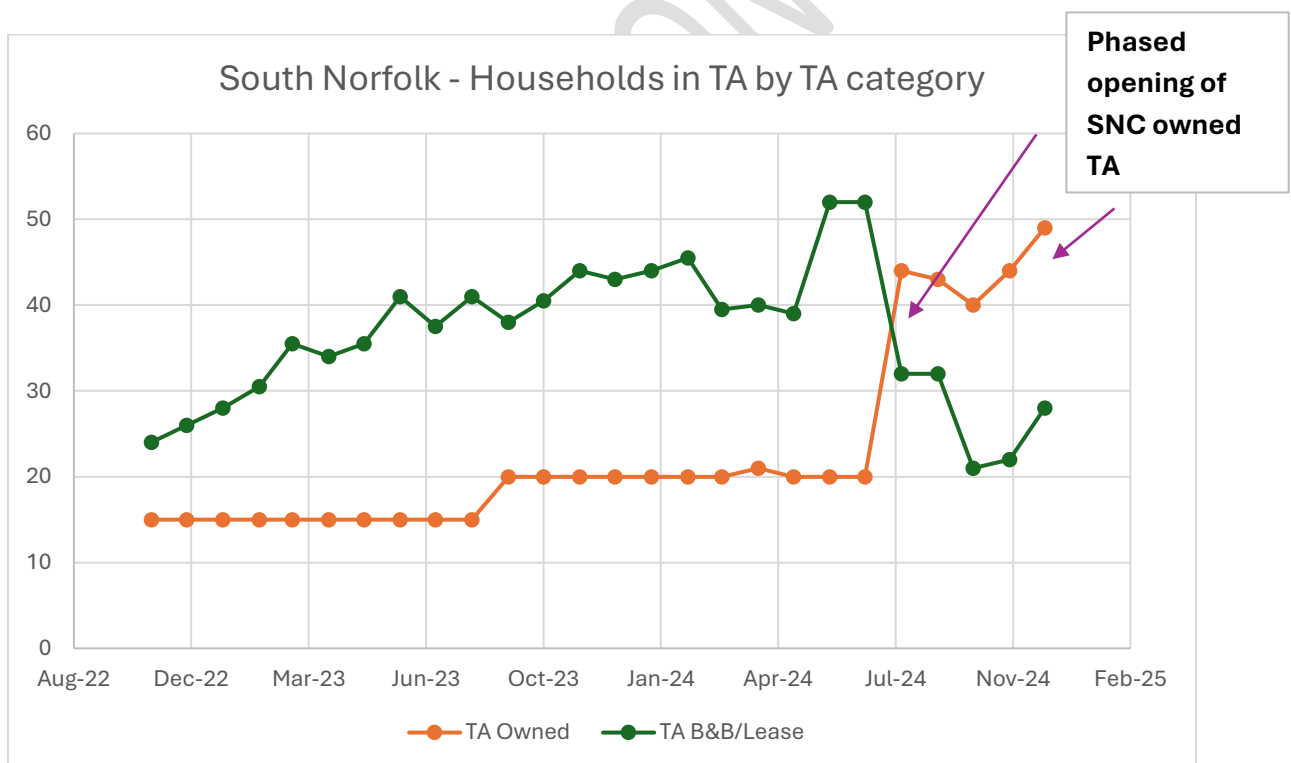
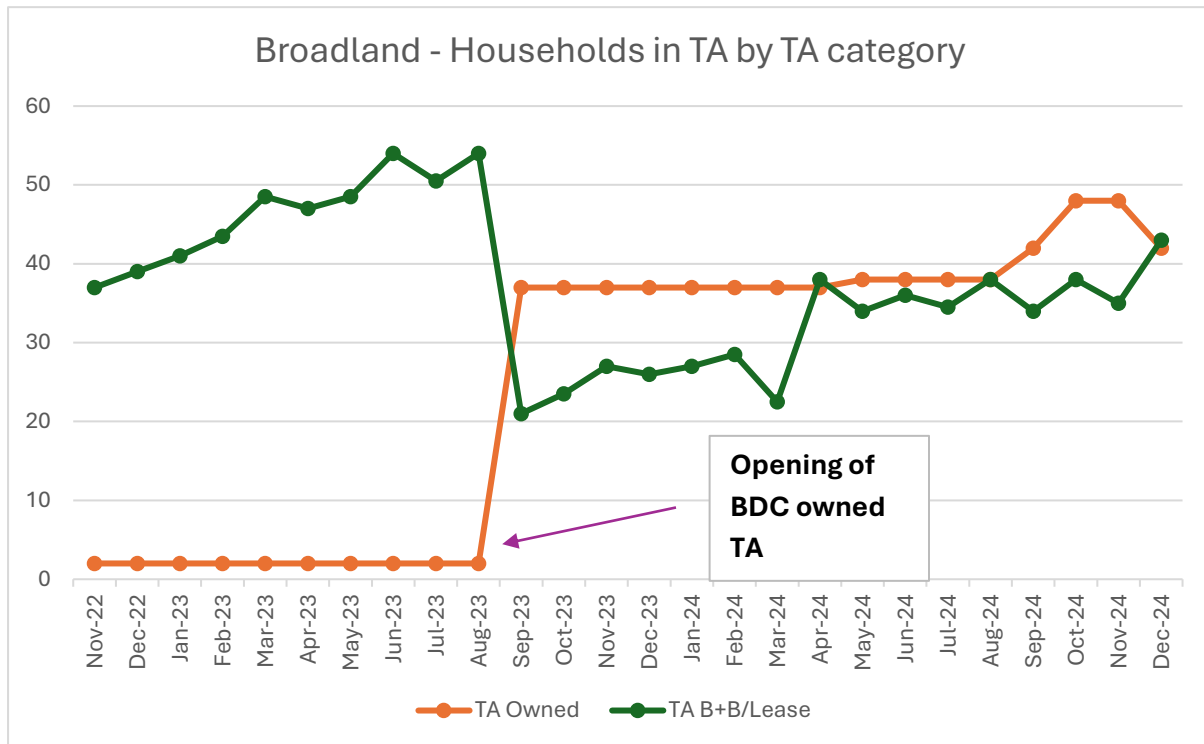
13.1 The number of households accessing temporary accommodation (TA) have increased significantly.

13.2 The table below shows number of households at month end for both Broadland and South Norfolk between April 2022 and December 2024. In Broadland the number of households has more than doubled, while in South Norfolk it has tripled.



13.3 Nationally temporary accommodation costs have been attributed to the main cause of budget pressures, and in early recognition of this, the Councils embarked on an ambitious programme of purchasing TA to be owned and managed by them. Since August 2023, the Councils have acquired an additional 43 units in Broadland and 44 units in South Norfolk. This includes a mix of HMO accommodation for single people, a large site containing self-contained flats and properties for families.

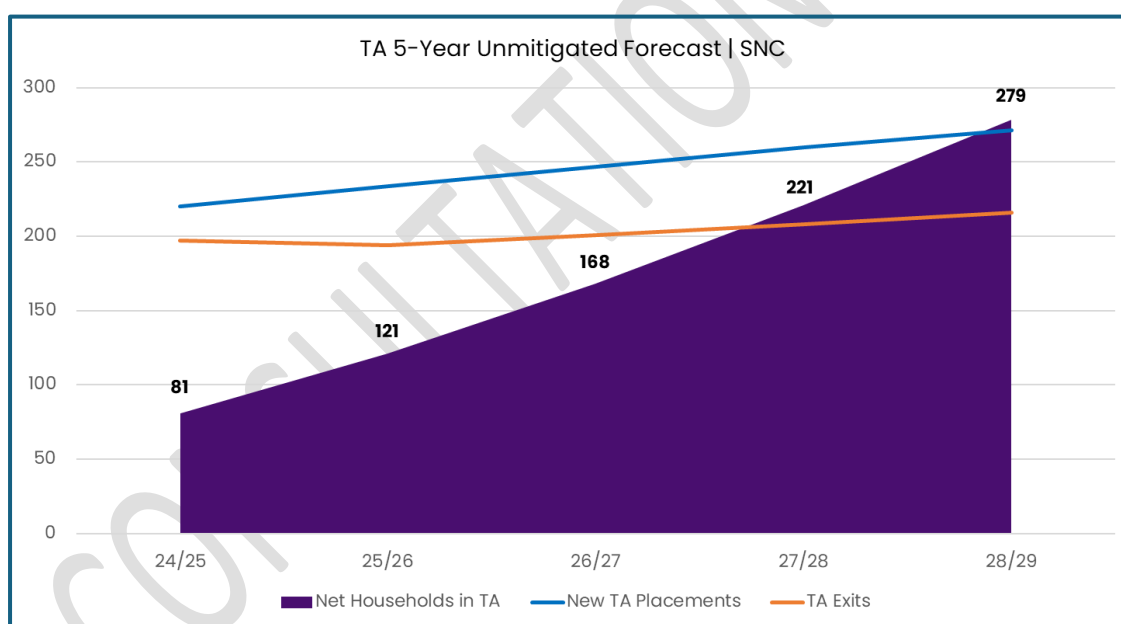
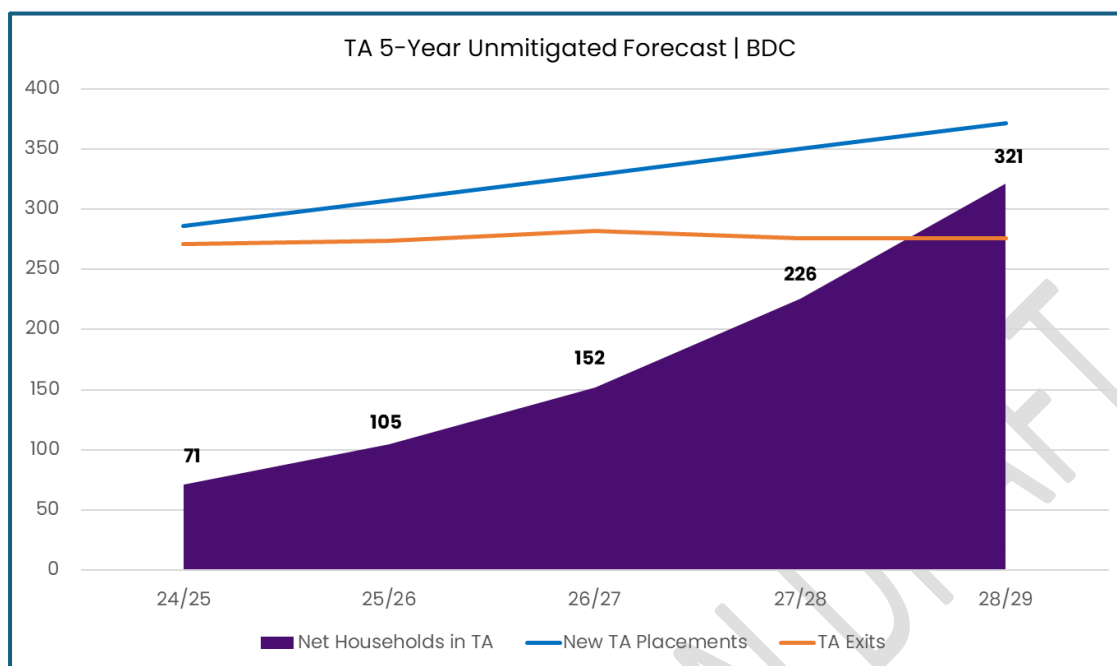
13.4 The graphs below show numbers in TA based on accommodation type, from that owned by the Council – the cheapest form of TA, to our private sector leasing schemes and B&B accommodation – B&B is the most expensive form of TA. The tables show a corresponding decrease in B&B households with an increase in owned TA households. While it does not reduce the overall need for TA, it does reduce the cost of providing TA, thus enabling the Councils to focus on other homelessness prevention measures.



Looking ahead – TA need

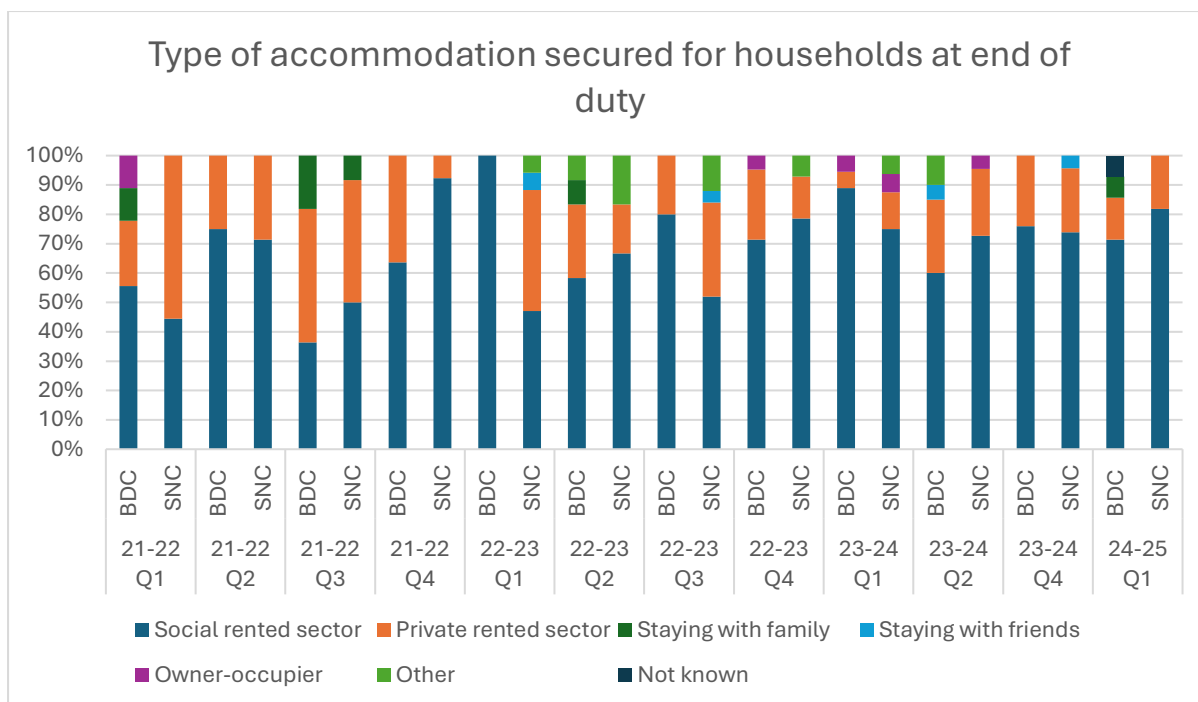
- 13.5 The analysis by PPL showed that with no mitigating factors in place, the number of households in TA will increase significantly. While the numbers

moving on from TA will remain static, it's the growth in need for placements that will be the main driver.



14. Outcomes – Housing Solutions

- 14.1 In terms of type of accommodation found when a duty has ended, the trend shows that social housing forms the main outcome type. Since Q4 of 2023-24 (Jan 2024) this hasn't dropped beneath 60% of outcomes. The private rented sector averages 20% of outcomes, although this has been under 10%. This corresponds with what we're seeing of difficulties securing private rented accommodation due to affordability and availability.



15. Rough sleeping

- 15.1 Preventing and relieving rough sleeping is crucial because it addresses the immediate safety and well-being of individuals experiencing homelessness. Rough sleeping exposes people to severe weather conditions, violence, and health risks, which can lead to chronic illnesses and even premature death. National data shows that average age of death for entrenched rough sleepers is 45 for men and 43 for women. This is a life expectancy gap of 35 and 41 years respectively.
- 15.2 By providing stable housing and support services, we can help individuals retain their dignity, access necessary healthcare, and find pathways to employment and social integration. Moreover, preventing rough sleeping reduces the strain on emergency services and public resources, fostering a healthier and more compassionate community for everyone. Ultimately, it is a fundamental step towards ensuring that every person has the opportunity to live a safe, stable, and fulfilling life.

a) Service overview and referrals

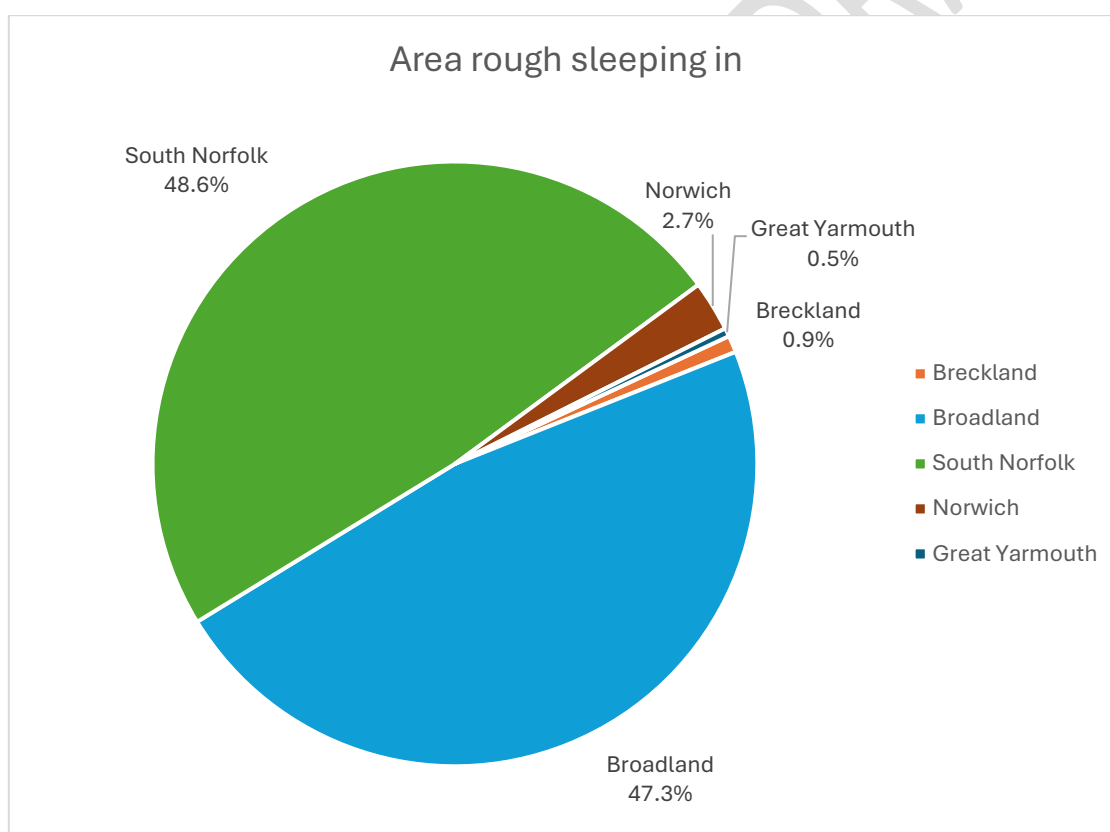
- 15.3 The Councils are rightly proud of their in-house rough sleeper team who are tightly linked to the wider housing and benefits team. Created in 2019, the team comprises a senior homelessness and rough sleeping coordinator, complex needs officer, resettlement officer providing floating support and Housing First officers for those engaging with the most intensive support. The service comprises 12 units of accommodation in total:

- i. Somewhere safe to stay -5 units providing rapid accommodation for up to 56 days.
- ii. Housing First – 7 units of accommodation providing intensive support.

15.4 The data below covers the period October 2023 to December 2024, unless specified it is combined data for Broadland and South Norfolk.

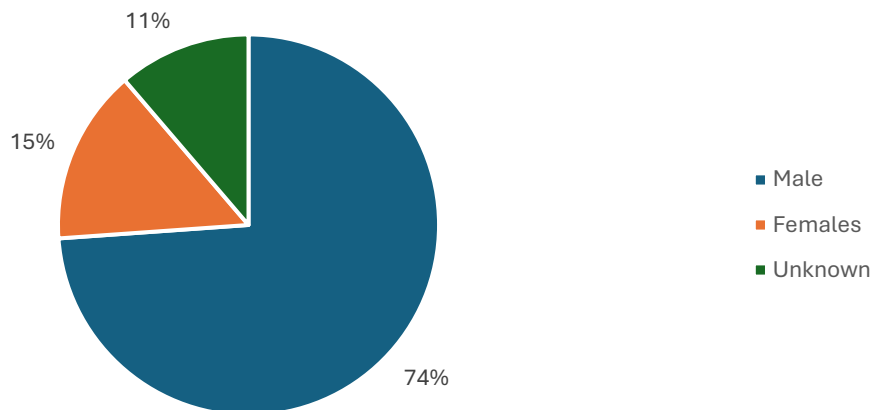
15.5 During the period, the rough sleeper team received notifications for 222 individuals rough sleeping. Notifications may be self-reported by the individuals or may come from other organisations or members of the public. Of those reports, it is a broadly even split between Broadland and South Norfolk. It should be noted, this relates to referrals only.

15.6 Numbers of verified rough sleepers are lower at 102 and may reflect those not wishing to be verified, those moving to a different sleep site, or those who have accessed services via another means.



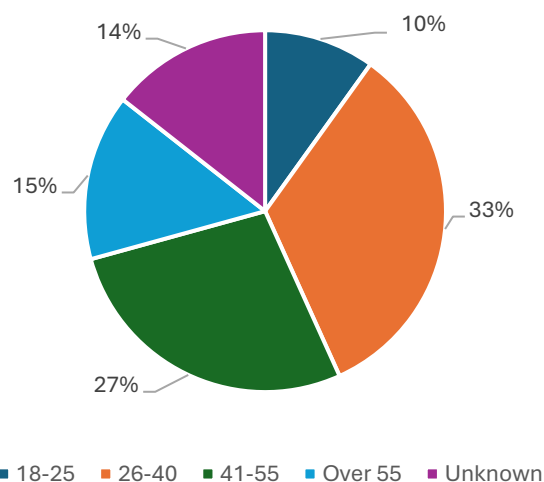
15.7 In terms of location, the majority are located in the urban fringe of the districts and in some market towns. Far fewer are reported in from rural areas. Most individuals are males (74%).

Gender of individuals reported as rough sleeping

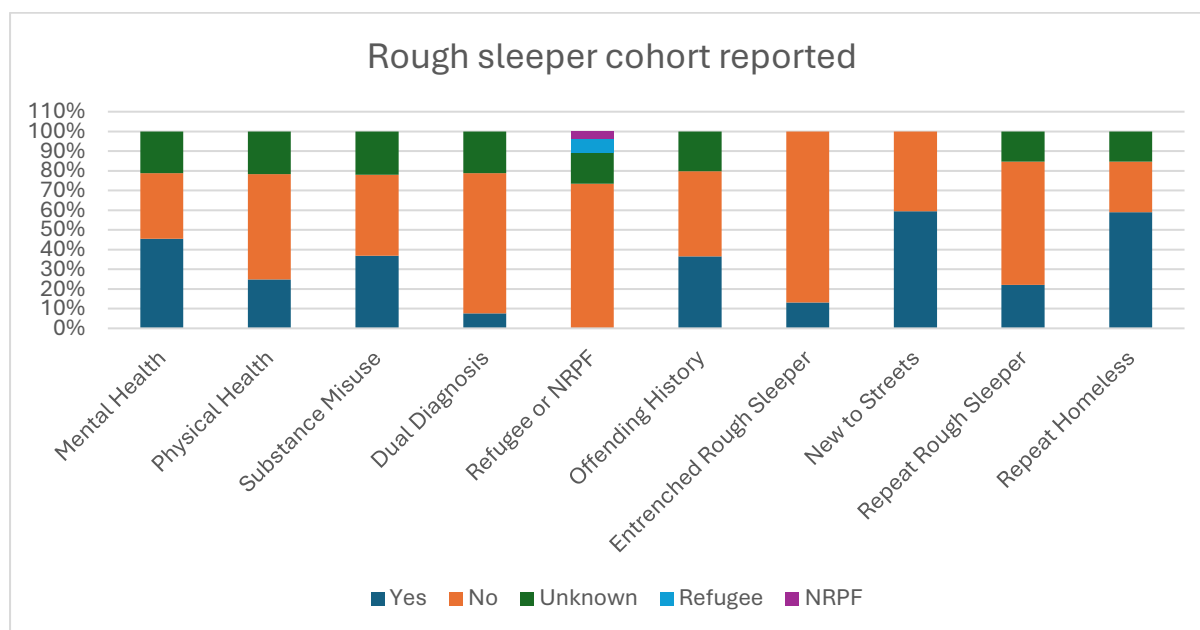


- 15.8 95% are single, with very few numbers of couples or adult family groups reported.
- 15.9 With regards to nationality, 68% were UK Nationals and 15% were from another nationality, although 17% were unknown and could be attributed to either group.
- 15.10 Those aged 18-25 are slightly smaller than the aged 26-40 age group, representing an opportunity for interventions for younger people to prevent rough sleeping from becoming a long-term outcome. Those aged 55+ account for 15%, this group are also more likely to need bespoke interventions because of entrenched rough sleeping, experience of exclusion and long-term health and mental health conditions.

Age



15.11 Of the information shared by the individuals, reassuringly the percentage of entrenched rough sleepers was low at 13%, although the percentage of repeat rough sleepers was slightly higher at 22%. In addition, just under two-thirds have experienced repeat homelessness indicating there is a cohort that is acquainted with housing and homelessness services and are at risk of worsening circumstances.



15.12 45% reported a mental health condition and 37% a substance misuse issue. 8% indicated a diagnosis of both simultaneously. 36% reported an offending history. Refugees or those with no recourse to public funds (NRPF) made up a fraction of the cohort – only 11%. Although likely to be overrepresented when compared to the general population. Given the cohort numbers, it is likely for some there will be multiple factors. It is also worth noting, that approx. one-fifth of indicators are unknown.

b) Accommodation

15.13 107 placements were made into the Somewhere Safe to Stay Hub, offering short-term accommodation, (up to 56 days) where an individual can have time to work with officers, considering their needs, wishes and next steps.

15.14 From this accommodation, there were a total of 133 move-on outcomes, comprising the below:

Move on Destinations	
Supported Housing	37%
Temporary Accommodation	11%
Complex Needs Housing	2%
Housing First	3%

Move on Destinations	
Care Home (Soc Ser Funded)	2%
Social Tenancy	8%
Housing for aged 55+	4%
Private Sector Tenancy	14%
Family/Friends	15%
Acute Psych Admission	1%
Prison	3%
Passed away	2%

- 15.15 Of these, 37% moved into supported accommodation, providing more settled accommodation, with time and support to prepare individuals for a long-term sustained home. 3% moved into the Councils Housing First programme offering accommodation and intensive provision for those with greater support needs. 8% commenced a social tenancy utilising a direct lets scheme on appropriate homes. Unfortunately, a small cohort - 2%, passed away while in the accommodation, this is reflective of the experiences, issues and negative outcomes experienced by rough sleepers, it is still a tragic occurrence.
- 15.16 Feedback from stakeholder workshops, focussed on the importance of appropriate mental health provision and widescale adoption of trauma informed responses. More supported accommodation was highlighted as a definite need.

16. Conclusion

- 16.1. Overall, the data provides a complex picture of increasing need for support to prevent and relieve homelessness amidst decreasing affordability and availability with young people, single people, those in the private rented sector and those fleeing domestic abuse particularly affected
- 16.2. Addressing this issue requires a multi-faceted approach both locally and nationally along the breadth of homelessness, from the first suggestion of risk to those with long experience of rough sleeping.
- 16.3. This draft strategy sets out a proactive and comprehensive approach to tackling homelessness at all stages. It is person centred and collaborative. With small acts and big acts: together we can stop homelessness.