

Borough Council of  
**King's Lynn &  
West Norfolk**



# **Environment and Community Panel**

## **Agenda**

**Tuesday, 9th April, 2024**  
at 4.30 pm

in the

**Council Chamber, Town Hall and available  
for the public to view on [WestNorfolkBC on  
You Tube](#)**



**King's Court, Chapel Street, King's Lynn, Norfolk, PE30 1EX**  
**Telephone: 01553 616200**

Wednesday 27<sup>th</sup> March 2024

Dear Member

**Environment and Community Panel**

You are invited to attend a meeting of the above-mentioned Panel which will be held on **Tuesday, 9th April, 2024 at 4.30 pm** in the **Council Chamber, Town Hall, Saturday Market Place, King's Lynn PE30 5DQ** to discuss the business shown below.

Yours sincerely

Chief Executive

**AGENDA**

**1. Apologies for absence**

To receive any apologies for absence.

**2. Minutes (Pages 5 - 10)**

To approve the minutes of the previous meeting.

**3. Declarations of interest (Page 11)**

Please indicate if there are any interests which should be declared. A declaration of an interest should indicate the nature of the interest (if not already declared on the Register of Interests) and the agenda item to which it relates. If a disclosable pecuniary interest is declared, the Member should withdraw from the room whilst the matter is discussed.

Those declarations apply to all Members present, whether the Member is part of the meeting, attending to speak as a local Member on an item or simply observing the meeting from the public seating area.

**4. Urgent Business**

To consider any business which, by reason of special circumstances, the Chair proposed to accept as urgent under Section 100(b)(4)(b) of the Local Government Act, 1972.

**5. Members Present Pursuant to Standing Order 34**

Members wishing to speak pursuant to Standing Order 34 should inform the Chair of their intention to do so and what items they wish to be heard before a decision on that item is taken.

**6. Chair's Correspondence**

If any.

**7. Update on the Bus Service Improvement Plan and Q&A Session with Bus Operators - 40 minutes** (Page 12)

Members are encouraged to submit any questions in advance to [democratic.services@west-norfolk.gov.uk](mailto:democratic.services@west-norfolk.gov.uk)

**8. Cabinet Report - Gypsy and Traveller Preferred Sites - 30 minutes** (Pages 13 - 23)

**9. Homelessness and Rough Sleeping Strategy Review - 30 minutes** (Pages 24 - 127)

**10. Climate Change Update - 30 minutes** (Page 128)

**11. Work Programme and Forward Decision List** (Pages 129 - 134)

To agree the Work Programme for 2024/2025.

**12. Date of the next meeting**

To note that the next meeting of the Environment and Community Panel is scheduled to take place on 4<sup>th</sup> June 2024 at 4.30pm in the Town Hall.

To:

**Environment and Community Panel:** T Barclay, M Bartrum, J Bhondi, P Bland, A Bullen, S Collop (Chair), P Devulapalli (Vice-Chair), H Humphrey, P Kunes, J Ratcliffe, S Sandell and A Ware

**Portfolio Holders:**

Councillor Moriarty – Cabinet Member for Development and Regeneration – Items 7 & 8

Councillor Rust – Cabinet Member for People and Communities – Item 9

Councillor de Whalley – Cabinet Member for Biodiversity and Climate Change – Item 10

**Officers:**

Stuart Ashworth – Assistant Director  
Alex Fradley – Planning Policy  
Nikki Patton – Housing Strategy Manager  
Ged Greaves – Climate Change Manager  
Andy King – Housing Strategy Officer

**By Invitation:**

Representatives from Norfolk County Council – Agenda Item 7  
Representatives from Bus Operators in King’s Lynn – Agenda Item 7

Members of the Regeneration and Development Panel – Agenda Item 8  
Members of the Homelessness and Housing Delivery Task Group – Agenda Item 9

**BOROUGH COUNCIL OF KING'S LYNN & WEST NORFOLK**

**ENVIRONMENT AND COMMUNITY PANEL**

**Minutes from the Meeting of the Environment and Community Panel held on Tuesday, 27th February, 2024 at 4.30 pm in the Town Hall, Saturday Market Place, King's Lynn**

**PRESENT:** Councillors Collop (Chair), Bartrum, Bhondi, Bland, Bullen, Colwell (substitute for Ratcliffe), Devulapalli, Sandell and Ware.

**PORTFOLIO HOLDERS:**

Councillor de Whalley – Portfolio Holder for Biodiversity and Climate Change

Councillor Rust – Portfolio Holder for People and Communities

Councillor Squire – Portfolio Holder for Environment and Coastal

**OFFICERS:**

Martin Chisholm – Assistant Director

Barry Brandford – Waste and Recycling Manager

Claire Wiggs – Ecology Officer

**BY INVITATION:**

Representatives from Freebridge Community Housing

Representatives from the RSPB

**EC74: APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Barclay, Humphrey, Kunes and Ratcliffe.

**EC75: MINUTES**

**RESOLVED:** The Minutes from the previous meeting were agreed as a correct record and signed by the Chair.

**EC76: DECLARATIONS OF INTEREST**

There were no declarations of interest.

**EC77: URGENT BUSINESS**

There was none.

**EC78: MEMBERS PRESENT PURSUANT TO STANDING ORDER 34**

There was none.

EC79: **CHAIR'S CORRESPONDENCE**

There was none.

EC80: **UPDATE FROM FREEBRIDGE COMMUNITY HOUSING ON FUTURE PLANS IN RELATION TO DECARBONISATION AND SUSTAINABILITY**

[Click here to view the recording of this item on You Tube.](#)

Representatives from Freebridge Community Housing gave a presentation to the Panel, a copy of which is attached.

The Chair thanked the officers for the update and invited questions and comments from the Panel, as summarised below.

Councillor Colwell commented he was excited about the plans for Dairy Way as it was in his Ward, and he would like to be involved as required. He suggested consideration of a Dementia Trail for Dairy Way.

In response to a question from Councillor Colwell, it was explained that 50% of the Freebridge Housing Stock homes currently met energy efficiency standard B and C.

Representatives from Freebridge explained that they had additional support available for tenants such as winter warmer packs and details of the wider offers and initiatives were available upon request.

Councillor Bullen asked for further information on the improvements to vehicle systems and it was explained that a smart scheduling system to reduce journey times and group jobs together by location was being used.

Councillor Bullen referred to bat, bird and bee boxes and asked if these were used by Freebridge. Officers from Freebridge were certainly interested in this idea and agreed to liaise with Councillor Bullen.

Representatives from Freebridge Community Housing explained that they would be engaging with Stakeholders and carrying out consultation on the plans for Dairy Way. They were also keen to engage local Schools.

The Vice Chair, Councillor Devulapalli, referred to retrofitting insulation and asked if Freebridge would consider retrofitting insulation to all homes in one go. It was explained that it was more efficient and less disruptive to tenants to complete one house at a time and there was a limited budget to carryout insulation throughout the stock, so the priority was on the worst performing homes first.

In response to a question, it was explained that for new builds, options such as rainwater harvesting could be looked at alongside available technology for dealing with surface water.

The Portfolio Holder for People and Communities, Councillor Rust, thanked Freebridge Community Housing for attending the meeting and looked forward to seeing more information and being involved in the plans for Dairy Way.

**RESOLVED:** The Panel noted the update.

EC81: **RSPB PRESENTATION ON EAST ATLANTIC FLYWAY UNESCO SHORTLISTING**

[Click here to view the recording of this item on You Tube.](#)

Councillor de Whalley, the Portfolio Holder for Biodiversity and Climate Change introduced the representatives from the RSPB.

Representatives from the RSPB gave a presentation to the Panel, a copy of which is attached.

The Chair thanked the RSPB for the update and invited questions and comments from the Panel, as summarised below.

Councillor Bullen asked what the Borough Council could do to support the process. He was also concerned about the Wash Barrage proposals and the effect this could have on the World Heritage Site shortlisting. It was explained that the East Coast Flyway covered lots of Local Authority Areas and it was hoped that a declaration of support could be drawn up that organisations could sign up to. The RSPB were also optimistic that, because of the funding available, organisation contributions would be quite modest.

Councillor Colwell asked if the project could be at risk if affected by habitat destroyers such as the Wisbech Incinerator, Wash Barrier and Sewage Storm overflow. It was explained that the biggest threat to the designation was the Wash Barrier as the installation of this would destroy the habitat and mean that the area would not become a World Heritage Site.

In response to further questions, it was explained that designation would bring many opportunities, including tourism, and this would need to be managed to ensure that the landscape remained valuable. It was explained that there would be consultation and engagement processes to go through.

**RESOLVED:** The Panel noted the update.

EC82: **WASTE UPDATE**

[Click here to view the recording of this item on You Tube.](#)

The Waste and Recycling Manager provided an update on waste management and recycling for the Borough and the Government's 'Simpler Recycling' reforms.

The Panel was provided with information on the impact Covid had on collection rates. It was explained that the food waste collection service was disrupted during Covid and had restarted in July 2021. Levels were now coming back to normal, post Covid, with the exception of food waste collection. Work was being carried out to promote and increase take up of the food waste collection service.

The Waste and Recycling Manager circulated the revised bin calendar that would be circulated and included additional information on the food waste collection service. He explained that in March the Council would be promoting Food Waste Collection Week and would carry out engagement in schools, distribute caddies, starter kits and provide information to residents.

The Chair thanked the Waste and Recycling Officer for the update and invited questions and comments from the Panel, as summarised below.

Councillor Colwell explained that customer habits had changed post-Covid, and with the cost of living crisis, people were being more savvy, meaning they may be wasting less. He also asked if consideration could be given to placing recycling bins in the town centre next to waste bins so visitors to the town had the option to recycle.

Councillor Colwell also commended the small electrical items and battery collection service and hoped that this would continue to be promoted.

Councillor Colwell also referred to the Wisbech Incinerator and explained that more of our waste needed to be diverted away from this, so it was important to promote recycling opportunities in the Borough.

In response to a question from the Vice Chair, Councillor Devulapalli, it was explained that the Council had a good relationship with the company that processed food waste for the Borough.

In response to questions from Councillor Ware, it was confirmed that food waste did need to be presented in the caddy for collection, but any bag could be used as a caddy liner, it did not have to be recyclable.

Councillor Ware asked for clarification on what was recyclable, and the Waste and Recycling Manager explained that packaging was often printed with recycling information on it.



The Waste and Recycling Manager informed the Panel that 16% of recycling collected wasn't recyclable and this included a large amount of used nappies, which had to be removed by hand. Any contaminants not removed could impact the price received and could result in prosecution if contaminated recycling was exported.

Councillor Collop asked if food waste caddy liners would be made available to residents. The Waste and Recycling Manager explained that a small amount would be made available for Food Waste Recycling Week, but the Council would encourage residents to use left over packaging or bags found around the house, to line their food caddy.

In response to a question from the Vice Chair, Councillor Devulapalli, the Waste and Recycling Manager explained that garden waste was collected separately to food waste and garden waste was composted locally.

The Waste and Recycling Manager also provided information on glass recycling and explained that it was separated well at the MRF and much of the glass such as Wine Bottles were exported to Countries that produced large amounts of Wine.

Councillor Colwell asked for confirmation if disposable vapes counted as small electrical items and the Waste and Recycling Manager confirmed that they could be recycled via this scheme.

The Panel discussed Deposit Return Schemes and it was explained that these were included in the Government Proposals. The Panel discussed the impact schemes could have on small village shops. It was noted that simple processes were important to increase take up.

The Vice Chair, Councillor Devulapalli encouraged deposit return schemes and refill schemes in supermarkets as a way to reduce the use of single use plastics. She commented that it was all about mindset and culture change and education and promotion was important.

Councillor Bhondi suggested that the Food Waste Scheme should be promoted to Parishes via their newsletters and magazines. The Waste and Recycling Manager explained that a range of communication channels would be used to promote the Food Waste Week in March.

The Portfolio Holder for Environment and Coastal, Councillor Squire thanked the Waste and Recycling Manager for the report and agreed that ways to reduce single use plastics should be investigated. She also explained that a range of promotional material was being prepared for Food Waste Week.

Councillor Squire commented that her aim was to reach over 50% recycling levels in the Borough.

**RESOLVED:** The Panel noted the update.

EC83: **WORK PROGRAMME AND FORWARD DECISION LIST**

**RESOLVED:** The Panel's Work Programme was noted.

EC84: **DATE OF THE NEXT MEETING**

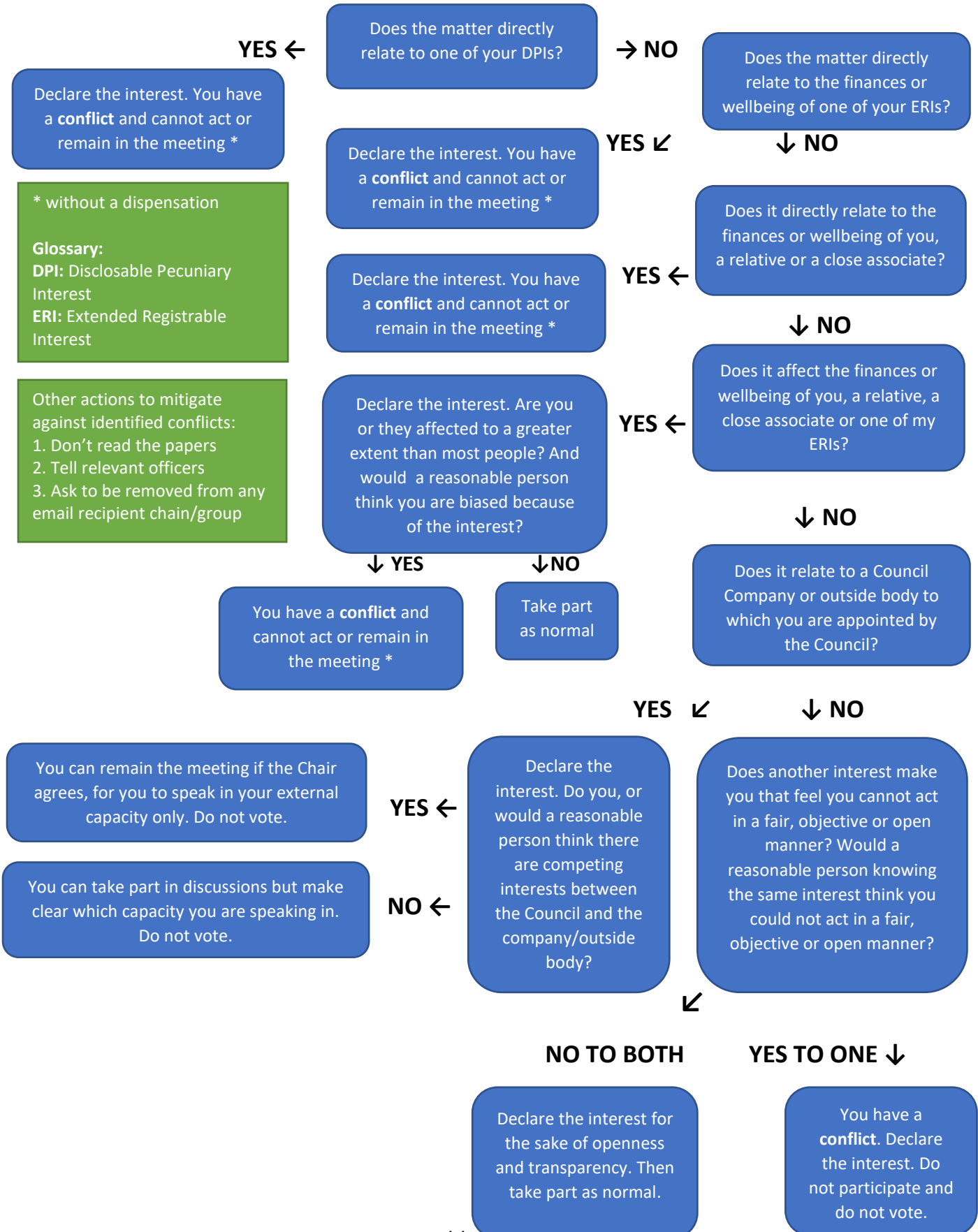
The next meeting of the Environment and Community Panel would be held on 9<sup>th</sup> April 2024 at 4.30pm in the Town Hall, King's Lynn.

**The meeting closed at 6.24 pm**

# DECLARING AN INTEREST AND MANAGING ANY CONFLICTS FLOWCHART



## START



Agenda Item 7

**POLICY REVIEW AND DEVELOPMENT PANEL REPORT**

REPORT TO:	Environment and Community Panel		
DATE:	9 <sup>th</sup> April 2024		
TITLE:	Update on the Bus Service Improvement Plan and Q&A Session with Bus Operators		
TYPE OF REPORT:	Update report		
OPEN/EXEMPT	Open	WILL BE SUBJECT TO A FUTURE CABINET REPORT:	No

**REPORT SUMMARY/COVER PAGE**

<p>PURPOSE OF REPORT/SUMMARY:</p> <p>This item had been brought to the Panel at the request of the Chair and Vice Chair.</p> <p>The Panel will receive an update from Norfolk County Council on the Bus Services Improvement Plan.</p> <p>This will be followed by an update from representatives from Bus Operators which have been invited to the meeting.</p> <p>Following the update there will be a Q&amp;A session.</p> <p>Members of the Panel are requested to submit any questions to Bus Service Operators and Norfolk County Council in advance of the meeting, so a full answer can be provided at the meeting.</p>
<p>RECOMMENDATIONS:</p> <p>The Panel are requested to note the information.</p>

**POLICY REVIEW AND DEVELOPMENT PANEL REPORT**

REPORT TO:	Environment and Community Panel		
DATE:	9 <sup>th</sup> April 2024		
TITLE:	Local Plan Review – Gypsy and Traveller proposed sites and policy consultation		
TYPE OF REPORT:	Cabinet Report		
PORTFOLIO(S):	Regeneration and Planning		
REPORT AUTHOR:	Stuart Ashworth		
OPEN/EXEMPT	Open	WILL BE SUBJECT TO A FUTURE CABINET REPORT:	Yes

**REPORT SUMMARY/COVER PAGE**

<b>PURPOSE OF REPORT/SUMMARY:</b>
<p>This report to Cabinet seeks authority to proceed with a further period of consultation on those proposed (allocated) sites for Gypsy and Traveller use. This additional period of consultation will run for a 6 week period, and would help to inform the final set of Gypsy, Traveller and Travelling Showpeople documentation, which will then be submitted to the Inspectors in July 2024 for the Local Plan Examination hearings in September 2024.</p>
<b>KEY ISSUES:</b>
<p>Members are directed to the attached Cabinet report for full details of the key issues.</p>
<b>OPTIONS CONSIDERED:</b>
<p>Members are directed to the attached Cabinet report for full details of the options.</p>
<b>RECOMMENDATIONS:</b>
<p>The Panel are requested to consider the report and make any appropriate recommendations to Cabinet.</p> <p>Cabinet recommendations are set out in the report.</p>
<b>REASONS FOR RECOMMENDATIONS:</b>
<p>To scrutinise recommendations being made for an executive decision.</p>

**DRAFT REPORT TO CABINET**

<b>Open/Exempt</b>		Would any decisions proposed :		
<b>Any especially affected Wards</b>	Mandatory/	Be entirely within Cabinet's powers to decide	YES/NO	
	<del>Discretionary/</del>	Need to be recommendations to Council	YES/NO	
	<del>Operational</del>	Is it a Key Decision	YES/NO	
<b>Bircham with Rudhams Denver Emneth with Outwell Feltwell Methwold Wiggenhall Upwell, Outwell and Delph Walsoken, West Walton and Walpole Middleton</b>				
Lead Member: <i>cllr.James.Moriarty@West-Norfolk.gov.uk</i>		Other Cabinet Members consulted:		
		Other Members consulted: Local Plan Task Group		
Lead Officer: Stuart Ashworth <i>Stuart.ashworth@west-norfolk.gov.uk</i>		Other Officers consulted: Planning policy team, Development Management Team, Strategic Housing Team, Planning Enforcement		
Financial Implications YES/NO	Policy/Personnel Implications YES/NO	Statutory Implications YES/NO	Equal Impact Assessment YES/NO If YES: Pre-screening/ Full Assessment	Risk Management Implications YES/NO
If not for publication, the paragraph(s) of Schedule 12A of the 1972 Local Government Act considered to justify that is (are) paragraph(s) .				

Date of meeting: 11th April 2024

**LOCAL PLAN REVIEW – GYPSY AND TRAVELLER PROPOSED SITES AND POLICY FURTHER CONSULTATION**

**Summary**

As part of the Local Plan process, the Council has produced a draft consultation document on proposed locations to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople in the Borough. This was subject to a public consultation period between the 26<sup>th</sup> January and the 8<sup>th</sup> March 2024. It incorporated the list of existing sites across the Borough, and was predominantly made up of extensions to many of those sites. The consultation also included the methodology used for individual site assessments, those sites that are potential areas to accommodate the identified needs, and planning policies to manage such developments over the plan period to 2039. This formed the first part of the consultation process

for the Gypsy and Traveller part of the Local Plan process.

The consultation period was successful in that over 150 responses were received. This information has helped the Planning Policy Team in refining the policy and proposals, and in making further recommendations to Council regarding proposed allocations for Gypsy and Traveller and Travelling Showpeople provision, required for the Local Plan to progress.

This report to Cabinet seeks authority to proceed with a further period of consultation on those proposed (allocated) sites for Gypsy and Traveller use. The consultation documents will identify the changes made since the previous consultation earlier this year. This additional period of consultation will run for a 6-week period, with any comments received submitted to the Inspectors in July 2024 for their consideration at the Gypsy, Traveller and Travelling Showpeople specific Local Plan Examination hearings in September 2024.

**Recommended that:**

1. Cabinet endorses the revised Gypsy, Travellers and Travelling Showpeople Proposed Sites and Policy document, the Gypsy and Traveller Site Assessment Document, the associated Strategic Flood Risk Assessment and the Sustainability Appraisal and Habitat Regulations Assessment, for consultation, for a period of 6 weeks from the 10<sup>th</sup> May until the 21<sup>st</sup> June 2024.
2. That delegated authority be granted to the Portfolio Holder for Development and Regeneration, and the Assistant Director – Environment & Planning, to include minor amendments as required to the consultation document prior to consultation starting from the 10<sup>th</sup> May.

**Reason for Decision**

The Borough Council should allocate enough land to meet the accommodation needs for Gypsies, Travellers and Showpeople within the first five years of the Plan period to 2027, in accordance with National Planning Policy.

Cabinet approval is being sought to publish those proposed site allocations for consultation. It is also seeking authority to make minor amendments to the consultation document as necessary for clarity ahead of the final formal consultation period. Full Council will also need to endorse the final proposed site-specific allocations and policies for submission to the Planning Inspectors as part of the ongoing Local Plan Examination.

## **1. Background**

1.1 In January 2023, the Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA) to support the examination of the emerging Local Plan. This study provides the evidence on the accommodation need for Gypsies, Travellers and Travelling Showpeople that we will plan for until 2039.

- 1.2 The GTAA is an essential requirement of the Local Plan, and need must be met as part of the Local Plan process. National guidance on this is provided in the Government's planning policy for traveller sites (PPTS) revised December 2023.
- 1.3 The information provided in the GTAA is based on interviews with Gypsies, Travellers and Travelling Showpeople that were undertaken on sites and yards across the Borough. It identifies accommodation need for households that meet the planning definition of Gypsy and Travellers and Travelling Showpeople as required by National Planning Policy; households who do not; and households that are undetermined. Those household needs that do not meet the definition or are undetermined will be managed in accordance with proposed policies in the consultation document and other Local Plan policies under examination.
- 1.4 The GTAA identified a need for 102 pitches over the plan period, but importantly 76 of these were identified to be provided within the first 5 years of the plan. It should be noted that the PPTS states that there is a requirement to identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of sites, so it is particularly important that this need is met early within the plan period.
- 1.5 Since the publication of the GTAA last June, three appeal decisions and a number of planning approvals for Gypsy and Traveller provision has resulted in the number of pitches required over the plan period and within the first 5-years being reduced from 102 to 95 and 76 to 69 respectively. This figure could also change further with pending applications and appeals in the system. Provision for Travelling Showpeople remains the same.

### ***Gypsy and Traveller Accommodation Requirements to 2039***

<b>Year Period</b>	<b>Dates</b>	<b>Need</b>
<b>0-5</b>	2023-2027	69
<b>6-10</b>	2028-2032	10
<b>11-15</b>	2033-2037	11
<b>16-17</b>	2038-2039	5
<b>0-17</b>		95

### ***Travelling Showpeople Accommodation Requirements to 2039***

<b>Year Period</b>	<b>Dates</b>	<b>Need</b>
<b>0-5</b>	2023-2027	3
<b>6-10</b>	2028-2032	1
<b>11-15</b>	2033-2037	1
<b>16-17</b>	2038-2039	0
<b>0-17</b>		5



- 1.6 In response to the GTAA requirements, when assessing potential sites, site-specific constraints such as access issues, access to local services and flood risk have been assessed. The assessment of sites has then identified whether sites are available, suitable and deliverable for further development, through the Gypsy and Traveller Site Assessment Document.
- 1.7 The Council believes that where existing sites have a direct opportunity to meet these localised accommodation needs, then priority should be made to accommodate this on existing sites, subject to any constraints being satisfactorily overcome.
- 1.8 In cases where there is little likelihood that constraints can be suitably mitigated, then a planning judgement has been made on whether the need for Gypsy and Traveller provision outweighs those constraints, or those sites have been removed from any further consideration.
- 1.9 The policies in the consultation document identify the final list of sites and yards that have the potential to accommodate some of the required need. In most cases, the need will be accommodated on existing and established sites with only a small number being delivered on new sites.
- 1.10 Proposed revised Policy A provides a framework to assess any future planning proposals for Gypsy, Travellers and Travelling Showpeople who meet the planning definition in National Planning Policy. Policy B provides a framework for those Gypsy, Travellers and Travelling Showpeople who do not meet the planning definition in National Planning Policy. In addition, there is further set of site-specific policies that are included for those new sites or where existing sites are proposed to have an extension. No site-specific policy is needed for those sites where only intensification is planned as these will be assessed against the criteria-based Policy which is also subject to this consultation.
- 1.11 The full document is available (together with the supporting material) at the Council's Local Plan Examination page of the website. The documents include:
- The Proposed Site Allocations for Gypsy, Traveller and Travelling Show people Accommodation 2024; (and supplementary Technical Note);
  - Consultation Response Table;
  - The Gypsy and Traveller Site Assessments 2024;
  - Gypsy and Traveller Consultation Statement;
  - The Sustainability Appraisal and Habitat Regulations Assessment 2024; and
  - The Sequential Test and Strategic Flood Risk Assessment 2024.

## 2.0 Results of the previous consultation

2.1. There were over 130 individual representations from both the public and statutory consultees to the previous consultation between January and March. The main issues identified included:

- Impact on highway capacity and safety.
- Impact on the local landscape and the character of the area concerned.
- Impact on local heritage assets.
- Increase in flooding and drainage issues.
- Impact to the local environment and wildlife.
- The remote location of the proposed sites.
- Lack of social and physical infrastructure to support the increase in people.
- Previous planning decisions.

2.2. The responses to the consultation have assisted the Planning Policy Team in making the following changes to the documents:

- Update the Gypsy and Traveller Site Assessment Report where appropriate.
- Remove sites GT67, GTRA(B), GT42, GT43, GTRA(C), GT35, GT37, GT38, F3.1 from further consideration either due to planning decisions since the previous consultation or through information received from the consultation.
- Include sites GT29 and GT65 into the next round of consultation due to accommodation needs arising from these sites and these now being made available for consideration.
- Distinguish between the sites being safeguarded from those sites being allocated within the consultation document.
- Revise existing proposed planning policies and include new planning policies for sites where appropriate.
- Update the Strategic Flood Risk Assessment in response to the consultation feedback, where appropriate.
- Update the Sustainability Appraisal in response to the consultation feedback, where appropriate.
- Produce a Habitat Regulations Assessment in accordance with National Planning Policy.

2.3. All responses have been used to help inform the Consultation documents for the forthcoming consultation in May.

### 3.0. Consultation process

3.1 The main elements of the consultation process are intended to be:

<p><b>Web version of the Local Plan Review</b> document with ability to enter comments against particular paragraphs or policies</p>	<p>Using our 'Objective' consultation system to enable easy entry of comments and subsequent analysis</p>
<p><b>E-mail notification</b> of consultees; parish and town councils; other interested parties – parties who were consulted for the recent Consultation on additional evidence base documents (September/ October 2023) and any other parties that have subsequently expressed an interest in the ongoing Local Plan process</p>	<p>Wide notification of the fact that the LPR is at consultation and response / clarification opportunities.</p>
<p><b>Libraries</b></p>	<p>Hard copies of the reports will be made available at the following locations:            Gaywood Library            Kings Lynn Library            Dersingham Library            Downham Market Library            Wisbech Library            Hunstanton Library</p>
<p><b>Council Offices</b></p>	<p>Hard copies of the reports will be made available at the Council Offices at Kings Court, Kings Lynn</p>

2.2 In terms of timescale we would aim to start the consultation from the 10<sup>th</sup> May and finish on the 21<sup>st</sup> June 2024 (6 weeks). Responses would then be forwarded to the Inspectors ahead of the reconvened Examination Hearing on the 3-4 September 2024.

### 4. Options Considered

4.1 **Option 1** - Do not undertake the consultation on Gypsy and Traveller sites  
 This is essential work that must be carried out to deliver the Local Plan, and to enable it to be found sound. Therefore, not undertaking the work is not considered to be a realistic option.

4.2 **Option 2** – Carry out the consultation on Gypsy and Traveller sites to ensure the Local Plan can be completed. This is clearly the preferred and only realistic option. The Sustainability Appraisal supporting the proposals considers several “reasonable alternative” options considered as part of the strategy to accommodate the need for Gypsy and Travellers. These include:

- Provide the need on existing authorised sites; and/ or

- Provide the need on existing authorised sites and authorise those suitable pitches that are currently unauthorised or tolerated; and/ or
- Provide new sites to accommodate the need and/ or
- Provide the need through a combination of the above mechanisms.

All of these potential options have been subject to the previous potential sites and policy consultation between January and March 2024.

It is considered to continue with this strategy, although with some notable alterations (described in section 2 above), following the first round of consultation.

## **5. Policy Implications**

5.1 If the Council does not adequately address the accommodation needs for our communities, then it is likely to lead to issues with the Local Plan during the examination on Gypsy and Traveller provision scheduled for September 2024. This could then lead to a delay in adopting the Local Plan and would leave the Borough vulnerable to unwanted or speculative development proposals, potentially granted through the planning appeals process.

## **6. Financial Implications**

6.1 None specifically.

## **7. Personnel Implications**

7.1 None specifically.

## **8. Statutory Considerations**

8.1 The Town and Country Planning (Local Planning) (England) Regulations 2012 Regulation 18 outlines the requirements for the consultation etc.

8.2 The wider plan preparation process is covered in the Regulations, and practice guidance from Government, including that of Duty to Cooperate. Plan-making is covered by the following primary legislation:

- 1990 Town and Country Planning Act (as amended);
- 2004 Planning and Compulsory Purchase Act (as amended);
- 2011 Localism Act (as amended);
- 2023 Levelling Up and Regeneration Act (to be implemented during 2024).

## **9. Equality Impact Assessment (EIA)**

9.1 A full EIA is attached.

## 10. Risk Management Implications

10.1 The Council has a duty under the Housing Act 2004 and the Equality Act 2010 to provide a sufficient supply of homes to accommodate all housing needs in the borough through the Local Plan. This includes the provision for Gypsies and Travellers. If the Council fails to meet these needs, then it could have negative implications for the progression of the Local Plan through its Examination and likely lead to speculative developments and unauthorised Gypsy and Traveller encampments around the Borough.

## 11. Declarations of Interest / Dispensations Granted

10.1. None

## 12. Background Papers

*(Definition: Unpublished work relied on to a material extent in preparing the report that disclose facts or matters on which the report or an important part of the report is based. A copy of all background papers must be supplied to Democratic Services with the report for publishing with the agenda)*

	Planning Policy examination web page: <a href="#">Local Plan Review (2016-2036) examination   Local Plan Review (2016-2036) examination   Borough Council of King's Lynn &amp; West Norfolk (west-norfolk.gov.uk)</a>
Gypsy and Traveller Potential Sites and Policy Consultation Document	Report to be made available before Cabinet.
Gypsy and Traveller Site Assessments	Report to be made available before cabinet.
Gypsy and Traveller Consultation Statement	Report to be made available before cabinet.
Gypsy and Traveller Sustainability Appraisal and Habitat Regulation Assessment (External Report)	Report to be made available for the consultation on the 10 <sup>th</sup> May 2024.
Gypsy and Traveller Strategic Flood Risk Assessment (Level 2) (External Report)	Report to be made available for the consultation on the 10 <sup>th</sup> May 2024.



## Pre-Screening Equality Impact Assessment

Name of policy/service/function	Local Plan Review – Gypsy and Traveller Accommodation. Planning Policy, Planning Service				
Is this a new or existing policy/ service/function?	New/ Existing, but it is now being reviewed as part of the ongoing examination in public of the Kings Lynn and West Norfolk Local Plan.				
Brief summary/description of the main aims of the policy/service/function being screened.  Please state if this policy/service rigidly constrained by statutory obligations	The Council is required to undertake work to demonstrate that it can accommodate the current and future accommodation needs for the Gypsy and Traveller Community. The Council has produced a Potential sites/ locations and Policies to deal with meeting the identified accommodation needs of Gypsies, Travelers and Travelling Showpeople in the Borough to 2039.				
<b>Question</b>	<b>Answer</b>				
<p>1. Is there any reason to believe that the policy/service/function could have a specific impact on people from one or more of the following groups <b>according to their different protected characteristic</b>, for example, because they have particular needs, experiences, issues or priorities or in terms of ability to access the service?</p> <p>Please tick the relevant box for each group.</p> <p>NB. Equality neutral means no negative impact on any group.</p>		Positive	Negative	Neutral	Unsure
	Age			x	
	Disability			x	
	Gender			x	
	Gender Re-assignment			x	
	Marriage/civil partnership			x	
	Pregnancy & maternity			x	
	Race	x			
	Religion or belief	x			
	Sexual orientation			x	
Other (eg low income)			x		
<b>Question</b>	<b>Answer</b>	<b>Comments</b>			
2. Is the proposed policy/service likely to affect relations between certain equality communities or to damage relations between the equality communities and the Council, for example because it is seen as favouring a particular community or denying opportunities to another?	Yes/ <del>No</del>	The proposed planning policies have been produced to specifically manage future development needs for Gypsies, Travellers and Travelling Showpeople. Gypsies and Travellers are classed as a "protected group" under the 2010 Equality Act, so their accommodation needs must be addressed accordingly.			
3. Could this policy/service be perceived as impacting on communities differently?	Yes/ <del>No</del>	Due to the unique accommodations needs for the Gypsy and Traveller community, the proposed sites and policy provide some departure to existing planning policies for other forms of housing accommodation.			
4. Is the policy/service specifically designed to tackle evidence of disadvantage or potential discrimination?	<del>Yes</del> / No	No, the Policy is designed to enable a positive planning policy mechanism for the Gypsy and Traveller community to apply for Planning Permission.			
5. Are any impacts identified above minor and if so, can these be eliminated or reduced by minor actions? If yes, please agree actions with a member of the Corporate Equalities Working Group and list agreed actions in the comments section	Yes/ <del>No</del>	<b>Actions:</b> None			
		<b>Actions agreed by EWG member: N/A</b>			
<b>Assessment completed by:</b> Luke Brown	22				
<b>Job title Senior Planning Policy Officer</b>					

**Please Note: If there are any positive or negative impacts identified in question 1, or there any 'yes' responses to questions 2 – 4 a full impact assessment will be required.**

DRAFT

**POLICY REVIEW AND DEVELOPMENT PANEL REPORT**

REPORT TO:	<i>Environment &amp; Community Panel</i>		
DATE:	9th April 2024		
TITLE:	Homelessness: A Review February 2024		
TYPE OF REPORT:	<i>Post Implementation A Review Update</i>		
PORTFOLIO(S):	Cllr Rust		
REPORT AUTHOR:	Nikki Patton  Andy King author of Homelessness: A review February 2024		
OPEN/EXEMPT	Open	WILL BE SUBJECT TO A FUTURE CABINET REPORT:	No

**REPORT SUMMARY/COVER PAGE**

<p><b>PURPOSE OF REPORT/SUMMARY:</b></p> <p>In January 2020 a new Homelessness and Rough Sleeping Strategy (2019-2024) and action plan was agreed and published by the Council. The strategy was considered in Autumn 2019 by the Environment and Community Panel. The Strategy was then subject to stakeholder engagement including a well-attended event in December 2019. The purpose of this report and presentation is to update members on the review of the Homelessness and Rough Sleeping Strategy (2019-2024). Under the Homelessness Act 2002, all housing authorities are required by law to produce a Homelessness and Rough Sleeping Strategy once every five years. Before publishing the strategy, housing authorities have the power to carry out a review of homelessness services in their district. The Council aims to publish its next strategy document by the autumn of 2024.</p> <p>The need for a refreshed strategy is timely, given the acute pressures currently faced, both by homeless households and the services supporting them. The Homelessness Review lays the foundation for developing an effective strategy: led by data and supported by professional and lived experience. The Review is a document prepared in advance of the Strategy. It looks at the current situation and provides analysis on the reasons, causes and wider factors affecting homelessness in this area.</p> <p>This report will highlight key findings. A copy of the full Homelessness &amp; Rough Sleeping Strategy Review is attached.</p>
<p><b>KEY ISSUES:</b></p> <p>The review identifies that the Councils effectiveness in preventing homelessness since the publication of the last strategy has improved but this is being ebbed away due to new challenges in part coming from the cost of living pressures and an over heated private rented sector.</p>
<p><b>OPTIONS CONSIDERED:</b></p> <p>As outlined at the time of adopting the 2019-2024 strategy, a different approach was required in the context of rising numbers of rough sleepers and increasing numbers of</p>



homeless households approaching the council in crisis situations. Key objectives were devised, and alternative approaches considered through stakeholder engagement during 2019.

**RECOMMENDATIONS:**

To endorse the findings of the Homelessness Review to support and inform the work of the newly emerging Homelessness & Rough Sleeping Strategy 2024 -2029.

To continue the role of the Homelessness and Housing Delivery Task Group to continue to receive detailed information and updates and monitoring progress of the strategy and agree the revised Terms of Reference for the Group.

**REASONS FOR RECOMMENDATIONS:**

The Council has specific statutory duties in relation to reducing homelessness. It is required to produce and publish a strategy every 5 years. The approach has in the main been considered a success by colleagues at Department for Levelling Up Housing and Communities (DLUCH) and local key delivery partners however as new challenges emerge it is important that we are sighted on the challenges and have robust response in place to respond and prevent homelessness at the earliest opportunity whilst continuing to have adequate supply of accommodation and service to support those experiencing homelessness.

## REPORT DETAIL

### 1. Introduction

The original core ambition of the Homelessness and Rough Sleeping Strategy (2019-2024):

-

- End rough sleeping and reduce homelessness
- Ensure people have access to appropriate temporary accommodation options, support services
- Improve access to settled housing options

The core key objectives:

- Develop a hierarchy of different types of temporary accommodation, including emergency provision
- Ensure access to housing related support, and provide new outreach services
- Provision of high-quality independent housing debt and advice service
- Devise new measures to reduce homelessness in all household categories
- To provide a new coordinating role to fix a 'shared problem' – bringing partners together in ways that find solutions to rough sleeping and reducing homelessness
- Ensure partners engage at a strategic level that recognises the urgency of tackling the issues
- Improve access to social housing, and the supply of additional private rented sector housing

The Homelessness Review provides an overview of homelessness experience and provision in King's Lynn and West Norfolk. It looks at:

- The current and future levels of homelessness in the borough,
- The available provision of services for people experiencing or facing homelessness,
- The ability of such services to meet current and future demand.

The review has been carried out in the autumn and winter of 2023/24, with extensive input from council officers, partner agencies and people with lived experience of homelessness. The council last produced a Homelessness and Rough Sleeping Strategy in January 2020. By law, the council is required to produce a renewed strategy every five years. The need for a refreshed strategy is timely, given the acute pressures currently faced, both by homeless households and the services supporting them. The Homelessness Review lays the foundation for developing an effective strategy: led by data and supported by professional and lived experience.

### 2. Post Implementation Review

The council reports that homelessness presentations, per quarter, have doubled during the lifetime of the last strategy. Data shows no single cause for this increase, but shows an increase in

- The proportion of homelessness presentations arising from **Private Rented tenancies** ending.
- The proportion of homelessness presentations arising from **people fleeing domestic abuse**.
- The proportion of **households with children** making homeless presentations.

- The proportion of homelessness households where **at least one member is in employment**.

Data shows that the council's effectiveness in preventing homelessness has improved since the publication of the last strategy, but has ebbed away over the last two years, due (in part) to cost-of living pressures and the overheating of the private rented sector (PRS).

The council provided a substantial data set towards the review; partners were able to identify trends that corroborated this data. They also reported that homeless applicants displayed a greater level of support needs – particularly, mental health and substance misuse. Council officers reported difficulties accessing adequate levels of support for such applicants.

The council has gathered data over the last three years to track its progress towards ending rough sleeping. Council data shows that the level of people found sleeping rough in any given month, since Autumn 2020, has been steady, with some seasonal fluctuations. The number of people sleeping rough in the borough(per 100,000 population) is lower than most other local authorities in the region. Nevertheless, partners describe a cohort of people who are neither sleeping rough nor adequately housed, who need support to find and sustain accommodation.

### **3. Issues for the Panel to Consider**

#### **Challenges**

The Council is one of many councils whose previous homelessness and rough sleeping strategy was devised prior to COVID-19. It is unlikely that anyone preparing a strategy in 2019 would have predicted a global pandemic and developed their strategy in response. The 2024-29 strategy must be sufficiently agile to respond to unanticipated challenges. Nevertheless, there are future threats and opportunities we can predict, as identified by the council and its partners.

The Review has identified that there are a number of key challenges (summary, full details contained within the Review); -

- Significant increase in demand for homelessness services (doubled between 2020-22) and sustaining levels.
- Homelessness Prevention does not always happen early enough
- Overuse of inappropriate and expensive bed and breakfast / nightly-paid accommodation
- Lack of accommodation, partly due to high levels of affordable housing void properties, low levels of new affordable housing supply and reduction in Private rented sector properties that are both available and affordable

#### **Potential threats and further challenges (summary)**

**State Funding** - many externally funded programmes are due to end in March 2025, leaving a potential cliff-edge. This affects wider services (e.g. social services) and is a key recurring theme.

**Cost of living** – the current economic crisis is a considerable threat to the viability of local services, in terms of higher costs, lower income and increased demand

**Increasing proportions of adults with mental health needs** – increasing demand on services.

**Challenges of staff recruitment and retention** – with a potential impact on quality of customer service.

**Renters Reform Bill** – whilst the Bill aims to “bring in a better deal for renters<sup>1</sup>”, it may contribute towards PRS landlords exiting the market

#### **4. Corporate Priorities**

The Councils Corporate Strategy 2023-2027 identifies a key priority ‘To support the health and wellbeing of our communities, help prevent homelessness, assist people with access to benefits advice and ensure there is equal access to opportunities’.

#### **5. Financial Implications**

The overall costs of temporary accommodation including B&B spend has escalated significantly in the past two years. The Council receives a ring fenced grant from Central Government (Homelessness Prevention Grant) to fund homelessness prevention. The strategy will consider best use of these resources to reduce homelessness and reduce reliance on the expensive form of temporary accommodation ie B&B.

#### **6. Any other Implications/Risks**

Reference to those matters in ‘Newly emerging challenges’. Continued sustained high demand for homelessness services and demands on temporary accommodation continue to be area of concern that the strategy will seek to respond too.

#### **7. Equal Opportunity Considerations**

The impacts of rough sleeping and homelessness can have a disproportionate impact on those with protected characteristics. In preparing and delivering the new strategy 2024-2029 effectively a positive impact should be delivered for those groups. A full Equalities Impact Assessment will be undertaken.

#### **8. Environmental Considerations**

The sustainability and suitability of accommodation and support services including locations will be assessed in preparing the Strategy.

#### **9. Consultation**

The review has been carried out in the autumn and winter of 2023/24, with extensive input from council officers, partner agencies and people with lived experience of homelessness. The report has been shared with partner agencies and was presented to Members at the Homelessness & Housing Delivery Task Group on 29<sup>th</sup> February 2024.

The review marks the end of the first stage of the strategy process. The council will lead the process of developing the 2024-2029 strategy, but anyone in King’s Lynn and West Norfolk is welcome to contribute ideas and resources towards its success. There will be further engagement with partner organisations, people with lived experience of homelessness, Members and wider community throughout preparation of the emerging strategy. The council

aims to approve the new strategy in September 2024, with a launch event to be held shortly afterwards.

## **10. Conclusion**

Key lesson learnt is the value of understanding and agreeing as a group of stakeholders a shared problem and a common goal. The Review shows that, through diligence, intelligence and determination, the partnership has made a sustained impact on the lives of homeless households in the borough. However, its job is not done yet.

## **11. Background Papers**

Homelessness: A Review February 2024

Homelessness & Rough Strategy 2019-2024



## **Homelessness: A Review**

February 2024  
Draft

Borough Council of King's Lynn and West Norfolk

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# EXECUTIVE SUMMARY

## Introduction

The Homelessness Review provides an overview of homelessness experience and provision in King's Lynn and West Norfolk. It looks at:

- The **current and future levels of homelessness** in the borough,
- The **available provision of services** for people experiencing or facing homelessness,
- The **ability of such services to meet current and future demand**.

The review has been carried out in the autumn and winter of 2023/24, with extensive input from council officers, partner agencies and people with lived experience of homelessness.

The council last produced a Homelessness and Rough Sleeping Strategy in January 2020. By law, the council is required to produce a renewed strategy every five years. The need for a refreshed strategy is timely, given the acute pressures faced by homeless households and the services supporting them. The Homelessness Review lays the foundation for developing an effective strategy: led by data and supported by professional and lived experience.

## KEY FINDINGS

### Current homelessness trends

The council reports that homelessness presentations, per quarter, have doubled during the lifetime of the last strategy. Data shows no single cause for this increase, but shows an increase in:

The proportion of homelessness presentations arising from **Private Rented tenancies** ending.

The proportion of homelessness presentations arising from **people fleeing domestic abuse**.

The proportion of **households with children** making homeless presentations.

The proportion of homelessness households where **at least one member is in employment**.

Data shows that the council's effectiveness in preventing homelessness has improved since the publication of the last strategy, but has ebbed away over the last two years, due (in part) to cost-of-living pressures and the overheating of the private rented sector (PRS).

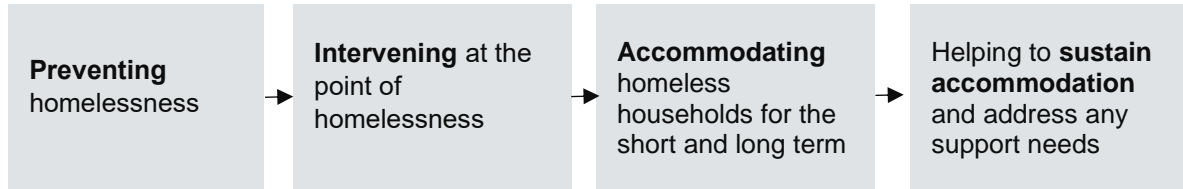
The council provided a substantial data set towards the review; partners were able to identify trends that corroborated this data. They also reported that homeless applicants displayed a greater level of support needs – particularly, mental health and substance misuse. Council officers reported difficulties accessing adequate levels of support for such applicants.

The council has gathered data over the last three years to track its progress towards ending rough sleeping. Council data shows that the level of people found sleeping rough in any given month, since Autumn 2020, has been steady, with some seasonal fluctuations. The proportion of people sleeping rough in the borough (per 100,000 population) is lower than most other local authorities in the region. Nevertheless, partners describe a cohort of people who are neither sleeping rough nor adequately housed, who need support to find and sustain accommodation.



## Current provision of services

Within the borough, the council and partners provide a wide range of support to people who are homeless or facing homelessness. This includes services aimed at:



Since the publication of the last strategy, local provision has been influenced by:

<b>The COVID-19 pandemic and 'Everyone In'</b>	including a funded programme to (1) bring people sleeping rough into a place of safety and (2) assist them to move into suitable longer-term housing.
<b>A period of relative funding stability</b>	with core government-funded services benefitting from three years of financial support.
<b>A period of wider economic instability</b>	resulting in food and fuel poverty and an overheated PRS market.
<b>The council's own strategic planning</b>	which meant that the council was able to deliver programmes such as Housing First rapidly, once funding was available.

## Evaluation of services

The council talked to external partners and to homeless applicants to evaluate the strength of the services provided by the partnership. The council has used the following 'pillars', in line with government strategies and national good practice, in its evaluation:

- **Prevention** of homelessness and rough sleeping.
- **Intervention** to assess and accommodate people without a home.
- **Accommodation** that is suitable and sustainable for all applicants.
- **Recovery** to address underlying support needs.
- **Systems support** to provide processes and partnerships to underpin the above.

The evaluation included a detailed questionnaire sent to partners, as well as group sessions with service providers and service users. A more detailed evaluation can be found in section 5, but some of the key strengths, challenges and gaps are as follows:

Strengths	Challenges	Gaps
Partnership working to prevent homelessness, with emphasis on customer empowerment.	Prevention does not always happen early enough, limiting chances of success.	Limited access to financial tools and resources including staffing.
Effective outreach service. Diverse 'off-the-street' offer for people sleeping rough.	Overuse of expensive bed and breakfast / nightly-paid accommodation.	Lack of specialist mental health and substance use outreach.
Good relationship with some private sector (PRS) landlords; Housing First for higher needs.	Lack of social / affordable accommodation, partly due to high levels of void properties.	Access to PRS (including cost); insufficient high needs housing e.g. Housing First.
A strong focus on wellbeing. Some good links with services such as Steam Café.	Mixed levels of effectiveness with clients, especially those with higher support needs.	Lack of "in-tenancy support" and recovery specialisms such as Dual Diagnosis.
A flexible culture with an emphasis on communication and information sharing.	Recruitment and retention of staff. Effective "join-up" of multiple working groups. Further embedding of trauma-informed practice.	Co-production with people with lived experience. Consortium funding bids.

While some service users were able to speak positively about the help they received, others expressed difficulties accessing homelessness advice and support throughout their journey. While the council aims to continually improve its service, respondents perceived a lack of empathy at times, as well as difficulties getting through to their adviser in periods of sickness and short staffing.

More widely, respondents expressed concerns with accessing treatment for substance misuse, transport links to and from their accommodation, and a degree of mistrust in the wider 'system'.

### Future demands and trends

The 2024-2029 Homelessness and Rough Sleeping Strategy will be implemented during a period of uncertainty. Food and fuel prices remain high; the private rented sector continues to shrink; and the borough continues to struggle to attract investment in social and affordable housing.

However, there is considerable opportunity ahead: a new local administration, a possible new national government, legislative changes (such as reforms to private renting and supported housing) and the first signs that the PRS market may be starting to cool. The West Norfolk Housing Company and West Norfolk Property Company, both wholly owned by the council, are well-placed to capitalise on future changes to the local property market.

The Strategy will need to be agile: meeting the changing needs of homeless households and capitalising on potential opportunities – a deliberate set of actions to give the partnership the best chance of success.

### **Next steps**

The review marks the end of the first stage of the strategy process. The council will lead the process of developing the 2024-2029 strategy, but anyone in King's Lynn and West Norfolk is welcome to contribute ideas and resources towards its success. The council aims to approve the new strategy in September 2024, with a launch event to be held shortly afterwards.

DRAFT

# 1. INTRODUCTION

## 1.1 Why are we doing this?

Under the Homelessness Act 2002, all housing authorities are required by law to produce a Homelessness and Rough Sleeping Strategy once every five years. Before publishing the strategy, housing authorities have the power to carry out a review of homelessness services in their district. The Borough Council of King's Lynn and West Norfolk ("The council" or "BCKLWN") published its last strategy in January 2020. It aims to publish its next strategy document by the autumn of 2024.

More importantly, the council is conducting this review because so much has changed in the last five years. The UK has left the EU, lived through a global pandemic and responded to both the war in Ukraine and the crisis in Afghanistan. In terms of homelessness: presentations to the council's housing needs service have doubled since the last strategy was published.

The council's Corporate Strategy<sup>1</sup> projects a vision of the borough as "a place where people can thrive". The council will "support the health and wellbeing of our communities, help prevent homelessness, assist people with access to benefits advice and ensure there is equal access to opportunities." To achieve this, residents need housing that is safe, affordable and sustainable.

## 1.2 What do we mean by homelessness?

The Housing Act 1996 defines a person as homeless if they:

- have no accommodation available to occupy, or
- are at risk of violence or domestic abuse, or
- have accommodation but it is not reasonable for them to continue to occupy it, or
- have accommodation but cannot secure entry to it, or
- have no legal right to occupy their accommodation, or
- live in a mobile home or houseboat but have no place to put it or live in it.<sup>2</sup>

During the consultation sessions carried out as part of this review, one participant described homelessness as a "wicked problem" – that is, a social or cultural problem that is difficult to resolve because of its complex and interconnected nature. "The term 'wicked' in this context is used, not in the sense of evil, but rather as an issue highly resistant to resolution."<sup>3</sup> Homelessness is a problem that the council seeks to resolve in partnership, because no agency possesses the skills and resources to resolve homelessness on its own.

## 1.3 What does the review cover?

In line with the requirements of the Homelessness Act 2002, the review covers:

- the levels, and likely future levels, of homelessness in the borough,
- the activities which are carried out for any purpose (towards the prevention and relief of homelessness),

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<sup>1</sup> [Our priorities | Corporate Strategy 2023 - 2027 | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

<sup>2</sup> [Shelter Legal England - Legal definition of homelessness and threatened homelessness - Shelter England](#)

<sup>3</sup> [Tackling wicked problems : A public policy perspective - APSC \(archive.org\)](#)

- the resources available to the council, the social services authority for their district, other public authorities, voluntary organisations and other persons for such activities<sup>4</sup>.

The review seeks to identify useful practice, gaps, challenges, opportunities and threats within the borough. **However, the review does not make any recommendations** at this stage as to *how* to address the issues raised.

The review is like the first act of a play, with participants invited to help write the next act – the council’s Homelessness and Rough Sleeping Strategy 2024-2029.

## 1.4 How was the review carried out?

The review consisted of the following:

- **Data analysis: the council.** The council’s Housing Needs Service records the numbers and demographics of individuals presenting for homelessness assistance. These figures are submitted to the Department for Levelling Up, Housing and Communities (DLUHC) every quarter. A dataset was produced, using records gathered from April 2019 to June 2023. The council has used this as the basis for much of [section 3](#).
- **Data analysis: partners.** The council also obtained data gathered by its partners, in the form of regular monthly reports and bespoke datasets.
- **Questionnaire: partners.** The council produced a questionnaire, circulated to partners. A reformatted version of this questionnaire is included in Appendix One.
- **Group sessions.** The council facilitated group sessions to review its homelessness provision with over 40 attendees, including:
  - Internal partners (council’s housing option team; other council departments)
  - External partners (accommodation, support, health)
  - People with lived experience of homelessness (single households; households with children. 14 attendees across two sessions).
- **Individual meetings.** The council met with various partner agencies over the course of the review period and has included information gathered from notes taken during these meetings.

The council would like to thank the following external partners for their assistance in carrying out the review:

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• The Benjamin Foundation – Sustainable Housing Partnership Service (SHPS)</li> <li>• Broadland Housing Group</li> <li>• Change, Grow, Live (CGL)</li> <li>• Freebridge Community Housing</li> <li>• Home Group</li> <li>• King’s Lynn Night Shelter</li> <li>• Leeway Domestic Abuse and Advice Services</li> <li>• Money Advice Hub</li> </ul> | <ul style="list-style-type: none"> <li>• Norfolk County Council Children’s Services</li> <li>• Norfolk Integrated Housing and Community Support Services (NIHCSS - part of Together UK).</li> <li>• Norfolk and Suffolk NHS Foundation Trust</li> <li>• The Purfleet Trust</li> <li>• Shelter Norfolk</li> <li>• YMCA Norfolk</li> </ul> |
|---|--|

<sup>4</sup> [Homelessness code of guidance for local authorities - Chapter 2: Homelessness strategies and reviews - Guidance - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/homelessness-code-of-guidance-for-local-authorities)

The council gives particular thanks to the Purfleet Trust and Freebridge Community Housing for hosting sessions for people with lived experience of homelessness, as well as those attending for sharing their personal experiences of homelessness.

### 1.5 Reviewing the review – what did we miss?

Although the council is grateful to its partners for their support, there are areas where we would have benefited from a greater level of input and insight.

In terms of **health and social care**, the review would have benefited from more robust data in terms of numbers of people encountering, for example, emergency medical provision, or adult social care, with a homelessness issue flagged.

As the councils develop its strategy, it intends to engage with **the private sector** - local landlords, businesses, and other organisations – to establish what part they may wish to play in the council's vision for reducing and ending homelessness. The council hears regularly that private rented sector (PRS) landlords are selling their properties but lacks local data to establish their reasons for doing so.

The council were incredibly grateful for the people who participated in our **service user** sessions, for sharing their current and past experiences, including accessing homelessness services. Nevertheless, the council received feedback that the sessions could have been advertised more widely, attracting more attendees.

## 2. ABOUT KING'S LYNN AND WEST NORFOLK – IN BRIEF

### 2.1 Geography

King's Lynn and West Norfolk marks its 50<sup>th</sup> anniversary as a district this year. It is a largely rural local authority area: the second largest by area in England. It contains the two market towns of King's Lynn and Downham Market, the coastal resort of Hunstanton, and many coastal and countryside villages. As highlighted in the recent Corporate Peer Challenge report<sup>5</sup>, the borough has "enormous potential" with "beautiful sandy beaches [and a] thriving tourist economy".

King's Lynn and Downham Market (as well as the village of Watlington) are connected to London and Cambridge by train. The borough is served by a network of bus routes that has grown in recent years, with the locally owned Lynx Bus<sup>6</sup> and Go to Town<sup>7</sup> services having been established in the last decade.

Much of the borough is low-lying, with land having been reclaimed from the sea in previous centuries. According to a National Audit Office report, over 19,000 properties were at risk of flooding in 2020<sup>8</sup>. This has had a knock-on impact on the cost of building and insuring houses, and on the availability of suitable land for development.

### 2.2 Demographics

The borough was home to 154,300 people as at the 2021 Census<sup>9</sup>. The population grew by 4.7% in ten years, compared with 8.3% regionally and 6.6% nationally.

In this period, the borough's population aged significantly. There was an 18% increase in the number of people aged over 65, with the average age in the borough increasing to 47 from 45. This has had an impact on the size of the labour market locally, as well as the proportion of the population who require additional care. The Census is unclear as to how comparatively healthy the borough is – 44% of the population report "very good" health (well below average) but 37% report "good" health (well above average).

### 2.3 Economics

The 2021 Census reports a significant increase in the proportion of people renting privately. The figure of 18.8% has risen from 14.7% in 2011. As the next section shows, this has contributed towards a significant 'pressure point' in terms of the numbers of private renters subsequently facing homelessness. The borough is home to a higher-than-average proportion of people who own their homes outright (41.6%), perhaps reflecting the proportion of people who either retire to the borough or who stay local upon retirement.

The last ten years has seen a slight reduction in the proportion of people employed in the borough – 52.8%, down from 53.8%.

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<sup>5</sup> [LGA Corporate Peer Challenge: Borough Council of King's Lynn and West Norfolk | Local Government Association](#)

<sup>6</sup> [Home | Lynx \(lynxbus.co.uk\)](#)

<sup>7</sup> [News | Go To Town \(gtt-online.co.uk\)](#)

<sup>8</sup> [Managing flood risk \(nao.org.uk\)](#)

<sup>9</sup> [How life has changed in King's Lynn and West Norfolk: Census 2021 \(ons.gov.uk\)](#)

The borough is rated as the 134<sup>th</sup> most deprived local authority – just outside the top third. 56% of households are reported to be deprived in at least one dimension.<sup>10</sup>

One of the borough's key areas of deprivation is its level of academic attainment. 23.4% of residents hold no formal qualifications (one of the highest proportions in the country); 23.3% hold a qualification at level 4<sup>11</sup> or above (one of the lowest in the country)<sup>12</sup>. Again, this has an impact on the ability of local employers to recruit and retain skilled staff.

Ultimately, King's Lynn and West Norfolk is a borough of contrasts. While seven of its wards are in the 20% least deprived, nine are in the 20% most deprived – with some of these wards neighbouring each other<sup>13</sup>.

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<sup>10</sup> [Household deprivation - Census Maps, ONS](#)

<sup>11</sup> Equivalent to the first year of an undergraduate degree

<sup>12</sup> [Highest level of qualification - Census Maps, ONS](#)

<sup>13</sup> Due to limitations in the data gathered, we were unable to provide a ward-by-ward breakdown of the proportions of people homeless or under threat of homelessness.



### 3. CURRENT AND FUTURE LEVELS OF HOMELESSNESS

#### 3.1 Volume of approaches

Since the publication of the last Homelessness and Rough Sleeping Strategy, demand for the council’s homelessness service has increased significantly:

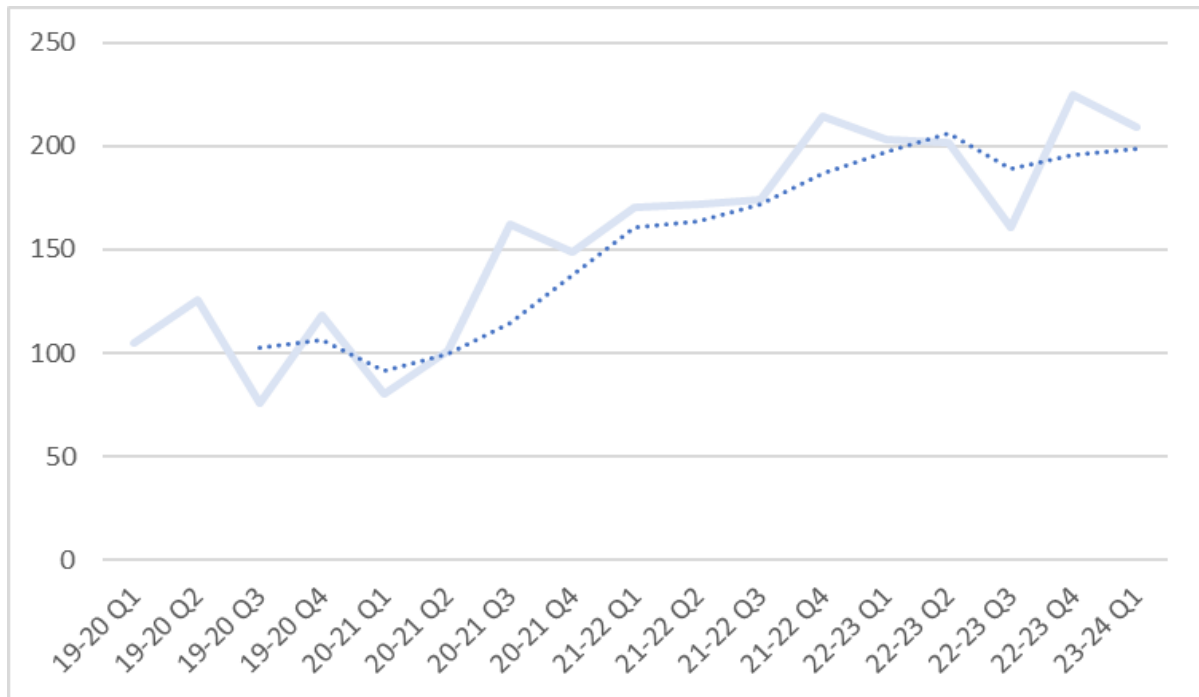


Fig 1. Homelessness applications (by quarter, with three-month trendline) made to BCKLWN. April 2019 to June 2023. BCKLWN

The trendline in Figure 1 shows:

- A relatively steady level of approaches up to the spring of 2020 (coinciding with the first wave of the COVID-19 pandemic) – approx. 100 per quarter,
- A steady but significant increase in approaches over the subsequent two years,
- A ‘new normal’ of around 200 approaches per quarter from Spring 2022.

#### 3.2 Reason for approaches

The council records data of the reason for households requiring homelessness assistance. This information is submitted every quarter to DLUHC and published alongside other authorities’ data. The last four years’ data demonstrates a shift in the proportion of homeless households seeking assistance for various reasons:

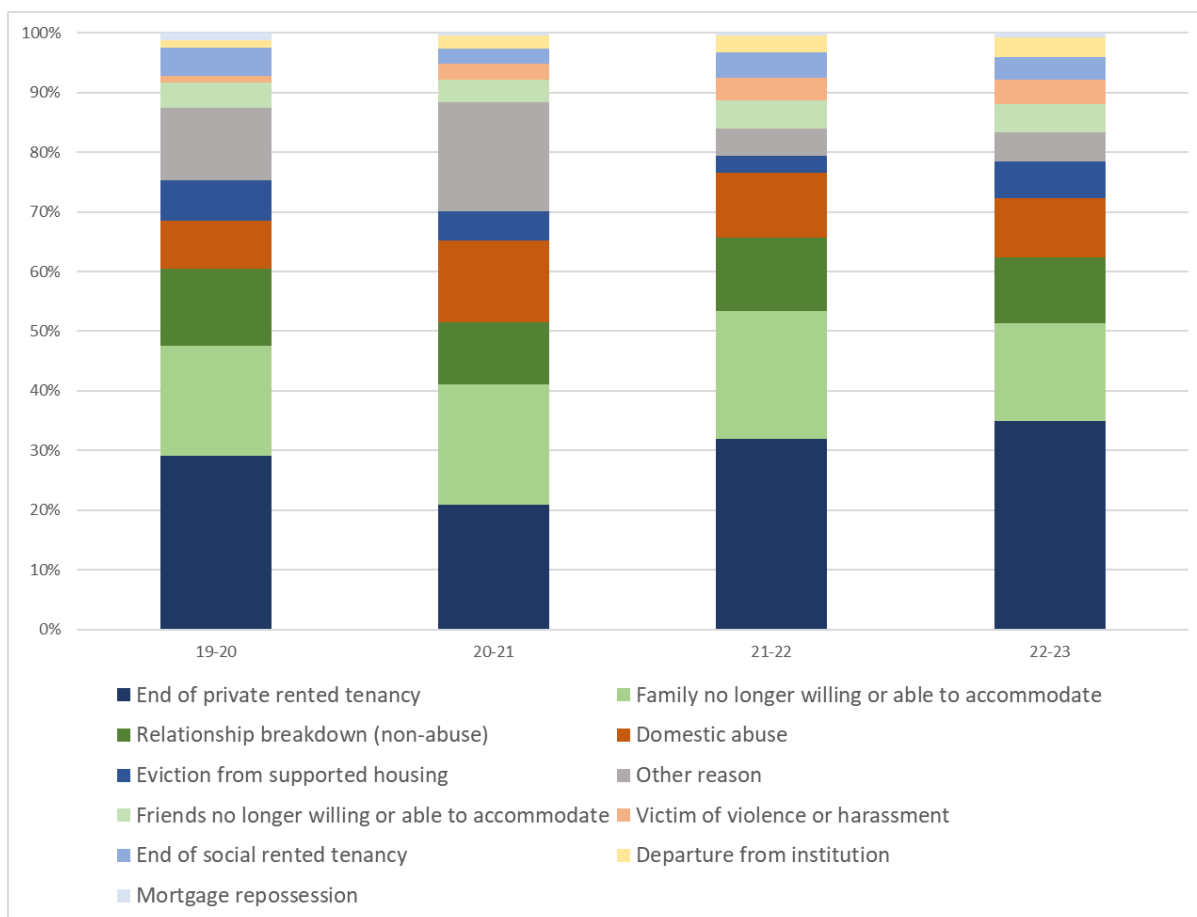


Fig 2. Reason for homelessness approach, by financial year – April 2019 to March 2023. BCKLWN

Considering the increase by 100% in homelessness presentations, one might expect a single driving force behind the change. However, the top three reasons for approach are the same in 2022/23 as they were in 2019/20.

Nevertheless, the data highlights the following trends:

- **End of private rented tenancy:** the proportion of presentations arising from the end of PRS tenancies increased by over 50% in two years. Contributory factors include:
  - **Demand:** as mortgage rates have increased, the ability of renters to buy their own properties has decreased, thus increasing demand for PRS housing. According to Rightmove<sup>14</sup>, “as at October 2023, the number of enquiries from would-be tenants has more than tripled to 25 [per property] from eight at this time in 2019”.
  - **Supply:** At the same time, the national supply of PRS properties has reduced by 35%. Landlords cite “government sentiment towards the industry (48%), rising taxation (41%) and increasing compliance requirements (33%)”<sup>15</sup> as key reasons for selling their properties. Anecdotally, local private landlords have expressed concern about the unintended consequences of the Renters Reform Bill<sup>16</sup>, including the abolition of ‘no-fault’

<sup>14</sup> [Rental-Trends-Tracker-Q3-2023-FINAL.pdf \(rightmove.co.uk\)](#) . NOTE – the Q4 report indicates a slight reduction in demand going into 2024 – 11 per property compared with 14 the previous year – but still almost triple the 2019 figure.

<sup>15</sup> [Rental Trends Tracker: Q2 2023 - Rightmove Hub](#)

<sup>16</sup> [Guide to the Renters \(Reform\) Bill - GOV.UK \(www.gov.uk\)](#)

Section 21 notices. West Norfolk remains an attractive borough for retirees and second homeowners<sup>17</sup>, impacting on supply.

- **Accessibility:** It has become progressively harder for households to find and sustain PRS accommodation. Local Housing Allowance (LHA) has been frozen since 2020<sup>18</sup>. At the time of writing, there were no family properties advertised in King’s Lynn<sup>19</sup> at LHA rate or below, and just one property within £100 of LHA rate.
- **Domestic abuse:** the proportion of homelessness applications arising from domestic abuse has increased from 8% to 10%:
  - Statistics suggest that whilst the reporting of domestic abuse *crimes* has increased since 2020<sup>20</sup>, the prevalence of domestic abuse *instances* has reduced from 6.1% of the population to 5.1% in the same period<sup>21</sup>.
  - During this period, the introduction of the Domestic Abuse Act has given “those who are homeless as a result of domestic abuse priority need for accommodation secured by the local authority” – so that victim-survivors<sup>22</sup> of domestic abuse can access safe accommodation more easily.
  - The new legislation, as well as the introduction of new support services, aims to make services for victim-survivors more accessible.
- **Relationship breakdowns:** the proportion of homelessness applications arising from families being unwilling or unable to accommodate has reduced from 18.5% to 16.5%. Similarly, applications relating to relationship breakdowns have reduced from 13% to 11%.

Although no comparative data is available, one in six homelessness applicants made two or more applications in the period April 2020 to June 2023. One in 27 applicants made three or more applications in the same period. This demonstrates that there is still a cohort of households who experience homelessness repeatedly.

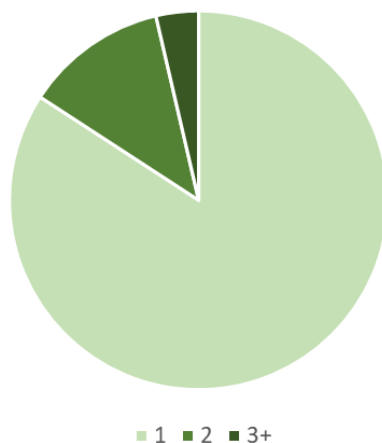


Fig 3. Number of presentations (by NI number of main applicant) – April 2019 to March 2023. BCKLWN

<sup>17</sup> <https://www.ons.gov.uk/visualisations/dvc1589/secondhomes/index.html>

<sup>18</sup> [Local Housing Allowance | Local Housing Allowance | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#) shows live LHA rates, which are due to increase in April 2024.

<sup>19</sup> [Properties To Rent in King's Lynn | Rightmove](#) – search identified one two-bed apartment at £75 above LHA rate, and no other 2/3/4 properties within a 5-mile radius of King’s Lynn within £100 of the current LHA rates.

<sup>20</sup> [Domestic Abuse Statistics UK • NCDV](#)

<sup>21</sup> [Domestic abuse prevalence and trends, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

<sup>22</sup> Note – this report uses the term victim-survivor to describe both “someone still recovering from the harm that has come to them [from domestic abuse] and “someone who has gone through the recovery process”. Whilst other organisations may separate the two terms “victim” and “survivor”, the term “victim-survivor” reflects the reality that people who have experienced domestic abuse may be both a victim and a survivor concurrently. This is in line with terminology used by the Norfolk Domestic Abuse Partnership Board.

### 3.3 Timing and outcome of approaches

Council data suggests an increase since the last strategy in terms of the proportion of people seeking help prior to becoming homeless:

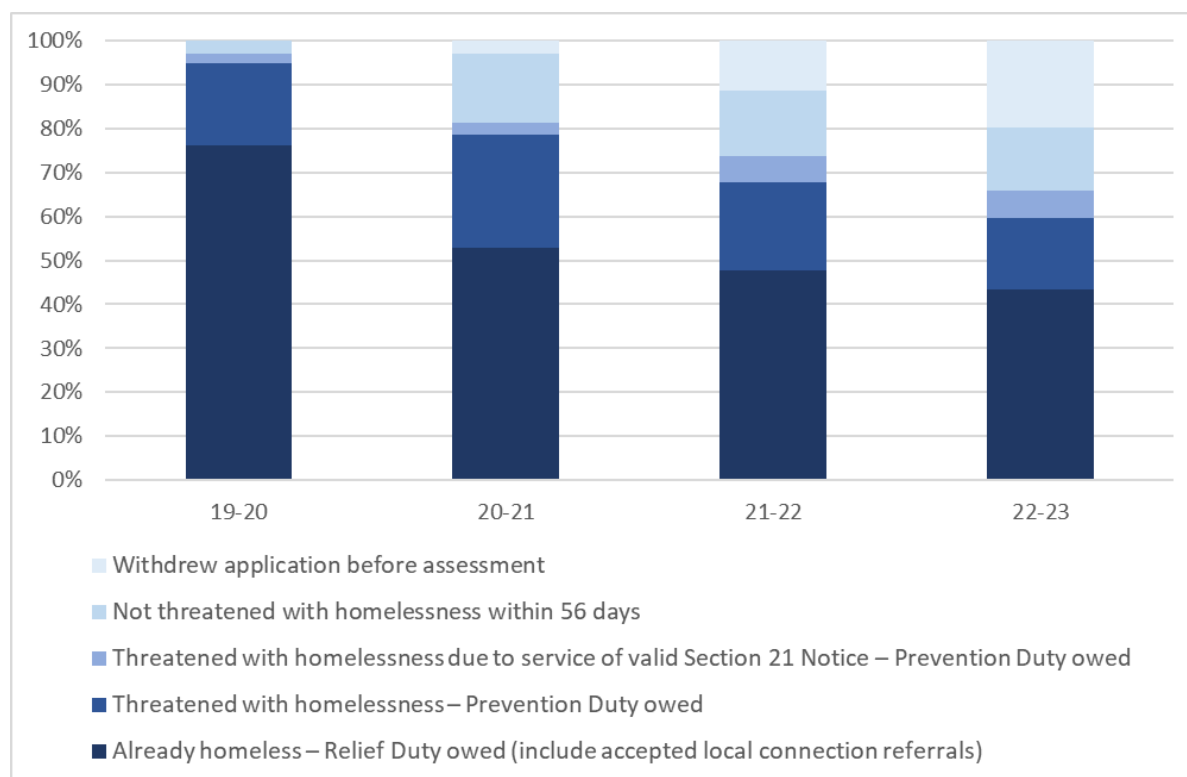


Fig 4. Duty owed at presentation – April 2019 to March 2023. BCKLWN

Figure 4 (above) shows a reduction in the proportion of people approaching as ‘already homeless’ from 76% to 43%. This might reflect the partnership’s focus on homelessness prevention. However, the proportion of people (20% in 22/23) withdrawing their applications before assessment needs investigating further. The above table highlights the growing proportion of homeless applications due to a valid Section 21 notice<sup>23</sup> being issued.

The council’s ability to prevent homelessness has fluctuated over the term of the strategy. Figure 5 (overleaf) shows a significant increase in the proportion of prevention outcomes (from 38% to 67%) between 2019/20 and 2020/21, but a steady reduction since then. This could be due to the following:

- The uplift in LHA rates in April 2020<sup>24</sup> along with the national Everyone In<sup>25</sup> initiative, which gave local authorities improved tools to prevent homelessness.
- The commissioning of homelessness prevention services locally (see [section 4](#)).
- In the last two years, the ‘overheating’ of the PRS market ([as outlined in 3.2](#)) and cost-of-living crisis, which made it more difficult for households to avoid homelessness
- The doubling in homelessness presentations, which made it harder for the council’s housing options team to work preventatively.

<sup>23</sup> [Evicting tenants in England: Section 21 and Section 8 notices - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/evicting-tenants-in-england-section-21-and-section-8-notice)

<sup>24</sup> [Local Housing Allowance \(LHA\) rates applicable from April 2020 to March 2021 - amendment as instructed by The Social Security \(Coronavirus\) \(Further Measures\) Regulations 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/local-housing-allowance-lha-rates-applicable-from-april-2020-to-march-2021-amendment-as-instructed-by-the-social-security-coronavirus-further-measures-regulations-2020)

<sup>25</sup> [Coronavirus: Support for rough sleepers \(England\) - House of Commons Library \(parliament.uk\)](https://www.parliament.uk/business/committees/committees-a-z/commons-clerk/all-committees/coronavirus-support-for-rough-sleepers-england/)

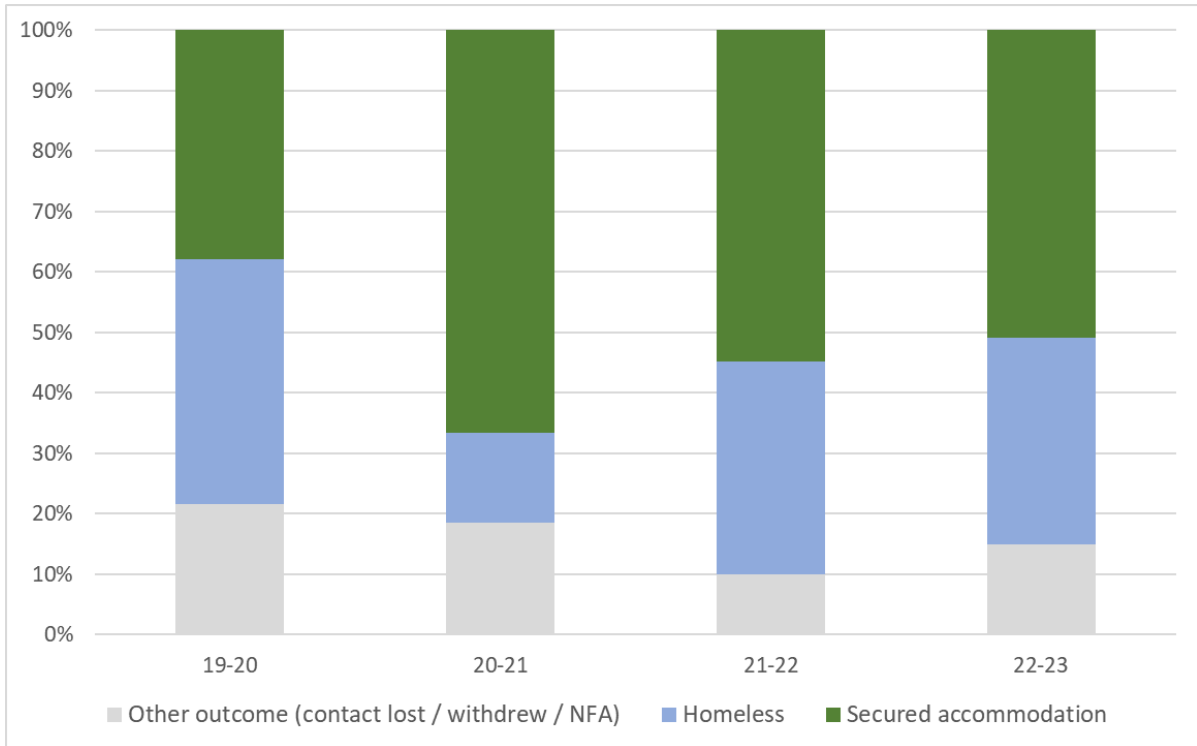


Fig 5. Outcome of Prevention Duty – April 2019 to March 2023. BCKLWN

### 3.4 Demographics of approaches

Council data has identified some changes in the demographics of homeless households. These include:

- **A higher proportion of families approaching:** Figure 6 (below) shows that households with children comprised 39% of applications in 22/23, compared with 28% in 2019/20:

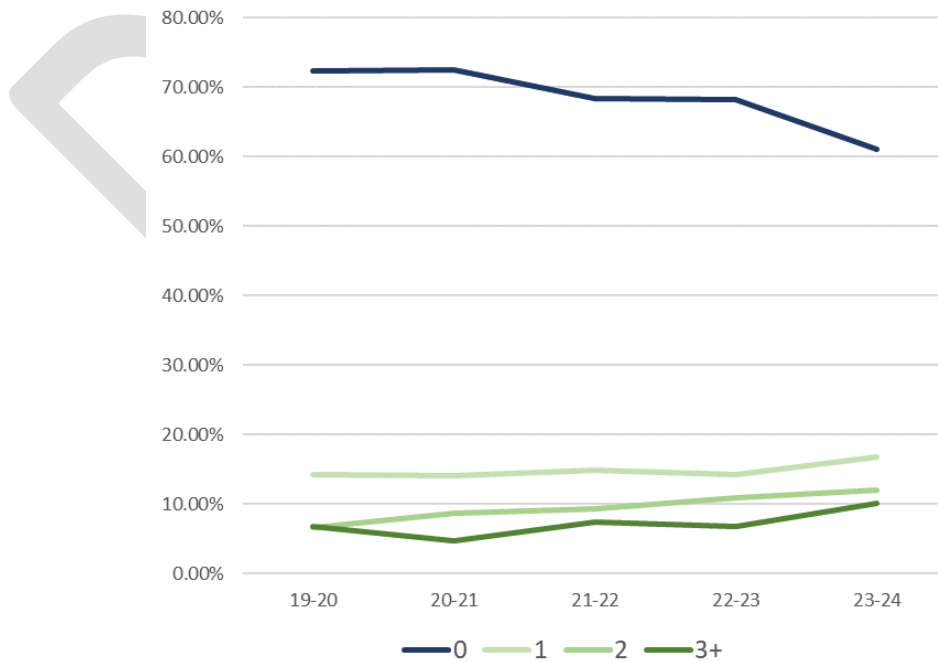


Fig 6. Number of children per homeless applicant – April 2019 to March 2023. BCKLWN

The data did not identify the reason for this change. Possible factors include an increase in cases arising from domestic abuse and the end of PRS tenancies, as well as improved services for single applicants since Everyone In (see [section 4](#) for further details).

The data shows an increase in the proportion of female applicants<sup>26</sup> (53% in 22/23 compared with 48% in 2019/20) and the proportion of female homelessness applicants with children (28% in 22/23 compared with 23% in 2019/20).

- **A lower proportion of young people approaching:** Figure 7 (below) shows that under-25s comprised 17% of applicants in 2022/23, compared with 24% in 2019/20:

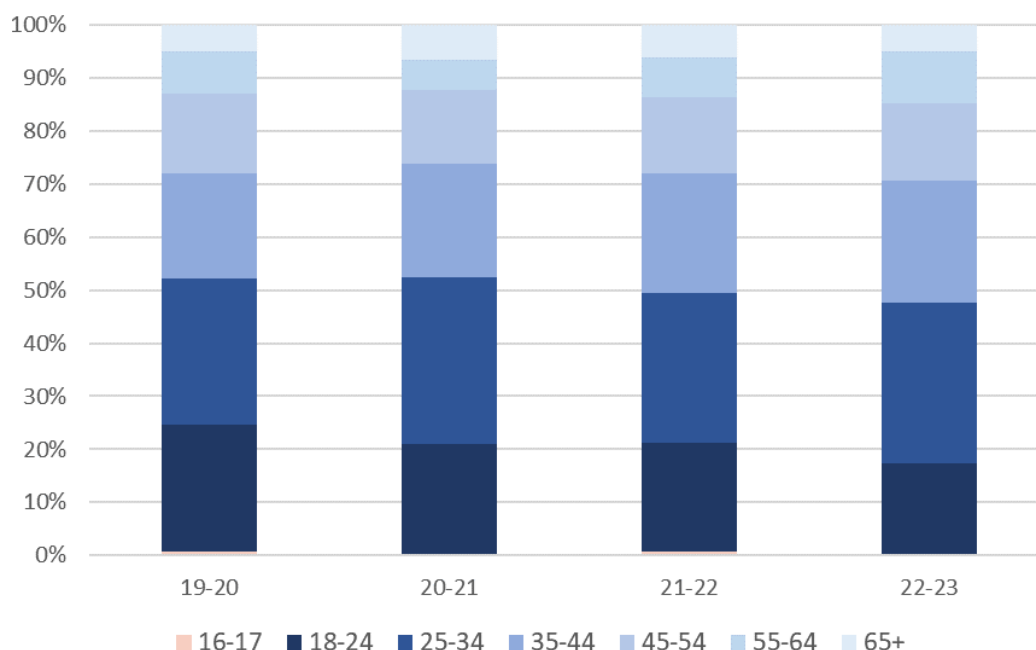


Fig 7. Age profile of homelessness applications – April 2019 to March 2023. BCKLWN

The last four years has seen a near-elimination of applications from 16/17-year-olds (just 0.13% in 22/23), partly due to the development of a countywide protocol for 16/17 years olds facing homelessness.

- **A higher proportion of workers approaching:** Figure 8 (overleaf) shows the proportion of homelessness applicants in work has increased from 19% in 2019/20 to 25% in 2022/23. This includes 16% of applicants in full-time work – almost double the proportion in the same period. The increase could be due to:
  - The tightening of the private rented sector, resulting in ‘first time’ homelessness for some working families.
  - The rise of ‘in-work’ poverty, as evidenced by increasing levels of food instability and foodbank usage amongst workers<sup>27</sup>.

<sup>26</sup> NOTE: council data records the gender of the *main* applicant in each homeless application but does not easily record the gender of the *second* applicant (where a couple approaches as homeless). Therefore the data may not record the *overall* gender proportion of applicants.

<sup>27</sup> An increase from 1 in 7 [Do working people need food banks? - The Trussell Trust](#) to 1 in 5 [Microsoft Word - EYS UK Factsheet 2022-23\\_FINAL \(trusselltrust.org\)](#)

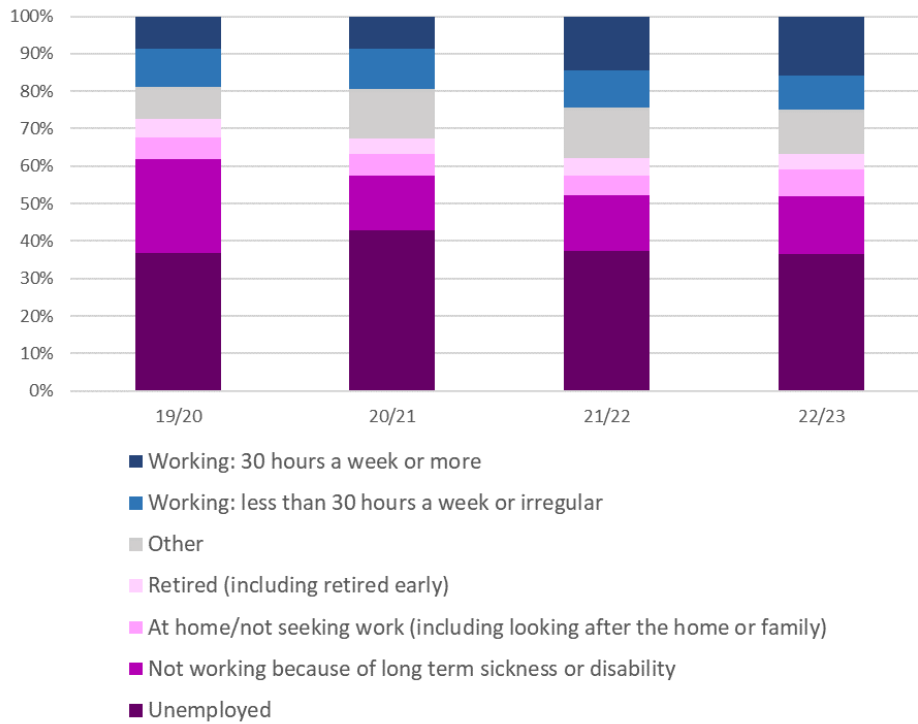


Fig 8. Employment profile of homelessness applications – April 2019 to March 2023. BCKLWN

- **A consistently high level of applicants** with British or Irish citizenship. The number of EEA and other non-UK nationals approaching for assistance has grown steadily, but this is broadly consistent with the changing demographics of the borough:

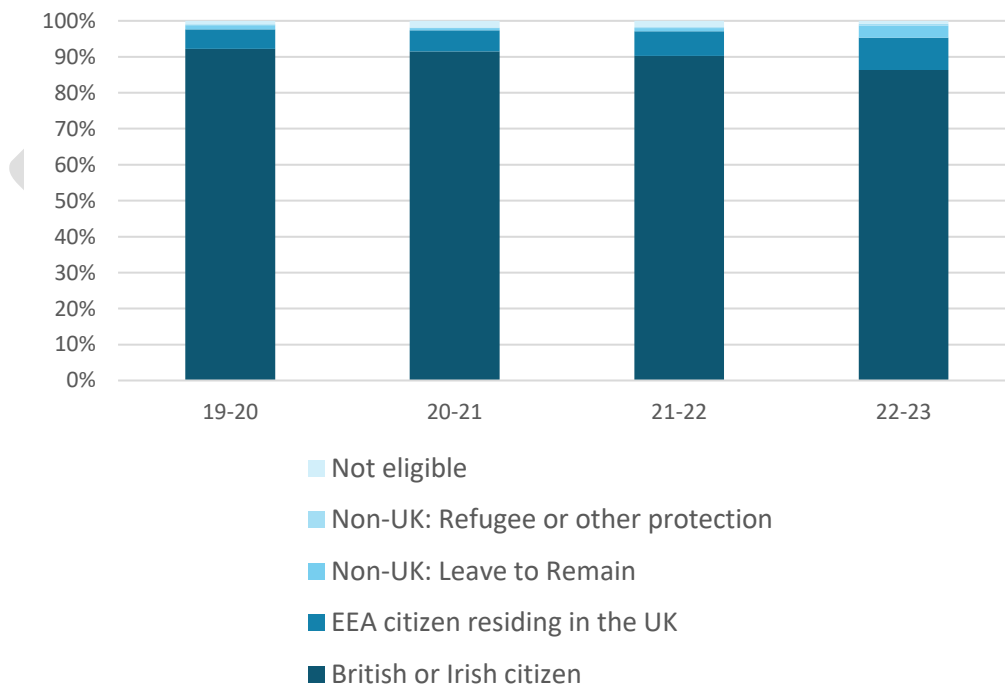


Fig 9. Eligibility profile of homelessness applications – April 2019 to March 2023. BCKLWN

### 3.5 Rough Sleeping

Rough sleeping is the most visible form of homelessness. The definition of rough sleeping “includes sleeping outside or, in places that aren't designed for people to live in, including cars, doorways and abandoned buildings”<sup>28</sup>. It excludes people in hostels or shelters, ‘sofa surfers’, squatters and other defined groups with unmet housing needs. The council measures and records the number of people known to be sleeping rough in the borough.

The annual Rough Sleeping autumn snapshot<sup>29</sup> provides the most widely publicised data on rough sleeping. In 2023, the snapshot showed a national increase of 27% - the second increase in succession. Figure 10 (below) shows the borough's reported snapshot figures from 2010 to 2023:

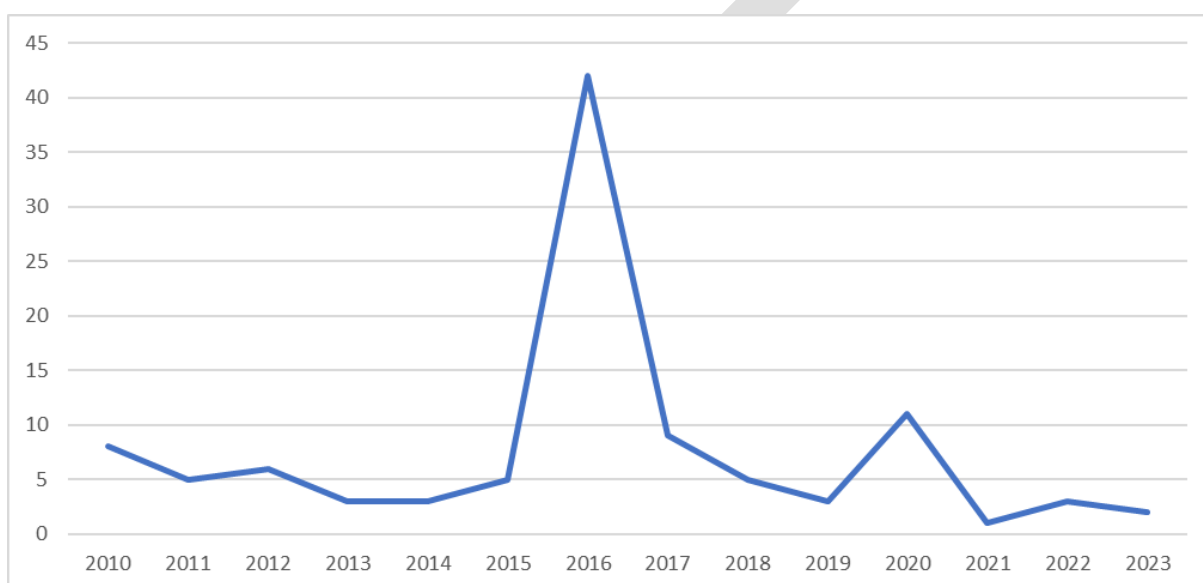


Fig 10. Annual rough sleeping snapshot, 2010-2023, King's Lynn and West Norfolk. BCKLWN/DLUHC.

Although this graph points towards a dramatic reduction in rough sleeping numbers in the borough since 2015, the snapshot figure is based on the number of people sleeping rough on a single night, which could be affected by weather or other factors. In recent years, the annual count has been carried out during the months of operation of the King's Lynn Night Shelter.

Therefore, a more accurate picture may be obtained by examining the total number of people found sleeping rough in a month, based on evidence from the Purfleet Trust's Intensive Support Service, the police, CCTV footage and other sources.

Figure 11 (below) shows that:

- Rough sleeping numbers fluctuate during the year, peaking each winter.
- Rough sleeping numbers have remained relatively stable for the last three winters, based on the trendline.

<sup>28</sup> [Rough sleeping | Crisis UK | Together we will end homelessness](#). The full definition, for the purpose of rough sleeping counts and estimates can be found here: [Homelessness data: notes and definitions - GOV.UK \(www.gov.uk\)](#)

<sup>29</sup> [Rough sleeping snapshot in England: autumn 2022 - GOV.UK \(www.gov.uk\)](#)





Fig 11. Monthly no. of people found sleeping rough (total; new; with trendlines) Oct 2020 - Dec 2023. BCKLWN

Although the council does not hold data for the number of people sleeping rough per month *prior* to October 2020, the current position demonstrates a significant and sustained reduction in rough sleeping since the development of the last strategy.

Figure 11 also shows the proportion people found sleeping rough for the first time that month. Since November 2020, 81% of those found rough sleeping were new to the streets that month (and therefore did not sleep rough the previous month). This means that services are working effectively to identify and accommodate people sleeping rough quickly, but that further work is required to prevent people sleeping rough in the borough for the first time.

Compared with other local authorities in the region, King’s Lynn and West Norfolk has a low proportion of people sleeping rough, as per figure 12 below:

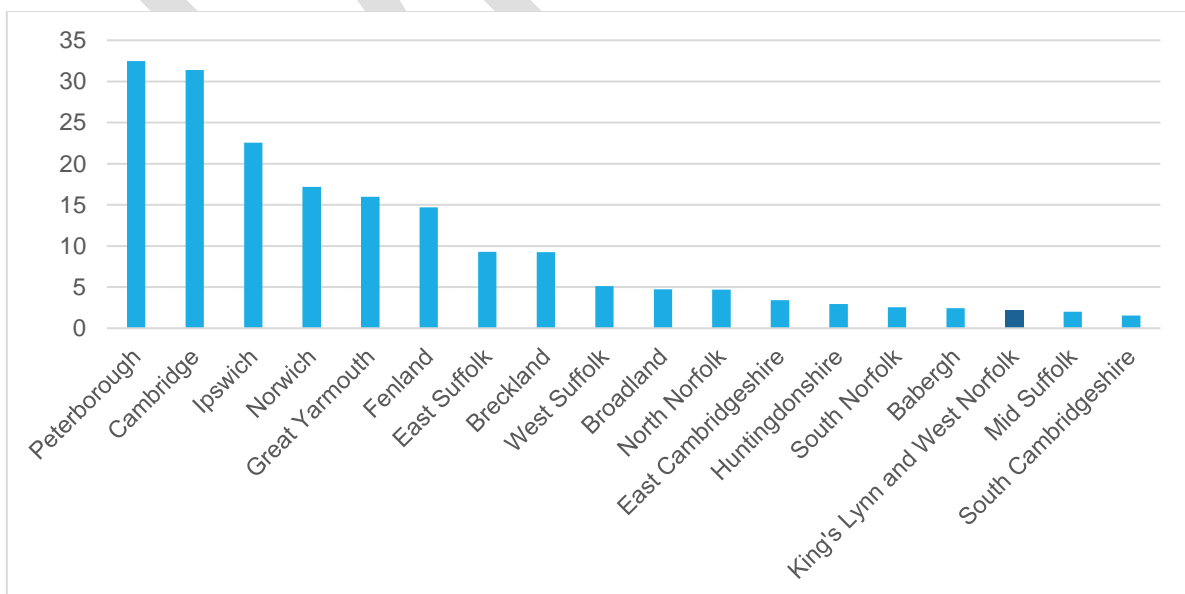


Fig 12. Average monthly total rough sleepers per 100,000 population, Oct 2022-Sep 2023. [ONS](#), [DLUHC](#)

This reflects the good work of the partnership towards ending rough sleeping (see [section 4](#)) at a time when levels of rough sleeping appear to be rising nationally. However, the council is not yet satisfied that rough sleeping has been ended in the borough.

Since last year, the council has worked with DLUHC and the Centre for Homelessness Impact to measure its progress towards ending rough sleeping – that is, “if it is prevented or is otherwise rare, brief and non-recurring”<sup>30</sup>. Council data points towards a level of rough sleeping that is relatively rare and relatively brief. Nevertheless, council staff and partner agencies describe a core of people with increasingly complex support needs, whose homelessness appears to be recurring and who are at the greatest risk of sleeping rough again.

### 3.6 What the agencies say

Through the questionnaire, group sessions and individual interviews, partner agencies provided further insight into current levels of homelessness. Partners identified the following key themes:

- **An increase in demand**

Several agencies identified an increase in demand for their services. The council’s Customer Information Centre (CIC) identified a year-on-year increase in housing enquiries of 11% at the end of 2023. One partner identified “a higher volume of referrals due to fewer advice agencies and demand outstripping resources”.

- **An increase in complexity and vulnerability**

Many agencies reported an increase the number of vulnerable people with multiple support needs approaching their services:

*“Over the last five years we have found the clients we are supporting are presenting with more complex support needs.”*

*“We are seeing more customers being referred in crisis, often presenting with higher complex needs e.g. high levels of mental health and substance misuse.”*

*“We have had a higher proportion of guests since 2020 with higher support needs [...] the Charity makes a conscious effort to prioritise referrals of guests with higher support needs if we can care for them safely.”*

*“[The service has seen a] sharp increase in service users with mental health conditions – [this] started in lockdown and is increasing year on year rather than levelling out or reducing.”*

Council data (Figure 13 below) shows that, whilst the total number of homeless applications has increased, the proportion of applicants with support needs has remained largely stable over the past four years:

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<sup>30</sup> [Defining an end to rough sleeping \(homelessnessimpact.org\)](#)

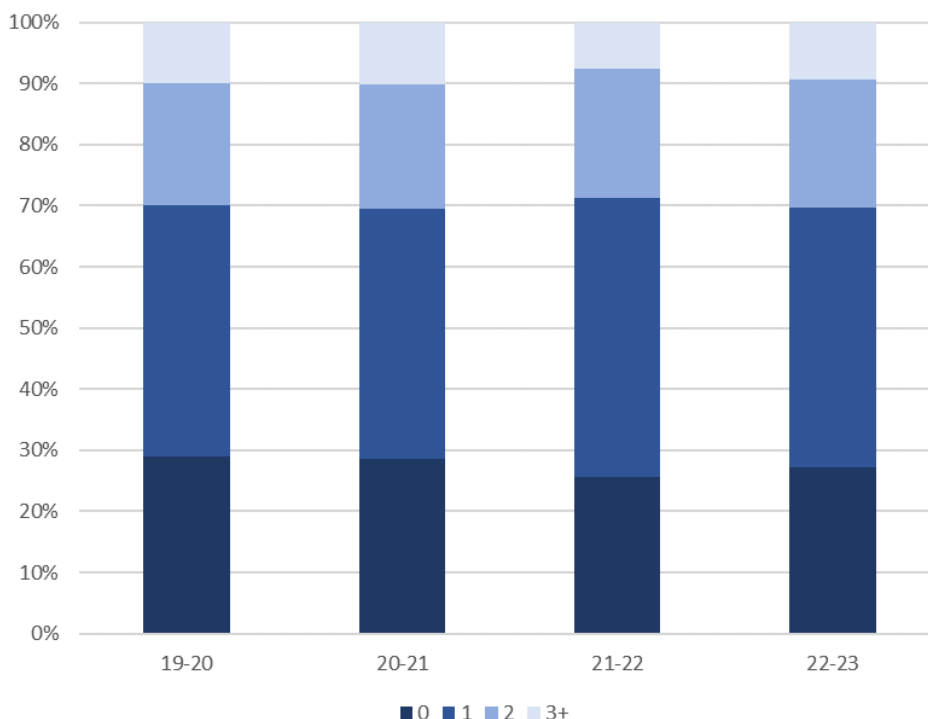


Fig 13. Number of recorded support needs by homelessness application. Apr 2020-Mar 2023 BCKLWN

Although the raw data appears to conflict with the experience of frontline staff and partner services, the following factors should be considered:

- The impact of an overall increase in homeless presentations, resulting in a higher *number* of applicants with multiple support needs.
- The impact of a *reduction* in the face-to-face support provided to some individuals. As one council officer writes, “clients with mental health issues [were] nearly always accompanied into the office and supported through the process. There doesn’t seem to be any of that [...] and the direction of travel is towards [generalist services].”
- Possible under-reporting by council staff in terms of the number of support needs per homeless applicant.

### An increase in homeless families

Several agencies reported an increase in the number of families seeking help. One agency reports that “[the number of] households with dependent children seeking our advice is beginning to rise because of the post-pandemic section 21 possession action increases and [the] effects of the cost-of-living crisis”. Another agency reports that “in King’s Lynn we are working with more families compared to other district areas.” The Purfleet Trust opened The Purfleet Pantry in 2023 and has seen “more families presenting who are at risk of homelessness”.

This tallies with the council’s own data ([section 3.4](#)).

### An increase in poverty

Partners reported the impact of the ‘cost of living crisis’ on their services. The Money Advice Hub reported “the energy crisis and rise in energy bills is causing poverty for old and new service users”. They reported an increase in Personal Independence Payment applications, grant and Discretionary

Housing Payment applications, without the resources to cope with the increased demand. Council staff reported increased issues arising from rising interest rates, insufficient Universal Credit rates and frozen Local Housing Allowance rates.

Although the data shows the impact of the partnership's work in preventing and relieving homelessness and rough sleeping, the partnership faces challenges to meet future levels of demand. As one partner put it, *"every customer appears to be vulnerable"*.

The following sections outline the current services available to support households who are homeless or threatened with homelessness, as well as attempting to evaluate their effectiveness.

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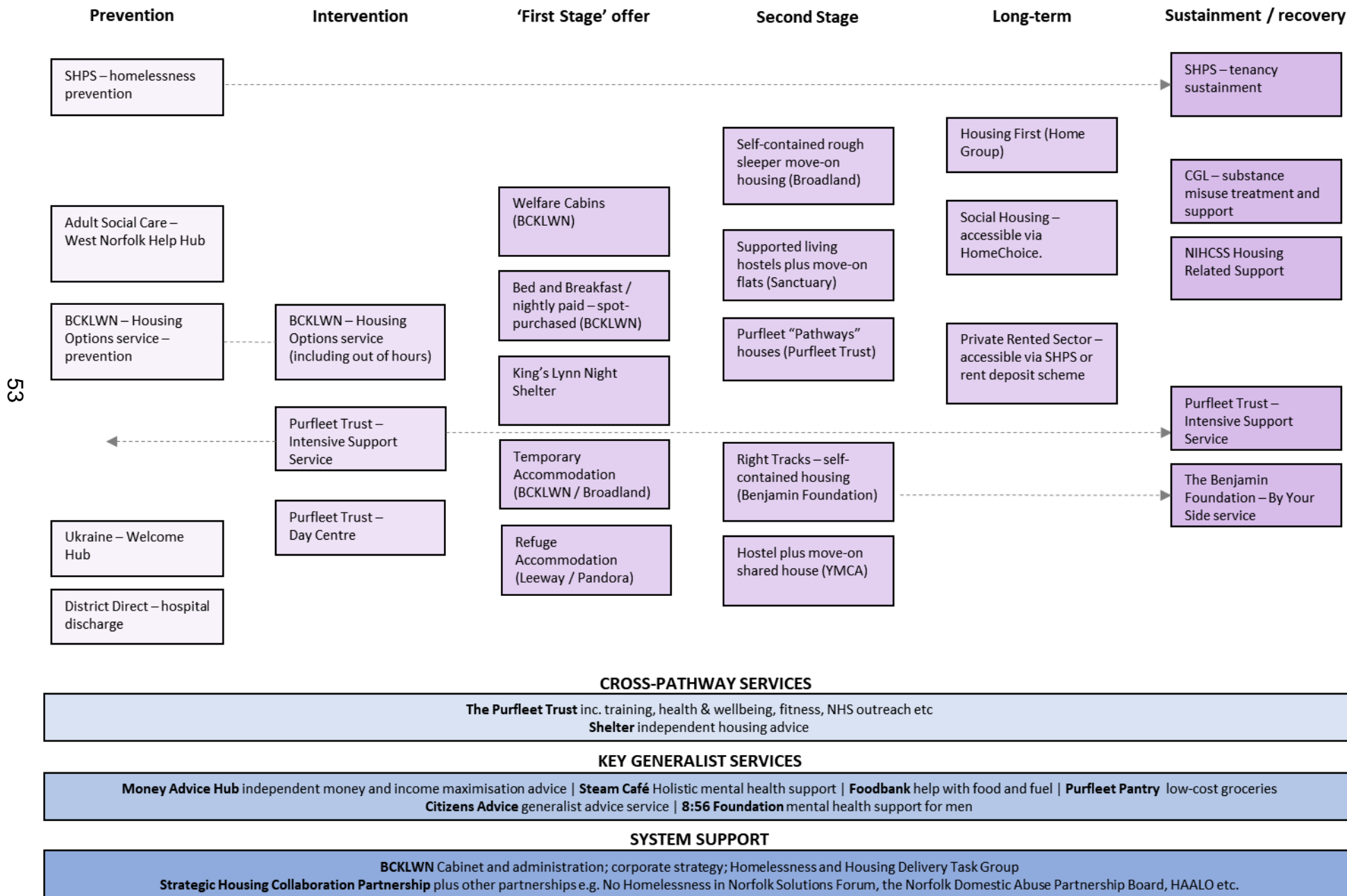
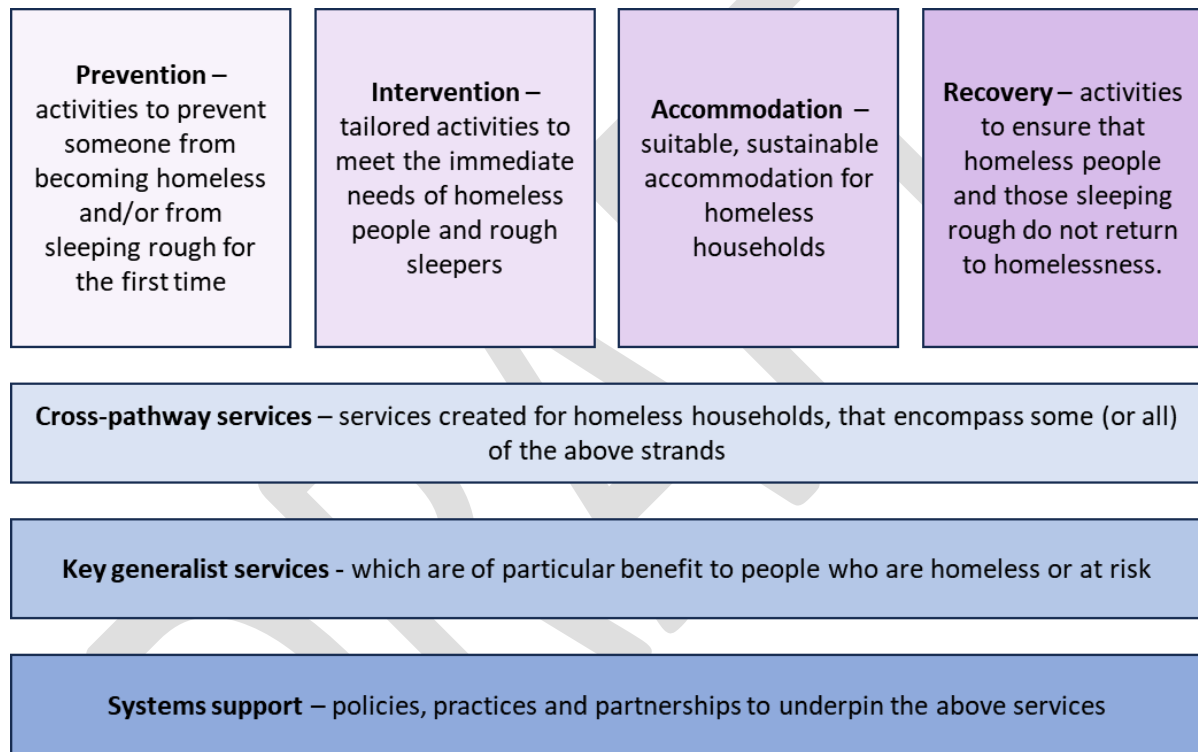


Fig.14 – King’s Lynn and West Norfolk – outline of homelessness services pathway

## 4. SERVICES AVAILABLE TO SUPPORT HOMELESS HOUSEHOLDS

The borough's response to homelessness is delivered by a wide partnership of statutory, commissioned, non-commissioned and voluntary/faith sector services, with the council holding the statutory responsibility. Some services have been created specifically for the benefit of homeless households and/or people sleeping rough; others have a wider remit.

Figure 14 (previous page) loosely groups these services as follows<sup>31</sup>:



Although the pathway has been presented as a straight line, it could better be represented as a circle. Many of the tools required to prevent someone from becoming homeless for the first time are the same as those required to ensure that someone does not return to homelessness or rough sleeping.

Whilst every effort has been made to include the key services within the borough's homelessness partnership, **this section is by no means exhaustive**. Everyone in the borough has a potential part to play in preventing and relieving homelessness, and this report acknowledges the unsung work carried out by individuals, businesses and employers to support people in housing need. To borrow a phrase: it takes a borough<sup>32</sup> to end homelessness.

<sup>31</sup> Groupings based on the prevention/intervention/recovery/systems support strands outlined in the 2022 Rough Sleeping Strategy [Ending Rough Sleeping for Good \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>32</sup> This is the approach of [It Takes A City, Cambridge](https://www.cambridge.gov.uk/), which "brings together 'experts through experience', managers and frontline workers, members of faith communities, public sector officials, business owners and managers, teachers, students and concerned individuals, working in partnership to end rough sleeping due to homelessness."

## 4.1 Homelessness Prevention

Homelessness, in all forms, is an unacceptable and traumatic outcome. Key homelessness prevention services in the borough include:

Service	Details
<a href="#">BCKLWN Housing Options Service</a>	The council helps prevent homelessness as part of its statutory housing options service. Applicants are supported to complete a Personal Housing Plan, identifying steps to prevent them from becoming homeless.
<a href="#">SHPS (Sustainable Housing Partnership Service)</a>	SHPS is a homeless prevention service, commissioned “to [...] achieve long-term housing outcomes for those who hadn’t previously been able to receive support, [typically] providing a pathway into the private rented sector.”
<a href="#">West Norfolk Help Hub</a>	The Help Hub is aimed at professionals looking to address their customers’ needs “before their difficulties become unmanageable”. “The Help Hub is for low level emerging needs that can be met through early intervention” such as advice, guidance and practical support.
<a href="#">District Direct</a>	District Direct provides a service to people leaving hospital who are either homeless or who require an adaptation to their properties. The local hospital makes homelessness referrals to the council via the Duty to Refer scheme.
<a href="#">Ukraine – Welcome Hub</a>	The council has provided a homelessness prevention and sustainment service to households fleeing the Ukraine war, matching applicants with host families. Further support is provided through the Hanseatic Union <sup>33</sup> .

## 4.2 Intervention

If an individual or household becomes homeless, there are services available to respond rapidly, including:

Service	Details
<a href="#">BCKLWN Housing Options Service</a>	As well as preventing homelessness, the council supports households who have an immediate housing need, providing emergency accommodation for eligible households and signposting/referring to partners where there is no duty owed.

<sup>33</sup> [Hanseatic Union – King’s Lynn & West Norfolk](#)

<a href="#"><u>Out-of-Hours Service</u></a>	The council commissions an external provider to assess homeless households outside office hours. The provider liaises with a nominated council officer, who decides whether to accommodate the household, in line with legislation.
<a href="#"><u>The Purfleet Trust Intensive Support Service</u></a>	The Purfleet Trust provides an assertive outreach service to verify and support people sleeping rough. The service responds to referrals from Streetlink <sup>34</sup> and partner agencies to ensure that people sleeping rough are supported into accommodation as quickly and safely as possible.

### 4.3 Accommodation

There is a range of mainstream and specialist accommodation suitable for homeless households depending on their household type and support need. This has been broken down into three broad stages – though not every household will access each stage.

- **“First Stage” accommodation** - This comprises accommodation potentially available to households at the point they become homeless:

Service	Details
<b>Temporary accommodation (commissioned by BCKLWN)</b>	The council works with partners to provide temporary accommodation at two key sites. Support is provided by Broadland Housing. The council also works with partners to provide dispersed units of accommodation for families.
<b>Welfare Cabins (commissioned by BCKLWN)</b>	The council provides four welfare cabins for people who would otherwise be homeless or sleeping rough. Residents benefit from ‘in-reach’ support from Purfleet Trust staff, as well as on-site security.
<b>Bed and Breakfast (B&amp;B)/ nightly-paid accommodation</b>	Where there is no other option available and where it is necessary to accommodate a homeless individual / household, the council pays for B&B or other nightly-paid accommodation. Where possible (and safe), the council aims to provide accommodation that is local, with self-contained cooking / washing facilities.
<a href="#"><u>King’s Lynn Night Shelter</u></a>	KLNS “is open for nine months of the year offering 24-hour emergency accommodation in single rooms to anyone with nowhere safe to stay” as well as support to help residents access help and find a longer-term home.
<a href="#"><u>Leeway</u></a>	Leeway operates nine safe houses (refuges) across Norfolk for female victim-survivors of domestic abuse, aiming to provide “overnight accommodation the same day.

<sup>34</sup> [StreetLink - Connecting people sleeping rough to local services \(thestreetlink.org.uk\)](http://thestreetlink.org.uk)



**Pandora Project**

Pandora Project provides “support in safe and secure accommodation for people fleeing domestic abuse”. Accommodation is available to all victim-survivors: female and male victims as well as those in the LGBT+ community.

- **“Second Stage” accommodation** – This comprises accommodation available to single homeless people and (in limited instances) couples, typically as move-on from first-stage accommodation. Each service supports residents to seek and sustain longer-term housing, and to address underlying support needs. There are approximately 117 bed spaces, over the following services:

Service	Details
<b><u>Sanctuary Supported Living</u></b>	Sanctuary operates three hostels in the borough (plus eight move-on flats), each with a different level of support needs in mind.
<b><u>Purfleet Pathways Houses</u></b>	The Purfleet Trust manages a network of shared houses across the borough, aimed at people who can share with others and who “require more intensive tenancy support to maintain stable accommodation.”
<b><u>Broadland Housing</u></b>	The council works with Broadland Housing to deliver self-contained housing for people either (a) “ready to move on from hostels but not quite ready for their own tenancy” or (b) people with a history of rough sleeping <sup>35</sup> .
<b><u>The Benjamin Foundation – Right Tracks</u></b>	Right Tracks provides self-contained supported accommodation in King’s Lynn to people aged 16-25. “These are designed to give residents more responsibility than a room” so that residents maximise their chances of sustaining permanent accommodation.
<b><u>YMCA Norfolk</u></b>	The YMCA provides an “intensive tenancy management support within a variety of mixed housing”. The accommodation comprises a 15-bed hostel and a move-on site within a shared home.

- **Long-term accommodation** – This comprises accommodation with no defined end date, including ‘mainstream’ housing.

Service	Details
<b><u>Social / Affordable Housing</u></b>	Homeless applicants (and those in second-stage accommodation) can apply for social and affordable housing through the HomeChoice

<sup>35</sup> Properties can also be used as move-on for hostel residents, if the hostel space will subsequently be used to rehouse someone who is sleeping rough.

	<p>system. Applicants are awarded banding according to their housing need and in line with the council’s allocation policy<sup>36</sup>.</p> <p>Additionally, the West Norfolk Housing Company<sup>37</sup> was established by the council as a registered provider to acquire further affordable housing in the borough. Tenancy management is carried out by a housing association.</p>
<b>Private Rented Sector</b>	<p>Homeless applicants (and those in second-stage accommodation) can receive assistance to access the private rented sector. The council provides loans towards rent deposits; SHPS provides practical help with accessing the PRS.</p> <p>Additionally, the West Norfolk Property Company<sup>38</sup> was established by the council to purchase homes to be rented privately. Tenancy management is carried out by a property management company.</p>
<b>Housing First</b>	<p>The council works with Home Group and several partner housing associations to deliver up to 12 properties under Housing First principles<sup>39</sup>. Housing First provides intensive support to individuals with a history of rough sleeping, who have previously been unsuccessful in sustaining housing through the hostel route.</p> <p>By providing the housing ‘first’ (rather than as a reward for graduating through the hostel system) and providing wrap-around support, the scheme aims to break the cycle of homelessness and rough sleeping for individuals facing multiple disadvantages.</p>

#### 4.4 Recovery

The partnership includes a range of services designed to support homeless individuals and households sustain their accommodation and address any barriers that may affect their ability to do so:

<b>Service</b>	<b>Details</b>
<a href="#"><u>SHPS - tenancy sustainment</u></a>	As well as preventing homelessness, SHPS provides up to eight months’ support for new tenants to ensure that they thrive in their new homes.
<a href="#"><u>Change, Grow, Live (CGL)</u></a>	CGL provides support to help people with problematic drug or alcohol use “break free from harmful patterns of behaviour and feel healthier

<sup>36</sup> [Social Housing Allocations Policy | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

<sup>37</sup> [West Norfolk Housing Company – A registered provider of social housing \(wnhc.co.uk\)](#)

<sup>38</sup> [West Norfolk Property Limited – An independent private rental property company wholly owned by the Borough Council of King's Lynn & West Norfolk \(wnpl.co.uk\)](#)

<sup>39</sup> [The Principles of Housing First | Homeless Link](#)

	and happier". Services include medical treatment, 1:1 and group support, as well as harm-reduction services such as needle exchanges and advice.
<a href="#"><u>NIHCSS Housing Related Support</u></a>	The Norfolk Integrated Housing and Community Support Service (NIHCSS) provides tailored tenancy sustainment support to people engaged in structured treatment with CGL.
<a href="#"><u>Purfleet Trust Intensive Support Service</u></a>	Linked to its outreach service, the Purfleet Trust provides intensive support to people who are most at risk of returning to the streets, to ensure that they sustain their tenancies.
<a href="#"><u>Benjamin Foundation – By Your Side</u></a>	Alongside their Right Tracks accommodation, the Benjamin Foundation provides support to young people leaving accommodation to ensure that they maintain their tenancies and live healthy lives.

#### 4.5 Cross-pathway services

The borough benefits from several services that are targeted at people facing (and/or recovering from) homelessness, but which are accessible at various points of the pathway.

(Note that many of the services featured in sections 4.1 to 4.4 are, to an extent, cross-pathway services – SHPS in particular).

Service	Details
<a href="#"><u>The Purfleet Trust</u></a>	The Purfleet Trust provides advice, support and opportunities for meaningful activity. This includes laundry services, counselling, gym equipment and training opportunities. The health and wellbeing centre acts as a hub for people facing (or recovering from) homelessness to provide mutual support.
<a href="#"><u>Shelter Norfolk</u></a>	Shelter provides a local advice and advocacy service to people who are homeless or at risk of homelessness, as well as providing emergency county court assistance to people facing possession claims. It provides a specific service to ex-offenders to assist them to sustain accommodation.

#### 4.6 Key Generalist Services

There are several services locally that are aimed at the wider population, but which are of particular benefit to homeless (or potentially homeless) households. Some of the key providers include:

Service	Details
<a href="#">Money Advice Hub</a>	The Money Advice Hub is a regulated Debt Advice and income maximisation service provider. Staff are approved Debt Relief Order intermediaries and facilitate all formal debt solutions, as well as advising on welfare benefits, housing and digital skills.
<a href="#">Steam House Café</a>	STEAM provides “holistic support to adults experiencing mental health crisis” in a “unique and safe café-style space”, supporting primary health services.
<a href="#">Citizens Advice</a>	Citizens Advice provides advice, support and guidance on a wide range of topics including employment, housing, welfare benefits and family law.
<a href="#">Purfleet Pantry</a>	The Purfleet Pantry is a social supermarket offering “everyday food and essentials at affordable prices”. The Pantry also sells affordable furniture and often has free donated food available.
<a href="#">8:56 Foundation</a>	The 8:56 Foundation supports men to develop their mental health and wellbeing through Time to Talk sessions, online support and social activities.
<a href="#">King’s Lynn Foodbank</a>	The Foodbank provides emergency food support to households in crisis. On-site support is available from Citizens Advice, and visitors are signposted to other support services

#### 4.7 Systems support

The above services are underpinned by coordination to bring services together, ensuring they contribute to the wider social aims of the borough.

Internally, this includes:

- **A new administration** – the new Independent Group leads the council, with support from the Labour Group. The Cabinet Member for People and Communities oversees “all housing related matters including strategy, homelessness and housing standards”<sup>40</sup>
- **A new corporate strategy** – the council’s Corporate Strategy 2023-2027 was published towards the end of last year. The strategy includes a commitment “to support the health and wellbeing of our communities, help prevent homelessness, assist people with access to benefits advice and ensure there is equal access to opportunities.”<sup>41</sup>
- **A relaunched Homelessness and Housing Delivery Task Group** – this cross-party group works with senior council officers, providing oversight and strategic guidance.

<sup>40</sup> [Executive post - Cabinet Member for People and Communities \(west-norfolk.gov.uk\)](#)

<sup>41</sup> [Our priorities | Corporate Strategy 2023 - 2027 | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

External systems support includes:

- **Strategic Housing Collaboration Partnership** – a multi-agency group, established during the COVID-19 pandemic, with the aim of enabling services to respond to homelessness more effectively. Partnership members have assisted with this review.
- **Other partnership groups** – the council contributes to a variety of partnership groups designed to improve services for homeless households. These include (but are not limited to) the No Homelessness in Norfolk Solutions Forum, the Norfolk Domestic Abuse Partnership Board, the Domestic Abuse and Housing regional group, and the Housing Advice and Allocations Lead Officer Group (HAALO).

#### 4.8 What has changed?

As outlined in the introduction, the borough's residents have experienced significant changes since the last strategy was published. Political and economic factors have influenced the partnership's response to a changing social and economic environment. Key changes include:

- **The impact of COVID-19**

COVID-19 acted as a catalyst for change within homelessness services. The lifesaving Everyone In programme injected funding to provide people sleeping rough with a safe space to stay (including those previously ineligible for assistance). Although the council no longer operates a full 'Everyone In' offer, it offers emergency housing on a case-by-case basis to people who are known to be sleeping rough. Additionally, the council retains four of the 14 welfare cabins commissioned in response to COVID-19.

With government funding, the King's Lynn Night Shelter changed its model in autumn 2020, from providing a communal sleeping area to providing eight single rooms for guests, in line with government guidelines<sup>42</sup>.

In the wake of the pandemic, the borough received funding for the Housing First and Housing Led accommodation described in section 4.3.

The above changes contributed towards a reduction in rough sleeping over the period of the last strategy. However, COVID-19 also had a disruptive effect on the work of the partnership. Following the introduction of government restrictions, some formal and informal partnership meetings ceased, and some in-person homelessness activities moved to online/telephone-based services.

Nevertheless, the response to the COVID-19 pandemic could not have been carried out without the hard, joined-up work of partners in the borough.

- **A three-year DLUHC funding settlement**

Following several years of receiving year-on-year RSI and other funding, the borough's DLUHC funding has been underpinned by a three-year settlement. Although this period is due to expire next year, it has provided the partnership with a degree of security (and the ability to plan more strategically) across a range of government-funded interventions.

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<sup>42</sup> [Operating principles for night shelters - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/90442/operating-principles-for-night-shelters.pdf)

- **An emphasis on ending rough sleeping, underpinned by a refreshed Strategy**

Rough sleeping has been the subject of considerable national scrutiny and, linked to the above, the government's Rough Sleeper Strategy (and its manifesto commitment) provided a mandate for funding some of the borough's response.

- **The Domestic Abuse Act**

As previously mentioned, the Domestic Abuse Act ensures that households fleeing abuse are treated as being in priority need for housing. Furthermore, the Act places new responsibilities on 'top tier' authorities (locally, Norfolk County Council), resulting in new services being commissioned to support victim-survivors.

- **Market conditions**

Finally, the impact of cost-of-living pressures and rising interest rates has resulted in the partnership having to do things differently. The Purfleet Pantry has been set up partly in response to the need of local households, including families. The King's Lynn Foodbank has begun to issue fuel vouchers, with year-on-year usage rising dramatically. The council holds an internal working group to develop its responses, including Beat Your Bills<sup>43</sup> and Food for Thought<sup>44</sup> events. And the council's own rent deposit service has had to become more generous considering the tightening of the PRS market.

In summary: the partnership consists of a wide range of services designed to prevent people from becoming homeless, resolve people's homelessness quickly, and ensure that they do not become homeless again, underpinned by mutual and external accountability. But despite the sustained efforts and innovations of partners, and improved outcomes for homeless households, the borough has not yet ended homelessness, nor has it ended rough sleeping.

The next section seeks to review what is working well, what is missing from the service, and what could be improved for the benefit of people in housing need.

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<sup>43</sup> [How the council is helping people to beat their bills this winter | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](https://www.kingsoflynnonline.gov.uk/news/2023/12/14/how-the-council-is-helping-people-to-beat-their-bills-this-winter/)

<sup>44</sup> [LILY | Food for Thought \(asklily.org.uk\)](https://www.kingsoflynnonline.gov.uk/news/2023/12/14/lily-food-for-thought/)

## 5. REVIEW OF CURRENT PROVISION

The previous two sections outline the extent of homelessness in the borough, as well as the extent of the borough’s response to homelessness. This next section, based on feedback from partners and from people with lived experience of homelessness, attempts to evaluate whether the partnership is doing the right things, and whether it is doing things right.

### 5.1 Prevention

PREVENTION - What’s working well?	
<b>Partnership working</b>	<p>Several partners spoke of good relationships between themselves and others towards homelessness prevention. Council officers stated that Duty to Refer<sup>45</sup> forms from partner agencies are generally of a good quality.</p> <p>As one example of positive partnership working, Money Advice Hub described a good relationship between themselves and Shelter, who have households at risk to the Breathing Space<sup>46</sup> scheme.</p>
<b>Diversionsary services</b>	<p>Council officers spoke highly of the work carried out through the Lily team and the Hanseatic League to support Ukrainian refugees as part of the Ukraine Families Scheme and Homes for Ukraine, resulting in low levels of homeless approaches from Ukrainian nationals.</p>
<b>Underlying prevention commitments</b>	<p>Many local accommodation providers are subscribed to the Homes for Cathy Commitments<sup>47</sup>, “<i>seeing eviction as a last resort</i>”. Recently, supported accommodation providers have agreed a protocol to minimise evictions. Data shows that evictions from supported accommodation providers have reduced over the term of the last strategy.</p>
<b>Customer empowerment</b>	<p>Both Shelter and SHPS reported success with helping homeless households understand their rights and navigate the “system”, such as progressing a homeless application or selling themselves to a prospective landlord. Both agencies describe a balance between empowerment, support and advocacy.</p>

PREVENTION - What are the challenges?	
<b>Early intervention</b>	<p>Agencies report a lack of time to enable homelessness to be prevented – either because customers do not approach early enough, or because referrals to services are not made early enough. One partner stated, “56</p>

<sup>45</sup> [Duty to refer | Duty to refer | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

<sup>46</sup> [Debt Respite Scheme \(Breathing Space\) guidance - GOV.UK \(www.gov.uk\)](#)

<sup>47</sup> [Our Commitments | Homes for Cathy](#)

	<i>days<sup>48</sup> is often still too late for prevention. Identifying and reaching people before this time would be beneficial to reduce escalation.”</i>
<b>Achieving a prevention</b>	Council officers reported difficulties <i>“managing the expectations of customers and other departments”</i> . Whilst the council holds the statutory duty to prevent homelessness, and the partnership takes steps to achieve this, prevention is not always possible. This causes frustration to both applicants and staff.

## PREVENTION - What are the gaps?

<b>Tools and resources</b>	<p>Council officers reported difficulties preventing homelessness, due to increasing caseloads and limited resources. Although the council has worked to increase staffing capacity and improve retention, new staff are not yet embedded. The recent Corporate Peer Challenge report identified recruitment as a particular challenge. Council officers also reported a <i>“lack of prevention tools”</i> other than those previously identified.</p> <p>One agency identified a need for <i>“improved and integrated technology in terms of managing volume and sharing information”</i> in the face of increasing levels of need.</p>
<b>Access to financial assistance</b>	At present, the offer to households facing eviction is limited. Rent deposit (and other) payments are made as loans, which some recipients struggle to repay. Partners expressed a desire to review the use of Discretionary Housing Payments in relation to homelessness prevention, to maximise their effectiveness.
<b>A new generation</b>	One partner described <i>“a whole group of people who are new to poverty [...] and ill-equipped to respond to the challenges they are facing”</i> . If true, this suggests that some households lack the knowledge and confidence to seek early, appropriate help to prevent their homelessness.

## 5.2 Intervention (including emergency / off-the-street accommodation)

### INTERVENTION - What’s working well?

<b>Improved off-the-street offer</b>	Council officers report that the welfare cabins have improved the local offer for people sleeping rough with complex needs. Officers report that the cabins have saved lives for people who have previously refused other offers of accommodation.
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<sup>48</sup> 56 days relates to the typical length of a [homelessness prevention duty](#) – though this can be cut short or extended, depending on circumstances



	Additionally, KLNS is pleased to provide “24-hour accommodation with single rooms – [we are] glad that the emphasis has changed nationally” from the previous communal model.
<b>Outreach</b>	Partners viewed the work of the Purfleet outreach service positively, which (based on rough sleeping data) is working well to quickly identify and accommodate people found sleeping rough.
<b>Processes</b>	The council has recently amended its process and supplier for out-of-hours homelessness enquiries, strengthening the support available in an emergency. Council officers describe “a strong culture of following legislation and avoiding gatekeeping <sup>49</sup> ”.

## INTERVENTION - What are the challenges?

<b>Cost, and use, of bed and breakfast accommodation</b>	<p>The council spent over £280,000 on bed and breakfast accommodation in 2022/23 and is likely to exceed this figure in 2023/24. Clearly, this is an unsustainable position for the council. The sharp increase in expenditure could be attributed to:</p> <ul style="list-style-type: none"> <li>○ <b>An increasing level of households requiring temporary accommodation</b> – this has been driven in part by the overall increase in homelessness presentations, the lack of tools and resources to prevent homelessness, and caselaw<sup>50</sup> which ‘lowers the bar’ to temporary housing for single homeless people and couples.</li> <li>○ <b>A lack of resources</b> to work proactively with households in temporary accommodation towards a swifter resolution to their homelessness.</li> <li>○ <b>A lack of suitable permanent accommodation</b> for those moving out of temporary accommodation (see below for further analysis).</li> </ul> <p>As previously stated, B&amp;B and nightly-paid accommodation has a negative impact on the wellbeing of households, regardless of the cost. Whilst the council is by no means alone in their position, reduction in B&amp;B use will need to form part of the forthcoming strategy.</p>
<b>Communication</b>	One partner reported a degree of confusion regarding the offer for people sleeping rough. Whilst the council endeavours to provide safe accommodation (where possible) to people sleeping rough, there is currently no written external guidance on the matter.

<sup>49</sup> [Gatekeeping \(UK housing term\) - Wikipedia](#)

<sup>50</sup> Following [Hotak v Southwark \(2015\)](#), local authorities should consider whether a homeless applicant is “more vulnerable than the average person” rather than “more vulnerable than the average *homeless* person”. Furthermore, para 15.5 of the [Homelessness Code of Guidance](#) states “the threshold for triggering the section 188(1) duty is low as the housing authority only has to have a reason to believe (rather than being satisfied) that the applicant may be homeless, eligible for assistance and have a priority need.” Whilst the council aims to be diligent in ensuring that it follows case law and guidance, avoiding gatekeeping, this is at significant cost to the local authority.

<b>Co-production</b>	Whilst the council develops and issues Personal Housing Plans for homeless applicants, partners felt that these needed to be utilised more effectively, so that they are a <i>“two-way street between applicant and council”</i> . Council officers felt there was a lack of clear policies to support the progression of a personal housing plan.
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**INTERVENTION - What are the gaps?**

<b>Health and substance misuse outreach</b>	Research <sup>51</sup> shows that assertive outreach is an effective method of support for dependent drinkers, as well as others with enduring support needs. Partners report a lack of funding and staffing to carry out regular assertive outreach sessions.
<b>Teams around the person</b>	Whilst the Early Help Hub is effective for individuals with lower support needs, and whilst some multi-agency meetings are carried out for vulnerable individuals, the partnership would benefit from a more structured approach to supporting people who are at the greatest risk of a return to homelessness or rough sleeping.
<b>Response to increasing complexity</b>	One partner reports an increase in the level of complexity, aggression and violence amongst its service users. Further work is required to meet the immediate needs of people who may be challenging to support.

**5.3 Accommodation**

**ACCOMMODATION - What’s working well?**

<b>Partnerships</b>	SHPS has developed and maintained good relationships with landlords in the private rented sector to secure and sustain accommodation for homeless households. They have <i>“worked hard on developing an ‘estate agent’ skillset – selling the person.”</i>
<b>Housing First</b>	The initiative has been welcomed by partners, <i>enabling “chaotic and vulnerable people to keep their housing”</i> . The service reports that 83% of tenants have sustained their accommodation after two years. This is an impressive result, given the challenges its tenants have previously faced finding and sustaining accommodation. KLNS commented, <i>“I wish everybody who came to the night shelter had a housing first solution.”</i>

<sup>51</sup> [The Blue Light approach | Alcohol Change UK](#)

## ACCOMMODATION - What are the challenges?

<p><b>Void properties</b></p>	<p>Freebridge Community Housing, the largest landlord in the borough, have a significant backlog of approximately 170 void properties on general lettable stock, as well as many tenanted properties that need to be brought up to standard. Freebridge staff described it as <i>“a tightrope in terms of dual priorities.”</i> The lack of available social and affordable housing is one of the key reasons for the level of households in temporary accommodation in the district.</p>
<p><b>Service charges</b></p>	<p>Partners reported high levels of service charges in some sheltered housing – over £80 per week for heating alone, in one case. As a is prohibitive and renders such housing unaffordable.</p>
<p><b>Move-on</b></p>	<p>Many partners expressed difficulties finding affordable accommodation especially for those claiming benefits. Partners have struggled finding landlords who will take homeless households without a guarantor. This has resulted in long waits on the housing register and in temporary accommodation, and slow move on from the hostel system. As one partner said, <i>“people are ready to move on, but they can’t.”</i></p>
<p><b>Funding</b></p>	<p>While Housing First has been effective in reducing cyclical homelessness, the revenue funding underpinning the service is only guaranteed to March 2025, along with much of the homelessness funding that the borough receives.</p>

## ACCOMMODATION - What are the gaps?

<p><b>Accessible and specialist accommodation</b></p>	<p>Partners and council colleagues commented on the lack of accommodation for single people with higher levels of support needs. Some suggested that the district needs a high needs hostel, with others suggesting that it needs more Housing First accommodation. Some partners also reported a lack of accessible accommodation on the housing register.</p>
<p><b>Accommodation with time limits</b></p>	<p>One domestic abuse provider reported a reduction in the length of time residents were expected to stay in the property from 2 years to one year.</p> <p>Broadland explained that much of their housing-led accommodation was let to people on a two-year basis, with the expectation that they will move on to permanent accommodation after this point. They explained that this is contrary to Housing First principles, which recommend open-ended housing and support.</p>

<b>Private rented accommodation</b>	Partners commented on the lack of available private rented accommodation for people moving on from hostels and temporary accommodation. There is a particular lack of HMO accommodation for younger people, according to SHPS. As a result, a higher than desired number of outcomes from SHPS referrals are into the social housing sector.
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## 5.4 Recovery

### RECOVERY - What's working well?

<b>A focus on wellbeing</b>	<p>Many partners described the efforts made towards improving the wellbeing of their residents and service users. This includes:</p> <ul style="list-style-type: none"> <li>• “Empowerment groups, arts and craft therapy” (Leeway)</li> <li>• “A wellbeing toolkit” (Money Advice Hub)</li> <li>• A new outdoor gym and emphasis on “health, fitness and wellbeing” (YMCA)</li> </ul> <p>Other respondents (such as Broadland and Purfleet) described the practical support available to help people move into their houses.</p>
<b>Links with other services</b>	<p>Many respondents reported use of other partnership services such as the Steam Café, as well as applying for grant funding and longer-term assistance elsewhere such as the disabled facilities grant. SHPS spoke of <i>“[good] working relationships with DWP and Seetec to increase clients’ [ability to gain] employment – often increasing their income is the only option for people to find affordable accommodation.”</i></p>
<b>Emphasis on developing independence</b>	<p>Respondents emphasised the importance of developing the resilience and independence of their residents and service users. YMCA reported, <i>“In January we [launched] our Life Ready programme in Kings Lynn which will deliver qualifications, independent living skills and positive activities”</i>. SHPS spoke of adopting an <i>“asset-based approach”</i>, which has enabled 84% of people to sustain their tenancy at the end of eight months. Shelter aims to help people <i>“gain confidence to act alone [...] by helping people to help themselves, meaning that change is sustainable”</i>.</p>

### RECOVERY - What are the challenges?

<b>Engagement</b>	Agencies spoke of the difficulties assisting some tenants and service users, particularly when guests are in <i>“difficult/abusive relationships”</i> or where support needs are combined with drug or alcohol issues.
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<b>Complexity</b>	As mentioned previously, some agencies expressed concern with the prevalence of people with multiple support needs (other than housing). One partner said, <i>“we are so busy with acute cases that we don’t get to people who are upstream”</i> .
<b>Strategic planning</b>	One agency spoke of the need to be <i>“cleverer and more strategic”</i> when supporting residents. They gave the example of how a referral for financial assistance can only be made via an appointment for money advice, creating a bottleneck.

## RECOVERY - What are the gaps?

<b>Outreach</b>	<p>One agency identified a <i>“lack of services offering outreach support for those struggling in their accommodation”</i>. As mentioned previously, there has been a sense from partners that many face-to-face services withdrew in the wake of the COVID-19 pandemic and have not been restored since.</p> <p>Another provider stated that <i>“the reduction in our in-house Tenancy Support Team means we are not able to provide the low-level support to as many people as we used to.”</i></p>
<b>Medical expertise</b>	The partnership described gaps in mental health treatment services, as well as <i>“difficulty accessing drug and alcohol support”</i> . Partners identified a lack of a Dual Diagnosis specialism within the borough, and a disparity across Norfolk in terms of the breadth and depth of treatment services.
<b>Recovery and Accommodation</b>	One agency spoke of difficulties accessing in-patient alcohol detox and rehabilitation. Treatment is only available to people who have stable accommodation upon release, but many people requiring treatment live in an environment with many other drinkers or have no accommodation at all.

## 5.5 Systems Support and service culture

### SYSTEMS SUPPORT AND SERVICE CULTURE - What’s working well?

<b>Collaboration and information sharing</b>	Many partners spoke of a <i>“good culture of information sharing”</i> , taking a <i>“multi-agency approach to complex problems”</i> . One agency stated, <i>“West Norfolk is one of the best places I’ve worked for in [terms of] collaboration and partnership working”</i> , whilst acknowledging that there is still room for improvement.
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	As a general impression, all partners could identify other agencies they worked well with.
<b>Flexibility</b>	Partners spoke of <i>“a dedicated team with good teamwork and support”</i> where <i>“people aren’t territorial about their work – doing the bit that we can do well, and passing on the bit that others can do better”</i> .
<b>Technological and data management changes</b>	<p>The council’s case management system has been transformed since the publication of the last policy – and as a result, the council has been able to produce a strong dataset to support the review (as detail in section 3). The council has recruited to a new Housing Data Analyst post, using BI and other tools to better identify trends and monitor performance.</p> <p>Money Advice Hub has invested in a new case management system with <i>“robotic”</i> processes and integrated WhatsApp functionality, thus enabling the service to increase its capacity.</p>
<b>Some inclusion of lived experience</b>	KLNS’s recruitment <i>“includes staff and volunteers with lived experience”</i> – Purfleet Trust and others employ people with lived experience as staff and volunteers. YMCA state that they are <i>“client led in service delivery”</i> , for example, ensuring residents are on the panel for interviews.

## SYSTEMS SUPPORT AND SERVICE CULTURE - What are the challenges?

<b>Working Groups and partnerships</b>	Partners reported being unclear as to the purposes of the many borough and countywide partnership groups, with one partner asking, <i>“what are they all there for? What is the purpose? Are there too many?”</i> Some partners expressed concern about the level of resource taken up by multi-agency meetings, that <i>“lots of chatting about different cases”</i> is not a constructive use of time. One partner stated, <i>“at the least, we need structured services with a clear mandate so that everyone can see.”</i>
<b>Recruitment</b>	As previously stated, partners (especially council departments) expressed that the ability to recruit and retain staff remains a challenge, particularly in the face of an increased workload.
<b>Decision-making</b>	Agencies reported that some frontline workers face barriers in terms of making decisions (where authorisation is required from senior staff). Agencies suggestion that a more agile culture in services would enable decisions to be made more promptly and effectively.

<b>Trauma-informed practice</b>	Many services reported that they work in a trauma-informed manner to support homeless applicants. However, there is still further work to be done, to ensure that all services work well with individuals who may have experienced trauma (either through homelessness, or as a contributory factor to their homelessness).
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**SYSTEMS SUPPORT AND SERVICE CULTURE - What are the gaps?**

<b>Co-production with service users</b>	Services spoke of the need to work with <i>“those most directly affected, to dismantle barriers and build better systems together”</i> . One agency spoke of the need for <i>“time to develop trusting relationships”</i> between individuals and agencies, especially where there has been a historic lack of trust. Linked to this, partners spoke of a need for improved information sharing <i>“so that people don’t have to tell their story more than once”</i> .
<b>Funding</b>	Many agencies expressed concern about the funding landscape in the borough, with much funding coming to an end in March 2025. One partner spoke of the need to work more effectively as a partnership or cohort to <i>“go after the bigger money”</i> .
<b>A wider partnership</b>	Partners explained of the importance of widening the partnership. Whilst each organisation was able to identify effective partnerships, the network did not encompass the wide range of services who regularly encounter people who are homeless or facing homelessness.

**5.6 What are services like for the people we support?**

The review asked services, as well as individuals with lived experience of homelessness, what services were like for them. This was carried out:

- As part of the questionnaire sent to partner agencies
- Via two sessions for people with lived experience of homelessness.

Partners provided examples of where services had worked well for their customers. Some of the comments received include the following:

*“Thank you very much for being with us at the conclusion of the contract. This made our task very easy and helped us establish communication with the landlord. Thank you for always being ready to answer our questions and help us with current issues and needs. I understand that it’s your job. It’s so nice that you carry it out conscientiously and are even ready to do more.”* (SHPS)

*“Without Housing First, I’d be in jail, in hospital, or dead”* (Home Group)

*“Many clients will tell us that we are their voice and that when we speak on their behalf other professionals listen.”* (Purfleet)

*"We would like to thank Shelter for all their guidance and great support throughout our case-whether via phone or in person. Not sure we'd have got where we are without your input. Special thanks to our caseworker" (Shelter)*

*"The welcome, the support, the helpfulness – it was what I needed" (KLNS)*

*"Thank you for all your help throughout the whole housing journey. I am so happy as I am moving into a new home today." (BCKLWN)*

However, the two in-person sessions identified challenges in terms of people's experiences as homeless applicants, particularly in terms of accessing homelessness advice during a time of high demand and reduced staffing. Some of the key themes identified included:

- **Accessibility** – applicants expressed difficulties contacting the people dealing with their case, with *"nobody checking in"* with them. One applicant said, *"it's not that I've been forgotten – I've not even been remembered"*. Applicants perceived a lack of empathy and transparency from professionals, with one applicant saying, *"There's a real gap in terms of accessibility – basics in terms of information and communication."* Another said *"It's really painful where you've hit a low point [...] if you're treated in a way that makes you feel like you deserve to get evicted. The gap gets bigger, and the fear gets wider."*
- **Evictions** – applicants explained the impact of having to wait to be evicted before receiving temporary accommodation, due to lack of accommodation. One applicant said, *"Do I enjoy Christmas when I'm just waiting for a knock on the door [from a bailiff]?"* Another described their experience when the bailiffs called. *"The landlords just stood there [...] I was made to feel [gestures with finger and thumb] this big."*
- **Emergency accommodation** – whilst the council has made efforts to improve its emergency accommodation offer in recent months, both applicants and support workers have expressed concerns about the use of bed and breakfast and nightly-paid accommodation.

Additionally, session attendees identified difficulties with the wider system:

- **Drug and alcohol treatment** – one attendee explained the difficulties he faced obtaining prompt help from drug and alcohol treatment providers. *"It works well [for me] now but it took six weeks to get help – not good when you are ready for change."*
- **Economic and transport issues** – attendees expressed concern about transport links to and from accommodation they were offered, especially in terms of attending work. Attendees also expressed difficulties budgeting and managing money when Universal Credit and other benefits are paid monthly in arrears.
- **The system itself** – attendees said *"I'm just a number like everybody else"... "The housing system has been non-existent for 35 years. It's got worse, not better"... "I don't trust the system, social workers, authority, anyone"*

Attendees were keen to be involved in the development of the forthcoming strategy. The council has committed to including the voices and ideas of people with lived experience in its development.



## 5.7 Summary

The above evaluation shows that, through diligence, intelligence and determination, the partnership has made a sustained impact on the lives of homeless households in the borough. However, its job is not done yet. In summary:

- There is a clear focus on prevention within the partnership, with some strong results, but the effectiveness of the partnership towards homelessness prevention appears to be ebbing away due to significant external influences.
- There is a strong and varied “off-the-street” offer to people sleeping rough or at risk, but the cost of accommodating homeless households is unsustainably expensive.
- The partnership has benefitted from the impact of new services across the pathway, but many of these services are vulnerable to future reductions in central government funding.
- There are strong informal partnerships between services, but the partnership would benefit from a stronger “whole system” vision, bringing in a wider net of service.
- Services were able to identify some strong individual outcomes, and some good work towards building services around service users, but there is still a clear gap between some key services and the people that they serve.

Once again, the council would like to thank its partners, as well as local people with lived experience of homelessness, for helping to evaluate local homeless services. This evaluation summarises the progress made by the partnership and provides a foundation for building the 2024-2029 strategy.

## 6. FUTURE CHALLENGES AND OPPORTUNITIES

BCKLWN is one of many councils whose previous homelessness and rough sleeping strategy was devised prior to COVID-19. It is unlikely that anyone preparing a strategy in 2019 would have predicted a global pandemic and developed their strategy in response<sup>52</sup>. The 2024-29 strategy must be sufficiently agile to respond to unanticipated challenges. Nevertheless, there are future threats and opportunities<sup>53</sup> we can predict, as identified by the council and its partners.

	Threats	Opportunities
Political	<p><b>A potential change in government</b> – which could affect (a) the length of funding settlements post-2025 and (b) the national response to rough sleeping and homelessness.</p> <p><b>Policy decisions</b> around the Homes for Ukraine programme, which may affect funding.</p>	<p><b>New local administration</b> – an opportunity to develop the relevant strands of the Corporate Strategy for the benefit of homelessness households.</p> <p><b>Political sensitivity of homelessness</b> – an opportunity to highlight the difficulties faced by households facing homelessness and advocate for change.</p> <p><b>Lived experience</b> – through co-production, an opportunity to educate and empower customers to challenge policy decisions.</p>
Economic	<p><b>State Funding</b> - many externally funded programmes are due to end in March 2025, leaving a potential cliff-edge. This affects wider services (e.g. social services) and is a key recurring theme.</p> <p><b>Cost of living</b> – the current economic crisis is a considerable threat to the viability of local services, in terms of higher costs, lower income and increased demand<sup>54</sup>.</p> <p><b>Fuel Poverty</b> – according to partners: <i>“every other client is an energy problem.</i></p>	<p><b>Local Housing Allowance</b> – LHA rates are to be raised to the 30<sup>th</sup> centile of local market rates in April 2024<sup>55</sup>. This presents a temporary opportunity for homelessness households to access previously unaffordable accommodation. (NB: LHA is not due to be increased again in April 2025, so any positive impact will erode gradually)</p> <p><b>Cooling of PRS market</b> – Zoopla<sup>56</sup> reports that “there are signs that the UK rental market will turn in 2024” with demand beginning to slow.</p> <p><b>Cross-departmental funding</b> – under a new government, there may be opportunity to</p>

<sup>52</sup> Nevertheless, initiatives such as Housing First formed part of the council’s 2019-2024 strategy and

<sup>53</sup> Of course, few factors are as polarised as being a clear threat or clear opportunity. For example, there will be elements of both threat and opportunity to a new national government, should this occur in 2024.

<sup>54</sup> [The Road Ahead 2023: The ongoing impact of cost of living | NCVO](#)

<sup>55</sup> [Indicative Local Housing Allowance rates for 2024 to 2025 - GOV.UK \(www.gov.uk\).](#)

<sup>56</sup> [Rental Market Report: December 2023 - Zoopla](#)

## Economic

*People are hanging on a string. 2024 is going to be a nightmare year”.*

**Unintended consequences of rise in minimum wage** – partners expressed concern about the impact of the rise in minimum wage on (a) employers’ ability to recruit part-time workers and (b) individuals’ entitlement to Universal Credit.

lobby for joined-up funding (across health, justice, communities and so on) that may better suit the needs of vulnerable households.

**Use current pressures as a catalyst for change** – such as the clearly unacceptable level of B&B use nationally and locally.

## Social

**Challenges of staff recruitment and retention** – with a potential impact on quality of customer service.

**Increasing proportions of adults with mental health needs** – increasing demand on services.

**National trend of rough sleeping** – DLUHC data<sup>57</sup> showed an increase of between 18% and 27% between Sept 2022 and Sept 2023. Whilst numbers remain steady in the borough, there is a risk of inward migration<sup>58</sup>.

**Hunger** – the King’s Lynn Foodbank reported a 46% increase in usage in 22/23<sup>59</sup>. As one partner said, *“we have a problem with hungry people”*.

**Service design and expectation** – the partnership has an opportunity, as part of the development of the strategy, to co-produce with people with lived experience, drawing on good practice elsewhere<sup>60</sup>.

**Norfolk Anti-Poverty Partnership** – the council is working with partners towards a countywide anti-poverty partnership, which could improve opportunities for homeless households.

## Technological

**Word-of-mouth** – there is a risk that individuals and services may continue to spread information by word-of-mouth alone, rather than technology to inform residents.

**Data collection and sharing** – there is an opportunity to improve data sharing using SharePoint and other cloud-based tools (subject to appropriate information governance policies).

<sup>57</sup> DLUHC, Ending Rough Sleeping Data Led Framework, September 2023. Snapshot figure 3,418 across England compared with 2,898 Sept 2022; monthly figure 8,442 compared with 6,627 Sept 2022.

<sup>58</sup> In fact, both individuals found rough sleeping on the night of the 2023 snapshot had recently migrated to the area from other districts.

<sup>59</sup> [King’s Lynn Food Bank reveals almost 50% rise in emergency food parcels compared to previous year \(lynnnews.co.uk\)](https://www.lynnnews.co.uk)

<sup>60</sup> Changing Futures Sheffield is a good example of co-production – “when individuals with lived experience are involved in the design, delivery, and evaluation of services.” [Changing Futures Sheffield - Changing Futures - Sheffield, England](#)

Tech...

Partners reported a need for “system improvement, working collaboratively” to ensure services reach those who need them the most.

**Use of BI** – the council could use new BI tools (as well as existing data collection methods) to improve analysis, forecasting and performance monitoring.

Legal

**Renters Reform Bill** – whilst the Bill aims to “bring in a better deal for renters<sup>61</sup>”, it may contribute towards PRS landlords exiting the market (for reasons previously set out in [section 3.2](#)).

**Continued impact of policies such as Right to Buy** – partners expressed a concern of the impact of Right to Buy on affordable housing stock.

**Impact of Universal Credit migration<sup>62</sup>** – which is due to affect borough residents in 2024.

**Impact of Home Office policies** – at the time of writing, the impact of the closure of hotels for asylum seekers has yet to be seen in the borough.

**Homelessness Legislation** – the Welsh government recently published a White Paper<sup>63</sup> proposing a transformation to the homelessness and housing system. Given that the Homelessness Reduction Act was first introduced in Wales, English authorities will observe developments with interest.

**Renters Reform Bill** – the bill offers an opportunity to work collaboratively and proactively with PRS landlords for the mutual benefit of landlords and tenants.

**The Supported Housing Act<sup>64</sup>** – the Act aims to improve the sector and tackle “rogue operators and bad faith providers”. While the council retains positive relationships with all supported housing providers, the Act provides an opportunity to improve standards for homeless individuals.

Environmental

**Climate Change** – the local risk of flooding and other extreme weather events continues to act as a ‘push’ factor away from local developments.

**Planning restrictions** – partners identified the risk of the impact of local planning restrictions on the sector’s ability to build affordable housing.

**Nutrient Neutrality<sup>65</sup>** – whilst West Norfolk is not directly affected,, an extension would create difficulties.

**Changes to the Town Centre** – the changing shape of the town centre in King’s Lynn (as well as Downham Market and Hunstanton) may present opportunities to develop accommodation for homeless households.

The council could use the West Norfolk Housing Company (here and elsewhere) to maximise any s.106 opportunities arising.

Likewise, a reduction in car (and car park) use could release land suitable for affordable and/or specialist housing.

<sup>61</sup> [Guide to the Renters \(Reform\) Bill - GOV.UK \(www.gov.uk\)](#)

<sup>62</sup> [Moving to Universal Credit from other benefits - Citizens Advice](#)

<sup>63</sup> [Annex B: A white paper on ending homelessness – summary \[HTML\] | GOV.WALES](#)

<sup>64</sup> [The Supported Housing \(Regulatory Oversight\) Act 2023: debate in parliament - House of Commons Library](#)

<sup>65</sup> [Nutrient Neutrality and the planning system | Local Government Association](#)

## 7. NEXT STEPS AND TIMETABLE

This review has set out:

- The current and future levels of homelessness in the borough,
- The resources available, as a partnership, to support homelessness applicants of various household types and support needs,
- An evaluation of the partnership’s effectiveness in dealing with demand,
- The likely opportunities and challenges for the partnership.

Led by the council, the partnership will work to develop its strategy over the next six months, with approximate timings as follows:

<b>April to June 2024</b>	<p>Development of strategy with:</p> <ul style="list-style-type: none"> <li>• Homelessness partnership</li> <li>• People with lived experience (possibly laying the foundations for a future co-production group)</li> <li>• “Wider net” of employers, businesses, residents, faith and community groups</li> <li>• Council staff; Homeless and Housing Delivery Task Group</li> </ul>
<b>July 2024</b>	<p>Production of key themes, with a series of deliverable goals, strategies and projects linked to each theme.</p> <p>“Check-back” with partners and lived experience contributors. Briefings to councillors and key partners.</p>
<b>September 2024</b>	<p>Formal adoption by council</p>
<b>October 2024</b>	<p>Partnership-wide launch event.</p>

Importantly: this review has highlighted gaps and challenges that the council and partners will begin to address before the strategy is adopted. For example, work to reduce the service’s reliance on B&B and nightly-paid accommodation has already commenced, whilst acknowledging the importance of a long-term strategy to eliminate B&B use.

The purpose of this review has been to set the scene for the development and implementation of the 2024-2029 Homelessness and Rough Sleeping Strategy. This will consider the following<sup>66</sup>:

<sup>66</sup> Adapted from [Strategic Planning - Experience On Demand \(experience-on-demand.com\)](https://www.experience-on-demand.com)



What do we want the borough to look like in 2029, in terms of homelessness and rough sleeping?

Why do we want it to look like this? Why do we exist?

What is our culture? What do we believe about the work we do and the customers we serve?

How are we going to measure success towards achieving our vision?

What are our plans and tactics to achieve our goals?

As stated in the introduction, this review is like the first act of a play, setting the scene, leaving questions unanswered. **Everyone in the borough is invited to contribute towards the next act.**

## APPENDIX ONE – questionnaire to partners, Autumn 2023. Reformatted.

### Borough Council of King's Lynn and West Norfolk. Homelessness Review 2023

#### BACKGROUND

You are invited to contribute to the council's review of homelessness services in the borough of King's Lynn and West Norfolk. The review is a chance to take stock of where we are at as a partnership:

- What has changed over the last five years – particularly in terms of the numbers and types of people approaching our services,
- What services have developed,
- What has worked well,
- What challenges have been faced,
- What gaps and opportunities have emerged because of the above.
- 

**NOTE:** *If your organisation has more than one distinct service, please feel free to complete this form for each service.*

**NOTE:** *Please regard this questionnaire as a guide to help you review your service and the partnership. Please feel free to attach any relevant reports or publications that would help with our review.*

#### ABOUT YOUR SERVICE

- Service name
- When was your service established?
- Please give a brief outline of your service (max 100 words)
- Who funds your service? And until when?

#### WHO DO YOU SUPPORT?

- Tell us more about who you support (max 250 words). This could be in relation to (but is not limited to):  
Age | Gender | Sexuality | Ethnicity | Disabilities | Health Conditions | Support Needs

If you have a recent, relevant report or other published data, please attach this to your response instead.

- Thinking about **the last five years** (or the lifespan of your service if less than five years), what has changed in terms of:
  - the demographic of the people you support,
  - the nature of the service?

And what has driven this? (max 250 words)

#### WHAT WORKS WELL?

Thinking about your service, and the partnership, what works well in the following areas? (max. 100 words per section)

<b>Activity</b>	<b>Your service</b>	<b>The partnership</b>
<b>PREVENTION</b> – activities to stop people becoming homeless and/or sleeping rough for the first time.	<i>e.g. trained mediators to help young people stay in the family somewhere safe</i>	<i>e.g. strong partnership with debt advice charity to assist service users in area Strong partnerships with some partner agencies but some require improvement</i>
<b>INTERVENTION</b> – activities to support people into accommodation, who are homeless and/or sleeping rough.	<i>e.g. trauma-informed outreach service for people sleeping rough</i>	<i>e.g. effective links with housing options service to support people into temporary accommodation</i>
<b>RECOVERY</b> – activities to sustain accommodation and address underlying support needs.	<i>e.g. weekly group therapy sessions at Steam Café for residents</i>	<i>e.g. joint ‘meetings around the person’ for people recently housed</i>
<b>SYSTEM SUPPORT</b> – underlying strategies and practices to ensure the best service for people who are homeless or at risk of homelessness.	<i>e.g. co-production group set up with service users</i>	<i>e.g. joint strategy developed to rehouse Ukrainian nationals</i>

### WHERE ARE THE GAPS AND CHALLENGES?

Thinking about your service, and the partnership, where are the gaps and challenges in the following areas? (max. 100 words per section)

<b>Activity</b>	<b>Your service</b>	<b>The partnership</b>
<b>PREVENTION</b> – activities to stop people becoming homeless and/or sleeping rough for the first time.		
<b>INTERVENTION</b> – activities to support people into accommodation, who are homeless and/or sleeping rough.		
<b>RECOVERY</b> – activities to sustain accommodation and address underlying support needs.		



<p><b>SYSTEM SUPPORT –</b> underlying strategies and practices to ensure the best service for people who are homeless or at risk of homelessness.</p>		
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**AND FINALLY...**

- What do your customers/guests/residents/service users say about you?
- Is there any other information that would help us complete a homelessness review for King's Lynn and West Norfolk?

DRAFT

Name of the group: Homelessness & Housing Delivery Task Group

## **Draft Revised Terms of Reference**

### **Timescale and delivery expectations**

The expectation is that the group will meet quarterly. The group may wish to meet more frequently whilst the 2024-2029 Homelessness and Rough Sleeper Strategy is being prepared. The group will examine proposals that seek to respond to homelessness and rough sleeping locally and give feedback / make recommendations to the Environment and Community Panel. There will be a particular focus on the Council's role in supporting the delivery of affordable housing, other housing supply matters and preventing homelessness.

The group will also monitor the council's performance in relation to the Homelessness and Rough Sleeping action plan of the Homelessness and Rough Sleeper Strategy on an ongoing basis.

### **Task Group Status**

It was proposed by the Environment and Community Panel that the group would be established on a formal basis. In this regard, the group members will undertake (with the support of officers including Democratic Services) to:

- Appoint a chairperson.
- Participate in meetings.
- Prepare / agree meeting agenda items.
- Agree and publish agendas.
- Meet in public – except for reasons including commercial sensitivity, or details appertaining to another organization.
- Complete and publish minutes of meetings held.

### **Membership**

The task group will be made up of seven members, who are representative of, proportional to, the Council's political composition. Group Leaders will nominate members to the group.

### **Officers**

The following Officers will attend and provide advice to the group:

- Housing Services Manager,
- Senior Housing Manager,
- Where appropriate, other officers and specialists who might be invited to present material at a meeting.

The Assistant Director of Regeneration, Housing and Place will attend when required.

## **Purpose / role of the group**

The purpose of the group is to examine and determine appropriate policy and practice proposals to the Council's Environment & Community Panel.

The task group will look at the following key areas:

- The requirements of the national strategy 'Ending Rough Sleeping for Good September 2022'
- The suitability of Council's emerging Homelessness and Rough Sleeper Strategy.
- The effectiveness of the Council's commissioned services in relation to preventing and responding to homelessness.
- The Council's policy on the use of Discretionary Housing Payments and other council funds in relation to homelessness prevention (in conjunction with relevant Portfolio and Directorate member)
- Recommendations for new approaches, taking into account government guidance and recent advice from Department for Levelling Up, Housing and Communities specialists.
- Scrutinise and review the Council's existing approaches to the delivery of affordable housing and wider housing delivery. Make recommendations for new approaches to address identified housing delivery issues.

## **Working methods**

- Involvement / contributions from other officers and specialists who might be invited to present material at a meeting.

Important sources of pre-meeting material can be found at:

- [Ending Rough Sleeping for Good September 2022](#)
- [National Planning Policy Framework December 2023](#)
- [Discretionary Housing Payments Guidance Manual May 2022](#)
- [The Homelessness Monitor: England 2023\(Crisis\)](#)



# Homelessness and Rough Sleeping Strategy 2019 - 2024

# Partners:

Borough Council of  
King's Lynn &  
West Norfolk



**Norfolk** County Council



The Benjamin Foundation

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**NORFOLK**  
CONSTABULARY  
*Our Priority is You*

**Freebridge**  
COMMUNITY HOUSING



**Shelter**



formerly Notting Hill Housing

**YMCA**

the **purfleet**  
trust  
supporting homeless people



**break**  
Changing young lives

**Saffron**  
Housing Trust





# **Homelessness and Rough Sleeping Strategy 2019 - 2024**



# Foreword

**Cllr Adrian Lawrence**  
**Cabinet Member for Housing**  
**Borough Council of King's Lynn & West Norfolk**

This document has been prepared during a period of high demand for housing and homelessness services in King's Lynn and West Norfolk and at a time when the borough has witnessed an increase in the number of people sleeping rough.

This council's new corporate plan identifies preventing homelessness, increasing housing supply and meeting housing need as corporate priorities. There is a real will to make a difference and to reduce homelessness and rough sleeping across the borough.

Identifying the reasons and causes of homelessness is complex. We know that some of the local underlying issues accord with those highlighted at a national level. These include:

- access to affordable accommodation;
- changes to the welfare system which, for working age households, has created

a gap between rents charged and the amount payable under the housing subsidy system;

- increased demands on services for people who need support; and
- many more people have difficulty accessing appropriate support making it harder for them to secure accommodation or keep it.

In producing this strategy, we have undertaken a thorough review of the current situation. We have utilised available data and government policies to establish a programme of measurable activities that will help us eradicate rough sleeping and homelessness

This associated action plan sets out what this council will do over the next few years to tackle the issues identified in the review.

Some of these actions will be tried-and-

tested approaches with proven results. Others will be trialled for the first time.

We will continue working with representatives from central government to ensure that we are maximising funding opportunities, using the most effective practices, and that we are complying with our statutory and legal requirements.

We will continue to work with a range of partners, including other public bodies, voluntary sector organisations, housing providers, housing support providers, and charities. Any effort on behalf of the council will only be successful with the support of our partners.

Together we will achieve these goals and ensure that all people have access to housing and support to stay there.

Signature



Cllr Adrian Lawrence



# Executive Summary

**The existing Homelessness Strategy needs to be replaced, and needs to reflect recent changes to the legislative framework and local circumstances in relation to homelessness and rough sleeping. Whilst preparing a strategy is recognised as a requirement, the Council is committed to plan in any event to maximise efforts to prevent homelessness amongst those it serves.**

The Council has a statutory duty to produce a homelessness strategy setting out the issues it faces locally and what it is doing to prevent homelessness. Whilst a new plan will not be drawn up each year a review of progress and a review of any changes or new requirements will be undertaken annually.

## Assessment of homelessness and rough sleeping local trends

In the last 5 years we have seen a greater use of temporary accommodation.

Greater numbers of households have lost accommodation before we can help prevent homelessness. In 2016/17 we saw a significant increase in rough sleeping. The issue of rough sleeping remains a critical one, and this winter will see the highest ever numbers of emergency beds and winter night shelter provision.

The total numbers seeking help each year has remained fairly consistent over the last 5 years – however, the circumstances in which

people approach the council have changed. More households have unmet support needs, and it is increasingly harder to help them into the right type of accommodation.

People are presenting to the Council more often now than in the past as ‘homeless tonight’ – leaving the contact with the Council until circumstances have reached crisis point. Many of these households - single person and families have complex needs. Problems with addiction and mental health problems are common amongst this group, and particularly prevalent amongst rough sleepers. Such issues for those without support can make securing accommodation, or keeping accommodation more difficult.

The new legislative framework that came into effect in 2018 means that we are working with homelessness households for a longer period, and focussing more on preventing homelessness. The Council has a duty to assess the accommodation and

support needs of all households including single people. The workload a significantly greater and additional resources have been put in place to support this.

## The reasons for homelessness

The 3 most common reasons for people approaching the Council as homeless or threatened with homelessness are:-

1. The ending of a private rented tenancy
2. Family eviction/ exclusion and,
3. Eviction by a social landlord

The most common reason – ending of a private rented tenancy is also the most common reason across the country.

The second reason has been subject to significant increase in recent years and often involves young people being asked to leave the family home, often when the composition of the family changes.

The third most common reason, eviction by social landlord and is a matter that the Council with its partners, could have most influence of changing, and therefore reducing evictions in this way is a priority.

### The causes of homelessness

The underlying causes include critically the Local Housing Allowance (LHA) freeze. LHA is the name for housing benefit that is paid for private renters. It has not kept pace with private rent levels since 2010, and has been frozen since 2016. This has created a gap between housing costs and housing benefit. Young claimants are particularly affected.

Homelessness can be connected with the difficulty some people face in accessing appropriate support or health services - particularly mental health services that can put people at greater risk of losing their accommodation.

Rough sleeping represents homelessness in its most dangerous and shocking way. Some people who sleep rough avoid

engaging the Council and authorities for a variety of reasons. It is clear that with some people a degree of trust needs to be earned before any meaningful engagement can happen. This is what the 'rough sleeper outreach service' aims to do. The route back to a more stable lifestyle and settled accommodation can be difficult. The causes of rough sleeping can be complex, but can often involve people being affected by a series of challenging events; multiple disadvantage; and having limited resilience.

### Future priorities

The priorities reflect the identified issues, and include:

- Securing appropriate accommodation and support for those suffering from mental health problems.
- Ensuring the provision of a range of temporary accommodation – particularly for those leaving institutional care
- Housing for care leavers

- Those leaving hospital with accommodation needs
- Move on accommodation from hostels
- Commitment to the provision of effective housing and debt advice services
- Increase the delivery of new housing to meet the needs of the area including social housing, part ownership, and private rented homes.

The Council's role activities include a customer facing assessment role; a co-ordinating role to help people access accommodation and support they need; and a commissioning role to provide services that meet identified need or gaps. The Council's success in its role in preventing homelessness depends significantly on how effectively it works with those organisations that deliver services in the community. The value of our working relationships with these organisations cannot be overstated.



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<sup>1)</sup> 'Homelessness prevention' means providing people with the ways and means to address their housing and other needs to avoid homelessness.

<sup>2)</sup> 'Homelessness relief' is where an authority has been unable to prevent homelessness but helps someone to secure accommodation, even though the authority is under no statutory obligation to do so.

## 1. Government policy

The Government made a commitment to develop a national strategy to halve rough sleeping by 2022 and eliminate it altogether by 2027.

A Homelessness and Rough Sleeping Implementation Taskforce has been established. We will engage with this group for the duration of our Housing, Homelessness and Rough Sleeping strategy 2019-2024, using the Ministry for Housing, Communities and Local Government's Rough Sleeping Strategy (August 2018) as a point of reference.

## 2. Legal requirement to produce a strategy

The Homelessness Act 2002 requires local housing authorities to publish a homelessness Strategy every 5 years. To produce the 2019-2024 strategy we have undertaken a comprehensive review of the situation in west Norfolk and compared this to national data.

This strategy sets out what actions the council will focus on in the next 5 years to 2024. This includes responding to the increasing demand for housing and homelessness services, which has occurred over the last

3-4 years. It also includes assessing changes to the way services are accessed, welfare reform, and access to and affordability of rented homes (private and social).

This strategy serves to highlight some of these issues and proposes actions to mitigate their impact. It will also cover wider challenges relating to housing for people with support needs and actions to address the supply of new housing.

It is not a description of the council's day-to-day operational activities in relation to homelessness and housing advice – much of this information can be found on the website.

In addition to this strategy, an associated action plan has been produced which will be reviewed annually and update for the following year.

## 3. Legal requirement to review Housing Needs

Housing authorities are required under section 8 of the Housing Act 1985 (as amended by section 124 of the Housing and Planning Act 2016) to review periodically the housing needs of their area. This review has just been undertaken and we will be publishing the findings online. We will

take the findings of the Housing Needs Review into account in the development of this strategy's associated action plan.

## 4. Duties under the Homelessness Reduction Act 2017

The Housing Act 1996 (Part 7) is the primary legislation setting out a local authority's duties towards homeless households. The Act outlines a main duty to secure accommodation for applicants who meet 5 'tests':-

1. Are eligible,
2. Are homeless or threatened with homelessness (within 28 days)
3. Are in 'priority need' for housing (categories of more vulnerable households) and where
4. Homeless unintentionally (individuals hadn't worsened their circumstances through their own actions)
5. Have a local connection

The Homelessness Reduction Act 2017 has amended the 1996 Act to introduce additional new statutory duties to 'prevent'<sup>(1)</sup> and 'relieve'<sup>(2)</sup> homelessness for all eligible applicants homeless or threatened with homelessness within 56 days.

One of the objectives of the amendment to the Act is to ensure that all categories of homeless households receive an appropriate service. On a national basis, this is intended to address concerns of inconsistency and poor customer practice in the context of rising numbers of single homeless people.

This puts the onus on local authority staff, including our own, to work for a longer period of time in both the ‘prevention’ duty period (56 days) and the ‘relief’ duty period (also 56 days) before a decision on whether a main duty is owed.

**6** The Act puts homelessness prevention activities on a statutory footing.

It requires us to assess everyone’s housing needs and support needs and to complete a Personalised Housing Plan (PHP).

The Act also introduced a new ‘duty to refer’ on other public bodies. This means a requirement for a range of organisations to help identify and refer people threatened with homelessness. The Government in early 2019 has consulted on the introduction of Homelessness Reduction Boards. Such boards seek to strengthen a ‘whole system’ approach to homelessness reduction

involving multi-agency partnership working, as well as structures that are accountable.

## 5. What is homelessness?

Homelessness is not just people sleeping on the streets. Homelessness exists in many different forms, and often the scale and complexity of the issue is hidden.

The law defines someone as being homeless if they do not have a legal right to occupy accommodation, or if their accommodation is unsuitable to live in. This can cover a wide range of circumstances, including, but not restricted to, the following:

- having no accommodation at all
- having accommodation that is not reasonable to live in, even in the short-term (e.g. because of violence or health reasons)
- having a legal right to accommodation that you cannot access (e.g. if you have been evicted illegally)
- Living in accommodation you have no legal right to occupy (e.g. living in a squat or staying with friends temporarily).

Housing authorities have a legal duty to provide advice and assistance to people who are legally defined as homeless or threatened with homelessness.

The vast majority of homeless people are families or single people who are not sleeping rough, but who are facing difficulty circumstances where their accommodation is temporary, or inappropriate. Some may be staying with relatives and friends on a temporary basis. Others live in temporary accommodation, such as bed and breakfast hotels, hostels, night shelters and refuges.

This may mean people are living in poor quality accommodation that could be detrimental to their health and well-being, prosperity and education. In many cases, the uncertainty of not having a permanent home causes stress and anxiety as well as practical difficulties.

## 6. What is rough sleeping?

The most extreme form of homelessness is when people are sleeping rough. Sleeping rough is defined as: people bedded down in the open air (such as on the streets, or in doorways, parks or bus shelters); or people in buildings or other places not designated for habitation (such as

## What is H-Clic?

*H-Clic is the Government's new data collection system. It provides a central record of homelessness and its causes and is intended to help guide councils' homelessness reduction activities.*

barns, sheds, car parks, cars, derelict boats, stations or card board boxes).

The number of people sleeping rough has increased in the area in recent years. Prior to 2016/17 each year, on a designated day, the council was required to undertake a 'count' of rough sleepers. It was usual to report only a handful; some years none at all. Since then the annual count numbers have been considerably higher.

The ambition of any local strategy must ultimately be to eradicate this problem. Anything less does not reflect the immediate danger to life of exposure to the cold in winter and the health problems associated with living this way. Such a local ambition mirrors the Government's policy to eradicate rough sleeping.

### 7. Review of Homelessness and Rough Sleeping in the area

To understand the issues in the area fully, we must look at more than just the data we have to submit to central government.

In future local data will be collected in a different way. As well as needing to meet the requirements of H-Clic it is important to go beyond capturing the date from people who approach the council.

Information will be collected from a range of partners relating to those who are rough sleeping or in danger of rough sleeping, but who are not necessarily working directly with us.

This includes:-

- Views of local stakeholders - including views captured at strategy meetings,
- Information from commissioned housing related support services
- Engagement with rough sleeper outreach and Winter Night shelter operation – on-going monitoring of rough sleeper population.
- Colleague discussions and review of national publications including the NAO report on homelessness in 2017.

The information presented graphically in this section runs for the period 2010 to 2016/17 and shows a trend over this period. A separate section is included to reflect on the period 2017/2018 and 2018/2019. This includes information from the new H-Clic data collection system.

In the Government's Rough Sleeping Strategy, research published in a report titled 'Hard Edges' (Bramley and Fitzpatrick, 2015) identifies poverty, and particularly childhood poverty as the most powerful

predictor of all forms of homelessness. Information produced by the campaign to end child poverty using census data from 2011 showed high levels of children living in poverty in King's Lynn. Many areas south-east have rates of 20% or less.

Table 1.1  
**King's Lynn wards with highest level of child poverty rates before and after housing costs**

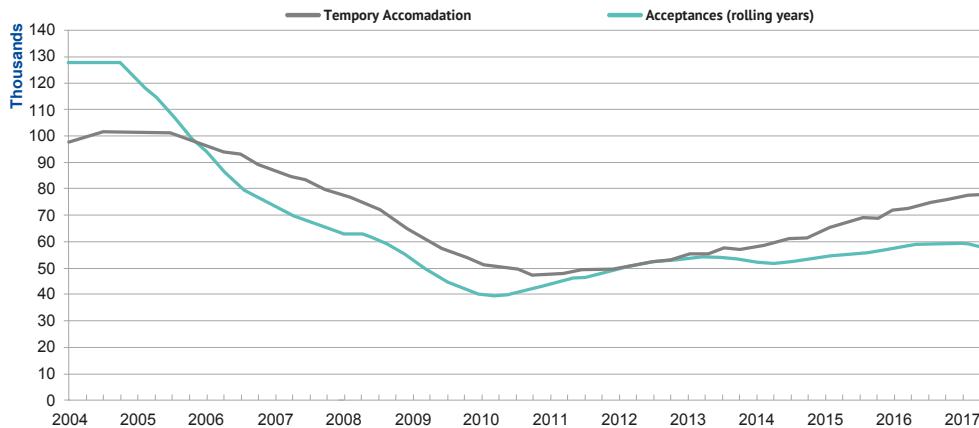
Ward	% of children before housing costs	% of children after housing costs
North Lynn	41.9%	55.6%
South & West Lynn	32%	46.8%
St Margarets with St Nicho	32%	46.8%
Springwood	28.6%	42.5%
Fairstead	28.6%	42.5%
Old Gaywood	27.2%	41.4%

Source: Borough Council of King's Lynn and West Norfolk

Table 1.1 above shows child poverty rates before and after housing costs are taken into consideration in the wards with the highest levels. These wards are on par with the constituency in Britain with the highest levels of child poverty. Bethnal Green and Bow constituency is second in the rankings of highest areas at 55.3% of children living in poverty after housing costs. North Lynn Ward is 55.6% after housing costs.



Table 1.2  
**Homelessness - national trends**  
 Acceptances and households in temporary accommodation



Source: Ministry of Housing, Communities & Local Government

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Table 1.2 above demonstrates how, through two measures of homelessness (homelessness acceptances and households in temporary accommodation) the position nationally has worsened from 2010 to 2016/17. This plateaued in 2016/2017.

A comparable graph produced now would show a fall in ‘acceptances’.

The term ‘homelessness acceptances’ describes the number of households where a main duty is owed (as described above), and the five tests are met.

Looking locally from 2010/2011 onwards (see

table 1.3 above) – similarly a rise in main duty cases took place until 2016/17 and then a decrease. This trend reflects significant changes to the legislative framework, namely the Homelessness Reduction Act 2017.

There are fewer main duty decisions because the decision is delayed while the council works with the households firstly under the Prevention Duty (56 days) and then the Relief Duty (56 days). This means that homelessness can be resolved before the full duty is owed. As detailed above, it has been necessary to review and change the homelessness measures in order that

Table 1.3  
**Main duty cases**

Measure	2010/11	2011/12	2012/13	2013/14
Main Duty	79	87	81	106
2014/15	2015/16	2016/17	2017/18	2018/19
99	116	117	84	31

Source: Borough Council of King’s Lynn and West Norfolk

an accurate evidence base is created for informed decision making. We will present the information collected on a quarterly basis on a dedicated page on our website.

The measures need to change in order to align with the government’s new data requirement and the new legislative framework. It is important that no single measure should be looked at in isolation, and that some measures including the rough sleeper count are snapshots at one moment in time and may not reflect an accurate picture.

Table 1.4  
**Local Authority**  
 B&B rent, deposit spend and rough sleeper count

Measure	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Bed & Breakfast spend	£16,946	£13,153	£4,223	£5,934	£18,226	£12,794	£40,789	£16,641	£45,649
Deposits / rent in advance				65	55	38	28	14	29
Rough Sleeper Count	8	5	6	3	3	5	42	9	5

Source: Borough Council of King's Lynn and West Norfolk

Analysing table 1.4 above together with other relevant sources of information, we can draw the following conclusions:

- Bed and Breakfast spend has increased as numbers of homelessness acceptances have increased and the numbers of households where we have an obligation to provide temporary accommodation has increased.
- The number of households where we

have financially assisted with loans for deposits or rent in advance has decreased as access to the private rented sector has become more difficult due to competition and affordability.

The table above shows that the council's use of bed and breakfast has increased in recent years, which is in line with national trends. Whilst this trend is concerning, table 1.5 shows that the council's bed and breakfast expenditure

Table 1.5  
**Local Authority**  
 B&B spend 2015/2016

Local Authority	B&B spend 2015/16
Breckland	£104,000
Broadland	£65,000
Great Yarmouth	£58,000
North Norfolk	£78,000
Norwich	£100,000
South Norfolk	£256,000

2015/16 was considerably lower than some other local authorities in Norfolk.

It should be noted that the use of bed and breakfast is a matter of last resort. It is particularly inappropriate for families.

It is unlawful to use such accommodation for families beyond a period of six weeks. The council's objective is to minimise the use of such an option.

Table 1.6

### New measures introduced 2019 - 2020

King's Lynn & West Norfolk

Ref	Link to Corporate Priority	Name	Good Performance	2018/19 cumulative performance	Q1 2019/20 target	Q1 2019/20 cumulative performance
HS1	2	% of HMO's inspected in accordance with the programmed inspection regime	Aim to maximise	-	100%	100%
HS2	2	Spend on bed and breakfast accommodation (gross)	Aim to minimise	£51,794	-	£6,975
HS3	2	No of households with a homelessness declaration	Aim to minimise	-	-	122
HS4	2	No of households prevented from becoming homeless for a minimum of 6 months	Aim to maximise	489	-	13
HS5	2	No of households accepted as homeless with a need to be rehoused (Full housing duty)	Aim to minimise	-	-	6
HS6	2	% of cases who were offered a prevention and relief duty who remain homeless and are owed no further duty.	Aim to minimise	-	-	41.8%
HS7	2	No of rough sleepers	Aim to minimise	5	-	27
HS8	2	No in temporary accommodation - bed and breakfast	Aim to minimise	55	-	14
HS9	2	No of social housing lettings - against a baseline	Aim to maximise	464	-	144

Source: Borough Council of King's Lynn and West Norfolk

Table 1.6 above shows some of the new measures reported for the 1<sup>st</sup> quarter of 2019/2020.

Looking at the local picture in terms of the use of temporary accommodation graphic 1.7 shows an upward trend in line with regional and national trends.

Graphic 1.8 shows the decline in the cases of homelessness prevention – it shows the number of households where homelessness

has been prevented including access into private rented tenancies and assistance to remain in their existing home. In King's Lynn and West Norfolk this has shown a trend of decline from 2011/12. One of the key points relevant to this measure is it represents the council's ability to make effective use of the private rented sector (PRS) to prevent homelessness.

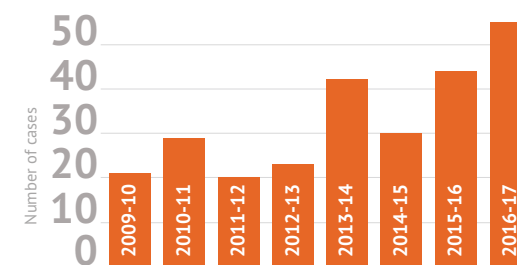
The extant conditions for the period of this graph were:

- strong demand
- poor accessibility into PRS
- a big gap between low income and the cost of private rent sector properties

Graphic 1.7

### Housed in temporary accommodation

King's Lynn & West Norfolk

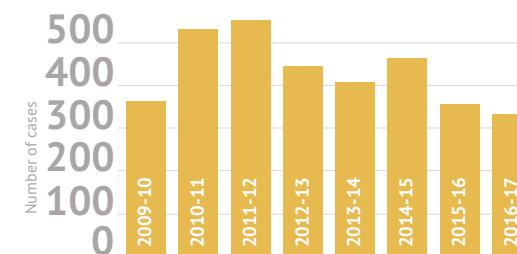


Source: National Audit Office, Homelessness in England Visualisation, Published 14 Jun 2017 <https://www.nao.org.uk/other/homelessness-in-england-visualisation/>

Graphic 1.8

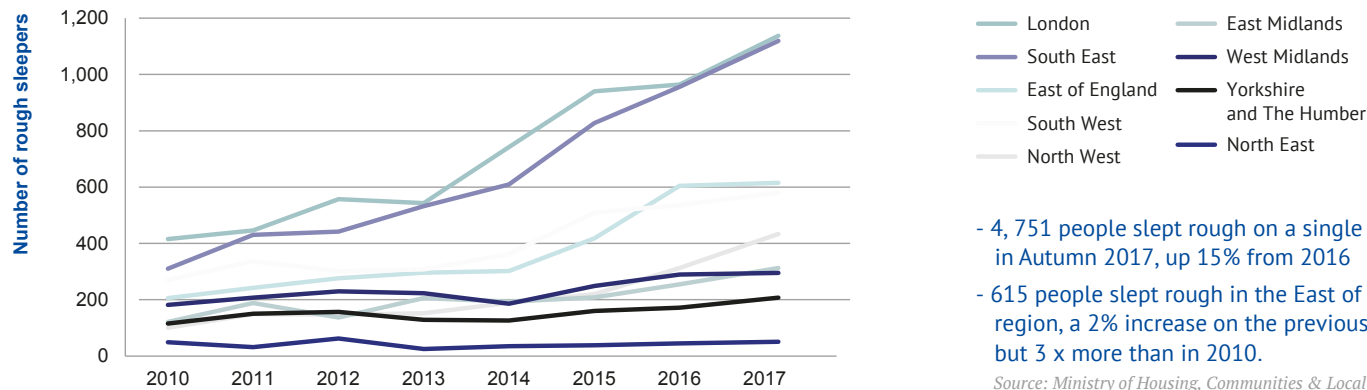
### Cases of homelessness prevention

King's Lynn & West Norfolk



Source: National Audit Office, Homelessness in England Visualisation, Published 14 Jun 2017 <https://www.nao.org.uk/other/homelessness-in-england-visualisation/>

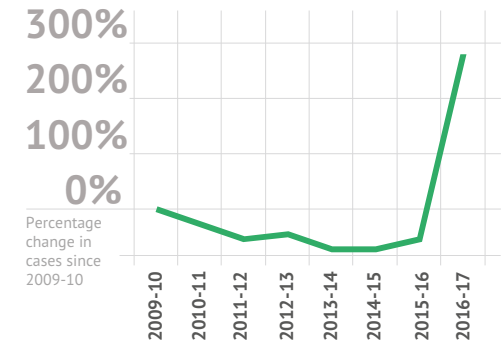
Graphic 2.1 **Homelessness - the current position:**  
**Rough sleeping has more than doubled since 2010**  
Number of rough sleepers by region 2010 - 2017



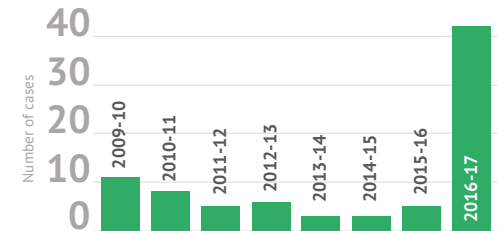
- 4,751 people slept rough on a single night in Autumn 2017, up 15% from 2016  
- 615 people slept rough in the East of England region, a 2% increase on the previous year, but 3 x more than in 2010.

Source: Ministry of Housing, Communities & Local Government

Graphic 2.2  
**Percentage change in measures of homelessness since 2010-11**  
King's Lynn & West Norfolk



Graphic 2.3  
**Rough Sleepers in**  
King's Lynn & West Norfolk



Source: National Audit Office, Homelessness in England Visualisation, Published 14 Jun 2017  
<https://www.nao.org.uk/other/homelessness-in-england-visualisation/>

## 100. Review of rough sleeping and rough sleeper encampments in the borough

The Government requires councils to undertake an annual count of the number of people in its area that are rough sleeping. This is a snapshot taken on a specified night in the winter. Officers go out and physically count the number of people bedded down on the streets.

It is recognised that there are clear limitations to this count as a measure.

Historically this area has very low rates of rough sleeping, with high

rates being confined to large cities.

The picture has changed in the last 2-3 years, as it has in other cities and towns in the country. The graphic 2.1 above shows the trends in rough sleeping estimates since 2010 across different regions of the country. The rates of rough sleeping by 2017 in the East of England were 3 times more than they had been in 2010.

The annual rough sleeping count for Borough Council of King's Lynn and West Norfolk in 2016/17 revealed 42 people rough sleeping (graphic 2.2 and 2.3). The same count in 2017/2018 recorded nine,

and the 2018/19 recorded five. Again it must be noted that this figure doesn't represent the true picture of rough sleeping – which according to other sources of intelligence has increased.

Any number of rough sleepers represents an emergency, as evidence shows that it is a highly dangerous thing to do. It is evident that, whether through the rough sleeping count, or evidence of encampments of rough sleepers that the council has identified, that the prevalence of rough sleeping is higher than it has been in the past, and is consistent with aggregate information across the East of England.



The way in which the Government sets out the methodology means that the true picture of homelessness can be understated or misunderstood.

The council and its partners have now adopted an ongoing monitoring arrangement of those who are rough sleeping or threatened with rough sleeping. This monitoring captures circumstances where people may be in danger of rough sleeping including those:

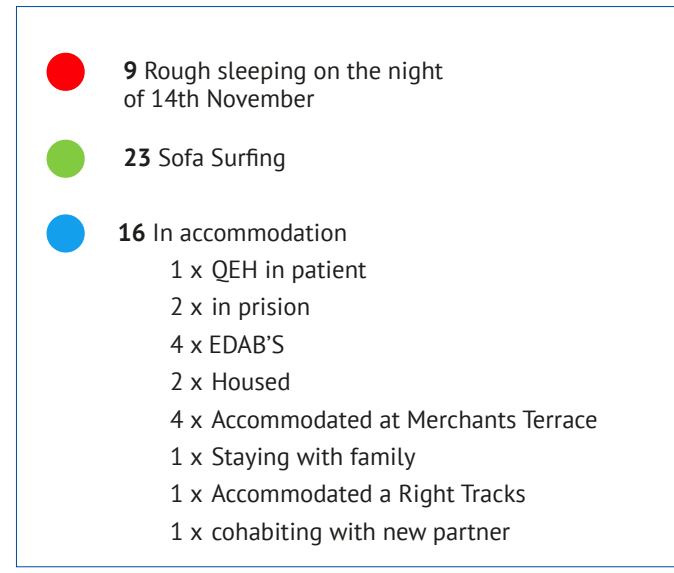
- in emergency hostel beds,

- in hospital (without accommodation),
- in prison (close to discharge),
- sofa surfing or at friends with no prospect of remaining in the future.

Graphic 2.4 represents the categories of information captured. In the last winter period 2018/19 a count of rough sleepers in the town would not have included those staying overnight in the town's night shelter. At times, the shelter accommodated up to 20 people over night.

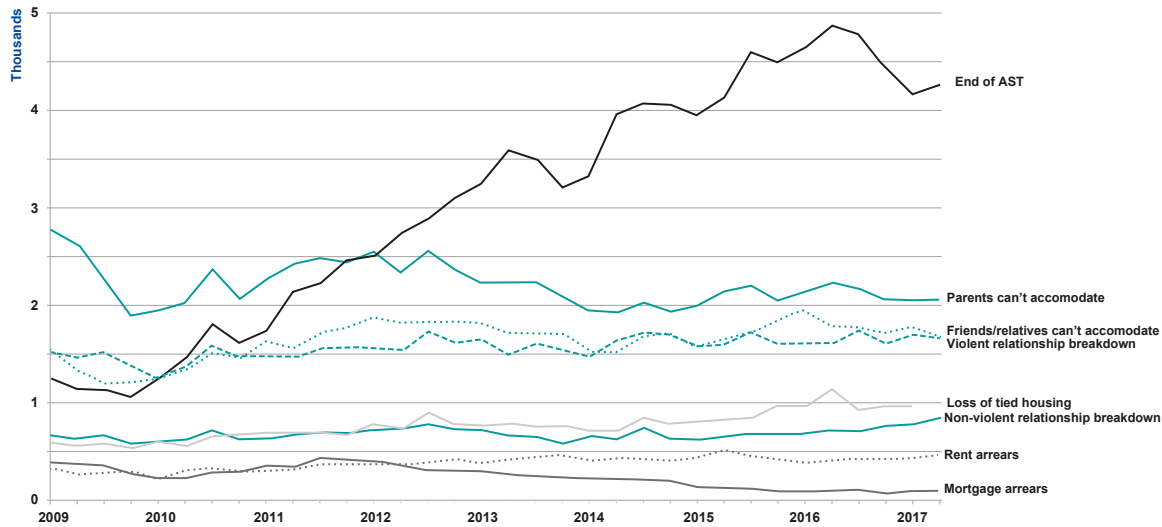
Graphic 2.4

**On-going record of those rough sleeping, or in danger of rough sleeping**



Source: Borough Council of King's Lynn and West Norfolk

Graphic 3.1  
**Homelessness - the national position:**  
 Acceptances by reason for loss of last settled home



Ending of an assured shorthold tenancy continues to be the most common reason for loss of a settled home: 27% of acceptances (31% in London) Source: Ministry of Housing, Communities & Local Government

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### 9. The Reasons for homelessness or being threatened with homelessness

Central Government record the reasons that people become homeless. The reasons that people lose accommodation are varied, but the most commonly reported reason locally, in the East of England, and nationwide is through ending of a private assured shorthold tenancy (graphic 3.1)

Relationship breakdown is another common reason for homelessness (locally

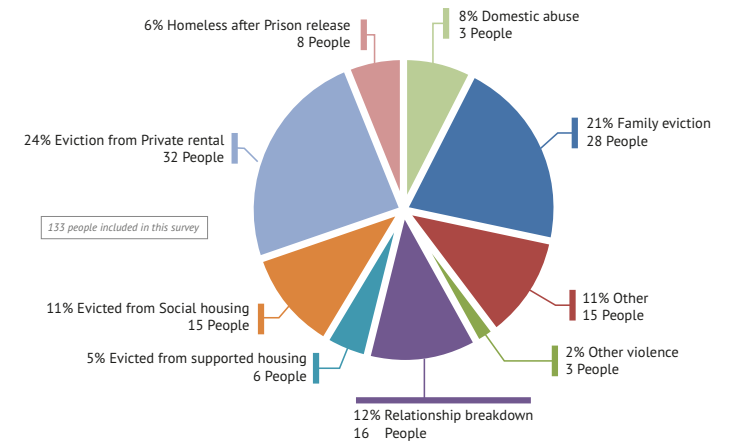
and nationally). Locally there has been a recent rapid increase in the reason for homelessness being parental exclusion.

Other reasons identified for losing accommodation include:-

- Rent / mortgage arrears
- Friends/ relatives can't accommodate
- Violent relationship breakdown
- Non-violent relationship breakdown

Graphic 3.2

**King's Lynn and West Norfolk Q3 2018 - 2019**  
 Reason for approach as homeless or threatened with homelessness



Source: Borough Council of King's Lynn and West Norfolk

Graphic 3.2 above shows the reasons that people have approached the council as homeless or threatened with homelessness.

Notably evictions from social housing and supported housing (both categories will involve social housing landlords) total 16% of all cases. This matter is something identified in work with partner landlords under the 'Homes for Cathy' working group as detailed in the action plan.

## 10. Identifying issues, causes and gaps in service provision

Once someone is homeless or at risk of homelessness, they can be faced with other issues that make it difficult to gain accommodation and keep it.

Many of these factors are consistent with factors identified nationally through research undertaken by The National Audit Office and presented in their report on Homelessness in 2017.

- Changes to Local Housing Allowance and the impact this has on the affordability of private rented sector accommodation.
- Difficulties in accessing PRS accommodation at a certain price point because of high demand
- Difficulties in accessing social housing because of limited new supply and lower rates of turnover of existing stock.
- Challenges of securing appropriate accommodation with support for people with ‘complex needs’, particularly those who are seeking help late in the day after they have lost their last home.

There are many other relevant factors including reductions in funding and service provision to housing related support (Supporting People administered by Adult Social services), in mental health services, in probation services. As a result of these changes there are some gaps in provision that are identified in this document.

### 10.1. Welfare Reforms

Available evidence points to Local Housing Allowance (LHA) reforms as a major driver to link loss of private tenancies and increasing cases of homelessness. LHA rates were frozen on 1 April 2016. This has created affordability issues and a widening gap between Housing Benefit (Local Housing Allowance rates) and rents. The gap locally is approximately £40pw on a single shared room, in the context of single claimants

<b>Cost of shared room pw</b>	£95
Housing Benefit pw	£55
Shortfall pw	<b>£40</b>
Employment Support Allowance pw	£57.90
Left to live on pw	£17.90

(particularly under 35s and under 25s) on Employment Support Allowance. The LHA cap ends in 2020 – policy options thereafter. The scenario below (based on data from 2018) for an under 25 year old adult in the borough claiming employment support allowance serves as an example of the impact on the LHA cap and rising rents:-

As all working aged benefits have been frozen during the same period of time households have less disposable income to cover the shortfall between housing benefit and rents.

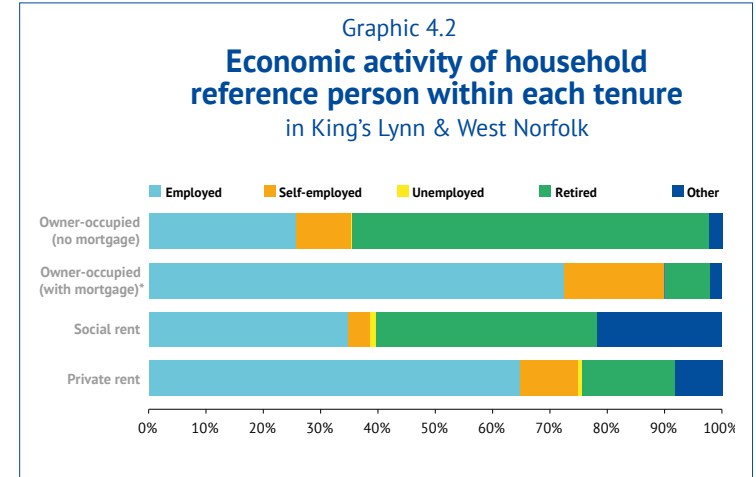
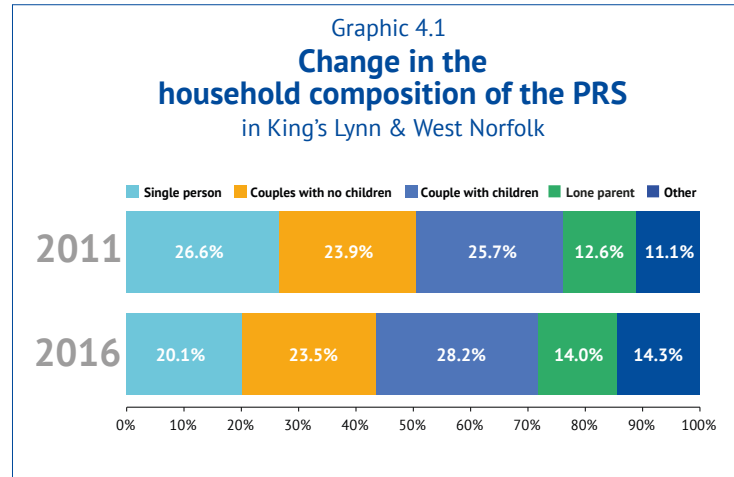
At the time the strategy has been prepared the numbers moving on to Universal Credit (UC) from Housing Benefit is accelerating. There have been changes as a result of lessons learned from pilots. Some of the changes relate to provisions for certain categories of tenants to have Alternative Payment Arrangements (APAs – allowing tenants to have the housing element of their UC paid directly to their landlord). Over the life of the strategy working with internal colleagues and partners we will monitor the impacts of UC on housing debt and homelessness.

Table 4.3  
**Affordable lets**  
in King's Lynn  
& West Norfolk

Year	Number of lets
07/08	859
08/09	711
09/10	948
10/11	828
11/12	919
12/13	658
13/14	816
14/15	823
15/16	641
16/17	571
17/18	548
18/19	479

Table 4.4  
**New build affordable housing**  
in King's Lynn  
& West Norfolk

Year	New build affordable
10/11	157
11/12	148
12/13	109
13/14	27
14/15	60
15/16	73
16/17	28 (net gain of 24)
17/18	29 (net gain 25) 30 RT
18/19	61



Source: King's Lynn and West Norfolk Housing Needs Assessment - Draft November 2019

### 10.2. Accessing the Private Rented Sector (PRS)

The LHA reforms detailed above have come about at a time when demand has continued to increase, in a period of extended growth of the PRS sector (at both a local and national level). Between 2011 and 2016 the PRS sector in the borough increased by 34.2%. This is a greater rate than is recorded both regionally and nationally. Graphic 4.1 taken from the council's draft Housing Needs Assessment shows that not only has the PRS expanded, but the households within it have diversified. The most notable change has been the growth in families now residing in the PRS.

Additionally graphic 4.2 shows that the majority of household heads in the private rented sector are in work. In this context those on low incomes with limited choices have had to compete with increasing numbers of other renters. Rents levels, the requirement for rent in advance, and high deposits continue to be barriers to accessing the PRS.

### 10.3. Declining delivery of new social housing and the declining opportunity to access existing social housing

The turnover of existing social housing has declined in recent years. With fewer properties becoming available via re-lets

there has been less affordable housing to meet need. Table 4.3 shows that there has been almost a 50% reduction in the number of affordable properties becoming available in recent years. Note this includes new build affordable housing.

Additionally the supply of new social housing (that is in part linked to market sale housing delivery) has also been declining over recent years. Table 4.4 provides figures on the supply of new build affordable housing in the borough since 2010. The net figures are once we have taken into account conversions of existing dwellings and right to buy sales.



## 10.4. Challenges of securing accommodation for people with complex needs

We have seen an increase in the proportion of people seeking help who have complex needs. For example, people who experience a combination of high support needs including those with mental health problems, substance misuse issues or learning difficulties. The challenges worsened when people present to us as being 'homeless tonight' when they have not sought help until they have reached crisis point.

The accommodation and support options for this group are limited which makes securing the right type of accommodation challenging.

A number of such cases are characterised by a person having a crisis that might necessitate a stay in an institutional setting. Then the individual is discharged to a situation of no accommodation. Often, this cycle is then repeated many times.

## 11. Identified gaps in provision

a) **Move on accommodation** – There is a real issue that we have identified with stakeholders in the availability of

accommodation to move people from a temporary arrangement to permanent housing. As a result temporary accommodation is used for longer than intended and limits opportunities to relieve homelessness for some households. This can mean a greater use of less appropriate accommodation such as the use of bed and breakfast. Move on accommodation can help move people through temporary accommodation, and provide them, with a more medium-term housing solution (often with a degree of support) in a central location. Efforts to secure a permanent housing solution can continue without the same pressure on temporary accommodation.

b) **Step down accommodation** for people with mental health problems. Step down accommodation is for people who no longer need to be in hospital but need a degree of support whilst they adjust to independent living. The local hospital has indicated that such accommodation could prove invaluable in addressing the needs of patients who don't need to stay in hospital but need a degree of support and access to services

immediately if someone's mental health condition worsens. There has also been a gap identified in the provision of short-term accommodation for people in mental health crisis – where existing accommodation including hostel accommodation or other forms of temporary accommodation is unsuitable or individuals face the danger of rough sleeping.

c) **Specialist accommodation**  
Finding accommodation for those leaving prison is as much of an issue locally as it is in other parts of the country. Funding reductions to the probation service and funding reductions made by Norfolk County Council (Supporting People funding) mean there is currently no specialist accommodation or housing support services for people leaving prison. Information from the Ministry of Justice reveals that 16% of all prisoners are homeless, well above the average of 0.5% of the whole population. There is evidence that providing accommodation for people leaving custody can reduce re-offending.

d) **Younger persons' accommodation**  
Young people, including care leavers, face difficulties in accessing private rented housing. This has become more apparent since changes to the welfare system. Young people can find themselves relocated to an area where they have no local connection which makes the problem even more challenging.

e) **Review of Social Housing Providers (RPs) Policies**  
The policy approaches of Registered Providers can be part of the solution or part of the problem in terms of the barriers to tackling homelessness. Debt, eviction and allocations policies can be a barrier to some homeless households being able to secure accommodation.

A collective of housing associations with a progressive approach to their contribution to homelessness reduction has been formed – called 'Homes for Cathy'. Some actions have been identified in order to support this work.

## 12. Our strategy objectives

The review has enabled us to identify the following objectives, which cover the term of this strategy.

Each year we will produce an associated action plan to ensure progress is being made against our strategy objectives.

### 12.1. Prevention of homelessness

- a) Work very closely with the council's recently-commissioned homelessness prevention services to ensure that those at greatest risk of being homeless are assisted.

These services include:

- i. **Homegroup Community Support service** – to support those identified by the council as being at crisis point and at greatest risk in terms of losing a tenancy in the future.
- ii. **Benjamin Foundation** –floating support for young people/care leavers that have moved on from Right Tracks (young persons supported housing)
- iii. **Purfleet Trust** – who deliver intensive housing services, working with the

those people with the most complex needs. The council has successfully bid for funding the Government has made available to tackle rough sleeping (Rapid Rehousing Pathway). The £106K allocated for 2019/20 will fund 3 posts hosted by The Purfleet Trust. Two rough sleeping 'navigators' will help rough sleepers into settled accommodation, and support them in an intensive way to access health and other services they need. A further role will involve on-going support in a less intensive way to those re-settled in private rented accommodation to ensure their tenancy is sustained. The Purfleet Trust with the council is working with some private landlords to identify some properties for this purpose. Funding bid extension to central government

- iv. The coordination of work with these services will be achieved through regular meeting with locally based staff, and through the preparation of personalised housing plans by the council's Housing Options team.
- b) Ensure that the council's Discretionary Housing Payment (DHP) resources are

used most effectively in order to prevent homelessness. Officers across housing options and housing benefit teams to work to recent government guidance that highlights that DHP should be an important part of homelessness prevention strategy. The use of this fund will include cases where there is a gap between rent and housing costs on an on-going basis identified at the commencement of a tenancy.

- c) Improve opportunities for access to the PRS for households into the private rented sector. Utilising loans offered to households for tenancy deposits / rent in advance. In the context of increasing difficulty accessing PRS, pilot and then evaluate the use of rent guarantees in circumstances where a tenancy support package is in place to give the best chances of success.
- d) Seek to review and challenge the approach that Registered Provider (RP) partners take to dealing with tenants and future tenants in the context of preventing homelessness. This is in the context of some of the RPs acknowledging that their own

practices can be part of the problem not the solution. Using the 'Homes for Cathy' Appendix A, housing association initiative, launched last year, the review will address the 9 commitments made by the associations signed up to this initiative. Broadland Housing association and Freebridge Community Housing are members of the initiative. Examples of practices that have already been initiated by some of the RPs involved include:-

- i. Transferring housing debt to a credit union (or similar) avoiding eviction and homelessness, but not avoiding the need to repay the debt
- ii. Rent arrears freezing in circumstances where payment and re-payment may not be sustainable and lead to further problems and threatened homelessness
- iii. Subsidised accommodation delivered at a loss for homeless households with no recourse to public funds
- e) Undertake awareness raising

activities in relation to both tenant and landlords respective rights and responsibilities. The rationale for this is that increased awareness can reduce the likelihood of conflict and a break down in the relationships between landlord and tenant that can lead to ending of a tenancy.

- i. Awareness activities will include tenancy forums and tenancy training for first time renters and landlord forums that will cover regulatory matters. In addition continue to raise awareness regarding the new duties on specified public bodies to refer cases of homelessness to the council.

## 12.2. Temporary Accommodation Options - Develop a hierarchy of different types of temporary accommodation

- a) Develop additional new temporary accommodation for families (to meet identified gaps in provision). Examine solutions that bring provision on line in a very timely way making use particularly of modern modular constructed (off-

site constructed) products that can be deployed and re- used flexibly.

- b) Ensure continuation of existing temporary accommodation provision in the context of re-modelling some schemes that have lost former revenue streams (reductions in Supporting People funding regime) and utilising the new Flexible Homelessness Prevention Fund (which replaced the management fee of the temporary Accommodation subsidy).
- c) Ensure that a minimum level of support is offered to those in temporary accommodation by putting in suitable commissioned support service arrangements that seek to help equip people with what they need to sustainably move on to more permanent housing. In doing this ensure that housing benefit system is used in the most effective way – maximising the use of additional 'Intensive Housing Management' housing benefit, and reducing levels of Housing Benefit Subsidy (-an element of housing benefit not recoverable from central government).

- d) Continue working with Freebridge Community Housing and other RPs on the provision of general needs temporary accommodation. This enables properties to be identified near to where families are living and are beneficial in reducing any associated impacts like changing schools or losing support networks.

### 12.3. Access to social housing – for those in most need

- a) Address issues of the under supply of new social housing. A review of planning policy mechanisms to deliver new affordable housing will take place late in 2019 in the context of the Local Plan review/review of the council's Affordable Housing Development policy. This could include for example allocating sites for new exceptions site housing, creating more certainty over delivery.
- b) Undertake a review of the Social Housing Allocation policy giving consideration to prevailing circumstances, equality of access, the views of Registered Providers of social housing.
- c) Seek to address issue of mismatch between stock profile and accommo-

dation needs including the needs of working age families and young people.

- d) Opportunities for new council owned registered provider of social housing to invest in new affordable housing.

### 12.4. Access to good quality private rented sector (PRS) housing

The council has an opportunity to both strategically enable the supply of private rented homes through the planning system, as well as directly deliver PRS through its major housing project.

- a) The council has sought to earmark 20% of new housing developed by the council to be transferred to a new council owned company to hold and manage as privately rented homes. The council's ambition is to deliver good quality homes and set the bar for high quality management services. The business plan of the new company sets out the objective of using long-term tenancies to provide stability for families wishing to rent.
- b) Continue to explore opportunities to deliver a private sector leasing (PSL) scheme – such a scheme can benefit

landlords particularly those with a relatively small portfolio) who can benefit from economies of scale under a pooled management/maintenance arrangement and tenants can benefit from the accreditation standards that would be a requirement of the scheme.

- c) It is a planning requirement to assess the needs of people who wish to privately rent their homes. The new National Planning Policy Framework and associated guidance supports central government ambitions to accelerate investment in purpose build to rent. The council (as part of the Local Plan review) will develop a policy to create the environment for investment in high quality, family friendly professionally managed PRS as described in the governments 'Build-to-rent Guidance' published in 2018.

### 12.5. Support Needs – Ensure appropriate support needs both:- accommodation based and non-accommodation based housing related support

- a) District Direct West Project – The service was initiated in response to

amongst other things increasing cases of people being discharged from hospital and being homeless that night. The pilot started in 2018 and has involved staff from Care and Repair and the Housing Options team working directly with members of the hospital discharge team at the Queen Elizabeth Hospital has proved a success 12 months on. One of the drivers for this service was the situation of people being discharged with no home to go to. The early identification of housing issues (including the need for adaptations; disrepair; homelessness) at a point someone is admitted, rather than when they are leaving creates time for some planning and co-ordination of services. This valuable time is resulting in fewer inappropriate hospital discharge cases.

### 12.6. Accommodation based supported housing models to meet gaps in provision

- a) Consider and evaluate the provision of 'Housing First' models. These are models of housing that avoid transitions through different types of housing from temporary to permanent and seek to provide 'housing first' in the

first instance. Support appropriate to individual needs is then provided. This approach takes away one of the fundamental barriers in helping people with complex needs who have had a history of rough sleeping, as it takes away the uncertainty of securing accommodation straight away. This is an intensive and expensive model but evidence from other parts of the world and pilots in the UK has shown that it can work, particularly in relation to repeat homelessness amongst people with multiple disadvantage.

- b) Crisis House provision for homeless people with mental health issues needing immediate and very short term accommodation. This type of service can provide accommodation and support to people in order to prevent them deteriorating, and thereby avoiding hospital admission. Such approaches have been proven to be effective in other areas, and is something that mental health crisis team colleagues have raised with the council. This type of project is often delivered by registered providers or other voluntary sector organisations.

- c) Work with the existing providers including the Benjamin Foundation and YMCA on the development of recognition of the issues facing younger persons including those leaving institutional care/ prison. Developing shared living models including YMCA's 'transition model' that facilitate a mix of people who may be working.
- d) Work with the charity Break on a supported accommodation model for vulnerable care leavers

### 12.7. A new co-ordination role for the council

It should be clear that the success of the council's efforts in reducing homelessness is determined by the effectiveness of how it works with partners, and its role in helping co-ordinate activities. With a myriad of services developing the need for effective co-ordination couldn't be more important, and therefore objectives include:

- a. Dedicated role to include co-ordination of new services to ensure a 'joined up approach', and that the most vulnerable access support they

- need, and that best use is made of temporary accommodation options - operation al group to meet regularly including police and social services
- b. Strategy group formed – to include representatives of key housing and housing support providers to inform approaches that the council will take and provide opportunity to share and develop ideas for new services
  - c. Efforts to raise awareness of the ‘duty to refer’ (under the Homelessness Reduction Act), and monitor effectiveness of the new duty.
  - d. West Norfolk Early Help Hub – The help hub offers a referral route for professionals who are supporting individuals or families with emerging needs - these could include housing, debt, domestic abuse, or health/ well-being issues. The council together with other public sector organisations including the police, children’s and adults social services and voluntary sector partners have come together to form a new service. The service exists to help professionals involved in supporting individuals or families

in need find the most appropriate services that can help. The ‘Help Hub’ co-coordinator facilitates weekly meetings where cases referred in can be presented and decisions made on getting the right help in a timely way.

### 13. Housing advice and debt advice services

Any strategy to reduce homelessness needs to include the provision of high quality independent advice. The need for effective advice services, and access to such services needs to be seen in the context of a rapidly expanding private rented sector and demand for certain priced PRS homes out-stripping supply. It also needs to be viewed in the context of difficulties in accessing legal support through the legal aid system.

The council will procure an independent housing advice service for the area to give opportunity to timely advice where people face defending possession claims or cases relating to illegal eviction/protection from eviction. Alongside a housing advice service will be a debt advice service. Housing advice and debt issues can go hand in hand therefore we expect a degree of interaction between the two services.

The council has re-tendered in 2019 the advice and information services relating to housing and homelessness and debt and income maximisation. Shelter is delivering the housing advice service, and a new organisation ‘Money Advice Hub’ the debt management advice service. Both have a local presence and are focussed on making services highly accessible.

### 14. Eradicating rough sleeping

Rough sleeping is a dangerous and addressing it is a priority for central Government. The Government has committed to eradicate homelessness by 2027 and to halve it by 2022. The Government has made funding available in order that we in local government can see that ambition being met.

- a) Develop the newly commissioned Rough Sleeper outreach service. In response to a significant increase in rough sleeping in the town over the last 2-3 years a new outreach service was commissioned in 2018/19. The service currently delivered by Genesis seeks to engage with those known to be sleeping rough on streets or encampments, or at risk of sleeping rough -for example those using the Night Shelter, or people.

The aim of the service will be to :-	sleeper outreach' service. The	to primary and secondary mental
	aim of the service will be to :-	health services, and will also
i. make the first contact and build trust	i. make the first contact and build trust	take a clinical role in assessing
ii. address any immediate health issues including mental health issues	ii. address any immediate health issues including mental health issues	mental health and administering medication where appropriate
iii. look at accommodation options, or other actions that can help people off the streets	iii. look at accommodation options, or other actions that can help people off the streets	v. The council will in line with
b) Record and maintain information on those rough sleeping (or suspected of rough sleeping) or those in danger of rough sleeping in conjunction with partner agencies – for the purpose of a co-ordinated plan to support individuals off the streets. This could take the form of temporary / or supported accommo- dation or a return to their area of origin.	iv. Aligned to the rough sleeping outreach team is a mental health nurse appointed in 2019. The aim of this role is to help those sleeping rough (or threatened with sleeping rough) get treatment for mental health issues. The link between homelessness and mental health issues is well documented.	Governments expectations ensure that it provision is made for those who are rough sleeping and need night shelter from a period of extreme cold weather. The council will provide an effective response to help people shelter from the
c) Promote the use of Street-Link in order that the wider public are familiar with reporting welfare concerns over those seen to be rough sleeping	This provision helps meet an identified gap in services. The service facilitates referrals to the Norfolk Integrated Housing and Community Support service. This service exists to provide housing related support to those with a diagnosis of severe mental illness. It also facilitates direct referrals	elements during the winter months, in periods of extreme cold weather. Efforts will be made to engage with those known to be rough sleeping to encourage them to use emergency shelter provision. The council will support the work of the Night Shelter charity whose aims to continue to provide their services at 5 St Ann's Fort in the town for the winter months (Nov- March). The council will review the provision and seek further capacity in other locations with other providers if necessary. Funding opportunities will be identified from various sources particularly the
d) Engage with people who are found to be rough sleeping – individuals or encampments of people – primarily through the commissioned 'rough		

Ministry for Housing Communities  
and Local Government.

### 15. The Council's strategic role in tackling homelessness and rough sleeping

In a strategic context the following  
activities will be undertaken;-

- a) Support the work of the council's Homelessness and Housing Supply task group. This group is examining other areas of council activity to ensure that all resources are being used effectively to prevent homelessness. The group will have a role in monitoring progress of this strategy.
- b) Given the nature of the council's activities in relation to homelessness prevention is very orientated around partnership working, and commissioning services with other stakeholders it is important that there is a commitment to an on-going engagement at a strategic level. This will ensure that decision making processes are effective
- c) Ensure a coordinated way to effectively

monitor the commissioned services established. Assess performance against agreed objective sand targets, and review strategic relevance of services.

- d) Promoting the 9 commitments within the Homes for Cathy initiative looking to change approaches from social landlords
- e) The Government introduced a new system in 2018 for collecting data from local housing authorities in relation to homelessness and housing advice activities. An investment has been made in the council's Housing Options IT platform that means that the data is collected and produced in the format required by government t in a fully automated way.

### 16. Cultural Changes

Before the Homelessness Reduction Act the majority of homeless applicants – single people were entitled to advice and assistance, however, their needs were often not assessed. Prevention activities locally were prioritised but they weren't everywhere. Housing authorities were seen as 'gate keepers' with assessment and

legal process driving activities. Nationally the relationship between council staff and applicants was characterised as being conflictual.

Under the new regime all eligible applicants have an assessment of their housing and support needs. The focus is on council staff and applicants working together (with a personalised plan being obligatory) to prevent or relive homelessness. This is a significant cultural change as well as legal change. There is a continued requirement for training and supervision to ensure this change is embedded.





## 17. Threats to delivery

We have identified actions and opportunities to tackle homelessness and rough sleeping in this document, however there are factors outside of the control of the council that need to be considered in future planning and decision making. Highlighted below are some identified issues that could significantly impact on the council's activities and therefore the delivery of this strategy:

- Future reductions to funding from Norfolk County Council that contribute to the costs of some key borough council commissioned support services
- Uncertainty around future central government funding associated with homelessness prevention activities – including Flexible Homelessness Support Grant, Homelessness Prevention Grant, New Burdens
- funding for the implementation of the Homelessness Reduction Act
- Homes England funding to support the delivery of new build affordable/ social housing
- Local Housing Allowance - current freeze ends in April 2020. Uncertainty about the future policy direction and potential impact on private rented housing affordability
- The impact of any future Government's policy decision in connection with the use of section 21 notices (1988 Housing Act) given a recent consultation initiative and ministerial statement.
- Changes in housing market activity – including lower demand for market housing, or falling house prices could impact on the council's plans for direct new delivery of housing



King's Lynn Winter Night Shelter

## 18. Action Plan for 2019/2020

### Time Scale Keys

Short = within 12 months

Medium = next 2-3 years

Long term = by end of plan i.e 5 years

Area of work	Objective	Action	By Who	By When	Progress	Time scale
Temporary accommodation	Develop a hierarchy of different types of temporary accommodation	Encourage partner organisations (including private sector partners as well as social sector) to bid for Government 'Move – on' accommodation fund - in response to the identified need for such accommodation, and the issue of hostel bed blocking.	Strategic Housing Team (SHT)	March 2021 latest for funding requirements	Potential site identified, RP engaged, and bid to Homes England being considered.	Short-Medium
		Develop temporary accommodation utilising modern modular/ park home style factory built housing units on Council owned land.	SHT & Property Services & Broadland Housing	Ongoing	Potential site identified, RP engaged and preparing planning application submission	Short-Medium
115 Support needs	Provide appropriate support needs both:- accommodation & non- accommodation based housing related support	Evaluate 'District Direct West' and make any recommendations for future operation – seek funding from CCG with a view to mainstreaming service.	Housing Options Team/ Care & Repair Team	Ongoing	CCG Executive Management Team has now approved funding for the District Direct Service. Time period uncertain.	Short
		In conjunction with NSFT develop and examine proposals for a Mental Health crisis House provision/ step down accommodation and move-on accommodation. Implementation subject to funding opportunities.	SHT	Ongoing	Early discussions with Mental Health Crisis Board have commenced. Working with NHS Clinical Commissioning Groups to deliver a Mental Health Housing Summit in the New Year	Medium Short-Medium
		Work with Broadland Housing association and any other partners on the potential for the provision of a Housing First initiative.	SHT	April 2020	No progress	Short
		Explore opportunities to assist people with no recourse to public funding and consider whether accommodation or support is required in order to meet the needs of this vulnerable group.	SHT	Ongoing	No progress	Short-Medium
		Forge closer links with organisations who can provide humanitarian help to people who have no recourse to public funds and improve data monitoring of this group.	SHT	Ongoing	No progress	Short-Medium

**Time Scale Keys**

Short = within 12 months

Medium = next 2-3 years

Long term = by end of plan i.e 5 years

**18. Action Plan for 2019/2020** continued

Area of work	Objective	Action	By Who	By When	Progress	Time scale
Support needs	Provide appropriate support needs both:- accommodation & non- accommodation based housing related support	Secure the opportunity for an additional Domestic Violence refuge in the area.	SHT & RP	April 2020	Ongoing dialogue with RP	Short
		Work with Break to secure supported accommodation for vulnerable care leavers.	SHT	Ongoing	Early discussions commenced Sep 2019	Medium
		Work with the YMCA on their proposal for supported accommodation for young people including those leaving prison, and their transition model for young peoples shared housing.	SHT	Ongoing	Early discussions commenced Sep 2019	Short-Medium
116 Rough sleeping	Eradicate rough sleeping in the Borough	In conjunction with NSFT recruit and establish a mental health nurse outreach post.	Housing Options & SHT	End 2019	Post filled in summer 2019. In place until Mar 2021	Medium
		Promote use of Street- Link to increase public awareness on reporting welfare concerns surrounding rough sleepers.	Housing Options & SHT	April 2020	Ongoing (website updated & ongoing media alerts)	Short
		Take opportunities to bid for money from the MHCLG Rough Sleeping Task Force – under the Rough Sleeper Initiative funding bidding round.	Housing Options & partners	Ongoing	Submission made for funding in relation to severe weather provision. Awaiting outcome	Short
		Work with HAST, MHCLG, and Housing Justice in connection with funding opportunities for the Night Shelter and work connected with it.	SHT & Housing Options	Ongoing	Early discussions commenced Oct 19	Short
		Work with hostels/ housing support providers to ensure there are severe weather emergency beds in addition to the Night Shelter available given assessed demand.	SHT & Housing Options, RPs & Night Shelter	Ongoing	7 additional beds planned imminently for winter 19/20	Short
		Explore the potential to have wrap around shelter including day provision when the Night Shelter is closed.	SHT, Housing Options	Ongoing	Funding bid submitted to government for additional cold weather provision, awaiting outcome	Short

18. Action Plan for 2019/2020 continued

Time Scale Keys

Short = within 12 months

Medium = next 2-3 years

Long term = by end of plan i.e 5 years

Area of work	Objective	Action	By Who	By When	Progress	Time scale
Homelessness prevention	Introduce new measures to enhance existing homelessness prevention options	In partnership with Shelter and YMCA organise some training for prospective tenants on rights and responsibilities to avoid early tenancy failure. Explore landlord training at the same time.	Housing Options & Housing Standards	April 2020	No progress	Short
		Review commitments under flexible homelessness grant – ensuring that available resources are focussed on the most effective services.	SHT	Jan 2020	Early stages.	Short
		In respect of the need to access the private rented sector tenancies trial incentive initiatives – including rent guarantees in circumstances where appropriate tenancy support is put in place.	Housing Options & SHT	April 2020	No progress	Short
		Work with internal colleagues & RP Partners to identify measures to monitor the impacts of Universal Credit on housing debt and homelessness.	SHT, Revenue Services & RP partners	April 2020	No progress	Short-Medium term
Access to social housing	Improve access to social housing for those most in need	Ensure Local Plan review encompasses identified policy work in relation to affordable housing and build to rent housing – particularly new opportunities arising from changes to the National Planning Policy Framework.	SHT & Planning Policy Team, Local Plan task Group,	Jan 2020	Work has commenced. Housing needs assessment commissioned and first draft imminent.	Short
		Undertake a review of the social housing allocation policy and encourage key partners at the same time to review housing policies and stock profile to ensure social housing is used to benefit those who most need it.	SHT & Housing Provider Partners	April 2020	Borough Councils review of allocation policy commenced Nov 2019. Ongoing dialogue with RPs	Short
		As part of the review into the allocations policy, as well as in a wider sense consider the housing needs/ access to housing of young carers and their families.	SHT & Housing Provider Partners	April 2020	Borough Councils review of allocation policy commenced Nov 2019.	Short

**Time Scale Keys**

Short = within 12 months

Medium = next 2-3 years

Long term = by end of plan i.e 5 years

**18. Action Plan for 2019/2020** continued

Area of work	Objective	Action	By Who	By When	Progress	Time scale
Private Rented Sector	Increase the supply of good quality private rented sector (PRS) housing	Commence delivery of PRS via the Councils major development programme (20% of new housing developed by Council).	SHT, West Norfolk	June 2021	PRS Council Owned Company established in 2018. Business Plan has identified 179 units over next 3-5 years	Long term
		Explore and evaluate opportunities to establish a Private Sector Leasing Scheme.	SHT, RP partners	April 2021	No progress	Medium-Long term
118 Coordinating role	Achieve effective collaboration with partners and coordination of services	Establish a help hub – a service that assists professionals who are supporting households with complex needs by identifying suitable organisations interventions.	Housing Options, OPT, Children's & Adults Services	Ongoing	Service established in May 2019	Long term
		Work with Genesis Notting Hill to ensure a smooth transfer of their services including Park Road, Merchants Terrace and the rough sleep outreach service to a new provider following their decision to leave East Anglia.	SHT & Genesis & New Provider	Ongoing	Early dialogue has commenced	Short
		Establish and maintain a stakeholder group to help inform the strategy and update it.	SHT	Jan 2020 ongoing	Initial discussions with partners 2018/19. Formal group yet to be formed	Short
		Establish & maintain collaborative working group with RP partners to respond to the gaps identified.	SHT	Jan 2020 On going	No progress	Short
		"Work with local support services to develop a "No Wrong Door Policy" in order to ensure that where referrals are made to the wrong service, wherever possible, an appropriate service is identified and the referral is forwarded on".	SHT	July 2020	No progress	Short-medium

## 18. Action Plan for 2019/2020 continued

### Time Scale Keys

Short = within 12 months

Medium = next 2-3 years

Long term = by end of plan i.e 5 years

Area of work	Objective	Action	By Who	By When	Progress	Time scale
Strategic role	Provide on going commitment to engage at a strategic level	Participate in the Homes for Cathy regional working group led by Broadland Housing Group.	SHT & RP Partners	Ongoing	FCH board have agreed to review a set of policies including those relating to evictions for arrears and lettings in the context of Home for Cathy commitments	Short
		Ongoing monitoring of commissioned services & performance against agreed objectives and targets.	SHT	Ongoing	Quarterly Monitoring commenced for commissioned services	Short-medium
		Review of strategic relevance of services.	SHT	Yet to commence		Short-medium
		Review contractual arrangements for year 3 of the Home group Community support service.	SHT, NCC & internal	Jan 2020	No progress	

## 19. Monitoring and evaluation of the strategy and action plan

The effectiveness of this strategy is measured and monitored within the organisation, and beyond in a transparent way. In order to ensure this happens a set of measures have been selected that are detailed in **appendix B**. These are 12 measures that will be monitored continuously and will help understanding around trends and help us evaluate the effectiveness of our actions. Where appropriate these will be presented using info -graphics to aid interpretation

and will be useful for tracking changes over time. A suitable presentational format is currently being devised that will form the basis of future reporting.

We will review this action plan annually for the duration of the strategy. We will report our review findings to the council's Environment and Community Panel and update the strategy and plan as necessary to reflect any changing circumstances. New actions will be prepared in 2020/2021.

## 20. Appendices

### A – The 'Homes for Cathy' 9 commitments

### B – Homelessness Measures and explanations



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Affordable housing at Dewside, delivered by West Norfolk Housing and the Borough Council of King's Lynn & West Norfolk



## Appendix A



### 9 Commitments:

1. To contribute to the development and execution of local authority homelessness strategies
2. To operate flexible allocations and eligibility policies which allow individual applicants unique sets of circumstances and housing history to be considered
3. To offer constructive solutions to applicants who aren't deemed eligible for an offer of a home
4. To not make any tenant seeking to prevent their homelessness, homeless
5. To commit to meeting the needs of vulnerable tenant groups
6. To work in partnership to provide a range of affordable housing options, which meets the needs of all homeless people in their local communities
7. To ensure that properties offered to homeless people should be ready to move into
8. To contribute the ending migrant homelessness in the areas Housing Associations operate
9. To lobby, challenge and inspire other to support ending homelessness

HS2			
<b>Rationale</b>	This is the most inappropriate and costly form of temporary accommodation, and our efforts should be focussed on minimising or avoiding its use altogether by working on delivering adequate provision of more suitable forms of temporary accommodation.		
<b>Definition</b>	Measured by the gross spend on B&B in each quarter. Some of the costs can be recovered through housing benefit payments. The 'net' figure is not used as it may be some time before these payments are received, and there is a degree of uncertainty over predicting the amount that could be recovered.		
<b>Formula</b>	Quarterly aggregate sum of spending on B&B in that period.		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	Low figure

HS3 No of households with a homelessness declaration			
<b>Rationale</b>	The purpose of this is to measure the numbers of households we deem likely to be homeless or threatened with homelessness as opposed to those who will contact us and receive some initial advice and assistance and not go beyond this level of interaction. This is important in determining the levels of homelessness, and consequently demands on the Council's housing services; and can help inform resource planning and prioritisation.		
<b>Definition</b>	This is the point where a household that has approached the Council is deemed by the Council to be in circumstances that warrant a homelessness assessment - because there is sufficient reason to believe they are homeless or threatened with homelessness. From this point onwards the case is on a statutory footing with a detailed processes to follow.		
<b>Formula</b>	The aggregate number of cases captured through the homelessness reduction software system		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	Low figure

122

HS4 No of households prevented from becoming homeless for a minimum of 6 months			
<b>Rationale</b>	Preventing homelessness is a key area of focus - prevention is deemed successful where it last for six months or more. The direction of this quarterly measure will indicate to a degree the effectiveness of the prevention tools and activities used by the Council.		
<b>Definition</b>	This measure is one that is captured directly by the governments H-Clc data system. It is determined through the answers to a number of questions that are covered during the assessment process, and captured on the homelessness reduction software. It does not seek to measure individual prevention cases into the future - monitoring prevention beyond 6 months, but rather is an outcome measure after the prevention activity. For example where a negotiation with a landlord has resulted in the grant of a new tenancy and it is understood that there is no intention for the landlord to sell their property this would be considered a successful prevention outcome and would be counted.		
<b>Formula</b>	This is captured directly from the homelessness reduction software		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	High figure

HS5 No of households accepted as homeless with a need to be rehoused (Main housing duty)			
<b>Rationale</b>	The Homelessness Reduction act introduced a number of new duties including the 'prevention' and 'relief' duties. The main or full duty under previous legislation however remains. The number of households who are homeless and owed this main duty has been a key measure of homelessness in the past. As the duty is harder to meet i.e. securing appropriate accommodation (social housing or private rented for a minimum of 2 years) for increasing numbers of households an impact of the new legislation will be to aim to prevent homelessness in the first place through early interventions, and avoid this duty being owed.		
<b>Definition</b>	Households who are owed a main duty are those eligible for assistance, in priority need (a vulnerable category), and unintentionally homeless. A main duty is owed at the end of the prevention and relief duties. A positive decision that a main duty is owed cannot be made in prevention or relief duty periods.		
<b>Formula</b>	A main duty decision will be recorded and this measure automatically generated from the Homelessness Reduction software		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	Low figure

Appendix B continued

HS6 % of cases who were offered a prevention and relief duty who remain homeless and are owed no further duty.			
<b>Rationale</b>	<p>The rationale of this measure is to seek to understand the effectiveness of greater involvement with all categories of homeless households that has arisen from the new legislation effective from 2018. Working to prevent homelessness and relieve homelessness are now on a statutory footing. This measure seeks to understand what proportion of these cases remain homeless despite the efforts made. This will help analyse effectiveness of intervention, but also the degree to which existing provision of local accommodation and support services meet the needs of these households. ('Homelessness prevention' means providing people with the ways and means to address their housing and other needs to avoid homelessness.</p> <p>'Homelessness relief' is where an authority has been unable to prevent homelessness but helps someone to secure accommodation including temporary accommodation, even though the authority is under no statutory obligation to do so.)</p>		
<b>Definition</b>	<p>New legislation in 2018 introduced a 'prevention' duty (56 days) and a 'relief' duty (56 days). This measures the percentage of those owed these new duties who after both periods totalling 112 days remain homeless despite the involvement of officers at the Council.</p>		
<b>123 Formula</b>	<p>This will be generated through a Business Intelligence tool - part of the homelessness reduction software</p>		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	Low figure

HS7 No of rough sleepers			
<b>Rationale</b>	<p>Rough sleeping is a dangerous activity, the most extreme form of homelessness, and a highly visible sign of it when people are in town centres. This area has seen a significant increase in rough sleeping, and if there is an ambition to tackle the problem, it is important that evidence is collected to assess trends, and the effectiveness of interventions made.</p>		
	<p>The Government requires Council's to undertake a count of rough sleepers once a year in autumn. The arrangements for this count are very prescribed, and clearly there are questions of its usefulness based on frequency and definitions used. People who have no accommodation who are temporarily in hospital or sheltering in a night shelter are not included for the purposes of the count. A more comprehensive record of rough sleepers or those that are at risk of rough sleeping will be maintained on an on-going basis and reported quarterly.</p>		
<b>Formula</b>	<p>Data will be collected from a number of different sources including housing support providers, hostel providers, and the rough sleeper outreach team. Whilst this will provide a source of information for wider purposes, for this monitoring simply the numbers recorded will be supplied. This will be based on snapshot at the end of each reporting period. There will not be an aggregate count for each period.</p>		
<b>Collection interval</b>	Quarterly - snapshot from spreadsheet not aggregated	<b>Good performance</b>	Low figure

HS8 No in temporary accommodation - bed and breakfast			
<b>Rationale</b>	<p>The use of temporary accommodation is important in relieving homelessness and meeting statutory duties. There are several different forms of temporary accommodation including bed and breakfast type accommodation. This is the least appropriate type and we aim to use such accommodation as a last resort. It is often small, with no kitchen and provision for preparing meals. It is expensive and there are cost implications for the Council. It is unlawful to use such accommodation to house families for more than six weeks.</p>		
<b>Definition</b>	<p>This measures the number of households that have stayed in B&amp;B during the period. It does not measure nights stayed or costs incurred - these are captured in other sources of information. Bed &amp; Breakfast type accommodation is characterised by being paid for nightly and not having any arrangements for cooking / food storage and preparation.</p>		
<b>Formula</b>	<p>This will be generated through a Business Intelligence tool - part of the homelessness reduction software</p>		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	Low figure

HS9 No of social housing lettings - against a baseline			
<b>Rationale</b>	<p>For vulnerable people and people on very low incomes the opportunity to access social housing is important for avoiding homelessness, as well as providing security of tenure, and a home that is suitable for their needs and is affordable. An adequate supply of social housing (existing and new) is important to help reduce homelessness and meet the wider obligation to plan for and meet the needs of people in the area who cannot afford a market housing solution to meet their housing needs</p>		
<b>Definition</b>	<p>The number of social housing lettings through the Council's Choice Based Lettings system (West Norfolk Homechoice)</p>		
<b>Formula</b>	<p>This figure is generated through the Choice Based Lettings software</p>		
<b>Collection interval</b>	Quarterly	<b>Good performance</b>	High figure



# Homelessness and Rough Sleeping Strategy 2019 - 2024

Borough Council of  
King's Lynn &  
West Norfolk





Volunteers at King's Lynn Winter Night Shelter painting the stairsway

# Homelessness and Rough Sleeping Strategy 2019 - 2024

Borough Council of  
King's Lynn &  
West Norfolk



**POLICY REVIEW AND DEVELOPMENT PANEL REPORT**

REPORT TO:	Environment and Community Panel		
DATE:	9 <sup>th</sup> April 2024		
TITLE:	Climate Change Update		
TYPE OF REPORT:	Update report		
OPEN/EXEMPT	Open	WILL BE SUBJECT TO A FUTURE CABINET REPORT:	No

**REPORT SUMMARY/COVER PAGE**

<p>PURPOSE OF REPORT/SUMMARY:</p> <p>Members will receive a presentation at the meeting which will cover:</p> <ul style="list-style-type: none"> <li>- The Council's Carbon Audit for 2022/2023</li> <li>- Progress with the Climate Change Strategy</li> <li>- Progress on the Action Plan</li> <li>- Climate Change Reserve Fund</li> <li>-</li> </ul>
<p>RECOMMENDATIONS:</p> <p>The Panel are requested to comment and note the information provided at the meeting.</p>



## ENVIRONMENT AND COMMUNITY PANEL WORK PROGRAMME 2024/2025

DATE OF MEETING	TITLE	TYPE OF REPORT	LEAD OFFICER/ ATTENDEE	OBJECTIVES AND DESIRED OUTCOMES
<b>4<sup>th</sup> June 2024</b>	Appointments to Task Groups and Informal Working Groups	Operational	Democratic Services Officer	To appoint Members to Task Groups and Informal Working Groups established by the Panel
	Nominations to Outside Bodies	Operational	Democratic Services Officer	To ensure continued representation on Scrutiny related Outside Bodies
	Appointment of Vice Chair for the Municipal Year	Operational		
	Recommendations from the Biodiversity Task Group	Cabinet Report	Stuart Ashworth	To consider the report and make any appropriate recommendations to Cabinet
	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>16<sup>th</sup> July 2024</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>3<sup>rd</sup> September 2024</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>8<sup>th</sup> October 2024</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>26<sup>th</sup> November 2024</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>8<sup>th</sup> January</b>	Any Cabinet Reports which fall within the remit of the			

<b>2025</b>	Panel – to be confirmed.			
<b>25<sup>th</sup> February 2025</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			
<b>8<sup>th</sup> April 2025</b>	Any Cabinet Reports which fall within the remit of the Panel – to be confirmed.			

**To be scheduled**

- Gayton Road Cemetery – to come back once alternative locations had been identified.
- Policy Development – Review of Tree and Woodland Strategy and update from the Arboricultural Officers
- Notice of Motion – Coastal Erosion – Technical Report to be presented to Panel in Spring 2024 following update received in January 2024
- Notice of Motion – Dentistry
- Service Level Agreement for Council Approved testing Stations
- Informal Working Group – Wash Barrier
- Homelessness and Rough Sleeping Strategy Update - September 2024

**FORWARD DECISIONS LIST**

<b>Date of meeting</b>	<b>Report title</b>	<b>Key or Non Key Decision</b>	<b>Decision Maker</b>	<b>Cabinet Member and Lead Officer</b>	<b>List of Background Papers</b>	<b>Public or Private Meeting</b>
11 April 2024 Special Meeting						
	Local Plan Gypsy and Traveller Preferred Sites	Key	Council	Development and Regeneration Asst Dir S Ashworth	Local Plan Task Group mins and Agendas	Public

<b>Date of meeting</b>	<b>Report title</b>	<b>Key or Non Key Decision</b>	<b>Decision Maker</b>	<b>Cabinet Member and Lead Officer</b>	<b>List of Background Papers</b>	<b>Public or Private Meeting</b>
23 April 2024						
	CIL applications referred to Cabinet	Non	Cabinet	Development and Regeneration Asst Dir – S Ashworth		Public
	Corporate Performance Management report – Quarter 3 2023/24	Non	Cabinet	Leader H Howell - Corporate Governance Manager		Public

<b>Date of meeting</b>	<b>Report title</b>	<b>Key or Non Key Decision</b>	<b>Decision Maker</b>	<b>Cabinet Member and Lead Officer</b>	<b>List of Background Papers</b>	<b>Public or Private Meeting</b>
11 June 2024						
	St George's Guildhall RIBA Stage 3 and project scope	Key	Cabinet	Regeneration & Development Asst Dir		Public
	Empty Homes Strategy Review	Key	Council	People and Communities Asst Dir M Whitmore		Public

	King's Lynn Town Football Club	Non	Cabinet	Property Asst Dir – M Henry		Private- Contains exempt Information under para 3 – information relating to the business affairs of any person (including the authority)
	Appointments to Outside Bodies	Non	Cabinet	Chief Executive Leader		Public
	Review of Planning Scheme of Delegation	Non	Council	Development and Regeneration Asst Dir – S Ashworth		Public
	Article 4 Direction	Non	Cabinet	Regeneration and Development Assistant Director – S Ashworth		Public
	Recommendations from the Biodiversity Task Group	Non	Cabinet	Development and Regeneration Asst Dir – S Ashworth		Public
132	Review of Outside Bodies	Non	Cabinet and Council	Leader		Public
	Redundancy Payments Scheme	Non	Council	Leader Exec Dir – D Gates		Public
	Data Protection Policy Review	Non	Council	Leader Monitoring Officer		Public
	Florence Fields – Tenure Mix	Non	Council	Deputy Leader Assistant Director – D Ousby		Part Public and part Private- Contains exempt Information under para 3 – information relating to the business affairs of any person (including the authority)

Date of meeting	Report title	Key or Non Key	Decision Maker	Cabinet Member and Lead Officer	List of Background	Public or Private Meeting
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		<b>Decision</b>			<b>Papers</b>	
30 July 2024						
	Review of Alive West Norfolk	Key	Council	Tourism Events and Marketing H Howell - Corporate Governance Manager		Part Public and part Private- Contains exempt Information under para 3 – information relating to the business affairs of any person (including the authority)

<b>Date of meeting</b>	<b>Report title</b>	<b>Key or Non Key Decision</b>	<b>Decision Maker</b>	<b>Cabinet Member and Lead Officer</b>	<b>List of Background Papers</b>	<b>Public or Private Meeting</b>
17 September 2024						
	Homelessness and Rough Sleeping Strategy Update	Non	Cabinet	Asst Director - D Hall		Public

**Items to be scheduled**

	Notice of Motion 7-21 – Councillor Kemp – Equalities	Non	Council	People & Communities Asst Dir B Box		Public
	Procurement Strategy	Non	Cabinet	Finance Asst Dir – D Ousby		Public
	Custom and Self Build Site – Stoke Ferry	Non	Cabinet	Regeneration and Development Assistant Director - D Hall		Public

	Southend Road Hunstanton	Key	Cabinet	Regeneration & Development Asst Dir – D Ousby		Public
	Overnight Campervan parking in Hunstanton	Non	Cabinet	Leader Asst Director – M Chisholm		Public
	Pay Award 2024	Key	Cabinet	Leader		Public