Ending Homelessness, Person by Person:
The King's Lynn and West Norfolk Homelessness and Rough Sleeping Strategy 2024-2029

Progress Report and Action Plan Refresh
Autumn 2026



Borough Council of
King's Lynn &
West Norfolk

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NOTE:

Where this document uses the words “we” or “us”, it refers to the partnership of services, coordinated by the Borough Council of King’s Lynn and West Norfolk, who share the aims and contribute towards the delivery of West Norfolk’s Homelessness and Rough Sleeping Strategy.

The partnership comprises (but is not limited to) staff from the following organisations:

EXECUTIVE SUMMARY – WHY SHOULD YOU BE INVOLVED?

*"**His flat is his safe place.** Because his housing is now stable, he is attending mental health appointments, working with CGL [to address substance use] and looking to the future."*
Case study, Housing First, Home Group

*"**She now talks about what comes next**. She is no longer simply surviving. She is planning, and that is when you realise true change is happening."*
Case study, the Intensive Support Service, the Purfleet Trust

When we end homelessness, everyone benefits. We have produced a detailed account of our work over the last two years and a detailed action plan confirming our plans for the next two to three years. Here is a summary.

1. We had a clear aim: to end homelessness, person by person

As a partnership, and with the input of people who have experienced homelessness, we designed and published the King's Lynn and West Norfolk Homelessness and Rough Sleeping Strategy in 2024. **We promised that it would be a 'living, breathing document'** – and it has acted as our reference point for our work, not just at the council, but across a partnership of services who support people who are homeless or at risk.

We have been working together to:

- Prevent homelessness where possible
- Provide accessible, immediate help in a crisis
- Deliver good, sustainable accommodation for all
- Build personal strength, resilience and independence
- Deliver everything in partnership

2. We are achieving against our intentions

The original action plan set out an ambitious 60 actions to be delivered over five years. At the time of writing, 26 actions have been completed by the partnership, 24 are in progress and 10 have not yet been started. The completed actions include:

A **new** home visiting service for people at risk of homelessness	An extended three-year **Housing First service**, plus revisions to other key services
A **fairer policy** for accessing social housing	A **new 4-bed self-contained site** to rehouse people sleeping rough
A new **13-person site** to help formerly homeless people into work	**Better access** to leisure and cultural facilities for homeless people

Over 200 new affordable homes per year for households in need	**Multi-agency support** for people furthest away from being housed

3. This is having a positive impact on residents of West Norfolk

The implementation of the strategy has been having a positive effect on the outcomes we achieve. This includes:

	**Increased success** preventing people from becoming homeless	Increase from 62% to 68% over the last two years
	**Increased success** rehousing homeless people quickly	Increase from 42% to 60% over the last two years
	**Fewer families** in temporary accommodation	Reduction from a snapshot peak of 26 (2025 Q1) to three (2026 Q1)
	**Reduced use** of B&B and expensive nightly paid accommodation	Reduction from over 4,300 nights booked (2024 Q3) to under 1,400 nights (2026 Q1)
	**Instances of rough sleeping** continue to be rare	Consistently between 0 and 2 at quarterly 'single night' snapshots

But most importantly: **this translates to a person-by-person impact on residents of West Norfolk.** The case studies quoted on the previous page show how the strategy has worked in practice, with individuals who were previously sleeping rough beginning to plan for their future.

And when this happens, **a sustainable home leads to better outcomes across the system,** such as improved mental health, reduced substance use, improved educational prospects for children and improved safety for victim-survivors of domestic abuse.

4. We still have gaps and challenges

To create this report, we met with over 50 partners from a wide range of organisations to assess our biggest challenges towards ending homelessness. These can be summarised as follows:

- **A person-centred approach to ending homelessness.** Although we have ended homelessness for many, there are still people who still face multiple barriers to living in safe, sustainable housing. Mental health was identified as a recurring barrier. To solve this, we will review how we design services and how we tailor support to the individual.

- **A "whole system" approach, owned by partners.** Ending homelessness is most effective when we work in partnership. Although strong partnerships are already in place to support delivery of the strategy, these will be expanded to bring in additional skills, expertise and fresh perspectives – including the perspectives of people who have lived experience of homelessness.
- **Two-way communication.** Although we have established channels to communicate with each other, the public and people experiencing homelessness, these need to be more effective. We will strengthen co-production by working more closely with people who are homeless or have lived experience of homelessness, making better use of customer feedback, and raising awareness of available support so people can access help earlier and avoid crisis.

Overall, the plan includes seven new actions and 19 revised actions. These include:

Action	Owner	Impact
Intervene earlier and more effectively where **people are at risk of homelessness due to family breakdown**	Council's Housing Needs Service	Reduction (min. 20%) of people approaching at crisis point due to family breakdown
Expand **"By Name" Partnership** to support people who have multiple barriers to housing	Council's Strategy Housing service plus multi-agency partnership	Reduction by 50% in number of people who fall within this category
Develop housing and support **to accommodate substance users**	BCKLWN plus health partners	Cross-system impact on substance use, homelessness and wellbeing
Further develop **Co-Production Group** to embed lived experience in service design	BCKLWN; Shelter; Lived Experience Action Group	Every new policy is created with input from individuals with lived experience of homelessness

5. Our ambition is about impact, not just outcomes

We have set a series of overarching targets which aim to improve our effectiveness in preventing homelessness, responding effectively in a crisis, minimise the use of temporary accommodation and ending rough sleeping in West Norfolk. We have also set individual targets against the actions contained within the revised plan.

However, these only tell part of the story. When we end homelessness – especially for those who face multiple barriers – we achieve outcomes across the wider system, including substance use, mental health, employment and wellbeing. We save money in the process, and we make people's lives better.

As an example: to demonstrate this, a new service for domestic abuse victim-survivors will evaluate its impact against the individual's whole life, not just their housing status.

And it works both ways: **when we design and deliver health and community services with homeless people in mind, we help improve housing outcomes.**

6. We need your help to end homelessness, person by person

When we published our strategy in 2024, we made it clear that this was owned by West Norfolk, not just the council. At its midway point, we have an opportunity, as a local area, to renew our commitment. We will be reaching out to key partners in the coming weeks and will be relaunching our strategic partnership in January next year, as well as our co-production and other operational groups.

Our ask of you is to be part of this: to commit to "thinking homelessness" when you design services, to find common ground and shared aims, to work collaboratively with us, and to reflect on the impact of this work on the lives of people in West Norfolk.

Because when we end homelessness, everyone benefits.

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PROGRESS REPORT

IN DEPTH



1. Why are we doing this?

In December 2025, the Government published *A National Plan to End Homelessness*[1] – "the first national plan to speak to the full spectrum of homelessness, from rough sleeping to hidden forms, unsafe accommodation and … families in temporary housing."[2]

To support with the delivery of this plan, the Government requires local councils to publish and regularly update action plans relating to homelessness and rough sleeping, and to set targets to improve performance against a set of metrics. Councils are required to publish these plans by 1 December 2026.

The Borough Council of King's Lynn and West Norfolk ('the council') launched its 2024-2029 Homelessness and Rough Sleeping Strategy, *Ending Homelessness, Person by Person*[3] ('the strategy') in November 2024, following an extensive review of provision and performance, and a detailed consultation process with individual and external stakeholders, including people who had past or current experience of homelessness. The strategy document included an extensive action plan centred around five key strategic strands.

Since then, the council has worked continuously towards the aims of the strategy, as part of a strong, multidisciplinary partnership of services. As this report sets out, the partnership has achieved many of the actions set out in the original strategy document and has contributed towards a positive impact on homelessness and rough sleeping in West Norfolk. The action plan has acted as an active blueprint for the partnership's work over the last two years.

The government's request for an updated action plan is timely. Firstly, it is good practice to review an action plan as it approaches its midway point. And secondly, the government's programme of Local Government Reorganisation gives an opportunity to focus on making the changes that will place homelessness services in King's Lynn and West Norfolk in the strongest position possible, regardless of the outcome of the final decision made[4].

Thirdly, and most importantly: whilst this review describes strong progress towards our aims, we haven't ended homelessness yet. The council's Housing Needs Service still receive around 150 approaches per month from people who need help with their housing situation, with around 50 of these resulting in a homeless application. Some approach at an early stage, others approach with nowhere to stay that night. So, until we have ended homelessness, we will continue our work, in line with the values and priorities developed with partners and described in our strategy.

This document sets out the progress made and impact achieved over the last two years, the current challenges faced by people who are homeless or at risk, and the actions the partnership will take to address them.

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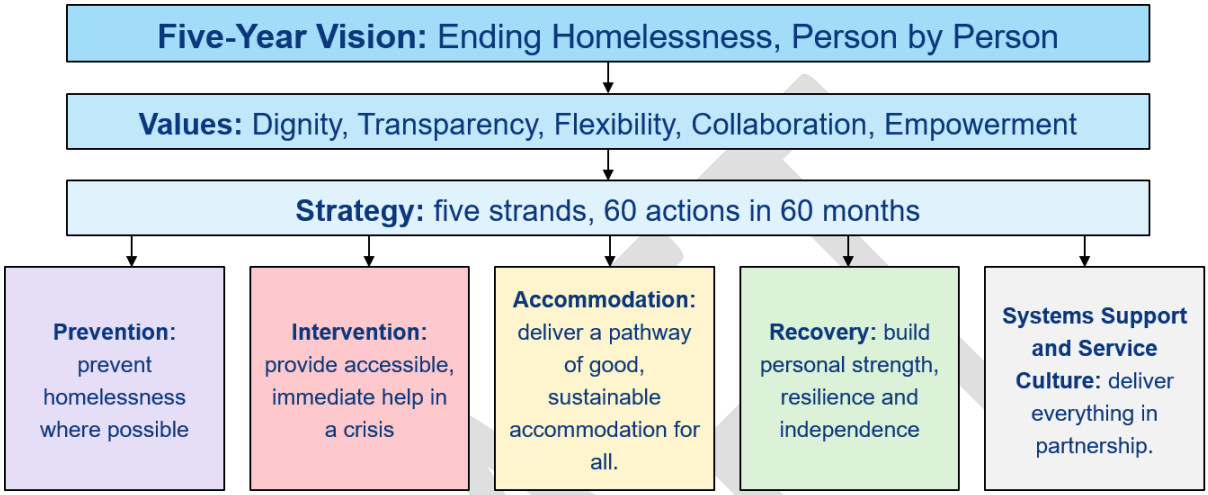
[1] *A National Plan to End Homelessness*, MHCLG, December 2025
[2] *A promising new plan for ending homelessness in England, and how we can help it succeed*, Centre for Homelessness Impact, December 2025
[3] *Homelessness and Rough Sleeping Strategy 2024-29*, BCKLWN, November 2025
[4] *Review of local government reorganisation launched*, MHCLG, September 2026

2. What did we aim to do?

The 2024-2029 Strategy is structured around:

- An overarching vision for 2024-2029
- Values which summarise how we will work
- Five key strategic strands focusing on key areas of development.



The vision of *Ending Homelessness, Person by Person* is an ambition that the council and its partners acknowledged may not be achievable during its five-year term. The strategy concluded that:

- ***"We should set our sights towards ending homelessness**. As services, we want to achieve more than "delivering our service well". We should avoid creating an environment where we perpetuate the need for services that people should never have to access in the first place.*
- ***"We should measure, recognise and (where appropriate) celebrate progress** towards ending homelessness. By ending homelessness, person by person, we recognise the person-centred efforts of frontline workers, as well as the role played by people experiencing homelessness in working towards their own recovery."*

The strategy was a deliberately ambitious document, outlining the partnership's aim to change the landscape of homelessness in West Norfolk through a consistent multi-agency approach. To deliver on all 60 strands, the strategy required buy-in from internal and external partners. In other words, this is not the council's strategy, this is *West Norfolk's* strategy.

The original strategy was adopted by councillors in October 2024 and formally launched through a partnership event in November 2024.

The overall strategy has not been amended. We continue to work towards ending homelessness, person by person, focusing our efforts around five key strategic strands. This report sets out a refreshed action plan which sits underneath the unamended strategy.

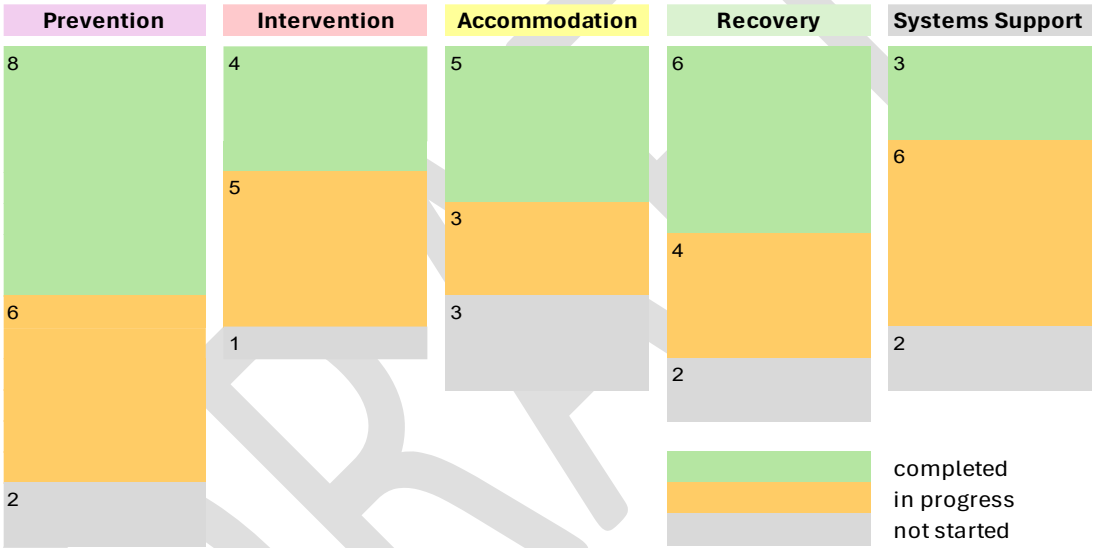
3. What have we done so far?

After launching the strategy, we established a partnership-wide Implementation Group to oversee the implementation of the strategy and promote its values. Additionally, we established several operational subgroups to support the delivery of the strategy.

Nearly two years into its term, the partnership has made good progress against the action plan, with:

- 26 actions completed
- 24 actions in progress
- 10 actions not yet started

The table below shows the breakdown of progress, by strategy strand:



A full list of completed actions, with commentary, can be found within the action plan in Appendix One.

Many of these actions have been completed by council staff. These include:

A redesign of the council's allocations policy for social housing	This has achieved fairer access to social and affordable housing for local residents, including those in overcrowded conditions. It has also improved access to affordable housing for people who are homeless or at risk.
Commissioning of new temporary and emergency accommodation	This has reduced the number of families requiring nightly paid or bed and breakfast accommodation, so that such accommodation is now only used in short-term emergencies. It has also ensured that the council retains

	access to off-the-street accommodation for single people who have multiple barriers to moving on.
Reinstating a home visiting function	This has allowed homeless families, as well as people at risk of eviction from supported accommodation, to receive the support they need in a setting that works best for them, thus improving access to an essential service.

Encouragingly, many actions have initiated by external partners, using the strategy to inform service design. For example, the Purfleet Trust and the DWP (through its Boost scheme) have worked in partnership to improve employment opportunities for people with lived experience of homelessness. From a strategic viewpoint, it has been encouraging to see agencies delivering services in line with a common blueprint.

The partnership has continued to design services alongside people with lived experience of homelessness. For example, of the 261 people who contributed towards the revision of the council's social housing allocation policy, at least 99 had lived experience of homelessness. As a partnership we have much more work to do to empower people to co-produce services with us, but we are pleased to welcome a new Lived Experience Coordinator into the partnership, employed by Shelter as part of a countywide Homelessness Solutions Forum.

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4. What has been the impact of our actions?

IN WORDS

The strategy document states: *"We recognise the person-centred efforts of frontline workers, as well as the role played by people experiencing homelessness in working towards their own recovery."* In the words of frontline workers and formerly homeless people, here are some of the person-by-person experiences of people who have been supported by the partnership[5].

FROM TENT TO 10K (as told by Angela, the Purfleet Trust)

"When we first met Jess[6] in January 2025, she was in her early 30s and rough sleeping with her partner, living in a tent and moving between locations trying to find somewhere safe to sleep. Their situation became increasingly dangerous. They were assaulted on several occasions and even had their tent stolen.

"At the time, Jess had exhausted most of the options available to her. She had previously been evicted from supported accommodation and the Night Shelter, had received a non-priority decision on her housing application, family and friends no longer spoke to her, and she was not in contact with her son. The tent had become her last option.

"Jess was also using Class A drugs – which she said was her only way of getting through the night. It would have been very easy to look at her circumstances, her behaviour and her previous housing history and conclude that she was simply not suitable. Purfleet chose to look at it differently and agreed that if Jess engaged with services and worked with us, we would support her into Purfleet accommodation when a room became available.

"That agreement became the starting point for a very different journey. Jess moved into supported accommodation and, despite warnings, difficult conversations and setbacks, continued to work with us. Changes in accommodation, support arrangements and her engagement with services proved to be important turning points. Jess began attending Narcotics Anonymous, discovered a passion for running, completed 10Ks, and is training towards a marathon.

"Today, Jess wants to volunteer, support other people, establish a running group, gain qualifications and become a fitness coach. She is also addressing housing debts and preparing for independent living. Her story reminds us that being homeless should not be an identity and a person's past behaviour should not be allowed to define their future.

"Jess now talks about what comes next. She is no longer simply surviving. She is planning, and that is when you realise true change is happening."

[5] We have received consent from both case studies to be used within this report, for the purposes of demonstrating the impact of the services and to inform future service development.
[6] She has given permission for us to use her first name, stating that "she is very proud of where she has come from and her story".

A COLLABORATIVE APPROACH TO SUSTAINING A HOUSING FIRST TENANCY (as told by Mel, Home Group)

"This is a male customer with mental health issues and an addiction to THC vapes. The customer had been homeless for 17 years, ever since they were 16 years old – including periods of street homeless. Working together with the council, housing provider and Home Group, they moved into a flat in the town.

"When the customer moved in, they felt good but after a while started to feel trapped and stressed by responsibilities like paying for water and other bills. Because of this anxiety, they felt the urge to give up the flat every few weeks and had handed in about four to six notices to quit.

"Instead of just saying it was a bad idea, the support coordinator helped them fill out the notice, so they felt listened to, while making sure they knew they had four weeks to change their mind. Discussions were had with the housing provider, and email was sent to the landlord to explain the customer's mental health. They were informed they were likely to change their mind within a few days, and the landlord agreed to understand and accept this.

"To stop this constant cycle, the customer and support coordinator made a new agreement. The next time they wanted to give up the flat, they would call the support coordinator first. Instead of sending the notice straight away, they would wait a few days to let the anxiety pass.

"This approach worked well. The customer has not tried to give up their flat or even talked about handing in notice for the last three to four months. The customer now understands that the flat is their safe place. Because their housing is now stable, they are attending mental health appointments, working with CGL for help with their vape addiction, and looking into the future.

"We have learnt that people who have been homeless for a very long time can get overwhelmed by having a flat. By giving them real choices and waiting out the moments of panic, we can help them settle down and keep their home."

FURTHER WORDS

"The value that colleagues and I feel that SHPS offers to Kings Lynn and West Norfolk is that we bridge the gap with the unknown! We are working with families daily that struggle with using the Internet, struggle to talk about and share their housing situations sometimes because of shame, embarrassment or fear.

"I feel that we are building a strong alliance and offering a robust and reactive service to the community and the customers feel as if they are being listened to and feel grateful - and show appreciation for the support that we provide collectively." **Kelly, The Benjamin Foundation (SHPS)**

"One example of positive partnership working involved a young person we were supporting where there were concerns around their potential involvement in county lines and drug dealing. We worked closely with the young person to address the concerns and ensure the appropriate

safeguarding steps were taken. The suspected criminal activity was reported, while at the same time we continued to engage with the young person rather than allowing the situation to become solely about enforcement. We were able to support them to access specialist drug support services and begin addressing some of the issues that were putting them at risk. This highlighted the importance of agencies working together around both safeguarding and prevention, particularly when dealing with young people who may be vulnerable to exploitation." **Kate, YMCA**

"There have been so many supported! The plan works – a client comes to us, we highlight to Housing Options, they get them emergency accommodation if they need it, SHPS steps in to get them private rent. We support with ESOL, job opportunities, CV writing, volunteering and all the forms. It's not an individual story but it is what is happening. It is wrap-around support. No-one [who has come through the service] is yet homeless, no-one has tried to harm themselves. We feel we are doing it right." **Julie, Hanseatic Union**

IN NUMBERS

As part of its framework, the Government has asked all local authorities to report on their progress against a series of key metrics relating to:

The prevention of homelessness	"Working with people who are threatened with homelessness within 56 days to help prevent them from becoming homeless" by helping them retain their existing accommodation or helping them find alternative accommodation[7].
The relief of homelessness	Working with people who are homeless and eligible for assistance, "taking reasonable steps to help them secure suitable accommodation"[8].
Success at preventing and relieving homelessness for people who experience "multiple disadvantage[9]"	This relates to people who have *three or more* of the following support needs recorded: offending history; victim of domestic abuse; history of repeat homelessness or history of rough sleeping; drug or alcohol dependency needs; history of mental health problems
The use of temporary accommodation	In particular, the use of temporary accommodation for families, as well as the use of Bed and Breakfast accommodation for families, which should be seen as a last resort[10].

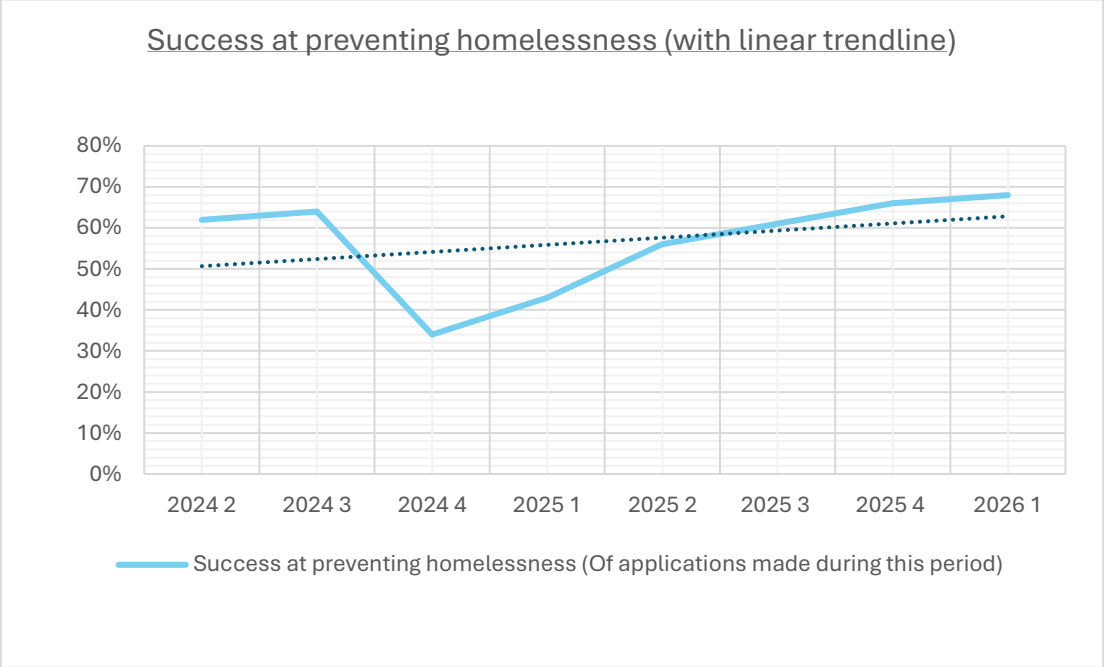
[7] *Homelessness code of guidance for local authorities. Chapter 12: Duty in cases of threatened homelessness (the prevention duty).* MHCLG, 2018-2026
[8] *Homelessness code of guidance for local authorities. Chapter 13: the relief duty*. MHCLG, 2018-2026
[9] *A Local Plan to End Homelessness*. MHCLG, 2026
[10] *Homelessness code of guidance for local authorities. Chapter 17: Suitability of accommodation*. MHCLG 2018-2026

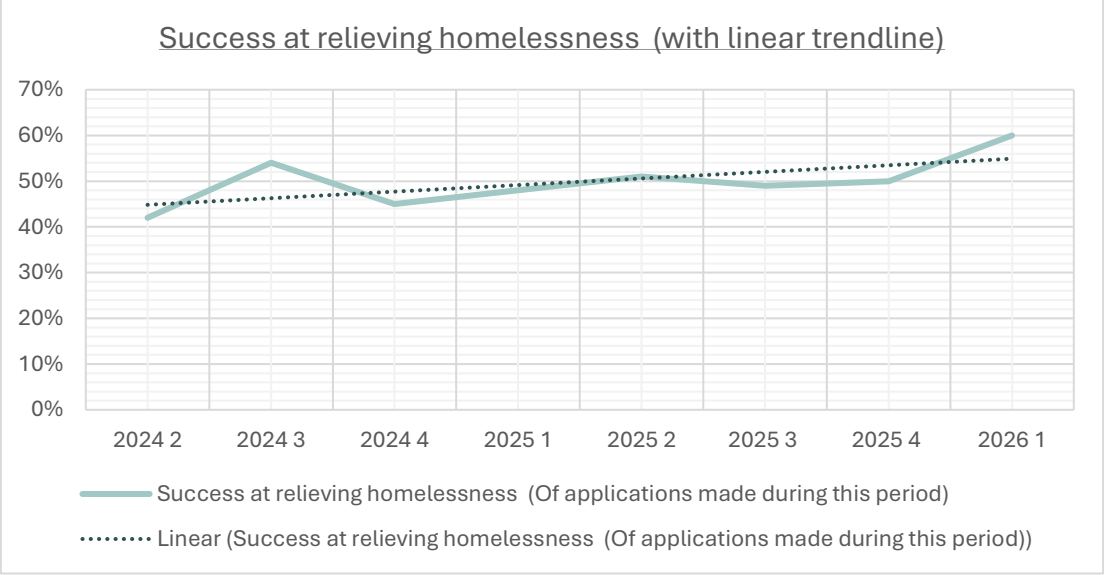
The number of people sleeping rough	In particular, the number of people sleeping rough who are 'long term' - individuals who have been seen sleeping rough recently and have also been observed sleeping rough on at least three separate months over the past year.

As part of the review, we analysed performance against these metrics since the launch of the strategy.

Prevention and relief of homelessness

The partnership has made steadily positive progress against both metrics over the last two years, as represented in the graphs below:

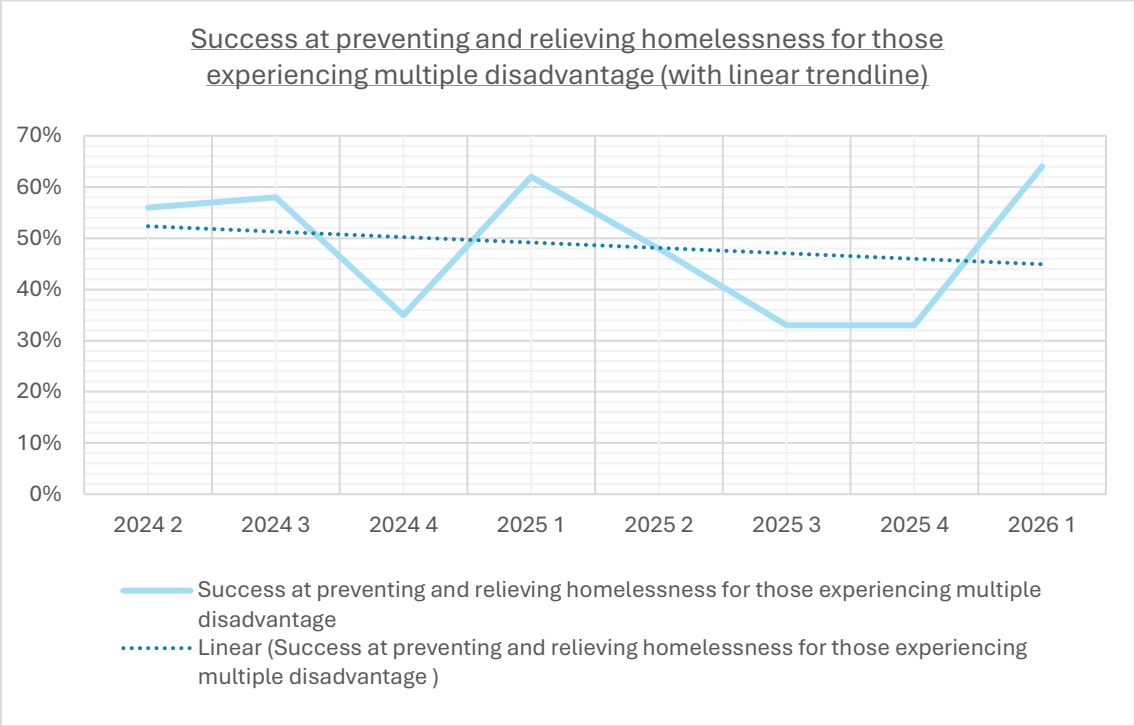




Against both metrics, the success rate has improved over the last two years, rising from 62% to 68% for prevention outcomes and from 42% to 60% for relief outcomes. Several of the strategy's actions have contributed towards this, including:

- Recommissioning of the Sustainable Housing Pathway Service (SHPS)[11], which continues to support households facing homelessness to access privately rented accommodation
- Revising the Homechoice allocation policy[12] to give greater priority to households who are owed a prevention or relief duty.
- Embedding a new data analyst role to identify key areas of pressure and inform operational decision-making.

Success at preventing and relieving homelessness for people experiencing multiple disadvantage has been mixed. Although the most recent quarterly figures show a sharp increase in success, the overall trendline shows a lower rate of success compared with the overall homeless population:



Since the launch of the strategy, several actions have been carried out to support this cohort, including:

- Developing a "By Name" partnership[13] to resolve the homelessness of those who are furthest away from having their housing needs sustainably met.

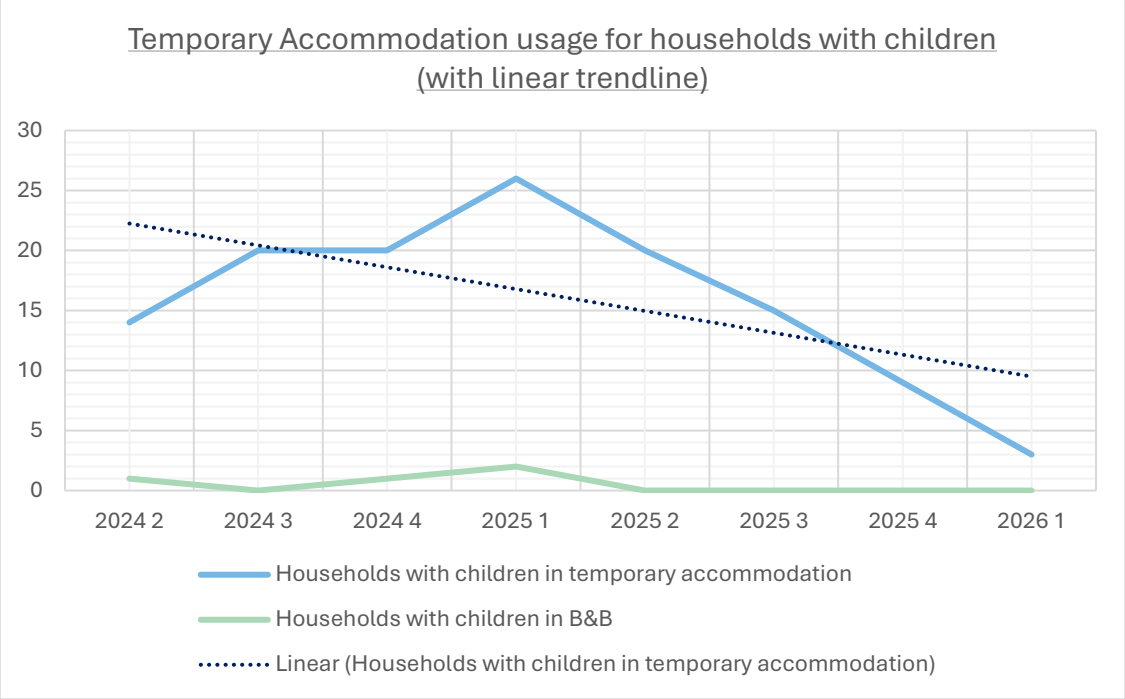
[11] *SHPS*, The Benjamin Foundation
[12] *West Norfolk Homechoice – Allocation Policy*. BCKLWN, 2025
[13] This approach was taken from an element of the Built for Zero approach promoted by the charity Crisis. In their words, "you can't solve a problem you can't see". In West Norfolk, levels of rough sleeping are low but there remains a cohort of homeless individuals who exist in unstable, unsustainable or dangerous living conditions. The By Name group identifies these individuals, person by person, and works collaboratively towards ending their homelessness.

- Replacing the Welfare Cabins, commissioned during the COVID pandemic, with four self-contained flats for people who would otherwise have to sleep rough.
- Recommissioning a Housing First[14] service which continues to provide sustainable housing and trauma-informed support for formerly homeless people.

Nevertheless, these figures correlate with what partners have described, as set out in section five of this document – we have not yet ended homelessness for many people who experience multiple disadvantage.

Temporary Accommodation

The Homelessness Review[15], published in early 2024, highlighted the difficulties faced by families who, at the time, were housed in unsuitable nightly-paid or Bed and Breakfast accommodation. Based on the metrics requested by the Government, the council's use of temporary accommodation for families has reduced significantly over the term of the strategy:



'Snapshot' data showing the number of households at the end of each quarter

Although the partnership has not eliminated instances of families in temporary accommodation, it is encouraging that instances are relatively rare.

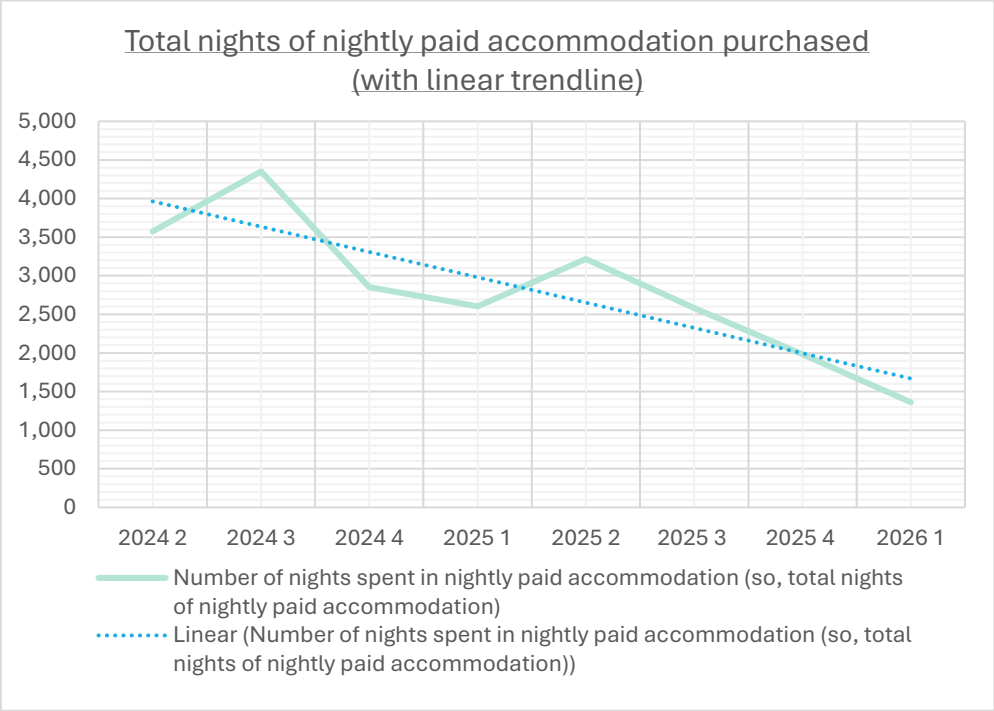
Nightly-Paid Accommodation

Nightly-paid accommodation (typically spot-purchased or block-booked through commercial providers) is the most expensive and often least suitable form of accommodation for homeless households. The strategy committed to "avoiding and reducing the use of Bed and Breakfast and

[14] *About Housing First*. Homeless Link
[15] *Homelessness: A Review*. BCKLWN, 2024

nightly-paid accommodation." As part of this, the council's Temporary Accommodation policy (published in the spring of 2026) commits to commissioning alternatives.

The graph below shows a steady decline in the use of such accommodation over the last two years:



Although the decline has in part been achieved through implementation of the strategy, it has also been achieved through the diligent 'business as usual' work of council officers and commissioned and non-commissioned partners – taking a 'person by person' approach to ending homelessness.

Rough Sleeping

The government describes people sleeping rough as "individuals sleeping, preparing to bed down, or bedded down in the open air (like streets, parks, or doorways) or in structures not designed for human habitation (such as sheds, cars, or derelict stations)". Based on this, the levels of rough sleeping in West Norfolk have remained low over the last two years:

Quarter	People sleeping rough on a single night	People sleeping rough number who are long term
2024 2	1	1
2024 3	1	0
2024 4	1	0
2025 1	*No Data*	*No Data*

2025 2	1	1
2025 3	2	1
2025 4	0	0
2026 1	2	0

'Snapshot' data showing the number of individuals at the end of each quarter

A partnership approach contributes towards low levels of rough sleeping, including a commissioned Intensive Support Service which identifies people sleeping rough and supports them to find and sustain accommodation.

The above figures are based on single-night 'snapshots' – which means that over the course of a quarter, there will be more than one or two people identified as sleeping rough. However, this shows that rough sleeping is both rare and brief, with individuals supported to end their homelessness.

Nevertheless, the figures risk masking the true extent of single homelessness locally, most of which is found not on the streets but in precarious, unsustainable and sometimes dangerous living conditions. As the next section explains, we face a continued challenge to end homelessness for those who experience multiple disadvantages (and therefore, multiple barriers to finding and sustaining suitable accommodation).

DRAFT

5. What do we know about the current challenges?

To refresh the action plan, we consulted with members of the Homelessness Strategy Implementation Partnership as well as its Prevention and Recovery subgroups. We consulted with senior members of the council's Housing Needs Service, and analysed data submitted to central government by the Housing Needs Service, and well as data submitted by commissioned partners. We also drew on conversations with strategic and operational staff members, during service visits carried out in the summer of 2026. A copy of the current action plan was circulated to over 80 internal and external partners for comment. Altogether, 54 individuals from 18 agencies contributed towards the consultation.

Through this process, we were able to identify three key themes that summarise the current challenges the partnership faces, in seeking to end homelessness in King's Lynn and West Norfolk.

A PERSON-CENTRED APPROACH TO ENDING HOMELESSNESS

During the consultation, partners recognised that homelessness is rooted in personal circumstances beyond a lack of housing. Partners demonstrated a desire to move towards outcomes driven by trauma-informed, person-centred support.

As part of this discussion, Housing First was identified as a positive model. The service has been commissioned to take an open-ended approach to supporting people, regardless of engagement levels. By building trust and slowly encouraging stability, it helps individuals to build trust in a system that may have failed them in the past.

Partners described some individuals who are still caught in a cycle where they fail to meet service thresholds, lose support and subsequently become homeless (or at risk), including:

- People with learning difficulties
- Families with neurodivergent or disabled children
- Individuals with alcohol dependency.

Mental health was described by partners as one of the most significant barriers to ending homelessness for households. Partners expressed concerns about access to mental health services and thresholds for receiving support. They also highlighted the need for "dual diagnosis" support for people who experience co-occurring mental health and substance misuse issues. As one respondent commented: *"We often hear that individuals 'won't engage' - we need to be asking ourselves how we can engage differently with them."*

A 'WHOLE SYSTEM' APPROACH WITH STRATEGIC AND OPERATIONAL BUY-IN

Throughout the discussions, partners were keen to describe the effectiveness of positive joint working towards ending homelessness. The By Name group was highlighted as a strong example of this, with agencies collaborating towards resolving individuals' barriers to homelessness.

Partnership work was also a key theme of feedback gathered from service visits – each agency was able to identify a group of partners that worked with them towards achieving their aims.

However, partners were keen to see the partnership extend so that it encompassed every part of the 'system' that someone might rely on when looking to end their homelessness. There was a shared frustration that, while many people were now suitably and sustainably housed, a cohort of individuals remained homeless. Agencies expressed that fresh and wider perspectives were needed to resolve such cases. As one partner described, *"we're tired of having the same conversations with the same partners about the same people. We need to widen the net."*

Partners were especially keen to work more collaboratively with mental health and social care providers. Additionally, partners emphasised the importance of the work of housing providers, particularly in terms of tenancy sustainment and support, recognising that homelessness is not ended solely through the provision of housing.

Partners also identified circumstances where there was a misalignment between strategic and operational decision-making, where:

- The strategic ambition towards working collaboratively was not always reflected in operational culture and practice
- An operational desire to work pragmatically towards ending someone's homelessness was not always supported by the decisions and instructions of senior managers.

TWO-WAY COMMUNICATION

The importance of strong, two-way communication was a further theme of discussions. Partners demonstrated a strong appetite for engagement and information-sharing – for example, through the re-establishment of the Norfolk Homelessness Solutions Forum, the Homelessness Strategy Implementation Partnership and its subgroups, and through proactive engagement with private sector landlords. Partners were keen to ensure that people with lived experience of homelessness have opportunities to influence how services and processes are designed.

However, partners described challenges both in terms of communicating directly and indirectly with groups at risk, including:

- Households continuing to approach for assistance at the point of crisis, where earlier intervention could be achieved through effective communication. For example, an individual evicted from a family home may have been at risk of eviction for many months without seeking help (or without family members seeking help on their behalf). That individual's situation may be known to their employer, their landlord or their health provider.
- Statutory agencies with a legal Duty to Refer[16] making relatively low levels of referrals, highlighting referral gaps that were intended to be addressed by legislation.

[16] A full list of agencies with a duty to refer can be found on GOV.UK. It is worth highlighting the positive partnership work coordinated by HM Prison and Probation Service. A multi-agency, weekly Criminal Justice Collaboration meeting helps agencies to explore housing options where an individual would otherwise be homeless upon prison release.

- Some inconsistencies in messaging and communication across services, leading to a gap between the expectations/perceptions of individuals and the reality of what is available. (This works both ways: some individuals may not have approached for support or registered for social housing because they believed nothing was available for them; others may expect accommodation that is not currently available to them).

Additionally, partners expressed a desire to improve the visibility of people who have experienced homelessness or are at risk, including those living in poor quality accommodation such as some caravan sites.

DO WE NEED TO REWRITE THE STRATEGY?

Having reviewed our progress, one option available to the partnership would be to opt for a full rewrite of the strategy from vision downwards. However, we remain committed to delivering the original strategy for the following reasons:

The strategy was intended as a long-term statement of ambition.	Ending homelessness, person by person was a deliberately ambitious vision which the original strategy document acknowledged "may not be achievable within the lifespan of the strategy".
The strategy was developed and agreed by our homelessness partnership.	The partnership remains committed to the original intent of the strategy.
The strategy aligns closely with the government's national strategy.	The council's Housing Needs Service carried out an analysis of the strategy against the national homelessness strategy. The "pillars" described in the national strategy bear strong similarity to the five key strands in the King's Lynn and West Norfolk strategy. There are some minor areas of variance, which have been reflected in the revised action plan.
The partnership is delivering on the strategy's aims.	As stated above, the partnership has taken ownership of the strategy, with 26 actions completed and 24 actions in progress towards completion.
Data tells us that the strategy is working.	As stated in part 4 of this report, the strategy is helping towards improved levels of prevention and relief outcomes, reduced use of temporary accommodation (especially for families) and minimal levels of rough sleeping. We haven't ended homelessness yet, but person by person, we appear to be heading in the right direction.

6. What will we do to address current challenges?

To address the challenges outlined above, we have created a revised action plan, based on the plan published in 2024, which is underpinned by the vision, values and key strategic strands set out in the original strategy. The plan aligns with stakeholder feedback and with the priorities set out in the national strategy, accounting for variances in local need.

In the original strategy document, we committed to updating the action plan regularly. At its midway point, we have reviewed every action within the plan and have either retained, amended or paused the action, based on progress made, current data and future challenges:

Retain	Where the original wording of an action remains relevant, and where we still intend to complete (or continue delivering against) the action, we have retained the action with its original wording. For example: "develop single person accommodation that incentivises paid employment" (action 3.4) has been retained. A total of **36 actions** have been retained.
Amend	We have amended a total of **19 actions** where: • We have completed on the original action and are now monitoring its delivery and effectiveness, such as the recommissioning of the Intensive Support Service (1.8) • Data and experience requires us to refocus the action on a particular client group, such as the development of emergency accommodation for people who face multiple disadvantage (2.1) • A specific project has been replaced by the adoption of a system-wide approach, such as the development of meaningful and positive relationships for formerly homeless people (4.5)
Pause	We have paused a total of **five actions** where: • Current data does not demonstrate sufficient need for a project. For example: the needs of single homeless households with multiple support needs[17] are unlikely to be met through a rent-a-room scheme (3.5) • We await a government toolkit outlining best practice. For example, the government will be publishing a Workforce Development toolkit for the homeless sector, which will help inform our own "best practice" guide (5.3)

We have also added **seven new actions** which fall under the key strategy strands, and which respond to current homelessness trends, changes in legislation and feedback from external partners.

[17] This cohort of applicants are disproportionately likely to require nightly-paid interim accommodation and are likely to spend longer in interim accommodation than other household types.

Ownership and Accountability

Appendix Two provides an overview of the governance structure underpinning the delivery of the strategy. In brief terms:

- **Ownership is shared by members of the Homelessness Strategy Implementation Partnership (HSIP).** Whilst the council hold responsibility for the creation and maintenance of the action plan, it recognises that its delivery is only possible through the buy-in of local partners, who form HSIP. Additionally, HSIP members commit to 'acting as champions for the strategy' within their sphere of influence. Many HSIP members contribute to other strategic boards (such as Marmot, the West Norfolk Place board and the King's Lynn Neighbourhood Board), thus ensuring alignment between this strategy and other local strategies and plans.
- **Ownership is led by council officers.** Currently, the council's key officers with responsibility for delivering the strategy are the Housing Services Manager and Senior Housing Manager, who are within the Regeneration, Housing and Place directorate.
- **Ownership is accountable to elected members and senior leaders.** We commit to reporting progress regularly to the council's Environment and Communities Panel as well as reporting progress against key metrics to its Corporate Performance Panel. The council's Executive Leadership Team provides oversight, scrutiny and constructive challenge.
- **Ownership is also accountable to people who are experiencing, or who have experienced homelessness.** In section 7, we set out how we will include current and former service users in the process of evaluating our progress.
- **Ownership happens at a strategic and operational level.** Reporting into HSIP are several subgroups focused on delivering against operational objectives set out in the action plan.
- **Ownership includes appropriate escalation channels** if we continue to experience barriers to delivery. This could include (but is not limited to) escalation to HSIP, the Place Board, ICB leadership or through Marmot governance.

The action plan sets out who is responsible for each individual action.

Funding and Resourcing

The action plan sets out how it will be resourced, as follows:

Fully Funded	This indicates that funds have been earmarked to deliver the action in full, such as delivery of an information, advice and guidance contract (1.5)
Existing Resources	This indicates that current resourcing is sufficient to deliver the action in full – either by continuing as usual, or by repurposing existing resources.

Partially Funded	This indicates that current resourcing is sufficient to deliver the action, but that further funding may be necessary to maximise its impact. For example, a borough-wide education plan around homelessness prevention covering all stakeholders (1.1) would require additional staffing, but resourcing is sufficient to deliver an initial education plan to all statutory partners.
Not yet funded	This indicates that we have not secured/allocated funding to deliver the action – for example, developing a pathway to support and accommodate substance users (3.11). In each case, the action plan briefly outlines options for obtaining funding.

As set out in the original strategy document: the council and its partners continue to commit to seeking out external funding opportunities and maximising buy-in from stakeholders across all sectors.

A SUMMARY OF THE ACTION PLAN

The revised action plan now contains 67 actions across the five key strands. The action plan aims to address the key challenges identified during the review. Below is a summary of the revised plan.

PREVENTION

The action plan continues to prioritise prevention as the ultimate means of ending homelessness. It is no coincidence that the greatest number of actions fall within the prevention strand. The action plan seeks "to ensure that, wherever possible, a person at risk of homelessness does not become homeless, to identify at-risk groups and individuals as early as possible and to support 'universal' measures that will reduce the risk of homelessness for all residents."

- **A PERSON-CENTRED APPROACH:** The plan includes a renewed commitment towards providing homelessness prevention services in settings that work for customers, such as supported accommodation sites and rural settings. It also commits to developing methods to tackle certain causes of homelessness earlier. For example: within the next six months, the council's housing needs service will carry out **a review of homelessness approached caused by evictions by family members** and develop a plan to facilitate earlier intervention. The plan acknowledges the need for strong information and advice to prevent crises occurring.

- **A WHOLE SYSTEM APPROACH:** The plan seeks to improve outcomes for people leaving hospital and other medical settings, recognising that it takes a multi-agency approach to prevent homelessness, especially where there are multiple barriers to achieving this aim. To achieve this, by June 2027 **the council and partners will complete a review of the current hospital discharge process,** learning from 'walk-throughs' of individual case studies as well as the experiences of operational staff. The partnership will utilise its close

links with the Norfolk and Suffolk Integrated Care Board to ensure strategic buy-in, as well as using the review's findings to develop improved processes between operational teams.

Similarly, it recognises the risk faced by new refugees and people from abroad, both in terms of homelessness and exploitation, and advocates for an approach that enables equitable access to mainstream services. A multidisciplinary partnership was launched in 2026 and will contribute to ensuring that homelessness prevention levels for this vulnerable cohort remain high.

- **TWO-WAY COMMUNICATION:** The plan places a strong emphasis on the importance of communication to reinforce a "prevention-first" agenda. This includes **the development of a homelessness champion role (to be piloted with statutory partners in 2027)** and a focus on communicating with private sector landlords and agents. The plan also commits to evaluating our work with private sector tenants through the opinions and experiences of people who have lived in privately rented accommodation.

INTERVENTION

The action plan covers our emergency response for all households, from single people with multiple support needs, to families, to victim-survivors of domestic abuse. It reasserts our commitment to minimising the use of nightly-paid accommodation, procuring accommodation in line with the council's recently published Temporary Accommodation policy. The action plan seeks "to ensure that people who are homeless are identified quickly and placed into suitable, cost-effective accommodation where necessary, avoiding the use of Bed and Breakfast and nightly-paid accommodation [and] to ensure that support is provided to overcome barriers to accessing (and sustaining) emergency accommodation."

- **A PERSON-CENTRED APPROACH:** The plan acknowledges the need to design temporary accommodation around the needs of people who are homeless and who may be sleeping rough. This includes designing **sufficient emergency accommodation for people, including couples, who may struggle to accept (and maintain) an off-the-street offer**.

- **A WHOLE SYSTEM APPROACH:** The plan commits to establishing stronger links between the homelessness partnership and local social care partners. As an initial step to achieve this, the plan commits **to expanding the "By Name" partnership in response to feedback,** including adding members from health and social care disciplines by March 2027. This will improve our ability to end homelessness for people who are the furthest away from having their housing needs sustainably met – unpicking why people are not gaining traction in the existing system and ensuring that care needs are identified and met effectively.

  The plan also commits to developing our response to domestic abuse, through a newly commissioned service (Project Aurora) that aims to **support women to overcome multiple barriers to living safe and healthy lives**. Again, the plan emphasises the importance of equitable access to services for people who may have historically struggles to navigate the system successfully.

- **TWO-WAY COMMUNICATION:** The plan includes the development of an accessible "what to expect" document for applicants and partners, to demystify what can seem like a complex process.

ACCOMMODATION

The plan continues "to ensure that safe affordable accommodation, suitable to their needs, is available to everyone who needs it [and] to ensure that people residing in short/medium term accommodation (such as hostels) are supported to move on in a timely and sustainable manner." The plan will be closely informed by the outcome of a countywide Supported Housing Needs Assessment, due for publication in early 2027.

- **A PERSON-CENTRED APPROACH:** The plan includes a commitment towards delivering Housing First: a person-centred housing and support model which remains effective in ending homelessness for single households who may otherwise struggle to navigate mainstream pathways. The **Supported Housing Needs Assessment** will review current provision against the person-by-person needs of West Norfolk's homeless population and will help us shape future service provision. The council will lead on publishing a Supported Housing Strategy by March 2027 in response to this assessment.

- **A WHOLE SYSTEM APPROACH:** The plan includes a renewed commitment to develop a housing and support pathway for people who may have **a 'dual diagnosis' of substance misuse and mental health difficulties**. A successful pathway will be contingent on support from health and social care partners and well as housing providers.

- **TWO-WAY COMMUNICATION:** The plan emphasises the importance of good communication and relationship development with private sector landlords and agents. **A new tenancy relations officer**, funded by MHCLG in response to the implementation of the Renters Rights Act, will be recruited by Spring 2027. They will re-engage the sector and explore ways of incentivising access to suitable, sustainable accommodation. This supports the Private Rented Sector policy recently published by the council.

RECOVERY

The action plan stresses the importance of preventing repeat homelessness, in line with national policy. It seeks to go beyond a model that relies solely on traditional "tenancy sustainment", seeking to ensure that people have opportunities to access the wide variety of leisure, cultural and social activities that are available to residents. The case studies in section 4 tell us that recovery is possible; the plan aims "to ensure that nobody experiences homelessness more than once, and that formerly homeless people are empowered to thrive in the borough."

- **A PERSON-CENTRED APPROACH:** The plan commits to a tailored approach towards helping formerly homeless people to progress from simply surviving, to planning for the future. This includes improving access to employment, access to social activities, and **helping people develop and/or restore their relationships with children** or other family

members. Services like Housing First and the Intensive Support Service will continue to embed this approach into their delivery.

- **A WHOLE SYSTEM APPROACH:** The plan acknowledges that mental health can be a barrier to recovery. We have an excellent opportunity to further develop its support provision for people experiencing mental health difficulties – the plan aims to "ensure fair access to mental health services for homeless people". There are two specific opportunities to achieve this:
    - **Neighbourhood Mental Health Hub:** The NHS Norfolk and Suffolk Integrated Care Board (ICB) and the Norfolk and Suffolk Foundation Trust (NSFT) are leading on the development of a programme to deliver **"accessible, joined-up care within local communities"**.[18] This programme includes a hub in King's Lynn, with multidisciplinary expertise and a focus on prevention and personalised care. The council's Housing Needs Service will liaise with senior internal partners[19] to ensure that the needs and experiences of homeless people are reflected in the hub's development.
    - **Housing Clinic:** The council has recently been approached by NSFT who are exploring the development of a project to 'get under the skin of local mental health and housing issues[20]' and co-develop an improved pathway between the two services. The project demonstrates a willingness at strategic level to improve systems, matched by a willingness at operational level to resolve case-level problems[21]. The project is still at an early stage, but it has already gained initial support from senior NSFT staff and strategic leaders within the council.

- **TWO-WAY COMMUNICATION:** The plan emphasises the importance of partnership work in achieving this. Embedded within the plan is a commitment to maximise the effectiveness of commissioned services such as the Sustainable Housing Pathway Service (SHPS) and Norfolk Citizens Advice, increasing referrals from multiple sources. The council launched a programme of annual visits of commissioned services in summer 2026 and will continue this on an annual basis to ensure 'on-the-ground' challenges are identified and resolved.

SYSTEMS SUPPORT AND SERVICE CULTURE

Finally, the action plan describes the partnership-based approach we will take towards ending homelessness. As stated in part 5, our ambitions will only be achieved if maximise the resources

[18] *Neighbourhood Health Centres: bringing care closer to communities*. NHS Norfolk and Suffolk ICB, 2026

[19] In other words: ensuring that BCKLWN representatives on the Neighbourhood Mental Health Centre Steering Committee are well briefed on the current challenges facing homeless households who experience mental health difficulties.

[20] There are multiple reasons why the process of rehousing someone might break down, especially where they experience mental health difficulties or other exclusions. These could include: an operational process not being followed; a process being unnecessarily bureaucratic; senior management blocking operational decision-making; a lack of resources (leading either to individual mistakes or a 'tunnel vision' approach to casework); or preconceptions about individual service users.

[21] For example, the council's housing needs service has recently delivered training for NSFT staff members. NSFT described the session as "informative and helpful", having "a positive impact on their practice and confidence when supporting service users".

available to us. The plan aims "to work as one borough to achieve prevention, intervention, accommodation and recovery aims, designing services with service users and in line with the values of the partnership." It also describes the importance of strong lines of communication between partners, and a robust feedback mechanism with those who have experienced homelessness.

- **A PERSON-CENTRED APPROACH:** The plan commits to a trauma-informed approach to service design and delivery. The partnership has made improvements over the last two year in this respect (including **the development of specialisms for housing options staff** and an improvement in data sharing between agencies on some projects) but further work is required to ensure that the approach is fully embedded into everything we do. This includes the council's Housing Needs Service redesigning its external communications (including Personal Housing Plans and advice letters) by March 2027. This coincides with a launch of housing options officer 'specialisms' around areas such as domestic abuse, young people and those who experience multiple disadvantage.

- **A WHOLE SYSTEM APPROACH:** The plan commits to further **developing links with key services, other council departments and elected members.** Again, strong progress has been made in this area over the last two years (as outlined in the action plan) but this remains a priority. The plan also acknowledges the vital importance of housing and homelessness prevention in achieving West Norfolk's ambition to establish itself as a Marmot Place, improving life for residents across a wide spectrum of determinants.

- **TWO-WAY COMMUNICATION:** The plan commits to completing a revision of all letters, leaflets and communications issues by the council's Housing Needs Service. Additionally, a revised data portal will provide clearer information to residents and partners, particularly in relation to the availability of affordable housing locally. The plan welcomes the recruitment of a Lived Experience Coordinator, employed through the Norfolk Homelessness Solutions Forum, who will help us further embed an ethos of co-production. **The partnership's own co-production group will be re-launched** by January 2027. In the meantime, a co-production session, hosted by the Purfleet Trust and co-facilitated by Shelter, will be held in November 2026, focusing on overcoming multiple barriers to finding and sustaining accommodation.

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7. What will success look like?

As stated in the original strategy, success against our vision of ending homelessness, person by person, will be incremental.

SUCCESS AGAINST KEY METRICS

As part of its "Local Plan to End Homelessness", the government requires all local authorities to set targets against a series of metrics relating to rough sleeping, temporary accommodation use, and the prevention and relief of homelessness.

The council has set targets that seek to:

- Continue to improve its success in preventing and relieving homelessness.
- Reduce the gap between its success for the general homeless population and its success for households who face multiple disadvantage.
- Continue to reduce the number of families in temporary accommodation and avoid use of bed and breakfast accommodation for families.
- Continue to minimise instances of rough sleeping and avoid long-term rough sleeping.

The council's targets are as follows:

Metric	Baseline[22]	September 2026	September 2027	September 2028
Households with children in temporary accommodation[23]	**10**	*8*	*6*	*4*
Households with children in B&B over 6 weeks[24]	**0**	*0*	*0*	*0*
Households with children in B&B[25]	**0**	*0*	*0*	*0*
Success at preventing homelessness	**58%**	*66%*	*70%*	*75%*

[22] Data available as of National Strategy Publication – December 2025
[23] Snapshot at end of month
[24] Snapshot at end of month
[25] Snapshot at end of month

Success at relieving homelessness	**51%**	*56%*	*61%*	*67%*
Success at preventing and relieving homelessness (combined)	**53%**	*61%*	*66%*	*70%*
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	**48%**	*56%*	*62%*	*67%*
People sleeping rough who are long term[26]	**0**	*0*	*0*	*0*
People sleeping rough on a single night[27]	**1**	*2[28]*	*1*	*0*
People sleeping rough over the course of a month	**N/A**	**10**	**6**	**4**

KEY	Metric set by government	Local metric set by council

In addition to the metrics required by government, the council has added local metrics which improve monitoring of progress towards ending homelessness. For example, recording the number of people sleeping rough across a month provides a more accurate measure of progress than a once-a-year, single night snapshot. Whilst services have a strong record of supporting people sleeping rough into accommodation rapidly, we risk masking the number of people who may sleep rough even for a short period of time.

SUCCESS AGAINST INDIVIDUAL ACTIONS

The revised action plan includes a measurable definition of 'what success looks like' for each action, along with a proposed target date. Measures of success include:

- An increase in the number of enquiries received at an early stage
- Reduction in instances of homelessness among a certain cohort

[26] Snapshot at end of month
[27] Snapshot – annual evidence-based estimate, chaired by the council and attended by local statutory, commissioned and voluntary sector services.
[28] Data at time of writing suggests that there has been a small spike in the number of people sleeping rough. The above target aims to reduce this number by mid-November.

- Contribution towards a reduction in the use of nightly-paid accommodation
- Establishment of a new service
- Ongoing delivery of a contract in line with agreed Key Performance Indicators

Another key measure of progress is sustainment: "ensuring nobody experiences homelessness more than once". As well as being built into existing commissioned service contracts (such as SHPS and the Intensive Support Service), we will utilise the council's homelessness case management system to record and monitor instances of repeat homelessness, using trend analyses to inform service delivery.

Our progress will be measured by partners and by the council's Housing Data Analyst and will be monitored by the Homelessness Strategy Implementation Partnership and its subgroups.

SUCCESS AS BUILT INTO COMMISSIONED SERVICES

Each service commissioned by the council delivers against a set of key performance indicators agreed between the council and its commissioned partners. Some of the service visits carried out in summer 2026 included a review and redesign of KPIs set to reflect a changing customer demographic. As a further example, Project Aurora (due to launch in January 2027) will pilot an evaluation model focusing on:

- The incremental impact of the service on individuals' lives (including their health, wellbeing, confidence and so on),
- Specific, measurable outcomes relating to individuals' circumstances (such as finding and sustaining accommodation),
- Cost savings to the wider system arising from the service[29].

Services such as Aurora, Housing First and the Intensive Support Service have wellbeing measures built into their delivery models. As a partnership (within HSIP meetings), we will review their evaluation methods over the next year in order to establish and implement 'best practice' for measuring the impact of our work on customer wellbeing.

SUCCESS ACHIEVED BY LEARNING AND REVIEW

The partnership is committed to learning through cases where we have been unable to end someone's homelessness, or where a household has experienced difficulties navigating the system. This learning will help improve operational practice as well as informing strategic decision-making and system design. Actions will include:

[29] This will be calculated using a cost-benefit analysis model such as the Greater Manchester Cost Benefit Analysis model or similar.

- The council's housing needs service reviewing each complaint received to identify the root cause, and work collaboratively with internal and external partners to resolve any systemic issues.
- On a quarterly basis, the council's housing needs service reviewing trends identified through member enquiries and MP enquiries, which may inform wider strategic discussions.
- Using partnership meetings, such as the planned Housing Clinic (led by NSFT), to 'walk through' the steps that someone might have to take to end their homelessness, and to identify ways of making the process simpler and more impactful.
- Effective engagement with people who have experienced homelessness, as described below.

SUCCESS AS DESCRIBED BY PEOPLE SUPPORTED BY THE PARTNERSHIP

As part of our work to measure the success of the action plan, we will involve people with lived experience of homelessness. We will deliver this through the HSIP Co-Production subgroup, which will relaunch by January 2027.

In West Norfolk, we have a wide range of partner organisations keen to support with this work. YMCA, The Purfleet Trust, King's Lynn Night Shelter and MensCraft have all expressed a desire to work with the new Lived Experience Co-ordinator, initially focusing on individuals who face multiple barriers to finding and sustaining accommodation. We would like to expand this network to ensure that families and social tenants are well-represented – we will use HSIP and its subgroups to achieve this.

For some actions, we will ask people with lived experience to describe to us what success looks like – for example, service users will help determine what "fair access to mental health services" (action 4.1b) looks like.

Elsewhere, we will measure our success through customer feedback. For example, we will develop "a clear and comprehensive communications strategy around homelessness" which would contribute towards a reduction in complaints upheld by the council's housing needs service. To demonstrate the changes resulting from a co-production approach, the Lived Experience Advice Group will support us to measure our success. This will include (but is not limited to:

- Results from customer surveys;
- Feedback from discussion groups;
- A well-maintained feedback loop where we tell customers what we have done in response to their feedback[30].

[30] We have already begun this work: at a co-production session hosted by the Purfleet Trust in November 2026, we returned to the site of a strategy development session held in 2024 and explained how service user voice had shaped the original strategy.

8. Risks and Mitigations

The continued success of the Homelessness and Rough Sleeping Strategy is dependent on multiple social, economic and organisational factors. To achieve its aims, we need to consider and mitigate against risks, as follows:

RISK	MITIGATION
The partnership is unable to secure sufficient buy-in from health and social care partners. This would affect our ability to improve outcomes for people experiencing multiple disadvantage.	Strategically, continue to link with wider Marmot development, maximising opportunities for partnership work, including through the Mental Health Hub and the Integrated Care Board. Operationally, expand the By Name partnership and develop projects around hospital discharge and dual diagnosis.
Strategic buy-in is not mirrored by operational decision-making (or vice-versa). This results in confused and conflicting messages between agencies and damages inter-agency relationships	Strengthen membership of the Homelessness Strategy Implementation Partnership (HSIP) and its subgroups, ensuring sufficient strategic and operational representation. Continue to embed trauma-informed practice and multi-agency training.
Progress towards ending homelessness for people experiencing multiple disadvantage remains limited. This could lead to poorer health and wellbeing outcomes, public concern and complaint, and increased nightly-paid accommodation costs.	Maintain a person-centred approach through Housing First, the Intensive Support Service, Project Aurora and the By Name partnership. Focus resources on individuals who are furthest away from having their housing needs sustainably met.
Demand for homelessness assistance grows faster than anticipated. This could lead to a spike in temporary accommodation cost and usage as well as limiting staff ability to prevent and relieve homelessness	Continue to embed role of Housing Data Analyst and monitor trends. Build in flexibility within temporary accommodation to adapt to fluctuations in demand. Communicate trends early to delivery partners to enable rapid response.
Opportunities for homelessness prevention are overlooked in the face of immediate operational pressures.	Prioritise education and communication. Strengthen relationships with agencies who have a legal duty to refer as well as those who could act as 'homelessness champions'.

The partnership does not sufficiently engage people with lived experience to co-design services. This would lead to the reduced take-up of services and poorer outcomes.	Re-establish the Lived Experience / Co-Production HSIP subgroup. Develop good working relationship with new Lived Experienced Co-ordinator. Build trust and engagement through trusted local services.
Local Government Reorganisation disrupts delivery of the strategy or draws resource away from delivery.	Maintain strong working relationships with other Norfolk local authorities, sharing good practice. Maintain strong partnership governance through the transition period.
The workforce experiences 'mission fatigue' during delivery resulting in high turnaround of staff and poor levels of wellbeing	Prioritise implementation of key elements of the MHCLG Workforce Development toolkit. Continue to recognise success at an operational and partnership level.
The partnership is unable to secure sufficient resources to deliver its actions – funding or staffing capacity	Prioritise actions using available data, maximise existing cross-partnership resources and pursue external funding opportunities

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APPENDIX ONE: REVISED ACTION PLAN

This plan was originally produced alongside the King's Lynn and West Norfolk Homelessness and Rough Sleeping Strategy and has been amended in line with data and partner feedback. For ease of reference, each action contains the following:

Action	Each action contributes towards one of the five strands laid out in the original strategy
Target - what does success look like?	We have included a measurable indication of what success looks like. Where possible, this will be outcomes-based rather than outputs-based
By what date?	The Homelessness Strategy Implementation Partnership and its subgroups will monitor progress and will highlight where actions are likely to be delayed.
Who is responsible?	Although the partnership shares responsibility for the delivery of the strategy, actions will be owned either by individual organisations or by strategic/operational groups
Status	This categorises the progress made against the action
Funding and Resourcing	This confirms the extent to which the action is funded (see section 6) and highlights potential opportunity for funding
Progress as at current date	This provides a short summary of the progress made to date
Upon review?	This confirms whether we intend to retain the action (from the original plan), amend it or pause it. It also highlights those actions which are new.
Next step comment	This provides brief commentary summarising what we need to do next.

Glossary of abbreviations

AfEO	Accommodation for Ex-Offenders	**LAHF**	Local Authority Housing Fund
BCKLWN	Borough Council of King's Lynn & West Norfolk	**LGR**	Local Government Reorganisation
CGL	Change Grow Live	**MHCLG**	Ministry of Housing, Communities and Local Government
DA	Domestic Abuse	**NCA**	Norfolk Citizens Advice
DHP	Discretionary Housing Payment	**NCC**	Norfolk County Council
DWP	Department for Work and Pensions	**NHSF**	Norfolk Homelessness Solutions Forum
HB	Housing Benefit	**NSFT**	Norfolk and Suffolk NHS Foundation Trust
HF	Housing First	**OPCCN**	Office of the Police and Crime Commissioner for Norfolk
HMO	House in Multiple Occupation	**PHP**	Personal Housing Plan
HNS	Housing Needs Service	**PRS**	Private Rented Sector
HRSDAG	Homelessness, Rough Sleeping and Domestic Abuse Grant	**RPs**	Registered Providers
HSIP	Homelessness Strategy Implementation Partnership	**RRA**	Renters Rights Act
iCASH	Integrated Contraception and Sexual Health Service	**s.106**	Section 106 (planning obligation funding)
ICB	Integrated Care Board	**SHPS**	Single Homelessness Prevention Service
ISP	Information Sharing Protocol	**TA**	Temporary Accommodation

PREVENTION: To ensure that, wherever possible, a person at risk of homelessness does not become homeless. To identify at-risk groups and individuals as early as possible and to support "universal" measures that will reduce the risk of homelessness for all residents.

No	Sub-strand	Action	Target - what does success look like?	By what date?	Who is responsible?	Status	Funding and Resourcing	progress as at current date	Upon review?	Next step comment
1.1	**Education and Communication**	Develop a clear and universal **proactive borough-wide education plan** around homelessness prevention	See note. Initial success: all statutory agencies equipped to identify at-risk groups and refer individuals at immediate risk.	30/09/2028	**HSIP prevention subgroup**	**in progress**	**Partially funded** through existing staffing / services	Some initial work has been carried out centred around the Renters Rights Act and around specific areas of work e.g. domestic abuse, rough sleeping and so on.	**Retain**	Remains a priority, linked with many of the actions listed below. Prevention subgroup to lead coordination. Pilot with statutory services such as police and GPs
1.2		Develop a universal **"early help portal"** for homelessness prevention to include a "power to refer" function	Increase of 20% in enquiries received at advice and information stage (benchmark in 26/27)	31/03/2028	**HSIP prevention subgroup**	**in progress**	**Partially funded** through existing staffing / services	Customers can use the existing enquiry form on the council website; partners can refer into services via Early Help Hub.	**Retain**	Incorporate into 1.1 and 1.16. As a priority, increase awareness of the referral mechanisms into the service
1.3		Develop positive relationships **with letting agents** towards homelessness prevention in line with the Renters Rights Act	Increase of 20% in enquiries received at advice and information stage from letting agents and landlords. Benchmark once Tenancy Relations Officer is in place	31/03/2028	**BCKLWN HNS, working with Housing Standards, SHPS, Shelter**	**completed**	**Fully funded** through MHCLG grants and existing staffing / services	Joint work carried out by Prevention subgroup centred around Renters Rights Act. Will be an ongoing piece of work.	**Amend**	Recruit and embed Tenancy Relations Officer, who will develop partnership work and communications strategy with landlords and tenants

1.4		**Establish a framework for evaluating the effectiveness of our work** through people living in privately rented accommodation	Private Tenant Lived Experience Network established	30/09/2027	**HSIP co-production group**	**in progress**	**Partially funded** via Shelter / Norfolk Homelessness Solutions Forum / National Lottery	Co-production subgroup established but needs further development. There are established routes to engage with people with lived experience e.g. through support agencies and local charities.	**Amend**	Liaise with Shelter, who have recently appointed a countywide Lived Experience Coordinator.
1.5	**Client-centred Prevention Services**	**Embed the new information advice and guidance contract** to ensure that all opportunities for homelessness prevention are maximised	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN; Shelter; NCA**	**completed**	**Fully funded** committed for 3 years with possible 2 year extension	Contract in place since April 2025	**Retain**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
1.6		**Embed new SHPS upstream service** and ensure that lessons are learned from data gathered.	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN; SHPS; NCC**	**completed**	**Fully funded** committed for 3 years with extension possible	Contract in place since April 2025	**Retain**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
1.7		Reinstate a **home visiting function** aimed at preventing family evictions and evictions from supported accommodation	Reduction in number of Relief Duties owed to people who have been asked to leave by friends / family by 20%	30/09/2028	**BCKLWN HNS**	**completed**	**Existing resource** – achieved with changes to working practices	HNS have started home visits to supported housing with some good success. Framework is in place for visiting family homes.	**Amend**	Develop this further in partnership with Environmental Health, including people who are at risk of homelessness because of antisocial behaviour.

1.7b		Explore the profile of people **approaching due to family breakdown** and develop methods of intervening effectively before crisis point.	Reduction in number of Relief Duties owed to people who have been asked to leave by friends / family by 20%	30/09/2028	**BCKLWN HNS**	**New**	**Existing resource -** existing council officers	New - not started	**New**	Obtain initial data: age profile, analysis of whether early intervention would have prevented a 'crisis presentation'. Links with other actions: engagement with education, health, employers and so on.
1.7c		**Review hospital discharge process** to improve homelessness prevention outcomes for people leaving local hospitals	New process developed and agreed by partners	30/12/2027	**BCKLWN; ICB/NHS**	**New**	**Partially funded** review carried out by existing staff but may need funding to deliver recom-mendations	New - not started	**New**	Initial scoping exercise with internal and external stakeholders
1.7d		Develop a partnership approach to **prevent new refugees and people from abroad from becoming homeless.**	For new refugees: 75% prevention success rate; zero found rough sleeping on a single night	Ongoing to 30/06/2028	**BCKLWN; Hanseatic Union; NCC; multiple external partners**	**New**	**Fully funded** from Home Office funding	Partnership group established. Clear process in place to receive referrals when duty owed. Messaging in place with providers and via charity sector and commissioned services, to ensure rapid access to services	**New**	Continue to meet as partnership and monitor impact of partnership on homeless presentations
1.8		Continue to maximise the effectiveness of the **Intensive Support Service**	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN; The Purfleet Trust**	**completed**	**Fully funded** 3 years - HRSDAG funding + possible 2-year extension	Contract in place since April 2025	**Amend**	Continue to monitor - quarterly monitoring meetings and annual in-person visits

1.9	**Community Links**	**Maximise use of shared sites** to deliver homelessness prevention	One new shared site identified per year in line with demand and data	30/09/2028	**BCKLWN; HSIP Prevention Subgroup**	**in progress**	**Existing resource** – existing staff working flexibly in multiple locations	Progress includes co-location of Shelter and NCA within King's Lynn Foodbank / Connection at St James; use of Purfleet Trust as a hub for other services; BCKLWN housing options service visiting a GP surgery; NCA running a drop-in at council offices.	**Retain**	Continue to develop partnership approach, using data and local intelligence to drive operational decision-making
1.10		Ensure that homelessness prevention services are **accessible to rural communities**	See note. Initial success: scoping exercise complete re: caravan site outreach (or another pilot as agreed by subgroup)	31/03/2027	**BCKLWN HNS and Housing Standards; HSIP Prevention Subgroup**	**Not started**	**Existing resource** – may need a small amount of HRSDAG to cover transport costs	Not started	**Retain**	Initial focus to be agreed with prevention subgroup, could be on people living on caravan sites (due to likely housing need). Develop further in line with LGR, ensuring accessibility across any new boundaries
1.11		Ensure that prevention activities have a **specific remit towards families,** based in the community	Contracts delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN; HSIP; SHPS, Shelter, NCA etc**	**completed**	**Existing resource –** via HRSDAG	Contract in place since April 2025	**Retain**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
1.12	**Grants and Incentives**	Work with **private rented sector (PRS) landlords** to reduce homelessness arising from the end of PRS tenancies	Reduction in number of Relief Duties owed to people who have been evicted from PRS accommodation by 50%	30/09/2028	**BCKLWN HNS and Housing Standards; Shelter; SHPS; HSIP Prevention Subgroup**	**in progress**	**Fully funded** for 3 years – will use MHCLG funding for new role	Renters Rights Act enacted in May 2026 - council has worked with MHCLG and Shelter to roll out training to staff and partners. End of Section 21s already positively impacting on homelessness presentations.	**Retain**	Recruit and embed role of Tenancy Relations Officer, who will develop partnership work and communications strategy with landlords and tenants

1.13		**Redesign homelessness prevention grant scheme** to better meet the needs of households at risk of homelessness	Increase of 20% in cases where financial support has prevented homelessness	30/09/2028	**BCKLWN HNS**	**completed**	**Repurpose existing funding** – extend scope of existing grant scheme	Incorporated in PRS strategy, published spring 2026	**Retain**	With senior housing team, define what is meant by "affordable over a 12-month period" (as referenced in strategy). Further explore scope of government funding for this purpose.
1.14		**Review allocations of discretionary housing payments (DHPs)** maximising opportunities for homelessness prevention	Increase of 20% in cases where financial support has prevented homelessness	30/09/2028	**BCKLWN HNS and Benefits**	**Not started**	**Develop existing** DHP pot.	not started.	**Amend**	Arrange review with Benefits service manager
1.15	**Partnerships and Data**	**Develop a homelessness champion function** to be rolled out borough-wide to all interested services	See note. Initial success: all statutory agencies equipped to identify at-risk groups and refer individuals at immediate risk.	30/09/2028	**BCKLWN; HSIP Prevention Subgroup**	**in progress**	**Partially funded** through existing staffing / services	Discussions and design work has begun with Prevention subgroup	**Retain**	Further develop concept. Test with agencies who have a legal duty to refer (GPs, police etc). Build in use of social prescribers, community connectors. Make use of Help Hub. Then, roll out to wider employers, possibly as part of their staff wellbeing offer.
1.16		**Embed new data analyst role** to better identify people at risk of homelessness	Postholder delivering work in line with job description and key objectives	30/04/2027 and review annually	**BCKLWN HNS**	**completed**	**Develop existing** job role	Data analyst in post and contributing strongly to work of service. Power BI dashboard launched internally and is working well.	**Retain**	Continue to monitor effectiveness of role in line with standard staff development processes

1.16b		Using data, **analyse the impact of assistance at 'Advice Only' stage**, to highlight effective practice and to identify barriers to engagement.	Review completed with recommendations made	31/05/2027	**BCKLWN HNS**	**New**	**Existing resource** through staffing and partnerships	Not started	**New**	Complete initial data analysis exercise with Data Analyst
1.16c		**Evaluate the impact of the Renters Rights Ac**t on homelessness prevention	Review completed with recommendations made	30/09/2027	**BCKLWN; HSIP Prevention and Co-Production Subgroups**	**New**	**Existing resource** through staffing and partnerships	Not started	**New**	Review data after first year. Combine HNS data with lived experience: what is it like being a PRS tenant post-RRA?

NOTES

1.1a Success would look like everyone in West Norfolk (a) being able to live their lives in a way that minimised the risk of homelessness and (b) knowing how to get help if they were at risk. Whilst this is our ultimate ambition, this may not be achievable within the term of the strategy

1.10 Success would look like: everyone in West Norfolk having access to the support they need to avoid homelessness, regardless of their location.

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INTERVENTION: To ensure that people who are homeless are identified quickly and placed into suitable, cost-effective accommodation where necessary, avoiding the use of Bed and Breakfast and nightly-paid accommodation. To ensure that support is provided to overcome barriers to accessing (and sustaining) emergency accommodation.

No	Sub-strand	Action	Target - what does success look like?	By what date?	Who is responsible?	Status	Funding and Resourcing	progress as at current date	Upon review?	Next step comment
2.1	**Accommodation**	Using data, **commission and design sufficient emergency accommodation** to meet need - especially people who face multiple disadvantage	Reduction in use of nightly-paid accommodation by 25% per year	30/09/2028	**BCKLWN Strategic Housing**	**in progress**	**Partially funded** – possible further funding from s.106 deposits and Homes England. Also may be able to repurpose existing units.	Explored in detail in the Temporary Accommodation policy, published spring 2026. Innovations include shared "lower-cost" nightly-paid accommodation; TA units identified on new sites. Nightly paid usage has reduced.	**Amend**	Commission sufficient accommodation for people with multiple barriers to sustaining accommodation - including couples, who are over-represented in By Name group
2.2		Evaluate effectiveness of emergency accommodation to **replace Welfare Cabins.**	Reduction in use of nightly-paid accommodation by 25% per year	30/0/2027 and annually thereafter	**BCKLWN Strategic Housing; Sanctuary**	**completed**	**Partially funded** – could use monies arising from s.106 payments.	Astwell House flats now in operation - delivered by Sanctuary Supported Living	**Amend**	Quarterly monitoring and annual service visit
2.3		Review **offers of accommodation to people sleeping rough.**	Rough sleeping numbers in line or below targets set out in overall KPIs	30/09/2028	**BCKLWN HNS**	**completed**	**Existing resource** staff and partners.	Incorporated in Temporary Accommodation policy, published spring 2026	**Retain**	Continue to monitor and review effectiveness both of intensive support service and of Ending Rough Sleeping Risk Assessment Tool
2.4	**Support**	**Redesign and redevelop Personal Housing Plans (PHPs)**	PHPs redesigned and adopted	31/03/2027	**BCKLWN HNS plus coproduction group**	**in progress**	**Existing resource** staff and partners	Initial work commenced by Housing Options staff. Delayed due to redesign of Housing Options staff roles.	**Retain**	Will aim to complete by March 27 in line with launch of new HNS

		issued by the council to homeless applicants.									housing advice specialisms
2.5		**Develop an accessible "what to expect" document** for homeless applicants and partner agencies.	Documents designed and adopted by HNS	31/03/2027	**BCKLWN HNS plus coproduction group**	**in progress**	**Existing resource** staff and partners	Initial work commenced by Housing Options staff. Delayed due to redesign of Housing Options staff roles.	**Amend**	Will aim to complete by March 27 in line with launch of new HNS housing advice specialisms
2.6		**Review the provision of basic items** to meet the need of people accessing emergency accommodation.	Review completed with Lived Experience group, with recommendations made	30/09/2027	**BCKLWN HNS plus coproduction group**	**in progress**	**Fully funded** based on estimate of current provision.	B&B/nightly paid use has reduced significantly since launch of strategy; also, much TA is close to Purfleet Pantry. Briefly explored in creation of TA policy, published spring 2026	**Retain**	Initial discussions with Lived Experience coordinator - review overall experience of people in TA. What has changed and what still needs improving?
2.6b		**Embed processes to ensure statutory services are aware** when a family is placed in temporary accommodation.	100% of notifications provided to statutory services in line with legislation	31/03/2027	**BCKLWN HNS plus partners**	**New**	**Existing resource** including MCHLG New Burdens funding	Initial process developed by Housing Options Service	**New**	Continue to embed. Link with wider education work with schools and GPs
2.7		Embed processes introduced during **White Ribbon accreditation.** Review and develop the offer (and processes) for victim-survivors of domestic abuse.	Project Aurora launched and delivered in line with KPIs	31/12/2027	**BCKLWN; OPCCN; St Giles Trust; DA partners**	**in progress**	**Existing resource** staff and partners	Domestic Abuse Champions group now in place, working alongside work to achieve White Ribbon accreditation. Partnership work with Pandora to deliver dispersed accommodation for households who cannot	**Amend**	Develop and establish "Project Aurora", aimed at female victim-survivors of DA who have co-occurring support needs (such as mental health and offending)

								access refuges (because of gender or family make-up)		
2.8	**Partnerships**	**Expand the "by name" meeting / partnership** to resolve the homelessness of those who are furthest away from having their housing needs met.	See note. By Name partnership expanded to include at least four new members including at least two health and social care partners. By 2028, reduction in 50% of number of named individuals	31/03/2027	**BCKLWN Strategic Housing plus HSIP members**	**completed**	**Existing resource** staff and partners	Launched Spring 2025. Contributes to continued low rough sleeping numbers.	**Amend**	As a priority, focus efforts on reducing number of people in By Name group (because their homelessness has been ended). Expand By Name membership to include experts from outside existing partnership, including mental health partners
2.9		(linked to 1.8) **Ensure Intensive Support Service** continues to reflect current need	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN HNS; The Purfleet Trust**	**completed**	**Fully funded** 3 years - HRSDAG funding + possible 2-year extension	Contract in place since April 2025	**Amend**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
2.10		**Improve working relationship with local Social Care partners** to ensure equitable access to services	By Name partnership to include Social Care partner	31/03/2027	**BCKLWN Strategic Housing; NCC**	**Not started**	**Existing resource** staff and partners	Some initial discussions regarding individual cases but structure has not been established	**Amend**	Invite Social Care partners to By Name group as an initial step. Review and extend once complete

NOTE:
2.8 Ultimately, success would look like the disbanding of this group because it was no longer needed.

ACCOMMODATION: To ensure that safe affordable accommodation, suitable to their needs, is available to everyone who needs it. To ensure that people residing in short/medium term accommodation (such as hostels) are supported to move on in a timely and sustainable manner.

No	Sub-strand	Action	Target - what does success look like?	By what date?	Who is responsible?	Status	Funding and Resourcing	progress as at current date	Upon review?	Next step comment
3.1	Single Person Accommodation	**Review the effectiveness of the existing hostel pathway**, conducting a needs assessment of all residents	Supported Housing Strategy written and published	31/03/2027	**BCKLWN Strategic Housing; accommodation partners**	**in progress**	**Existing resource** staff and partners	Countywide review commissioned, to be delivered Autumn 2026 with a shared strategy published spring 2027.	**Retain**	Respond to outcome of Supporting Housing Needs Assessment, ensuring that supported accommodation pathway is fit for purpose
3.2		**Embed Supported Housing Partnership** to develop the effectiveness of the hostel pathway	Review completed; recommendations adopted	31/05/2027 and annually	**BCKLWN plus accommodation partners**	**completed**	**Existing** partnership and services	Meetings launched spring 2025 with membership gradually expanded.	**Retain**	Review annually in terms of scope and membership.
3.3		Continue to monitor effectiveness of **the Housing First model**	Total number of HF properties increased to 15 in line with KPIs	30/09/2027	**BCKLWN; Home Group plus housing providers**	**completed**	**Fully funded** 3 years - HRSDAG funding + possible 2-year extension	Contract in place since April 2025	**Amend**	Continue to monitor - quarterly monitoring meetings and annual in-person visits. Work to increase capacity to 15 HF properties
3.4		Develop single person accommodation that **incentivises paid employment.**	Viability study completed for development of young persons' housing modelled on elements of the Castle	30/06/2027	**HSIP; The Purfleet Trust; accommodation partners**	**completed**	**Fully funded** independently of council funding	Castle Downham (Purfleet Trust) launched spring 2026 and is fully occupied - operates on this basis	**Retain**	Review effectiveness of service (and any lessons learnt) with Purfleet Trust. Explore viability of service for young people. Review impact of new HB regs for individuals in supported housing.

3.5	**Private Rented Sector**	**Re-engage Private Rented Sector (PRS) landlords and agents.** Create a **flexible PRS access fund** to incentivise landlords and clients.	See note. Increase by 15% of homelessness prevented / relieved through offer of PRS accommodation	31/12/2027	**BCKLWN; SHPS; Shelter**	**in progress**	**Partially funded –** new tenancy relations officer (MHCLG funded) plus incentives fund	Some work carried out through SHPS, who have demonstrated flexibility to meet need (e.g. building relationships with reputable HMO landlords to meet needs of single applicants)	**Retain**	Recruit and embed role of Tenancy Relations Officer, who will develop partnership work and communications strategy with landlords and tenants
3.6		Explore viability of a **rent-a-room scheme** for single homeless households	Data reviewed annually to determine demand	ongoing	**BCKLWN, HSIP**	**Not started**	**Partially funded** through new roles and existing capacity but may need incentives fund	Not Started.	**Pause**	Pause for now but potentially revisit if demand is evident from data
3.7		Explore viability of **"tenant swap" scheme** for private sector tenants	Data reviewed annually to determine demand	ongoing	**BCKLWN, HSIP**	**Not started**	**Partially funded** through new roles and existing capacity but may need incentives fund	Not Started.	**Pause**	Pause for now but potentially revisit if demand is evident from data
3.8	**Social Housing**	Evaluate the impact of **the council's new allocations policy** for social housing	Prevention and relief outcomes improve in line with overall KPIs	30/09/2027 and annually	**BCKLWN HNS; HSIP**	**completed**	**Existing resource** and staffing	New allocations policy launched summer 2025	**Amend**	Using data, review impact of allocations policy on prevention and relief outcomes.
3.9		Explore the viability of creating good quality **shared accommodation for homeless applicants** who choose to share with others.	Data reviewed annually to determine demand	ongoing	**BCKLWN HNS; HSIP**	**completed**	**Partially funded** through existing roles and capacity	Incorporated to a degree by SHPS and within Allocation policy.	**Pause**	Pause further work for now but potentially revisit if demand is evident from data

3.10		Continue work with housing providers to **reduce levels of void properties**	Freebridge to maintain a "Business as Usual" level of voids	30/11/27 and reviewed annually	**BCKLWN; housing providers**	**in progress**	**Existing resource** to work with housing providers	Freebridge voids have reduced significantly, both in terms of standard and Major voids.	**Retain**	Action focuses on Freebridge, West Norfolk's largest provider of social and affordable housing. Scope to extend to all housing providers.
3.11		Develop a pathway to **support and accommodate substance users** especially those who have co-occurring mental health difficulties.	Contribution towards increase in prevention and relief outcomes for households with multiple and complex needs, in line with overall KPIs	30/09/2028	**BCKLWN; health partners**	**Not started**	**Not yet funded** other than existing resource to research. Could use s.106 money to commission suitable accommodation.	Not started.	**Amend**	Establish multi-disciplinary project group. Explore options for what the accommodation would look like, and whether external capital funding is available. Build evidence-based business case.

NOTES:

3.1 Once recommendations published and reviewed, targets to be established increasing the supply of suitable accommodation (especially for those with multiple support needs), increasing the number of successful and sustainable move-ons and reducing evictions

3.5 Note that this increase would not be at the expense of prevention/relief into social housing, which should also increase.

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RECOVERY: To ensure that nobody experiences homelessness more than once, and that formerly homeless people are empowered to thrive in the borough.

No	Sub-strand	Action	Target - what does success look like?	By what date?	Who is responsible?	Status	Funding and Resourcing	progress as at current date	Upon review?	Next step comment
4.1	**Health and substances**	Improve **access to mainstream health services** for homeless people	Recommendations from Homelessness Health Needs Audit reviewed and action plan developed	30/06/2027	**BCKLWN; ICB**	**in progress**	**Existing resources** including ICB provision	Work in progress particularly with migrant populations in mind. Will remain a priority. Improve links between homelessness services and Neighbourhood Mental Health centres	**Retain**	Further develop work at Purfleet Trust, co-locating services (e.g. iCASH, CGL, On The Ball). Support with wider Homelessness Health Needs Audit, delivered by Norfolk Homelessness Solutions Forum
4.1b		**Ensure that new Mental Health Hub meets the needs of homeless people**. Ensure fair access to mental health services for homeless people	Service design completed and meets needs of homeless people	30/09/2027	**BCKLWN; ICB**	**New**	**Existing resources** including ICB provision	Not started	**New**	Liaise with senior internal partners to ensure that the needs and experiences of homeless people are reflected in the hub's development.
4.2		**Develop recovery offer** for people seeking to address alcohol dependency	See note. Clear pathway to be developed in partnership with ICB	30/09/2027	**BCKLWN; health partners**	**Not started**	**Not yet funded** other than existing resource to research. Could use s.106 money or Homes England funding to commission suitable accommodation.	Not started.	**Retain**	Explore for people who are looking to continue abstinence, and those who are not ready to stop drinking yet. Consider physical accommodation + support. Make effective use of liver cancer specialist nurse, located at the Purfleet Trust until 2027. Based on data, remains a priority

4.3		Develop support for people with **brain injuries and/or learning difficulties**	Increase of access to Opening Doors (and other similar charities) for homeless households - to be benchmarked	30/09/2028	**BCKLWN; health partners**	**in progress**	**Existing resource** to determine need and develop partnerships	Some potential for joint working with charity Opening Doors - initial conversations have commenced	**Retain**	Develop joint work with Open Doors to improve access to advice and recovery tools. Use learning from Specialist Support Team in Norwich
4.4	**Community**	**Engage local businesses** in the recovery process through employment placements and apprenticeships	Increase in number of formerly homeless people supported into employment – to be benchmarked in year one	31/09/2027 and ongoing	**BCKLWN; HSIP recovery and lived experience groups; DWP**	**completed**	**Partially funded** – could be delivered through existing roles and partnership	Strong work being carried out jointly between the Purfleet Trust and BOOST (DWP) working with formerly homeless people. Examples include construction, manufacturing and entertaining / hospitality	**Retain**	Review effectiveness and develop further through recovery and coproduction subgroups
4.5		Support formerly homeless people to develop **meaningful and positive relationships within their communities.**	Review completed with Castle residents, with recommendations	31/06/2027	**BCKLWN; HSIP recovery and lived experience groups**	**in progress**		Initial work carried out at the Castle in Downham Market with local residents meeting with Castle residents who had felt isolated.	**Amend**	Review effectiveness and develop further through recovery and coproduction subgroups
4.6		Develop and improve **access to leisure and cultural facilities** for formerly homeless people.	Increase in number of formerly homeless people supported to access leisure and cultural facilities – to be benchmarked in year one	31/09/2027 and ongoing	**BCKLWN; HSIP recovery and lived experience groups**	**completed**		Strong work across services - from established group activities (fishing, sailing, park run, access to Men's Shed, links with Alive Leisure) to stories of individual progress (Housing First tenants establishing friendships in their communities)	**Retain**	Review effectiveness and develop further through recovery and coproduction subgroups and with Purfleet Trust

4.7		**Make use of 'father-inclusive' practices,** particularly for single people looking to develop and/or restore their relationship with their children	Review completed with recommendations	30/06/2027	**BCKLWN; HSIP recovery and co-production groups**	**Not started**		Not Started - though some informal work carried out through e.g. Purfleet Trust and Housing First	**Retain**	Explore and review with co-production group
4.8	**Sustainment**	Ensure that recommissioned **Intensive Support Service emphasises sustainment**	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN HNS; The Purfleet Trust**	**completed**	**Fully funded** 3 years - HRSDAG funding + possible 2-year extension	Contract in place since April 2025	**Retain**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
4.9		**Review SHPS framework** to measure recovery and sustainment	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN HNS; SHPS**	**completed**	**Fully funded** 3 years - HRSDAG funding + possible 2-year extension	Contract in place since April 2025	**Retain**	Continue to monitor - quarterly monitoring meetings and annual in-person visits
4.10		Ensure that **information and advice service** incorporates sustainment skills	Contract delivered in line with agreed KPIs	30/09/2027 and annually thereafter	**BCKLWN HNS; Shelter**	**completed**	**Fully funded** 3 years + possible 2-year extension	Contract in place since June 2024	**Retain**	Review service ahead of three-year mark and extend where evidence demonstrates effectiveness
4.11		**Review "accommodation for ex-offenders" programme,** identifying and addressing barriers for recovery.	Increase by 20% of relief success rates for people leaving prison	30/09/2028	**BCKLWN; MoJ; By Name Group partners**	**completed**	**Existing resources** and partnership.	AfEO funding has been absorbed into wider MHCLG pot.	**Retain**	Continue work between BCKLWN and Probation to coordinate efforts for prison leavers, including reviewing effectiveness of collaboration meetings. Ensure wider needs of ex-offenders are included in review of By Name group

4.12		**Develop "multi-agency check-ins" for new tenants** who may be at risk of losing accommodation	Reduction in 20% of prevention duties and 30% of relief duties owed for social tenants at risk of losing their accommodation	30/09/2028	**BCKLWN; Help Hub partners**	**in progress**	**Partially funded** – could be delivered through existing roles and partnership	Some initial work through Purfleet Trust's Intensive Support Service but needs further development	**Retain**	Further develop Intensive Support Service. Analyse impact of interventions in preventing homelessness / achieving sustainment. Explore possibility of a By Name group for existing tenants, aiming to overcome systems barriers

NOTES:

4.1 Success would look like: homeless people would have an equitable level of access to mental health support, including accessing the Mental Health Hub.

4.2 Success would look like: inadequate housing (or housing-related support) is never a contributory factor to an individual's alcohol dependency (or its impact on their life and health)

DRAFT

SYSTEMS SUPPORT AND SERVICE CULTURE: To work as one borough to achieve prevention, intervention, accommodation and recovery aims, designing services with service users and in line with the values of the partnership.

No	Sub-strand	Action	Target - what does success look like?	By what date?	Who is responsible?	Status	Funding and Resourcing	progress as at current date	Upon review?	Next step comment
5.1	**Partnerships and staffing**	Further develop **Strategy Implementation Partnership** expanding membership	Quarterly meetings held; annual review of membership carried out	31/12/2026 and ongoing	**BCKLWN; HSIP**	**completed**	**Existing resources** and partnership.	Partnership and subgroups launched January 2025	**Amend**	Review membership of group and subgroup, adding new members in line with strategic priorities. Relaunch Co-production Subgroup
5.2		Further **develop links between key services**, other council departments and elected members.	Successful delivery of other actions including 1.1, 1.2, 2.10, 4.1b	ongoing	**BCKLWN HNS and Strategic Housing**	**in progress**	**Existing resources** and partnership.	Some work has been carried out e.g. full member briefing. Use of Our News, screensavers etc to communicate key messages. Training has been delivered to some local partners e.g. a local domestic abuse charity.	**Retain**	Continue with development work. Priorities include health partners, including aligning Housing Services' work with that of local mental health services
5.3		Develop **a "best practice" guide for the partnership** for supporting staff	MHCLG Best Practice guide reviewed with recommendations made to HSIP	30/06/2027	**HSIP**	**Not started**	**Existing** staffing and partnership	not started.	**Pause**	Pause for now, pending MHCLG workforce toolkit
5.4		Link with the borough-wide work to **establish West Norfolk as a Marmot Place**	Delivery in line with Marmot targets	ongoing	**BCKLWN; NCC; ICB**	**completed**	**Existing resources** and partnership.	Link established. Housing have continued to contribute towards this work.	**Retain**	Continue in line with Marmot priorities

5.5	**Lived Experience**	**Further develop a co-production process** to ensure that people with lived experience of homelessness are involved in the development and design of services	Every new policy is created with input from individuals with lived experience of homelessness	ongoing	**BCKLWN; HSIP lived experience group**	**in progress**	**Partially funded** via Shelter / Norfolk Homelessness Solutions Forum / National Lottery, plus existing staffing	Allocations policy and TA policy developed alongside people with lived experience. Co-production group established but has not met recently.	**Amend**	Re-establish co-production group by January 2027 and develop links with NHSF lived experience coordinator. Next priority: homelessness health audit.
5.6		**Embed trauma-informed principles and practices** across all services	Project Aurora launched and delivered in line with these principles	31/03/2027	**BCKLWN; HSIP; NCC**	**in progress**		Work has continued across workstreams to deliver this including: introduction of specialisms for housing options staff; contract requirements as part of commissioned services; improved information sharing between partners	**Retain**	Work is ongoing. Next priority: ensuring that Project Aurora (2.7) is developed in accordance with these principles
5.6b		**Develop a career pathway** to actively encourage people with lived experience into homelessness roles	MHCLG Best Practice guide reviewed with recommendations made to HSIP	30/06/2027	**BCKLWN; HSIP**	**Not started**		not started.	**Pause**	Pause for now, pending MHCLG workforce toolkit
5.7	**Communications**	Develop a **clear and comprehensive communications strategy** around homelessness	See note. Contribution towards a reduction of 30% in complaints upheld by Housing Needs Service	30/06/2028	**BCKLWN;** comms team; HSIP	**completed**	**Existing** staffing and partnership including council comms team	Some work has been carried out e.g. full member briefing. Work of Housing Services highlighted through All Member Briefing November 2025. Use of Our News, screensavers etc to communicate key messages.	**Retain**	Further develop communications strategy to tackle misinformation and to manage customer expectations. With partners, ensure consistent messaging across agencies.

5.8		**Review and refresh all advice letters, leaflets** and external communications issued by the Housing Needs Service	See note. All communications refreshed and re-launched.	30/04/2027	**BCKLWN; HSIP lived experience group**	**in progress**	**Existing** staffing and partnership including council comms team	Initial work commenced by Housing Options staff. Delayed due to redesign of Housing Options staff roles.	**Retain**	Will aim to complete by March 27 in line with launch of new HNS housing advice specialisms
5.9	**Data and information**	Establish a **clear, public-facing data portal**	See note. Revised data portal launched	31/03/2027	**BCKLWN**	**in progress**	**Existing** staffing and partnership including data analyst	New Data Analyst post has improved quality of information available - dashboard now internally functional.	**Retain**	Develop and launch external portal with static and live elements. As a priority, launch Homechoice data portal (linked with management of customer expectations)
5.10		Develop clear and straightforward **Information Sharing Protocols** between partners to facilitate collaborative working	ISP agreed between partners focused on individuals who face multiple barriers to ending their homelessness, tied in with extension of By Name group (2.8)	30/06/2027	**BCKLWN;** HSIP	**in progress**	**Existing** staffing and partnership	ISPs have been established around specific projects, but no overarching ISP exists yet.	**Amend**	Ideal would be to progress towards shared CRM system (see: Inform partnership in Cambridge; CHAIN in London) but this would require additional resource to implement.

NOTE:

5.7-5.9 Success would look like: everyone in West Norfolk having a clear understanding of their rights and responsibilities regarding homelessness, as well as a clear knowledge of what the council and its partners can provide.

APPENDIX TWO: GOVERNANCE STRUCTURE

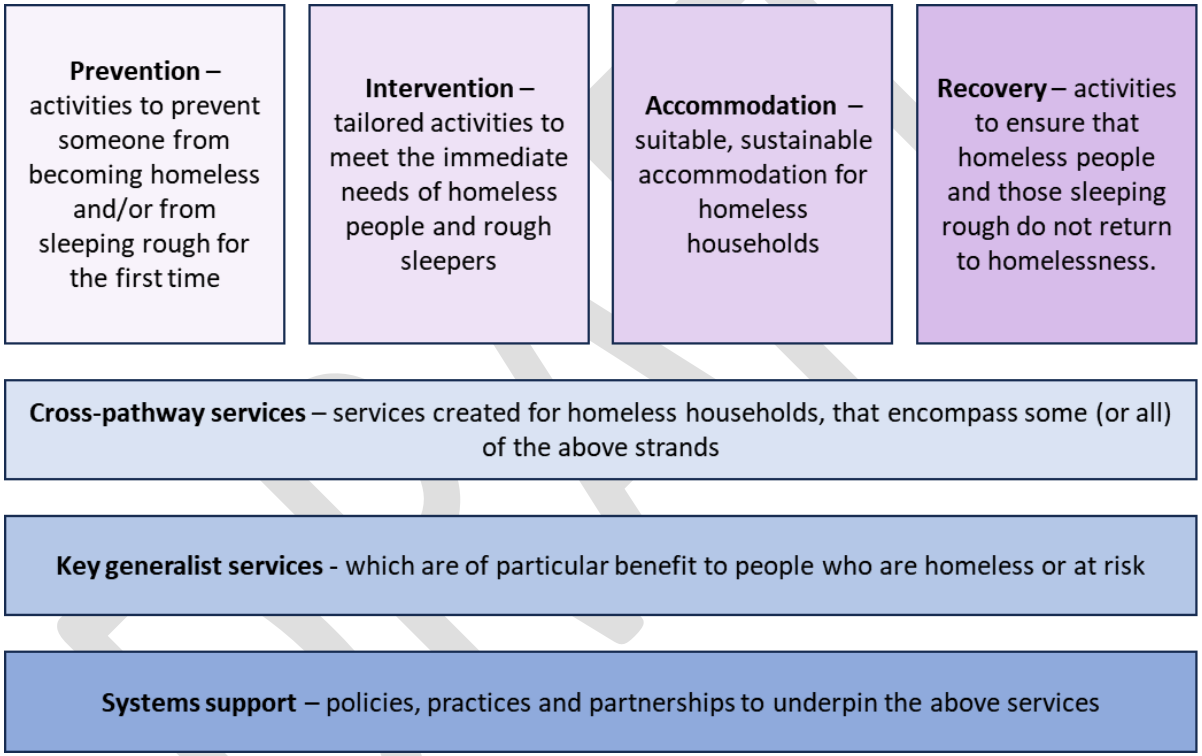
1. The delivery of the homelessness and rough sleeping strategy is overseen by the Homelessness Strategy Implementation Partnership (HSIP). Whilst the Strategy was developed by a partnership of organisations, each with their own governance structures, the strategy was endorsed by elected members of the council in 2024.
2. Accordingly, HSIP will report through the Chair to the Council's Portfolio Holder for People and Communities and the following groups: Cabinet; Environment and Communities Panel.
3. Key decisions relating to council policy will be taken by the Council's Cabinet or Full Council as required, following recommendations from HSIP through the Chair or delegated member[31].
4. Individual HSIP members are responsible for reporting back to their own organisations / services as required by their own reporting structure and mechanisms.
5. Modifications to the strategy will be made as required due to new research or evidence, new national or local political priorities for tackling homelessness, or the commencement of new legislation that might impact on homelessness levels, causes or activities.
6. Operational subgroups will be formed by HSIP to focus on key strands of the strategy:
    - Prevention
    - Accommodation
    - Recovery
7. Members of the operational subgroups shall have sufficient operational knowledge and authority to implement key aims.
8. An additional co-production subgroup ensures that the work of HSIP is informed by those with current and previous experience of homelessness and rough sleeping.

DRAFT

[31] Note: this document and revised action plan contains no fresh decisions for Cabinet or Full Council to approve.

APPENDIX THREE: SUMMARY OF PARTNERSHIP STRUCTURE

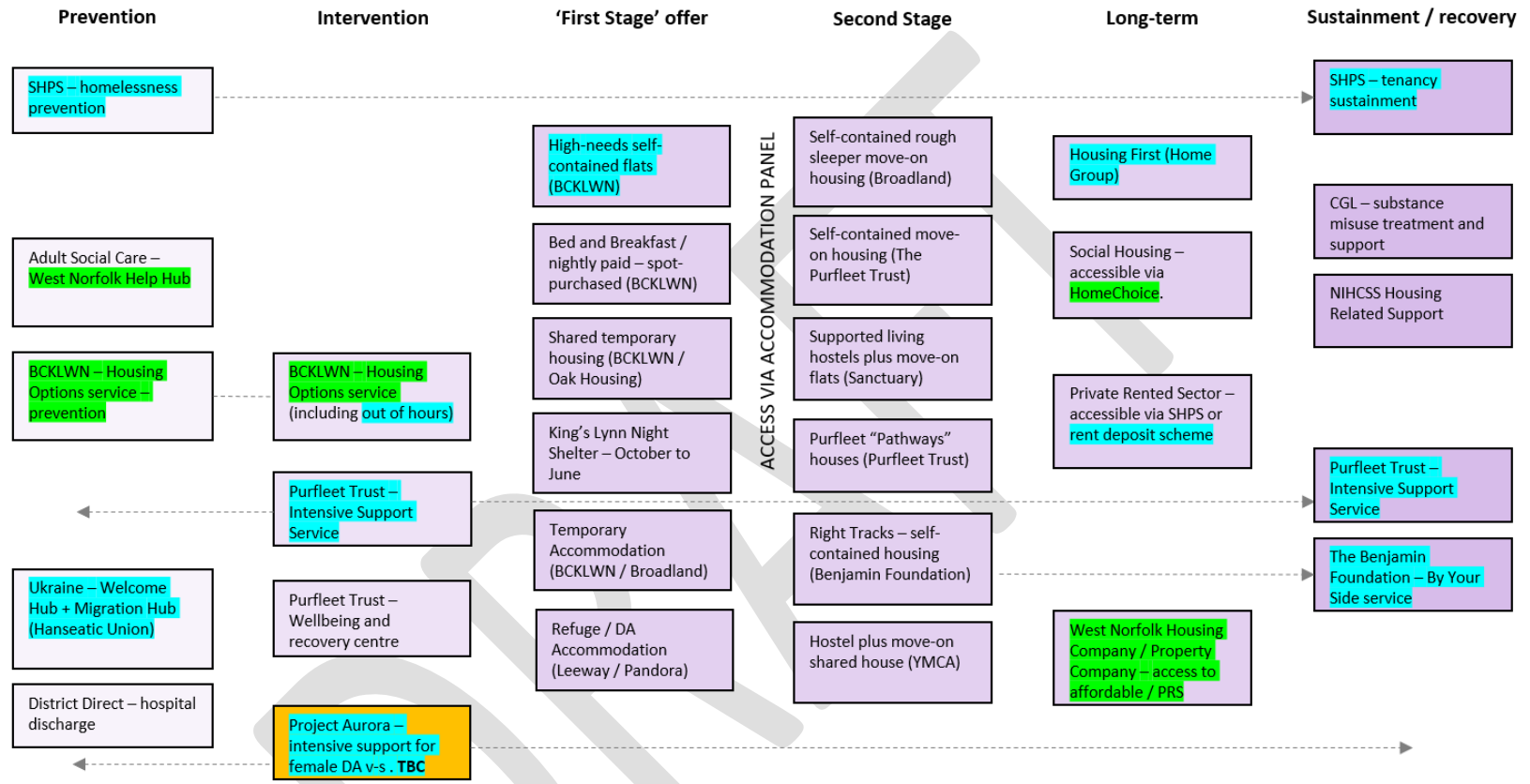
Our response to homelessness is delivered by a wide partnership of statutory, commissioned, non-commissioned and voluntary/faith sector services, with the council holding the statutory responsibility for the prevention and relief of homelessness. Some services have been created specifically for the benefit of homeless households and/or people sleeping rough; others have a wider remit. The pathway map on the next page loosely groups these services as follows:



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 our homelessness partnership, this section is by no means exhaustive. Everyone in West Norfolk has a potential part to play in preventing and relieving homelessness – this includes the work carried out by individuals, community groups, faith groups, businesses and employers to support people in housing need.

KING'S LYNN AND WEST NORFOLK – HOMELESSNESS PREVENTION AND RECOVERY PATHWAY. JUNE 2026



CROSS-PATHWAY SERVICES

The Purfleet Trust inc. training, health & wellbeing, fitness, NHS outreach etc
Shelter independent housing advice

KEY GENERALIST SERVICES

Citizens Advice independent money and income maximisation advice | **Mind** Holistic mental health support | **Foodbank** help with food and fuel | **Purfleet Pantry** low-cost groceries
Citizens Advice generalist advice service | **8:56 Foundation** mental health support for men | **MAP –** advice service for young people

SYSTEM SUPPORT

BCKLWN Cabinet and administration; corporate strategy; strategy overseen by Environment and Communities Committee
Overarching Homelessness and Rough Sleeping Strategy: **Homelessness Strategy Implementation Group plus subgroups. BY NAME GROUP to discuss individuals furthest away from sustainable housing**
Other partnerships e.g. Norfolk Homelessness Solutions Forum, the Norfolk Domestic Abuse Partnership Board etc.

Commissioned by BCKLWN Funded by BCKLWN and delivered internally